

CHAPTER - III

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For more than twenty-five years, attention has remained focused on a few major questions - how to obtain quantitative expansion in education, making education democratic, diversify the structures of educational systems and modernize content and methods.

A few years ago a new framework of problems took shape. In essence, it boils down to three questions. Are school systems capable of meeting the world-wide demand for education? Is it possible to provide them with the immense resources ^ethey need? In short, is it possible to continue the development of education along the lines laid down and at the rate we have followed ?

- "Learning to be "

UNESCO, 1972

all over the country, especially in the sphere of primary education. In Gujarat State, Dr. H.R. Joshi of South Gujarat University has given a great lead. He has blazed a trail. But other research workers, in other parts of the State, should further the good work initiated by Dr. H.R. Joshi in the perspective of their own districts or regions. Such exercises would be of immense help in comparing the notes with Dr. Joshi's pioneering effort. More researches would help in building up a more valid and comprehensive picture of the effectiveness of the Panchayati Raj in the sphere of the administration of primary education. The present research projected in a typical district of North Gujarat has justification in furthering the understanding of the role of the Panchayati Raj in development of primary education and in assessing the effectiveness and success of an experiment in development and democracy from grassroots to the apex.

3.2 The Problem

The problem of the present investigation is as under :

"Impact of the Panchayati Raj on the Administration of Primary Education in Mehsana District".

The discussion of the problem and the identification of issues involved therein will be prefaced by the definition of the important terms used in the Statement regarding the problem.

(a) The Panchayati Raj : It means the government by the Panchayats as introduced under the Gujarat Panchayats Act, 1961 (Gujarat Act No. VI of 1962) as modified upto 30th November, 1973. The Panchayats are constituted at three levels, viz. the District, the Taluka and the Gram. The Panchayats at all the three tiers are integrally connected. The Panchayat at the district level is called the District Panchayat, at the taluka level the Taluka Panchayat and at the gram or village level the Gram Panchayat. The leaders of the Panchayats at the three tiers are called the District President, the Taluka President and the Sarpanch respectively. A Nagar Panchayat has a Chairman (Nagar Panchayats are, however, not included in the present investigation).

(b) The Gram : To be a gram under the Gujarat Act, the population of such local area does not exceed 10,000.

(c) Taluka : As constituted under the Land Revenue Code of Gujarat State.

(d) District : As constituted under the Land Revenue Code of Gujarat State.

(e) Gram Sabha : It consists of all the adult population residing in the local area of a gram.

(f) Primary Education : Instruction imparted in primary schools in Stds. I to VII, the first four classes forming a lower primary school and the last three classes (viz., V, VI, and VII) forming the upper primary school.

(g) Administration of Primary Education : The term is used in this investigation to effect expansion so as to ensure (1) universality of school provision, (2) universality of enrolment in the age-group 6-14 and (3) universality of retention so that all the children admitted in Class I successfully pass through Class VII without dropping out in any intermediate class. It is also used to mean enrichment or development of primary education so that children enrolled therein get quality education.

(h) Impact: The term is used to denote the 'result of the introduction of'. It is assumed that as a result of the introduction of the Panchayati Raj System , - (1) the local rural community will develop initiative, interest and a kind of dynamism to enrol their children of the school-going age in the local school, retain them till they complete successfully instruction in Class VII and mobilise their resources and energy to make the local school a good quality school.

The 'impact' is designed to study in respect of the effectiveness of the Panchayati Raj bodies, in providing adequate and effective leadership and ~~commitment~~ to democracy as well as, development of primary education. The development would signify particularly the following dimensions :

- (1) School Provision;
- (2) Enrolment of children of school-going age;
- (3) Enforcement of the State Law on compulsory primary education;
- (4) Provision of residential facilities for teachers of the local primary school;
- (5) Equipping the local school adequately with classrooms, furniture and instructional material and aids;
- (6) Reduction of stagnation and wastage;
- (7) Provision of pupil welfare services
- (8) Maintenance of school standards;
- (9) Maintenance of teacher morale and teacher satisfaction;
- (10) Effective school supervision, inspection and inservice-teacher education;

In the field of administration of primary education, it has been claimed that the Panchayati Raj has brought about new developments, viz., democratic decentralization, devolution of powers and responsibility at the village and taluka levels, closer association of the community with administration, allocation of liberal funds, drive for universal primary education in the age-group 6-11, reduction of the rate of wastage and stagnation, enrichment of programmes of primary schools, improvement of quality of instruction, expansion of student welfare services, etc.

The three-tier system of the Panchayati Raj has been functioning in Gujarat since 1963 all over the State, except perhaps, the Gandhinagar District. The popular bodies at the three levels have been endowed with more scope and greater power in all developmental work including primary education. The new experiment is decade old. It is necessary to study the impact of the new system by attempting to find out how far the new experiment has succeeded in its objectives.

As mentioned earlier, it is necessary to take a stock of the achievements and failures of the Panchayati Raj system in the domains of decentralization and development in all the fields of rural community administration including administration of the programme of universal, compulsory and free primary education in the age-group 6-14, as ordained in Article 45 of the Indian Constitution. The target of universal, compulsory and free primary education is going to be very crucial and decisive for the growing democracy like ours. Its future is going to be largely determined by the literate and educated people - the masses which our educational system is expected to produce. The success of the Panchayati Raj system has to be judged on the basis of the speed and the fullness with which it can help in the achievement of the target of universal compulsory and free primary education, in the age-group 6-14 and achieving cent per cent literacy. The Panchayati Raj seeks to bring about devolution of powers and responsibilities

from the top to the bottom which should result in greater and closer community association of the local rural community with the actual administration of primary education. This closer and greater association can stimulate and promote local community's initiative and interest in the education of their children, so that multi-faced developments such as in the judicious location of schools, housing the primary schools in pukka buildings, making the environment of the school attractive for school-going children, equipping the classrooms with adequate furniture, and instructional aids and materials, developing adequate library and laboratory facilities and school garden as well as school farm, enriching the co-curricular and extra-curricular activities in the schools, improving pupil enrolment and attendance through vigorous enforcement drives, reducing stagnation and wastage, expansion of student welfare services and raising the standards of instruction. These can take place only if the local communities take initiative and interest in the education of their children as it is done by communities in the West. The problem set forth in this study envisages the study of the functioning of the Panchayati Raj bodies at all the three tiers keeping sharply in focus the inquiry as to what extent advancement has taken place in the development tasks mentioned above and to what extent the administration of primary education has been really democratized as a result of the adoption of the Panchayati Raj System.

For this study, one district from Northern Gujarat, namely, Mehsana District, is selected. There are mainly five reasons for doing this. Firstly, in an earlier doctoral study, Dr.H.R. Joshi of Surat has already studied some aspects of the functioning of the Panchayati Raj in the administration of primary education in South Gujarat. It is, therefore, appropriate that a further study is confined to ^{the} other part of the State, namely, the North Gujarat. Secondly, one district of North Gujarat is selected in preference to the whole of the northern part to facilitate intensive inquiry and deep study. Thirdly, Mehsana District is a typical district as it is neither very advanced nor very backward. Fourthly, it was formed by merging some of the former territories of the erstwhile Baroda State where Gram Panchayats did function in one form or the other and the British territories which had no such background. Lastly, it is presumed that the depth or intensive study of a district would yield results that can serve as guide-lines for further improvement of this new system.

