

## CHAPTER - V

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The current period of history presents challenges of fateful import to all those who are engaged in education, whether in school or elsewhere. The methods of meeting these challenges, the degree of success achieved in solving them, will inevitably affect the destiny of our society. First, this revolutionary period is seeing the emergences of fundamental changes in all societies and civilizations. Second, the great body of knowledge produced by research shows that the authoritarian and coercive school must give way to democratic institution that achieves its ends through cooperation and participation of all concerned.

- A.S. Barr, W.R. Burton and  
L.J. Brueckner  
(in "Supervision" )

CHAPTER  
FIVE

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ANALYSIS AND  
INTERPRETATION

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5.1 INTRODUCTION

The major concern and the focal point in the present piece of research is to find out the extent to which the system of democratic decentralisation in the administration of primary education in the new system of the Panchayati Raj has succeeded in its major expectations. These expectations, in the words of Dr. H.R. Joshi, were as under :

".... it was felt that through the Panchayat bodies the foundations on which our Constitution stands will be strengthened, the involvement of local communities and individuals in the successful and effective execution and completion of all development projects and tasks including primary education, will take place; self-help, self-reliance and largest possible expansion of the principle of community services and cooperation and devoting of a portion of the vast unutilised time and energy in the rural areas for the benefit of the community will result;

more knowledgeable, interested, motivated and public service-minded people will sit on Panchayat bodies to decide the future course of development of their areas, and there will be less wastage and more fruitful utilization of local resources of men and materials."(p.266)

The Panchayati Raj was introduced in Gujarat State in 1963. In a course of the next ten years, two Expert Committees, one headed by Shri Jadavji Mody in 1965, and another by Shri Zeenabhai Darji in 1973 had thoroughly reviewed and evaluated the machinery and its functioning in actual practice and have sought to improve the operation of the Panchayati Raj System. As pointed out earlier it is necessary to assess the impact of the Panchayati Raj on the growth and development of primary education. Here, the ultimate objective and perspective are that universal, compulsory and free primary education is provided for all children belonging to the age-group 6-14 in all the parts of the State by making adequate school provision at distance from the residence of every child, for which a norm has been set up in the country. Not only this, but all the children of the school age are to be normally enrolled in school and retained in school till they complete the age of 14. Further, the education to be imparted to these children should be <sup>of</sup>adequate quality or standard so that the schooling results in desirable stock of

knowledge, development of civic qualities, modernisation of the age-old attitude to operations in social and economic activities of life.

The present piece of research was, therefore, focused on finding out how far these task-expectations of the experiment of the Panchayati Raj have been actually achieved.

The investigator formulated six objectives with a view to assessing the impact of the system. These objectives pertained to the determination of the effectiveness of the Panchayati Raj leadership at each of the three levels, the success of decentralisation effected, the development of primary education that took place, the programming in primary education, diagnosing the strengths and weaknesses in the administration of primary education and examining the validity of some of the charges levelled against the Panchayati Raj Administration about the misuse of power in the exploitation and harassment of primary school teachers and other ills of omission and commission.

Keeping in mind this perspective, the investigator planned and structured his investigation around 12 important hypotheses. Through these hypotheses, the investigator envisaged to establish some vital facts of relationship between different patterns of leadership in the Panchayati

Raj bodies, the education and the system's effectiveness in

actual practice, the operative intra-effects of the various independent variables or factors like age, caste, educational qualifications; attitude to social service, and political affiliation on leadership, the commitment of the Panchayati Raj to democratisation and development which are the two major dimensions of the Panchayati Raj ideology, the relationship between the effectiveness of the Panchayats and the decreasing rate of wastage and stagnation in primary education, the level of concurrence or agreement among the official and non-official wings of the planning as well as operative machinery of the Panchayat Administration about the programming in the sphere of primary education, the effective operation of the decision-making machinery as well as the process in the Panchayat Administration, a better and clearer role perception about a good or an effective Panchayat, <sup>in</sup>ascertaining the effect of political party affiliation of leadership in the Panchayats on the administration of primary education and the general impact of the Panchayati System on the social, economic and the educational advancement of the people in the area in which a Panchayat operates, It is envisaged that the organisation of the analysis and interpretation of the collected data if done around these focal points, would give a better and more searching picture of the impact of the Panchayat administration on the administration of primary education.

## 5.2 THE PATTERN AND APPROACH IN THE ANALYSIS

In organising and classifying his data, the investigator kept in mind the objectives he had formulated for this investigation. In the first research on the Panchayati Raj in education carried out by Dr. H.R. Joshi, Dean, Faculty of Education of the South Gujarat University, the pattern and approach used was the tabulation of the data on different focal points and interpreting them in the context of what has been expected or desired and what has been actually achieved. This pattern of analysis is used both in social research and in the research on educational administration. Most of the reports of expert committees and commissions in educational administration also adopt this pattern and approach. The present investigator has deviated from this pattern and approach. He has woven the analysis of his data around the 12 hypotheses formulated by him as the focal points of his research. He has endeavoured to organise his data according to each of these hypotheses, and analysed them. His pattern of analysis and interpretation is mostly hypothesis-wise, so far as the fundamental issues or, as referred to earlier, the focal points are concerned. However, the investigator has slightly deviated from this pattern when he felt the need of feeding in some data which could not be encompassed under any hypothesis and yet he felt that

these data were important enough to supplement the conclusion drawn earlier from the treatment of the hypotheses. Here, also, the concern is to throw more light on the basic issue of the impact of the Panchayat Administration on the administration of primary education in Gujarat.

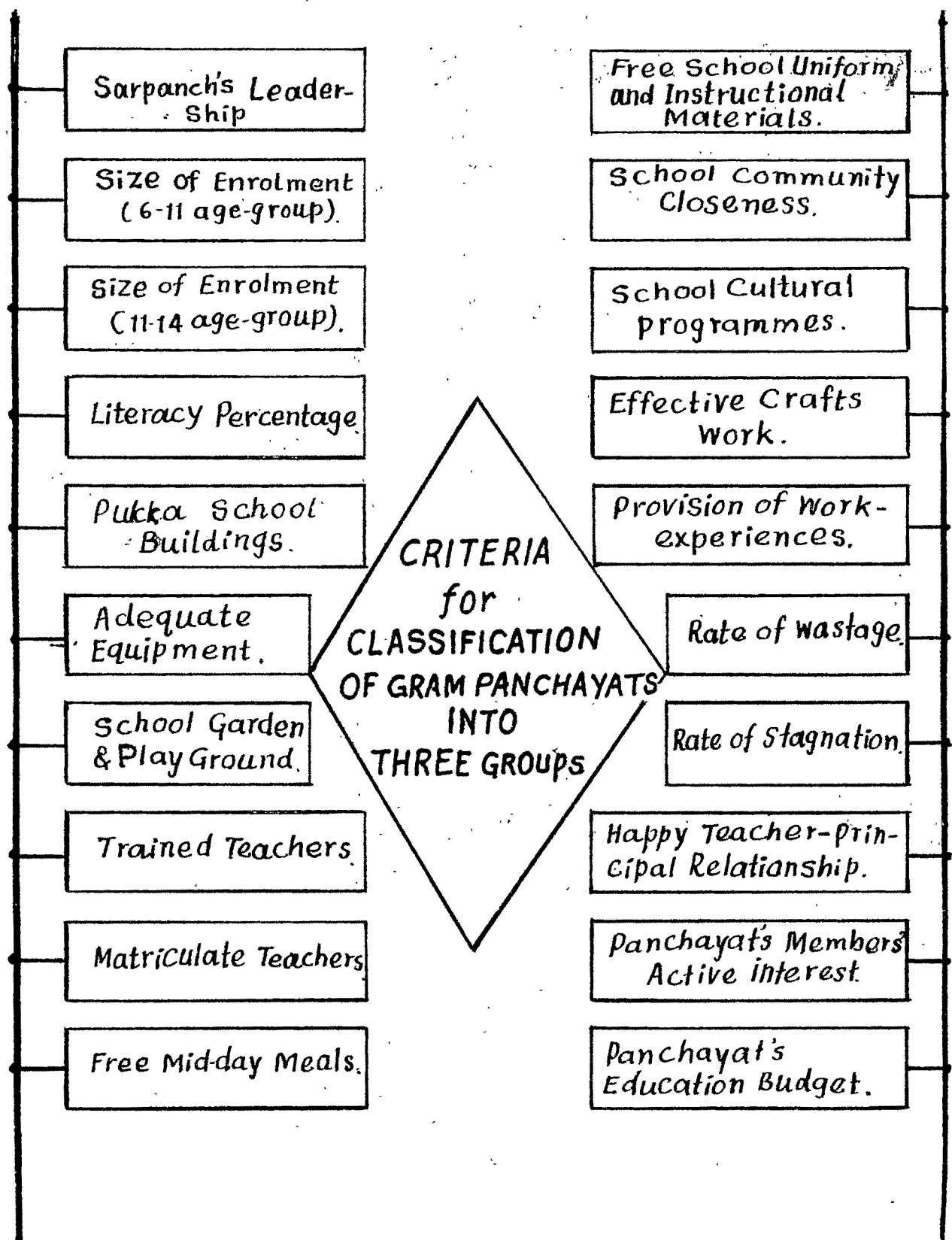
The hypothesis-wise analysis and interpretation of the data are presented in subsequent sections.

### 5.3 RELATIONSHIP BETWEEN LEADERSHIP PATTERN AND EFFECTIVENESS OF THE GRAM PANCHAYATS

The first hypothesis deals with the relationship between leadership patterns and the effectiveness of Panchayats. The Hypothesis is worded as under :

"The Gram Panchayats rated as high, average and low in terms of their effectiveness would show differing pattern of leadership".

As shown in Chapter III, the various Gram Panchayats had to be classified as high, average and low in relation to their effectiveness of working in respect of administering primary education. Accordingly, the sampled Gram Panchayats were classified into the three categories, making use of the pooled ratings of the Panchayats in terms of twenty different criteria of effectiveness as they pertain to primary education. These criteria are specified in Appendix III.





It is stipulated that the leadership pattern is closely related to the effectiveness of the Panchayats. The Sarpanch is the leader of the Gram Panchayat. It is obvious that the development of the village in general and of primary education in particular, depends much upon the progressive outlook, public service-mindedness and honest effects of the leader or Sarpanch of the village. The Tool No.2 (vide Appendix II) describes the 32 characteristics of leadership of Sarpanch of Gram Panchayat. The Part A of the Tool No. 2 shows general characteristics such as commitment to the cause of public service, honesty, understanding of needs and problems of the village, community, readiness to sacrifice personal interests for the village, possible conveniences of life, preferring the interest of the village to political interest, freedom from the internal conflicts and turbulations of the village etc. The Part B of the Tool describes the characteristics of the leadership in relation to primary education such as understanding of the problems of primary education, faith in compulsory primary education, capacity to raise funds for the local school, activating the local community to increase the rate of literacy among the people in the village, increasing contact with the local guardians to enrol their children of the school going-age in the school, trying to ensure regularity of attendance of the children, trying to reduce the wastage, trying to meet the needs of the

school, etc.etc.

It is natural that the progress of primary education in the village depends largely upon the above mentioned qualities of the leadership properly activated. If the leader possesses these qualities to a greater extent and operates accordingly the development of primary education undoubtedly becomes more rapid.

An attempt has, therefore, been made in this study to find out the extent to which these characteristics are possessed by the Panchayat leadership in all the three types of the Panchayats. This is done by rating each of the 32 characteristics of leadership on a five point-scale. The mean rating for each of the 32 leadership characteristics is obtained.

TABLE 5.1 : Mean Rating of the Characteristics of Sarpanchas of the A, B and C Types of the Gram Panchayats of the Mehsana District

(N = 95)

Characteristics of Leadership:	Mean Ratings According to the Types of Panchayats		
	Advanced:	Average:	Below Average
	A	B	C
1	2	3	4

PART -A

1. Sentiment of community service and sincerity	4	3	1
2. Honesty of Purpose and Action	4	3	3

Table 5.1 contd...

	1	2	3	4
3. Understanding of the needs of the Village Community	3	3	2	
4. Readiness to sacrifice for the village	3	3	1	
5. Interest of the village above political party interest	4	2	1	
6. Impervious by pressure from caste or community	4	2	1	
7. Uninfluenced by village internal conflicts	3	2	1	
8. Budgeting adequate time for community service	4	3	2	
9. Physical ability and dynamism	4	3	2	
10. Mentally alert and able	4	3	2	
11. Cheerful, loving and helpful by nature	4	2	2	
12. Skill and tact to find a way out of difficulties	4	2	2	
13. Democratic attitude	2	2	1	
14. Ability to take quick decisions	2	2	1	
Mean for Part A	3.5 (i.e.4)	2.5 (i.e.3)	1.6 (i.e.2)	

PART - B

15. Grasp of issues and problems of primary education	3	3	2
16. Faith in compulsory education	3	3	2
17. Ability to raise fund for local school	3	2	1
18. Commitment to make the local community literate	3	2	1

Table 5.1 contd...

	1	2	3	4
19. Persuading local parents to enrol their school-going children to school.	2	1	1	
20. Striving to ensure regularity of children's attendance in school.	2	1	1	
21. Making efforts to reduce wastage in school.	2	1	1	
22. Making efforts to expand resources of the local school.	3	1	1	
23. Keeping contact with school to know its need and meet it.	2	2	1	
24. Making efforts to bring the local community nearer to school.	2	1	1	
25. Discussing problems of the local school with officers of Education Department.	2	1	1	
26. Impartial and just attitude in dealing with primary teachers	3	2	1	
27. Interest in the safeguarding of the educational interest of children of the backward classes.	3	3	2	
28. Inspired by ideas of social welfare.	3	2	2	
29. Active for the betterment of the village.	3	2	1	
30. Helping economically backward children with instructional materials.	2	1	1	

contd..

Table 5.1 contd...

	2	3	4
31. Frequent discussions held with local primary school headmaster about its needs and problems.	2	1	1
32. Encouraging efforts to organise cultural programme in the local school.	2	2	2
Mean for Part B	2.5 (i.e.3)	1.7 (i.e. 2)	1.3 (i.e.1)

It will be seen from Table 5.1 that in Part A fourteen characteristics<sup>are</sup> given. Each of these characteristics is rated on a five-point scale. The raters are the members of the Gram Panchayats, the government officers who are in live contact with the leadership in the Gram Panchayats, the headmasters of the primary school or schools situated in the village and some leading figures in the local village community such as a leading farmer, social worker, merchant, doctor and so on. The rating reflects the pooled judgement of these categories of the citizens who know the Sarpanch closely enough to pass a valid judgement about him. The mean rating of the Sarpanchas on these 14 personal characteristics is <sup>3.5</sup>4 in Advanced or Progressive type of the Gram Panchayats, 2.5 or 3 in the Average type of the Gram Panchayats and 1.6 or 2 in the third category of /Below Average type of Panchayats. Thus, as stipulated in the Hypothesis

the Gram Panchayats rated as high, average and low in terms of their effectiveness do show differing patterns of leadership.

Even in regard to the leadership in A type of Gram Panchayats, the mean rating of 39 out of the total 14 personal characteristics of Part A is 4, which gives a heartening picture indeed. There is some definite variation in the means of B type and C type of the Gram Panchayats. Their rounded means are 3 and 2 respectively.

In the case of leadership in the A type of Gram Panchayats, leadership is pretty good in characteristics pertaining to community service, honesty of purpose and action, interest of the village above the interest of the political party to which the Sarpanch belongs, adequate time to be devoted for community service, physical ability and dynamism, ~~mentally alert and able ability~~ and cheerful and helping nature.

The leadership in the 'B' type of Gram Panchayats is rated average in 7 out of the total 14 personal characteristics. The leadership in C type of Gram Panchayat stands below average in characteristics 1,4,5,6,7,13 and 14.

The two characteristics (No.13 and 14) which are rated low include democratic attitude and quick decision-making.

It thus appears that most of the essential qualities which the leader of highly effective Gram Panchayat is expected to possess to a high degree are actually possessed to a moderately better degree.

In case of 'B' type Gram Panchayats 7 of the 14 characteristics are rated to the extent of 3 and 7 characteristics are rated to the extent of 2. This also shows that the B type Panchayat leadership is considered by the respondents as moderate on half of the essential qualities. Considering the rating of the leader of the 'C' type of Panchayats it is seen that he is rated to the extent of 3 on 1 characteristic, 2 on 6 characteristics and to the extent of 1 on the remaining 7 characteristics. Thus the Panchayat leaders working in the least progressive set up are characterised as possessing most of the essential qualities to a low degree.

On the whole, it appears that both 'A' and 'B' types of Panchayat leaders are regarded <sup>a</sup> little higher than average and below average respectively, in terms of the personal characteristics. The leadership in 'C' type of the Gram Panchayats is fairly low in comparison to the 'A' and 'B' types of leadership.

Of the remaining 18 qualities 9 are rated to the extent of 3 and the remaining 9 to the extent of 2, in the case of 'A' type leadership. These qualities include understanding

educational problems, belief in compulsory primary education, ability to raise fund for the school, drive for making people literate, persuading parents to enrol their children to schools, trying to make attendance of pupils regular, preventing wastage, attempting to raise fund to meet pupils' wants, trying to provide necessary facilities to schools, trying to bridge the gap between school and the local community, communication with educational authorities to tackle the problems of schools, honest attitude, interest in the development of the education of the backward class children, strong disposition for the welfare of the community, commitment for the progress of the village, helping economically backward children by providing facilities, sharing ideas on the educational problems with the headmaster and teachers and sponsoring the cultural programme in the village schools. In case of B type leaders only 3 out of 18 characteristics are rated to the extent of 3, 7 to the extent of 2 and the remaining to the extent of 1. In case of C type leaders 5 qualities are rated to the extent of 2 and others to the extent of 1. Thus it is clearly seen from the above table that the B type leadership is quite inadequate and that the C type of leadership may be regarded as completely inadequate. Since the qualities on which the leaders are rated pertain to educational activities and since the leader of the village is a key person in the successful



accomplishment of these activities, a close relationship between the two is very much expected in the case of 'A' type leadership and a decreasing relationship is expected in the case of B and C types leadership. The results show that A and B types of leaders differ somewhat in terms of personal qualities, they possess. The C type leaders, however, differ from A type as well as B type leaders in respect of these qualities. Compared to B type leadership, A type leaders are better in respect of the ratings they received for 18 work related characteristics. Compared to B type leaders, the 'C' type leadership is highly inadequate. On the whole, it is seen that the Panchayat leadership is highly inadequate. It should be recalled here that the three types of the Panchayats were formed on the basis of 20 criteria pertaining to the accomplishments of educational activities. The leaders in the B type Gram Panchayats are rated 3 on 10 out of 32 total characteristics, 2 on 14 characteristics and 1 on the remaining. The C type leader is rated to the extent of 1 on most of the qualities. The leadership in both A and B type Panchayats is around at an average level and the C type leadership is at below average level.

The Panchayati Raj came into existence with a view to promoting the welfare of the people in smallest and remotest villages. One of the major concerns of the Panchayats is with the improvement of primary education. With the belief<sup>ed</sup>

that the educational problems are better attended to by the closest possible personnel, the administration of schools was handed over to the care of the Village Panchayats. Unfortunately, the leadership does not turn out to be highly effective at all the three levels of the Village Panchayats. Since the inception of the Panchayati Raj, hundreds of new primary schools have been established even in the remotest villages. In order to spread primary education, facilities were made available to the schools through the mechanism created for that purpose. Yet today one finds that the Panchayats have not been able to reach the ideals laid down for primary education. This may be due to the fact that the leaders do not possess certain important qualities which are highly essential. It is the leader who can plan, make policies, execute, coordinate and create resources for the proper functioning of the entire set-up. Although it is true that the leaders have to work in the midst of multifarious types of difficulties, these difficulties can easily be surmounted if the leader is equipped with necessary skills and missionary spirit. The results indicate that even in a village where the educational activities are satisfactorily carried out, the leaders lack the necessary qualities to carry out varied educational activities. Hence the lack of progress and failure in educational accomplishments under the Panchayati Raj Administration in Mehsana District, or as a matter of fact in Gujarat may be attributable

to the inability of leaders.

#### 5.4 EFFECTIVENESS OF LEADERSHIP AND SOME CRITERIA

##### Hypothesis - II

The second hypothesis pertained to the effectiveness of the leadership in the Gram Panchayats related to some of the criterion dependable variables. These criterion variables were five, viz., (1) age, (2) caste, (3) educational qualifications, (4) attitude to social service and (5) political affiliation. All these variables are important because they all play their part, that is to say, they affect the effectiveness or otherwise of the effectiveness of leaders especially in situations obtaining in rural areas to acquire influence, prestige, dominance, monopoly of decision-making and shaping civic affairs. These possible determinants of leadership in rural areas in social and civic matters were clear both from the Chapter I which sought to build up a theoretical frame of reference and also from chapter II where the review of some of the researches done in this direction, supports this kind of assumption. In fact, this hypothesis occurred to the investigator from the review of previous research.

The data used to feed this hypothesis were derived from Tool No.1.

