

CHAPTER - V

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If the machinery has to be used as an effective force of rural development, the concept of leadership, as should be applicable, will have to be very much different from what one may see at the centre or at the State Government levels..... Leaders who are required to work as agents of change in little rural and tribal communities must not only possess certain special skills and attitudes towards development, but also display leadership qualities so that in every village there is not one leader but many functional leaders who act as demonstration units of rural change.

- V.K. Mathur
(in 'Local Government Institutions in Rural India')

CHAPTER

FIVE

DATA PROCESSING AND
INTERPRETATION

5.1 Introduction

Leadership always plays an important role in any task or enterprise, particularly when it has a focus on growth and development and when the human group involved in the task or enterprise faces difficult, complex and challenging situations. When a ship encounters a rough sea, it is only the skilful and insightful Captain that can monitor the ship safely to the shore. The same happens in business, industries, administration and also in the organization, management and administration of education.

As was stated in Chapter I, the administration of primary education was transferred to the Panchayat Administration so that the leadership in local rural community and the initiative, interest and identification of the rural

people - the villagers could be harnessed and pressed into the service of a vital undertaking like primary education. The Century-old passive, listless and colourless life lived by people in the villages had to be stirred, the lack of facilities and amenities of the life, in rural areas had to be improved upon; the social environment surcharged with narrow outlook, conservatism, rigidity, factions and feuds and lethargy had to be redirected; the rampant illiteracy among rural men and women had to be reduced; the self-centred leadership of the socially and economically privileged classes had to be combated and turned into fruitful channels, and the sapping of the vigour and vitality of social life by unchanging and irrational customs and traditions had to be prevented. Several factors and forces have been playing their role in the disintegration and accentuating the social and economic handicaps of the people of villages. These background factors have not been much helpful in engineering bold, self-less, skilful and dynamic community leaders. Evils of stark exploitation, selfishness, casteism, religious fanaticism, dead weight of social hierarchy and authoritarianism have developed to such an extent that they have formed inseparable part of the village life. In such a situation, the hope for the success of the Panchayati Raj is the identification and nurture of a public welfare-oriented, development-minded, progressive and well educated leader, possessing leadership qualities. This makes the success of the Pancha-

yati Raj System uncertain. The ideology of the Panchayati Raj is likely to be found unsuitable for a community which is not well educated and which cannot digest democracy. In order that the experiment in democratic decentralisation and community development succeeds, there should be honest, skilful and dynamic leadership. The emergence of such a leadership from the rural community is crucial and urgent. But it is a slow process. It would need a new social climate, an equitable economic order, reorientation of value system which determines one's actions and attitudes, planned changes in the political overtones of the public life which advocate the interest of the people above the interest of the political party and which engineer behavioural changes from authoritarianism, dominance, and over-bearing of dictatorship to democratisation, respect for the individual, involvement of members of social groups in frank and fearless group's activities and programmes and healthy participation of the people in all the decision-making that affect them closely and vitally.

The present investigation is concerned with the study of the leadership in the Panchayat Administration in the Panchamahals District, particularly in the sphere of primary education. The leadership is perceived here in relation to its contribution or impact on the growth and development of primary education in the district. The objectives formulated

for the study relate to such vital points as to study the major elements of the Panchayati Raj leadership in the context of several pertinent variables and to relate the leadership characteristics to the success or failure of the Panchayati Raj in the sphere of primary education. To achieve this objective, the investigator has selected a random stratified sample of 90 gram Panchayats, 11 Taluka Panchayats and the Panchmahals District Panchayat. The data that could be collected are classified and tabulated with a view to testing 11 hypotheses formulated for the study. Each hypothesis is examined and discussed separately in the present chapter. Statistics like mean, ~~co-efficients of correlation~~ and Chi-square are also used where it is deemed that their computation would yield a more meaningful and better interpretable situation.

The present Chapter is ~~solvy~~ devoted to the analysis of the data and interpretation.

5.2 Leadership Qualities in the Panchayats of the Panchamahals District

The First Hypothesis deals with leadership qualities, at the Village, Taluka and District levels. At the Village level, the Panchayats have been ~~divided~~ into three categories in accordance with the extent of their educational accomplishments. The leadership qualities perceived by the raters in a leader would vary depending upon the set-up in which

the leadership works. The raters are the members of the Panchayats concerned, the officers of the State Government who are associated with the work of assisting and guiding the Panchayat leaders, the prominent community leaders who have had an opportunity to see the functioning of the leadership at close quarters and also the headmasters of the local primary schools who have had some experience of the leadership.

The Hypothesis deals with leadership abilities. Undoubtedly, the able leadership plays a role of paramount importance in improving and extending the cause of universal primary education. This means that much depends upon the insightful abilities of a devoted leader who is interested in the welfare and betterment of his social, economic and educational environment.

The data collected here pertain to the abilities of a leader. These abilities are stipulated as follows :

- (1) Personal qualities;
- (2) Leadership qualities;
- (3) Democratic attitudes and action-patterns,
- (4) Sociability;
- (5) Devoted interest in the upliftment of backward communities, and
- (6) Educational leadership.

In Tool No.14, item Nos. 1,2,9,10 and 26 refer to the personal qualities of the leader viz., the Chairman of the District Education Committee.

Item Nos. 3,4,8,12, and 14 deal with the leadership abilities.

TABLE 5.1 : Items on the Leadership Characteristics
in Tool No. 14

Items	Characteristics
1	Sentiment of community service and sincerity.
2	Honesty of purpose and action.
3	Understanding of the needs of the village community.
4	Readiness to make sacrifices for the village.
5	Interest of the village above political party interest.
6	Impervious by pressure from caste or community.
7	Unaffected by internal village strife and conflicts.
8	Budgeting adequate time for community service.
9	Physical ability and dynamism.
10	Mental alertness and abilities.
11	Cheerful, loving and helpful by temperament.
12	Skill and tact in handling difficult situations.
13	Democratic attitude and behaviour.
14	Ability to take quick decisions.
15	Grasp of issues and problems of primary education

contd...

Table 5.1 contd...

Items	Characteristics
16	Faith in the ideology of compulsory education
17	Ability to raise funds for local school.
18	Commitment to make the local community literate
19	Persuading local parents to enrol in school their children of school, age.
20.	Striving to ensure regularity of school attendance
21.	Striving to reduce school drop-outs
22	Striving to expand the resources of the local school
23	Maintaining contact with the school to know its needs and problems.
24	Striving to bring the school and the community closer to each other
25	Briefing the Government Officers with school problems.
26	Just and fair dealings with primary school teachers.
27	Promoting educational interests of the local backward communities.
28	Inspired by ideals of social service.
29	Having interest of the village at heart
30	Helping economically backward children with instructional materials
31	Frequent discussions with the school headmaster on the needs and problems of materials, and the school.
32	Encouraging all efforts to organize cultural events in the local primary school.

Item Nos. 5,6,7, and 13 pertain to the democratic attitudes and behaviour of the leader. Item Nos. 11,23 and 24 refer to the social abilities of the leader, Item Nos. 27,28,29 and 30 deal with the devoted interest in the upliftment and betterment of the backward communities and social surroundings. Item Nos. 15,16,17,18,19, 20,22,25,31 and 32 pertain to the educational leadership of the Chairman of the District Education Committee.

The raters were asked to rate each of the thirty^{two} items on a five point scale. The mean was then computed for each item. All the items were grouped according to the particular ability denoted by an item. Items 1,2,9,10 and 26 refer to the personal qualities of a leader.

TABLE : 5.2 : Personal Qualities of a Leader (Tool No.14)

Items (as per Table 5.1)	Mean
1 Sentiment of community service and sincerity.	3
2 Honesty of purpose and action	3
9 Physical ability and dynamism.	3
10 Mental alertness and abilities	3
26 Just and fair dealings with primary school teachers	3
Total mean score	3

So far as the personal qualities of the Chairman of the District Education Committee are concerned, the mean rating is 3. This leads one to conclude that with reference to the

personal leadership equipment, the Chairman reflects average personal abilities such as honesty, physically and psychically soundness, enthusiastic³, mentally alert and intellectual bearing freedom from groupism or group pressures and also freedom from personal prejudices, possession of positive attitude towards and faith in rendering services to the rural community.

In respect of some of the above qualities, serious allegations are being made in public. Around 69 percent of teachers, headmasters and 37 percent of Panchayat Officials have reacted that the Chairman of the Jilla Shikshan Samiti exerts his personal pressure and plays an ugly role in the unscrupulous transfers of teachers and also in the recruitment of primary school teachers. Even some corruption is also attributed to this leadership. In general the leadership seems to have failed in creating a positive and enlarged image of an unbiased personality.

The above conclusion is quite in agreement with findings in other investigations. It, therefore, leads one to believe that the Panchayati Raj system has failed because public service minded, honest and devoted leadership could not emerge.

Item Nos. 3,4,8,12 and 14 as stated above refer to the leadership abilities of the Chairman of the District Education Committee. The above items deal with the understanding by

the leaders of the educational problems of primary education of the district, preparedness to sacrifice for the betterment of the district; allotting⁺ adequate time for the services of the district, tact and resourcefulness in finding out a solution when confronted with some difficulties or resistance and ability of taking a quick decision and initiative when required. The following table shows the items and the mean rating :

TABLE : 5.3 : Rating of Leadership Qualities

Item (as per Table 5.1)	Mean
3 Understanding of the needs of the village community.	3
4 Readiness to make sacrifices for the Village	3
8 Budgeting adequate time for community service	3
12 Skill and tact in handling difficult situations	3
14 Ability to take quick decision.	3

Mean =	3

So far as the leadership qualities are concerned the mean rating obtained was 3. It, therefore, can safely be concluded that the leadership abilities possessed by the Chairman are of the average level. He has not been able to develop effective qualities of leadership. The investigator has observed the proceedings of meetings of the District Education Committee. Therein, too, the performance of the

leader was quite below the mark.

The leaders involved in the system of the Panchayati Raj are democratically elected and they are expected to have democratic attitudes, and behavioural patterns in their day-to-day dealings.

In the Tool No. 14 items Nos. 5,6,7, and 13 pertain to the democratic attitudes, behaviour and philosophy of the leadership. The following table shows the mean score for the items depicting democratic attitude and behavioural tendencies on the part of a leader.

TABLE :5.4: Rating of Democratic Attitudes and Behaviour of Leaders

Item	Mean
5 Interest of the village above political party interest.	3
6 Impervious by pressure from caste or community	3
7 Unaffected by internal village strife and conflicts	3
13 Democratic attitude and behaviour	3
Mean	= 3

As can be seen in the above table the democratic attitudes and behavioural pattern as reflected in the chairman in his daily dealings do not go beyond the average level.

With reference to the sociability, devoted interest in the upliftment of the backward communities and the exercise

of educational leadership the Chairman of the District Education Committee also occupies an average position as all the items are rated to the extent of 3.

The above discussions leads one to conclude that the leadership of the District Education Committee is of average calibre.

Thus, the Chairman does not turn out to be a person with outstanding leadership qualities and abilities. It may be possible for him to conduct meetings in a routine manner and to take routine decisions but the dynamism, a thorough understanding of the problems and firmness, boldness, and skill in quick decision making are not found in him to the extent he is expected to possess. If the leader is not efficient, nothing concrete and substantial can be accomplished. Thus, the failure of the Panchayati Raj in accomplishing its goals may be attributed to failure of leadership.

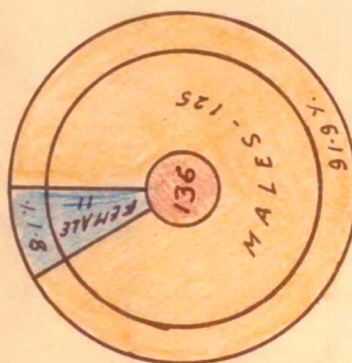
TABLE : 5.5: Mean Ratings of the Taluka Panchayats Presidents (11 Talukas) in the Three Types of Panchayats

	<u>Types of Taluka Panchayats</u>		
	<u>'A' type:</u>	<u>'B' type:</u>	<u>'C' type</u>
1. Personal Qualities (item Nos.1,2,9,10,26)	3.8(or 4)	3.6 or (4.)	2.9 or (3)
2. Leadership Qualities (Item No. 3,4,8, 12,14.)	3.7(or 4)	3.6 or (4.)	3.2 or (3)

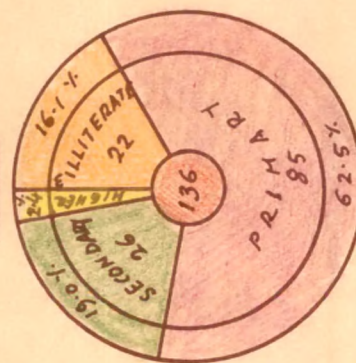
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SOME DIMENSIONS ABOUT THE MEMBERS OF TALUKA PANCHAYATS
OF PANCHMAHALS DISTRICT (1972-73)

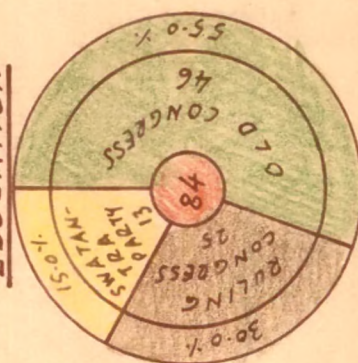
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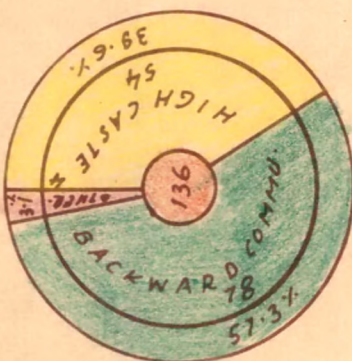
SEX



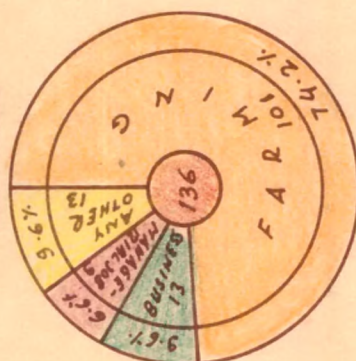
EDUCATION



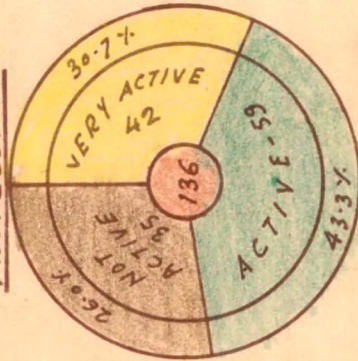
POLITICAL AFFILIATION



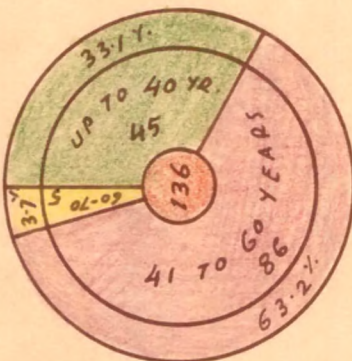
CASTE



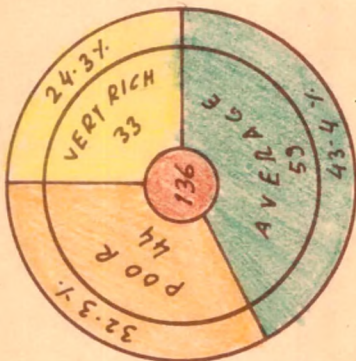
PROFESSION



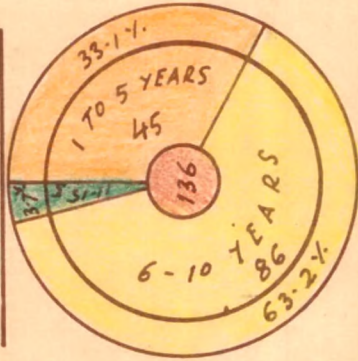
SOCIAL WORK DYNAMISM



AGE



ECONOMIC STATUS

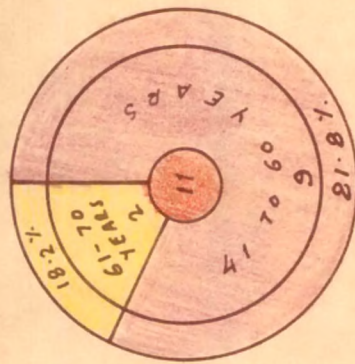


EXPERIENCE IN PANCHAYATS

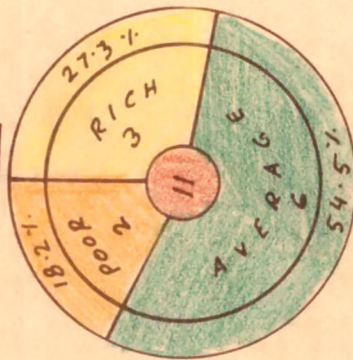
Table 5.5 contd...

	1	2	3
3. Democratic Attitudes and Behaviour (Item Nos.5,6,7,13)	3	2.8 or (3)	2.6 or (3.0)
4. Social Qualities (Item Nos.11,23,24)	4	3.7 or (4)	3.5 or (4)
5. Interest in Community Uplift. (Item Nos. 27,28,29,30)	3	2.7 or (3)	2.5 or (3)
6. Educational Leadership (Item Nos. 15,16,17,18,19,20, 21,22,25,31,32)	3	2.9 or (3)	2.7 or (3)

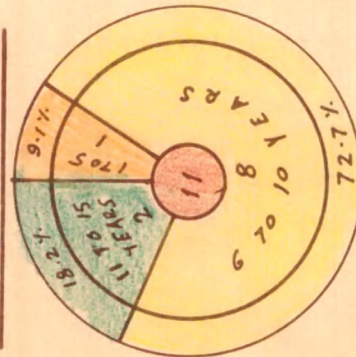
The table indicates that the leadership of the Taluka Panchayats vary perceptibly among the 'A', 'B', and 'C' types of the Taluka Panchayats. They show variations in all the six dimensions of the leadership qualities. The over all mean rating of the Taluka Panchayats come up to the level of higher than the average in the 3 out of the total 6 dimensions. These dimensions are personal qualities, leadership abilities and social abilities, In all these three dimensions, the leadership in the 'A' type Taluka Panchayats stand somewhat higher than the 'B' type Taluka Panchayats and the latter stand to a slight extent higher than the 'C' type of the Taluka Panchayats. Thus, the Taluka Panchayat leaderships also show variations in all the three types or grades of the Panchayats.



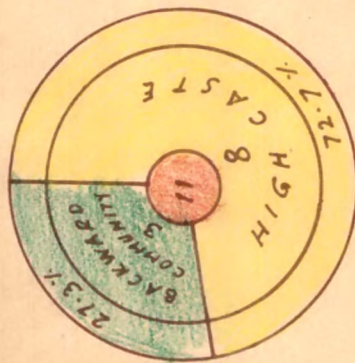
AGE



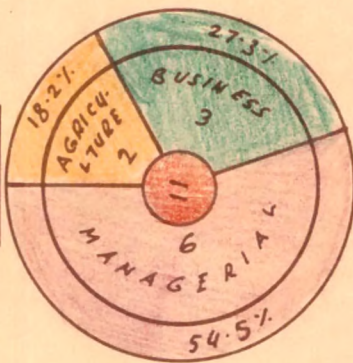
ECONOMIC STATUS



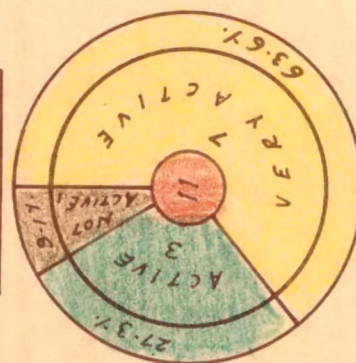
EXPERIENCE
IN PANCHAYATS



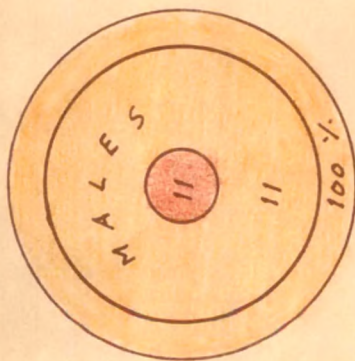
CASTE



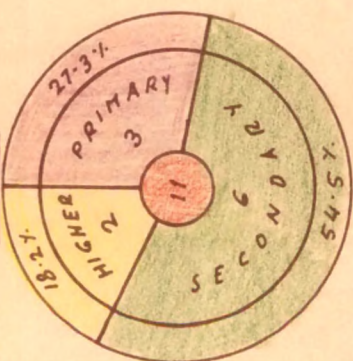
PROFESSION



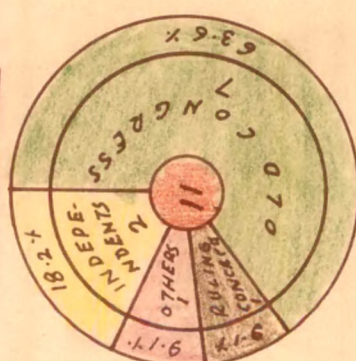
SOCIAL WORK
DYNAMISM



SEX



EDUCATION



POLITICAL AFFILIATION

SOME DIMENSIONS OF LEADERSHIP AT TALUKA LEVEL OF PANCHMAHALS DIST.

TABLE : 5.6 : Some Dimensions of the Leadership at Taluka Level.

Dimensions	<u>Taluka Panchayats</u>		
	'A' type:	B type:	C type
1. High Caste	5 (45.4)	5 (45.4)	1 (9.2)
2. Age Maturity	8 (70.7)	2 (18.1)	1 (9.2)
3. Educational Status	6 (54.7)	3 (27.2)	2 (18.1)
4. Professional Affiliation	8 (72.7)	2 (18.1)	1 (9.2)
5. Economic High Status	6 (54.6)	4 (36.2)	1 (9.2)
6. Political standing	6 (54.7)	3 (27.2)	2 (18.1)
7. Activeness as a social worker	5 (45.4)	4 (36.3)	2 (18.3)
8. Activeness as ^a political worker	5 (45.4)	4 (36.3)	2 (18.3)
9. Experience in Panchayat Affairs	8 (72.8)	3 (27.2)	- -

As stated before, the First Hypothesis deals with leadership qualities at the village, taluka and district levels. At the village level the Panchayats have been divided into three categories in accordance with the extent of their educational accomplishment. These categories or types are : Advanced Panchayats ('A' Type), Average level

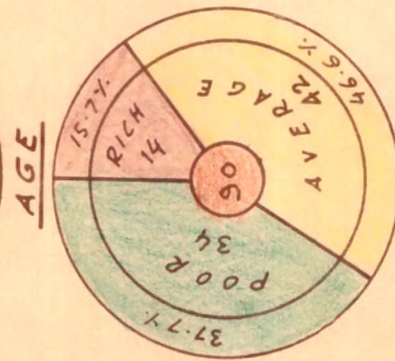
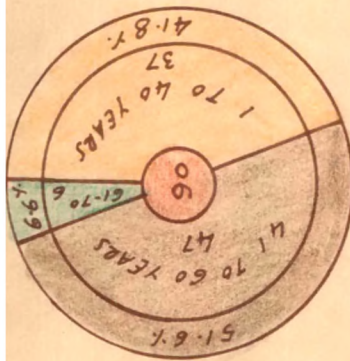
TABLE : 5.7: Some Dimensions of Leadership at Village Level.

Dimensions	Gram Panchayats		
	A Type	B Type	C Type
1. High Caste	44 (48.8)	44 (48.8)	2 (2.4)
2. Age Maturity	47 (52.2)	37 (41.1)	6 (6.6)
3. Educational Standing	47 (52.2)	27 (30.0)	16+ 4 (13.3)+(4.4) *
4. Professional Affiliation	83 (92.2)	4 (4.4)	2+1 (2.2+1.1)
5. Economic High status	42 (42.6)	11 (12.2)	37 (41.1)
6. Political standing	35 (38.8)	13 (15.5)	7+37 (7.7+37.7)
7. Activeness as a social worker	31 (34.4)	36 (40.0)	6 (6.6)
8. Activeness as a Political worker.	Nil (Nil)	27 (30.0)	16 (17.7)
9. Experience in the Panchayat affairs.	45 (50.0)	31 (34.4)	14 (15.6)

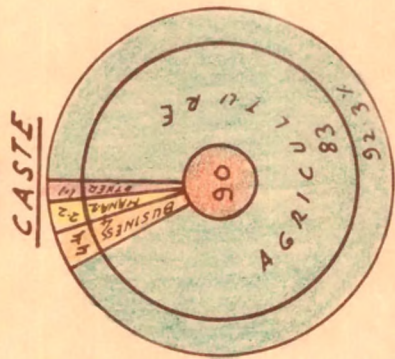
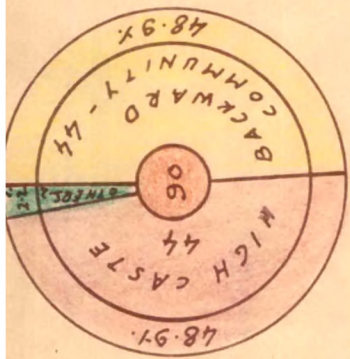
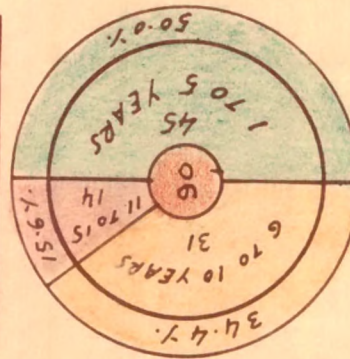
N.B. : Figures in brackets indicate percentage.