Dr. H.R. Joshi who studied the impact of the Panchayati Raj in the South Gujarat concluded that the experiment of the Panchayati Raj has only partially succeeded in achieving its major objectives in democratization and development. The democracy introduced through the Panchayati Raj bodies has not been functioning effectively - the spirit of community

service and community welfare has not percolated in the representatives of the people who sit on the Gram Panchayats, the Taluka Panchayats, and the Jilla Panchayats. Several extraneous considerations such as the interest of the political party to which the members belong, the interest of their caste, their community and the religion followed by them, the economic exploitation of their position, the power craziness and dominance, etc. determine the direction and dimension of the working of the Panchayati Raj bodies. Though the concept and principle of democratic decentralization have, by and large, found acceptance at the hands of the rural community, it is mostly at the ideal or theoretical plane; the people have not caught the real spirit of democracy, and have not positively identified themselves, with public service and public welfare. Joshi's further conclusion is that considerable success has been achieved in the large scale of expansion of enrolment of school going children in the age-groups of 6-11 and 11-14; but this cannot be directly ascribed to the introduction of the Panchayati Raj bodies - there is a hunch that it is largely due to the State's efforts to expand facilities for primary education in rural areas through its schemes of Five-Year Plans. Much is yet left unaccomplished or partially accomplished in the improvement of the quality of school buildings, adequacy of school furniture and equipment, proper provision of teaching aids and instructional material,

improvement of school organizational climate and teachers' morale and motivation, reduction of the rate of stagnation and wastage, maintenance of adequate school standards, introduction of co-curricular and extra-curricular activities in schools, provision of free supply of school uniforms, textbooks, and writing materials and free mid-day meals to poor and needy children and bringing the school closer to the community and vice versa. Further, the primary teachers feel themselves less secured under the administration of the Panchayati Raj bodies - they are harassed and exploited in the matter of their transfers. These findings by Dr. H.R. Joshi need to be further checked up by inquiries into the functioning of the Panchayati Raj in other parts of the State. The present study constitutes specifically an effort in this direction.

The scope of the study is limited to the understanding of the rural communities, the nature and quality of leadership elected by the people to represent them in the Panchayati Raj bodies at the three levels, the actual functioning of the Education Committees of the Gram Panchayats, Taluka Panchayat, and Jilla Parishad or the role played by the Gram Panchayat, Taluka Panchayat and the Jilla Parishad in the administration of primary education in the district, the nature and extent of devolution of powers or decentralisation of administration, the fulfilment of the task expectations of the Panchayati Raj in the administration of primary education and the over-all

impact and evaluation of the new system on the improvement of administration of primary education in the district.

3.3. The Objectives of the Study

The over-all purpose of the present study is to attempt to find out how far the introduction of the Panchayati Raj has succeeded in expanding and improving the programme of primary education in Mehsana District of North Gujarat.

Its specific objectives are as under :

- (1) To study the effectiveness of the leadership in the Gram Panchayat and the Education Committee of the Jilla Parishad of Mehsana District in respect of its potentiality and actual contribution in the administration of primary education.
- (2) To attempt to determine the extent of success achieved in the district in the democratization of the administration of primary education.
- (3) To survey the programme in the district about the development of primary education.
- (4) To find out to what extent development has actually taken place in primary education in the district in perspective of the over-all objectives and programme of the State in the field and to determine to what extent the development achieved is due primarily to the adoption

of the Panchayati Raj system.

- (5) To identify the strengths and limitations of the Panchayati Raj administration of primary education in the district with a view to suggesting the possible directions and dimensions of reorganization and redevelopment.
- (6) To determine particularly to what extent the alleged evil of frequent transfer of primary teachers at unsuitable places exists in the district in the Panchayati Raj Administration.

3.4 Methodology

(a) Data Collection

The data for the present study have been collected largely from five main sources : (1) published and unpublished official documents and non-official writings; (2) analysis of the responses on the research tools; (3) discussion with Panchayati Raj officials and members of the Panchayati Raj bodies, headmasters and teachers of primary schools in the district and the Administrative Officer and Educational Inspectors of the District; (4) the field-study of the Panchayati Raj bodies; and (5) discussion and findings of the researches on the operation of the Panchayati Raj System in Gujarat, Rajasthan, Maharashtra and Andhra Pradesh.

(b) The Sample

The study is based on the stratified proportionate sample of the Gram Panchayats, all Taluka Panchayats and the District Committee in the Mehsana District.

Efforts have been made to make the sample representative in terms of education and socio-economic status of the village.

The educational status of the sampled gram Panchayats is based on adult literacy and education of the people. The following criteria are used to determine the educational status of the village.

- (i) Sixty percent and above 60 percent adult literacy of the total population constituting advanced or 'A' category.
- (ii) Forty percent to 59 percent adult literacy of the total population constituting the "average" or 'B' category.
- (iii) Below 40 percent adult literacy of the total population constituting "below average" or 'C' category.

The social status of the sampled gram Panchayats is based on the social situation and social advancement of the village. The following criteria are used to determine the social status of the village.

- (i) Facilities available in the village.
- (ii) Distance from the nearest city.
- (iii) Proportion of adult literacy.
- (iv) Economic advancement, and
- (v) Social institutions in the village. Each of the above items was assigned 3 marks or points. The total number of possible score was 15. The classification of the sampled Gram Panchayats was done on the following basis.

- (i) 11 to 15 points - Advanced Gram Panchayats
- (ii) 6 to 10 points - Average Gram Panchayats
- (iii) 1 to 5 points - Below Average Gram Panchayats.

The economic status of the sampled Gram Panchayats is based on revenue grant in relation to the total land of the village in the year 1973-74. The criteria used for determining the economic status of a village are as under :

- (i) Above Rs. 3000 Revenue grant - Advanced Gram Panchayats.
- (ii) Rs. 1500 to Rs. 3000 Revenue grant - Average Gram Panchayats.
- (iii) Below Rs.1500 Revenue Grant - Below average Gram Panchayats.

It may be emphasised here that the Advanced Gram Panchayats will be designated in the study as Category 'A', Average Gram Panchayats as Category 'B' and the Below Average Gram Panchayats as Category 'C'.

The stratified sample of the Gram Panchayats is shown in the Table 3.1.

TABLE : 3-1 : The Stratified Sample of the Gram Panchayats of the Mehsana District

Sr. No.	Taluka	Total No. of Gram Panchayats	Number of Sampled Gram Panchayats.	Percentage.
1.	Siddhapur	83	9	10.8
2.	Vijapur	106	11	10.4
3.	Sami	48	5	10.4
4.	Chanasma	104	10	9.6
5.	Kadi	109	11	10.1
6.	Harij	33	4	12.1
7.	Visnagar	59	6	10.1
8.	Kheralu	92	9	9.8
9.	Kalol	65	7	10.8
10.	Patan	134	13	9.7
11.	Mehsana	101	10	9.9
Total:		934	95	10.2

Thus, the total sample used in the study consists of around 10.0 percent of the total Gram Panchayats in each Taluka and in the district as a whole.

Tables 3.2 to 3.5 throw further light on certain dimensions of the sample of the 95 Gram Panchayats. These dimensions could not be made of the same proportion for obvious reasons.