TABLE :5.2(A) : Age-wise Distribution of Sarpanchas of the Gram Panchayats of the Mehsana District

Range of Age in years.	Types of Panchayats					
	'A' Type (Advanced)		'B' Type (Average)		'C' Type (Below Average)	
	f	P.C.	f	P.C.	f	P.C.
20 to 35	5	25	18	36	8	32
36 to 50	5	25	18	36	10	40
51 to 65	10	50	14	28	7	28
Above 65	-	-	-	-	-	-
Total:	20	100	50	100	25	100

TABLE : 5.2(B) : Age-wise Distribution of Up-Sarpanchas of Gram Panchayats of the Mehsana District

Range of Age in years	Types of Panchayats					
	'A' Type (Advanced)		'B' Type (Average)		'C' Type (Below Average)	
	f	P.C.	f	P.C.	f	P.C.
20 to 35	2	10	16	32	8	32
36 to 50	9	45	19	38	13	52
51 to 65	9	45	15	30	4	16
Above 65	-	-	-	-	-	-
Total:	20	100	50	100	25	100

TABLE : 5.2(C) : Age-wise Distribution of Members of Gram Panchayats of the Mehsana District

Range of age in years	Type of Panchayats					
	'A' Type (Advanced)		'B' Type (Average)		'C' Type (Below Average)	
	f	p.c.	f	p.c.	f	p.c.
20 to 35	47	19	107	22	73	31
36 to 50	130	52	276	56	125	53
51 to 65	67	27	106	21	36	15
Above 65	4	2	6	1	1	1
Total:	248	100	495	100	235	100

An examination of the leadership qualities has shown that the leaders of the Gram Panchayats of the Mehsana District do not possess various qualities to a sufficiently high degree so that they can play their part in their administration in educational matters effectively. In order to gather more information about the leaders, the agewise, castewise, and educational qualificationwise, the distribution of the Sarpanchs, the Upa-sarpanchas and the members of the Gram Panchayats is now examined. In addition to this, the information regarding the extent of social participation, political affiliation and membership in political parties is also obtained for the Sarpanch, the Upasarpanch and the members of panchayats. Tables 5.2(A), 5.2(B), 5.2(C), show

the age-wise distribution of the Sarpanch, the Upa-Sarpanch and the members of each of the three types of the Gram Panchayats of the Mehsana District.

The Table 5.2(A) shows the age-wise distribution of the Sarpancha in terms of percentages. As can be seen in the table, 50 percent of the Sarpanchas in the 'A' type Panchayats are between 51 to 65 years of age and the remaining 50 percent of them are distributed in the age ranges 36 to 50 and 20 to 35 with 25 percent of them in each age range. In 'B' type Gram Panchayats, 36 percent of the Sarpanchas are in the age range 20 to 35, 36 percent of them are in the age range 36 to 50 and the remaining 28 percent are in the age range 51 to 65. Thus, in terms of percentages most of the Sarpanchas of the 'A' type Panchayats are relatively older in age than the Sarpanchas in the 'B' and 'C' type Panchayats. Around 70 percent of the Sarpanchas of 'B' and 'C' types Panchayats are below 50 years of age. The percentages of the Sarpanchas in 'A', 'B' and 'C' types Panchayats falling in the age range 20 to 35 are 25, 36 and 32 respectively. Thus, a greater number of Sarpanchas in the 'B' and 'C' type Panchayats are relatively young.

The Table 5.2(B) shows that 32 percent of the Upa-Sarpanchas in the 'B' and 'C' types as against 10 percent of the Upa-sarpanchas in the 'A' type Panchayat are falling in the

age range 36 to 50 are 45, 38 and 52 and the corresponding percentages falling in the age range 51 to 65 are 45, 30, and 16 respectively. There also the Upa-Sarpanchas in the 'B' and 'C' type of the Gram Panchayats are relatively young. So far as the age-wise distribution of the Panchayat members is concerned, slightly more than 50 percent of the members in the 'A', 'B', and 'C' types Panchayats are in the age-range of 36 to 50 years. Most of the members are, thus, neither too young nor too old. As regards the age of the leaders in the 'A', 'B' and 'C' types Panchayats, it was noted that most of the Sarpanchas and Upasarpanchas of the 'B' and 'C' types Panchayats are relatively younger than the Sarpanchas and Upa-sarpanchas of the 'A' type Panchayats. Thus, whatever progress has been made in the 'A' type Panchayats may be attributable to matured leaders who are older enough to understand the variety and complexity of educational problems through their experiences spread over a period of time. This is in sharp contrast to the existing notion that only young leaders can do more effective work and that the old leaders should give way to young leaders/. In the matters pertaining to administering primary education matured and experienced leadership can only take effective decisions and resolve conflicts for the smooth functioning of the institution.

The Tables 5.3(A), 5.3(B), 5.3(C) on the next page show the caste-wise distribution of the Sarpanchas, the Upa-sarpanchas and the members of the 'A', 'B' and 'C' types Gram Panchayats.

As can be seen from Table 5.3(A), all the Sarpanchas of the 'A', 'B', and 'C' types Panchayats come from upper caste. No sarpanchas belong to the schedule caste or other caste groups. The Table 5.3(B) indicates that nearly all the Upa-Sarpanchas of the 'A', 'B', and 'C' types Panchayats also come from the upper caste. There is only one Upasarpanch out of 20 in the 'A' type Panchayat who belongs to the other caste category. Both the Sarpanchas and Upa-sarpanchas of the 'A', 'B' and 'C' types Panchayats come from the upper caste. The table 5.3(C) shows that more than 80 percent but less than 90 percent of the members of the Gram Panchayats belong to the upper caste and the remaining members are distributed among the scheduled castes and the other caste groups. Looking to the overall caste-wise distribution of the Sarpanchas, Upa-sarpanchas and the members of the Panchayats, it is observed that only the persons belonging to the upper caste wield the power in the Gram Panchayats of the Mehsana District.

The Tables 5.3(A), 5.3(B), and 5.3(C) on the next pages show the distribution of the Sarpanchas, the Upa-sarpanchas and the members according to their educational qualifications.



TABLE : 5.3(A) : Caste-wise Distribution of Sarpanchas of the Gram Panchayats of the Mehsana District

Caste	Types of Panchayats					
	Advanced 'A' Type		Average 'B' Type		Below Average 'C' Type	
	f	p.c.	f	p.c.	f	p.c.
Upper caste	20	100	50	100	25	100
Scheduled caste	2	-	-	-	-	-
Other castes	-	3	-	-	-	-
Total:	20	100	50	100	25	100

TABLE : 5.3(B) : Caste-wise Distribution of the Upa-Sarpanchas of the Gram Panchayats

Caste	Types of Panchayats					
	Advanced 'A' Type		Average 'B' Type		Below Average 'C' Type	
	f	p.c.	f	p.c.	f	p.c.
Upper Caste	19	95	50	100	25	100
Schedule caste	-	-	-	-	-	-
Other castes	1	5	-	-	-	-
Total:	20	100	50	100	25	100

TABLE : 5.3(C) : Caste-wise Distribution of Members of the Gram Panchayats

Caste	Types of Panchayats					
	'A' Type		'B' Type		'C' Type	
	f.	p.c.	f.	p.c.	f.	p.c.
Upper Caste	214	86	408	82	207	88
Schedule Caste	29	12	53	11	28	12
Other <u>Communities</u>	5	2	34	7	-	-
Total:	248	100	495	100	235	100

The Table 5.4(A) shows the distribution of the Sarpanchas according to their qualifications. As is evident from the table, 25 percent of the Sarpanchas of the 'A' type Panchayats have received primary education, 65 percent of them have received secondary education and 10 percent of them have received **higher** education. The percentages of the Sarpanchas in 'B' type Panchayats who are illiterates or have received primary, secondary or higher education are 16,40,40, and 4 respectively. The corresponding percentages for the 'C' type Panchayat Sarpanchas are 32,56,8 and 4 respectively. Thus, the proportions of illiteracy and primary education are higher in relatively less progressive Panchayats than in the progressive Panchayats. In the 'A' type Panchayats 65 percent of the Sarpanchas have received secondary education whereas in the 'B' and 'C' types

Panchayats, the percentages for the qualification of secondary education are 40 and 8 respectively. In the 'C' type Panchayats 88 percent of the Sarpanchas fall in the categories of illiteracy or primary. In the 'B' type Panchayats 40 percent of the Sarpanchas have received primary education and 40 percent of them have received high school education. The results clearly show that the more highly progressive Panchayats have better educated Sarpanchas than the less progressive Panchayats. The Table 5.4(B) shows that 60 percent of the UpaSarpanchas of the 'A' type Panchayats have received primary education, 40 percent of the upa-sarpanchs in the 'B' type Panchayats have received primary education and there are 72 percent of the Upa-Sarpanchas in the 'C' type Panchayats who have received primary education. The percentages of the Upa-Sarpanchas of the 'A', 'B' and 'C' types Panchayats <sup>who have</sup> received high school education are 35, 36, and 4 respectively.

TABLE : 5.4(A): Distribution of the Sarpanchas According to the Educational Qualifications

Educational qualifications	Type of Panchayats					
	'A' Type		'B' Type		'C' Type	
	f	p.c.	f	p.c.	f	p.c.
Illiterate	-	-	8	16	8	32
Primary Education	5	25	20	40	14	56
Secondary education	13	65	20	40	2	8
Higher education	2	10	2	4	1	4
Total:	20	100	50	100	25	100

TABLE 5.4(B): Distribution of Upa-Sarpanchas according to Their Educational Qualifications

Educational Qualifications	Type of Panchayats					
	'A' Type		'B' Type		'C' Type	
	f	p.c.	f	pc.	f	p.c.
Illiterate	-	-	10	20	6	24
Primary Education	12	60	20	40	18	72
Secondary Education	7	35	18	36	1	4
Higher Education	1	5	2	4	-	-
Total:	20	100	50	100	25	100

TABLE : 5.4(C) : Distribution of Members of Gram Panchayats According to their Educational Qualifications

Educational Qualifications	Types of Panchayats					
	'A' Type		'B' Type		'C' Type	
	f	p.c.	f	p.c.	f	p.c.
Illiterate	18	7	96	19	96	41
Primary Education	169	68	347	71	126	53
Secondary Education	52	21	42	8	9	4
Higher Education	9	4	10	2	4	2
Total:	248	100	495	100	235	100

So far as illiteracy is concerned, the percentages of the Upa-Sarpanchas in the 'A', 'B' and 'C' types Panchayats are 0, 20, and 24 respectively. Thus in the case of the Upa-Sarpanchas, the proportion of persons receiving higher degree of education seems to be greater in relatively more progressive Panchayats. So far as the distribution of members is concerned, 68 percent of the 'A' type Panchayat members, 71 percent of the 'B' type Panchayat members and 53 percent of 'C' type Panchayat members have received primary education. The percentages of illiteracy in the 'A', 'B' and 'C' types Panchayats are 7, 19, and 41 respectively. The corresponding percentages for higher education are 4, 1, and 2 respectively. Also 21 percent of the 'A' Type members, 9 percent of the 'B' type members and 4 percent of the 'C' type members have received secondary education. Here, also, the proportion of persons who have had higher education is greater in relatively more progressive Panchayats than in less progressive Panchayats. On the whole, it appears that the Sarpanchas, the Upa-Sarpanchas and the members of the relatively more progressive Panchayats tend to be more highly educated than the Sarpanchas, the Upa-sarpanchas and the members of less progressive Panchayats. Thus, the high quality work in educational matters that is done in relatively more progressive Panchayats than in less progressive Panchayats is attributable to the level of education of

Sarpanchas, Upa-Sarpanchas and the members of these Panchayats.

Tables 5.5(A), 5.5(B) and 5.5(C), show the extent of social participation of the Sarpanchas, the Upa-sarpanchas and the members of 'A', 'B', and 'C' types of Panchayats. Looking to the Table 5.5(A) it is seen that 55 percent of 'A' type Sarpanchas are rated as active and 40 percent of them are rated very active. The percentages of very active and active Sarpanchas in the 'B' type Panchayats are 16 and 30 respectively and in the case of the 'C' type Panchayats the percentages of very active and active sarpanchas are 8 and 8 respectively. There are 34 percent of the 'B' type Sarpanchas and 48 percent of the 'C' type Sarpanchas rated as inactive. The percentages of less active Sarpanchas of the 'A', 'B' and 'C' type Panchayats are 5, 20, and 36 respectively. Thus, a greater number of Sarpanchas of more highly progressive Panchayats are more active than the Sarpanchas of relatively less progressive Panchayats.

As can be seen from the Table 5.5(B) the percentages of very active, active, less active and inactive Upa-sarpanchas of the 'A' type Panchayats are 25, 70, 5 and 0 respectively. Similarly, the percentages of the Upa-sarpanchas of the 'B' type Panchayats falling under the four degrees of social participation are 20, 40, 10, and 30 respectively. The corresponding percentages in 'C' type Panchayats are

4,8,32, and 56 respectively. Thus, the proportion of the active Upa-sarpanchas is greater in relatively more progressive Panchayats. So far as the distribution of members is concerned, 70 percent of the members in the 'A' type Panchayats are rated as more active and only 30 percent of them are rated as less active or inactive. In case of the members of the 'B' type Panchayats only 21 percent of the members are more active<sup>or active</sup> and the remaining 79 percent of the members are rated as less active or inactive. So far as 'C' type Panchayat members are concerned only 14 percent of them are<sup>more active or</sup> active and the remaining 86 percent of them are less active or inactive. Considering the overall results it is seen that a greater proportion of the Panchayat personnel is active in case of the Panchayats which are relatively more progressive.

TABLE : 5.5(A): Distribution of Sarpanchas according to the degree of their social services Participation

Degree of Social Service participation	Types of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c.
Very active	8	40	8	16	2	8
Active	11	55	15	30	2	8
Less active	1	5	10	20	9	36
Inactive	-	-	17	34	12	48
Total:	20	100	50	100	25	100

TABLE : 5.5(B): Distribution of the Upa-Sarpanchaas  
According to degree of Social  
Service Participation

Degree of Social Service Participation	Types of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c.
Very active	5	25	10	20	1	4
Active	14	70	20	40	2	8
Less active	1	5	5	10	8	32
Inactive	-	-	15	30	14	56
Total:	20	100	50	100	25	100

TABLE : 5.5(C) : Distribution of Gram Panchayats Members  
According to Degree of Social Service

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Degree of Social Service	Type of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c.
Very active	51	20	13	3	3	1
Active	123	50	92	18	30	13
Less active	64	26	188	38	48	20
Inactive	10	4	202	41	154	66
Total:	248	100	495	100	235	100



TABLE :5.6(A): Distribution of Sarpanchas According to degree of Political Affiliation

Degree of Political affiliation	Type of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c.
Very active	6	30	12	24	-	-
Active	13	65	15	30	5	20
Less active	1	5	10	20	7	28
Inactive	-	-	13	26	13	52
Total:	20	100	50	100	25	100

TABLE : 5.6(B): Distribution of Upa-Sarpanchas according to Degree of Political Affiliation.

Degree of Political Affiliation	Types of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c.
Very active	11	55	10	20	-	-
Active	8	40	9	18	5	20
Less active	1	5	16	32	5	20
Inactive	-	-	15	30	15	60
Total:	20	100	50	100	25	100

TABLE : 5.6(C): Distribution of members of Gram Panchayats According to Degree of Political Affiliation

Degree of Political Affiliation	Types of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f.	pc.
Very active	65	26	12	2	1	0
Active	144	46	91	18	26	11
Less active	53	21	151	31	46	20
Inactive	16	7	241	49	162	69
Total:	248	100	495	100	235	100

The Tables 5.6(A), 5.6(B), and 5.6(C) show the distribution of the Sarpanchas, the Upa-sarpanchas and the members of the 'A', 'B', and 'C' type Panchayats in terms of extent of political participation. Looking to Table 5.6 (A) it is seen that 65 percent of the Sarpanchas of the 'A' type Panchayats are active, 30 percent of them are very active and 5 of them are less active. The percentages of the Sarpanchas of the 'B' type Panchayats falling under the four degrees of participation are 24, 30, 20 and 26 respectively. The corresponding percentages of the Sarpanchas of the 'C' type Panchayats, are 0, 20, 28 and 52 respectively. Thus, in the 'A' type Panchayats most of the Sarpanchas are quite active in politics whereas in the 'C' type Panchayats most of the Sarpanchas are relatively inactive. In case of the 'B' type Panchayats, the percentages of the Sarpanchas are between 20 and 30 percents. Looking to the Table 5.6(B), it is seen that 95 percent of the Upa-sarpanchas are very active or active whereas in case of the 'C' type Panchayats, 80 percent of the upa-sarpanchas are relatively less active or inactive. In case of the 'B' type Panchayats the percentages of the Upa-sarpanchas falling under the four categories are 20, 18, 32, and 30 respectively. Table 5.6(C) shows that 72 percent of the members of the 'A' type Panchayats are very active or active. There are 20 percent of 'B' type members <sup>who</sup> are very active or active and 80 percent

of them are either less active or inactive. In case of the 'C' type Panchayats, only 11 percent of the members are active and the remaining members are either less active or inactive. On the whole, it appears that most of the 'A' Type Panchayati Personnel are quite active and most of the 'C' type Panchayat<sup>ya</sup> personnel are either less active or inactive. Most of the 'B' type Panchayat personnel are neither too active nor too less active. A small proportion of members is found in each of the four categories in case of the 'B' type Panchayats.

Tables 5.7(A), and 5.7(B) show the political affiliation and of Sarpanchas, the Spa-sarpanchas of the 'A' 'B' and C' type Panchayats.

TABLE : 5.7(A) : Distribution of Sarpanchas according to Affiliation to Political Party.

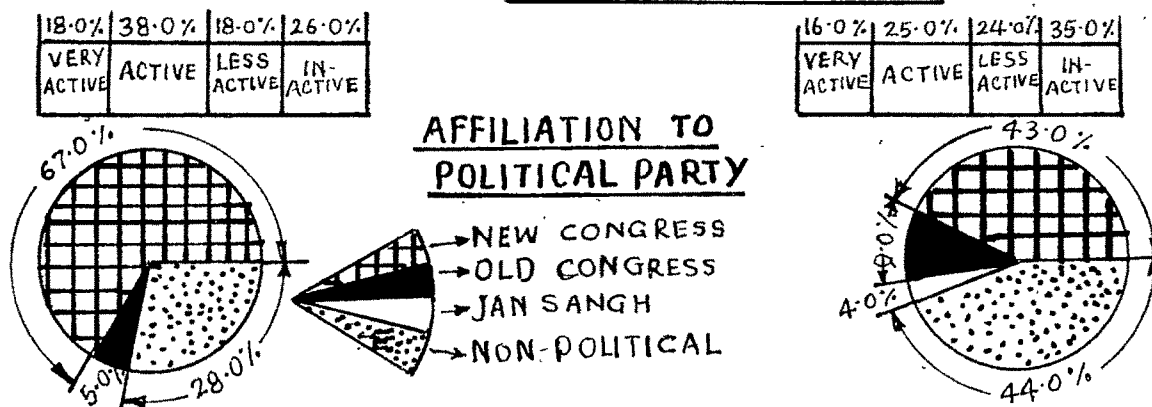
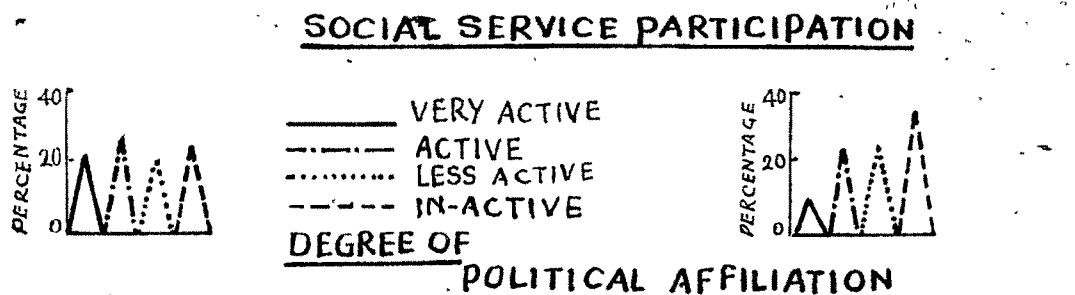
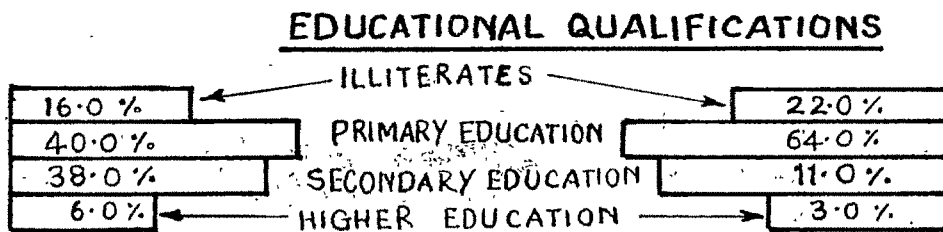
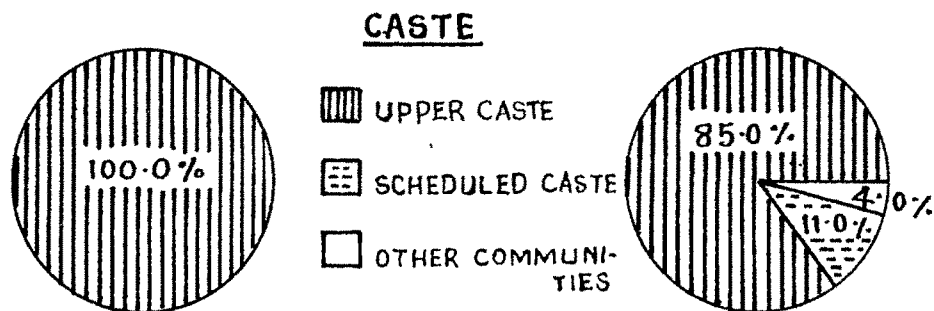
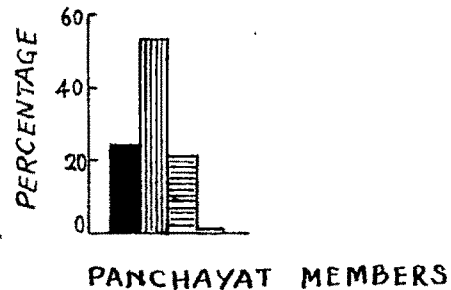
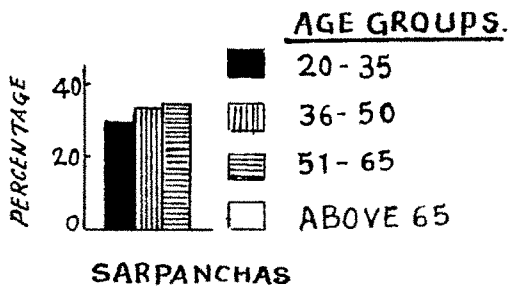
Affiliation to Political party.	Type of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f.	p.c.	f	p.c.
New Congress	20	100	35	70	8	32
Old Congress	-	-	5	10	1	4
Jan Sangh	-	-	-	-	-	-
Non-political	-	-	10	20	16	64
Total:	20	100	50	100	25	100

TABLE : 5.7(B): Distributionn of Upa-Sarpanchas According to Affiliation to Political Party

Affiliation to political party	Type of Panchayats					
	'A' TYPE		'B' TYPE		'C' TYPE	
	f	p.c.	f	p.c.	f	p.c
New Congress	19	95	29	58	9	36
Old Congress	-	-	9	18	-	-
Jan Sangh	-	-	-	-	-	-
Non-political	1	5	12	24	16	64
Total:	20	100	50	100	25	100

Table 5.7(A) shows that 200 percent of the Sarpanchas of the 'A' Type Panchayats belong to New Congress party of Smt. Indira Gandhi. In the case of 'B' type Panchayats 70 percent of the Sarpanchas belong to the New Congress, 10 percent belong to the Old Congress party of Shri Morarji Desai and 20 percent are independent. In the case of the 'C' type Panchayats 32 percent of the Sarpanchas belong to the New Congress, 4 percent of them belong to the Old Congress and 64 percent of the Sarpanchas are independent. Thus the 'A', and 'B' type Panchayats are dominated by the majority of the Sarpanchas belonging to the New Congress i.e. the ruling party at present in the Nation. The 'C' type Panchayats are dominated by the Sarpanchas who are not affiliated to any political party. In the 'A' type Panchayats there is no

## SOME CHARACTERISTICS OF LEADERSHIP IN GRAM PANCHAYATS.



opposition party whereas in the 'B' type Panchayats and 'C' type Panchayats 30 percent and 68 percent of the Sarpanchas belong to opposition parties respectively. The progressiveness characteristic of the 'A' type Panchayats may, thus, be attributed to the ruling Sarpanchas, all belonging to a single political party. In the 'B' type Panchayats, there is a good deal of opposition to the ruling Sarpanchas. In the 'C' type Panchayats, 64 percent of the Panchayats are dominated by the Sarpanchas belonging to no political party and the remaining 36 percent of the Panchayats are dominated by the Sarpanchas belonging to the New Congress or the Old Congress. Thus, the 'A', 'B' and 'C' types Panchayats differ in respect of the percentage of Sarpanchas belonging to different political parties. No attempt here is made to compare the effectiveness of the Sarpanchas of 'B' or 'C' type Panchayats according to their political affiliation, but it appears that the distribution of Panchayats in a wider range of political affiliation may prove to be an obstacle in effective work.