* The figures refer to higher education.

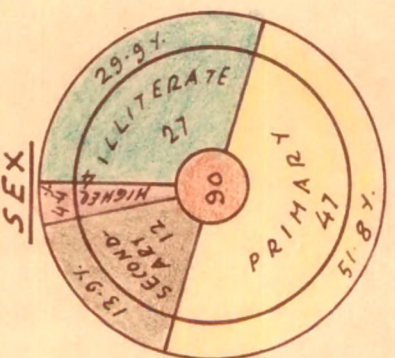
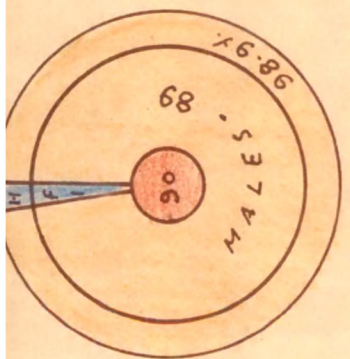
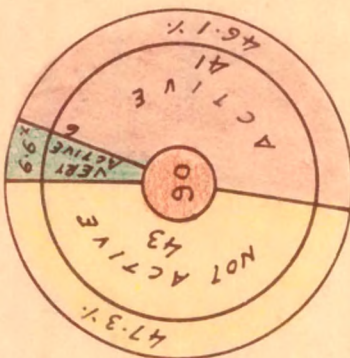
SOME DIMENSIONS ABOUT SARPANCHAS OF THE SAMPLED GRAM PANCHAYATS
OF PANCHMAHALS DISTRICT. (1972-73)



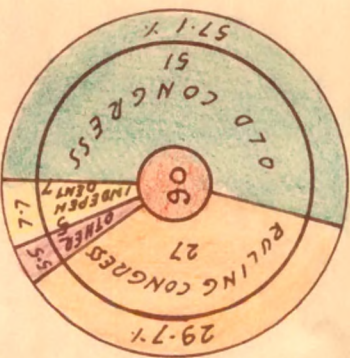
EXPERIENCE



SOCIAL WORK



POLITICAL AFFILIATION



Panchayats ('B' type) and Below average Level Panchayats ('C' type). The leadership qualities perceived by the raters in the leader in each of these three types of the Gram Panchayats would vary depending upon the set-up in which the leader works. Here also the raters are the Gram Panchayat members, some of the prominent village community figures, the government officers, the social and village level workers and the headmaster of the local primary school of the Panchayat.

How the leaderships at the Gram level in the 'A', 'B' and 'C' types Gram Panchayats differ among themselves is shown in the Table 5.7.

So far as the personal qualities of the leaders of the three types of Panchayats are concerned the following table gives the mean rating and the items :

TABLE : 5.8 : Personal Qualities of a leader

Item No.	<u>Panchayat Effectiveness</u>		
	<u>Mean Rating</u>		
	A type : B type : C type		
1. Sentiment of community service and sincerity.	4	3	2
2. Honesty of purpose and action.	4	3	2
3. Physical ability and dynamism	4	3	1
10 Mental alertness and abilities.	3	3	2
21 Just and fair dealing with Primary school teachers.	4	3	1

In respect of personal qualities of the Sarpanchas of all the five panchayats falling in the 'A' group, the mean score obtained is 4. The score of leadership in the Panchayats, which is an educationally, economically and socially backward district of ~~Dehsham~~ Daheshmahals, is a bit higher and it might surprise anyone. But this fact can be attributed to the following factors :-

- (1) The Sarpanchas of the 'A' type Panchayats are capable of exerting their influence at the Taluka level. Two of them are Presidents of the Taluka Panchayats also.
- (2) Of all the five leaders, four belong to the Gram Panchayats in the Godhra Taluka which is an advanced Taluka. These villages are socially forward in the sense that there is less concentration of scheduled caste and scheduled tribe communities of social change, and there is an area of social change.
- (3) According to the political affiliation, the four leaders belong to Samstha Congress (old congress Party). The Sarpancha of the Harkundi village belongs to Shasak Congress (The new Congress Party) All the five Sarpanchas have political links at the State level.
- (4) All the Sarpanchas are well-known political and social workers.
- (5) All the Panchayats are in the proximity of Godhra city - the urban influences operate in them.

- (6) All the leaders have contributed greatly towards educational progress. These villages have excellent school buildings along with spacious gardens, and fairly good quality of instruction.

On the contrary, the leaders of the Panchayats classified as 'B' type Panchayats obtain an mean score of 3. This leads one to the conclusion that the Sarpanchas of the 'B' type Panchayats are of average abilities, while those of the 'C' type Panchayats obtain a mean varying from 1 to 2. This means that these Panchayats have leaders of below average abilities.

The data collected pertain to the abilities of leaders of the Gram Panchayats which have been divided into three categories in accordance with the amount of educational accomplishment. The leadership abilities have been grouped as follows :

TABLE : 5.9: Grouping of Leaders' Qualities.

sr. No.	Qualities	Items	Effectiveness of Panchayats		
			T Y P E		
			A	B	C
1.	Personal Qualities	:1,2,9,10,26	3	2	2
2.	Leadership qualities	:3,4,8,12,14	3	2	1
3.	Democratic attitudes and Behaviour .	:5,6,7,13	4	3	2
4.	Sociability	: 11,23,24,	3	2	1
5.	Devoted interest in the upliftment of backward class communities.	:27,28,29,30	3	3	2
6.	Educational Leadership	:15,16,17,18,19 20,21,22,25,31,32.	3	2	1

So far as the personal qualities are concerned the leadership at the Gram level is of three different types. The mean rating of 3, 2, and 2 respectively has been assigned to them. These lead one to conclude that in respect of personal qualities such as honesty, physical soundness and enthusiasm, psychically alertness, intellectual equipment, unbiased attitude, freedom from narrow groupism, positive attitude towards and faith in rendering service to rural community, the leaders of the 'A' Type of the Gram Panchayats are of average calibre, whereas those of the 'B' and 'C' types are of below average abilities. The 'C' type Panchayat leaders possess yet a lower grade of abilities.

This conclusion can be accounted for on the basis of the following factors :

- (1) Around 49 percent of the Sarpanchas and around 67 percent of the Upa-sarpanchas belong to the backward and down-trodden communities of the district.
- (2) Thirty percent of the Sarpanchas and 34.4 percent of the Upa-Sarpanchas are totally illiterate.
- (3) Around 92 percent of the Sarpanchas and 84.4 percent of the Upa-sarpanchas are engaged in the farming occupation which is not so much paying in the district which has scanty rainfall and usual draughts and famines.
- (4) 41.1 percent of the Sarpanchas and 34.4 percent of the Upa-Sarpanchas are not at all economically well set off.

- (5) Forty percent of the Sarpanchas and 37.8 percent of the Upa-Sarpanchas are not at all active as social workers.
- (6) Fifty percent of the Sarpanchas and 58.8 percent of the Upa-Sarpanchas are new-comers to the field of Panchayati Raj.

TABLE : 5.10 : Leadership Pattern at Village Level

Items (as per Table 5.1)	Types of Gram Panchayats		
	Mean Rating		
	T Y P E		
	A	B	C
1. Sentiment of community service and sincerity.	4	3	2
2. Honesty of purpose and action.	4	3	2
3. Understanding of the needs of the village community	4	3	1
4. Readiness to make sacrifices for the village.	4	3	2
5. Interest of the village above political party-interest.	4	3	1
6. Impervious by pressure from caste or community.	4	3	1
7. Unaffected by internal village strife and conflicts.	4	3	2
8. Budgeting adequate time for community service.	3	3	1
9. Physical ability and dynamism.	4	3	1
10. Mental alertness and abilities.	3	3	2
11. Cheerful, loving and helpful by temperament.	3	2	1
12. Skill and tack in handling difficult situations.	3	2	1
13. Democratic attitude and behaviour	4	3	3

The leadership qualities refer to the following :

- (1) Understanding of the needs and problems of the village.
- (2) Preparedness to sacrifice for the village.
- (3) Adequate time devoted for the service of the village.
- (4) Tact in finding out a way through difficulties and opposition.
- (5) Quick decision-making .✓

The above pool of items have been assigned the mean ratings 3,2, and 1 to the leaders of the 'A' type, 'B' type and the 'C' type of Gram Panchayats. This means that the leadership in respect of the above mentioned qualities of the Gram Panchayats of the 'A' type Gram Panchayats, is of average level. But the leadership of the 'B' and 'C' type of Gram Panchayats is of below average level.

Thirdly, with reference to democratic attitudes and behaviour of the leaders of the 'A', 'B', and 'C' types of the Gram Panchayats have been assigned 4,3,2 mean ratings respectively. This means that the leaders of the 'A' type Gram Panchayats are more democratic in their dealings than the leaders of the 'B' and 'C' types of the Gram Panchayats.

On the whole, the 'A' type Panchayat leadership is of average level and the 'B' and 'C' type Panchayats' leadership is below average level.

In this way, it can be said that the pattern of leadership varies according to three types of the Panchayats differing in the degree of educational accomplishment. The hypothesis, therefore, is sustained.

After having discussed the leaderships at the levels of Gram, Taluka and the District, it will be now possible to review the leaderships in comparison to one another and in a total perspective of the district as a whole. Table 5. 11 given on the next page gives a composite picture of mean ratings of the leaderships at all the three levels, viz. the Gram Panchayats, Taluka, and the District.

The comparison of leadership abilities of Panchayati Raj leaders at all the levels is deemed to be helpful in getting a total perception of the quality and effectiveness of the Panchayati leadership in the Panchamahals District. As is evident the leadership in the Panchayati Raj emerges from the rural areas and as the Panchamahals District, being socially, economically and educationally backward district such a comparative approach would be thrown useful sidelight to see clearly the operationn of the Panchayat Administration.

The table given on the next page presents a consolidated picture of leadership at the Gram, the Taluka and the District levels.

It is seen that the leadership at the Gram and the District level is of average abilities, while that at the Taluka level, it is higher than the average in respect of personal abilities, leadership qualities and social behaviour.

The above observation may be supported by the following factors :

- (1) All the presidents and vicepresidents of the Panchayats are males.
- (2) Fifty percent of them belong to high caste group.
- (3) Eightytwo point six percent of them belong to the age-group of 41-60.
- (4) All of them are educated. Around 59.0 percent have received primary education, 32.2 percent have received secondary education while 9.2 percent have received higher university education.
- (5) Around 77.0 percent of them follow farming as profession. But 18.2 percent of them come from managerial professions. Only 4.6 percent of the Taluka Presidents are merchants.
- (6) Economically, too, 40.9 percent of them hail from the well-to-do families while 54.5 percent of them belong to economically middle class. Only 4.6 percent of the Taluka Presidents do not have economical viability.

TABLE : 5.11 : Comparison of Leadership Characteristics at Gram, Taluka and District Levels.

Sr. No.	Leadership qualities.	Items (as per table: 5.1)	Panchayat Leadership effectiveness		
			Mean	Rating	
			Gram Panchayat.	Taluka Panchayat.	District Education Committee
1	Personal qualities:	1,2,9,10, 26.	3	4	3
2	Leadership Abilities:	3,4,8,12, 14.	3	4	3
3	Democratic Attitudes and Behaviour.	5,6,7,13	3	3	3
4	Social Abilities	: 12,23,24.	2	4	3
5	Interest in the upliftment of backward communities.	: 27,28,29, 30	2	3	3
6	Educational Leadership.	: 15,16,17,18, 19,20,21,22, 25,31,32.	2	3	3

- (7) A great majority of the Taluka level leaders are politically affiliated to the Organisation (Old) Congress, and 58.6 percent have political affiliation to organisation Congress, the Old Congress party led by Shri Morarjibhai Desai, and only 23.0 percent to the ruling congress led by Smt. Indira Gandhi. Around 9.0 percent belong to the Swatantra Party.

- (8) As political workers, 45.4 percent of them are very active and are political workers of noted abilities, while 40.9 percent are active to a considerable extent. They have strong influential links with the State level leadership. It is, therefore, a glaring fact that they can exert their political pressure and can function as leaders to the best of their abilities.
- (9) The politically capable and conscious leadership is also socially alert. The political and social dimensions of the leadership are linked up together. This means that those presidents who are first rate political leaders are also leading social workers of high calibre; and this leadership functions through the media of Panchayati Raj institutions.

Even though 59.1 percent of the leadership is having only one term experience in the Panchayat Administration and only 40.9 percent having two terms' experience, it can be held that the social abilities, the economic status and political links with the State level leadership have helped them to develop better understanding of the problems of rural communities and develop leadership abilities.

The above facts and figures have been drawn from the table about the dimensions of the leadership at the three levels of the Panchayats.

5.3. Leadership Orientation towards Educational Improvement

Hypothesis - II

The Second Hypothesis pertains to leadership-orientation towards educational improvement in villages. It is expected that leaders in a highly advanced Panchayat set-up, i.e. leader in the 'A' type Gram Panchayat would be oriented towards the educational improvement to a greater extent than the leaders operating in a relatively less progressive set-up i.e. in the 'B' and 'C' type Gram Panchayats. There are 18 statements relating to educational tasks to be accomplished by the leader - the Sarpanchas in Villages. ~~Also there are 10 items indicating the various adverse effects of leadership not functioning properly in educational matters.~~

The table 5.12 on the next page gives the mean ratings for different accomplishments of the sampled Gram Panchayats. The raters are the members of the Panchayats, Panchayati Raj Government officers, prominent community leaders and headmasters of village primary schools who have seen the leaders at work from close quarters.

In the Table 5.12, the first three items refer to the school enrolment of the three categories of school-going children, viz. the Scheduled Castes, the Scheduled tribes and the girls. All the three categories constitute what

TABLE .5.12: Mean Ratings of the Accomplishments of Leadership in the three Grades of Gram Panchayats in the Panchamahals District

Accomplishment (Tool No.5)	T Y P E		
	'A'	'B'	'C'
1. Increased enrolment of the scheduled caste pupils.	3	1	1
2. Increased enrolment of scheduled tribe pupils	3	1	1
3. Increased enrolment of girls.	4	1	1
4. Better understanding and healthy relationship between the school and community.	4	2	2
5. Improved school buildings.	4	2	2
6. Increased and improved teaching aids in schools.	4	1	1
7. Community marking residential facilities available to teachers.	3	1	1
8. Community celebrating festivals in cooperation with the school.	4	1	1
9. Qualitative Improvement of primary education.	4	1	1
10. Increased rate of literacy of the rural community.	3	2	1
11. Increased rate of literacy of the rural and improved medical facilities for the pupils.	4	1	1
12. Reduction of the flaws in the administration of primary education.	3	2	1
13. Increased quality of supervision and instruction of the primary schools.	3	2	1
14. Provision of work-experiences.	4	2	1
15. Facilitating social for pupils	3	2	1
16. Annual sports and games.	3	1	1
17. Increased use of Reading Rooms and Village Library.	4	2	1
18. Establishment of youth Clubs and women's Clubs in the village.	4	2	1
Mean	3.6	1.5	1.1
i.e.	(4)	(2)	(1)

PERCENTAGE OF SCHOOL GOING CHILDREN IN THE
AGE GROUP 6-14 IN THE PANCHMAHALS DIST.

SCHOOL GOING
CHILDREN (6-14)
NOT GOING TO
SCHOOL
(6-14 AGE GROUP)

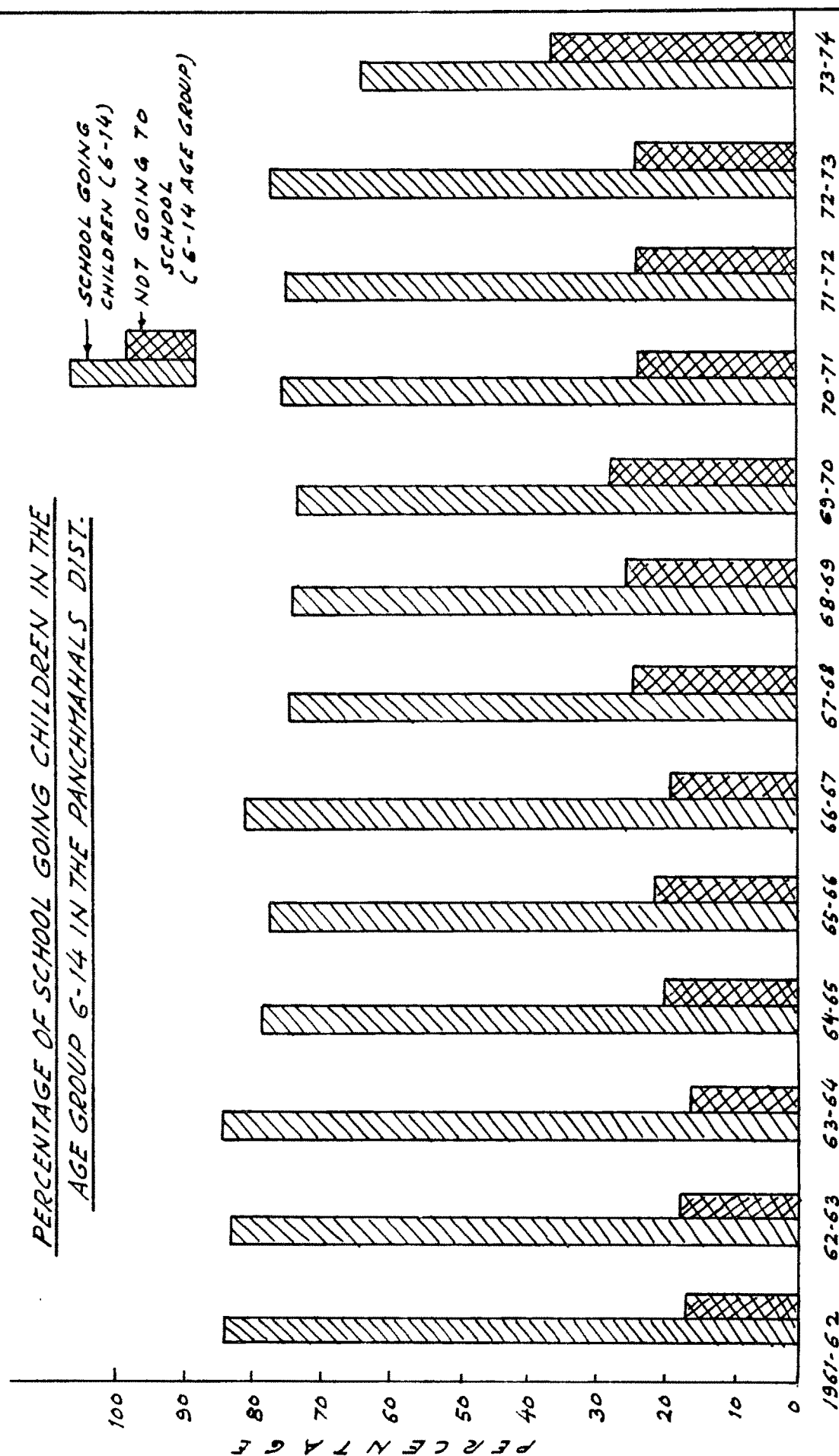


CHART-21

Y E A R

the Kothari Commission has called the 'weaker sections of the Society'. For them the equality of opportunity is minimum. This is particularly true in the backward areas of the Panchamahals District. It was expected that under the Panchayati Raj, which was intended to be the administration of the people, by the people and for the people, this kind of inequality of opportunity would gradually disappear or decrease substantially and that there would emerge a socialistic pattern of society in which all, without the distinctions of caste, colour, sex and creed, would have equal opportunities to advance to the best of each individual's capacity and intelligence. The social and economic barriers for the weaker sections of the society disappear with the progress of education. Education will act as a lever and restore these people to a position of individual worth and importance in the community. This was ^{an} essential measure in dispensing social justice to these weaker sections of the society.

Before the introduction of the Panchayati Raj, that is, in 1963, the enrolments of the scheduled caste children, the scheduled tribe children and of the girls in the Panchamahals District are shown in Table 5.13. In the same table, the corresponding figures for 1973 are also given. The difference between the enrolment figures of 1963 and 1973 shows the extent of enrolment of the children in these three neglected

segments of the society.

TABLE : 5.13: Increase in the Enrolment of the Scheduled Castes and Scheduled Tribes Children and of Girls.

Segment of the Society.	1963			1973		
	P.C. of enrolment			P.C. of enrolment		
	Age - Groups			Age-Group		
	6-11	11-14	6-14	6-11	11-14	6-14
1. Scheduled Castes.	78.7	61.9	70.3	63.8	51.6	57.7
2. Scheduled Tribes	58.8	49.7	54.2	69.5	57.7	63.6
3. Girls	17.9	17.5	17.7	31.6	23.8	27.7

The Table 5.13 yields some unexpected results. The enrolment percentages of scheduled caste children in the age-group 6-11 and 11-14 instead of showing an increase in the decade ending in 1973 show a decrease. The decrease is remarkable in the age-groups 6-11, 11-14, and 6-14. These strange results are confined only to the children of the Scheduled Castes and not to other two sections of the weaker sections of the society, viz. the scheduled tribes and women. There the increase has been registered, though its size is rather small. A possible explanation that can be offered for this phenomenon is the high rate of increase in population between 1963- and 1973. The increase in the rate of population growth has affected the percentage of enrolment

in all these three groups, though in bare numbers, the enrolments have increased in respect of all the three categories as well as in the age-groups of 6-11 and 11-14.

The 90 sampled Gram Panchayats of the Panchamahals District were classified, as stated earlier, for the purpose of the present investigation, on some 20 criteria (vide Appendix II) into three categories of 'Most Effective', (A type), 'Average' (B type) and 'Below Average' (C type) to indicate their levels of advancement in education. The Hypothesis II stipulates variations among these three types of the Gram Panchayats. These variations are assumed to be due to the operative influence of the leaderships in each category of the Gram Panchayats. There is a lot of truth in the observation that often the high progress or low progress of an organization or an institution is due to the type of leadership that guides its destiny. Translating this mode of thinking in the form of tabulated data, the Table 5.14 emerges.

TABLE 5.14 : Variations in the School Enrolment of Children of the Different Sections of the Society in the Three Types of the Gram Panchayats, (1973)

P.C. of Enrolment	Types of Gram Panchayats					
	'A' Type		'B' type		'C' Type	
	Age-Group		Age-Group		Age-Group	
	6-11	11-14	6-11	11-14	6-11	11-14
1. Scheduled Castes Chil- dren.	8.4	6.0	6.8	5.4	6.2	3.1
2. Scheduled Tribes Chil- dren.	30.7	27.2	25.6	24.1	22.5	19.0

Table 5.14 contd...

	1	2	3	4	5	6	7	8
Girls		31.2	18.6	27.1	16.3	17.6	13.4	

N.B.: Figures indicate percentages to the total population

The results confirm the truth about the variation. The enrolment percentge of children in the age-groups 6-11 as well as 6-14 is the most in 'A' type Panchayats next best in the 'B' type Panchayats and the least in the 'C' type Panchayats. The same enrolment behaviour is discernable in the case of scheduled tribes children and girls in the age-groups 6-11, 11-14 and 11-14.

In Table 5.15, the number of the school-going children in terms of the percentage to the total population of children of school age is shown in each of the three categories of the Gram Panchayats. The variation is noticeable in all the three types of the Panchayats. The percentages of 'not going school children is comparatively the highest in the 'C' type of the Gram Panchayats. Here, the dimension of 'high caste and other castes' are included to bring out the facts about the scheduled castes' and tribes' children in a greater focus.

TABLE : 5.15 : Variations in Percentages, of Not going Children of School Age in the Three Categories of the Gram Panchayats .(1973)

Caste	P.C. of Non-School-Going Children in the Gram Panchayats			
	Age-Group: 'A' Type ; 'B' Type 'C' Type			
1. Upper Castes	6-11	43.4	51.6	74.9
	11-14	41.2	81.5	88.9
	6-14	42.3	66.5	81.9
2. Scheduled Castes or Tribal children.	6-11	48.8	70.9	81.7
	11-14	51.2	88.1	85.8
	6-14	50.0	79.5	83.7
3. Other Castes school Children.	6-11	20.0	27.3	80.0
	11-14	69.7	63.7	82.0
	6-14	44.8	45.5	81.0

The above figures are self-explanatory. There are clear variations in the percentage of non-attending school-going children in the age-groups of 6-11, and 11-14 and 6-14 in all the three types of the Gram Panchayats in the Panchamahals District. These figures are about the non-attending school children. In actual figures, the total non-attending school children are among the Upper Castes in the 'A', 'B', and 'C' types of Gram Panchayats respectively 1,235, 1,462, and 4,878; among the scheduled castes and scheduled tribes the corresponding figures in the three types of the Panchayats are respectively 130, 1,464 and 2,300 and in other castes categories these figures are 13, 208 and 231 in the three

types Panchayats respectively.