THE STRATIFIED SAMPLE OF THE GRAM-PANCHAYATS OF MEHSANA DISTRICT

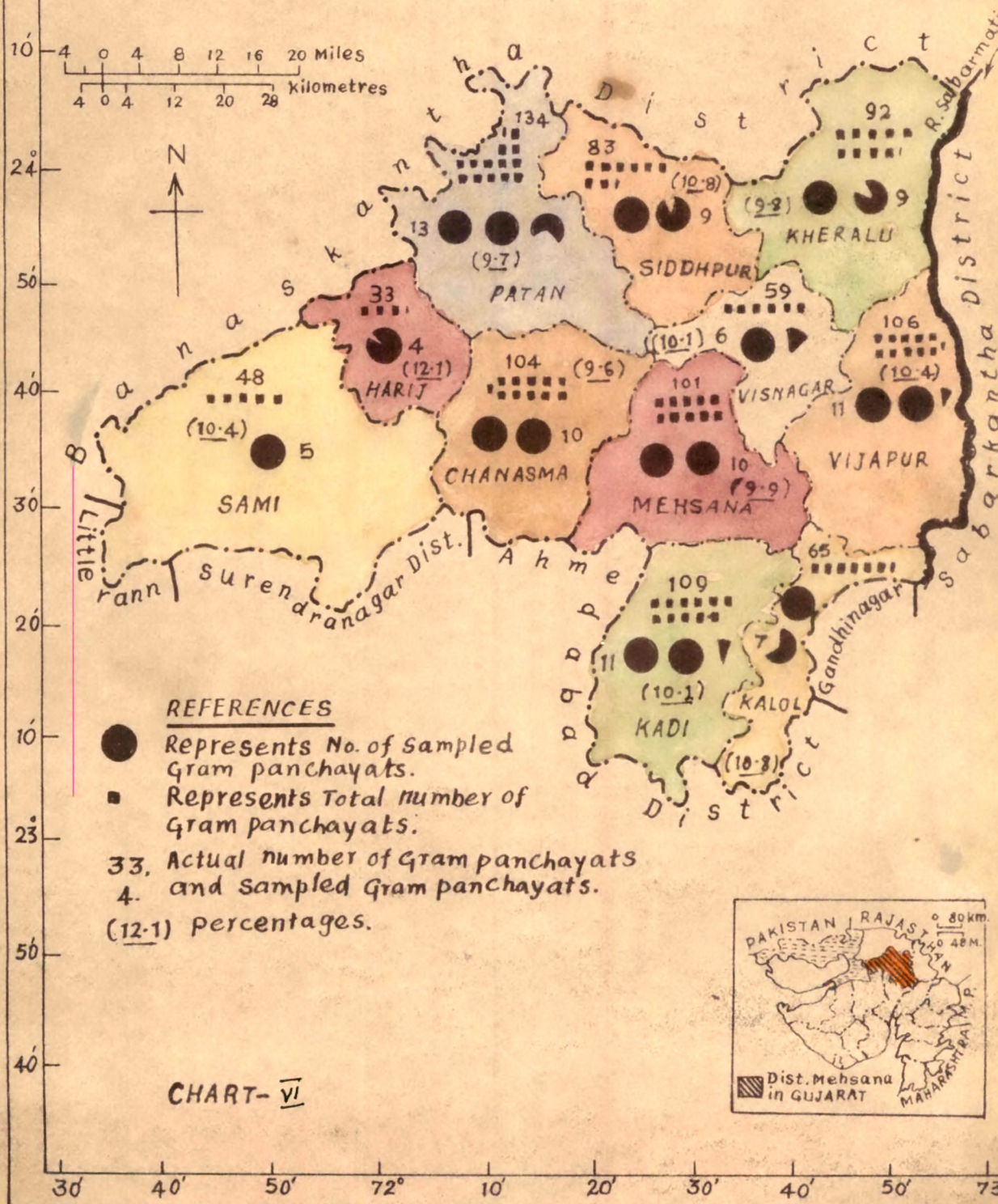


TABLE : 3-2 : Social Status of Sampled Gram Panchayats
Based on Social Situation of the Village,

Category Sr. No.	Social Status	Number	Percentage
1.	Advanced	33	34.74
2.	Average	61	64.21
3.	Below average	1	1.05
Total:		95	100.00

The criteria used in determining 'the Social Status' were as under.

- (i) Facilities available in the village
- (ii) Distance from the nearest city
- (iii) Proportion of Adult literacy
- (iv) Economic Advancement
- (v) Social institutions.

Each of the above items was assigned 3 points. The total number of points was 15. The three categories were arrived as under :

- (i) 11 to 15 points - Advanced.
- (ii) 6 to 10 points - Average
- (iii) 1 to 5 points - Below average.

Another aspect of the sample of the Gram Panchayats is 'economic'. The Table 3.3 gives some more information about this dimension of the sample.

TABLE : 3-3 : Economic Dimension of Sampled Gram Panchayats Based on Revenue Grant in relation to the Total land of the Village (1973-74)✓

Sr.No.	Economic status	Number	Percentage
1.	Advanced	26	27.37
2.	Average	43	45.26
3.	Below average	26	27.37
Total:		95	100.00

The criteria used in dividing the sample into the three categories on the economic dimension are

- (i) Above Rs. 3000 Revenue Grant : Advanced
- (ii) Rs.1500 to Rs.3000 Revenue Grant: Average
- (iii) Below Rs.1500 Revenue Grant : Below average

Table 3.4 clarifies the educational dimension of the sample of the Gram Panchayats.

TABLE : 3-4 : Educational Dimension of Sampled Gram Panchayats
Based on Adult Literacy

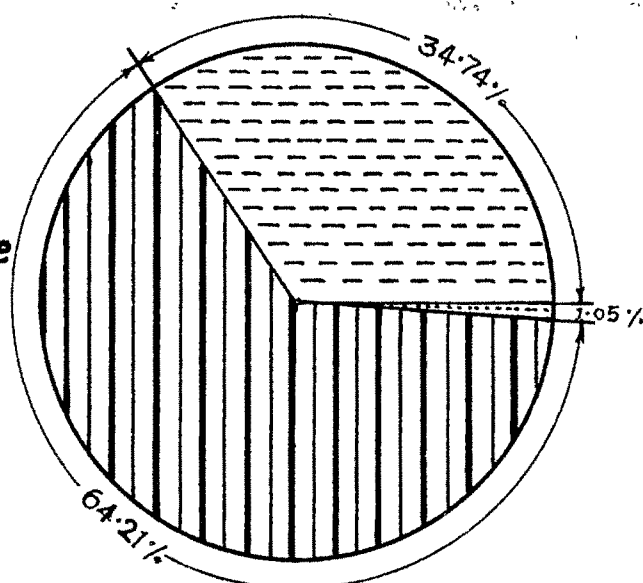
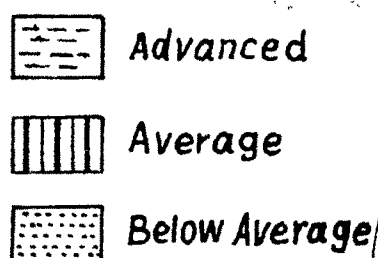
Category Sr.No.	Educational status.	Number	Percentage
1.	Advanced	1	1.05
2.	Average	49	51.58
3.	Below average	45	47.37
Total:		95	100.00

Criteria used in the classification were

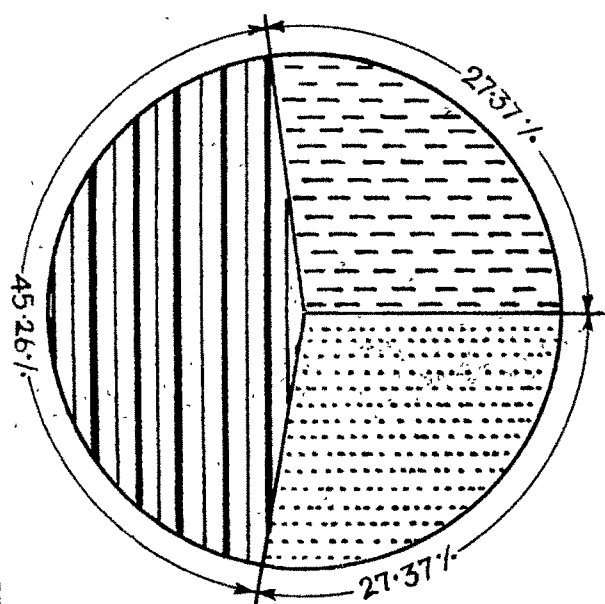
- (1) Sixty percent and above 60 percent literacy of the total population : Advanced.
- (2) Forty percent to 59 percent Adult literacy of the total population : Average.
- (3) Below 40 percent Adult Literacy of the total population : Below Average.