Table 5.7(B) which shows the distribution of the Upa-Sarpanchas of the 'A', 'B' and 'C' types Panchayats depicts more or less the same types of results as are reported in the Table 5.7(A). As shown in the Table 5.7(B) 95 percent of the Upa-sarpanchas belong to the New Congress and only 5 percent of the members belong to no party. In the case

of 'B' type Panchayats 58 percent of Upa-sarpanchas belong to the New Congress, 18 percent of them belong to the Old Congress and 24 percent of them belong to no political party. In 'C' type Panchayats 64 percent of the Upa-sarpanchas are independent and 36 percent of them belong to the New Congress.

Thus, it can be seen that 100 percent of the Sarpanchas and 95 percent of the Upa-sarpanchas belong to the New Congress Party. In case of the 'B' type Panchayat 70 percent of the Sarpanchas and 58 percent of the Upa-sarpanchas are affiliated to the New Congress party while in case of the 'C' type Panchayats 32 percent of the Sarpanchas and 36 percent of the Upa-sarpanchas are affiliated to the New Congress. In the 'B' type Panchayats 10 percent of the Sarpanchas belong to the Old Congress and 20 percent of them are independent. So far as Upa-sarpanchas of the 'B' type Panchayats are concerned, 18 percent of them belong to the Old Congress and 24 percent of them belong to no political party. In the 'C' type Panchayats, 64 percent of the Sarpanchas and an equal percentage of the Upa-sarpanchas are not affiliated to any political party. Thus, the 'A', 'B' and 'C' types Panchayats differ in respect of their distribution in different political parties. It is apparent that the delay and lack of attention to educational activities ~~te-eda-~~ might result from affiliation to different political parties on the part of Sarpanchas, Upa-sarpanchas

and the members. Both 'A' and 'B' types Panchayats are dominated by the Sarpanchas and the Upa-sarpanchas belonging to the ruling Congress Party whereas the 'C' type of Panchayats are dominated by the members affiliated to the non-ruling parties. The relationship between effective work in educational matters and political affiliation is thus established.

It would, thus, be seen that the effectiveness of the leadership in the Gram Panchayats is related<sup>to</sup> positively proved factors like, age, caste, educational qualifications, social service participation and political affiliation.

The Hypothesis II, thus, stands and it is endorsed by the results.

#### 5.5 SOME CHARACTERISTICS OF HIGHLY RATED GRAM PANCHAYATS

##### Hypothesis - III

This hypothesis is based on the assumption that the Gram Panchayats rated high would have (a) Education Committee, (b) adequate and effective leadership and (c) more commitment to the high ideals of democratization and development.

Of the total 95 Gram Panchayats sampled in the present piece of research 20 Panchayats were rated as 'high' 50 as 'average' and 25 as 'below average'.



Table 5.8 shows the distribution of the Gram Panchayats having Education Committees according to their rating on progressiveness or effectiveness.

TABLE : 5.8 : Distribution of Gram Panchayats having Education Committees according to their types.

No. of Panchayats having Education Committee.	Types of Panchayats		
	A	B	C
Total Number of Gram Panchayats Studied.	20	50	25
Number of Panchayats with Education Committees	11	12	2
Percentage	55	24	8

According to the Gujarat Panchayats Act, the constitution of an Education Committee at village level is only <sup>on</sup> a voluntary basis. An Education Committee at a village level has relevance ~~formed~~ and importance in the sense that Panchayats can do more effective and efficient work in the field of primary education in the village, if they have an Education Committee to plan, deliberate and decide issues, needs and problems.

The Table 5.8 shows that 55 percent of the 'A' type Gram Panchayats, 24 percent of the 'B' type Panchayats and 8 percent of the 'C' type Panchayats have formed their own Education Committees. It is clearly seen that the

number of the 'A' type Panchayats with Education Committees is greater in comparison to those of the 'B' and 'C' types Panchayats. As referred earlier in Chapter III, the three categories of the Panchayats have been formed on the basis of their effectiveness of the administration of the Primary education. So it is expected that the Panchayats rated high would have Education Committees. But it is seen from the table that only 55 percent of 'high' rated panchayats have Education Committees. This means that 45 percent of even 'high' rated Panchayats that are considered to be advanced and enlightened so far as the work of primary education is concerned, have not felt it desirable or worthwhile to constitute their own Education Committees. The opinion-survey whether the Gram Panchayats should have separate Education Committees or not, was made-through the item No.3 of the Tool No.6. The teachers and the headmasters of the Primary schools of the district, the members of the Gram Panchayats, the social workers, the political workers and the leading members of the local village community were asked to give their opinion on whether Gram Panchayats should have an Education Committee or not. Only 12 percent of them had opined that there was no need of forming a separate Education Committee for the Gram Panchayats. The reasons for their opinion were analysed as follows :

- (1) The members of the Education Committees are either illiterate or poorly educated. Through Item 2 of the Tool 6, the information regarding the Education of the members of Education Committees was collected and analysed. It was found that about 40 percent of the members were illiterate, about 40 percent members had primary education, 15 percent of them had secondary education, while only 5 percent of them had higher education. It is natural that illiterate or poorly educated persons do not have progressive outlook. So they cannot provide the necessary guidance for the progress of primary education. One has a hunch that such members also do not understand the importance of primary education. As a result of this, they create unnecessary hindrances and interferences in the school work of teachers and headmasters.
- (2) The members of the Education Committee easily become the victims of party politics and groupism which is feared to be rampant in villages. This results into an adverse effect on the educational dimension of the operation of Gram Panchayats.
- (3) Most of the members of Education Committee, about 80 percent are farmers and as such, they are not in a position to spare sufficient time for the progress of

the school. They are found to be almost inactive throughout the period of their membership.

- (4) Most of the members do not have missionary zeal and public service spirit. As a result, they are not very much interested in the development of the public welfare programmes like primary education in the village.

On the other hand 88 percent opined that there should be a separate Education Committee for each Gram Panchayat. The reasons in support of such an opinion are analysed as under :

- (1) The members of the Education Committee can properly identify and understand the needs of the school and they would try to satisfy the needs, as a result of which the teachers and headmasters can do more progressive and constructive work for the school.
- (2) The members of the Education Committee would collect fund for the school and would provide economic help to the school for fulfilling the expanding needs of the community of school children.
- (3) The members would be of great help for enforcement of the law on compulsory primary education as they would try to persuade and convince the guardians of the school-going children for the enrolment of their

children in the local school.

- (4) The Education Committee would properly understand and try to solve the emergent problems of the local schools expeditiously and effectively.
- (5) The Education Committee would work as a link between the school and the community, the co-ordination of which would prove to be more fruitful for the progress of primary education.
- (6) The Education Committee would be more useful in reducing the rate of wastage and stagnation in the field of primary education.
- (7) It would be more useful and helpful in the task of spreading widely the adult literacy among the villagers.
- (8) It would prove to be more useful in implementing the schemes of mid-day meals, free uniform and writing materials to the needy pupils.
- (9) Its members would inspire and help the teachers and headmasters for arranging the cultural and educational programmes in the schools.

On the whole, the Education Committee would prove to be very useful in improving the quality of primary education which is considered to be the very base for shaping the personality of the pupils.

It is found that though the opinion of a very large number of persons is in favour of forming the Education Committee for the developmental work of primary education, only 55 percent of even high rated Panchayats have felt the need of forming the Education Committee. In the 'B' and 'C' types of panchayats, the percentage of this is rather very low. But in A type Panchayats the percentage is greater than in the 'B' type Panchayats, and in the 'B' type Panchayats it is greater than in 'C' type ones. It can be assumed from this that the work of the Gram Panchayats for the progress of primary education would suffer to a great degree on account of not constituting a separate Education Committee for the Gram Panchayat. Primary education which is of immense value for the progress of the whole community and the country would suffer a great deal if separate Education Committees are not formed in the Village Panchayat Administration.

Thus, the sub-section(a) of the hypothesis is accepted.

The effective working of Gram Panchayat in the field of primary education depends upon the leadership to a large extent. This has been shown in details while discussing the hypothesis I in the earlier section of this chapter. Here also Table IIIB shows that the more highly rated Panchayats with Education Committees have more effective and adequate leadership. This table shows comparison of mean rating

of leadership effectiveness of only those Panchayats that have formed their own separate education committees.

It will be seen from the Table 5.1 given on Page 251 that so far as the general qualities of leadership are concerned, the mean rating of some items such as public service spirit, honesty, understanding the needs and problems of the village, readiness to sacrifice for the village, preferring the interest of the village to a political interest, not surrendering to the pressures of casteism, sparing the sufficient time for the village service, alert and intelligent, loving and helping nature and capable of taking quick decisions, is higher in 'A' type Panchayats than <sup>in</sup> those of 'B' and 'C' types Gram Panchayats. This has been amply dealt with in section 5.2.

This means that the progress of primary education in the 'A' type Panchayats is largely due to the role played by effective leadership. This point has been sufficiently made out in the previous section.

It is also found that leadership qualities in relation to primary education are found to a greater extent in some items such as understanding the problems of primary education, faith in the compulsory primary education, trying to collect funds to fulfill the needs of the pupils, trying to fulfill the needs of the school by keeping its contact, discussing

the educational problems with the head master and teachers of the school and inspiring attitude for arranging cultural programmes in the school, in A type Panchayats in comparison with those of B and C types Panchayats.

It can be assumed from this that the higher number of Education Committees (i.e. 55 percent) in the 'A' type Panchayats is mostly the result of effective leadership.

This may also mean that the leadership of high rated Panchayats with Education Committees is working more effectively and adequately for the progress of primary education.

In the same way it is found that the mean rating of some of the items of leadership qualities in the 'B' type Panchayats is higher than that of the 'C' type Panchayats. It also ~~higher-than~~ means that more progressive work in the sphere of primary education is done in relatively more highly rated Panchayats.

It can be concluded that the leadership is more effective and adequate in relatively more highly rated Gram Panchayats and as a result of which the progress of primary education could be found more to a large extent in such villages. The effective leadership has its own impact on the development and administration of primary education. Therefore, the sub-part (b) of the hypothesis is also confirmed.



TABLE : 5.9 : Mean Ratings on the Powers and Functions of the Education Committees of Gram Panchayats

Powers and Functions of Education Committees of Gram Panchayats.	Panchayats with Education Committees		
	'A' TYPE: (N=11)	'B' TYPE: (N=12)	'C' TYPE: (N=2)
1	2	3	4
<u>Part A : Powers</u>			
1. Advising the Gram Panchayat on all issues and problems of primary education.	5	4	4
2. Preparation of budget estimates for education.	4	4	4
3. Functioning as a Standing Committee of the Gram Panchayat.	5	5	5
4. The Panchayat cannot cancel but can refer back the Education Committee's decisions.	5	4	4
5. Undertaking the responsibility for compulsory education	5	4	4
6. Working on the advice of the officers of the Education Department.	5	4	4
7. Discharging the responsibility for collecting funds for the development of the local primary school.	5 (Mean = 4.9 or 5)    5 (Mean = 4.3 or 4)    4 (Mean = 4.14 or 4)		
<u>Part B : Functions</u>			
8. Planning and executing enrolment drives	5	5	4
9. Launching drives for enrolment in age-group 11-14.	5	4	4

Table 5.9 contd.....

1	2	3	4
10. Improvement of school building	4	4	4
11. Making efforts to make school equipment adequate.	4	4	4
12. Making efforts to expand the school playground.	5	4	4
13. Making efforts to procure more land and material for school garden.	5	4	4
14. Providing free mid-day meal	5	5	5
15. Providing free supply of school uniforms to poor children.	5	5	5
16. Striving to reduce the rate of stagnation.	5	5	5
17. Striving to reduce the rate of wastage.	5	5	5
18. <del>Striving</del> <del>to</del> creating a favourable climate for primary education in the village	5	4	3
19. Striving to bring the school and the local community closer to each other.	5	5	5
20. Assisting in organising work-experiences for school children.	4	3	3
21. Organizing programmes of eradication of illiteracy.	5	5	5
22. Organising , celebration of cultural events and festivals.	4	4	3
23. Organising annual sports and competitions.	4	3	3
24. Providing land for school building.	4	4	4

contd...

Table 5.9 contd...

1	2	3	4
25. Organizing Youth and Women clubs	3	3	3
26. Providing and running Village Library.	5	5	4
27. Creating a climate and motivation in the village to improve school standards.	5	4	4
Mean for Part B	4.6 or 5	4.3 or 4	3.9 or 4

The Table 5.9 is based on the pooled responses of the leading persons from the village community such as teachers, social workers, leading citizens, merchants, village level workers, members of the Gram Panchayats etc. At least 10 such responses were obtained from each village having an Education Committee. The over-all judgement was based on the pooled responses of each block of 10 from the 25 gram Panchayats that have each an Education Committee.

It appears from the table that the mean ratings on both 'power' and 'functions' of the Education Committee are higher in case of the 'A' type Panchayats than in the case of the 'B' type Panchayats and they are higher in 'B' type Panchayats than in case of the 'C' type Panchayats though, in this case, their rounded mean is the same, i.e. 4. Thus,

the perceptions of the respondents in 'A' type of Gram Panchayats are, more enlightened than those in the 'B' and 'C' types of Panchayats.

As the Education Committee has to work for the progress of primary education in the village, it has to enjoy certain powers and perform some functions. These powers and functions are related to the democratization and development of primary education. The rating was done on a 5 point scale for the powers and functions of the Education Committee.

It is seen that the mean rating is of high degree in all the three types of the Panchayats so far as the powers of Education Committee are concerned. The mean varies from 5 to 11 in all the items of all the three types of the Panchayats.

It is also found that the mean rating of the 'A' type Panchayats is greater in all the items except one, than those of the 'B' and the 'C' types Panchayats.

This shows that there is an agreement to a large extent among the raters for the powers to be enjoyed by the Education Committee.

It is also seen that so far as the functions of an Education Committee are concerned, the mean varies from 5 to 3. This also means that there is a general agreement to a large

extent among the raters for the functions to be performed by the Education Committee. It is found that the mean-rating of some functions such as, provision of mid-day meals, free uniform and writing materials for the poor and needy students, bringing the school and the community closer to each other and planning the programmes for removing the illiteracy, is of the greatest extent of 5 in all the three types of the Panchayats. This means that if the Education Committees are empowered to perform such functions, primary education of the village can progress rapidly.

It is also found that the mean rating of the 'A' type Panchayats is higher in some facilities, such as, provision of big playground, provision of land for school garden, creating better climate for the growth of primary education in the village, arrangement of work-experiences for the school-children, arranging the annual sports competitions and providing proper inspiration in the village for improving the quality of primary education. This shows that there is a greater degree of commitment for the functions of Education Committee in the 'A' type Panchayats in comparison with those of the 'B' and 'C' types Panchayats.

It is also clearly seen from the table that there is a greater degree of agreement among the raters so far as the functions to be performed by the Executive Committee are

concerned. It can be said that this sort of agreement among the raters may be from the view point of developmental aspects of primary education of the village.

The over-all conclusion can be drawn from Table 5.9 that there is a greater degree of commitment to democratization and development of primary education among Panchayats which are more highly rated and which work with relatively greater effectiveness.

#### 5.7 RATE OF WASTAGE AND STAGNATION

##### Hypothesis - IV

The Fourth Hypothesis about the rate of wastage and stagnation in primary education was as follows :

"The rate of wastage and stagnation in education would vary depending upon the level of effectiveness of the Panchayats"

The level of effectiveness is determined by the ten criteria referred to earlier and is denoted by classifying the Gram Panchayats into the three types, viz., 'A' type, 'B' type, and 'C' type which represent three levels of effectiveness from 'most' to 'below average'. It has been an established fact that the incidence of wastage and stagnation at the primary stage and of education is one of the most baffling and challenging problems of education

today. One of the assumptions behind the transfer of the administration of the primary education to the Panchayati Raj bodies was that community initiative, interest and support would result in the reduction of the rate of wastage and stagnation in primary schools. As this research study is concerned with the impact of the Panchayati Raj on the administration of primary education, an attempt is also made here to find out the extent of the problem in the Mehsana district, in perspective of the impact of the Panchayati Raj. As such a comparative study of the problem is made here for the school children belonging to different castes, communities and for the schools belonging to the different types of Gram Panchayats on the basis of their effectiveness or quality. An attempt is made here to find out whether the proportion of wastage and stagnation varies on account of the varying functions of the three types of the Gram Panchayats.

Table 5.10 given on the next page shows the caste-wise and sex-wise distribution of the school children of the classes I-VII who failed in the annual examinations held in 1972 in schools belonging to the 'A' type , 'B' type and 'C' type Gram Panchayats. The Gram Panchayats covered under this study are 95, 20 belonging to the 'A' grade, 50 to the 'B' grade and 25 to the 'C' grade. The Table 5.10 clearly shows that in respect of upper castes, backward castes and

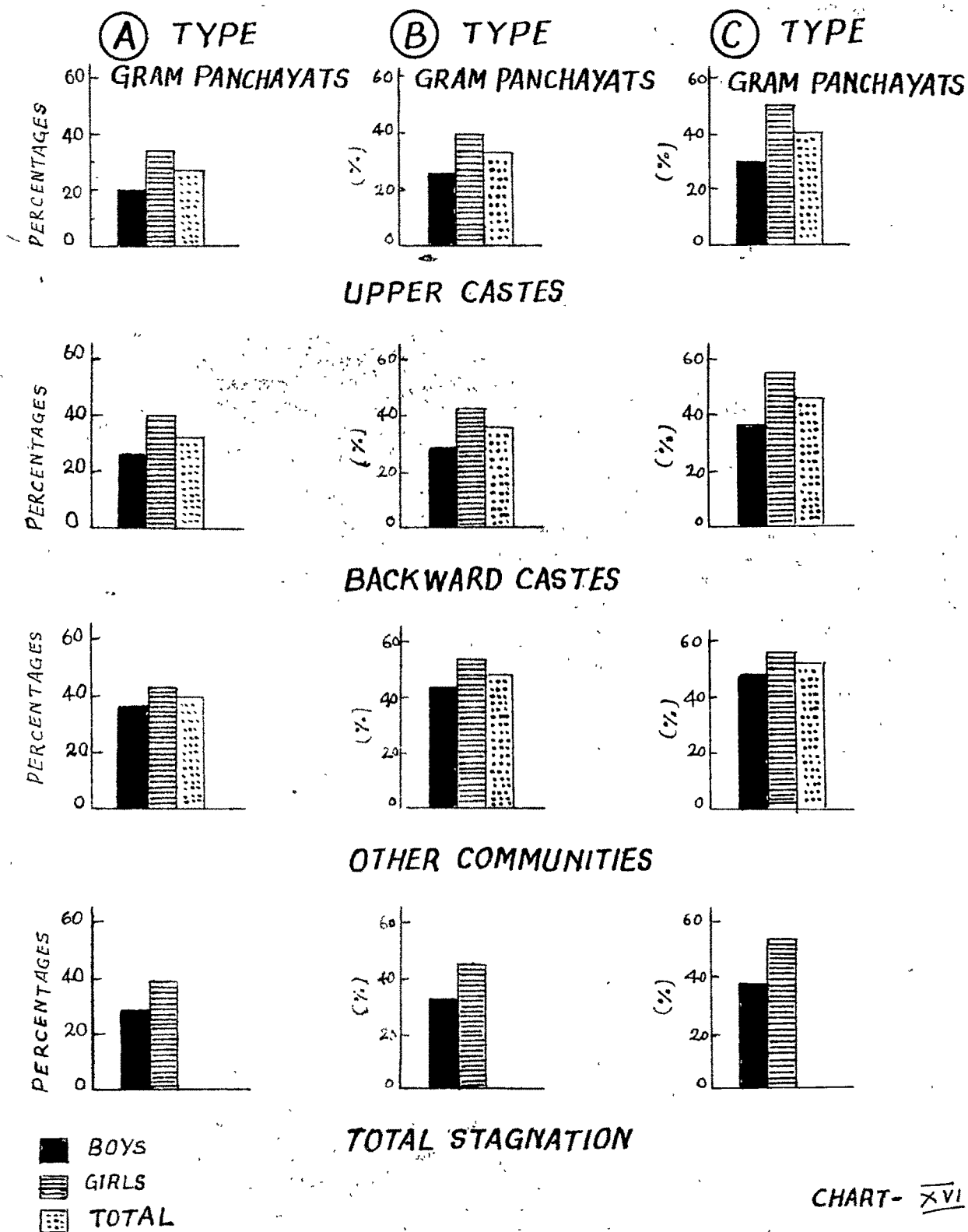
TABLE : 5.10 : Caste-wise Distribution of Stagnation in Full Primary Schools in Effective, Average and Below Average Panchayats. (1972)

	( Figures in percentages )		
	'A' Type Gram Panchayats (N=20)	'B' Type Gram Panchayats (N=50)	'C' type gram Panchayats (N=25)
<u>Upper Castes</u>			
(a) Boys	20.4	26.3	29.6
(b) Girls	34.7	40.3	50.2
(c) Total	27.5	33.3	39.9
<u>Backward Castes</u>			
(a) Boys	25.9	28.9	35.9
(b) Girls	40.3	42.3	55.3
(c) Total	33.1	35.6	45.6
<u>Other Communities</u>			
(a) Boys	37.3	43.3	47.3
(b) Girls	43.5	53.5	55.9
(c) Total	40.4	48.4	51.6
<u>Total Stagnation (percentage)</u>			
(a) Boys	27.9	32.8	37.6
(b) Girls	39.5	45.3	53.8

the other communities (like Muslim, Christian, etc.) as well as in the case of boys and girls the percentages get decreasing as one moves from 'A' grade Gram Panchayats to the 'B' Grade Gram Panchayats and from 'B' grade Panchayats to the 'C' grade Panchayats. Thus, the analysis shows that the rate of stagnation in the primary schools does vary depending upon



**CASTE-WISE DISTRIBUTION OF STAGNATION IN FULL  
FLEDGED PRIMARY SCHOOLS IN ADVANCED, AVERAGE, & BELOW  
AVERAGE PANCHAYATS (1972).**



the level of effectiveness of the Gram Panchayats.