Thus, the three types of the Gram Panchayats in respect of non-enrolled school-going children among the high castes, the scheduled castes and tribes and among other castes vary in the descending order with the 'A' type Panchayats having the least figures of enrolment and the 'C' type Panchayats having the highest figures of enrolment. These variations, among others, can be attributed to the leadership in these three types of Panchayats. It is the leader which gears the Panchayat machinery into action and activates the local community in several important sectors of community development of which primary education is one foremost component or segment.

A question may naturally arise why these variations take place among the Gram Panchayats in their undertakings. This may be explained on the basis of the following factors:-

(1) The hamlets are scattered. The small habitations having scattered population are spread over in an area of 4 to 5 kilometers;

(2) The high rate of illiteracy among the parents.

Uneducated - illiterate parents do not understand the value of sending their children to school. They have an altogether closed mind on education.

- (3) Children over the age of 9 are economically assets to poor parents. They prefer utilising them to supplement the family's low income to sending them to school which is an expensive undertaking.
- (4) There is no social climate for education in the habitations.
- (5) They are expected to remain at home to look after younger brother or sister.
- (6) They are to go to graze the cattle.
- (7) The girls sometimes have no petticoats to put on.
- (8) Some guardians feel that the education is not going to serve any useful purpose.

Because Panchamahals is a scarcity stricken area the pupils do not get even adequate food to eat. They therefore roam about, eat something that comes handy and either play or do some productive work.

These varied factors had also come to the notice of the investigator during his observation and field work. In the school of the Lunawada Gram Panchayats a mother had replied to the investigator that her daughter remained absent only because she had no petticoat to put on.

(b) School Community Nearness : Like the accomplishment in enrolment of children of the school-going age from the weaker sections of the society is the question of bringing the Gram Panchayats closer to the local community. In this facet also, the study reveals marked variations in the case of the 'A', 'B', and 'C' types of the Gram Panchayats. This is shown in Table 5.16.

TABLE .5.16: Mean Ratings of the Accomplishments of the 'A', 'B', and 'C' Types Gram Panchayats, in Community Relationship

Item No. (Vide Table 5.12)	Mean Ratings of the Gram Panchayats		
	T Y P E S		
	A	B	C
4 Understanding and closeness of the school by local community.	4	2	1
7 Provision of Residential Quarters by the Community.	3	1	1
8 Joint celebration of Cultural Events by the school and the Community.	4	1	1
10 Increase in literacy in the community.	3	2	2
Mean score (or 4)	3.5	1.5 (or 2)	1

It is quite significant that 'A' type Gram Panchayats have obtained a mean score of 4 which is considerably high. In these villages the leadership has been successful in establishing school community relation. This has helped in-

- (1) developing understanding and establishing healthy relationship between the school and community.
- (2) forging the rural community to provide residential facilities for teachers.
- (3) bringing together the school and the community to celebrate some national and cultural festivals in collaboration, and
- (4) accelerating the pace of the adult education programme

All these observations relate to the 'A' type Gram Panchayats.

But the 'B' and 'C' types Panchayats have a mean score of 2 and 1 respectively, which lead to conclude that the Panchayat leadership is not so educationally oriented.

If the leadership in the village is active and alive and sensitive to educational programmes and advancement and if it is successful in establishing developing and maintaining healthier and better school community relations, it is likely to result in qualitative improvement of the rural schools.

The mean ratings on items pertaining to the improvement of the three rural schools under/different grades of the Gram Panchayats are shown in the Table 5.17.

TABLE : 5.17 : Mean Ratings on Items relating to the Qualitative Improvement of Village School Under the Three Types of Gram Panchayats

Item No. as per (Table 5.12)	<u>Types of Gram Panchayats</u>		
	<u>Mean Ratings</u>		
	'A' type	'B' type	'C' type
6. School Building Improvement	3	1	1
9. Improvement of school quality	3	1	1
11. Expansion of Health Services	3	1	1
12. Reduction of Administrative Delays.	3	2	1
13. Improvement of the quality of school Inspection.	3	2	1
14. Provision of work-experience	3	2	1
15. Organisation of social Service Work.	3	2	1
	3.4	1.5	1.0

The items in the above table deal with qualitative improvement which includes the following :

- (i) Increase and improvement in teaching aids;
- (ii) Improved hygienic conditions.
- (iii) Prompt in village school administration.
- (iv) Improved school supervision
- (v) Provision of work-experiences for the pupils

(vi) Organization of social service camp.

The mean score of 3 obtained by the 'A' type Panchayats indicates that there has been a considerable improvement in qualitative standards of primary education, while there is not to much extent improved quality of standards in the schools in the 'B' and 'C' type Panchayats. But B and C type village Panchayats have healthy social life below average.

In the Tool 5, the last three items relate to some aspects of social life in villages. The social life in villages is ordinarily dull, drab and of routine type. There is little change in the pattern of activities and the transaction of work in villages. The colour, excitement, the throb and hub of life are at low ebb in village life. One of the responsibilities of the Gram Panchayat, therefore, is ^{to} make the village life lively, dynamic and colourful to the best possible extent. The Tool No.5 includes three items under the heading of accomplishments of the Gram Panchayats. On these items, the data about the ratings on a five-point scale are available. The mean ratings of these particular accomplishments are given in Table 5.18. The raters were the same as before, namely the Panchayat Members, Government Officers, that deal with Gram Panchayats, prominent persons in the village community, the social workers, the village level workers and the headmasters of the village school.

TABLE : 5.18 : Mean Ratings on the Accomplishments of
Different Grades of Gram Panchayats

Items (Tool No.5) No.	Mean ratings of Panchayat Accomplishments.		
	T Y P E S		
	'A'	'B'	'C'
16. Annual Sports and competitions began.	3	1	1
17. Utilisationn of the Village Library and Reading Room increased.	4	2	1
18. Youth Clubs and Women clubs were set up.	3	2	1
Mean Score	3.3 (or 3)	1.6 (or 2)	1

The mean ratings show an increase progressively up from the 'C' type Panchayats to the 'B' type Panchayats and from the 'B' type Panchayats to the 'A' type Panchayatas, In the varying degree of accomplishments of the three types of the three grade Gram Panchayats are reflected.

One further dimension of educational accomplishment is the reduction of the rate of stagnation and wastage. This has become all the more crucial because the fact is that unless the rate of wastage in primary school is effectively reduced, all the money and efforts spent on expanding primary education are wasted. A good system of primary education is one in which each block of 100 pupils which enters Class I in a given year completes Class IV successfully after four years and Class VII

after seven years. No permanent literacy bonds are developed in a child unless he completes successfully his schooling in Class IV and his citizen training is not successfully completed unless he passes effectively the courses of studies upto Std. VII.

TABLE : 5.19 : Total No. of Boys and Girls who dropped out from A,B, and C Types of Panchayats from Primary Schools (1973-74)

Sex of pupils.	<u>Drop-outs in Gram Panchayats Primary Schools</u>					
	<u>'A' Type</u>		<u>'B' Type</u>		<u>'C' Type</u>	
	Number	Percentage.	Number	Percentage.	Number	Percentage.
Girls	103	5.8	377	21.0	1,132	42.3
Boys	41	6.1	133	7.2	385	21.4

TABLE : 5 :20: Pupils Failing in Annual Examinations held in the Year 1973-74

Pupils	<u>Types of Gram Panchayats</u>					
	<u>'A' Type</u>		<u>'B' Type</u>		<u>'C' Type</u>	
	Number	Percentage.	Number	Percentage.	Number	Percentage.
Boys	467	5.2	1231	16.3	3561	47.2
Girls	176	2.3	392	5.2	1725	22.8

The figures speak for themselves. The extent of both drop-outs and stagnation differ from 'A' type to 'B' type Gram Panchayats and from 'B' type to 'C' type ones. The variation is clear. It is most in the 'C' type Gram Panchayats and the least in the 'A' type Gram Panchayats with the 'B' type Panchayats occupying an intermediate position. If the role of the Sarpanchas is assumed to be operating effectively in combating the gigantic twin evils of 'wastage' and 'stagnation' and further if this role, if accomplished, reflects back to constitute the effectiveness of the Gram Panchayats, the result substantiates the fact of the leadership orientation towards the educational improvement in the Panchayat primary schools. In that case, the Hypothesis II stands. Leaders of the Gram Panchayats of the 'A' type are found to be oriented towards the educational improvement of primary schools to a greater extent than the Panchayat leaders operating in relatively less progressive Panchayat Administration set-ups in regard to primary schools.

5.4 Meetings of Gram Panchayats and Attendance of Members

Hypothesis-III

It reads as under : "The meetings of a highly rated Panchayat in comparison to a Panchayat rated low would be better organised and well attended to by members to deal with educational problems. "

The Third Hypothesis pertains to the organisation of the meetings of the Gram Panchayats and the attendance put in by the Panchayat members at each meeting. One index of the well functioning of a Gram Panchayat is that the meetings are held regularly and that all members attend them regularly. As per the rules made under the Gujarat Panchayats Act, 1961 a Gram Panchayat has to meet ordinarily two to four times a year. A well organized meeting is one which is presided over by the Sarpanch and where all the Panchayat members are present; the agenda is systematically ^{prepared} ~~with~~ office notes on each item, and sent to all the members sufficiently in advance, the minutes of which are also precisely and accurately made and they are to be approved by the members and signed by the Sarpanch. In the Hypothesis III, it is assumed that in an effective Gram Panchayat these conditions are met with. Not only that in () highly progressive or alert Gram Panchayats, the number of meetings held will also be greater. In Table 5.21, the average number of meetings held in the 'A', 'B' and 'C' types Gram Panchayats and the average attendance at these meetings are given.

TABLE:5:21: Average Meetings and Attendance at Gram Panchayats Classified under Three Types
(1969 - 1973)

Year	Average number of mem- bers per Gram Panchayat	Average attenda- nce per Gram- Panchayat	Types of Gram Panchayats					
			'A' Type		'B' Type		'C' Type	
			Average		Average		Average	
			Meet- ings.	Atten- dance.	Meet- ings.	Atten- dance.	Meet- ings.	Atten- dance.
1969	7	7	9	9	6	7	5	5
1970	7	7	8	9	7	7	5	5
1971	6	8	7	10	6	8	5	6
1972	8	9	9	11	8	7	6	7
1973	7	9	7	11	6	9	6	7

The number of meetings held and the number of members attending these meetings prove another pointer to the effectiveness of the functioning of the Gram Panchayats. The average number of meetings per Gram Panchayat out of the total 90 gram Panchayats for the period 1969 to 1973 ranges from 6 to 8. This average is rather somewhat low when it is borne in mind that a Gram Panchayat is expected to meet almost every month. A Gram Panchayat in the Panchamahals District has ordinarily 9 members. But here also the average attendance for a Gram Panchayat between 1969-1973 fluctuated from 7 to 9, showing variations in attendance at Gram Panchayats.

This is the general picture of the Gram Panchayats in the Panchamahals District.

But if one turns to the three grades of the Gram Panchayats - the 'A', 'B', 'C' types - the variations become marked. The Table 5.21 clearly shows that the performance of a Gram Panchayat in respect of both average number of meetings and the average number of members attending the meetings is the best in the 'A' type, better in the 'B' type and the lowest in the 'C' type Gram Panchayat. This again supports the Hypothesis that the meetings in a highly rated Gram Panchayat in comparison to the Gram Panchayats rated low would be better organised and well attended to by the members.

TABLE : 5.22: Mean Ratings of the Effectiveness of the Organisation of Gram Panchayats' Meetings According to the Three Types of Gram Panchayats. (1973)

Characteristics of Meetings.	Mean Ratings		
	T Y P E		
	'A'	'B'	'C'
1. Preparation of Agenda	4	3	2
2. Circulation of Agenda to members well in advance.	4	3	2
3. Recording of Minutes.	3	2	1
4. Communication of Minutes to the members.	3	2	2
5. Preparation of Items on Education in the Agenda	3	3	2
6. Time devoted to discussion on Education items	3	3	2
7. Extent of Participation of Members in discussion on Education Items.	3	2	1
Mean :	3.2(3)	2.5	1.7
		(3)	(2)

The mean ratings show variations in the 'A', 'B' and 'C' types of the Gram Panchayats denoting their relative effectiveness in terms of the seven characteristics of the meetings defined in Table 5.22. In the item on the preparation of the agenda, the selection, wording, office notes, the consultation done with the headmasters of the local primary school, etc. were kept in mind while the Gram Panchayat members and the officials were asked to rate the Gram Panchayats on this issue. In the second item, the point kept in mind was that the 'Panchayat Members should get the agenda sufficiently in advance so as to be able to read them and study them properly. As regards the third item on the recording of the minutes, the points emphasised were accuracy, clarity and appropriate length. The fourth item pertained to the communication of the minutes to the members. Ideally speaking, the minutes should be written down immediately after the meeting is over, it should be cyclostyled and a copy of it should be passed on to each member soon after it is ready. In the agenda of the Gram Panchayats, the items pertain to different fields and areas. As the interest of the investigation was focused on the role of the Gram Panchayats pertaining to education, he collected information on the number of items on the agenda that refer^{ed} to education. The investigator also tried to get a feel of the time spent by the Gram Panchayats on discussing the items on education in the context of the

total time taken to finish all the items on the agenda.

He also tried to find out the extent of Participation of the members in the discussion on items pertaining to education. It should be noted here that the investigator tried to get the evaluation of the members on this issue when he did his field work. The evaluation done under this situation

is bound to be general and dependent upon the members' perceptions, impression and memory.

In the meetings of the Gram Panchayats, the educational items were prepared in consultation with the headmaster of local primary school. In the 'A' type Gram Panchayats, 25 percent of the total items dealt with matters on education, while in the 'B' and 'C' types Gram Panchayats 20 percent of the items pertained to education.

It would be interesting to know the nature of the items discussed at the meetings of the Gram Panchayats some major items are listed below :

- (1) Putting () fencing around the school
- (2) Appointment of an additional teacher for the increased enrolment in the local school.
- (3) Request for transfer of a teacher.
- (4) Opening of new primary school.
- (5) Constructing additional rooms for the school.
- (6) Getting help for digging a well.

- (7) Request to provide various well-fare services for the school children.
- (8) Matters pertaining to adult education.
- (9) Request to introduce a craft or to provide raw materials for the school.
- (10) Procurement of raw materials for the craft introduced in the school.
- (11) Extension of play ground / school-building etc.
- (12) Levelling of the school play-ground.
- (13) Inviting local contributions towards the scheme for school uniforms, etc. etc.

The investigator also found that the meetings of the Gram Panchayats are preferably held on a working day. This is because the Talati-cum-Secretary being a government servant would not like to sacrifice a holiday.

In this way, it seems that the meetings of the Gram Panchayats are held in accordance with the Rules prescribed. This is what appears to be ideal on paper. The investigator had done considerable field work. In 84.0 percent of the Gram Panchayats, particularly in the Gram Panchayats of the backward talukas of the district, it was told to him by many teachers, village leaders and the members of the Gram Panchayats that the resolutions of the meetings are first written down by the Panchayat Secretary. This he does without

circulating the agenda and before the items therein are discussed by the members of the Panchayats. It has also been observed by the investigator that, in some cases, the scheduled caste members are made to sit outside the Panchayat Hall, and the female members play the most passive role of only signing, and that too, by pressing the thumbs on the paper. The participation of members from these weaker sections of the society does not arise at all.

With some irregularities like the ones mentioned above, it can, however, be said in general that the prescribed procedure is followed, the members are well informed in advance, the agenda is prepared and sent to the members, the minutes are regularly maintained after their due approval by the members of the Panchayat. There is also full attendance. It, therefore, can be said that the meetings of the Panchayats are well-organised. The above conclusion, thus, sustains the Hypothesis.

5.5 The Quality of the Proceedings of the Gram Panchayats

Hypothesis - IV

The hypothesis reads as under :

"In a highly rated Panchayat, the members are expected to be more active and participating than in the case of Panchayats rated low in effectiveness".

Gram Panchayats are often referred to as grassroot democracy. They belong to the village people. Therefore, the measure of their effectiveness in functioning would provide an index, though broadly, of the democratic awakening and democratic equipment of the village community. The extent to which the Gram Panchayats could be developed as to be able to operate democratically would provide an indication of the measure of success of the great experiment of the Panchayati Raj and also the effectiveness of the emergent leadership at the village level.

In order to test this hypothesis, the investigator has thought it appropriate to use the three grade classification of the sampled 90 Gram Panchayats in this case also. In Tool B, 14 items denoting different characteristics of the proceedings of the Gram Panchayats, can be organised under four clusters, viz., the leadership role of the Sarpanch in terms of his functioning as the Chairman in Panchayat meetings. (Item No.1), the activeness of energetic participation of members (Items Nos. 2,3,4,5,6 and 14). The climate (Item No.7), and the resultant effect on decision-making in the meetings (Items 8 to 13). It is assumed that in the 'A' type Gram Panchayats, these cluster - characteristics would be rated high to a greater degree than would happen in the case of 'B' type of Gram Panchayats and it would happen to greater degree than in the 'C' type Gram

Panchayats.

TABLE : 5.23 : Mean Rating of the Gram Panchayats' Meetings on the basis of their prominent Behaviour.

Cluster of Meeting Behaviour: Items of Tool.5		Mean Ratings of Meetings of Gram Panchayats.		
		T	Y	P E
		A	B	C
1. Highly dominant role of the Sarpanch.	1	4	3	2
2. Energetic participation of members.	2,3,4,5, 6,14.	3	2	1
3. Then overall climate	7	3	2	1
4. The resultant effects of decision-making.	8,9,10,11, 12,13.	3	2	1
Mean Rating.		3.2 (or 3)	2.2 (or 2)	1.2 (or 1)

The results show that the proceedings of the 'A' type of Gram Panchayats are definitely better than those in other two Gram Panchayats. But even in the case of 'A' type Gram Panchayats, the mean rating is only 3.2 which comes to be just 'average'. This has an important implication in the general perspective. In the Gram Panchayats of even the meetings can be described as democratic, open climate and eventually effective. Gram Panchayats are considered as the grassroots democracy. They constitute the crux of the experiment on democratic decentralisation. Democratic

decentralisation does not appear to be operating well at least in the Panchamahals District as it is manifested in the proceedings of the Gram Panchayats of the different Talukas.

For this general low standing of the Gram Panchayats in the democratic operation, it appears that the leadership of the Sarpanchas is largely responsible. The fact is that the very quality of the Sarpanchas leaves much to be desired. This observation is supported by the following facts :

- 48.8 percent of the Sarpanchas belong to the backward communities where there is not much background as well as the climate for democratic leadership. The type of the life that is lived by backward communities in a developing district like the Panchamahals does not give much scope for liberal, benevolent, public service oriented, insightful and vision based leadership.
- 41.1 percent of the Sarpanchas are below 40 years of age. That means that 6 out of every 10 Sarpanchas lean towards being 'old'. Naturally conservatism and tendency towards dominance and authoritarianism prevails.

- The educational background which gives ordinarily leadership vision and lofty ideals is somewhat on a lower plane in the Panchamahals District. Thirty percent of the Sarpanchas have received no education, 52.2 percent have only primary education and only 17.8 percent have either secondary or post-secondary education.
- An over-whelming majority of the Sarpanchas ~~are~~ the farmers - 92.2 percent of the Sarpanchas are farmers. The Panchamahals being an agriculturally ☐ backward district with unhelpful quality of land, the farmers have to put in long hours and hard work on their farming operations. Thus, the farmers are quite busy guys. It is likely that they are not able to devote enough time to the work of the Gram Panchayats. They just peep in the office of the Gram Panchayats when they have time, and they are largely guided by the Talati-cum-secretary of the Gram Panchayat who, in many cases, becomes the de facto leader.
- Effective leadership pre-supposes some previous experience in social service or public welfare work. When one is exposed to such work, extrovert attitude and interest develop, the personality become more open and broad-minded, the experience of rubbing shoulders with people gives confidence and build up

some insight also. In the case of the Panchamahals District Sarpanchas, only 3 out of every 10 had some experience of social work or social service. They have not been, by and large, able to develop their abilities much to discharge the function of a benevolent and democratically minded leader.

- Nearly half of the Sarpanchas have entered the field of the Panchayati Raj for the first time and so they do not have experience in running the Panchayat machinery. As it happens in all Government organisations and institutions, when a person at the helm of affairs is a novice, he is more influenced - almost directed and dictated to by the clerical or secretarial chief.

Thus, the lesser degree of effectiveness on the part of 'B' and 'C' type Panchayat leaders is mainly due to the social, economic and educational factors and to lack of proper public service experience on their part.

Items 2 to 5 in the Tool No.3 deal with the active role of the members of the Gram Panchayats. All the members including the woman members, scheduled caste members, scheduled tribes members,⁸ the Government official do not play a significant role. The items have a mean rating varying from 2 to 3. which leads one to infer that their performance is not note worthy. It has been alleged by 65

percent of leaders and 83 percent of government officials covered in this investigation that a great majority of the members are mere dumb spectators and make no contribution in the meetings. They cannot play the role they are expected to play. In these circumstances the government official, viz. the Panchayat Secretary directs the drama. As stated earlier, he gets resolutions signed by the Panchayat members, without even their being discussed in the Panchayat meetings. Thus to say that the Panchayat meetings are lively and they are bursting with hot discussions and presentation of conflicting arguments which make the proceedings noisy is not true. It also does not happen that the members frequently walkout from the meetings. In the light of () these facts, it should be conceded that the Gram Panchayat meetings are largely passive and dull. Conflict and heated argumentation is a symptom of life which is rather lacking in the meetings of the Gram Panchayats.

The mean rating of the Item No.12 varies from 3 to 1 in the case of the three types of the Panchayats from 3 to 1 in the case of the 'A', 'B', and 'C' types Gram Panchayats. The inference from this can be drawn that the meetings are not politically drawn.

So far as Item No. 12 is concerned it can be said that the influence of the factor of caste is, of course, prominent in rural areas, but caste plays its role only in election. So far as the general behaviour of the Panchayat members while participating in the proceedings of the Gram Panchayats is concerned the Panchayat meetings at the village level do not have political caste and overtones. To a number of the members of the Gram Panchayat, the very names of some political parties are not known.

In the light of the above discussions it could be said that all the members of the Gram Panchayats do not participate in the meetings and democratic procedures in the meetings are hardly followed and when they are followed, everything is done mechanically without any iota of life in it.

A Gram Panchayat being a democratically constituted body, its proceedings are expected to be carried out in a democratic manner. Usually items of the agenda are placed on the table for discussions, pros and cons are examined and a lot of exchange of views takes place among actively participating members. The discussions are finally taken by majority opinions, Surprisingly, ⁱⁿ the study of the Gram Panchayats in the Panchamahals, the results have indicated that the majority of the meetings are quietly held, hardly any exchange of views takes place and there is not at all energetic participa-

tion of members in the proceedings of the meetings. The explanation of this sad state of affairs should be sought in the very composition of the Panchayats. ~~The term composition of the Panchayats.~~ The term composition includes such things as caste, education, profession economic and social status, political affiliation, experience of working with Panchayats etc.

Broadly speaking, the composition of the members is somewhat as under :

- 37.3 percent belonging to high caste, 59.6 percent to backward clastes and 3.1 percent to minority communities;
- 86.1 percent having the occupation of farming, 6.6 percent, business and trade and 7.3 percent other occupation;
- 10.8 percent belonging to the high income group, 67.1 percent average income group and 22.1 percent to low income group.
- 35 percent having political affiliation to the ruling New Congress, 39 percent to the opposition party of the Old Congress and 26.0 percent to other political parties;

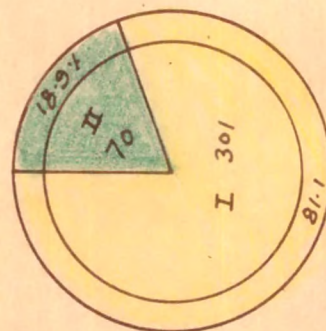
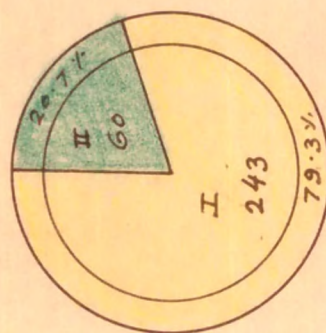
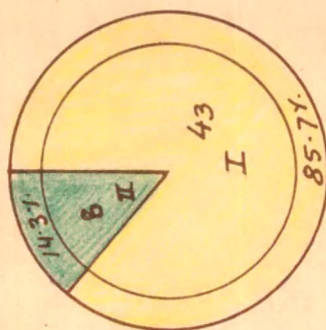
- 3.6 percent being quite active political workers, 62.8 percent having koderate political activities and 26.0 percent not much politically active; 8.6 percent have no political activity.
- 12.8 percent being quite active and on the front line as social workers, 44.0 percent are moderately active as social workers and 43.2 percent somewhat active in the field of social work and social service;
- 68 percent having upto 5 years of experience in the Panchayat Administration, 26.2 percent having 6 to 10 years of experience in the field and 3.8 percent having more than 10 years of experience of work in local self government institutions.