The study also includes a survey of opinions-judgement and suggestions of 140 experts who have seen the working of the Panchayati Raj bodies in the State as a whole at close quarters. The group of the experts is composed of the following categories.

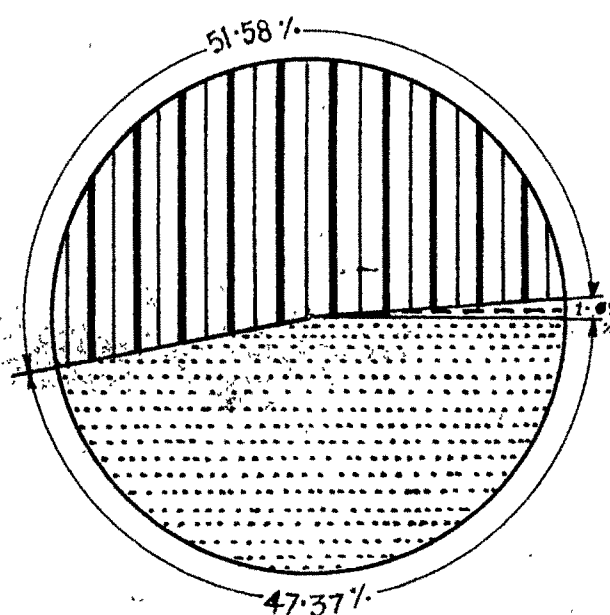
Some Dimensions of the Selected Sample



SOCIAL DIMENSION



ECONOMIC DIMENSION



EDUCATIONAL DIMENSION

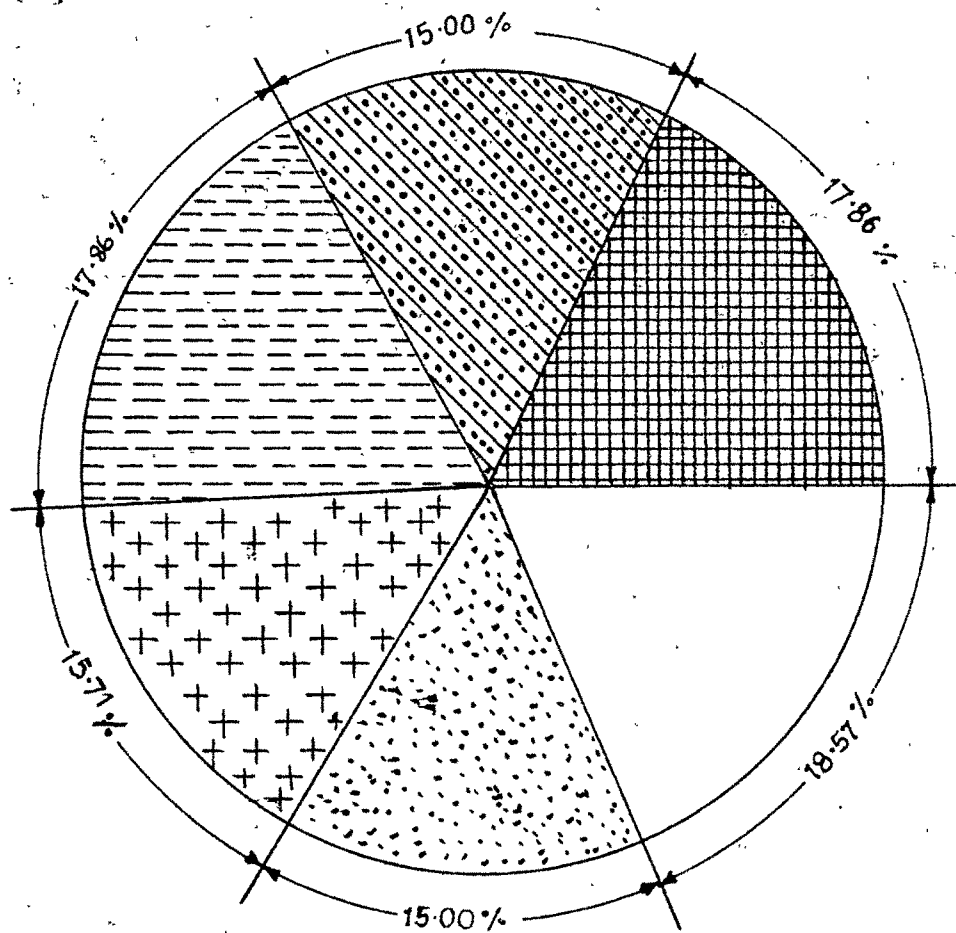
TABLE : 3-5 : Opinions of 140 Experts
(Tool No.17)



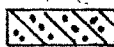
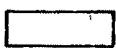
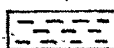
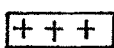
Sr.No.	Categories of Experts:	Numbers	Percentage
1.	Govt. Officers, D.D.O.s, T.D.O.s, Educational Inspectors	25	17.86
2.	Office Bearers in Panchayati Raj	21	15.00
3.	Social workers	25	17.86
4.	Political workers	22	15.71
5.	Educationists	21	15.00
6.	Primary school principals and Teachers	26	18.57
Total:		140	100.00

Evaluation of the role of the Panchayati Raj bodies by experts in making administration of primary education effective and expedient was attempted through a ~~(close thorough)~~ specially devised tool No.17 which is given in the Appendix No. II

It would thus be seen that care was taken to make the sample stratified on a random basis, covering all the talukas of the district, with significant social, economic and educational dimensions kept in mind to the extent they could be controlled.

OPINIONS OF EXPERTS



- | | | | |
|---|---|---|---|
|  | GOVERNMENT OFFICERS D.D.O, T.D.O.S, EDUCATIONAL INSPECTORS. |  | EDUCATIONISTS. |
|  | OFFICE BEARERS IN PANCHAYAT RAJ. |  | PRIMARY SCHOOL PRINCIPALS AND TEACHERS. |
|  | SOCIAL WORKERS. | | |
|  | POLITICAL WORKERS. | | |

Classification of Sampled Gram Panchayats into three Categories

The sampled Gram Panchayats were classified into three main categories, Advanced (A Category) , Average (B Category) and Below Average (C Category) in relation to their effectiveness of the working for primary education.