The analysis of the data also yielded the following additional facts.

(1) The stagnation was the highest in Class I. In class I, it was 40 percent in the 'A' type Gram Panchayats, 59 percent in the 'B' type Gram Panchayats and 67.9 percent in the 'C' type Gram Panchayats.

(2) It remains also fairly high in Class II, but the three types of the Gram Panchayats reveal variations with the 'least' high in 'A' type and the 'most' high in the 'C' type Gram Panchayats. The findings of the Kothari Commission was somewhat different. In the Commission's study it was found that Stagnation is reduced considerably in Class II. (vide para 7.20)

(3) In Class III, the rate of Stagnation is reduced in all the three grades of the Gram Panchayats which also show variations.

(4) The rate of stagnation is fairly constant in class IV in all the three grades of the Gram Panchayats.

(5) The rate of stagnation decreases still further in Classes V to VII. In all the three grades of the Panchayats a variation to some degree is found.

(6) The rate of stagnation is found lower among the pupils - both boys and girls belonging to the upper caste communities than that found among the pupils belonging to other two types of caste communities. A wide gap is found between the rate of stagnation among the children of upper castes and the remaining other castes. This may be perhaps due to the social, economic and educational advancement of the upper caste communities.

(7) The rate of stagnation is higher among the girls than that of boys among all the caste communities. This is as well true for all the three types of Panchayats. This may perhaps be due to the social situation and social values of our society. The girls in the North Gujarat society have to work and help at home in the domestic affairs. Generally speaking, the parents are found to be more particular about the education of their sons rather than daughters. Son will learn and earn and will support them in old age; a daughter will go away to her husband's house and in some caste-groups she remains a financial burden on the parents even after her marriage.

Results of the same type are found among the schools belonging to the 'B' and 'C' types of Gram Panchayats.

The over-all conclusion from the analysed data is that the proportion of stagnation varies as a function of the type of the Gram Panchayats. The rate of stagnation among boys and girls belonging to the primary schools of the 'A' type Panchayats is comparatively lower than ~~these~~ of other two types of the Gram Panchayats. The results of the same type are also found in the comparative study of the 'B' and 'C' types of the Gram Panchayats. So it can be said that the rate of stagnation is much less among the schools belonging to the Panchayats which are relatively more effective.

As suggested by the respondents, the causes of stagnation are as under :

- (1) Irregular attendance;
- (2) Indifference of the parents to the fact whether children get education or not;
- (3) Poverty of parents or guardians;
- (4) Utilising the services of school-going children in the house-hold work.
- (5) Mental retard<sup>ed</sup>ness of children;
- (6) Dull and unstimulating school environment;
- (7) The bullying type of the teacher;
- (8) Non-availability of writing and reading materials for poor children;
- (9) Unhelpful social customs and beliefs;
- (10) Uneducated parents;
- (11) Utilising the services of the school-going

children in the farming operation of many homes.

- (12) Unnourished children;
- (13) Backwardness in class studies of children;
- (14) Repeated failures in school examination;
- (15) Unhelpful climate at home, in the community and in the neighbourhood;
- (16) Migrating population;
- (17) Prejudices against and resistance to the education of grown up girls;
- (18) Absence of a separate school for girls in the villlage;
- (19) Slack and loose enforcement of the Compulsory Education Act, 1961.
- (20) Indiscriminate school admissions.
- (21) Defective teaching and examination system, etc.etc.

As in the case of stagnation the same trend is to be found so far as the problem of wastage or drop-outs in primary education in the district is concerned.

It is found from the study of Tables 5.11 that the rate of wastage also varies on account of the varying functions of the three types of Panchayats.

The rate of wastage is found lower among the children of the upper castes than ~~that~~ of the children belonging to the other two types of castes.

It is as well found that ~~the~~ rate of wastage is higher among the girls than that of boys belonging to all the caste communities.

The reasons for such difference in the rate of wastage among the caste-wise and sex-wise children are almost be the same.

TABLE : 5.11 : Caste-wise and Sex-wise Distribution of Wastage in the Three Grades of the Gram Panchayats (1972)

(Figures in percentage)

	'A' Type Panchayats	'B' type Panchayats	'C' Type Panchayats
<u>Upper Castes</u>			
(a) Boys	20.3	41.9	61.7
(b) Girls	39.7	44.6	79.7
(c) Total	30.0	43.3	70.7
<u>Backward Castes</u>			
(a) Boys	31.3	50.4	65.9
(b) Girls	48.3	64.6	85.3
(c) Total	39.8	57.5	75.6
<u>Other communities</u>			
(a) Boys	29.4	50.5	61.7
(b) Girls	49.6	66.9	89.9
(c) Total	39.5	58.7	75.8
<u>Total Wastage (Percentage)</u>			
(a) Boys Total	27.0	47.6	63.1
(b) Girls	45.8	58.7	84.9

# **CASTE-WISE & SEX-WISE DISTRIBUTION OF WASTAGE** **IN THE THREE GRADES OF THE GRAM-PANCHAYATS**

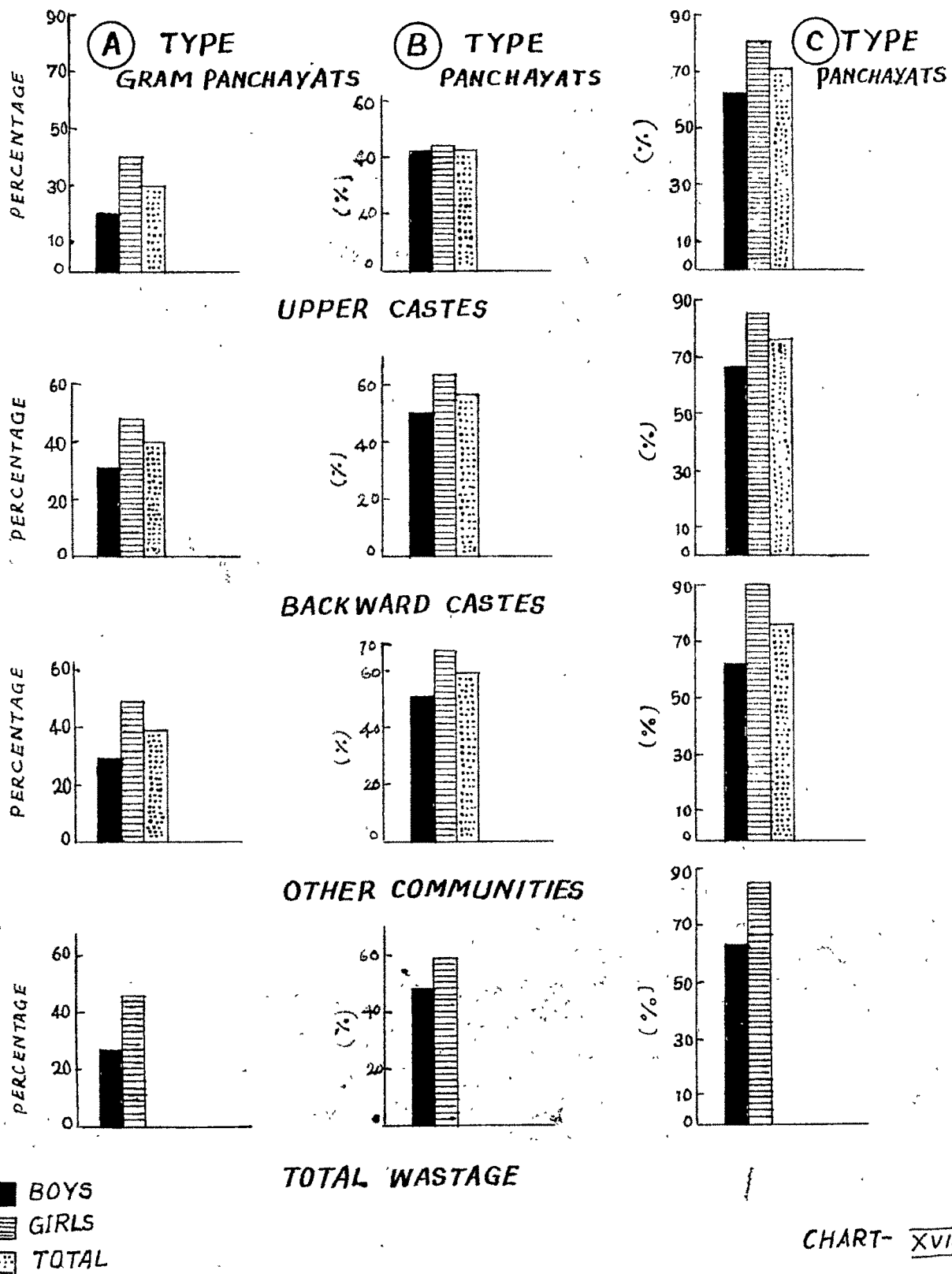


CHART- XVII

The causes of drop-outs can be classified as under :

TABLE : 5.12 : Classification of the Causes of Wastage in the Three Grades of the Panchayats

Causes	Types of Gram Panchayats			
	Total :	'A' type:	'B' type :	'C' Type
	p.c.	p.c.	p.c.	p.c.
(a) Social	31	40	31	23
(b) Economic	43	38	44	47
(c) Educational	26	22	25	30

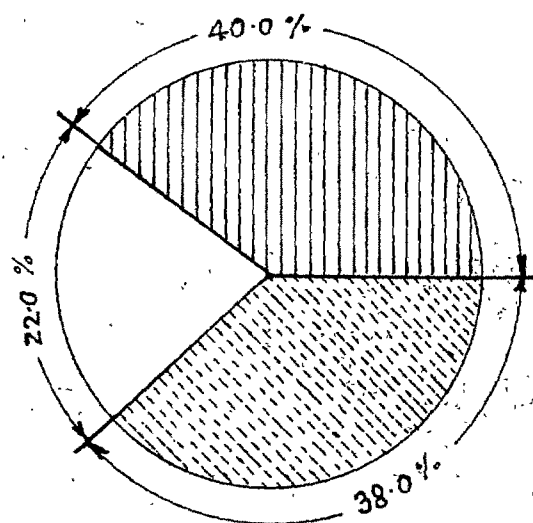
This shows that still social factors continue to be dominant; economic factors have lost some of their earlier dominance/as found by Dr. J.P. Naik (vide-Chapter II) and the educational factors also seemed to have improved.

The causes of wastage as suggested by the respondents are as under :

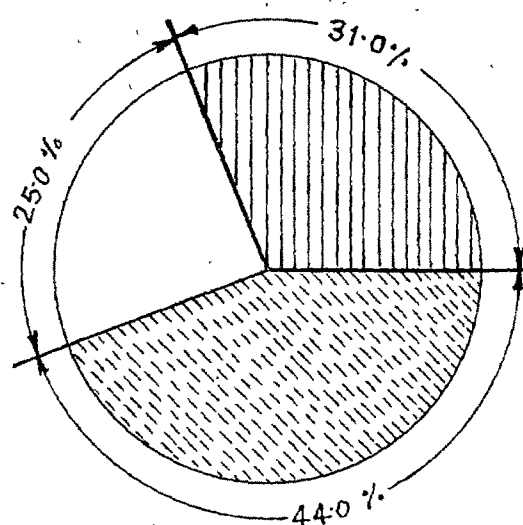
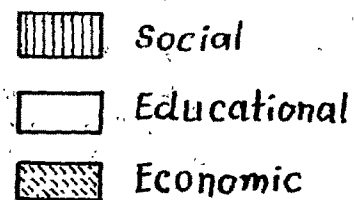
- (1) Poverty of the guardians;
- (2) Uneducated illiterate home;
- (3) Indifference of the home to the education of the children;
- (4) The growing economic value of the growing child after the age of 8 or 9 years;
- (5) Girls' education considered as socially hindrance; economically useless and physiologically dangerous;
- (6) Defective examination system;



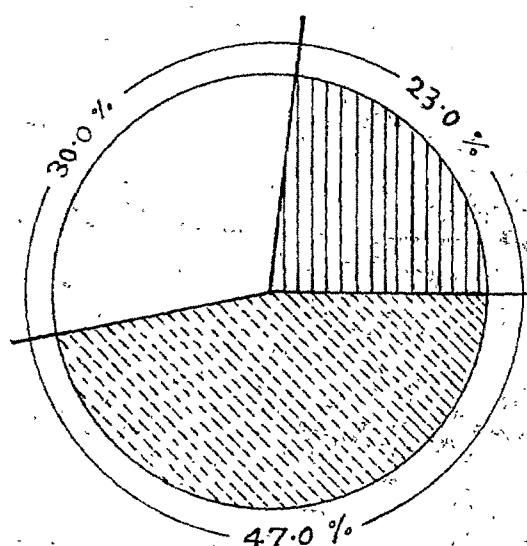
# CLASSIFICATION OF CAUSES OF WASTAGE IN PRIMARY SCHOOLS OF THREE TYPES OF GRAM PANCHAYATS



(A) TYPE GRAM-PANCHAYATS



(B) TYPE GRAM PANCHAYATS



(C) TYPE GRAM PANCHAYATS

CHART- XVIII

- (7) High rate of stagnation;
- (8) Poor climate for academic motivation in villages;
- (9) The incomplete school;
- (10) The presence of single-teacher schools;
- (11) Early marriage;
- (12) Migrating character of some families;
- (13) Unfriendly and unconsiderate behaviour of school teachers;
- (14) Mental retardedness;
- (15) Heavy curriculum;
- (16) Dull, unstimulating and routine teaching;
- (17) Bad company;
- (18) Unwh<sup>le</sup>some habits; etc. etc.

As the results show that the rate of wastage and stagnation varies depending upon the level of effectiveness of the Panchayats, the hypothesis is accepted.

# 5.7 AGREEMENT AMONG THE RATERS ABOUT VARIOUS ACTIVITIES AT THE LEVEL OF THE TALUKA PANCHAYAT

## Hypothesis - V

In the Fifth Hypothesis it is assumed that there would be an agreement among the various types of raters regarding the various activities to be undertaken at the taluka level by the Taluka Panchayat for primary education. The raters are the members of the Taluka Panchayats, the Taluka Development Officers, Educational Inspectors and educationists. The respondents were asked to indicate whether the abolition of the Education Committee at the Taluka level is desirable or not. The respondents are more on the side than they are on the affirmative side. This would be seen from the table below :

TABLE : 5.13 : Reaction of the Respondents about the Desirability or Otherwise of the Abolition of Taluka Education Committees

Type of response	Number	Percentage
Should not be revived	35	58.33
Should be revived	25	41.67
Total:	60	100.00

As can be seen from the table around 58 percent of the respondents believe that the abolition of the Education

Committee at the taluka level is a proper thing and around 42 percent of them believe that it is not proper. It should be mentioned here that the Education Committee was formed in the year 1963 when Gujarat Panchayats Act came into existence and its abandonment took place in the year 1968 because of the wide-spread criticism for its honest and productive operation. It was abolished as the result of the mounting protests from teachers and as a measure for the reorganisation of the Panchayati Raj system and of bringing about improvement in its functioning. Since the respondents are divided amongst themselves, various reasons for favour and against could be stated by them. Below are stated some of the reasons expressed by the respondents in support of its abolition and not in support of its revival and also favouring its revival.

Supporting the abolition of the Taluka Education Committee and not in favour of its revival

In the past,

- (1) The chairman of the Taluka Education Committee as well as its members proved prone to casteism, community pressures and political exploitation.
- (2) They used the delegated authority to misuse their powers to achieve ends that were harmful to education;

(3) The extent of interference by them in the administration of primary education was in the increase during the time the Education Committee existed;

(4) The worst sufferer under the Panchayat Administration was the poor primary school teacher. Even now he is the worst sufferer.

(5) The administration of primary education degenerates into a machinery for transferring primary teachers to inconvenient places and at odd time causing the disruption of the personal, family and the social life of the primary school teachers;

(6) The educational equipment of the members of the Education Committee was found to be poor in the past, There is no reason to believe that it will be better now. When the members do not understand the needs and problems of primary education, they tend to perceive them as of insignificant value and, therefore, they turn their office to derive power-satisfaction, political advancement, perpetuating social hierarchy and economic benefits through nepotism corruption and selfish pursuits.

(7) It adds unnecessary to the T.A. and D.A. costs in Taluka Education budgets;

- (8) Work of the administration of primary education is delayed;
- (9) It increases 'red-tape' and unnecessary 'paper-work' in administration;
- (10) Often the sub-committees constituted by the Taluka Education Committee are inspired by communal, political and caste considerations rather than on quality of primary education in the Taluka.
- (11) Sometimes the work in administration is duplicated, between the Parent Taluka Panchayat and the Taluka Education Committee.
- (12) Some habitations are shown partiality and favour while others have step motherly treatment. This vitiates the climate in the district for equality of educational opportunity and disrupts uniformity of standards and facilities;
- (13) It becomes an unfortunate league between the Chairman of the Taluka Education Committee and the Sarpanchas of some Gram Panchayats for ulterior purposes.
- (14) The Taluka Panchayat President and its Executive Committee can see the educational problems in more related perspective and therefore, a better coordination among different public welfare services including education is likely to occur than in the situation created by a Separate Education Committee.

Supporting the revival of the defunct  
Taluka Education Committees

(1) It is necessary to revive the Taluka Education Committee as it constitutes better democratic decentralisation.

(2) People unaccustomed to the administration of public services always make mistakes, misuse their office and authority. But remedy is not to take away power from them but to expose them more and more to such experiences and train them patiently but watchfully to use the acquired powers judiciously, justly and benevolently.

(3) Provision of Taluka Education Committees will lend a greater focus and give a much needed speed to the machinery of administration of primary education.

(4) The members of the Taluka Education Committee can be made to perceive and tackle problems of primary education of the taluka much better than it is done at present.

(5) There are problems of primary education such as making increased provision of schools, the improvement of school-buildings, providing primary schools within a taluka with instructional aids and materials and raw materials for teaching crafts, ~~the~~ inservice training and education of teachers, and several other vital needs of individual

primary school and the primary school system.

(6) The larger critical issues in primary education such as increased enrolment of children of the weaker sections of the society, vigorous enforcement of the Compulsory Education Law, reduction of the high rate of wastage and stagnation and the creation of a better morale can be more effectively dealt with if there is a separate Education Committee to tackle all these at the Taluka level.

(7) A better co-ordination of the development of primary education in each gram can result by constituting an Education Committee at the Taluka level.

(8) It is possible to associate the knowledge<sup>able</sup>, public service spirited, and experienced persons in primary education with the deliberations and the decision-making of the Taluka Education Committee in an advisory capacity or in the capacity of nominated persons.

(9) If powers of transfer of primary teachers are abused by these Committees in the past, they can be withdrawn and be restored to the office of the Administrative Officer at the District level, or by setting up another machinery safeguarding the possibility of the misuse of the powers.



(10) It is not possible for the Taluka Panchayat Executive Committee to devote full time thinking and care to the vital problems of universality of school provision, <sup>and</sup> universality of school retention. A separate Education Committee can be expected to discharge these functions better.

(11) The supervision over the work of primary school teachers will show an appreciable improvement with leadership having greater commitment and expertise.

In brief, a section of the respondents believe that the revival of the Taluka Education Committee would constitute a more democratic, developmental, educational and better administrative measure. Some of the problems with overtones of political, social and economic exploitation alleged in the members of the Education Committee can be better dealt with by providing necessary safeguards and exposing the members to training in performing leadership tasks in the best manner and tradition of a sincere, honest, public welfare and service-oriented, cooperative and development minded leader.

As stated in the Hypothesis, the respondents would show general agreement about various educational activities to be undertaken at the Taluka level. The chi-square was computed for each of the 16 items by using an independence Hypothesis. The Table 5.14 on the next page shows the values of Chi-square for 16 items alongwith the level of significance.