The possible resultants of the above factors are the following :

- (1) The members of the backward communities are exposed to this kind of experience for the first time in their life. As such they experience social, traditional, cultural, psychological and economical hindrances.
- (2) Actually those who followed for long ~~time~~ have assumed the role of leaders" They are just the beginners in the area of democracy and development.

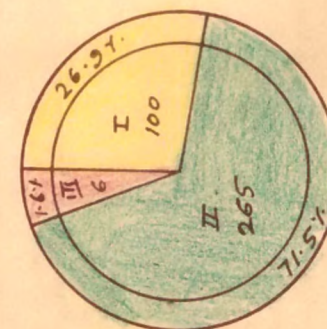
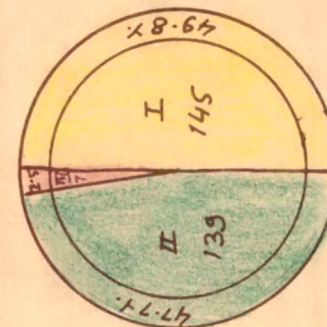
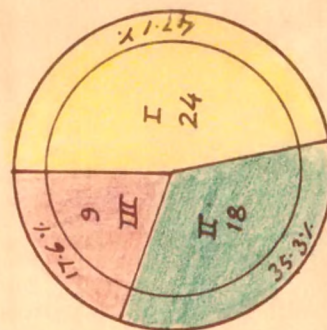
MEMBERS OF THE SAMPLED 90 GRAM-PANCHAYATS
OF PANCHMAHALS DISTRICT.
 (1973-74)

'A' TYPE GRAM-PANCHAYATS 'B' TYPE GRAM-PANCHAYATS 'C' TYPE GRAM-PANCHAYATS



I - MALES
 II - FEMALES.

SEX

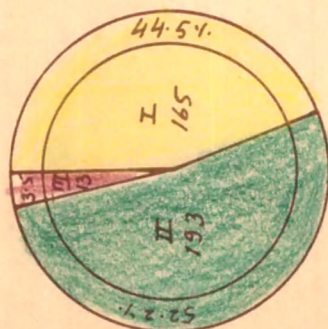
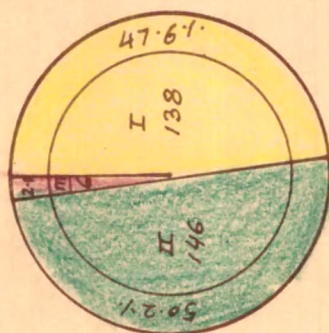
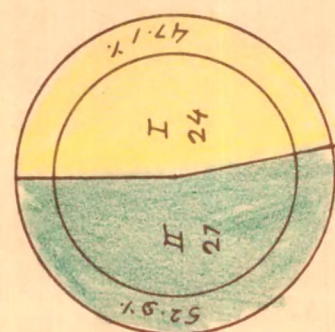


I - HIGH CASTE
 II - BACKWARD
 COMMUNITY
 III - OTHER CASTE

CASTE

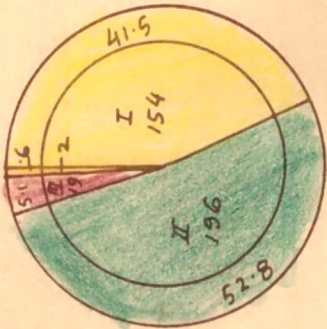
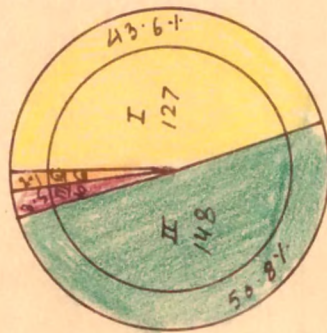
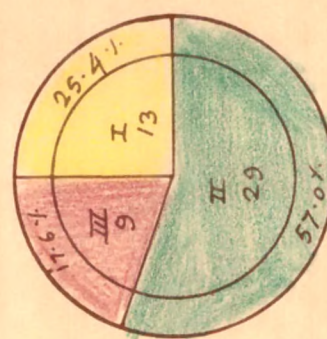
MEMBERS OF THE SAMPLED 90 GRAM-PANCHAYATS
OF PANCHMAHALS DISTRICT
 (1973-74)

'A' TYPE GRAM-PANCHAYATS 'B' TYPE GRAM-PANCHAYATS 'C' TYPE GRAM-PANCHAYATS



I - UP TO 40 YEARS
 II - 41 TO 60 YEARS
 III - ABOVE 60 YEARS

AGE

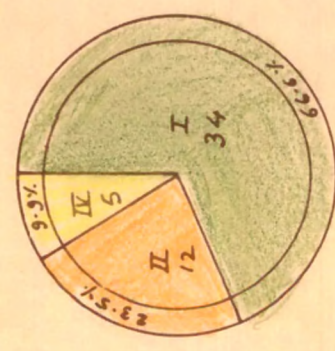


I - ILLITERATE
 II - PRIMARY EDUCATION
 III - SECONDARY EDUCATION
 IV - HIGHER EDUCATION

EDUCATION

MEMBERS OF THE SAMPLED 90 GRAM-PANCHAYATS OF PANCHMAHALS DISTRICT (1973-74)

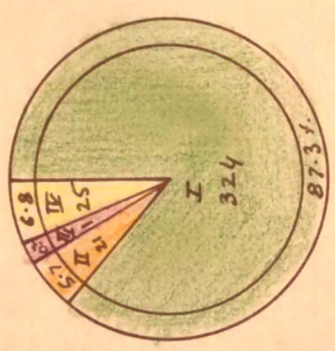
'A' TYPE GRAM-PANCHAYATS



'B' TYPE GRAM-PANCHAYATS

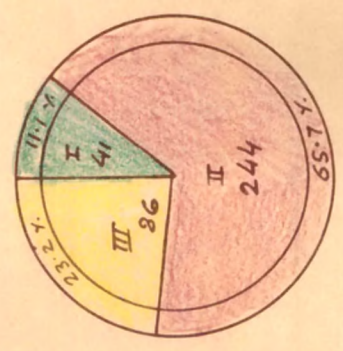
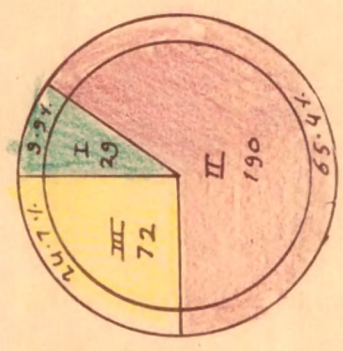
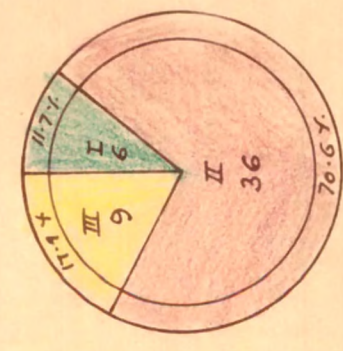


'C' TYPE GRAM-PANCHAYATS



I - AGRICULTURE
 II - BUSINESS
 III - MANAGERIAL JOBS
 IV - OTHER PROFESSIONS

PROFESSION



I - VERY RICH
 II - AVERAGE
 III - POOR

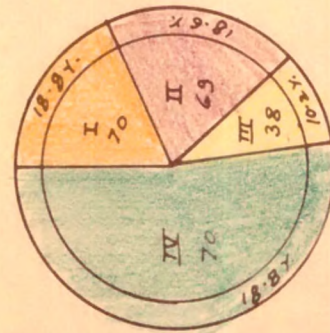
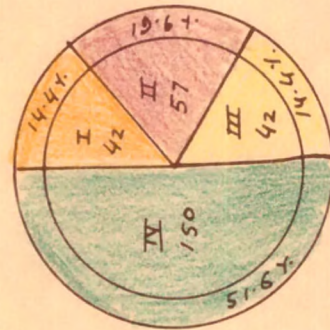
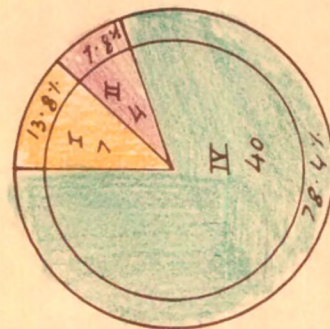
ECONOMIC STATUS

MEMBERS OF THE SAMPLED 90 GRAM-PANCHAYATS

OF PANCHMAHALS DISTRICT

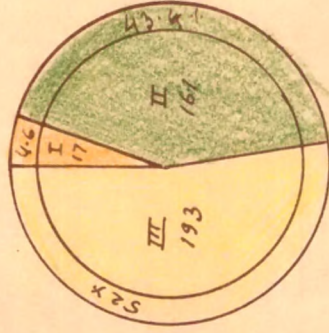
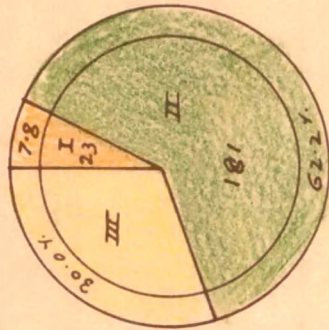
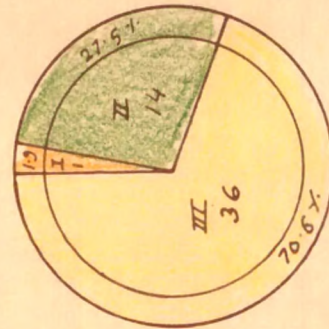
(1973-74)

'A' TYPE GRAM-PANCHAYATS 'B' TYPE GRAM-PANCHAYATS 'C' TYPE GRAM-PANCHAYATS



I - RULING CONGRESS
II - OLD CONGRESS
III - OTHER PARTIES
IV - NO POLITICAL CONSCIOUSNESS

POLITICAL AFFILIATION



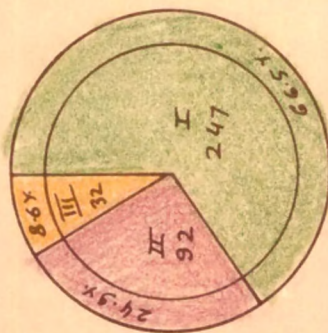
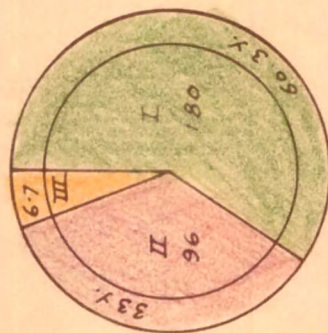
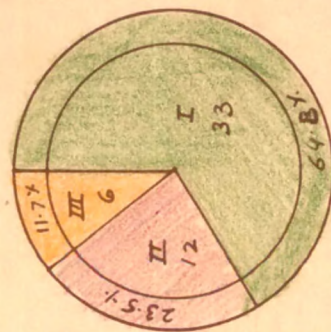
I - VERY ACTIVE
II - ACTIVE
III - NOT ACTIVE

SOCIAL DYNAMISM

CHART-22d

MEMBERS OF THE SAMPLED 90 GRAM-PANCHAYATS
OF PANCHMAHALS DISTRICT
(1973-74)

'A' TYPE GRAM-PANCHAYATS 'B' TYPE GRAM-PANCHAYATS 'C' TYPE GRAM-PANCHAYATS



I - 1-5 YEARS
 II - 6-10 YEARS
 III - 11-15 YEARS

EXPERIENCE IN PANCHAYATS

- (3) Illiteracy is a great hindrance. In technical matters and in many other things the bureaucrats rule over them because of their ignorance;
- (4) Professionally they are cultivators. They, therefore, do not have enough time to devote to meetings and the Panchayat work. This naturally results in less social orientation and less administrative effectiveness.

In the light of the above discussions, it can be maintained that in highly rated Panchayats, the members are more active and participating than in case of the Panchayats rated low in effectiveness. The hypothesis, therefore, is sustained.

5.6 The Democratic and Foresightful Leadership of the Panchayats.

Hypothesis - V

The Fifth Hypothesis reads as under :

"The leaders of the Panchayats at their meetings are expected to be democratic with sufficient foresight to deal with various types of emergent problems".

The fifth Hypothesis, it is assumed that the more highly effective Panchayat leader meeting is expected to be more democratic at the meetings. It means that all decisions are taken by the members jointly by mutual agreement and

concord and that no atmosphere^e is created where the membrs are split into different conflicting groups. There are six items dealing with these issues in Tool No.3. The mean rating is calculated for each of the six items separately for the three types of the Gram Panchayats.

TABLE : 5.24 : Mean Rating of Effectiveness of the Gram Panchayat Leaders in the Panchayat Meetings

Items (Nos. in Tool No.3)	Types of Gram Panchayats		
	Mean Ratings		
	T Y P E S		
	A	B	C
1. Domination of the leader	4	3	2
2. Free climate	3	2	1
11. Democratic Decision-making	3	2	3
12. Political Influence	3	2	1
13. Influence of caste Factor	3	2	1
14. Participation of all members.	3	2	1
Mean rating	3.1	2.1	1.5
or	(3)	(2)	(2)

As seen from the above table the leaders- the Sarpanchas in the 'A' type Gram Panchayats appear to be playing comparatively a prominent and dominant role at the meetings. The prominence of the leader is to be understood in terms of his abilities to interpret the realistic situations and analyse the issues involved in problems. However, the overall mean rating is only 3.1 which denotes almost average calibre of leadership. The Sarpanchas of the 'B' type Gram Panchayats

are of the calibre which is a little less than average while the leaders of the 'C' type of the Gram Panchayats are of the below average abilities. This can be attributed to the social, economic and professional status of the leaders. These factors do not give much scope to high level leadership to emerge. Their activities are confined to their villages and they have not come under the stimulating urban influences. Secondly the leaders of the 'A' type of the Gram Panchayats belong to the villages which are relatively economically and socially advanced than is the case with the villages which are connected with the 'B' and 'C' types Gram Panchayats. These leaders have their prominence at taluka levels also. Thirdly the leaders of the 'A' type Panchayats have more experience in managing the Panchayati Raj bodies, than the leaders of the 'B' and 'C' types Gram Panchayats.

The Item 7, in Tool No.3 deals with the free climate of the meeting. Free climate denotes an atmosphere wherein the members are at full liberty to express their views without any fear or reservation. This means that the members are not driven by the leaders, but they are led democratically. On the contrary they discuss freely the issues and problems emerge from the agenda. The pros and cons of each issue is being discussed freely and frankly and the conclusions drawn objectively and democratically and resolutions

are passed in a democratic manner. The item has been assigned 3, 2, and 1 mean ratings for the 'A', 'B' and 'C' types Gram Panchayats respectively. This means that so far as free climate is concerned in the gram panchayats of the 'A' type, it prevails to the extent of average level, while in the 'B' and 'C' types of Gram Panchayats free climate prevails to the extent of below average level.

This conclusion can be explained on the basis of the following factors :

- (1) The members may not like to challenge one another's arguments and spoil their personal relations;
- (2) The members may have docile habits and a tendency to avoid speech or discussion or they may be tongue-tied.
- (3) It is also likely that they have not yet learnt the art of participation in meetings;
- (4) They may have just started exposing themselves to public life and democratic air.
- (5) A great-majority of the members being drawn from the scheduled castes and scheduled tribes, may be feeling inferiority complex and awkwardness in public exposures by sitting alongside the members of the high caste and people with status;

(6) Many of them are illiterates and do not perceive and understand the pressing problems of the local community.

It can therefore, be said that there is the climate in the 'B' and 'C' types of Gram Panchayats on the sliding downward scale.

As discussed earlier, a Gram Panchayat is a democratically constituted body and as such is expected to function on democratic lines. The Item No. 11 in Tool 3 refers to this. It has been assigned the mean rating ranging from 3, 2, and 1 in case of the 'A', 'B' and 'C' types Gram Panchayats respectively.

In the 'A' type Gram Panchayats, the democratic decision-making prevails to a greater extent. This can be attributed to relatively more enlightened, educated and socially as well as economically advanced membership of the 'A' type Gram Panchayats which is not the case to the same extent in the 'B' and 'C' types Gram Panchayats. It should be, at this juncture, observed that the proceedings of the meetings are conducted to a large extent by the leaders - the Sarpanchas democratically, but the proceedings are lifeless, mechanical and traditional. It is democracy at sleep. The democracy that appears to be operating lacks vitality, energy, enthusiasm and spirit of democracy in the correct connotation of the term.

The mean ratings on Item Nos. 12 and 13 range from 3 to 1 in the case of the 'A', 'B' and 'C' types Gram Panchayats. The inference from this that can be drawn is that the meetings are not politically as well as communally oriented. The investigator has observed (and this was indicated earlier also) that the caste-feeling prevails and dominates but that is mostly at time of the Panchayat election. So far as the general behaviour of the leaders in their day-to-day operation in relation to the Panchayat work is concerned they are free from political dictation. To many of the leaders even the names of the political parties are unknown. At the same time many of the villages are highly concentrated with tribal population and as such there is very little variation in the caste composition of the villages.

So far as the quality of the general participation of the members is concerned, the Item No. 14 in the Tool ;2 has been assigned a mean rating varying from 3 to 1 in the case of the 'A', 'B', and 'C' types of Gram Panchayats. All the members as shown earlier, do not participate 'significantly in the Panchayat meetings. A great majority of the members acts as mere spectators. The investigator has observed that earlier also the social economic and professional factors operate as obstacles to the democratic growth of members as a part and parcel of democratic organizations and participating therein actively.

The above discussions lead to the conclusion to say that -

- (1) in the 'A' type of Gram Panchayats, the leaders are more democratic as compared to the leaders of the 'B' and 'C' types of the Gram Panchayats.
- (2) Most of the decisions at Panchayat meetings are taken democratically.
- (3) the members are at panchayat meetings not split into groups on the emergent issues at the meetings and
- (4) The pitch of participation of the members in the Panchayat meetings at the low ebb.

The hypothesis V stands the test of varification.

5.7 Assessment of the Meetings of the Taluka Panchayats during the Period 1969 to 1973

Hypothesis - VI

The sixth Hypothesis reads as under :


"The meetings at the Taluka level are expected to be conducted smoothly without any major disturbances from year to year".

The Panchamahals District consists of 11 Talukas. A Panchayat is constituted for each Taluka. The Education Committee formerly provided in the Gujarat Panchayats Act,

Meeting of the taluka Panchayat, Santrampur Taluka



Shri Virsinhbhai Bhabhor, President, presides over the meeting.

1961 was abolished under the Amendment of the Act in 1968. Now the functions  regarding education assigned at the Taluka level are discharged by the Executive Committee of the Taluka Panchayat. The Taluka Panchayat is the intermediate tier of the Panchayati Raj system. The officers associated with the Taluka level Panchayats are Taluka Development Officer and the Taluka Extension (Education) Officer. The Sixth Hypothesis stipulates that the meetings of the Taluka Panchayats at the Taluka level will be held regularly, their proceedings will be systematic, the climate therein will be democratic and the members will have frank and free participation in the decision-making. At the Taluka level, there is ordinarily a meeting taking place at an interval of every three months. Thus, there ~~is~~ a minimum of four meetings in a year at the Taluka level.

Some vital factors about the meetings of the Taluka Panchayats during a period of five year from 1969 to 1973 are presented in Table 5.24 on the next page.

The Table 5.24 gives a very heartening picture of the Taluka Panchayats over a period of last five years. The figures are annual averages for all the five years from 1969 to 1973. The picture of the meetings of the Taluka Panchayat in each of the eleven Talukas is somewhat like this :

TABLE : 5.24 ; Some Characteristics of the Meetings of the Taluka Panchayats.

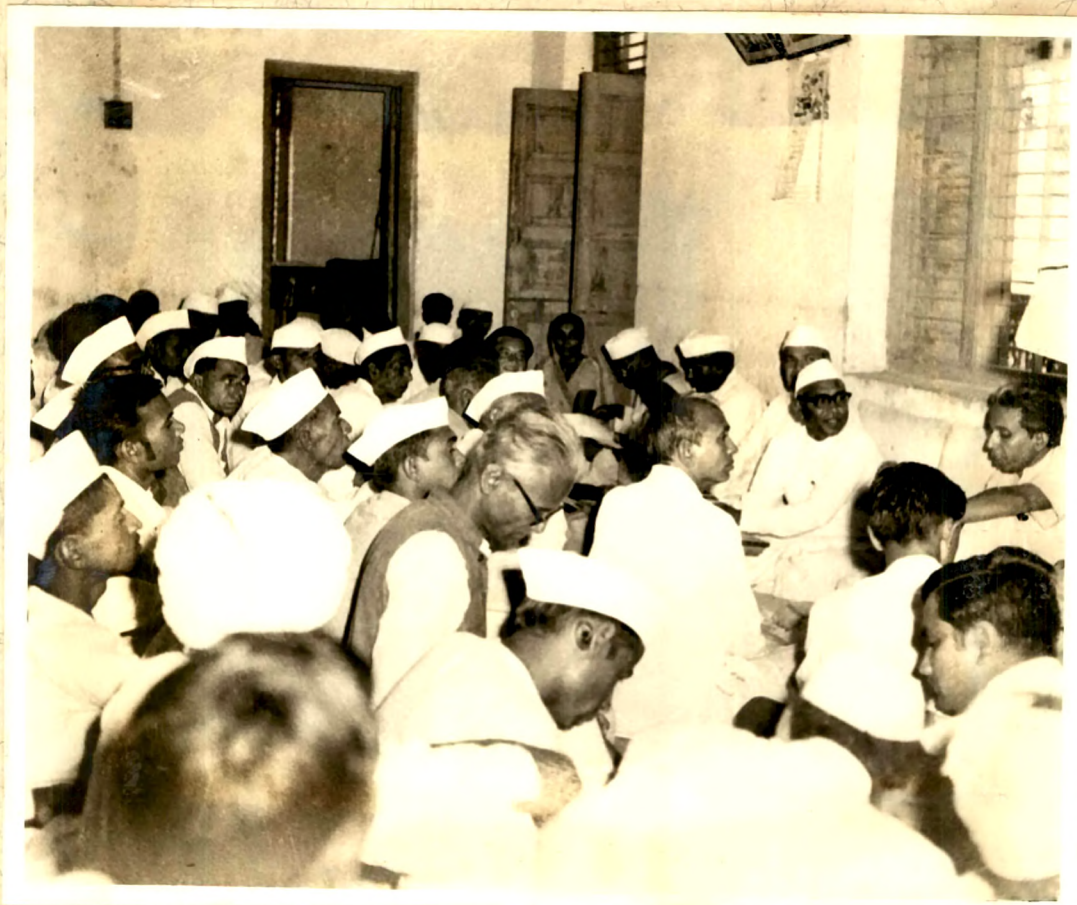
Characteristics (Tool No.10)	1	2	3	4	5	6	7	8	9	10	11
Average No. of											
1 Meetings per Taluka	4	4	4	4	4	4	4	4	4	4	4
2 No. of Meetings without <u>quorum</u>	-	-	-	-	-	-	-	-	-	-	-
3 No. of Meetings when President was present.	4	4	4	4	4	4	4	4	4	4	4
4 No. of Meetings when Vice-President was present.	4	4	4	4	4	4	4	4	4	4	4
5 No. of Meetings when President and Vice-President were not present.	-	-	-	-	-	-	-	-	-	-	-
6 Average presence of members in percentage	91	84	75	76	65	80	86	76	74	84	75
7 Average No. of Resolutions passed per year	35	84	134	144	23	62	112	50	143	87	73
8 Average No. of Resolutions pertaining to primary education passed.	2	8	11	13	4	17	69	33	14	14	15
9 Average No. of Resolutions passed unanimously per year.	35	84	134	144	23	62	112	50	143	87	73
10 Average No. of walkouts staged by the members in opposition.	-2	-	-	-	-	-	-	-	-	-	-

©N.B. The Talukas signified by numbers are :

1. Godhra, 2. Kalol, 3 Halol, 4 Limkheda, 5 Jambughoda,
6 Devgadhi Baria, 7 Santrampur, 8 Lunawada, 9 ~~Sahera~~
10 Dahod, 11 Jhalod.

- (1) The Taluka Panchayats hold their quarterly meetings regularly.
- (2) No meeting of the Taluka Panchayat in any Taluka had been without quorum;
- (3) The meetings were always presided over by the Taluka Panchayat President in each taluka. This happened consistent for the last five years.
- (4) Hardly any event happened when either the President or the Vice-President or both ~~were~~ not present at the Panchayat Meetings in any Taluka over a period of last five years.
- (5) In the matter of regularity of presence of the Taluka Panchayat members, the variations have occurred in Talukas. Here also the average is for the last five years. The best average in terms of percentage of the members present was in the Godhra Taluka. The average annual presence in that Taluka was as high as 91 percent, Lunawada (86 pc.), Dohad (84 p.c.), and Devgad Baria (80 p.c.) had 80 or above percentage of members present at their quarterly meetings. The Kalol Taluka stands lowest in this inter-Taluka comparison. It registered only 55 pc. for average presence of its members over a period of five years from 1969 to 1974.