Mean = 47.11

Standard Deviation (SD) = 10.63

(a) Mean = 47.11

$$+ SD = \frac{10.63}{57.74} \text{ i.e. } 58$$

(b) Mean = 47.11

$$- SD = \frac{10.63}{36.48} \text{ i.e. } 36$$

58 and above 58 - Advanced 'Category 'A''

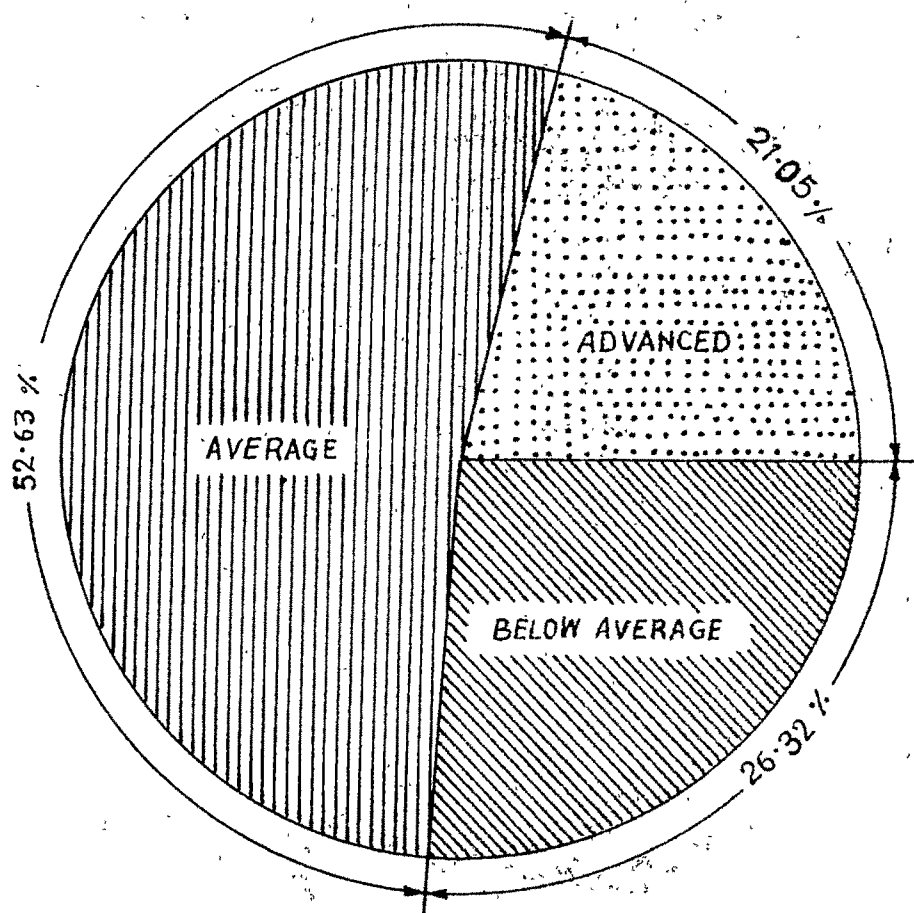
37 to 57 - - Average (Category 'B')

36 and below 36 - Below Average or low (Category 'C')

TABLE : 3-6: Classification of Gram Panchayats on the Basis of Effectiveness in Education

Category	Status of Gram Panchayats	Number	Percentage
A	Advanced	20	21.05
B	Average	50	52.63
C	Below average	25	26.32
Total:		95	100.00

CLASSIFICATION OF SAMPLED GRAM PANCHAYATS
ON THE BASIS OF THEIR EFFECTIVENESS IN EDUCATION



The criteria for determining the effectiveness are given in Appendix No. III

(c) Tools

The following tools have been used for data collection. The tools are the modified version of Dr. H.R. Joshi's original tools. The modification has been done on the basis of some pilot field work.

- (1) Proforma about background information of the sampled villages of the district.
- (2) Rating of the effectiveness of the Sarpanchs' leadership in the different sampled Gram Panchayats in the district.
- (3) Rating of the effectiveness of the meetings and proceedings of the sampled Gram Panchayats of each Taluka of the district.
- (4) Evaluation (through rating) of the role of the sampled Gram Panchayats in the development of primary education.
- (5) Evaluation (through rating) of the stipulated expectations in making Gram Panchayats decentralized units of administration of primary education.
- (6) Opinionnaire on whether Gram Panchayats should have Education Committees.
- (7) Proforma about wastage and stagnation in primary schools.

- (8) Rating of the effectiveness of administration of primary education by Taluka Panchayats.
- (9) Proforma about some important data on leadership and membership of the Taluka Panchayats in the district.
- (10) Data-sheet on meetings and proceedings of the Taluka Panchayats in the district.
- (11) Rating of the effectiveness of the proceedings of the meetings of the Taluka Panchayats in the district.
- (12) Proforma on basic background data of the district.
- (13) Proforma on some important data about the current status of primary education in the district.
- (14) Rating of the role of the leadership in the District Education Committee.
- (15) Proforma about meetings and proceedings of the District Education Committee.
- (16) Rating of the effectiveness of the meetings and proceedings of the District Education Committee.
- (17) Evaluation of the role of the Panchayati Raj bodies by experts in making administration of primary education effective and expedient.

(d) Interviews

The persons having long experience of the working of primary education in the Panchayati Raj have been interviewed (for details, please see Appendix No. VII) and their opinions have been collected for this study. In all 70 persons have been interviewed.

An interview schedule was prepared. This is given in Appendix No. IV. The persons interviewed fall in the categories of primary school teachers and head masters, extension officers in education, government officers - administrative officers, district education officers, educational inspectors, etc. and educationists.

These persons were given open end questionnaire to express their views freely and frankly. In all they were given 25 questions for which they have to express their opinions and suggestions for improving the administrative machinery of primary education in Panchayati Raj.

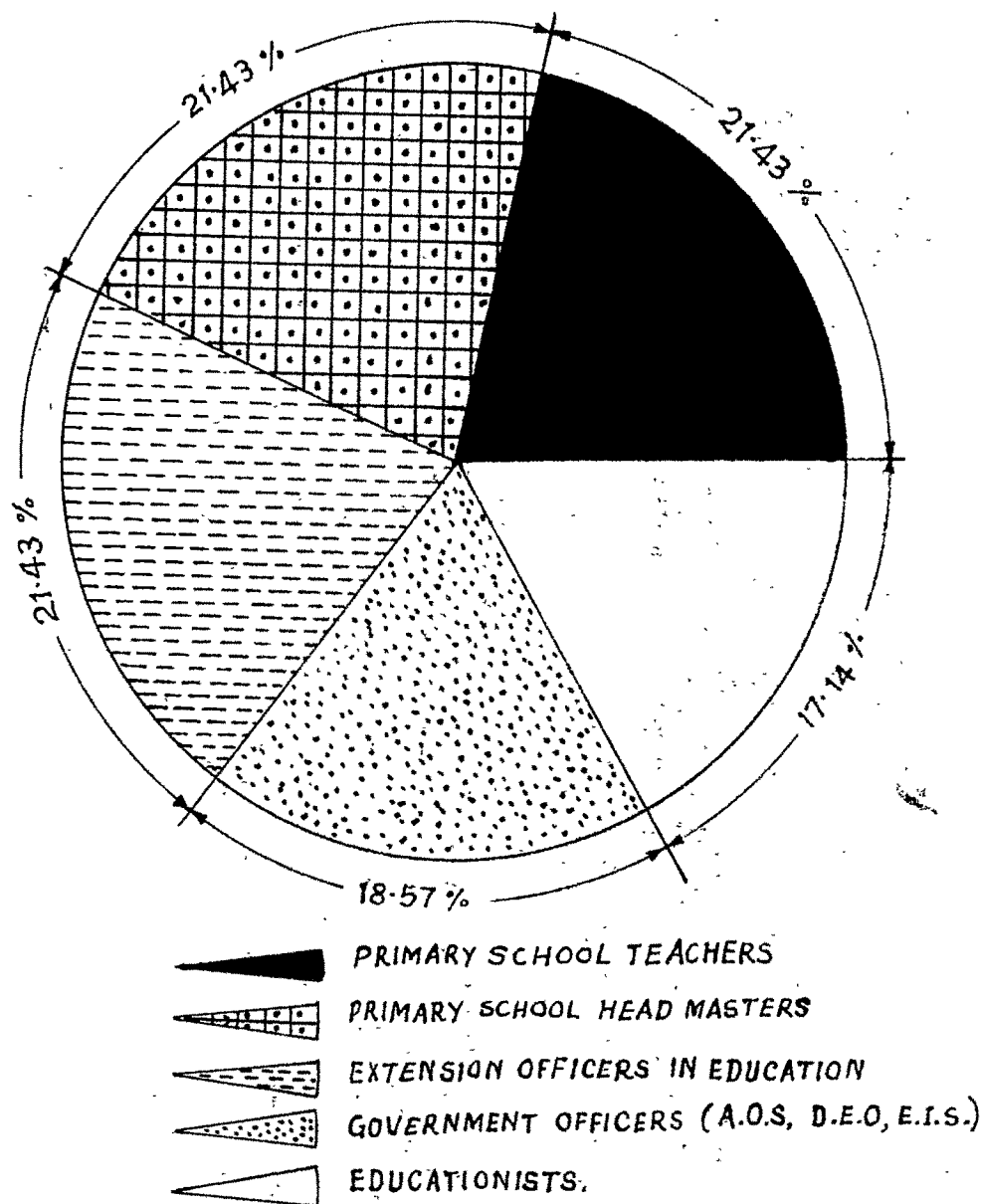
The frequency and percentage of the opinions and suggestions were calculated and interpreted accordingly.