TABLE : 5.14 : Values of Chi-Square for Items pertaining to Duties and Responsibilities of Taluka Education Committee

Items	Degree of freedom.	$\chi^2$	Level of significance
1. Arranging mid-day meals in the school.	12	7.73	N.S.
2. Providing text-books and writing materials	12	22.57	Sig. at .05
3. Providing uniform free of cost to school children.	12	21.43	Barely sig. at .05
4. Repairing school building.	12	20.99	N.S.
5. Making local school community centred	12	8.66	N.S.
6. Conducting classes for adult literacy	12	11.32	N.S.
• 7. Awakenning educational interest among backward class communities.	12	17.41	N.S.
8. Recommending transfer of teachers.	12	11.46	N.S.
9. Procuring land for school garden.	12	14.88	N.S.
10. Undertaking programme for improving the quality of education.	12	13.01	N.S.
11. Campaign for enrolling the children of compulsory age-group.	12	16.71	N.S.
12. Campaign for regular attendance of children of compulsory age-group.	12	7.48	N.S.
13. Census of children of compulsory age-group	12	6.38	N.S.
14. Providing raw materials for craft to schools.	12	13.55	N.S.
15. Undertaking a plan for staff accommodation.	12	10.53	N.S.

Table 5.14 contd...

Items	2	3	4
16. Effective implementation of the programme of social education.	12	8.51	N.S.

Sig. Significant, N.S. : Not Significant

As seen from the above table, the Chi-square for the function of arranging mid-day meal is 7.73 which is not significant. This means that the four types of respondents do not differ in their ratings in the five categories (i.e. A,B,C,D, and E). Looking to the frequencies, it is seen that the majority of them falls in the E category. Thus, it is clear that at the Taluka level, the provision for mid-day meal is not at all carried out satisfactorily. As regards the function of providing textbooks and writing materials free of cost, to the poor and needy children, it is seen that the  $\chi^2$  of 22.57 is significant at .05 level. This shows that the four types of the respondents differ in their opinion as to the extent to which this function is carried out at the Taluka level. The opinions are scattered in almost all the categories.

In case of providing school uniforms free of cost to the poor children, the  $\chi^2$  value of 21.34 is barely significant. This may be interpreted to mean that the respondents

differ in their opinion regarding the extent to which it is carried out. The scatter of respondents is observed in C, D.E. categories. Thus there is disagreement among the raters about the extent to which this function is carried out at the Taluka level.

As regards the function like repairing school building, making local school community-centred, conducting classes for adult literacy, awakening interest for educating children among the backward class communities, recommending transfer of teachers, procuring land for school garden, undertaking programme for improving the quality of education, campaign for enrolling the children of compulsory age-group as well as their regular attendance, taking of the census of children of compulsory age-group, providing raw materials for craft, providing residential facilities to the staff and effective implementation of the programme of social education, the  $\chi^2$  values are all insignificant. This means that the respondents do not differ among themselves about the extent to which these activities are carried out.

It appears from the table that the opinions of the respondents are spread in almost all the categories for most of the activities which the Taluka Panchayat is expected to undertake.

It is certain that the 16 different functions are quite desirable activities and any governing body is expected to carry them out satisfactorily for the benefits of primary school personnel. The results have shown that the four types of the respondents do not differ significantly in their opinions for the extent to which these activities are carried out. The examination of the various frequencies reveals the fact that except for a few activities, the judgements spread in almost all categories. One thing that emerges from the above results is that these essential functions or activities are not carried out to the extent so that full benefits would be derived from them by the school personnel. It is, therefore, felt that the governing body should pay sufficient attention to properly implement these and similar other essential activities.

#### 5.8 EVALUATION OF THE MEETINGS OF TALUKA PANCHAYATS (EDUCATION)

##### Hypothesis - VI

The sixth Hypothesis deals with the meetings of the Taluka Panchayats of the Mehsana District and the evaluation of the conduct of the meetings. The hypothesis is worded as follows :

"The meetings in the advanced Talukas, in comparison to the Talukas rated as average and as low, would be more frequently held, more systematically conducted, would have greater participation of the members and would have more educational items as their agenda".

All the eleven Talukas of the district have been classified into three categories as the advanced, the average and the low on the basis of the social, economical and educational situation of the Talukas. The classification had been done, as stated earlier, on carefully thoughtout evaluative criteria and the classification is done on the pooled judgement of the Panchayat members, the Government officers, prominent community leaders and of the selected headmasters of the Taluka primary schools. Under this type of classification, 3 Talukas fall into the category of advanced ('A' type), 6 fall in the category of average ('B' type) and 2 fall into the category of the below average Talukas ('C' type).

The administration of primary education is being done after 1968 by the Taluka Panchayat Executive Committee at the Taluka level as the Education Committees have been abolished since 1968 by amending the Gujarat Panchayats Act. It was done so particularly with the objective of improving the quality of the administration of primary education at the Taluka level. As stated earlier, now the Executive Commi-

tee of the Taluka Panchayat shoulders the responsibility of the qualitative and quantitative improvement of primary education of the whole Taluka. The president of the Taluka Panchayat, the Taluka Development Officer (the T.D.O.) and the Executive Officer in Education of the Taluka are sharing the responsibility of administering primary education at the Taluka level. The meetings of the Taluka Panchayats, in this connection are of great importance in as much as primary education constitutes the minimum basic education of people in the matter of training in citizenship and as such the future of the whole Taluka is shaped by decision-making done in such meetings. In this perspective, a comparative study of the meetings of all the three types of the Talukas has been made here.

TABLE : 5.15 : Some Facts about the Meetings of the Taluka Panchayats (1970-1971)

Meeting Characteristics.	Types of Panchayats		
	'A'(N=3)	'B'(N=6)	'C'(N=2)
	Mean	Mean	Mean
1 Total meetings held	19	17	13
2 No. of meetings where there was no <u>quorum</u>	nil	nil	nil
3 No. of meetings where the Presidents were present	19	(17)	(13)
4 No. of meetings where the Vice-presidents were present	19	(16)	(12)
5 No. of meetings where the T.D.O.s were present	19	(17)	(13)

Table 5.15 contd...

	1	2	3	4
6 Average attendance per meeting per member		17	14	11
7 No. of Resolutions passed		307	271	214
8 No. of resolutions passed on primary education		21	10	6
9 Resolutions passed unanimously		307	271	214
10 No. of cases of walk-outs by members		Nil	4	4
11 No. of meetings postponed (general)		Nil	1	2
12 No. of meetings postponed by the President, on account of lack of proper preparation		Nil	1	2
13 No. of cases of suspension of the proceedings of the meetings.		Nil	Nil	Nil
14 No. of cancellation of membership on account of continued absence of members.		Nil	Nil	Nil
15 No. of cases of the stay orders of the court on any resolution of the Panchayats.		Nil	Nil	Nil
16 No. of cases of vote of no confidence against the President.		Nil	2	4

In Table 5.15, some facts about the meetings of the Taluka Panchayats of the Mehsana District are given. The data presented are for the four years from 1970 to 1973. The figures presented are of the mean of the four years. It



will be seen that the three types of the Taluka Panchayats show variations. The mean number of meetings is the highest in the 'A' type and the lowest in the 'C' type, with the 'B' type Taluka Panchayats occupying a middle position. Not any Panchayat reported postponement of a scheduled meeting on the ground of a lack of quorum. The mean attendance of meetings by the Taluka Presidents is more in the 'A' type and 'B' type Taluka Panchayats and slightly less in the 'C' type Taluka Panchayats. The same observation also holds true in the case of Vice-Presidents. The average attendance per member and per meeting is 17 in the 'A' type, 14 in the 'B' type and 11 in the 'C' type Taluka Panchayats. The amount of business transacted in terms of the total Resolutions passed is also greatest in the 'A' type Panchayats, next to them in the 'B' type Panchayats and the least in the 'C' type Panchayats. Similarly, the greatest number of resolutions on primary education are moved and passed in the 'A' type Taluka Panchayats' meetings and progressively less in the 'B' type and 'C' type Taluka Panchayats. The number of resolutions passed with unanimity was also most significant in the 'A' type Panchayats, more significant in the 'B' type Panchayats and the least significant in the 'C' type Panchayats. The number of walk-outs staged by the members was reported 'nil' in the 'A' type and 4 in the 'B' and 'C' types of the Panchayats. The cases of the postponement of meetings

either owing to some general factors or by the initiative of the Taluka Panchayats go up progressively as one moves ~~fix~~ from the 'A' category to the 'C' category. Not even once, the vote of 'no confidence' was moved against the Taluka Panchayat Presidents in the 'A' type Panchayats, two times in the 'B' type Panchayats and four times in the 'c' type Panchayats.

Thus, it will be seen that the 'A' type or advanced Taluka Panchayats are more active and oriented towards production and work than the other two grades of the Panchayats. The over-all picture that emerges from the Table 5.15 is that the 'A' type Taluka Panchayats discharge their functions in such a way that their impact on the administration is more positive and productive than is the case with the 'B' type of the Taluka Panchayats. The same type of picture also emerges for the 'B' type of the Panchayats when they are viewed in the context of the 'C' type of the Panchayats.

TABLE : 5.16 : Mean Rating of Presidents, T.D.O. and Members on the Basis of the Meetings of Taluka Panchayats in terms of Leadership Role of the Presidents and Participating of the Members in Decision-making.

Behaviour characteristics.	Rating done <del>an</del> the basis of the meetings held in types of Panchayats		
	A	B!	C
A. LEADERSHIP ROLE			
1. Dominating and bureaucratic (President)	4	4	4

contd..

Table 5.16 contd...

	1	2	3	4
2 Dominating and bureaucratic (T.D.O.)		4	4	4
3 Guiding and persuading (President)		4	4	4
4 Hard pushing and dominer (some members or some group)		4	4	4
5 Decision-dictating attitude of ex-officio Govt. officers		4	4	4
B. PARTICIPATION OF MEMBERS				
6 Passivity of majority of members.		2	3	4
7 Non participation-passivity of women members.		4	4	4
8 Non participation-passivity of Harijan and tribal members		3	3	3
9 Domination of higher caste members in decision making		4	4	4
10 Participation of members guided by political consi- derations.		4	4	4
11 Frank, fearless and free democratic participation by members.		3	3	3
12 Proceedings, peaceful and free from tension.		5	4	4
13 Proceedings full of noise and conflict.		2	2	2

Table 5.16 shows the evaluation of the behaviours of leaders and members in the meetings of the Taluka Panchayats. The mean ratings of Items 1,2,3, and 5 indicate, that the Presidents of all the three types of the Taluka Panchayats are dominating, authoritarian and hard pushing types. But, they also play, at the same time, an effective role as a director and guide and provide proper guidelines and orientation to the members in the meetings of the Taluka Panchayats on the issues under deliberations. This means that though the Taluka Presidents are powerful, dominating and authoritarian, ~~are~~ it is in the larger interests of the Taluka that they seem to be pushing matters hard. They, as well as the Government Officer (the T.D.O.) are capable of providing proper guidance and understanding to the members during the discussion. This results in bringing various vital issues and problems in proper perspective. Educational problems and issues do acquire a focus in as far as the Taluka Panchayats understand them and to the extent to which the T.D.Os are able to convince the leadership. One thing can be mentioned here that in a democratic set-up, the presidents being powerful and over-bearing should not over-rule the views and convictions of the members during the discussion of the problems. They should have democratic attitudes, and examine even dissenting views justly and judiciously.

The mean rating of Item No.2, shows that the Taluka Development Officers are also very powerful and dominating during the conduct of the meetings. This is not fair in democracy. There should be free and frank discussion of the problems. The members should not be outwitted and made tongue-tied by the over-bearing and authoritarian behaviour of an officer who is supposed to assist in development and democratisation. He should also prove to be a proper friend, philosopher and guide.

It is also found that some members or groups of some members talk and behave in an aggressive and dominating manner and monopolise the attention and consideration in the meetings. It will naturally affect the process of decision-making. In such a situation, it will be difficult to take decisions democratically, and in a cool and unruffled manner. Such attitude and spirit of groupism, manoeuvring and even strategy should be avoided in the interest of the development tasks of the whole Taluka.

The following things are found from the mean ratings of the remaining items:

- (1) There is a greater participation of the members of the advanced Taluka Panchayats than those of the average and low rated Taluka Panchayats.

(2) The female members are mostly passive listeners in the meetings. They do not actively participate in the discussions and in the decision-making of the Taluka Panchayats.

(3) The Harijan members also do not participate actively in the discussions, and decision making. This is not fair on the part of these members. In democratic bodies, like the Taluka Panchayats all the members should feel free to participate actively and express their views and opinions quite freely, and fearlessly.

(4) The members of upper caste dominate in the meetings and shape decisions taken at the meetings.

(5) The decisions are also taken on the basis of political affiliation of the members. This is true for all the types of Taluka Panchayats. This shows that the meetings of the Taluka Panchayats are dominated by the members of the upper caste and by the powerful overlords of party politics.

It is needless to say that what comes in the way of forming the class-less society and the 'socialistic pattern of society' in India is the deep-rooted domination of the upper caste upon the lower and backward castes of the society. And as a result of inclusion of party politics, the dangers of factions and partisan spirit disrupting the entire fabric of the Panchayati Raj institutions and paralysing the cause of

community development have become a reality.

(6) The members should have free thinking and free and frank expression of their honest opinions at the meetings. But from the above discussion, it can be said that such a kind of free thinking and free expression of opinions might be limited to the members of the upper caste only or to the members of some economically or politically strong groups only.

(7) The Government officers affect, not always in the right direction, the process of decision-making to a large extent.

(8) The working of the meetings of all the Taluka Panchayats is peaceful and without any conflicts and rancour to a large extent.

From the above mentioned findings, it can be said that the Hypothesis 7 is accepted to a very large extent.

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## 5.9 EVALUATION OF THE IMPACT OF THE GRAM PANCHAYATS

### Hypothesis - VII

The seventh Hypothesis about the evaluation of the contributions of the Gram Panchayats of the Mehsana District in the development of primary education runs as under :

"There would be a general agreement among the Panchayat members, government officers, educationists and primary school teachers regarding the role played by the highly rated Panchayats in effectiveness for educational accomplishments".

Generally it can be said that more progressive Gram Panchayats play a more effective role in the development of the village in general and of the primary education in particular than the Panchayats with less effectiveness.

As shown earlier, the sampled Gram Panchayats have been classified into three categories of effectiveness or advancement on the basis of the 20 criteria pertaining to the administration and educational activities of primary education. Using this classification, an attempt will be made here to find out the relationship existing between the development or accomplishment <sup>and</sup> effectiveness in primary education of relatively higher rated Gram Panchayats and the lower rated ones.



Table 5.17 shows that there are in all 28 items pertaining to the various related school educational activities which the Gram Panchayats are expected to support. The evaluation of the working of Gram Panchayat in the development of primary education is done on a five-point scale. The mean rating for each of the 28 items was obtained for all the three types of Gram Panchayats. The raters were the Panchayat members, government officers, teachers and the head masters of primary schools and educationists.

It is found that the mean rating of three items out of 28 of the 'A' type Panchayats is 4 and of nine items is 3. It is higher <sup>than</sup> ~~those of the other~~ two types of Gram Panchayats. It indicates that some of the educational activities have been successfully carried out to a greater extent by the higher rated ('A' type) Panchayats. These activities include achieving sufficient land for the local school, Pakka-school building, regular repairing of the school-building, adequate playground for the school and its expansion, procurement of land for the school garden, precise census taking of the children of the compulsory age-group, campaign for the enrolment of pupils of the age-group of 6-14, the campaign for regular attendance of pupils and drive for spreading the girls' education in the village.

It is as well found that these above-mentioned educational programmes have been carried out to a moderate degree in

the 'B' type Gram Panchayats, while to a quite low degree in the 'C' type Gram Panchayats.

It is also found that the mean rating of 16 items is 2 in the 'A' type Panchayats. The educational programmes included under them are the assistance in procuring residential quarters to the school teachers, particularly the Harijan school teachers, provision of pupil welfare services such as the free supply of mid-day meals, the school uniforms, writing and reading materials to poor school children, vigorous enforcement of the State law on compulsory primary education, organization of literacy drives, provision of school health services and the reduction of wastage and stagnation in the local village school. This also shows that these programmes are carried forward to a moderate degree in the 'A' type Panchayats. It is also seen that some of these programmes are also carried out to a less moderate degree in the 'B' type Panchayats while to the lowest degree in the 'C' type Panchayats.

TABLE : 5.17: Mean Ratings of the Three Types of Gram Panchayats on the basis of their Achievement in Primary Education.

Educational Programmes	Types of Panchayats		
	'A' Type	'B' Type	'C' Type
1. Acquisition of adequate land for the school.	3	2	1
2. Pakka School Building	4	3	2
3. Regular repairs of the school building	3	2	1

Table 5.17 contd....

1	2	3	4
4. Adequate school equipment	3	2	1
5. Adequate school playground	3	2	1
6. Adequate land for school garden	4	2	2
7. Residential quarters for teachers	2	2	0
8. Residential quarters for the Harijan teachers	2	1	0
9. Provision for mid-day meals.	2	1	0
10. Provision for free school uniform for the poor children,	2	1	0
11. Provision for free reading and writing materials for poor school children.	2	1	0
12. Census of the children of the compulsory school age.	4	3	2
13. Drive for enrolment in the age-group 6-14	3	2	1
14. Drive for regular school attendance	3	2	1
15. Persuasion of the defaulting guardians to send their children to school.	3	2	1
16. Proceedings against the hard boiled defaulting parents for not sending their children, to school .	2	1	0
17. Assistance in recovering fines from guardians found guilty in breaking the Compulsory Education Law.	2	1	0
18. Drive for abolition of illiteracy in the village.	2	1	1
19. Drive for the spread of girls' education in the village.	3	2	1

contd...

Table 5.17 contd....

	1	2	3	4
20. Drive for the spread of education among Harijan children.	3	2	1	
21. Procurement of land for the school farm.	3	2	1	
22. Provision of health services in the village school	2	1	1	
23. Provision of first aid services in the village school.	2	1	1	
24. Procurement of raw material for the crafts taught in the village school	2	2	1	
25. Preparation for additional school provision in light of the projected population growth.	2	1	0	
26. Beautification of the village school.	2	1	0	
27. Drive for the reduction of stagnation in the school.	2	1	1	
28. Drive for the reduction of school drop-outs.	2	1	0	
Mean score.	2.6 (i.e. 3)	1.6 (i.e. 2)	0.7 (i.e. 1)	

It needs to be mentioned here that if the teachers are not helped in getting the proper residential quarters, it will definitely affect <sup>their</sup> his routine work of the school. The same is the case with the Harijan teachers. It is commonly experienced that even today Harijan teachers find it difficult to get their residence among the locality of the 'Bhadra lok'. They can hope to get a house only in the

Harijan Colony. In the same way, the Gram Panchayats have not yet been activated adequately in making provision for free supply of the mid-day meals as well as the provision of school uniforms and writing materials free of cost to the poor and needy pupils. This has its hindering effect on the universality of enrolment and the regularity of attendance of the pupils, particularly in the poor and backward areas. It can be said that this is what comes in the way of achieving the goal of universal, free, and compulsory primary education. Similarly, our Panchayats are not prepared to help the undertaking of proceedings for recovering fine and dispensing punishment to the defaulting parents who do not send their children of the compulsory age-group to the schools. In the same way much remains to be done for the spread of adult literacy in the villages. All the Gram Panchayats are also found backward so far as the provision of health services and first aid help are concerned. From the health point of view, these services are of great importance. Due attention should definitely be paid to providing these facilities in the schools in the best possible manner if the destiny of India is to be shaped in her classrooms.

It is also found that the Gram Panchayats are not helpful to the schools in getting the raw material for the crafts taught in the classes. As a result of that the schools find themselves handicapped in carrying forward the programme of

craft-teaching in an effective manner. It would be worthwhile to mention here that Kothari Education Commission has given the idea of work-experiences based on the similar philosophy and ideology of manual work. For the success of the programme of this sort, the help and co-operation of Panchayats are badly needed by the rural schools.

To summarise, it can be said that speaking on the basis of the mean ratings of the execution of the different programmes in the 'B' and 'C' grades of the Gram Panchayats, of the Mehsana District, a large majority of the programmes do not appear to have been implemented to the extent to which they should have been, and what is worse, in some programmes the performance of both the 'B' and 'C' types of the Gram Panchayats is consistently disappointing. The performance on the whole is also frustrating as the fruits of decentralisation democratisation and developmental tasks become doubtful and uncertain. Even the 'B' grade Panchayats seem not to have been doing much in helping the Harijan school teachers to obtain the residential quarters in the local village. This is rather a blot on the attitude of tolerance, openness of mind, spirit of brotherhood, cooperativeness and public service mindedness of the rural community. They are such aspects of the administration of primary education which, it was felt, could be well corrected under the Panchayati Raj as a result of the stimulation of the local interest, initiative

awakening and dynamism. Broadly speaking, the low performance of all the three types of the Gram Panchayats, and particularly of the 'B' and 'C' types, shows how weak is the impact of the Panchayati Raj on some vital aspects of the administration of primary education. Here, it appears, that social attitudes and traditional beliefs and convictions prove harder and more powerful than the forces of democratisation. It also proves that the process of social change is a slow process. But the remedy is more vigorous application, identification of more capable leadership and training this leadership in performing their assigned tasks and functions.

At the end it can be concluded that the degree of educational accomplishments is higher in relatively higher rated Panchayats. It can be seen that the mean ratings is 2.6 (i.e. 3) in the 'A' type Panchayats, 1.6 (i.e. 2) in 'B' type Panchayats and 0.7 (i.e. 1) in the 'C' type Panchayats. This means that the Hypothesis regarding the role played by the highly rated Panchayats in effectiveness for educational accomplishments is accepted.