Meeting of the Taluka Panchayat, Santrampur



The Members attending the Meeting.

One index of output of business transacted at the meetings of the Taluka Panchayats is the number of resolutions passed. Here the highest number of resolutions passed is 143 by the Dohad Taluka Panchayats. The number of resolutions passed varies from 35 by the Godhra Taluka Panchayat to 143 by the Dahod Taluka Panchayat. The average number of resolutions passed per Taluka Panchayat comes out to be 86.3. The Taluka Panchayats of Godhra, Kalol, Limkheda, Devgadhi Baria, Idnawada and Jhalod are below the average score.

A moot point in this investigation is the size of the business transacted by different Taluka Panchayats in the sphere of primary education. Here, the percentages of resolutions on education to the total number of resolutions passed by the Taluka Panchayat do not make happy reading. The average percentage of resolutions on education in the last five years for each of the 11 taluka Panchayats in the district comes out to be as given on the next page.

The results are surprising. Ordinarily, it is expected that advanced Taluka Panchayats would pass more resolutions on education than backward Taluka Panchayats. Here, the findings are not on that pattern. Advanced Taluka Panchayats like Godhra, Kalol, Halol and Dahod have a lower percentage of education resolutions to their credit than the backward Talukas like Jambughoda, Santrampur and Idnawada.

TABLE : 5.25 : Percentage of Resolutions on Education to the Total Number of Resolutions passed at the Meetings of Taluka Panchayats

Taluka Panchayat	Percentage.	Taluka Panchayat	Percentage.
1. Godhra	5.7	6. Devgadh Baria	26.2
2. Kalol	9.5	7. Santrampur	61.6
3. Halol	8.2	8. Lunawada	66.0
4. Limkheda	9.0	9. ^{he} Sahera	9.8
5. Jambughoda	17.3	10. Dahod	16.1
		11. Jhalod	20.5

Regarding the ^eresolutions passed unanimously, the position is uniformly good in all Taluka Panchayats. Every where, the resolutions are accepted with one voice. This either reflects a situation of harmony, a climate of understanding and a spirit of cooperation or reveals a situation where there is either apathy, listlessness, lack of interest, inadequate understanding and climate of ^etoing the line taken up by the Panchayat leader. The absence of any walkouts, conflicts, heated arguments, in the proceedings also points out to either of this possibility.

Some of the points also deserve to be noted:

- (1) It is, indeed a notable feature that neither the presidents nor the vice-presidents remained absent at any of the meetings.

- (2) The occasion of the meeting for the Sarpanchas of all the Gram Panchayats in the taluka becomes an incident breathing a festival mood. The investigator had attended such meetings, and found the members attending meeting in their best dress^{es} and feeling an air of importance well-dressed.
- (3) Excepting the Jambughoda taluka the presence in all other Taluka Panchayats the presense is good.
- (4) It has been alleged that the members are not interested in the affairs of the Panchayats. They are really interested in the allowances they get. But the fact remains that the members of the Taluka Panchayats - the Sarpanchas - have their own problems of respective villages, and Taluka Panchayat meetings ~~at Godhra~~ are places where they can aptly represent their problems.

The investigator had observed the Taluka Panchayat meetings at Godhra, Kalol, Devgadhi Baria and Santrampur. Of the four talukas, two are advanced while Santrampur and Dohad are economically, educationally and socially backward.

The personal observations of the investigator has made him draw the conclusion that the meetings of the Taluka Panchayats are indeed, fruitful. It is true that all the members do not participate in the proceedings^e of the meetings. But there are always, everywhere, extroverts- who are bold, expressive and talkative who roaringly represent the affairs of their gram Panchayats strongly, and dominate the proceedings.

- (5) It is also seen from the table that all the resolutions are passed without any opposition. There are no walkouts and conflicts. The meetings are being conducted smoothly and democratically so far as the outward manifestations suggest.
- (6) In the meetings the Taluka Development officer acts as the secretary and provides technical assistance. The Extension Officers in charge of different departments also remain present. When questions are posed by the members the respective Extension Officer responds to them.
- (7) The meeting strictly follows the official prescribed procedures.
- Firstly, the agenda is being circulated among the members of the Taluka Panchayat. It is being circulated within the prescribed time limit for the meeting.
- Secondly, the minutes of the previous meeting are considered and confirmed by passing a resolution.
- Thirdly, the items on the agenda are being taken up for discussions one by one by the Chair.
- The above discussions lead one to conclude that the meetings are being conducted strictly in accordance with the Panchayat rules and regulations.
- (8) It can also be concluded that there is no opposition at all. The probable reasons have been already set forth before.

The Meeting of the Taluka Panchayat, Godhra



The President addressing the Session

The evaluation of the meetings of the Taluka Panchayats is given in Table 5.26.

TABLE :5.26: Mean Ratings of the Taluka Panchayats' Meetings.

Item No.s.	Mean Rating
1 Role of the President	4
2 Role of the Government Officers	2
3 Role of a group in the decision making procedure.	3
4 Passive listening by some members.	4
5 Political Influence on decision making	2
6 Democratic Discussions	3
7 Noisy and Conflicting meetings	1

The raters are the selected members of the Taluka Panchayats in the district and the Taluka Development Officers and Extension Officers who attend the meetings of the Taluka Panchayats.

It will be seen from the above table that the presidents of Taluka Panchayats exercise a great deal of influence over the members. The leadership role played by them is very prominent, as the mean rating of items 1 and 3 is as high as 4. Questions and problems are posed by the members and the President responds to the problems, gives explanations of real situations operating and provides useful guide lines. He takes initiative in interpreting the questions and issues

that spring up in the meetings. The investigator has observed the proceedings of some of these meetings. The mean score obtained by the items No. 1, and 3 naturally corresponds to the personal observations of the investigator about the meetings of the Taluka Panchayats.

The official leadership, as has been stated earlier, is subordinate to the unofficial leadership. Even though they have personal prejudices and have many things to say against the competence of the unofficial leadership, they dare not express it in the meetings. The mean rating of two has been assigned to item Nos. 2 and 12. This means that the official leadership is below average. The investigator has personally observed and has come to the conclusion that in the Panchamahals district the official and unofficial leaderships are not at daggers drawn. On the contrary it should be said that the official leadership has accepted its subordination to the unofficial leadership. They seem to be working with enough understanding. They are not able to exercise their authority except in some highly technical matters.

So far as the dominance of a group among the Panchayat members is concerned, the dominance is of the high caste. But it is not very high it is of the average level. The mean score obtained is only 3. This means that in the Panchamahals district, in the meetings of the Taluka Panchayats, the

proceedings and discussions are largely free from strife and conflicts and partisan spirit. It is true that some of the members dominate the proceedings. They are very vocal and are more sensitive to social situations in their environment to a great extent. But that is because of their abilities as leaders. The nztural corollary of this is that a majority of members remain passive and the decision-making is done by a few aggressive, extrovert type, authoritarian and well informed persons. The female members, the scheduled caste members and scheduled tribe members remain by and large, passive. The items dealing with the participation of the members have obtained the mean score of 4, which positively and dispassionately lead to make a emphatic statement that a great majority of the members in the meetings of the Taluka Panchayats remain passive - they operate mostly as dumb spectators.

It is, indeed, a good feature of these meetings that they are not politically oriented. The discussions carried on and the resolutions passed in the meetings are not politically influenced. The mean rating of 2 has been assigned to Item Nos. 10-15.

This can be accounted for the following factors :

- (1) Organically the Panchayats at the Gram and Taluka levels have political affiliation to one party only. That is to say that there is not much of political deviations and diversions. The Old Congress or the Organisation Congress Party has wide-spread and deep roots in all over the district. Thus, there is politically a harmonious climate free from bickering and rancour,
- (2) In some of the Talukas the members are not even politically conscious, or sensitive.
- (3) The majority of the scheduled caste and scheduled tribe members are traditionally drawn to follow the leaders without any questioning.

As far as the democratic atmosphere in the Panchayat meetings is concerned, it has been found that the members feel free from the outside pressure. They have enough scope for free expression. But the members fail to provide active participation. The reasons probable are the following :

- (1) 57.3 percent of the members belong to the backward communities.
- (2) 33.1 percent of them belong to below 40 years age group. Some of them are still inexperienced in this game of democratic participation.

Meeting of the Taluka Panchayat, Dohad



The Project Officer cum T.D.O.
addressing the meeting

- (3) 16.1 percent of the members are totally illiterate and 62.5 percent of them have not gone beyond primary education. Only 19.0 percent and 2.3 percent have secondary and university education respectively. On this basis it can be said that a great majority of the members lack experiences and equipment to participate vigorously in democratic undertakings.
- (4) 74.2 percent of the members follow farming as profession, while 9.6 percent come from business community. It can safely be said that a vast majority, being busy with their occupational duties, do not have time to do kite flying in the Panchayat affairs.
- (5) Out of the 84 percent of the members having political affiliation to one or the other political party, 55 percent of them have political affiliation with the Samstha Congress (Old Congress). But as members of the Taluka Panchayats, they do not function as politicians but as welfare oriented persons.

From these detailed discussions, it can be concluded that the meetings of the Taluka Panchayats are being conducted without any conflicts. Sometimes there may be some heated arguments and noisy discussions on the failure of official

leadership, but there are no major conflicts and disturbances. The proceedings of the meetings are conducted in an atmosphere of peace and harmony with emphasis on work rather than talk. The Hypothesis, therefore, is confirmed.

5.8 Assessment of the Role of Panchayat Leadership in Education Accomplishments.

Hypothesis - VII

The Hypothesis is worded as follows :

"There would be a general agreement among concerned members, government officers and teachers regarding the role played by Panchayat leadership in educational accomplishments"

The Seventh Hypothesis states that there would be an agreement among the Panchayat members, government officials and primary school teachers regarding the role played by the Panchayat leadership in educational accomplishments. Twenty-eight items indicating various educational activities to be carried out by the Panchayats were selected. Each item was rated on a five point scale indicating various degrees of accomplishment. In order to see the extent to which the members and other raters agree as to the accomplishment, a chi-square ^{test} has been applied to each item. The entries in Table 5.27 show the chi-square values for twenty-eight items along with the remarks for their significance.

(1) As regards the first item which deals with the procurement of land for the local primary school, the respondents do ~~defer~~. The chi-square value of 21.964 is significant which means that the teachers, the Panchayat Officers and the Panchayat members believe that the Panchayats have not been successful in procuring land for the village schools.

TABLE - 5.27: Chi-Square Values for Accomplishment of Panchayats

Item No.	Accomplishments (Tool No.4)	Whether Chi-Square significant or not.	Chi-Square values.
1	2	3	4
1	Procuring land for school	Sig.	21.96
2	Pacca Building for school	Sig.	80.67
3	Regular repairs of school building	Sig.	27.90
4	Awakening about the needs of teaching aids for schools.	Sig.	90.40
5	Adequate play-ground facilities	Sig.	71.9
6	Acquisition of land for school-garden	Sig.	37.3
7	Helping teachers to get hired residential quarters.	Sig.	28.85
8	Helping in getting a house for Harijan teachers.	Sig.	23.86
9	Provision of mid-day meals.	Sig.	64.25
10	Provision of school uniforms free of charge	Sig.	33.61
11	Provision of Free writing materials etc. for poor children.	Sig.	21.38
12.	Census-taking of children of compulsory age.	Sig.	57.46
			contd....

Table 5.27 contd...

1	2	3.	4
13	Drive for enrolment of children of 6-14 age groups.	Sig.	35.26
14	Drive regular school attendance	Sig.	23.55
15	Persuading defaulting guardians to send their children to school.	Sig.	27.90
16	Initiating the legal procedures against defaulters.	Sig.	67.8
17	Help in collecting fines from the defaulters	Sig.	38.9
18	Drive for spreading literacy among, the community.	Sig.	47.10
19	Drive for spreading girls' education	Sig.	27.5
20	Drive for spreading education among the scheduled caste and scheduled tribe children.	Sig.	59.8
21	Acquiring land for school farm.!	Sig.	37.46
22	Medical services in the school.	Sig.	19.35
23	First Aid facilities in the school.	Sig.	51.58
24	Acquiring raw material for teaching crafts.	Sig.	53.62
25	Planning provision for increasing new enrolment caused by an increase in population.	Sig.	21.38
26	Climate for school beautifying activities.	Sig.	72.90
27	Drive to reduce rate of stagnation	Sig.	68.70
28	Drive to reduce the rate of wastage	Sig.	37.5

A sufficiently greater number of the Panchayat leaders (nearly 54 percent) on the other hand stated that success in procuring land for the schools has been achieved to a great extent.

(2) With reference to the second item dealing with constructing pacca buildings for the village primary schools, the chi-square value is 80.27 which is highly significant. This means that the respondents with regard to the success of Panchayats in constructing buildings for schools, differ greatly. Nearly 59 percent of the teachers and Panchayat leaders state that much of the success has been achieved in constructing buildings for the village primary schools. But 18 percent of the Panchayat officers do not agree with them.

(3) The third item refers to the regular repairs to be done in the school buildings. In this respect, too, the respondents do not agree. The chi-square value is 27.90 which is significant. More than 50 percent of the teachers and the Panchayat Officers, as against 42 percent of the Panchayat leaders, failure of the Panchayats in undertaking the repairs of school buildings.

(4) The Chi-square value of item four is 90.40, which is highly significant. It, therefore, can be said that the respondents differ as regards the success of the Panchayats in creating an awareness for the school to have adequate teaching aids. The teachers, the Panchayat officers and the Panchayat leaders widely differ among themselves. Thirty-six percent of the teachers and the Government Officers and

46 percent of the Panchayat leaders state that the Panchayats have failed to a great extent in creating awareness regarding the need for the schools to possess adequate teaching aids in sufficient quantity in the primary schools of the district.

(5) Item Nos. 5 and 6 deal with play-grounds and school gardens. The chi-square values are significant which mean that the respondents do not agree as to the success of the Panchayats in getting or expanding the play-grounds facilities and in getting up school gardens. More than 50.0 percent of the teachers opine that the Panchayats have failed in getting enough land for play-grounds or school gardens.

Only 28 percent of the Panchayat Officers and leaders agree with the above opinion. Seventy-two percent of them maintain the view that the Panchayats have met with success to a great extent in getting or expanding the facilities of land for play-grounds as well as for school-gardens.

(6) The Item Nos. 7 and 8 deal with getting residential accommodation for teachers including teachers belonging to the scheduled caste and scheduled tribes. The chi-square values for these items are 28.85 and 23.68 respectively. This means that the respondents in opining on these items do differ. More than 47 percent of the teachers and Panchayat officers believe that Panchayats have not been successful in this regard.

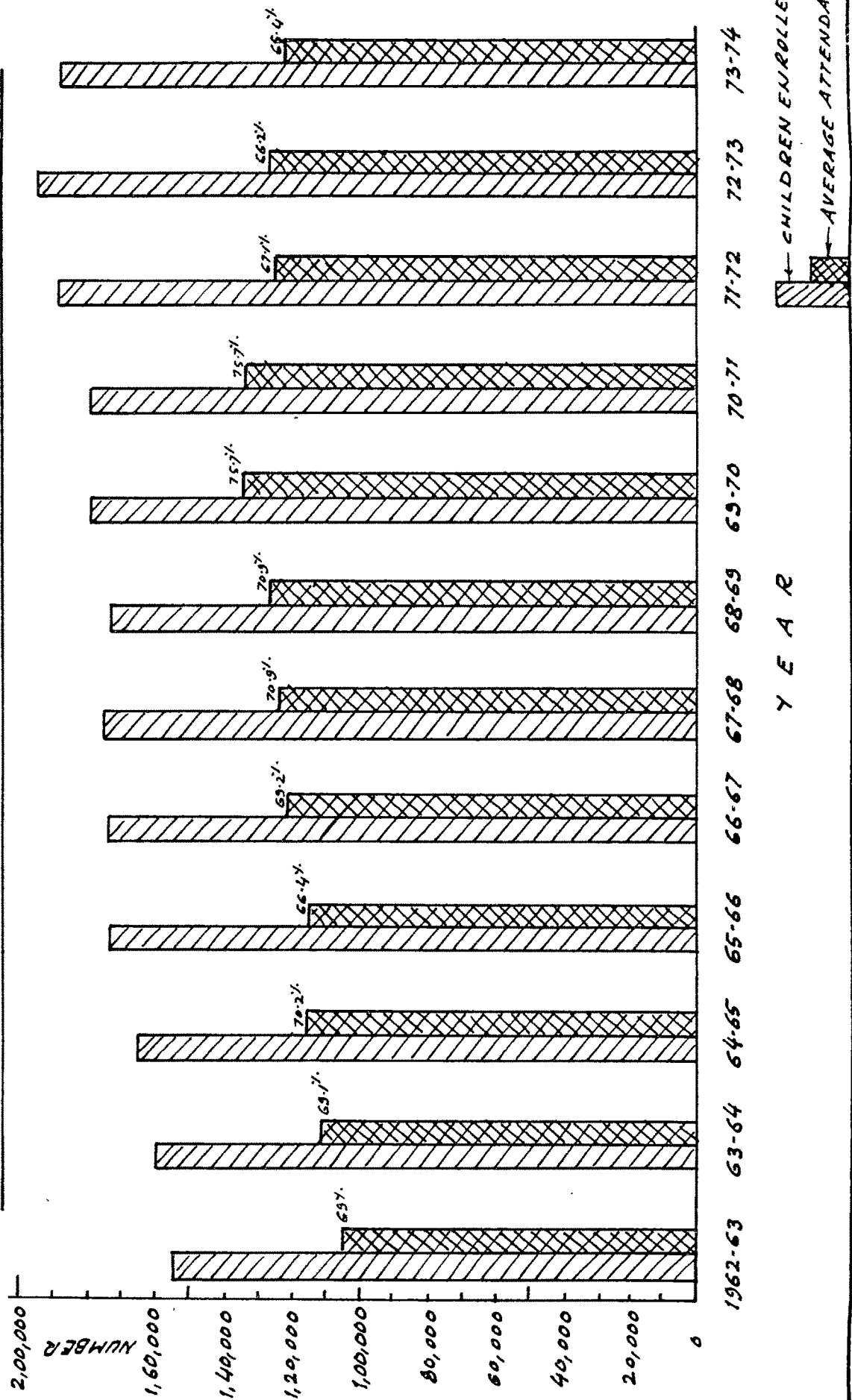
(7) So far as the Item No. 9 is concerned, the chi-square value is 64.25. It is highly significant. It means that the teachers, the Panchayat Officers and the leaders do not agree among themselves on this issue. The variation in opinion may be attributed to the fact that the mid-day meals are being served in schools of only the backward talukas, and not in the schools of advanced talukas. Secondly much depends upon the reading supply of required materials.

(8) Item Nos. 10 and 11 refer to the free distribution of writing materials textbooks and uniforms to poor children. The chi-square values are 33.61 and 21.38 respectively. These values are significant which mean that the respondents do differ in opinion over these items. According to 45 per cent of the Panchayat members, the Panchayats have succeeded to some extent in supplying textbooks, writing materials and uniforms free of charge to the poor children. But the opinions in the case of Panchayat Officers and leaders are widely scattered. This means that the Panchayat Officers and leaders widely differ among themselves as regards the free distribution of writing materials, books and uniforms to the poor and needy school children.

(9) As regards the holding of regular and accurate census of children enrolment and attendance of the children of compulsory age-group, the respondents do not agree. The Item Nos. referring to these three aspects are 12, 13 and 14.

ENROLMENT AND SCHOOL ATTENDANCE IN PANCHMAHALS DISTRICT (1962-63 TO 1973-74)

CHART-23



which have their corresponding chi-square values of 57.46, 35.26 and 23.55. These values are significant which mean that the respondents do differ in their assessment of the achievement of success in respect of census-taking, enrolment and regular attendance of children of the compulsory age-groups. As far as taking Census is concerned, 43 percent of teachers feel that the success is to a great extent. In other respects, the respondents differ among themselves.

(10) The fifteenth item refers to persuading the defaulting guardians to send their children to schools. The chi-square value of this item is significant. It means that the teachers, the Panchayat Officers and the Panchayat leaders differ in respect of rating the success of the Panchayati Raj institutions in persuading the guardians to send their children to schools. Nearly 50 percent of teachers believe that the Panchayats have been successful in this particular aspect to a great extent, while nearly 30 percent of the teachers opined that the Panchayats have failed to a great extent in this regard. Thus the teachers do not agree among themselves on this particular point. At the same time 50 percent of the Panchayat Officers believed that the Panchayats have failed to a great extent in this respect.

(11) The Item Nos. 16 and 17 refer to the persuading the defiant parents to send their wards of compulsory age to schools and in the case of continued defiance and default

to prosecute them in a court of law. Forty percent of the teachers opined that the Panchayats have not been successful in achieving this objective to a greater extent, while the frequencies in case of the Panchayat Officers and leaders are equally distributed in the categories.

(12) The item No. 18 refers to the spread of literacy among the illiterate communities of the rural areas. The chi-square value is 47 percent which is considerably significant. More than 55 percent Panchayat officers and nearly 48 percent of the Panchayat leaders believe that the Panchayats have failed to a great extent in the spread of literacy among the illiterates residing in the villages of the district. The opinion of the teachers in this respect is widely scattered.

(13) Item No. 19 refers to the expansion of girls' education. Nearly 45 percent of the teachers and the Panchayat Officers state that the goal in respect of girls' education has been achieved to a great extent. But 26.0 percent of the Panchayat Leaders are not satisfied with the development that has taken place in this respect. The Chi-square value is 27.5 which is significant.

(14) In the same way item No. 20 refers to the drives conducted for spreading education among the children of scheduled castes and scheduled tribes. The chi-square value is 59.8 which is highly significant. It means that the

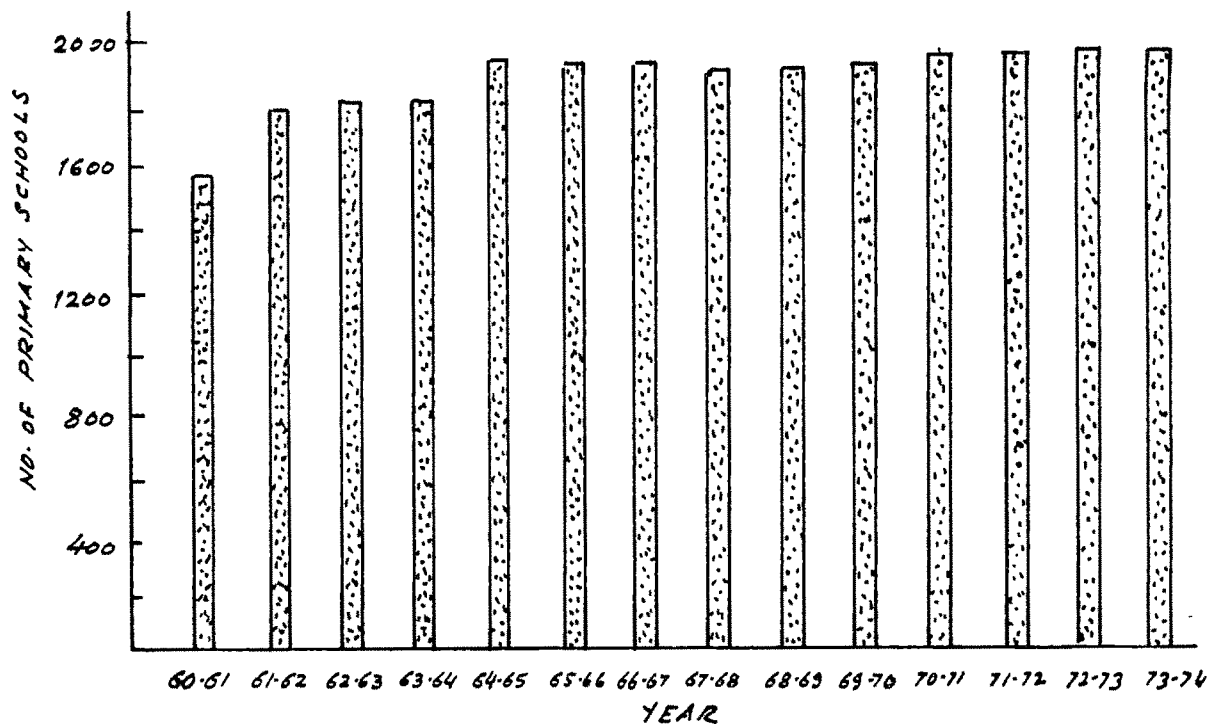
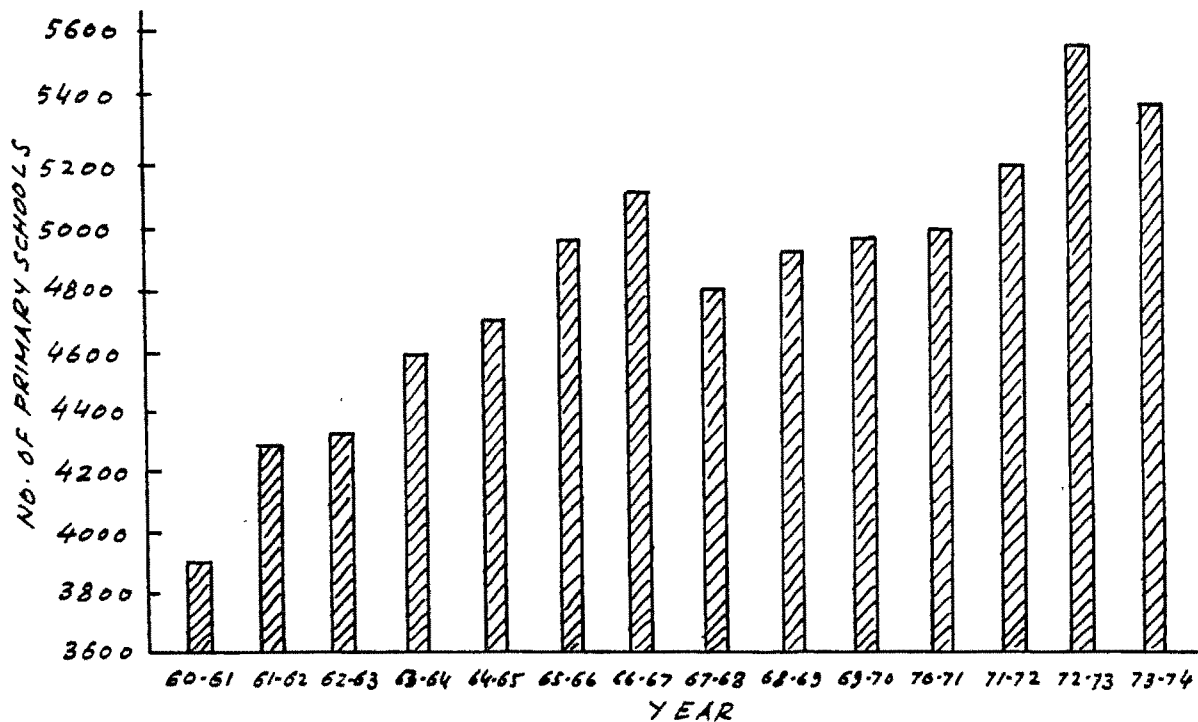
respondents differ among themselves as to the success of the Panchayats in this respect. More than 60 percent of the teachers state that the Panchayats have succeeded in conducting these drives for expanding education of the children of the scheduled castes and scheduled tribes to some extent, while 58 percent of the Panchayat leaders opine that much has been done in this particular respect. The Government Officials widely differ among themselves on this score.