The persons interviewed from the field of education, are shown below in the table.

TABLE : 3-7 : Categories of Persons Interviewed

Sr. No.	Categories of persons	Number	Percentage
1.	Primary Teachers	15	21.43
2.	Primary Head Masters	15	21.43
3.	Extension Officers in Education	15	21.43
4.	Govt. officers(A.O.,D.E.O.,E.I.)	13	18.57
5.	Educationists	12	17.14
	Total:!	70	100.00

CATEGORIES OF PERSONS INTERVIEWED



It would be seen that the first three categories were fairly representative, though the last two categories were slightly smaller.

(e) Hypotheses

The following hypotheses have been formulated for the study :

- (1) The Gram Panchayats rated as high, average and low in terms of their effectiveness would show differing pattern of leadership.
- (2) The effectiveness of the leadership in Panchayati Raj bodies is positively related to factors like age, caste, educational qualifications, attitude to social service, and political affiliation.
- (3) Panchayats rated high would have Education Committee, adequate and effective leadership, and more commitment to democratization and development.
- (4) The rate of wastage and stagnation in education would vary depending upon the level of effectiveness of the Panchayats.
- (5) There would be a general agreement among members of Taluka Panchayat, taluka development officers, Govt. officers, and educationists regarding the nature of work to be done at the taluka level for primary education.

(6) 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 members and would have more educational items on their agenda.

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

(8) The degree of effectiveness of the functioning of the Panchayati Raj bodies in education in the district as revealed in this study would generally conform to the evaluation of the Panchayati Raj experiment in the administration of primary education done by the experts.

(9) 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.

(10) There would be a general agreement among the headmasters of the primary schools and the members of the Gram Panchayats in respect of the work done by the highly effective Panchayats in matters pertaining to education.

(11) The efficiency of the most effective Gram Panchayats would depend on the education of people, economic status and social

advancement.

- (12) The District Education Committee would be better constituted, well-attended and conducted in a democratic atmosphere under the influence of an efficient Chairman.

In order to test these hypotheses, data would be tabulated and analysed by using appropriate statistical techniques. The three types of Panchayats based on the degree of their effectiveness in primary education would be compared with one another in respect of their composition, membership, political ideologies, and the amount of contributions to the improvement of education by using the relevant data. The agreement among the raters regarding various accomplishments of Panchayats would be tested in terms of Chi-square for each item. The composition of meetings, their conduct and participation of members in them would be studied in terms of appropriate data, and in terms of frequencies and percentages. In general, the data would be processed and used depending upon the purpose of the investigation.

(f) Tabulation, Analysis and Interpretation

The following will be mainly the pattern of tabulation, analysis and interpretation. This is indicated below hypotheses wise :

Hypothesis I

The first hypothesis deals with the relationship between the pattern and the effectiveness of Panchayats. The various Panchayats have been rated as high, average, and low in terms

of their effectiveness. For the measurement of the leadership pattern, the mean rating for each of the 32 leadership characteristics (Vide Tool No. 2) was obtained. The distribution of leadership characteristics according to the type of the Panchayats is shown in the following table.

Table -I : Type of Panchayats
(Mean rating for each item)

Items	A	B	C
1			
2			
..			
..			
31			
32			

The column entries in the above table indicate the mean rating of each item. The first row indicates the types of the Panchayats.

The data would make it possible to compare each of the three types of the Panchayats in respect of mean rating for each item. It will also make it possible to know the distribution of the characteristics on a scale ranging from 5 to 1 for each type of the Panchayat. It is expected that the mean ratings for the various items would be higher in the case of A type Panchayats than in case of B and C types.

Hypothesis - II

The second hypothesis deals with leadership effectiveness in three different types of Panchayats and the distribution of the respondents (members) according to their age, caste, educational qualifications, attitude to social service and political affiliation. Since the effectiveness of leadership varies according to the type of Panchayats, it would be worthwhile to study the distribution of the respondents in respect of the above-mentioned variables according to the type of Panchayats. The data are shown in Tables II A, IIB, IIC, IID, and IIE on the ~~next~~ page.

It is expected that the members of A type of the Panchayats would be matured in age, would be coming from upper caste groups, would have higher educational qualifications, would have better attitude toward social service and would have strong political affiliation in comparison to the members of B and C types of the Panchayats.

Table IIA : Agewise Distribution of the Gram
Panchayat Members

Range of age	Types of Gram Panchayats					
	A		B		C	
	Number	Percentage	Number	Percentage	Number	Percentage
		tage		tage		ntage
1. Above 65						
2. 51 to 65						
3. 36 to 50						
4. 20 to 35						

Table IIB : Caste-wise Distribution of the
Gram Panchayat Members

Caste-wise distribution	Types of Gram Panchayats					
	A		B		C	
	Num- ber	Perce- ntage	Num- ber	Perce- ntage	Num- ber	Perce- ntage.
Upper caste						
Backward Caste						
Other Castes						

Table IIC : Educational Qualifications of the Members
of Gram Panchayat

Educational qualifications	Types of Gram Panchayats					
	A		B		C	
	Num- ber	Perce- ntage	Num- ber	Perce- ntage	Num- ber	Perce- ntage
Illiterate						
Primary Education						
Secondary Education						
Higher Education						

Table IID : Attitude of Gram Panchayat Members to
Social Services

Social service satisfaction. Participation	Types of Gram Panchayats					
	A		B		C	
	Num- ber	Perce- ntage	Num- ber	Perce- ntage	Num- ber	Perce- ntage.
1. Very active						
2. Active						
3. Less active						
4. Inactive.						