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### 5.10 EXPERTS' EVALUATION OF THE EFFECTIVENESS OF THE PANCHAYAT BODIES

#### Hypothesis - VIII

The Eighth Hypothesis states that the experts would agree among themselves as to the degree of effectiveness of the functioning of the Panchayati Raj bodies in the matter of the administration of primary education. It should be noted here that the Panchayati Raj bodies were instituted with a view to bringing about changes and improvements in the spheres of democratisation and community development. The focus of the emphasis in this study is the evaluation of the impact of the Panchayati Raj bodies in the sphere of primary education. For this purpose in all 30 items pertaining to educational matters were carefully selected. (vide - Tool No.17 in the Appendix -II) The experts were the educationists, members of the District Education Committee, Administrative Officers, Extension Officers in Education, the Educational Inspectors, Teachers and the Headmasters of the primary schools under the Panchayat Administration, the Sarpanchas of the Gram Panchayats, Members of the Gram Panchayats and the Taluka Panchayats, Social and Political workers and the leading persons of the district. These raters were classified into 6 categories as Government Officers, Non-officials, Social Workers, Political Workers, Educationists and Teachers (Primary school Headmasters and Teachers). These respondents



were asked to rate each of the 30 items on a five-point scale with 5 denoting the highest degree of accomplishments and 1 denoting the lowest. The frequencies of their opinions were subjected to statistical analysis by using a Chi-square test. The table on the <sup>following</sup> next pages shows the Chi-square values of each item alongwith the degrees of freedom and the level of significance.

The first 3 items in the above table pertain to the consequential increase in the interest and enthusiasm among people in general in education, increase in the eagerness to make primary education universal among the children of 6-11 age-group and free primary education in the age-group of 11-14. The respective Chi-square values of 20.01, 26.81 and 18.99 are not significant. This means that the respondents do not differ among themselves as to the accomplishment by the Panchayati Raj bodies in the matters referred to above. As regards the increase in the interest and enthusiasm among people in the sphere of education, it can be seen that a greater number of respondents feels that the Panchayati Raj bodies have been successful in this respect to a considerable extent. In the case of universalisation of primary education in the age-group 6-11 it is observed that most of the respondents agree as to the accomplishment of the Panchayati Raj bodies in this regard. The frequencies scatter in the first three categories only. This is an agreement with the observa-

tion that the various types of raters recognise the accomplishment of the Panchayati Raj bodies in making primary education universal. The raters also agree among themselves about the success of Panchayati Raj bodies in making primary education free in the age-group 11-14. Most of the respondents fall in the 'A' and 'B' categories of response. Thus, there are no differences of opinions as regards the efforts made by the Panchayati Raj bodies to make primary education free in the age-group 11-14.

The Item Nos. 4, 5, and 7 refer to compulsory primary education in the age-group 11-14, decrease in the number of single teacher schools and increase in the play-ground facilities for the primary schools. The Chi-square values for these items are 36.15, 42.69 and 32.90 respectively. These values are significant. Thus, the raters differ significantly from one another in their opinions about the accomplishments of the Panchayati Raj bodies in the matters referred to above. As regards compulsory primary education in the age-group 11-14, it is observed that about 40 percent of government officers think that the Panchayati Raj bodies have been successful whereas 60 percent of them believe that they are not successful in making primary education compulsory. In the case of non-officials most of them give credit to the Panchayats for their success in this sphere. The social workers and the political workers also feel that the

Panchayats are successful but educationists and headmasters/teachers of primary schools differ greatly in their opinions. Most of the educationists feel that the Panchayats are not successful in this regard. The opinions of the primary school principals/teachers are distributed in all the five categories. On the whole, it could be said that the work done by the Panchayati Raj bodies in matter of making primary education free, and compulsory in the age-group 11-14 is not rated to the same extent by the various raters. The investigator through his wide-spread contacts is also of the opinion that the Panchayati Raj bodies have not been successful in making primary education free <sup>and</sup> compulsory to the extent to which it is shown on paper. In most of the villages, children are not enrolled and as a result they do not attend the schools regularly and effectively for various reasons, some of them being the general backwardness and lack of adequate financial resources to make the two ends meet.

As regards the decrease in the number of single teacher schools, the respondents differ significantly among themselves. The opinions of the Government officers, the non-officials, the social workers and the political workers, distribute themselves in the first three categories (i.e. 'A', 'B' and 'C') whereas those of educationists and primary school principals and teachers are distributed in a wider range. The general impression seems to be that the proportion of single teacher

schools has decreased due to the efforts of the Panchayati Raj bodies.

For the play-ground facilities to be made available to village schools, the respondents differ significantly in their opinions. The opinions of most of the respondents are distributed in the second, third and fourth categories (i.e. 'B', 'C' and 'D') which may be taken to mean that there is some agreement among the respondents in regard to the availability of the playground facility. The opinions of teachers, principals and educationists spread in almost all the categories. The majority of government officers, social workers, educationists and primary school teachers/headmasters believe that the Panchayati Raj bodies are not very successful in providing playground facilities to the village primary schools.

The Item No.6 refers to the increase in the facilities of buildings to the village schools. The chi-square value of 22.79 in this case is insignificant which means that the respondents do not differ in their opinions in various response categories. Most of the respondents have opined in the first three categories (i.e. 'A', 'B' and 'C'). This indicates that most of the respondents attribute success to the Panchayati Raj bodies for providing satisfactory building facilities to the village schools.

TABLE : 5.18 : The Chi-Square Values of the Statements denoting the Impact of the Panchayats along with Degrees of Freedom and Levels of Significance.

Impact of the Panchayati bodies.	df	$\chi^2$	Level of Significance
1	2	3	4
1. The village people's interest and enthusiasm in educating their children increased.	20	20.01	Not sig.
2. Community's and Government's intensity of seriousness to universalise primary education increased.	20	26.87	Not sig
3. Primary education became free for children of the age-group 11-14.	20	18.99	Not sig.
4. Primary education was made compulsory for children in the age-group 11-14.	20	36.15	Sig. .05
5. The percentage of single-teacher schools in the district decreased substantially.	20	42.69	Sig. 01
6. The quality of school buildings became satisfactory.	20	22.79	Not sig.
7. The primary schools got their school gardens, playgrounds adequately	20	32.90	Sig. .05
8. The primary schools got their school gardens.	20	11.69	Not. sig.
9. The provision of raw materials for teaching crafts in schools became adequate and regular.	20	24.20	Not sig.

Table -5.18 contd...

	1	2	3	4
10. The facilities for inservice training of teachers to be able to teach the New Curriculum became enlarged and effective.		29	27.83	Not. sig.
11. The school environment became attractive and stimulating.		20	27.12	Not sig.
12. Provision for mid-day meals was made in primary schools.		20	20.24	Not sig.
13. Provision for free supply of school uniform to poor children was made.		20	24.04	Not sig.
14. The health services for school children became effective.		20	27.77	Not sig.
15. Sports-Competition for school children and adults became more organised and regular.		20	37.88	Sig. .01
16. A library sprang up in every village having a primary school.		20	27.67	Not sig.
17. The local community has begun to come forward to assist the local primary school.		20	17.83	Not sig.
18. The regularity of school attendance improved.		20	23.39	Not sig.
19. The local community evidenced interest in reducing the wastage in the primary school.		20	26.72	Not sig.
20. The rate of stagnation in the local primary school decreased	20	35.52		Sig .05

Table .5.18 contd...

1	2	3	4
21. Conscious and resolute efforts have begun to be made to improve school quality.	20	39.00	Sig. .01
22. Unnecessary delays in the administration of primary education are now cutdown	20	39.80	Sig..01
23. The school improvement has become effective.	20	20.98	Not sig.
24. Primary school teachers' status and security of service increased.	20	27.65	Not sig.
25. Director indirect difficulties of primary school teachers decreased.	20	24.11	Not sig.
26. Administration of primary education became decentralised and was brought closer to the community.	20	31.79	Sig. .05
27. Equality of educational opportunity for the scheduled castes and scheduled tribes increased.	20	14.44	Not sig.
28. The bureaucratic arrogance and red tape in the administration of primary education disappeared.	20	32.28	Sig. .05
29. The primary schools became community-centred schools.	20	22.95	Not sig.
30. Government, Community and the primary school came closer to one another.	20	14.96	Not sig.

The Item Nos. 8 through 14 pertain to the success of the Panchayati Raj bodies in extending garden facilities to the village schools, providing raw materials for the craft, making effective and efficient in-service training programmes for the school teachers, making the environment of school pleasant and attractive to the children, making arrangement for mid-day meals free of cost, free distribution of school uniform and writing materials and making effective the school health services. The respective chi-square values for these items are not significant. This indicates that the respondents do not differ among themselves in their opinions regarding the various facilities provided by the Panchayati Raj bodies. As regards school garden facilities, most of the respondents feel that the Panchayati Raj bodies have been successful to a greater extent. In the case of providing raw materials for teaching crafts, in village schools, the opinions widely scatter. The general impression seems to be that the Panchayati Raj bodies have not been successful in extending the facility to the primary schools to a satisfactory level. So far as the expansion and effectiveness of in-service teacher training programme is concerned, the opinions of the respondents are slightly towards the agreeing side. The respondents feel that this has been accomplished by the Panchayati Raj bodies to some extent. As regards the attractiveness and pleasant environment of the schools, most of the respondents



feel that the Panchayati Raj bodies have been able to accomplish this to a greater extent. So far as mid-day meals are concerned, the majority of the respondents feel that the Panchayati Raj bodies are not at all successful. They also hold similar opinion about free distribution of school uniform, writing and reading materials to poor children and extending effective health services.

The Item No. 15 refers to the sports competitions for children and adults. The chi-square value of 37.88 is significant beyond .01 level of confidence. Thus, the respondents differ significantly in their opinions in this regard. The majority of the government officers, educationists and primary school teachers/headmasters feel that the Panchayati Raj bodies have not been successful in making sports competitions for children and adults regular and systematic. The non-officials and political workers, however, feel that the Panchayati Raj bodies have been successful in this regard to some extent.

The item Nos. 20 through 22 refer to decrease in the proportion of stagnation, increase in efforts made for the qualitative improvement of primary education and cutting down red-tape and unnecessary delay in the administration of primary education. The chi-square values of 35.57, 39.99 and 39.80 are significant. So far as the decrease in the proportion of stagnation is concerned, the opinions of the respondents are spread in almost all the categories. It appears

that with some degree of disagreement, the general impression seems to be that the Panchayati Raj bodies have been successful to some extent in sliding down the proportion of stagnation in schools. More or less the same type of impression is noticed in the case of efforts for qualitative improvement of the standards of primary schooling. The general opinion in this regard varies from most successful to successful to some extent. The differences in opinions are observed in the first three categories only. The primary school teachers/principals, educationists and social workers have opined in all the five categories whereas the political workers and non-officials have opined in the first three categories only. Thus, there is a disagreement among the respondents for the improvement of the qualitative standards of primary schooling.

As regards, the cutting down of red tap and delay in the primary school administration, the respondents differ greatly among themselves. Most of the government officers, non-officials and political workers feel that there is a considerable improvement in primary school administration. However, the opinions of social workers, educationists and primary school teachers/principals spread in practically all the categories.

The Chi-square value of 31.79 in the case of decentralisation of powers in the primary school administration is signi-

ficant. Thus, the respondents differ greatly among themselves as to the success of the Panchayati Raj bodies in decentralisation and in bringing administration closer to the people. As can be seen from the table, most of the Government officers non-officials, political workers and educationists feel that the Panchayati Raj bodies are successful in this regard to a greater extent. The opinions of other respondents are found in almost all the categories. Thus, the respondents do not agree among themselves as to the success of the Panchayati Raj bodies in the matter of decentralisation of powers and nearness administration being brought closer to the village community.

The chi-square value of 32.28 in the case of Item No. 28 which refers to elimination of the bureaucratic, stiff and rigid attitude and hot temperament of the Government officials from the primary school administration is significant. Most of the Government officials, non-officials, political workers and educationists feel that the Panchayati Raj bodies have been successful in eliminating some of the undesirable elements referred to above from the administration of primary schools. However, the social workers and primary school teachers<sup>and</sup> headmasters feel that the Panchayatai Raj bodies are not greatly successful in this regard. The frequencies in the unsuccessful categories are much less for all the respondents. Thus, there seems to be a general feeling among

the respondents to believe that the Panchayati Raj bodies have been successful in eliminating some of the undesirable effects from the administration of primary schools.

The various chi-square values for library facilities, increase the tendency among people to help the school improvement in school attendance, interest among the local people to reduce the rate of wastage in the school, effectiveness of school inspection, improvement of the status of teachers as well as security, decrease in the difficulties felt by the teachers directly or indirectly and equal opportunities for the children of the scheduled caste, local schools becoming community-centred and close interrelationship among Government, society and the school, are all insignificant. Thus, the respondents do not differ among themselves as to the accomplishments of the Panchayati Raj bodies in matters referred to above. As regards library facility, most of the respondents feel that it has been satisfactorily accomplished by the Panchayati Raj bodies. Most of the respondents also feel that more and more local people are coming forward to help the village schools, and the Panchayati Raj bodies have achieved a greater success in that. As regards regular attendance of school children, the majority of the respondents believe that the Panchayati Raj bodies have achieved a great success. So far as decrease in the proportion of the rate of wastage is concerned, with few exceptions most of the

respondents feel that the level of success of the Panchayati Raj bodies in this regard may be considered average. The effectiveness of school inspection has been rated high by most of the respondents. So far as the improvement of the status of primary school teachers and their security are concerned, most of the respondents including government officers believe that the Panchayati Raj bodies have been very successful in this regard. There seems to be a greater diversion of opinions among the respondents as regards elimination of difficulties felt by the primary school teachers. The educationists and primary school teachers/headmasters attribute success to the Panchayati Raj bodies to a moderate extent in this regard. Other respondents opine in almost all the categories. Thus, the respondents do not agree as to the complete elimination of difficulties felt by the primary school teachers. In the case of equal opportunities for the scheduled caste children, the respondents are of the opinion that the Panchayati Raj bodies have been very successful. Thus the Panchayati Raj bodies should be given credit for their efforts in improving the possibility of equality of opportunities to scheduled caste children. As regards the issue of making primary schools community-centred most of the respondents feel that the Panchayati Raj bodies have achieved success to a greater extent in this regard. Finally, the efforts made by the Panchayati Raj bodies to bring Government, society and school closer to one another

have also been successful to a greater extent in the opinions of the respondents.

On the whole, it could be stated that the Panchayati Raj bodies have been successful to a greater extent in providing physical facilities to the schools and in making the people participate in the affairs of administration of primary education. So far as the matters pertaining to the improvement of standards of education and providing facilities for the inservice professional growth of teachers are concerned, the Panchayati Raj bodies have been moderately successful. The fact, however, remains that the over-all efforts of the Panchayati Raj bodies have been successful in bringing about the desired changes in matters pertaining to primary school education.

The hypothesis is accepted partially in the sense that variations had been noticed among the different categories of the experts in regard to the effective impact of the Panchayati Raj on the administration of primary education. In some spheres there was agreement among them, in others their opinions differed.

### 5.11 THE EFFECT OF POLITICAL AFFILIATION OF THE GRAM PANCHAYAT MEMBERS ON THEIR DECISION MAKING

#### Hypothesis - IX

The Ninth Hypothesis stating that the process of decision-making would be affected by diversification in political affiliation of the members of the Gram Panchayats is worded as follows :

"The greater the diversification in political ideologies of the members of the Gram Panchayats, the more difficult would it be to make decisions concerning educational matters."

It is generally believed that the Panchayati Raj institutions have also been captured by different political parties. As shown earlier during the discussion of the sixth Hypothesis that at the taluka level, the decisions in the meetings of the Taluka Panchayats are taken to a large extent on the political basis. The progress of decision-making is affected by the diversification in the political ideologies and practices of the different members of the Taluka Panchayats. This trend seems to be also evident at the level of the Gram Panchayats.

Here an attempt will be made to find out to what extent the process of decision-making in general and in educational matters in particular is affected by the diversification in

in political affiliation of the members of the Gram Panchayats.

The information is gathered through the Item No.11 of the Tool No.1, for each member concerning the political party to which he is affiliated and the extent to which he is active in it. On the basis of this the sampled Gram Panchayats have been divided into two categories representing differing degrees of political diversification. The classification of the Gram Panchayats according to party affiliation was based on the amount of representation of the members in the Panchayats. The amount of representation was based on the percentage of members representing opposite political parties. The panchayats with more than 50 per cent representation of the ruling party and more than 15 per cent representation of the opposition parties were placed in one category and those with more than 50 per cent representation of the ruling party and less than 15 percent representation of the opposition parties were placed in the second category. These two categories of the Gram Panchayats are designated as 'A' and 'B' respectively. According to this type of the classification, 28 Gram Panchayats fall in the 'A' category and 40 Gram Panchayats fall in the 'B' category. There are in all 14 items in the Tool No.3 to be discussed here for the testing of the hypothesis and drawing the conclusions.



It should be mentioned here that the information regarding the number of meetings held, the proportion of the presence of the members and the percentage of the educational items on the agenda of the meetings was gathered through the Tool No.3. It provides a ground for the discussion of the Hypothesis IX.

It is noted that the average number of the meetings of the Gram Panchayats, held during the years 1969 to 1973 was 10 to 12 in all the Panchayats. The average presence of the members in the meetings of the Gram Panchayats, was about 85 percent. As well the information was gathered for the agenda concerning educational matters in the year 1972. It was found that no such agenda took place in some of the meetings, while it was at the average of 10 percent in some of the meetings. This sort of background would prove to be fruitful during the discussion that follows.

There is a separate table for each of the 14 items. The process of pooled rating is adopted for assessing the working system of the meetings of the Gram Panchayats. The rating is done on a five-point scale. The entries in the tables represent frequencies and percentages of the opinions of the raters in the categories representing different degrees of rating.

The Item I of the Table 5.19 shows that the too much

TABLE : 5.19 : Pooled Rating of the Proceedings of the 'A' and 'B' Types Gram Panchayats in Terms of Leadership and Members Behaviour

Meeting Behaviour	Types of Gram Panchayats	Pooled Ratings on a Five Point Scale by number of rators					Total	Rates
		A	B	C	D	E		
1. Authoritarian and Centralised Power Centred Leadership of the Sarpanch.	A-type B-type	5 10	15 25	5 4	3 1	- -	28 40	
2. Activeness of the members.	A-type B-type	8 3	15 10	3 22	1 5	1 -	28 40	
3. Activeness of the Harijan Members	A-type B-type	8 9	9 10	8 9	2 8	1 4	28 40	
4. Activeness of the Women Members.	A-type B-type	2 1	2 3	2 3	12 21	10 12	28 40	
5. Activeness of Govt. Members.	A-type B-type	1 -	2 1	2 1	15 27	8 11	28 40	
6. Activeness of Nominated members.	A-type B-type	- -	2 3	14 21	8 9	4 7	28 40	
7. Climate conducive for free expression.	A-type B-type	3 12	10 23	10 3	5 2	- -	28 40	
8. Hot argumentation and Conflicts.	A-type B-type	14 3	10 5	4 15	- 17	- -	28 40	
9. Walk-outs staged	A-type B-type	- -	2 3	10 5	11 17	5 15	28 40	

contd....

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Table.5.19 contd.....

		1							
		2		3		4		5	
		6		7		8			
10. Noisy Proceedings.	A-type B-type	10 5	8 5	8 13	2 10	- 7	28 40		
11. Democratic decision-making	A-type B-type	10 15	8 17	7 5	3 3	- -	28 40		
12. Political influences in discussions and decision-making.	A-type B-type	8 10	7 10	5 5	2 4	6 11	28 40		
13. Influence of caste in discussions and decision-making.	A-type B-type	5 10	7 12	8 10	4 3	4 5	28 40		
14. All members participating in the proceedings.	A-type B-type	12 15	10 12	4 10	2 3	- -	28 40		

dominating role of the Sarpancha is found to a high degree in both the above-mentioned types of Panchayats. Even today in the age of democracy, the Sarpanchas - the leaders of the village community are found to be so powerful as to dominate even the Panchayats that have more than 15 percent representation of the opposition parties. Such powerful Sarpanchas may affect the decisions to be taken in the meetings of the Panchayats.

The Item 2 in the table shows that the members of the Panchayats are normally active to a high degree in the 'A' type Panchayats while in the 'B' type Panchayats, the members are found active to a moderate degree. This means that the members participate actively in the meetings of the Gram Panchayats where the proportion of the opposition parties is comparatively more. This will naturally affect the decision-making process. Decisions could not be taken easily in such meetings where the members are found to be quite active and participating in the discussions in the meetings. This also shows that the process of decision-making can be affected by the diversification in the political ideologies of the members of the Gram Panchayats.

In the same way, the Harijan members are found to be active moderately in both the types of the Gram Panchayats. They are not found very active. This may be perhaps due to the hold of the members of the upper castes as referred

earlier during the discussion of the Hypothesis II.

It is also found that female members are active to a very low degree in the meetings. A similar result is also found at the meetings of the Taluka Panchayats as shown earlier during the discussion of the Hypothesis VI.

The members of the Government are found to be active at a quite low degree, while the nominated members are found to be active to a quite moderate degree.

The general climate of the meetings in which all members express their views frankly and freely is found better in the 'B' type Panchayats than in the 'A' type Panchayats. This means that Panchayats with little opposition parties provide better climate for free discussion and free expression of views. This sort of a climate will naturally have its effect on the process of decision-making.

At the same time, it is also found that the extent of hot arguments and conflicts is of a very high degree in the 'A' type Panchayats in comparison to that of the 'B' type Gram Panchayats. This means that the members of the opposition parties are very actively participating in the discussions. This will definitely affect the process of decision-making. It is quite natural that it will not be so easy to take decisions quick and unanimously where the members of the

opposition parties are very alive and active. The discussions and the decisions have to close the gaps in the arguments and conflicts in the meetings. This shows that the process of decision-making is directly affected by the diversification of the political affiliation of the members of the Gram Panchayats.

It is also found that occasions of walk-out of the members from the meetings because of their opposition occur to some extent in the 'A' type Panchayats while it is found to a very low degree in the 'B' type Panchayats.