(15) Item No. 21 refers to the procurement of land for setting up school farm to teach agriculture to school children. The chi-square value of the item is 37.46 which is significant. Fifty percent of the teachers opine that the Panchayats could not achieve much success in this sphere and have failed to a great extent in acquiring land for agricultural craft in ~~acquiring-land~~ the schools. Nearly 78 percent of the Panchayat Officers are in agreement with the Panchayat leaders in respect of the failure of the Panchayats in this regard. The opinions of the Panchayat leaders are widely divergent.

(16) Item Nos. 22 and 23 deal with medical and first aid services in the school. The chi-square values obtained for the items are 19.35 and 51.58 respectively. These values are significant. It means that the teachers, the Panchayat

Officers and the Panchayat leaders differ as to the success of the Panchayats in making provision for health services in the school and providing the First Aid facilities in the schools. More than 50 percent of them expressed the view that the Panchayats had not succeeded much in this respect, while 38 percent of the leaders, 17.0 percent of the Panchayat Officers and 26 percent of the Panchayat leaders hold the view that much success has been achieved by the Panchayats in these essential welfare services.

(17) Item No. 24 refers to the supply of raw materials for teaching of crafts in the primary schools. It is a well known fact that in Gujarat the traditional type of primary schools are converted into Basic Schools which are activity schools and they teach some productive crafts. But to teach a craft effectively, there should be regular as well as adequate supply of raw materials. This responsibility has fallen on the Panchayats. The chi-square ^{value} on this item is 53.62 which is highly significant. This means that the respondents differ in their assessment. Sixty-two percent of the primary school teachers and nearly 50 percent of the Panchayat officers stated that the Panchayat could succeed in this regard to some extent. But nearly 50 percent of the Panchayat leaders say that the raw materials for crafts have been provided to the schools and that the Panchayats

DEVELOPMENT OF PRIMARY EDUCATION IN PANCHMAHALS DIST.A - GROWTH OF PRIMARY SCHOOLS IN PANCHMAHALS DIST.
(1960-61 TO 1973-74)B - GROWTH IN NUMBER OF PRIMARY SCHOOL TEACHERS IN
PANCHMAHALS DISTRICT.
(1960-61 TO 1973-74)

have done a good deal of useful work in this respect. But then the opinions differ among the respondents.

(18) Item 25 refers to the preparation of the developmental plans for the projection of increased enrolment of pupils in the primary schools. This exercise is necessary to undertake effective planning. If this is not done, some Gram Panchayats are likely to be caught unaware, and they would be more children knocking at the doors of the primary school, and there will not be enough classrooms, furniture, equipment, and teachers to handle them. The result will be overcrowded classes, increased rates of wastage and stagnation and lowering of school standards. The chi-square value of this item is 21.38 which is significant. More than 54 percent of teachers state that very little has been achieved in this direction, while 41.0 percent of the Panchayat Officers do not agree with this criticism. In case of the Panchayat leaders the frequencies are widely scattered in different categories. This means that the Panchayat leaders widely differ among themselves as regards the perspective planning done by the Panchayats.

(19) Item No. 26 deals with school beautifying programme. The Chisquare value in this regard is 72.90 which is highly significant. On this issue 50 percent of the teachers and 51 percent of the Panchayat Officers are of the opinion that the school beautifying work has met with success to a greater

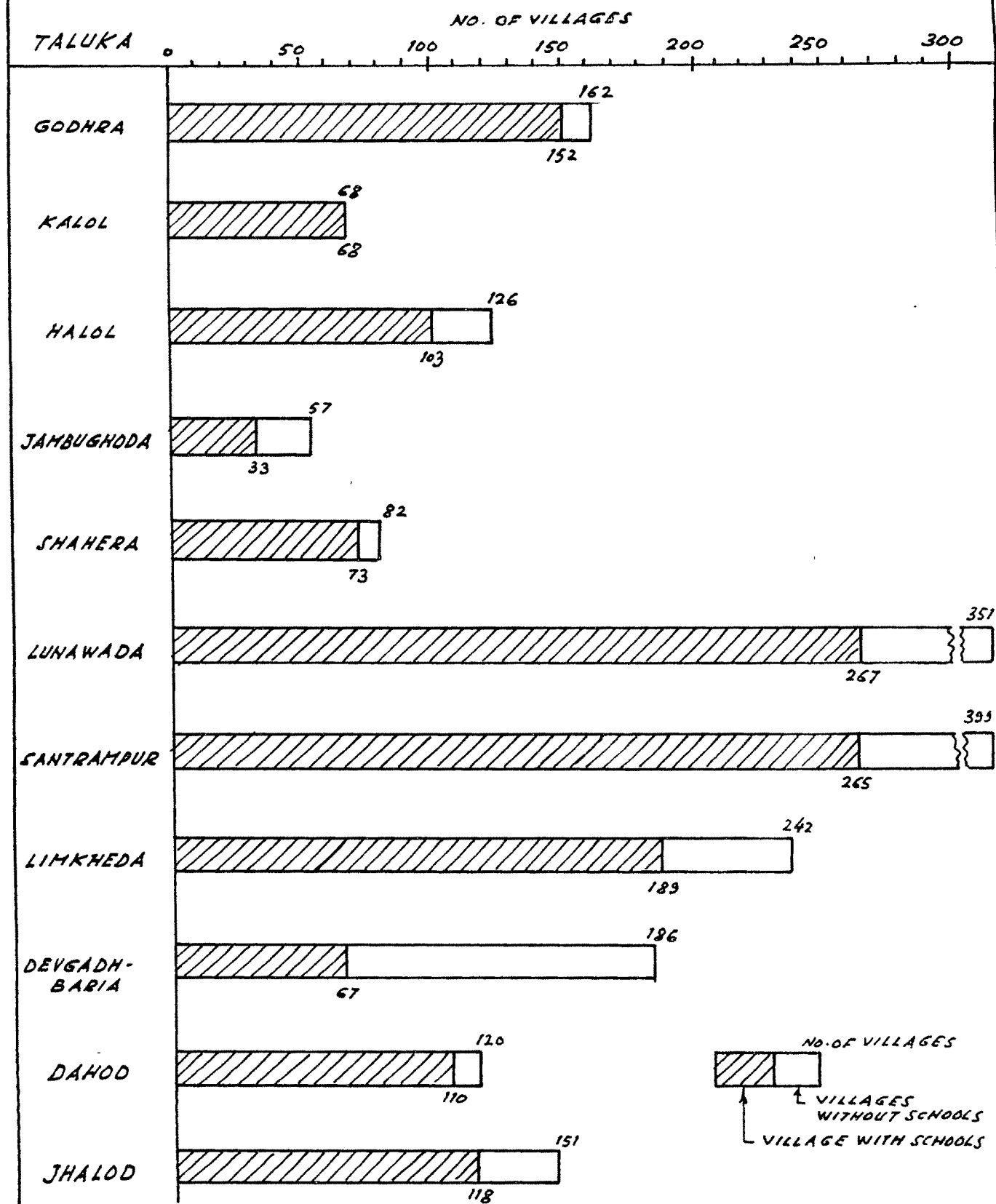
extent. The opinion of the Panchayat leaders, on the other hand, is widely scattered, in this particular aspect.

(2o) Item Nos. 27 and 28 refer to the drives conducted by the Panchayats to reduce the rate of wastage and stagnation in primary classes. The chi-square value are 37.5 and 47.1 respectively. These values are significant. Nearly 40.0 percent of the teachers and an equal percentage of the Panchayat Officers as well as the Panchayat leaders state that the Panchayats have achieved very little success in reducing the rate of wastage and stagnation. As against this 50 percent of them take a position that much of the success has been achieved in this sphere. Thus, there is a clear split in the opinions of the respondents.

On the whole, it appears that the Panchayats, of the Panchamahals district, according to the opinions of the respondents have achieved success to a varying degree in fulfilling the various tasks expected of them. It has been observed that the respondents differ among themselves as to the success or accomplishments of Panchayats in regard to 28 different activities. It is true that the Panchayats are expected to fulfill the varied expectations and the fact remains that they have not been able to do so to the extent to which they should have plausible explanations could be given for this partial success and failure on the part of

CHART-25

TALUKAWISE DISTRIBUTION OF THE PANCHMAHALS DIST.
SHOWING VILLAGES WITH AND WITHOUT SCHOOLS.



the Panchayats.

Firstly, it has been found that a great majority of the members and leaders of the Panchayats belong to the scheduled castes and scheduled tribes. They are mostly illiterates and hence are less education-oriented. The cultural and traditional pattern in which the rural community lives is not conducive to educational progress. It should be noted that the district is socially and economically backward. It is often beset with famines and badly affected. Under these circumstances, the rural community of the district is compelled to migrate in order to fight hard to sustain their livelihood. The rural community depends only on farming and lives in scattered hamlets spread in an area of 4 to 5 kms. There are villages in hilly forest areas where the teachers and Panchayat officers do not like to go, and people with a missionary zeal are difficult to find. About leadership it should be stated that it is less progress oriented and is led and driven by leaders at Taluka and district level. These leaders have failed to involve the rural community in the tasks and plans meant for progress and development of the rural areas. ^{But} have met with partial and limited success in democratisation and development tasks that were expected of them.

5.9 Assessment of the Contributions of the Panchayati Raj by Experts.

Hypothesis - VIII

The Hypothesis is formulated in the following words :

"The experts would agree as to the success of the Panchayati Raj for its various contributions."

Here, in the term 'experts' are included Government Officers associated with Panchayats, the educationists of standing, the researchers in the field of educational administration and particularly in the sphere of primary teachers, university teachers in the Faculty of Education of the cadre of professors and readers and retired government servants who had a long and close association with the running of the Panchayat machinery in the sector of primary education.

The Hypothesis states that there would be agreement among these different types of experts or knowledgeable persons in respect of the accomplishment of all such tasks which were delegated to the Panchayati Raj bodies under the Gujarat Panchayats Act, 1961.

Table 5.28 lists 30 items of the Tool No. 17, each of which is the indicator of the impact of the Panchayati Raj in the sphere of education. Each of the items of impact or accomplishment was rated by different experts on a five

point scale. The mean of the ratings was computed for each item. The results of the mean ratings are given in the table.

TABLE - 5.28 : Mean Ratings by Experts of the Accomplishments of the Panchayat Bodies.

Accomplishments (Tool No. 17)	Mean Ratings by Experts.
1. The interest of the Village Communities increased.	2
2. The seriousness and the intensity of efforts among people as well as Government increased.	2
3. Education became compulsory free compulsory for children in age-group 11-14.	2
4. Education became compulsory for children in the age-group 11-14.	2
5. The number of Single Teacher schools decreased	3
6. The quality of school buildings improved	3
7. Proper playground facilities developed in schools.	2
8. School Gardens sprang up in village schools	2
9. The supply of raw materials for teaching crafts improved in schools.	2
10. The provision of inservice education for teachers to teach the New syllabus became expanded and efficient.	3
11. School environments became attractive and stimulating for school children.	2
12. Provision for free supply of mid-day meals came to be made.	3
13. Facilities for giving school uniforms as well as writing and reading instructional materials were made.	2
14. School health services improved and were expanded.	2
15. Sports and annual competitions for children as well as adults came to be started	2

Table 5.28 contd...

1	2
16. Every village primary school began to have a school library.	2
17. Local community began to come forward to help the local school.	2
18. School attendance improved.	3
19. The local Community began to take interest in reducing the wastage in primary schools.	2
20. The rate of stagnation in village School decreased.	2
21. Conscious efforts were begun to be made to improve school quality.	3
22. Red tap and unnecessary delay in the administration of primary education were cut down.	3
23. School inspection improved.	3
24. The status and security of service of primary teachers improved.	2
25. The director indirect difficulties being faced by primary school teachers decreased.	2
26. The administration of primary education became decentralised.	4
27. Equality of educational opportunities for Harijans as well as tribal children increased.	3
28. The insolence and intimidation of bureaucrats began to decrease.	4
29. Primary schools became community-centred.	3
30. Government, community and school became closer to one another.	4
Mean	2.53
or	3

The pooled mean rating for the 30 items came to be 2.53 or 3. This signifies that the Panchayati Raj bodies in the Panchamahals District have moderate success in the

tasks set for them under the Gujarat Panchayats Act, 1961. As many as 27 items received a mean rating of 2, which is even below the average. The mean rating of 3 (which denotes 'average' was assigned to only Item Nos. 5,6,10,13,19,22, 27 and 29. This means that moderate success has been attained by the Panchayati Raj institutions in (a) the reduction of the number of single-teacher primary schools, (b) improvement of school buildings, (c) the facilities for the inservice education of the primary school teachers, (d) free supply of mid-day meals to school children, (e) the local community beginning to take more interest in the local primary school or schools, (f) cutting down the red tap and unnecessary administrative delays, (g) school inspection becoming more regular and effective, (h) improvement in school attendance and (i) improvement in the equality of educational opportunity for children of the scheduled castes and scheduled tribes. The two major gains seemed to have resulted are the devolution of powers and responsibilities to lower level institutions and democratisation of the administrative machinery to a greater degree than was the case earlier, and the Government, rural community and the primary school came closer to one another so that a better understanding of needs and difficulties of the village primary schools have taken place in the local community and more help is coming forth from the community to help rural primary schools.

Universalising primary education for children in the age-group 6-14 is a constitutional directive. It has become an obligation on the part of the State Government to provide facilities of primary education for all boys and girls without any distinction of caste, colour, creed and sex till they complete the age of 14 years. This appears to be the weakest part in the administration of primary education by the democratic Panchayat bodies. It is here that the task-expectations of the Panchayati Raj bodies have not succeeded much in arousing the local rural communities to realise the decisive and crucial importance of a programme of universal primary education for rural children without this minimum education of seven years in the age-group 6-14, the village communities are not likely to rise above the level of mediocracy in social life, economic prospects and cultural enrichment. The life of villagers will continue to be traditional, routine type, without vigour, colour and tempo and their viability as economic units - wealth production units would also continue to be unsatisfactory. It is said time again and again that India is an agricultural country and the agricultural system has to be placed on technical and scientific lines. It is only education that can bring about such social change, economic regeneration and cultural enrichment. But here the contribution of the Panchayati Raj institutions appears to be mediocre.

ENROLMENT OF BOYS AND GIRLS IN PRIMARY SCHOOLS
OF PANCHMAHALS DISTRICT.

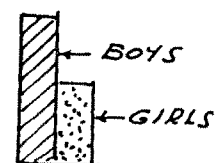
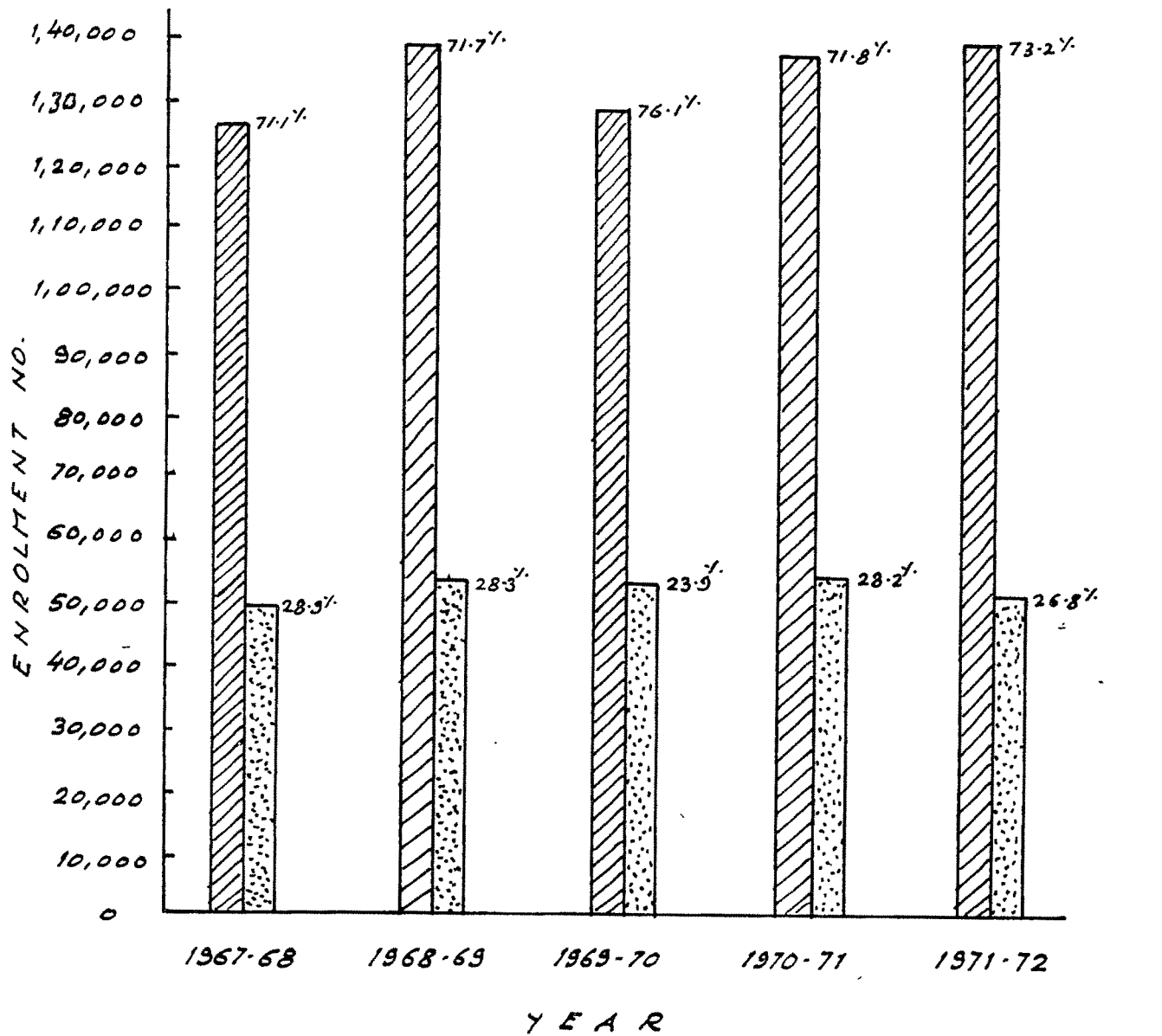


Table 5.29 shows the progress achieved in the sphere of primary education between 1961-62 and 1973-74. Before the introduction of the Panchayati Raj system in 1963, there were 83.28 percent of the school-going age were enrolled in the rural primary schools. The figures of enrolment given in percentage show that there is not only not spectacular progress, but instead of a rise in the percentages of enrolled school children, they registered a gradual fall. In 1966-67, the percentage of enrolment slid down to 80.83 and in 1973-74 it went down still further to 63.93. This is indeed a surprising phenomenon scarcely to be found in any district of Gujarat. The only reason that can be advanced to explain this strange enrolment behaviour is that the expansion of school facilities could not keep pace with the explosion in population growth that has been taking place in the country since 1951. Even in the year of 1973-74, there were 94,150 or 36.07 percent children of school-going age which were out of school. This gives further support to the validity of the evaluation by experts that the Panchayati Raj has not much succeeded in universalising primary education in the age-group 6-14.

Who is to be blamed for this state of affairs?

Panchamahals is the most backward district. People do not value education. Since the family members are busy outside to earn the family bread, for the whole day, they are too

[illegible]

TABLE- 5.29 : Progress of Primary Education in the District

Sr. No.	Year	*25.86 Population rate of the Decade (1961- 1971) Total Population (Rural area)	Total Pupils in the Schools:				Total No. of children of age-group of 5-14 (15% of the total popu- lation)	No. of school-age children out of the schools.	Percentage of total population of compulsory age children studying in schools.	Percentage of total popu- lation of compulsory age not going to school.
			Class 1-5: No. of pupils 6-11 age- group.	Class 5-7: No. of pupils 11-14 age- group.	Class 7-9: No. of pupils 15-17 age- group.	Class 9-11: No. of pupils 18-24 age- group.				
1	1961-62	*1214089	N.A.	N.A.	163271	197113	33839	82.83	17.17	
2	1962-63	1332000	N.A.	N.A.	16374	199000	182625	82.28	17.72	
3	1963-64	1353000	N.A.	N.A.	169456	203000	33544	83.47	16.53	
4	1964-65	1378000	N.A.	N.A.	163929	206700	42771	79.31	20.69	
5	1965-66	1469000	N.A.	N.A.	171766	2,20000	48234	78.08	21.92	
6	1966-67	1500000	N.A.	N.A.	181869	225000	43131	80.83	19.17	
7	1967-68	1533000	153623	22370	173102	229000	55898	75.59	24.41	
8	1968-69	1565000	170032	12328	175640	235000	59360	74.74	25.26	
9	1969-70	1598000	161109	21552	174348	240000	65652	72.64	27.36	
10	1970-71	*1641634	170757	22964	188305	246245	57940	76.48	23.52	
11	1971-72	1674000	169922	20289	190211	231000	60789	75.78		
12	1972-73	1707000	N.A.	N.A.	197414	256000	58586	77.11		
13	1973-74	1741000	N.A.	N.A.	166850	261000	94150	63.93		

* Population figures of 1961 and 1971 were available. On the basis of the population rate the population was counted for the year, 1962-63 to 1959-70 and 1971-72 to 1973-74.

poor to afford to send their children to go to school. They would prefer to keep them home to take care of their younger brothers and sisters. No programme would be successful and no amount of temptation or incentive would motivate the parents to send their children to school unless their economic position is changed. What is needed is to improve their standards of living by providing adequate employment opportunities and financial resources. This should be followed by a strong awakening towards education as a means to improve the standards of living. This is a tremendous task and only an able leader can accomplish it if he means it. It is simply not enough to open more and more primary schools and to force the parents to send their children to school. What is needed is to better their conditions, and then inculcate in them the value of education.

The investigator, during his field visits and work, tried to study these diminishing returns in the sphere of primary education in the rural Panchamahals. He found that 9 out of every 10 teachers and headmasters alleged that there is no spirit of firmness or determination to enforce the compulsory Education Law in villages.

The Panchamahals leaders do not take the compulsory Education Law seriously and no complaints against the defaulting guardians are lodged. The Panchayati Raj leaders dare not displease the adult population of their village

who are the voters for the Panchayat, State legislature and Parliament elections. The political considerations come in. The teachers and headmasters also do not appear to complain against the defaulting guardians for one or the other of the following reasons :

- (1) The defiant and influential guardians make it difficult for teachers to serve in the village school if they make much complaints.
- (2) The teachers' advice falls on deaf ears of guardians. Some of them are wine-addicts and they start quarrelling and abusing the teacher who, they have heard, had complained against them for not causing their children to enrol in the local school or if they are enrolled to cause them attend the school on a regular basis.
- (3) The guardians do not give the correct information at the time of Census-taking about their children of the school-going age.
- (4) The Panchamahals District is economically backward. The parents have to move from place to place in order to earn the family bread. This migratory behaviour of population is also the cause of low enrolment.