Gram Panchayat
Table IIE : Distribution of Members According to
Political Affiliation

Political Affiliation	Types of Gram Panchayats					
	Num- ber	Perce- ntage	Num- ber	Perce- ntage	Num- ber	Perce- ntage
	A		B		C	
1. Shasak Congress						
2. Sanstha Congress						
3. Jansangh						
4. Non-political						

Hypothesis III

In the third hypothesis the three types of the Panchayats with Education Committee are compared with one another in respect of adequate and effective leadership, and commitment to democratization and development. It is assumed that a greater number of more highly rated Panchayats would have Education Committees in comparison to less highly rated Panchayats. Besides, the more highly rated Panchayats with Education Committees would have more effective leadership and greater commitment to democratization and development. Table IIIA given on the next page shows the number of Panchayats with Education Committees. Tables IIIB and IIIC given on the next pages show leadership effectiveness and commitment to democratization and development respectively.

Table 3A would reveal that the greater number of more highly rated Panchayats would have Education Committees in comparison to B and C type Panchayats. The data of Table IIIB would reveal that the mean ratings for various items of leadership effectiveness would be higher in relatively more highly rated Panchayats. Similarly Table IIIC would indicate a greater degree of commitment to democratization and development among Panchayats with relatively greater effectiveness.

Table IIIA

Number	<u>Types of the Panchayats</u>		
	A	B	C
Number of the Panchayats with Education Committee			
Percentage			

Table IIIB : Means ratings for leadership effectiveness

Items : Type of Panchayats with Education & Committee			
	A	B	C
1.			
2.			
..			
31			
32.			
5			
4			
3			
2			
1			

Table IIIC : Type of Panchayats with Edu. Committee
(Mean rating for each item)

Items	Types of Panchayats		
	A	B	C
1.			
2.			
...			
31.			
32.			
5			
4			
3			
2			
1			

Hypothesis IV

The fourth hypothesis deals with the rate of wastage and stagnation in primary education among the three types of the Panchayats. First, the frequencies of boys and girls who failed in the previous year, newly admitted in a year, those who left the school during the year, those who failed in the annual examination and those who left the school after the examination is over, were obtained over a period ranging from 1966 to 1972. This was done for Grade I through Grade VII. Secondly, the caste-wise distribution of boys and girls who failed in the annual examination in the year 1972 is studied for the Grade I through Grade VII. Thirdly, the caste-wise distribution of boys and girls who left the school in the

year 1972 is obtained for each of the seven grades. Thus, wastage and stagnation in education is studied in schools belonging to each of the three types of the Panchayats by considering the sex and caste of the pupils. The study of wastage and stagnation is restricted to the year 1972 because the data were collected at the end of the academic year 1972. Table IVA shows the frequencies of boys and girls as indicated above over a period ranging from 1966 to 1972 for each of the seven grades.

Table IVA are given on the following
Table IVB pages.
Table IVC

It is expected that the rate of wastage and stagnation studied over a period of seven years would be much less among the panchayats which are relatively more effective, the caste-wise frequencies of wastage and stagnation are given in Tables IVB and IVC. The definite trend cannot be inferred in view of the fact that the population in different Panchayats is highly heterogeneous. But an attempt will be made to know whether the proportion of wastage and stagnation varies as a function of the type of the Panchayats.

Table : IVA : A Type of Gram Panchayats

std.	Who failed in the previous year.	Newly admitted in a year	Who left the school during the year.	Who failed in the annual examination after the examination is over	Who left the school after the examination is over
	Boys	Girls	Total	Boys	Girls
	Total	Total	Total	Total	Total

1966 1

1967 2

1968 3

1969 4

1970 5

1971 6

1972 7

Total

Percentage

Similar format is for B and C types of the Gram Panchayats.

Table : IVB : A Type Gram Panchayats

Caste-wise distribution of children who failed in the year 1972.

Std.	Upper Caste	Backward Caste	Other castes
	Boys : Girls: Total	Boys : Girls : Total	Boys : Girls : Total
1			
2			
3			
4			
5			
6			
7			
Total			
Percentage			

Similar formate will be used for B and C type Gram Panchayats.

Table : IV C : A Type of Gram panchayats

Caste-wise distribution of children who left the school in the year 1972.

Std.	Upper Caste		Backward Caste		Other castes	
	Boys	Girls	Total	Boys	Girls	Total
1						
2						
3						
4						
5						
6						
7						
Total						
Percentage						

Similar format is for B and C types of the Gram Panchayats.

Hypothesis V

The fifth hypothesis is pertaining to the extent of agreement among different respondents regarding the nature of work for primary education at the taluka level. To test this hypothesis Chi-square will be computed for each of the 16 items by using an independence hypothesis. The table will be of the following form.

Table V : (16 tables for each item)

1. To make arrangement for mid-day meals in the school.

	A	B	C	D	E	Total
1. Members of Taluka Panchayats.						
2. Taluka Development officers						
3. Educational Inspectors						
4. Educationists.						
Total:						

Thus, Chi-square will be computed for each item. The general agreement or disagreement among the respondents would be obtained from the values of chi-square for various items.

Hypothesis VI

The sixth hypothesis deals with the meetings in talukas rated as high, average and low. There are in all 18 items pertaining to the frequency of the meetings, conduct of the

meetings, cancellation of the meetings, suspension of the meetings, cancellation of the membership, special meetings, etc. The frequency for each item is calculated separately for the three types of the talukas over a period of four years ranging from 1970 to 1973. Table VIA shows the frequency for the meetings; Table VIB is pertaining to the participation of members. Participation is measured in terms of mean rating for each of the 15 items separately for each of the three types of talukas. The tables are shown below.

Table VIA : A type Talukas
Meetings of Taluka Panchayats.

Items	1973	1972	1971	1970
1.				
2.				
.....				
17.				
18.				

Similar formate will be used for the
B and C type talukas.

Table VIB : Type of Talukas
(Mean rating for each item)

Items	A	B	C
1.			
2.			
.....			
14.			
15.			
5			
4			
3			
2			
1			

Hypothesis VII

Generally, the more progressive Panchayats are those which play a more effective role in the upliftment of villages. Procuring necessary instructional aids and material for the school, attempting to increase the strength of schools, maintaining the quality of education and providing all sorts of facilities to the school personnel are some of the activities which Panchayats are expected to do. Their success in the accomplishments of these activities depends upon many factors. The three types of the Panchayats, viz. high, average and low are expected to differ in respect of their role in the activities like the ones mentioned above. The table will be of the following form.

Table VII : (Mean rating for each item)

Items	Type of Panchayats		
	A	B	C
1.			
2.			
.....			
27.			
28.			
5			
4			
3			
2			
1			

As can be seen from the above table, the column entries indicate mean rating for each of the 28 items pertaining to the various school related activities which the panchayats are expected to undertake. It is expected that the mean ratings would differ according to the type of the Panchayat. The higher mean rating indicates that the activity has been successfully carried out to a greater extent. As such higher mean ratings for the various items are expected in A type Panchayats in comparison to the mean ratings of B and C type Panchayats. The total mean rating and the mean of total mean ratings are also calculated as shown in the table.

Hypothesis VIII

One of the major objectives of the Panchayati Raj experiment has been to improve the standard of primary education in schools under its control. Whether this objective has been successfully accomplished or not by the Panchayati Raj bodies could be ascertained through the evaluation made by experts. The experts were asked to express their opinions in regard to a number of statements pertaining to various educational activities. The Hypothesis VIII maintains that the claim for success of the Panchayati Raj experiment in matters pertaining to primary education would be justified in terms of the opinions of some of the experts. The experts were given 30 different items to be rated by them in terms of the extent to which the

Panchayati Raj has been able to accomplish them. The frequencies indicating the extent of agreement or disagreement were obtained and the Chi-square was computed for each item. The mean rating was also obtained for each item. The Tables VIIIA and VIIIB are given below.