It is as well found that the working of the meetings becomes more noisy in the 'A' type Gram Panchayats than in the 'B' type Panchayats. This may be due to the active participation of the members of the political opposition parties in the discussions. All these things naturally affect the decision-making process. At the same time it is also found that the decision-making process on the democratic lines takes place to a large extent in both the types of the Gram Panchayats. This shows that even though hot arguments and conflicts have their place during the discussions, the decisions to a large extent are taken democratically. This is a good sign for the success of the experiment of the democratic ideology.

It is as well found that discussions and decisions are affected by the political ideology to some extent in both the types of the Gram Panchayats. In the same way the discussions and decisions are based on the caste factor to some extent. The extent of the participation of the members in the working of the meetings is found high in both the types of the Panchayats, but it is found somewhat higher in the 'A' type Panchayats.

Thus, it can be concluded that the process of decision making is affected by the diversification in political ideologies of the members of the Gram Panchayats. This will include the decisions on the educational matters as well. As the Education Committees are abolished at the Taluka level, all decisions about the educational matters are taken by the Gram Panchayats in matters that affect them. The Panchayats with more than 15 percent representation of the opposition parties find it more difficult to take decisions while the Panchayats with little diversification in political ideology is found to be more efficient in decision-making. Hence the Hypothesis that the greater the diversification in political ideologies of the members of the Gram Panchayats, the more difficult would it be to make decisions concerning educational matters is accepted.

The point to be noted is that the trend of divergent

political affiliation of members and the impact of this divergent political ideologies affecting the decision-making at the level of Taluka Panchayats ~~are~~ found to continue to operate at the level of the grass-roots: The decision-making process in Gram Panchayats is also perceptibly affected by the divergent and conflicting political ideologies of the members. Quite often, the conflict in the ideologies of two or more political parties at the national, or state levels ~~is~~ also reflected at the local level in the meetings of the District Panchayats, of the Taluka Panchayats and ~~of~~ the Gram Panchayats. But there is also significant deviation in the case of some Gram Panchayats where there is no strong partisan spirit and where there is no marked political conflict. The sample of the present investigation consisted of 95 gram Panchayats. Excluding the 68 Gram Panchayats falling into the 'A' and 'B' Categories elucidated earlier, 27 Gram Panchayats remained unclassified. In these Gram Panchayats, the members worked on a non-partisan basis. There ~~were~~ practically no political jealousy, no bickerings, no noises and shouting and no conflicting or control ideology. The twenty-seven of the total 95 sampled Gram Panchayats of the Mehsana District, have neither any ruling <sup>political</sup> party nor any opposition party. There the ratings are high on the behaviour of the Sarpanchas, it being more democratic and decentralised, on the activeness of the Panchayat members, on the decision-making done democra-



cartically on the merit of each issue, on the agenda, on the absence of walk-outs staged by some members, and on the extraneous factors like political influence, caste, etc. not being allowed to vitiate the decision-making. Here, in these 27 Gram Panchayats, the decision-making is easy, smooth and quick and is satisfying also to all members. These facts further support the Hypothesis.

#### 5.12 RELATIONSHIP BETWEEN THE ADVANCED GRAM PANCHAYATS AND THEIR ACHIEVEMENTS

##### Hypothesis - X

The tenth Hypothesis states that the more highly effective Gram Panchayats would relatively have more achievements to their credit in the sphere of primary education and that the various types of respondents would show a general agreement as to the degree of these accomplishments. Thus, compared to the 'B' and 'C' types Panchayats, the 'A' type Panchayats would have achieved a greater success in the educational accomplishments. The respondents were the teachers, head masters, social workers, political workers, members of the Gram Panchayats and some leading members of the Community. The programmes which the Panchayats are expected to implement include such things as increasing the enrolment of scheduled caste children in primary schools, increasing the enrolment

in the age-group 6-14 in the rural primary schools, providing adequate physical facilities to the schools, organising extra-curricular activities and the like. The respondents rated each item of the Tool 5 in a five-point scale depicting degrees of accomplishments by the Gram Panchayats. The frequencies of the five types of respondents expressed in five response categories were analysed by means of chi-squares. The 'A' 'B' and 'C' types of Gram Panchayats are then compared with one another in respect of each of the 17 activities to be accomplished by them. The Table 5.20 on the next-page shows the chi-square values for each of the 17 items separately for the three types of the Gram Panchayats along with the level of significance of confidence. First the extent of accomplishment in regard to these activities will be examined for the 'A' type Panchayats. This will be followed by an examination of the degree of accomplishments in regard to some activities by both the 'B' and 'C' types Gram Panchayats.

It should be noted here that the classification of the Gram Panchayats into the three categories was based on the 20 different evaluative criteria. This has been already explained in reference to earlier hypothesis. It should also be noted that the overall standing of the 'A' type Gram Panchayats in terms of these 20 criteria was superior to that of the 'B' and 'C' types Panchayats. It is, therefore,

quite likely that the educational accomplishments would far exceed the accomplishments of the 'B' and the 'C' type of Gram Panchayat in the Mehsana District.

As can be seen from the Table 5.20 the Chisquare values of 11.98, 20.86 and 7.83 for the 'A', 'B' and 'C' types Gram Panchayats in case of enrolment of scheduled caste children of the school going age in primary schools are all insignificant. This indicates that the respondents do not differ among themselves as to the degree of accomplishment by the Gram Panchayats in regard to the issue referred to above. In the case of the 'A' type Gram Panchayats, most of the respondents of all grades feel that the Panchayats have achieved a greater degree of success in regard to the enrolment of the children of scheduled caste of the school going age whereas in case of the 'B' type Panchayats, the majority of the respondents falls in the 'B' and 'C' categories of response. In the case of the 'C' type Gram Panchayats most of the respondents have opined in the 'C' and 'D' categories. Thus, although <sup>there is</sup> ~~is~~ agreement as to the accomplishment by the Gram Panchayats, the frequency-distribution of their opinions shows that the degree of accomplishment in regard to the issue referred to above is higher in the case of the 'A' type Panchayats next higher in the 'B' type Panchayats and least in the 'C' type Panchayats.

TABLE 5.20 : Chi-Square Values Level of Significance and Degree of Freedom of the Gram Panchayats 361

Achievement of Gram Panchayats (Pool No.5)	A' Type Gram Panchayats			B' Type Gram Panchayats			C' Type Gram Panchayats		
	Degree of Freedom	$\chi^2$	Level of Significance	Degree of Freedom	$\chi^2$	Level of Significance	Degree of Freedom	$\chi^2$	Level of Significance
1. The enrolment of Harijan children in primary school increased.	16	11.98	Not sig.	16	20.86	Not sig.	16	7.83	Not sig.
2. The number of girls' schools expanded.	16	27.92	Sig. at .05 level	16	23.20	Not sig.	16	10.98	Not sig.
3. The understanding about and contact with the school on the local community increased.	16	19.26	Not sig.	16	27.20	Sig. at .05 level	16	6.82	Not sig.
4. The school building improved.	16	20.99	Not sig.	16	39.49	Sig. at .01 level	16	3.94	Not sig.
5. School equipment both increased and improved.	16	4.01	Not sig.	16	27.72	Sig. at .05 level	16	4.02	Not sig.
6. The Community provided for teachers' residential quarters.	16	15.39	Not sig.	16	57.56	Sig. at .01 level	16	5.98	Not sig.
7. The community collaborated with the school in celebrating cultural events.	16	15.00	Not sig.	16	30.92	Sig. at .05 level	16	9.65	Not sig.
8. The standards of primary education improved.	16	23.87	Not sig.	16	29.26	Sig. at .05 level	16	9.59	Not sig.
9. The village literacy increased.	16	15.84	Not sig.	16	28.42	Sig. at .05 level	16	8.47	Not sig.
10. The health service for school children expanded.	16	13.46	Not sig.	16	49.14	Sig. at .01 level	16	4.03	Not sig.
11. Red tape and unnecessary delay in the administration of primary education were cut down.	16	28.69	Sig. at .05 level	16	13.36	Not sig.	16	9.02	Not sig.
12. The quality of school inspection went up.	16	19.96	Not sig.	16	14.97	Not sig.	16	7.33	Not sig.
13. Provision for work-experiences for school children <sup>was made.</sup> began to be organised.	16	6.96	Not sig.	16	32.57	Sig. at .01 level	16	18.46	Not sig.
14. Programmes of social services for school children began to be organised.	16	20.83	Not sig.	16	10.09	Not sig.	16	6.46	Not sig.
15. Public Annual sports and competitions in the village began to be organised.	16	24.92	Not sig.	16	49.96	Sig. at .01 level	16	3.59	Not sig.
16. The utilisation of the village library and the Village Reading Room increased.	16	18.89	Not sig.	16	23.71	Not sig.	16	9.83	Not sig.
17. In the village, Youth Clubs and Mahila Clubs came to be set-up.	16	20.40	Not sig.	16	12.94	Not sig.	16	14.83	Not sig.

The second item pertains to the increased enrolment of girls. The chi-square value of 27.92 in the case of the 'A' type Panchayats is significant at .05 level and the values of 23.20 and 10.98 in the case of the 'B' and 'C' types Panchayats respectively are not significant. In the case of the 'A' type Panchayats, although the frequencies spread in all the five categories, the over-all picture seems to be that the majority of respondents attribute greater success in regard to the enrolment of girls. In the case of the 'B' type Gram Panchayats, the opinions of the majority of the respondents are distributed in the second (i.e. 'B'), third (i.e. 'C') and fourth (i.e. 'D') categories of response. Thus, the 'B' type Panchayats are credited with slightly more than average degree of success in regard to the enrolment of girls. In case of 'C' type Panchayats, the opinions of respondents distribute themselves in almost all the response categories. Yet, the majority of respondents seem to believe that the 'C' type panchayats are not highly successful in regard to the enrolment of girls.

One of the benefits of the Panchayati Raj is that people become more understanding about local schools and that the school and the society come closer to each other. The extent to which this has been accomplished by the Gram Panchayats could be seen by comparing the three chi-square values as well as the frequency distribution of the 'A',

'B' and 'C' type Panchayats. The Chi-square of 19.26 in the case of the 'A' type Panchayats is insignificant. Thus, the respondents do not differ among themselves in their opinions yet most of the respondents believe that the 'A' type Panchayats have achieved a greater degree of success in increasing greater understanding among the rural people and in bringing the local school and the local community closer to each other. In the case of the 'B' type Panchayats, there is disagreement among the respondents. The frequencies are distributed in almost all the categories, with a greater number of frequencies in the 'B' and 'D' categories. The overall impression seems to be that the 'B' type Gram Panchayats have achieved a slightly more than average level of success. In the case of the 'C' type Gram Panchayats, the chi-square value of 6.82 is not significant. Here, also the frequencies are distributed in almost all the five categories. The majority of the respondents seems to believe that the 'C' type Panchayats have achieved the slightly lower than average level of success.

Panchayats are also expected to bring about changes and improvement in school buildings so as to provide greater facilities. The results in the above table indicate that this has been accomplished in the 'A' type Gram Panchayats to a high degree. Although the chi-square value of 20.99 is the opinions of the majority of the respondents insignificant, fall in the first two categories. As regards

the 'B' type Panchayats the chi-square value of 39.49 is significant beyond .01 level of confidence. Thus, the respondents disagree as to the degree of the accomplishment of the 'B' type Panchayats in improving school building facilities. Looking to the frequency-distribution it is observed that the majority of the respondents have opined in the second, third and fourth categories. Considering the overall picture, it appears that the 'B' type Panchayats may be considered average in regard to improved building facilities. The insignificant chi-square of 3.94 in the case of the 'C' type Panchayats indicates that the respondents do not differ as to the degree of success of the 'C' type Panchayats. The majority of the respondents have expressed their opinion in the third and fourth categories. Thus, the 'C' type Panchayats may be credited with slightly below average level of success in regard to improving school building facilities.

Item Nos. 5 through 10 refer to the increase and improvement of school equipments, residential facilities for teachers, increased participation of the community people in the cultural activities, improvement of qualitative standards of the primary school, increase in the literacy of the people of villages and the improvement of the health services for the school children.

The chi-square values for these items in case of the 'A' and 'C' type Panchayats are insignificant but in case of the 'B' type Panchayats they all are significant. Thus, the respondents, in the case of the 'A' and 'C' types Panchayats do not differ among themselves in their opinions for the level of success of the Gram Panchayats in regard to these activities. The respondents in the case of the 'B' type Gram Panchayats differ greatly among themselves. In the case of the 'A' type Panchayats most of the respondents have opined in favour of the first two categories for all the 3 items out of 6.- This means that 'A' type Panchayats have been successful to a greater extent in regard to the accomplishment of these activities. The respondents opined that the success in regard to residential facilities for teachers, increase in the literacy of the people and the improvement of health services for the school children has been achieved to a quite moderate degree. In the case of the 'C' type Panchayats the opinions of the majority of respondents are in the last three categories. Considering the overall picture, it could be said that the 'C' type Panchayats have achieved a slightly less than a moderate degree of success in regard to the above mentioned activities. In the case of 'B' type Panchayats, the majority of the respondents have opined in the second, third and fourth categories. The degree of accomplishments in this case may be regarded as average. It should be noted that the respondents show a greater variation in their opinions but the majority of their opinions fall in the middle three categories.



Due to the principles of an effective organisation is that the decisions should be taken at the lowest possible level. In the Panchayati Raj since the decisions about various matters are taken jointly by the concerned authorities including those who are to be affected by the decisions, the administration of primary school education will be more effective. This effectiveness may also vary as a function in regard to the degree of overall efficiency of the Panchayats. Accordingly, it is expected that the delay in administration in the case of the 'A' type Panchayats will be least as compared to the delay in relatively less efficient Panchayats. Looking to the results, it is seen, that the chi-square value of 28.69 in the case of the 'A' type Panchayats is significant, indicating that the respondents differ among themselves in their opinions about decrease in delay of administration. Most of the members of the gram Panchayats, political workers and the leading community leaders believe that there has been a considerable decrease in red tape and delay of administration. The head masters as well as the social workers are divided on this issue. The opinions of the head masters are more or less equally divided in the five response categories, but in the case of the social workers, the majority of the opinions are found in 'C' and 'D' categories. Thus, in the matter of efficient administration, there is a clear split in the opinions of the respondents. The fact, however, remained

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that much of the delay has been eliminated in a Panchayat

set-up. In the case of the 'B' type Panchayats most of the respondents feel that there is no considerable decrease in the delay of administration. In the case of the 'C' type Gram Panchayats, the frequencies are distributed in all the categories. ~~are distributed in all the categories.~~ It cannot, therefore, be said definitely in terms of the opinions of the respondents that the delay in administration has decreased considerably or not. On the whole, despite the split in the opinions of the respondents of the 'A' type Panchayats, it could be said that the delay has been considerably decreased, it has been decreased to some extent in the 'B' type Panchayats and nothing definite could be said in the case of the 'C' type Gram Panchayats.

Item Nos. 12, 14, 16 and 17 refer to qualitative improvement in school inspection, increase in the programmes for social service, increase in the use of library and establishment of youth organisations and women organisations. As regards the qualitative improvement of inspection, the Chi-square values of 19.46, 14.97 and 7.33 in the case of the 'A', 'B', and 'C' type Gram Panchayats respectively are all insignificant. The members of the respective Panchayats, thus, agree among themselves as to the degree of success of the Panchayats in regard to the qualitative improvement of school inspection. In the case of the 'A' type Panchayats, the majority of the respondents feel that it has improved consi-

derably whereas those of the 'B' type Panchayats believe that the Panchayats have achieved a moderate degree of success. The majority of the opinions of the respondents in the case of the 'C' type Panchayats fall in the last three categories, thus attributing a low degree of success to the 'C' type Panchayats in the matter of improvement of school inspection.

As regards the programmes of social service, the majority of respondents attribute a slightly more than moderate degree of success to the 'A' type Panchayats. The opinions of the majority of the respondents in the case of the 'B' type Panchayats are distributed in the last three categories, indicating that the 'B' type Panchayats are not much successful in this regard. In the case of the 'C' type Panchayats, the opinions are widely scattered. Yet it could be said from the distribution of the frequencies that the 'C' type Panchayats ~~the opinions are widely scattered~~ are successful in organising social service programmes to some extent.

In the case of the increased use of the Village Library, the respondents of the 'A' type Panchayats believe that considerable success has been achieved by the Gram Panchayats. In the 'B' type Panchayats, the opinions of the majority of respondents spread in the last three categories. This indicates that the 'B' type Panchayats have been successful

to some extent in making people use the library facilities. More or less the same type of belief is expressed by the respondents of the 'C' type Gram Panchayats.

Finally, the respondents have expressed their opinions by saying that considerable success has been achieved by the 'A' type Panchayats, slightly less than moderate degree of success has been achieved by the 'B' type Panchayats and very little success has been achieved by the 'C' type Panchayats in regard to the institution of Youth organisations and women organisations.

In order to promote vocational development among school children, facilities should be made available to them to have considerable amount of work experience. One of the major recommendations of the Kothari Education Commission (1964-66) is related to the introduction of work-experience in schools at all stages. It is the major responsibility of the Panchayats to provide necessary facilities to the schools for their purpose. The Item No. 13 pertains to work experience. The various types of the respondents in the case of the 'A' type Panchayats have expressed their belief that very little success has been achieved in regard to promoting work experience. In the case of the 'B' type Panchayats similar belief has been expressed by the respondents. The majority of the opinions are distributed in the last three categories

credit to the 'B' type Panchayats for their success but other respondents clearly indicate that nothing substantial has been done by the Panchayats in this sphere. In the case of the 'C' type Panchayats, the opinions are distributed in all the categories. The respondents are, thus, divided in their opinions. Yet, there seems to be the tendency on the part of some respondents to give some credit to the 'C' type Panchayats. On the whole, it appears that the Gram Panchayats, in general, have done very little by way of providing adequate facilities to village schools for promoting work experience among the school children. This was the recommendation of the Committee appointed by the Gujarat Government in 1972, Shri Gordhanbhai Patel of the State Institute of Education Ahmedabad had the principal responsibility. Vocational maturity which is the point in the vocational maturity which is the point in the vocational development continuum is much less in the case of even students in the S.S.C. Class. Vocational development is the result of the variety of work-related experiences which the child accumulates during the course of his development in childhood. It is, perhaps, with a view to promoting vocational development that the Kothari Commission made this recommendation. Surprisingly nothing substantial has yet been done in this regard even in more progressive schools and in secondary schools. The teaching of crafts in Basic schools provide some work-experiences,

but in non-basic schools, the teaching of crafts is more or less on paper. This has been the finding of the Manubhai Pancholi Committee of the Gujarat Government appointed in 1972-73.

Item No. 15 depicts the participation of the village people in the annual sports and competitions. In the case of the 'A' type Panchayats the opinions of the majority of respondents are in the last three categories. Thus, the 'A' type Panchayats may be considered as having achieved success to some extent. The chi-square value of 49.96 in the case of the 'B' type Panchayats is significant beyond .01 level of confidence. The respondents, ~~th~~is, differ in their opinions. The majority of opinions are in the last ~~three~~ categories. Thus, the 'B' type Panchayats may be credited with slightly less than moderate degree of success. The opinions of the respondents in the case of the 'C' type Panchayats are widely distributed. A general impression seems to be that the 'C' type Gram Panchayats have achieved a good deal of success in organising annual sports and competitions.

In general the 'A' type Panchayats have achieved considerable success in most of the educational matters, the 'B' type Panchayats have been found to be achieving success in regards to most of the educational activities to a moderate degree and in the case of the 'C' type Panchayats the opinions

of the respondents are widely scattered on many issues of educational accomplishments. The Gram Panchayats with adequate facilities have been found to be doing excellent work in some spheres of primary education, yet many more things remain to be accomplished by them. The lack of achievement in the case of the 'C' type Panchayats may be due to the lack of adequate resources, backwardness of the area and ignorance among the people. It may be suggested here that the most backward Panchayats should not be treated on par with the highly progressive Panchayats. The progressiveness characteristics of 'A' type Panchayats may not be so much due to the efficiency of the workers as it may be due <sup>to the</sup> availability of man and material resources. The most backward Panchayats should be provided greater assistance so as to enable them to render the types of services which they are expected to do.

The Hypothesis, therefore, stands.

#### 5.13 DISTRIBUTION OF GRAM PANCHAYATS ACCORDING TO SOCIO-ECONOMIC AND EDUCATIONAL LEVEL OF THE LOCAL COMMUNITY

##### Hypothesis - XI

The Hypothesis XI is about the distribution of the Gram Panchayats according to the socio-economic and educational level of the people of the local community. It reads as under :

"The efficiency of the most effective Gram Panchayats would depend on the level of education, economic status and social advancement of the people".

As shown earlier, the sampled Gram Panchayats have been classified into three categories as advanced ('A' Category), average ('B' category), and below average ('C' Category) in respect of their efficient and effective working in the sphere of primary education. It is also mentioned there that out of the 95 sampled Gram Panchayats, 20 fall into 'A' category, 50 fall into 'B' category, and 25 fall into 'C' category. The distribution of the sampled Gram Panchayats on the basis of the educational, economic and social advancement of the community residing in it is also discussed at some length in the same Chapter. The criteria for classifying the Gram Panchayats into these three categories or types are also discussed in that Chapter.

It is quite logical to assume that the efficiency and effectiveness of the Gram Panchayats would depend upon the level of education, economic status and social advancement of the local rural people. Therefore, an attempt will be made here to find out as to what extent the three types of Gram Panchayats differ according to the level of education, economic status and social advancement of the people.



Table 5.21 (A) given on the next page shows the distribution of the three types of Gram Panchayats according to the educational level of the people.

It is seen that only one Gram Panchayat (i.e. 5 per cent) of the 'A' category fall into the category of 'educationally advanced' Gram Panchayats. It is also noteworthy that not a single Gram Panchayat of 'B' and 'C' categories are found to belong to this category. Thus the variation is significant.

It is as well found that 85 percent Gram Panchayats of the 'A' category, 54 per cent Gram Panchayats of the 'B' category and 20 percent of Gram Panchayats of the 'C' category fall into the category of 'educationally average' Gram Panchayats.