(5) Rural communities, especially the scheduled caste and scheduled tribe people, do not like to educate their girls. They have many social taboos and fears about educating their daughters.

(6) There are also many school-less villages in the Panchamahals District. Their number is big enough to cause worry. They have also continued to exist right from the time of the introduction of the Panchayati Raj in Gujarat from 1963. This will be seen in the following table.

TABLE - 5.30: Taluka-wise Distribution of School-less Villages in the Panchamahals District.
(1963-1972)

Taluka :	<u>Number of School-less Villages in the year</u>									
	63-64	64-65	65-66	66-67	67-68	68-69	69-70	70-71	71-72	
	64	65	66	67	:	:	:	:	:	
1. Godhra	14	13	13	13	12	12	12	9	10	
2. Kalol	3	3	3	3	2	2	2	2	-	
3. Halol	17	17	16	17	22	22	29	20	23	
4. Jambu-ghoda.	23	23	22	21	24	24	18	18	25	
5. Shahera	4	4	4	4	2	2	2	2	9	
6. Lunawada	124	124	122	119	104	107	106	106	86	
7. Santram-pur.	146	146	138	135	145	145	144	144	140	
8. Limkheda	51	51	50	50	45	45	45	43	54	
9. Devgadhi Baria	15	15	15	16	17	17	13	11	19	
10. Dohad	5	5	6	6	10	10	9	8	10	
11. Jhalod	31	31	31	38	38	38	38	37	37	
Total:	433	432	420	422	421	424	408	400	413	

It appears that around 21 percent of the total villages in the Panchamahals District are school-less. It is here that the Panchayat bodies should have exerted most. Had that been done, perhaps the district would have better figures for school enrolment. Where the population is migratory, children should be collected and placed in the Ashram Schools. ^{Solution of the} The problem of villages with scattered population and of migratory population, the solution lies in opening more Ashram shalas.

Some further facts would prove also helpful in understanding of the diminishing returns of primary education in the Panchamahals District in respect of school enrolment. There are 954 single Teacher schools out of total 1,885 primary schools in the District. Their percentage comes out to be 50.6. The Single Teacher schools are a hindrance to the healthy development of primary education especially in a socially and economically backward district. When the teacher goes on leave a Single Teacher School just does not function, and the school climate is vitiated. It is quite clear that the Panchayati Raj administration has failed in combating the evil of the Single Teacher schools. It is true that where population lives in scattered hamlets, no full fledged primary schools are viable units. But, even then, efforts should have been made to set-up some group centre schools located at the central distance of a group of

villages and school buses should have been put on the road to bring the school going children to and from their homes. This is being done in many western countries. This is no doubt economically a difficult problem. But Government should not put forward the bogey of 'little finance' to hinder and reduce the effectiveness of the welfare Services for the scheduled tribes which live still in primitive conditions of personal and social life, not to mention the economic life.

As in the case of the qualitative expansion, in the matter of qualitative improvement also the Panchayati Raj institutions have only meagre success. The pooled ratings by experts on Items No. 5,6,9,10,11,17,18,19,23 and 30 that have a bearing on the improvement of school quality or the standards of the village primary schools have a mean rating of only 2.6 or 3. That is the performance of the Panchayat bodies is of the 'average' quality and effectiveness.

The official data reveal that there are no adequate facilities of pucca school buildings. But the Yojanas (schemes) No. 395 and 517 provide financial assistance to the District Education Committees in constructing school buildings. Accordingly, the number of class rooms which were 2847 in 1972-73 increased to 2872 in the year 1973-74. This means that under the schemes only 25 new classrooms were constructed during the year. Some of the primary schools

in the backward areas of the district have hired OSARIS or Verandndas of the hamlets to serve as places of class instruction.

The discussion leads to conclude that in constructing primary school buildings the Panchayati Raj leadership, the officials of the Government at the district level and the participation of the local community have not been effectively geared and moved towards the construction of school buildings and increased and improved physical facilities in the schools. In all items related to the increased and improved physical facilities, the mean score varies from 2 to 3. It can, therefore, be concluded that the Panchayati Raj bodies have not contributed to a mark beyond average. The conclusion coincides with the data obtained from the Annual Reports of the District Education Committee.

The table given on the next page gives information related to physical facilities increased and improved in the primary schools of the district.

If these facilities are considered with reference to the number of pupils studying in the primary schools of the district it is very much clear that the increased facilities are very much below average of requirements. For the total number of pupils 1,96,136, 5430 teachers and 1909 primary schools in the district, the physical facilities are very much

below the standard. Thus, the physical facilities have indeed improved but still they continue to be below the level of requirement.

TABLE -5.31 : Expansion of Physical Facilities in the Primary Schools during 1971-74^b

Sr. No.	Item	YEARS			
		1971-72	1972-73	1973-74	Total
1	Urinals	326	111	72	509
2	Flag-stand	611	122	65	798
3	Stage	99	15	9	123
4	Waterhuts	63	12	8	83
5	Wells	72	11	4	87
6	Hand pumps	1	8	1	10
7	Electricity connections	12	6	2	20
8	Gates	113	26	28	167
9 ^b	Latrines	39	11	4	54

One of the important objectives of ushering in the Panchayati Raj system was that it would result in the increased initiative, interest and participation of the community in the community development work. Items No. 18,19 which deal with the people's participation in educational matters have been assigned the mean score of only 2. It, therefore, leads one to the conclusion that in the Panchamahals District at least the peoples' participation in educational matters is below average. The data obtained from the Annual Reports of the District Education Committee confirm the conclusion.

TABLE - 5.32 : Peoples' Participation and Contribution

Sr. No.	Taluka	No. of schools profited by the peoples' contribution.	Peoples' contribution in Rs.
1.	Godhra	15	435
2.	Kalol	19	12408
3.	Halol	18	2190
4.	Devgadhi Baria	15	2519
5.	Dohad	18	4490
6.	Santrampur	21	1429
7.	Lunawada	65	12948
8.	Sahera	4	19321
9.	Jhalod	12	2657
10.	Limkheda	7	1662
11.	Jambughoda	N.A.	N.A.

The contribution made by local rural communities has been spent on buying musical instruments for schools to organise prayers and to be made use of in cultural celebrations, white washing the school buildings, providing school uniforms to poor children, buying mats that could be used as seats for school children, constructing urinals, erecting fences around school compounds and such other purposes.

It was envisaged at the time of introducing the Panchayati Raj in the sphere of education that the administration of primary education would improve and in the decision making process the local leaders would be involved. This would result in prompt and quick disposal of work.

The items 22,23,24,26 and 28 deal with this aspect. These items have been assigned the mean score of around 3.

Firstly, it leads one to conclude that the supervision has been effective to an average level. But the fact remains that the teachers have been strongly protesting against the involvement of local Panchayat leaders at the Gram as well as the Taluka and District level, in the administrative affairs of primary schools.

So far as the supervision and inspection is concerned, the primary school teachers have nothing to say against the Departmental supervision. The only thing they oppose is the Panchayat leaders' interference in the work of schools. It is their argument that they do not possess adequate technical knowledge of educational matters. Secondly, they also oppose the interference of the local people. Thirdly, the system has only helped the increase in the number of bosses for them. Fourthly the teachers are made to force to serve the interest of their political party and they are also made a tool to further their interest in elections

which have become a bane of Panchayati Raj system. Fifthly, their unhealthy interest in effecting transfer of primary school teachers at odd times and to inconvenient places has made it 'Transfer Raj'. It is on account of such evils that the teachers desire that education should be taken away from the Panchayat bodies and should be organised and administered through an autonomous corporation or a council. This wide spread feeling was strongly expressed by 93.0 percent of the teachers and headmasters () with whom the investigator during his visits to primary schools and villages had an opportunity to discuss the impact of the Panchayati Raj on education.

From the above discussion it can be concluded that -

- (1) ^{cy}~~bureaucra~~ in the administration of primary education has increased to a considerable degree.
- (2) the teachers are being harassed and victimised.
- (3) the teachers' security of service has come to depend upon the good-will of the Panchayat leaders; and
- (4) the decision-making process has been concentrated in the Panchayat leaders who use this power not always to the best interest of the primary education.

The items 12 and 13 pertain to the free facilities of writing materials, uniforms and mid-day meals. In this respect also the mean score is low.

It will be interesting to examine the data obtained from the Annual Reports of the District Education Committee.
Mid-day meals :

A project of the mid-day meals is in operation in the primary schools. It is being conducted on behalf of CARE, and accordingly the project is in force in five of the backward talukas of the District.

Uniforms :

The project on school uniforms was sponsored by the Khadi Gramodyog Board. Under this project, the District Panchayat and Taluka Panchayat contributed Rs. 1 each and the gram Panchayat contributed 0.50 paise per child. Under this project 5.7 percent pupils out of total 196,136 pupils were given the school uniform.

The Item No. 16 pertains to Village School Library and Reading Room. It has a mean rating of 2 which means a low rating. The villages having school have been successful in establishing and developing reading rooms or library facilities. It leads one to conclude that progress in Panchayati Raj in this particular aspect has been below average.

The following table throws light on this :

TABLE - 5.33 : Facilities for Library and Reading Rooms in Village Schools.

Sr. No.	Year	Libraries	Reading rooms.
1.	1967-68	170	92
2.	1968-69	172	88
3.	1969-70	172	90
4.	1970-71	253	91
5.	1971-72	387	348
6.	1972-73	395	370
7.	1973-74	395	370

It will be seen from the above table that from 1967-68 to 1973-74 the library and reading room facilities have increased by 132.2 percent and 300.0 percent respectively.

In general it can be said that the mean rating for all the items is average and hence it can be concluded that the Panchayati Raj bodies have not achieved considerable extent of success towards the improvement of primary education. The hypothesis that is not sustained.

5.10 Composition and Other Related Facts about the Education Committee of the Gram Panchayats

Hypothesis - IX

The Ninth Hypothesis reads as under :

"The Education Committees in more effective Panchayats are expected to be better composed and well conducted than the Education Committees in relatively less effective set-up."

The Ninth Hypothesis pertains to the composition and other related matters about the Education Committee where it is constituted in the Gram Panchayats. The formulation of an Education Committee is voluntary for a Gram Panchayat. Therefore, it is of great importance to know the facts and factors that are responsible in those Gram Panchayats where Education Committees are set up.

As stated earlier 90 Gram Panchayats spread over different Talukas of the District in a set proportion are included in the sample. Out of 90 Gram Panchayats, only 36 Gram Panchayats have constituted their Education Committee. This has happened not only in the advanced and progressive Gram Panchayats ('A' type), but they are found also in less advanced ('B' type) and least advanced Panchayats. Actually more of the advanced Gram Panchayats have Education Committees than the less advanced Panchayats and the less advanced Panchayats each have in them more number of Education Committee than the least advanced Panchayats ('C' type). This is seen from the Table 5.34 given on the next page.

TABLE 5.34 : The Types of Gram Panchayats with or without Education Committees.

Gram Panchayats	Types of Panchayats		
	'A' Type:	'B' Type :	'C' Type
No. of Panchayats with Education Committees	3 (60.0 p.c.)	15 (30.6)	8 (22.2)
No. of Panchayats without Education Committees.	2 (40.0 p.c.)	34 (69.4)	28 (77.8)
Total Gram Panchayats.	5 (100)	49 (100)	36 (100)

It will be seen from the above table that among the 'A' type or advanced Gram Panchayats, 60 percent of them have Education Committees. This percentage is higher than what is obtained in the case of the 'B' type Gram Panchayats. In the 'C' type Gram Panchayats, only 22.2 percent have Education Committees. Thus the three types of the Gram Panchayats vary in the matter of constituting a Separate Education Committee. A Gram Panchayat having a separate Education Committee is an evidence of its advancement, progressivism and effectiveness.

The second factor is the average number of members represented on Gram Panchayats. In this factor, there also appears slight variation, as all the Gram Panchayats in the Panchamahals do not have, on an average, equal number of members on the Education Committee. The average

number of members sitting on the Education Committee is 4.1, for the 'A' type Panchayats, 3.3 for the 'B' type Panchayats and 3.1 in the 'C' type Panchayats. Thus, the Gram Panchayats do vary among themselves in the matter of the size of the Education Committee, but the variation is quite small.

The other factors operating in the relative effectiveness of the three types of Gram Panchayats in respect of the functioning of their Education Committee are briefly summarised in the Table 5.35 below .

TABLE -5.35: The Factors of Caste, Age, Education and Occupational Status in relation to the Three Types of Gram Panchayats

(Figures in percentages.)

Factors	<u>Gram Panchayats</u> <u>Having Edu.Comm.</u>		
	T Y P E S		
	A	B	C
1	2	3	4
(a) <u>Caste</u>			
(i) High Castes	69.00	31.00	-
(ii) Backward Castes	14.6	39.00	46.4
(iii) Others	57.6	41.0	1.4
(b) <u>Age</u>			
(i) Upto 40 years	60.00	29.00	11.00
(ii) 41-60 years	11.9	33.1	54.7
(iii) Above 60 years	-	-	-
(c) <u>Education</u>			
(i) Illiterates	20.00	30.00	50.00
(ii) Primary	50.00	35.7	14.3
(iii) Secondary	44.03	25.7	10.00

contd...

Table 5.35 contd...

	1	2	3	4
(d) <u>Occupation</u>				
(i) Farming		33.00	33.1	33.8
(ii) Business		23.8	39.2	37.00
(iii) Managerial jobs.		-	56.5	43.5
(iv) Others		-	54.4	45.6
(e) <u>Experience in Panchayat Administration</u>				
(i) Nil		-	10.00	17.00
(ii) 1 to 5 years		40.0	30.2	29.8
(iii) above 5 years		60.0	29.8	10.2

It is to be remembered here that the Education Committees of Gram Panchayats are quite small. They do not have more than 3 to 4 members.

The Education Committees of the 'A' type Gram Panchayats have more distinguishing factors than the 'B' type Panchayats. From the above table, it appears that the percentage of higher castes among the members is comparatively more, and the difference between the two percentages is 38. The percentage of younger (i.e. less than 40 years) is also more in the 'A' type Panchayats than is the case in the 'B' type ones. Here, there are 33.1 percent of middle aged membership (but leaning more towards old age) as against only 11.9 percent in the 'A' type Panchayats. In the 'A' type Gram Panchayats Education Committees, the proportion of illiterates is only 20 percent as against 35 percent of

the illiterates in the 'B' type Panchayats. A large majority of the members in the 'A' type Panchayats are farmers. This percentage is 80 as against 52.1 percent the 'B' type Panchayats. There are more persons with more than 5 years of experience with the Panchayati Raj Administration than is the case with the 'B' type Panchayats.

The same trend in variation appears between the 'B' type Panchayats and 'C' type Panchayats. The 'B' type Panchayats have more percentage of high caste members and less percentage of backward class membership than is the case with the 'C' type members in this respect. The 'B' type Panchayats have a higher percentage of younger members in the age-group upto 40 than in the 'C' type Panchayats. There are more illiterate members (50.0 p.c.) in the 'C' type Panchayats than the 'B' type ones (30.0 p.c.) Further in the 'B' type Gram Panchayats, the Education Committee has a higher percentage of members who are high school educated (35.7 p.c.) than in the 'C' type Panchayat Education Committees (10.0 p.c.).

In all the three types of Gram Panchayat Education Committee the proportion of the members engaged in farming is almost the same. The proportion of members doing business decreases as one moves from the 'A' type to 'B' type Panchayat Education Committees. The same thing happens when one

moves from the 'B' type to the 'C' type Panchayat Education Committees. There is a higher percentage of members of the 'A' type Panchayat Education Committees having more than five years experience of the Panchayat Administration than the corresponding members of the 'B' type and 'C' type Panchayat Education Committees.

The general picture of the Education Committee in the 'C' type Panchayats is unsatisfactory. And there are 50 percent of Panchayats having Education Committees, ^{in?} fall into this category. This sad fact of composition can be explained on the basis of the following :

- (1) The number of members per Education Committee ranges between 3 and 4.
- (2) In the Education Committees of the 'A' type Gram Panchayats, 69 percent of the members belong to upper caste, while in the Education Committee of the 'B' types of the Gram Panchayats, the proportion of the high caste members is only 31 which is less and nil in the 'C' type Panchayats.
- (3) More than 60 percent of the members of the Education Committees of all types of the Gram Panchayats are below 40 years' age.
- (4) So far as the educational qualifications of the members are concerned, there is nobody with university

education. At the same time it is a fact that the percentage of illiterate members varies from 30.0 to 50.0 percent. The greater the effectiveness of Gram Panchayats, the lesser the percentage of illiterates in the villages.

(5) Surprisingly it is to be noted that 80 percent of the members of the Education Committees of the 'A' type Gram Panchayats are farmers, while in the Education Committees of the 'B' and 'C' type of Gram Panchayats the percentage of farmers is a little higher.

A great majority of the members in the 'C' and 'B' types do not possess adequate education and experience. They have not much social and professional status. In respect of age also they do not seem to possess adequate level of maturity. This very factor has reflected in the quality of work of the Education Committees. These Committees have not been able to function at a satisfactory level so as to create a climate for universalising primary education, and as such in respect of achieving qualitative expansion and qualitative improvement in the field of primary education. Only in the 'A' type Gram Panchayats, the Education Committees have somewhat a better performance.

Where the Education Committees have failed to function effectively the operating reasons were something of the following types.

(1) Female members of the rural community do not come forward to advance the cause of universal, primary education and hence girls' education has suffered a lot.

(2) Many members do not have adequate understanding of the problems pertaining to education as a large majority of the members belong to backward class communities and a sizable proportion of the adult population is illiterate.

(3) The members of the Education Committee and the teachers of the school many a time have interpersonal conflicts owing to the lack of adequate understanding, of the role to be played by each of them and the educational powers and responsibilities vested in them.

(4) The members of the Education Committee are rather young and hence they are not having any maturity to deal intricate problems of primary education and with teachers having more educational maturity and urban influences.

(5) The self-centred leadership of the Education Committees does not help the teachers in getting correct census, discharging the tasks entrusted to them in the field of compulsory primary education.

(6) The Panchmahals District is economically backward and hence the members of the Education Committee are not in a position to raise funds and collect contributions

from the rural community to support the programme of development and improvement of primary education.

(7) The members of the Education Committee do not possess much social prestige.

Thus, the Hypothesis in which it was stipulated that the Education Committees in more effective Gram Panchayats are expected to be better composed and well conducted than those in the relatively less effective ones is borne out by the analysis of data regarding the Education Committees of the 'A', 'B' and 'C' types Gram Panchayats.

The investigator has incidentally studied the question whether the Gram Panchayats should have compulsory Education Committees. Though 54 percent of the sampled Gram Panchayats did not have an Education Committee, the majority of the opinion of the members who could think on such fundamental issues favoured the constitution of such a committee at the Gram level. They as well as the Panchayats where the Education Committees exist had also given some reasons for holding such an opinion.

- The problems of education of small villages will have a better focus and a sense of urgency;
- Education being of so crucial importance in development programmes that there should be a committee consisting of knowledgeable persons to guide the Gram Panchayats on

questions and issues of education of village people and their school-going children;

- The teachers of the local primary ^{schools} ~~teachers~~ will have better assistance;
- The school-community relationship will have a better opportunity to develop;
- There will be more extra-curricular activities like sports and games and annual sports competition in which children as well as the adult members of the village community and even girls and women can participate;

The respondents to the Tool have also suggested some guidelines for constituting the Gram Panchayat Education Committees. In the table given on the next pages are given eight categories of the persons who should be members of the Education Committee. The pooled preference of the respondents in terms of their numerical number as well as their percentage to the total respondents is given.

Out of the 54 respondents suggesting the number of members to compose the Education Committee 43 or 79.6 percent have suggested that the Education Committee should consist of 4 to 5 members. On the basis of this the following members would be included in the Education Committee according to the preference order given:

TABLE - 5.36 : Frequencies of Preferences by Respondents for the Members of Education Committee

Sr. No.	Member	Preference	Percentage.
1	Sarpanch or upsarpanch	31	57.4
2	Female member of the Panchayat	39	72.2
3	Scheduled Caste Member of the Panchayat.	33	61.1
4	Scheduled tribe member of the Panchayat	31	57.4
5	Principal of the neighbouring high school.	48	88.8
6	Rich merchant inhabitant of the village.	39	72.2
7	Members of the Panchayat who is knowledgeable in primary education	45	83.3
8	Anybody from the local community conversant with the problems pertaining to primary education.	48	88.8

- (1) An individual conversant with the problems of primary education.
- (2) Principal of the neighbouring high school.
- (3) Member of the Gram Panchayats who is familiar with the processes of primary education
- (4) Female member of the Gram Panchayat
- (5) A well-to-do villager residing in the village.

It seems that the functions of the Education Committee and the type of members suggested by the respondents have a sort of relationship because -

- (i) the members suggested in 1,2,3 would be able to deal with matters that are educational,
- (ii) the female member would accelerate the girls' education, and
- (iii) the well-to-do citizen of the village would release liberal contributions whenever needed.

It is also expected that the Education Committees should work on the right lines which would avoid conflicts and create confidence. In order to suggest these guide-lines the raters were asked to rate on the five point scale powers and functions to be assigned to the Education Committee on a five point scale. This is shown in Table 5.37.

TABLE - 5.37 : Mean Rating of the Suggested Functions of the Gram Education Committees

Item	Function (Tool No.6)	Mean Rating.
1	The Education Committee should advise the Gram Panchayat on all the educational items.	4
2	It would prepare Education Budget for village.	4
3	It would function as a Standing Committee of the Gram Panchayat	4
4	Decisions of the Committee should not be cancelled but they may be referred back.	2
5	It would shoulder the responsibilities of universalising primary education.	3
6	It would function in accordance with the advice of government officials on matters pertaining to educational development.	4

The above table reveals that out of the six items four items receive a mean score of 4. The mean score on items 4 and 5 is 2 and 3 respectively. The following guide-lines emerge for the Education Committee if it has to function effectively :-

- (1) Advising the Gram Panchayat on all educational matters.
- (2) Preparing budget for education.
- (3) Functioning as a standing committee of the Gram Panchayat.
- (4) Functioning in accordance with the advice of the Government officials in matters pertaining to educational development.
- (5) Shouldering responsibilities for universalising primary education .
- (6) Functioning as a subordinate body of the Gram Panchayat.

The respondents have also suggested the frequency of the meetings of the gram Panchayat Education Committees. The following table summarises the responses.

TABLE -5.38: Suggested Frequency of the Meetings for Gram Education Committee in a year

	1-3	4-6	7-10	Total
No. of respondents	19	45	33	97
Percentage	19.6	46.4	34.0	100.0

The above table indicates that 46.4 percent of the respondents feel that the frequency of the meetings of the Education Committee may vary from 4 to 6 during a year. This means that they have advocated ¹meeting per every two months.

It would be seen that the climate for constituting Village Panchayat level Education Committee is improving. The Village community is becoming conscious about the advantages of having separate Education Committees for the Gram Panchayats. There is also a growing opinion that on the Education Committees the knowledgeable persons who can advise and guide in developing the primary education in the village and also a person of resources and financial means should be there. Perhaps this would help in ^{raising} more funds for the village school could be forthcoming. The membership of the weaker sections of the village community is favoured so that their education and problems relating to it remain in focus. But how far their mere membership without their being active and energetic participation could help is a moot question. If the Sarpanch/Upasarpanch also sit as members on the Gram Panchayat Education Committee, they are likely to dominate the whole show, unless the membership of the Education Committee is powerful, active and of determined disposition to withstand the Sarpanch/Upasarpanch's domination and pressure. This could cut either or even both ways of

advantages and disadvantages. It can be a mixed evil.

As stated earlier, the analysed data presented earlier show that the Hypothesis IX stands.

5.11 Assessment of the Education Committees of Gram Panchayats

Hypothesis - X

The Tenth Hypothesis is worded as under :

"The various duties and responsibilities of Education Committees are expected to be well attended to by the members of these committees in a Panchayat Set-up which is rated high in terms of its effectiveness".

In the previous section, a discussion of the findings of the results of the present investigation in respect of the composition and functions of the Education Committees was discussed. In this Hypothesis, it is stipulated that as constitution of the Education Committees was found to vary with the qualitative Status of the Gram Panchayat, it is similarly envisaged here that the various duties and responsibilities being discharged by the 'A', 'B' and 'C' types of the Gram Panchayats would also vary, and that the Education Committees in a Panchayat set-up which is relatively more effective, will discharge their duties and responsibilities in a more satisfactory manner than would happen in the case of less effective or advanced Gram Pancha-

yats.