Table VIIIA : Item I. Extent of Opinion

	A	B	C	D	E	Total
Government officers						
Non-officials						
Social workers						
Political workers						
Educationists						
Primary school teachers/ headmasters						
Total:						

$$\chi^2 = \frac{(fo - fe)^2}{fe}$$

Table VIIIB
(Mean Rating for each item)

Items	A	B	C
1.			
2.			
.....			
29.			
30.			
5			
4			
3			
2			
1			

The values of fe were obtained by assuming equal probability hypothesis. It is expected that the experts would generally agree among themselves as to the degree of accomplishment of various activities.

Hypothesis IX

The ninth hypothesis states that the process of decision-making would be affected by diversification in political affiliation as the part of members of the Gram Panchayats. For determining the diversification in political ideologies, information was available for each member concerning the political party to which he belongs and the extent to which he is active in it. On the basis of this the Panchayats were divided into two categories representing differing degrees of political diversification. The classification of the Panchayats according to party affiliation was based on the amount of representation of 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 percent representation of the ruling party and more than 15 percent representation of the opposition parties were placed in one category and those with more than 50 percent representation of the ruling party and less than 15 percent of representation of the opposition parties were placed in the second category. These two categories are designated as A

and B respectively. It is expected that the Panchayats with more than 15 percent representation of the opposition parties would find it more difficult to take decisions. The difference in political structure of the Panchayat is then related to such things as domineering role of the Panchayati leaders, participation of members, general climate of meeting, exchange of ~~views~~, walkouts from the meetings, etc. Items 11 through 25 of the Tool 3 are pertaining to some of the things mentioned above. Frequencies were obtained separately for each item and for each of the two degrees of political diversification. The data were tabulated as shown below :

Table IX : Item I

Type of Panchayat	A		B		C		D		E		Total
	F	P	F	P	F	P	F	P	F	P	
A											
B											

The entries in the above table represent frequency distribution of each of the two types of the Panchayats in the categories representing different degrees of rating. The first category represents highest degree of behaviour and the second category represents the lowest degree of behaviour under investigation. The results may indicate as expected that most of the Panchayats with little or no diversification in political ideologies would be found to

be more efficient in decision-making.

Hypothesis X

The extent to which the Panchayats have been able to fulfill the expectations pertaining to primary education could be ascertained by knowing the opinions of teachers, headmasters, social workers, political workers, members of Gram Panchayats etc. The expectations include such things as increasing the strength of rural primary schools, making provision for school buildings, improving the standard of education among the people, organising extra curricular activities, providing library facilities etc. The evaluation of the Panchayats in respect of these was made by various leading persons in a village. The distribution of the opinions expressed by the leading persons was obtained for each item and the difference in opinion was tested by means of Chi-square test as shown below. Separate analysis was made for the three types of Panchayats.

Table X : A Type of Panchayats

Raters	A	B	C	D	E	Total
Members of Gram Panchayat						
Teachers/Head masters						
Social workers						
Political workers						
Professional citizens.						
Total :						

Similar formate will be used for B and C Types Panchayats.

The expected frequency for each cell in the above table will be obtained by multiplying the row and column total of the respective cell and then dividing the product by the grand total. The Chi-square will then be computed by using the formula $X^2 = \sum \frac{(f_o - f_e)^2}{f_e}$. The significant value of the X^2 would indicate that the opinions expressed by different leading persons differ significantly.

Hypothesis XI

It is quite logical to assume that the efficiency and effectiveness of a Panchayat would depend upon the level of education, economic status and social advancement of the local rural people. Thus, the three types of the Panchayats rated as high, average and low in terms of their effectiveness in the matter of primary education would differ in respect of educational level, economic status and social advancement of people. The tables below show the distribution of people according to the level of their education, economic status and social advancement. The Tables XIA, XIB and XIC are shown on the next page.

It would be seen that the three types of the Panchayats would differ according to educational level, income and social advancement of people.

Table XIA: Educational Level of the People
Types of Panchayats

Educational level.	A		B		C	
	F	P	F	P	F	P
Advanced						
Average						
Below Average						

Table XIB: Economic Status of the People

Economic Status	Types of Panchayats					
	A		B		C	
	F	P	F	P	F	P
(a) Rich						
(b) Average						
(c) Poor						

Table XIC : Social Advancement of the People

Social advancement	Types of Panchayats					
	A		B		C	
	F	P	F	P	F	P
A						
B						
C						

A = advanced
 B = Average
 C = Below average

Hypothesis - XII

This Hypothesis will deal with an examination and evaluation of the leadership of the Chairman as well as of the members of the District Education Committee. The data would be collected on three focal points, viz., (1) composition and proceedings of the District Education Committee, (2) its leadership and (3) its proper conduct or administration in a democratic climate. Frequency and percentage distribution of the members of the Committee will be made in respect of their (1) age, (ii) caste, (iii) educational Qualifications, (iv) economic status, (v) affiliation to political party and (vi) degree of their activeness in political work. The tables will have the following format.

Variable	f	P.C.
Total		100.00

The table on meetings will have the following items year-wise (1970 to 1973) : (1) No. of meetings held, (ii) No. of meetings without quorum, (iii) No. of meetings where the Chairman was absent, (iv) average total attendance of members, (v) Total No. of resolutions passed.

In another table, the mean ratings of the leadership characteristics of the Chairman of the Committee will be presented. The mean ratings on all the 32 characteristics will be tabulated.

Thus, in order to test all of these ^{twelve} hypotheses, data would be tabulated and analysed by using appropriate statistical techniques in the manner shown above. The general approach would be to compare the three types of the Panchayats based on their degree of their effectiveness with one another in respect of their several significant variables such as composition, memberships, political ideologies, and the amount of contribution made to the improvement of education by using the relevant data. The agreement among the raters regarding various accomplishments of the panchayats would be tested in terms of Chi-square for each item. The composition of meetings, their conduct and participation of members in them at all the three levels would be studied in terms of appropriate data in terms of frequencies and percentages. In general the impact of the Panchayati Raj on the administration of primary education in terms of the task-expectations of the Panchayati Raj bodies will be attempted and the data would be processed and used depending upon that purpose of the investigation.

3.5 Conclusion

Thus, the present study is directed towards a kind of evaluation of the functioning of the Panchayati Raj bodies in democratization of the administration and the development of primary education in one selected district of North Gujarat. The study covers the Panchayati Raj bodies at all the three

levels. The study is cast against the socio-economic background of the rural communities and factors like age, caste, educational qualification, commitment to public service and political affiliation of the leadership in the Panchayati Raj bodies at all the three levels. The major focus is, thus, on the study of the leadership at all the three levels which stimulates and promotes community association with or actual participation in the development of primary education in their areas. Factors which help or hinder the effectiveness of the role of the Panchayati Raj bodies are also given adequate weightage in the study. Studies of this type will help in determining future direction and dimensions of change, if found necessary, in re-structuring the role of the democratic institutions of the Panchayati Raj in the administration of primary education.

The next Chapter will be devoted to conjuring up a variegated background picture of the Mehsana District. In Chapter V the actual analysis and interpretation of the data on the lines indicated above in the present chapter will be attempted. The last chapter would be devoted to the summarisation of the findings, drawing out some general conclusions and offering some suggestions for increasing the effectiveness of the Panchayati Raj institutions in the sphere of the administration of primary education.

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