In the same way 10 percent Gram Panchayats of the 'A' category, 46 percent Gram Panchayats of the 'B' category and 80 percent Gram Panchayats of the 'C' category fall into the category of 'educationally below average' Gram Panchayats.

It is found that the three types of Gram Panchayats rated as advanced, average and below average in terms of their effectiveness in the matter of primary education differ in respect of educational level of the people. The effectiveness of the Panchayats can be seen from Table 5.22(A).

TABLE : 5.21(A): Distribution of Gram Panchayats according to the Educational Level of the Community

Educational level :	Types of Gram Panchayats					
	A		B		C	
	f	p.c.	f	p.c.	f	p.c.
Advanced	1	5	-	-	-	-
Average	17	85	27	54	5	20
Below average	2	10	23	46	20	80
Total:	20	100	50	100	25	100

TABLE : 5.21(B): Distribution of Gram Panchayats according to the Economic Status of the Community

Economic status	Types of Gram Panchayats					
	A		B		C	
	f	p.c.	f	p.c.	f	p.c.
High(Rich)	13	65	12	24	1	4
Average	6	30	38	56	9	36
Poor	1	5	10	20	15	60
Total:	20	100	50	100	25	100

TABLE : 5.21(C) : Distribution of Gram Panchayats according to the Social Advancement of the Local Community.

Social Advancement	Types of Gram Panchayats					
	A		B		C	
	f	p.c.	f	p.c.	f	p.c.
Advanced	15	75	15	30	3	12
Average	5	25	34	68	22	88
Below average	-	-	1	2	-	-
Total:	20	100	50	100	25	100

The effectiveness of a Gram Panchayat is interpreted here in terms of its programme of the growth and development of primary education. Not only the educational level of the people is higher into the relatively high rated Gram Panchayats but there the progress in primary education is also the most.

Table: 5.21(B) shows the distribution of Gram Panchayats according to the economic status of the people.

It is found that 65 percent of Gram Panchayats of 'A' category, 24 percent Gram Panchayats of 'B' category and 4 percent Gram Panchayats of 'C' category fall into the category of 'economically high placed or rich' Gram Panchayats. It is quite clear that the Gram Panchayats of the 'A' category are found richer to a greater extent than those of other two categories. This can have a very good effect on the progress of primary education of that particular area.

It is as well found that 20 percent Gram Panchayats of the 'A' category, 56 percent Gram Panchayats of the 'B' category and 36 percent Gram Panchayats of the 'C' category fall into the category of 'economically average' Gram Panchayats.

In the same way 5 percent Gram Panchayats of the 'A' category, 20 percent Gram Panchayats of the 'B' category and 60 percent Gram Panchayats of the 'C' category fall into the category of 'economically poor' Gram Panchayats.

It is quite clear from the above analysis that the three types of Gram Panchayats differ in respect of the economic status of their rural community. It can be concluded that the economic level of the people is higher in the case of the relatively high rated Gram Panchayats. It can be assumed from this that economic level of the people has its own effective impact on the progress of primary education.

Table 5.21(C) shows the distribution of the three types of the Gram Panchayats according to the social advancement of the local community.

It is found that 75 percent of the Gram Panchayats of the 'A' category, 30 percent Gram Panchayats of the 'B' category and 12 percent Gram Panchayats of the 'C' category fall into the category of the socially advanced Gram Panchayats. It is seen that the percent of socially advanced Gram Panchayats of the 'A' category is higher than that of other two categories.

Twenty-five percent Gram Panchayats of the 'A' category, 68 percent Gram Panchayats of 'B' category and 88 percent Gram Panchayats of the 'C' category fall into the category of the socially average Gram Panchayats.

It is quite clear from this analysis that the three types of the Gram Panchayats differ in respect of their

social advancement of the people. It can be concluded that the level of social advancement of the people is higher in the relatively high rated Gram Panchayats. This also shows that the progress of primary education is closely associated with the social advancement of the people.

The over-all conclusion can be drawn from the above discussion ~~can be drawn from the above discussion~~ that the progress of primary education depends on the educational, economic and social advancement of the local rural people.

This means that the Hypothesis is accepted.

#### 5.14 IMPACT OF LEADERSHIP IN THE DISTRICT EDUCATION COMMITTEE

##### Hypothesis - XII

The Twelfth<sup>b</sup> Hypothesis runs as follows :

"The District Education Committee would be better constituted, well attended and conducted in a democratic atmosphere under the influence of an efficient chairman".

The Hypothesis, as worded, seems to lay stress on three facets of functioning of the District Education Committee which occupies a pivotal position in the administration of primary education in the Panchayati Raj system. These three facets are : (1) composition or organizational structure of the Education Committee, ~~its~~ leadership and (2) its

proper conduct or administration, in a democratic climate. The leadership as well as democratic climate have been particularly stressed in the hypothesis.

The Tables 5.22(A), 5.22(B) pertain to different dimensions of the Composition of the District Education Committee.

It will be seen from the Table 5.22(A) that around 92 percent of the members belong to the age-group of above 35'. The bulk (58.33 percent) belongs to the age-group 36-50. The mean age of the members comes to be 43 years. This means that the membership of the District Education Committee is broadly middle aged. As regards the caste-wise distribution of the membership, it will be seen from the Table 5.22(B) that 75.0 percent belong to the Upper <sup>5</sup>castes. Therefore, <sup>6</sup>there is saturation of higher caste membership.

As regards the educational background of the members of the District Education Committee, it could be said that three-fourths of them have only primary schooling and the other one fourth <sup>has</sup> ~~have~~ had collegiate education. Thus, there are two extremes, but one leaning more prominently towards the qualifications limited to primary education. This can be seen from the Table 5.22(C).

The economic status of the members is rather good. The members are equally divided into 'rich' and 'middle' income groups. This is seen from the Table 5.22 (d).

The Committee is dominated by the members belonging to the New Congress Party of Smt. Indiraji Gandhi. The Old Congress has representation to the extent of only 16.67 percent. This is reflected in the Table 5.22 (e) . The membership of the District Education Committee appears to be quite active politically . Of the total members, twentyfive percent were rated as 'very active' and fifty percent as 'active'. The table 5.22 (f) clearly indicates that all the members are politically active in more or less measure.

It also appears that the members of the District Education Committee are not only politically active but they are also active in social service work. It appears, especially in the rural leadership in Gujarat, that those who are active political workers are also active social workers. Perhaps, the leaders use the social work platform to project themselves, in due course of time, on the political horizon. There is a greater attraction for political work and <sup>to</sup> acquire the status of a political leader, because it means greater prestige, greater power and greater influence in public administration, rural community development work and even more opportunities to advance economically.

TABLE 5.22(a) : Age-wise Distribution of the Members of the District Education Committee (Mehsana District)

Range of age	f	P.c.
20 to 35	1	8.33
36 to 50	7	58.33
51 to 65	4	33.34
Above 65	-	-
Total	12	100.00
Mean age : 43 years.		

TABLE :5.22(b) : Caste-wise Distribution of Members of District Education Committee

Caste	f	p.c.
Upper caste	9	75.00
Scheduled caste	1	8.33
Other castes	2	16.67
Total:	12	100.00

TABLE :5.22(c) : Distribution of Members of District Education Committee According to their Educational Qualifications

Educational qualifications	f	p.c.
Illiterate	-	-
Primary education	9	75.00
Secondary education	-	-
Higher education	3	25.00
Total:	12	100.00



TABLE 5.22(d): Distribution of Members of District Education Committee According to their Economic condition

Economic condition	f	p.c.
Very rich	1	8.33
Rich	5	41.67
Middle class	6	50.00
Poor	-	-
Total:	12	100.00

TABLE 5.22(e): Distribution of Members of District Education Committee According to Affiliation to political party,

Affiliation to political party	f	p.c.
New Congress	10	83.33
Old Congress	2	16.67
Jan Sangh	-	-
Non-political	-	-
Total :	12	100.00

TABLE:5.22(f): Distribution of Members of District Education Committee According to Degree of Political Affiliation,

Degree of political affiliation	f	p.c.
Very active	3	25.00
Active	6	50.00
Less active	3	25.00
Inactive	-	-
Total:	12	100.00

TABLE : 5.22(g): Distribution of Members of District Education Committee According to Degree of Social Service Participation

Degree of Social service participation	f	p.c.
Very active	3	25.00
Active	6	50.00
Less active	3	25.00
Inactive	-	-
Total:	12	100.00

It would, thus, be seen that so far as the first section of the hypothesis is concerned, the District Education Committee of the Mehsana District is constituted fairly well with (a) neither too young nor too old membership, (b) with none of the members being illiterate and their having educational background to a large extent in primary education and to a smaller extent in higher education (c) with at least 25 percent of membership gone to the backward communities, (d) with half the members belonging to the 'high' income group and half belonging to the 'middle' income group, (e) with one political party (the New Congress) in clear majority so as to be in a political viable position in planning development and decision-making, (f) with bulk of members active in the political as well as social work spheres. Thus, the first part of the hypothesis seems to stand.

The second aspect of the hypothesis pertains to the participation of the members in the proceedings of the District Education Committee. Here, Table 5.23 presents some meaningful data.

Ordinarily, it is expected that there should be at least one meeting held in a Panchayat at any level in the course of three months. This means that 4 is a reasonable number of meetings for a Panchayat. In the course of last four years, i.e. from 1970 to 1973, the average annual meetings held by the District Education Committee was 5.7. There was not a single case when the Education Committee could not meet on account of the failure to form a quorum. Not a single case has been on the record of the District Panchayat where the Chairman of the Committee absented himself. The attendance of the members <sup>fluctuated</sup> ~~varied~~ from 58 percent in 1972 to 78 percent in 1973. The average percent of attendance by the members of the Education Committee comes out to be 66.5. This ought to have been higher. About 80 percent of the members attending a Panchayat meeting should be deemed quite good in a rural setting and in a developing region like North Gujarat. The information about the total number of resolutions passed <sup>was</sup> ~~were~~ available for the year 1973 only. This number was ~~for~~ 167 for the five meetings held in the year. The average comes out to be 33.4 <sup>per</sup> meeting. This average appears to be quite good.

Therefore, it can be said that as regards the meetings of the Education Committee are concerned that aspect of the hypothesis partially stands.

TABLE : 5.23 : Meetings of the District Education Committee

	1973 : 1972 : 1971 : 1970			
1. No. of meetings held	5	5	7	6
2. No. of meetings without quorum.	-	-	-	-
3. No. of meetings where the Chairman was absent.	3	2	1	1
4. Total attendance of members	61	44	73	53
5. Average attendance of members in percentage.	78	58	68	52
6. Total number of resolution passed.	167	N.A.	N.A.	N.A.

The last component of the hypothesis pertains to the effectiveness of the leadership of the District Education Committee, Table 5.24 presents the mean ratings of the leadership characteristics of the District Education Committee. The raters are persons who have seen the Chairman of the District Education Committee from close quarters. They include the members of the District Education Committee, the leading members in the District Panchayats including the President and Vice-President, the D.D.O., the Administrative

Officer of the Panchayat, the Education Officers - inspecting officers, the selected Headmasters and teachers of the district primary schools, social workers and some prominent district leaders.

In Table 5.24, the mean rating of the Chairman's leadership characteristics and his conduct of the meetings of the Education Committee ~~9/2~~ given, The mean score is 3. This shows that the Chairman has emerged with 'average' strength on the criteria of leadership qualities. But he stands out a little better in relation to the discussion of his leadership behaviour in a wider perspective. Here the mean rating of his efficiency and effectiveness as a leader is 3.7 or 4 which means 'good.' In his contribution to education or in his educational leadership he gets a mean rating of 3.8 or 4 which also means 'good'.

Therefore, the last component of the Hypothesis which concerns with leadership characteristics of the Chairman, and his effectiveness in the sphere of primary education also stands.

TABLE: 5.24: Mean Ratings of the Leadership Characteristics of the Chairman of the District Education Committee.

Item No.	Behaviour	Mean Rating
1	Chairman authoritarian and dominant	4
2	The A.O. authoritarian and dominant	3
3	The Chairman providing guidelines and supplying background information to members	3
4	Some members or group becoming over-dominant and aggressive.	2
5	Most of the members remaining passive and non-contributing.	2
6	The woman member remaining passive and non-contributing.	1
7	The Harijan member remaining passive and non-contributing.	2
8	Dominance and dictating of the members belonging to the high caste.	2
9	Decision-making based on the political considerations.	3
10	Frank and free participation of the members in the proceedings.	3
11	Decisive influence of officials on decision making.	3
12	Quiet and systematic proceedings	4
13	Noisy and conflicting proceedings.	4
		36
Mean rating		3.0

TABLE 5.25 : Characteristic of Leadership- Chairman of District Education Committee

Item No.	Characteristics	Mean Rating.
<u>PART -A</u>		
1.	Sentiment of community service and sincerity	4
2.	Honesty of purpose and action	4
3.	Understanding of the needs of the District Community.	4
4.	Readiness to sacrifice for the District	4
5.	Interest of the <del>village</del> District above political party interest.	4
6.	Impervious by pressure from caste or community	3
7.	Influenced by district internal conflicts	3
8.	Budgeting adequate time for community service	4
9.	Physical ability and dynamism.	4
10.	Mentally alert and able	4
11.	Cheerful, loving and helpful by nature	3
12.	Skill and tact to find a way out of difficulties.	4
13.	Democratic attitude	4
14.	Ability to take quick decisions	4
Mean score		<u>3.7</u>

PART - B

15.	Grasp of issues and problems of primary education	4
16.	Faith in compulsory education	4
17.	Ability to raise fund for local schools.	3
18.	Commitment to make the local community literate	3
19.	Persuading local parents to enrol their school-going children <sup>a</sup> to schools.	3
20.	Striving to ensure regularity of children's attendance in schools.	3
21.	Making efforts to reduce wastage <sup>a</sup> in schools.	4

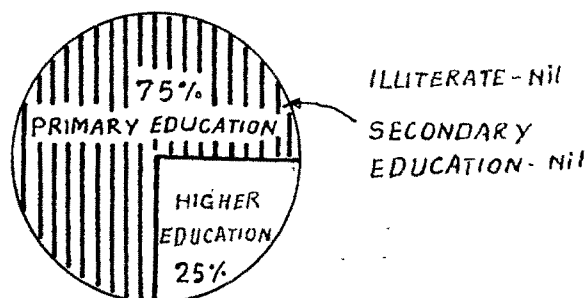
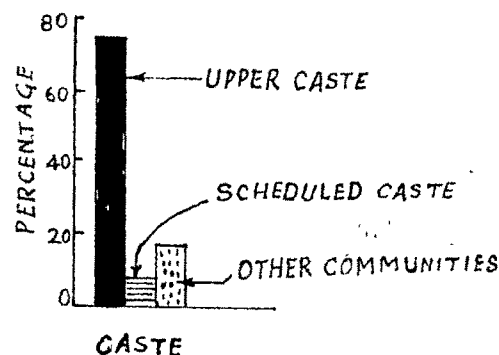
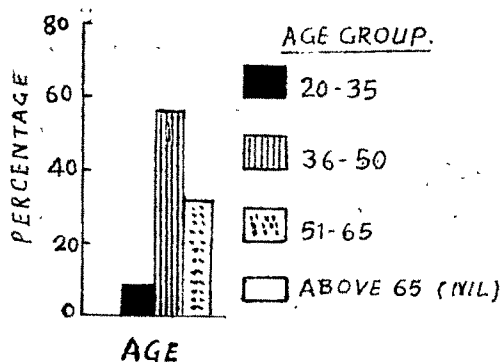
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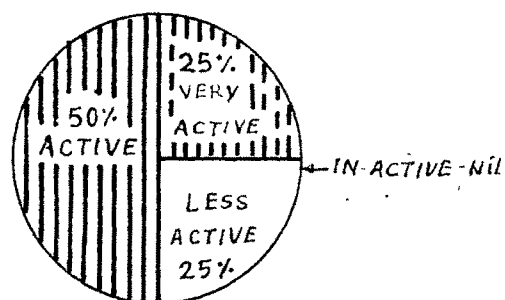
Item No.	Characteristics	Mean Ratings.
22.	Making efforts to expand resources of the local schools	4
23.	Keeping contact with schools to know their needs and meet them.	4
24.	Making efforts to bring the local community nearer to school.	4
25.	Discussing problems of the local schools with officers of Education Department.	4
26.	Impartial and just attitude in dealing with primary teachers.	4
27.	Interest in the safeguarding of the educational interest of children of the backward classes.	4
28.	Inspired by ideas of social welfare	4
29.	Active for the betterment of the district.	5
30.	Helping economically backward children with instructional materials	3
31.	Frequent discussions held with local primary school headmasters about their needs and problems	4
32.	Encouraging efforts to organise cultural programme in the local schools.	4
		Mean score 3.3



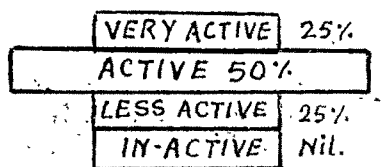
# SOME CHARACTERISTICS OF LEADERSHIP IN DISTRICT EDUCATION COMMITTEE (MEMBERS OF THE DIST. EDUCATION COMMITTEE)



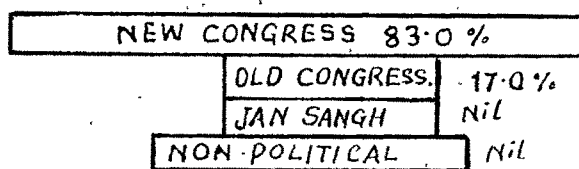
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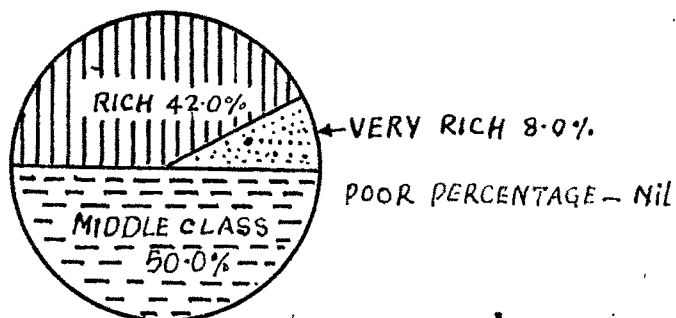
**SOCIAL SERVICE PARTICIPATION**



**DEGREE OF POLITICAL AFFILIATION**



**AFFILIATION TO POLITICAL PARTY**



**ECONOMIC CONDITION**

### 5.15 Conclusion

This Chapter constituted the main edifice of the present investigation. Twelve hypotheses were formulated. Seventeen tools were used to collect pertinent data to feed the research. The hypotheses related to relationship between the leadership patterns and the effectiveness of the Panchayats, the effectiveness of leadership and some criterion, characteristics of highly rated Gram Panchayats, relationship between the rate of wastage and stagnation and the level of effectiveness of the Gram Panchayats, varying perceptions about the success and outputs of the Taluka Panchayats in the sphere of primary education, evaluation of the meetings of the Taluka Panchayats, evaluation of the impact of the Gram Panchayats on administration of primary education, the effect of the political affiliation of the Panchayat members on their decision-making, relationship between the advancement of a Gram Panchayat and the effectiveness of its role in education, the relationship between variables pertaining to the socio-economic and educational characteristics of the local rural community and the effectiveness of the Gram Panchayat and the impact of the effectiveness of the leadership on the proceedings of the meetings of the District Education Committee, its programmes and results.

The twelve hypotheses that were formulated were suitably tested. The results of the testing of the hypotheses are

briefly summarised as under :

TABLE - 5.26 : The Results of the Testing of the 12 Hypotheses

Hypothesis: (No.)	Level of Panchayat	: The Focal Points	Whether Accepted or not Accepted.
<del>6666</del>			
I.	Gram Panchayat	Relationship between leadership patterns and effectiveness of Gram Panchayats.	Partly accepted.
II.	-do-	Effectiveness of leadership and some criteria.	Accepted.
III.	-do-	Some characteristics of highly rated Gram Panchayats.	Accepted.
IV.	-do-	The relationship of the rate of wastage and stagnation and the level of advancement of the Gram Panchayats	Accepted.
VII.	-do-	Evaluation of impact on the administration of primary education.	Accepted.
V IX.	-do-	The effect of political affiliation of the Gram Panchayat members on their decision-making.	Accepted
X.	-do-	Relationship between advanced Gram Panchayats and their effectiveness.	Accepted.
XI.	-do-	Relationship between socio-economic and education level of the local community and the effectiveness of the Gram Panchayats.	Accepted.

contd...

1.	2.	3.	4.
V. Taluka Panchayat.	Agreement among the raters about various activities at the Taluka Panchayats.	Partially accepted.	
VI. -do-	Effectiveness of the meetings of Taluka Panchayats.	Accepted to a large extent, but not wholly accepted.	
XII. District Panchayat.	Impact of leadership on the effectiveness of the District Education Committee.	Accepted.	
VIII. Panchayats in general.	Experts' Evaluation of Effectiveness of Panchayats and the agreement among their ratings.	Accepted Partially.	

The results of the investigation show that the impact of the Panchayati Raj is fairly well in the case of those Panchayats that are advanced, progressive and effective. The results become less satisfactory in the less advanced Panchayats and least satisfactory in the backward Panchayats. It, therefore, appears that the success of the Panchayati Raj in the sphere of primary education is limited and mostly confined to those Panchayats which can be termed as 'A' type or the advanced. It is also found that in the effectiveness of the Panchayati Raj in education, the leadership has played a large as well as important role, It has succeeded where the leadership is

service-minded, large hearted, committed to democratic ways and means, less politicised and benevolent. The factors of caste and economic wealth continue to play their part in many decision-makings of the leaders. The rural weaker section, though being boosted up by Government and politicians, continues to play a small and dormant role in the decision-making process that takes place in the Panchayat bodies at the Gram, Taluka and District levels. The Panchayati Raj has its impact on expansion of primary education to some appreciable extent, but much is yet desired of them in the matter of improving school quality, expanding and enriching pupil welfare services in schools, maintaining and improving teacher morale and bringing rural community closer to the rural school.

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