In Tool No.6 there are 20 items pertaining to the suggested functions of the Gram Panchayat Education Committee. Each function was rated by the respondents on a five-point scale. The mean rating for each item-function, was computed separately for the 'A', 'B', and 'C' types of the Gram Panchayats. It is expected that the mean rating for the various items would be higher in the case of 'A' type Panchayats than in the case of 'B' type and in the latter it would be higher than in the case of 'C' type Panchayats. The item pools and their corresponding mean ratings are given in Table 5.39 on the next page.

The first pool of items as seen from the above table refers to the conduct of drives for enrolment of children of compulsory age. The members of an Education Committee can play an effective and fruitful role towards enrolling the children of compulsory age-group. But the mean rating assigned to this item ranges from 3 to 2. This means that nothing substantial is being done in this direction. The fact that in the schools of 'A' type of Gram Panchayats there is more enrolment can be attributed to the following factors :-

TABLE - 5.39 : Mean Ratings of Duties and Responsibilities of Education Committees of three Types of Gram Panchayats.

Sr. No.	Items	Types of Panchayats		
		Mean Rating		
		T Y P E S		
		A	B	C
1	Conducting drives for enrolment of children of the 6-14 age-group.	3	2	2
2	Improving qualitative aspect of primary education.	3	1	1
3	Conducting and Managing students' welfare activities	2	1	1
4	Improving the school plant.	4	2	2
5	Reducing the rate of wastage and stagnation.	3	1	1
6	Conducting and arranging programmes for the eradication of illiteracy.	3	1	1
7	Building up healthy and cooperative school-community relationships	4	1	1
8	Creating motivating climate for primary education in the village	3	1	1
9	Conducting cultural activities in the village.	4	1	1

(1) All the Gram Panchayats of the 'A' type are in the advanced talukas of the district.

(2) These villages are highly concentrated with advanced communities.

- (3) Seventy percent of the members are from upper caste.
- (4) The proportion of literacy is high in these villages.
- (5) These villages are having a great deal of urban influences.
- (6) The villages are having secondary schools
- (7) The school community relationship is more healthy and cooperative.

The above discussion leads one to the conclusion that it is not the drives for enrolment which is responsible for high percentage of enrolment, but it is the educational and cultural setting of the village which is responsible for the high percentage of enrolment.

The investigator during his field-work has observed that the members of the Education Committees and of the Gram Panchayats are not sensitive and conscious in respect of enrolling pupils and conducting enrolment campaigns. More than 90 percent of the teachers allege that the members seem to entertain a notion that the conduct of such drives is not their job. They maintain that it is for the teachers to conduct such drives and get the pupils enrolled in their schools. Secondly the social and economic factors affecting the rural families as well as the conservative

village climate prove to be barriers in this particular respect.

The following table throws light on the number of the children enrolled in this village schools and also of the non-enrolled children of the school-age. The figures indicate that not strenuous efforts have been made to step up enrolment of the children of the school-going age.

TABLE - 5.40 : Pupils Enrolled and Not-enrolled in the Primary Schools of the District.
(1961-62 to 1973-74)

Sr. No.	P.C. of Children enrolled in the primary schools.	P.C. of children not enrolled in the primary schools	Year
1	82.83	17.17	1961-62
2	82.28	17.72	1962-63
3	83.47	16.53	1963-64
4	79.31	10.69	1964-65
5	78.08	21.92	1965-66
6	80.83	19.17	1966-67
7	75.59	24.41	1967-68
8	74.74	25.26	1968-69
9	72.64	27.36	1969-70
10	76.48	23.52	1970-71
11	75.78	24.22	1971-72
12	77.11	22.89	1972-73
13	63.03	36.07	1973-74

The table yields the following conclusion:

The percentage of children enrolled in the school

has instead of increasing considerably decreased. In the year 1961-62 82.83 percent of children of the total population of school age children were enrolled in the primary schools of the Panchamahals District; and 17.77 percent of the children of compulsory age-group out of the total population of the children belonging to the compulsory age were not enrolled in the schools- they had yet to be brought into schools. The percentage of children not enrolled in the schools has increased to a considerable extent from 17.17 percent in 1961-62 to 36.07percent in 1973-74. But in the 'B' and 'C' type Gram Panchayats, the Education Committees seem to have not succeeded to a considerable extent in improving the school plant. During his field observation, the investigator has found that many schools have Kutcha and small rooms which do not appear to be suitable for school purpose. Many primary schools are conducted in hired houses meant for residence; some of them also meet in OSSARIS (Verandas). Similarly, very little seems to have been done towards conduct of cultural programmes in the village in cooperation of the village school. This can be attributed to the following factors :

- (1) The villages and the Talukas are socially and economically backward.
- (2) Sixty percent of the Gram Panchayats do not have even Education Committees.

- (3) The members of the Education Committees do not seem to command prestige in terms of social, economic and professional status.
- (4) There is a lack of cultural and educational climate in the villages.
- (5) The rural community of the district, by and large, has to struggle hard to make both the ends meet in teeth of repeated failures of the monsoon season and spiral rise of prices of essential commodities of life.

This means that the members of the Gram Panchayats or the Education Committees have not completely succeeded in universalising primary education. It is possible that there may be geographical, physical, social, cultural and financial obstacles which might have proved unsurmountable. It is also a fact that they have not been able to secure substantial achievement in respect of qualitative improvement of primary education. The group of items dealing with this aspect has been assigned a mean rating varying from 3 to 1. This means that the Education Committees have come forward to help the teachers in improving qualitative standards of primary education in the schools of the 'A' type of Gram Panchayats, but in the 'B' and 'C' types of Gram Panchayats, the Education Committees seem to have not

succeeded much in improving the qualitative aspect of primary education.

The cluster of items referring to the improvement of school plant and conducting cultural activities in the villages of the 'A' type Gram Panchayats have been assigned a mean rating of 4, While the Gram Panchayats of the 'B' and 'C' types Panchayats have secured a mean rating of 2. This means that in the 'A' type of Gram Panchayats, the improvement of school plants has taken place. Cultural activities have also developed to a great extent there.

In this way the socio-economic factors as well as the cultural factors and traditional attitudes of the community have come in the way of any substantial achievement in expanding facilities for primary education and improving its quality in schools of the Panchamahals district.

Similarly on other categories of items pertaining to students' welfare activities, reduction of the rate of wastage and stagnation, carrying on drives for the eradication of illiteracy, creating a climate of motivation for the spread of primary education in the village, - in all these programmes The 'A' type of Gram Panchayats have been assigned the mean score of 3, which means that the 'A' type Gram Panchayats seem to have average performance in all these spheres, while the performance of the Education

Committees of the 'B' and 'C' types Gram Panchayats is below average.

The above discussions lead one to conclude that the various duties and responsibilities are well attended to by the members of the Education Committees in a Panchayati set up which is relatively more effective. To this extent the Hypothesis is sustained.

5.12 Assessment of the Role of a Taluka Panchayat in Primary Education.

Hypothesis - XI

It is formulated as under :

"It is expected that the Education Committees at the Taluka level carry out the duties and responsibilities entrusted to them more effectively and that there would be general agreement among concerned members, government officers and experts in education in this regard."

The Hypothesis is centred round the work in the sphere of primary education being done at the level of a Taluka Panchayat. In the original legislation on Panchayats in Gujarat (i.e. the Gujarat Panchayats Act, 1961), there was statutory provision to constitute an Education Committee at a Taluka level to discharge its duties and responsibilities in the sphere of primary education. However, this

statutory provision for a Taluka level Education Committee had to be abolished for reasons referred to earlier. This was done under the Amendment of the Gujarat Panchayats Act, in 1968. All the duties and responsibilities delegated at the Taluka level came to be transferred to the Executive Committee of a Taluka Panchayat which administers education along with development programmes in other prominent spheres of community development at a Taluka level. Therefore, the term 'Education Committee' used in the Hypothesis is to be understood to mean the Executive Committee of the Taluka Panchayat in the context of its assigned tasks in the sphere of education.

The Eleventh Hypothesis pertains to the effectiveness of the Education Committee (used in the restricted sense) at the Taluka level. The respondents for Tool No.8 were asked to state their own perceptions and views as to there should be or should not be statutory separate Education Committees at the Taluka level as was the case formerly. The frequencies of each reason put forward by the respondents in support of their answer are studied. The raters were also asked the sixteen items pertaining to the functions that are to be discharged at the Taluka level. The extent of agreement among the different types of raters - the members of the Taluka Panchayats, the Taluka Development Officer of each Taluka, officers of the Education Department and

Education Experts including the theorists among the University teachers - were studied separately for each of the 16 items of the Tool 8 by applying the statistics of chi-square.

The Table 5.41 given on the next page shows the frequencies of the reasons given by the respondents in support of their views as to whether there should or should not be an Education Committee at the Taluka level.

It would be seen that the bulk of the opinion expressed was against having a separate Education Committee at a Taluka level. The responses received on this issue reflect the fears that this Committee would be exploited by the members to use their political influence and pressures to exploit and harass primary school teachers as it actually happened in Gujarat between 1963 when the Panchayat Act was introduced and 1968 when the Section relating to the Education Committee at the Taluka level was removed from the Act by the Gujarat legislation. However, some reasons in support of the revival of the Education Committee at the Taluka level were also among the responses received. They are tabulated in Table 5.42 given on the next page.

TABLE -5.41 : Frequencies with Percentages for the Abolition of Education Committees at Taluka Level.

Sr. No.	Reasons	f
1	It only leads to increase the number of bosses and political pressure.	34(85.0)
2	The provision of an Education Committee means more wastage in terms of time and finance.	32(80.0)
3	The provision of an Education Committee leads to victimisation of primary school teachers.	34(85.0)
4	It creates more problems rather than solve them.	28(70.0)
5	The increased load of influences and pressures will affect badly the administration of primary schools at Taluka level	28(70.0)

N.B.: Figures in the brackets indicate percentages of the respondents on each item to the total respondents.

TABLE - 5.42 : Reasons in Support of Revival of Education Committees at the Taluka Level.

Sr. No.	Reasons	f
1	The provision of an Education Committee at the Taluka level helps in solving the problems.	11(100)
2	In the case of having an Education Committee at Taluka level, the Taluka Panchayat can devote more time to other matters concerned with its developmental tasks.	11(100)
3	It helps in quick decision-making at Taluka level.	11(100)
4	It contributes towards the decentralisation of powers, in the sphere of primary education to the rural community at Taluka level. The representatives of	

Table 5.42 contd..

Sr. No.	Reasons	f
	people are involved in the decision-making process which profitably helps in arousing community interest in primary education in rural areas.	11(100)
5	It assists in administering and managing the affairs of primary schools of a Taluka and as such the teachers and the administrators come in close contact with each other which ultimately results in better guidance and administration of matters that are educational.	11(100)

N.B.: Figures in the bracket indicate percentages to the total respondents.

The Tool 8 used by the investigator contains 16 items pertaining to the functions in the sphere of primary education delegated at the Taluka level. The χ^2 -square values of the responses to each of the listed functions were computed and whether they are significant or not were computed. The results are given in Table 5.43 given on the next page.

The respondents were asked to state whether the abolishment of Taluka level Education Committee was proper or not. They were also asked to state the reasons for their affirmative or negative answers. As can be seen from the table ~~the~~ majority of the respondents (70 percent or more) have stated that the abolition of Education

TABLE-5.43: Chi-Square Values of Duties and Responsibilities of an Education Committee at Taluka Level.

Item No.	Functions	Significant or not.	Chi-square value
1	To provide for mid-day meals in the schools.	N.S.	3.96
2	To supply free of cost text-books and writing materials to the poor children.	N.S.	2.98
3	To provide for uniforms free of charge to poor children.	N.S.	6.847
4	To undertake repairs of school buildings.	N.S.	2.564
5	Making the local school community centred.	N.S.	4.208
6	To conduct adult education classes	N.Sig.	18.92
7	To develop consciousness for education among the backward communities of the Taluka.	N.S.	8.311
8	To recommend transfers of teachers	N.S.	9.6
9	To procure land for school garden	N.S.	3.312
10.	To conduct a programme for improvement of qualitative standards of primary education.	N.S.	2.78
11.	To launch enrolment campaigns.	N.S.	11.61
12.	To conduct drives for regular attendance of children in school	N.S.	3.64
13.	To take census of children of compulsory age-group	N.S.	5.16
14.	To provide for raw materials for crafts taught in the school.	N.S.	6.303
15.	To undertake a plan for constructing houses for school teachers	N.S.	6.14
16.	Effective implementation of social education programme	N.S.	5.5

N.S. = Not significant. Sig. = Significant

Committee is a step in the right direction, because it leads to sheer increase in the number of bosses who create a lot of interference in the internal work of schools and persecute the teachers who bow down to the pressure put by the members of the Education Committee. The abolition of Education Committees, according to them is justified on the ground that such a provision leads to wastage in terms of time and finance, the victimisation of primary school teachers, and it will create more problems rather than solving them and the primary school administration will be pressurised. Thus about 70 percent or more of the respondents were of the opinion that there was no necessity of having an Education Committee at the Taluka level because many hindrances, acts of bossism and interference in the normal working of the primary school administration would result.

About 11 members out of 50 were however, of the opinion that an Education Committee is necessary at the Taluka level because of its various advantages. All of them are stated in the Table 5. 42 and briefly commented upon. They need not be repeated here. In a complex set-up like the Panchayati Raj it is necessary to decentralise the powers and to delegate them to the relevant authorities. As such the provision of the Education Committee will enable the rural community representatives to participate

freely in the process of decision making, thereby making it easy for the Taluka Panchayat to run the administration smoothly and effectively. Moreover, the involvement of members leads to better participation on their part and consequently to better results. Another advantage of having the committee is that the administrators and the teachers come in close contact in discussing and deciding educational matters. Thus, the Education Committee, according to some respondents has its advantages as well as disadvantages. Although nearly 78 percent of the respondents are not in favour of the Education Committee at the Taluka level, it appears that some of the disadvantages of the Committee referred to by them could be averted by reorganising the Committee and by actively involving the concerned people in decision-making process. The investigator is of the opinion that the advantages of having the committee outweigh the disadvantages. There is a lot of truth in the view that decentralisation of powers and responsibilities produce better results. It is equally true that the reorganisation of the Committee and greater involvement of the members will certainly reap better rewards for furtherance of the cause of primary education.

The respondents were also asked to give their opinion concerning the extent to which each of the sixteen different functions should be carried out by the Education Committee

at the Taluka level. The respondents were experts or knowledgeable persons in respect of primary education, They also included Panchayat Officers and Panchayat Leaders. They expressed their opinion on a five point scale with five denoting that the function should be carried out to a very great extent and one indicating that it should not worth to be carried out. The chi-square test was applied in order to see whether the respondents differ among themselves regarding their opinions expressed in five categories. The entries in the Table 5.43 show the Chi-square values for the 16 items along with the points denoting their significance. As regards the mid-day meals the respondents do not differ. The chi-square value of 3.96 is not significant. All the respondents believe that the programme of mid-day meal is a 'must' for the Education Committee. The respondents also do not differ as regards the provisions to be made for the supply of text-books, writing materials and uniforms free of charge to the poor children. The various frequencies for both the items spread in the first three categories and majority of the respondents ^{Seemed} to be of the opinion that these activities should be undertaken by the Education Committee. Also there is no disagreement among the members concerning the activities like repairs of school buildings, making the school community-centred, creating consciousness among the backward communities for

education, recommendation of transfer of teachers, procuring land for improvement of qualitative standards, starting a campaign for the enrolment of compulsory age-group children, making efforts for regular attendance of school children, preparing census reports of children of the compulsory age-group, providing raw materials for teaching crafts in schools, construction of residential quarters for teachers and effective implementation of social education programmes. The chi-square values are all insignificant, indicating that the respondents do not differ among themselves regarding the extent to which these activities should be undertaken by the Education Committee. The frequencies spread in the first few categories only. Thus, the respondents believe that the above mentioned activities should be undertaken by the Education Committee to a greater extent. The only item which the respondents disagree is about conducting adult education classes. Surprisingly, the respondents differ greatly among themselves on adult education classes. Most of the teachers in comparison to the leaders of Panchayat give a much less importance to this function. The running of adult educational classes is done by the District Education Committee, and the educators are the teachers who, for one reason or other, believe that the Education Committee should not give any importance to this function. In an interview with some of the teachers the

investigator could obtain some explanation to this stand taken by teachers. The explanation seems to be that the amount paid to the teachers for conducting adult literacy classes is much less, in comparison to the efforts that they make. Secondly, the adults do not appear to be sufficiently motivated and hence they do not come forward to learn. Since the adults belong to the labour class and since their houses are widely scattered in an area of about 5 sq. kms. it becomes difficult to bring them together in a single class. Moreover, they frequently migrate from place to place in search of employment. The various results about the success of adult education classes exist merely on paper. The figures denoting the success of adult literacy classes are mere paper figures, and they do not actually mean what they are supposed to signify. In reality the ~~illiterate~~^{literate} adults do have sufficient time to attend these classes but they are not at all motivated for attending the classes, as they see no value in acquiring more literacy.

Considering the trend noticeable in the responses of the experts, it becomes clear that the Hypothesis XI does not stand.

5.13 Democratic Climate in the District
Education Committee

Hypothesis - XII

The last hypothesis has the following wordings :

"The Meetings of the District Education Committee would be conducted in a democratic atmosphere".

In previous sections, the Education Committee at the Gram as well as at the Taluka level was discussed at length and the shortcomings as well as gains noticed in their working were examined and their implications were brought out through discussion based on data yielded by different research tools. The present Hypothesis deals with the Education Committee at the top level at the district. It was also shown earlier that in Gujarat, the District Education Committee has been vested with great powers and authority and as such it turns out to be a decisive instrument in effecting more or less progress in the sphere of primary education in a district set-up. The Twelfth Hypothesis tends to suggest that the proceedings of the meetings of the District Education Committee in the Panchamahals would be having more democratic atmosphere or climate. That is to say, that the meetings are so conducted that the leader is able to exercise his leadership role in helping the members to understand the needs and problems of primary

education of the Panchamahals District and involve them to the greatest possible extent in the decision-making process. The climate maintained in the meetings of the District Education Committee will be warm, frank and cordial and free from any pressure or intimidation. Each member would feel that he has a place of importance on the Education Committee without any discrimination of caste, creed, sex or social status and he has in him the potentiality to contribute ideas for the better administration of primary education in the district.

In studying the functioning of the District Education Committee, some significant variables such as caste, age, education, occupation, economic status, political affiliation are studied with a view to understanding the effect of various operating complex web of factors that contribute positively to or vitiate the democratic climate in an administrative organization.

The data used in the discussion of this Hypothesis are from the responses obtained on Tool No.15. The office of the Administrative Officer of the District was kind enough to supply data relating to the meetings of the Education Committee held between 1969 and 1973.

Ordinarily, a District Education Committee meets 7 times in a year. The average number of meetings actually

held per year during these five years comes out to be 7. This seems that the Education Committee meets more than average time that is prescribed for its meetings in a year.

The second characteristic of the meetings of the Education Committee held during 1969 to 1973 was that there was a ~~g~~orum at every meeting. This is a healthy sign. In democracy, members should realise that they should participate in all the meetings that are officially convened and they should participate in the meetings to the best of their abilities. No meeting had to be called off owing to the failure to have a ~~g~~orum at the meeting. This is also a welcome feature.

The third good feature is in all the meetings held, the Chairman of the Education Committee was present. This indicates the live and sustained interest taken by the leader of the District Education Committee.

The fourth feature is that the average number of resolutions passed by the District Education Committee comes out to be 143 or 20.4 per meeting. All these resolutions were passed without division - they were all unanimous. Thus, ^{it} there does not appear that the members of the District Education Committee are divided on any educational issue or problem. There appears to be a general agreement among

the members as to what should be done to achieve the expansion of primary education at a desirable rate and improvement of its quality.

The fifth welcome feature of the meetings has been the fact that no member has staged a walk out to protest against any proceeding or decision taken.

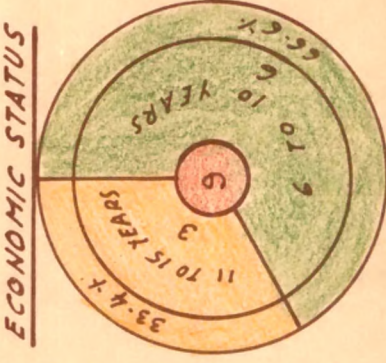
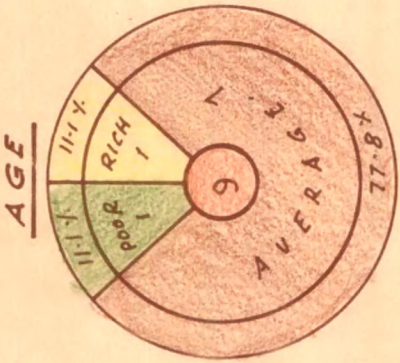
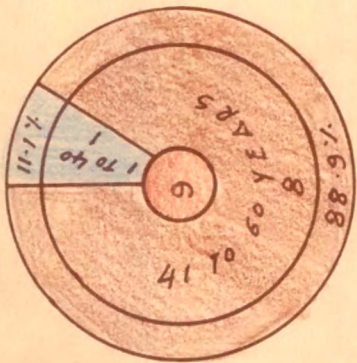
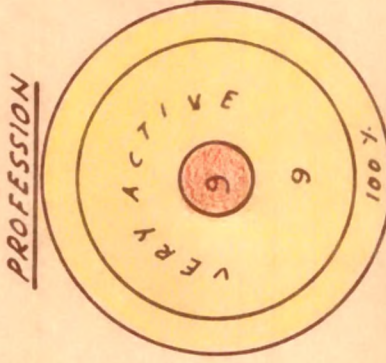
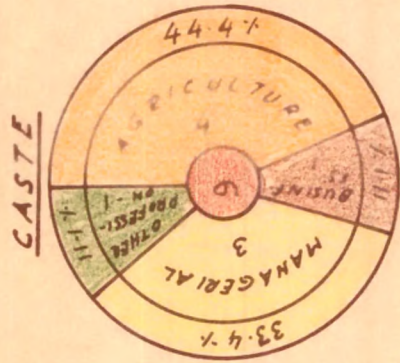
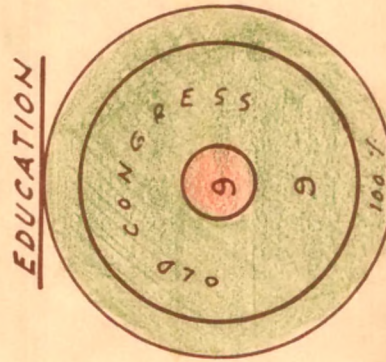
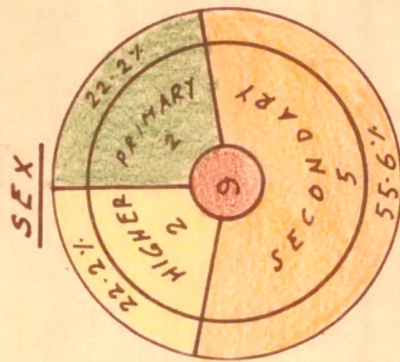
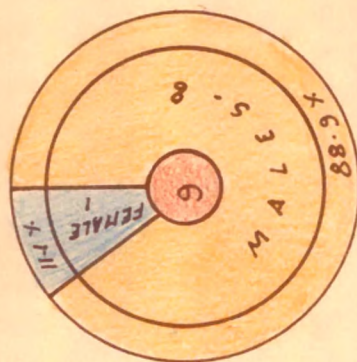
The sixth source of the strength of the functioning of the Education Committee is the fact that no meeting had to be postponed on account of any type of hindrance, foreseen or unforeseen.

Among the other characteristics of the meetings of this Committee are the facts that no appeals against any resolution passed by it was ever made in a court of law, no proceedings were undertaken to remove any member from the meeting on account of his undemocratic behaviour, no instance of moving a non-confidence against the chair has been registered and no special meetings had to be convened to discuss matters that could not be taken up at ordinary meetings.

It is possible to account for this fine performance record of the Panchamahals District Education Committee despite the fact that the district is a backward district socially, economically and educationally. In the Education Committee at the district level, the majority of the members

SOME DIMENSIONS ABOUT THE MEMBERS OF DIST. EDUCATION COMMITTEE OF PANCHMAHALS DIST.

CHART-27



have political affiliation to the Old Congress party led by Shri Morarjibhai Desai. One good feature about this is that there is no political conflict infiltrating in the proceedings and decision-making process of the Education Committee. The political affinity has proved to be a Cementing force and, at least in the case of the Panchamahals District, it has helped the cause of education within the limits set by social, economic and cultural factors that have also their powerful impact on educational developments. The political affinity is not to be equated with narrowly conceived political interests. The members are devoted Old Congress Party followers, but they are also devoted social workers. The interest of the social development of the district is at their heart. Being front rank political and social workers, they seem to have realised the fact that without the development of education, the social as well as economic developments are not possible. Still, however, the leadership - the members are subjected to some criticism in some quarters to the effect that members attend the meetings to earn the allowances they are entitled to under Panchayat Rules.

There are some other pertinent facts about the members of the District Education Committee which throw some further light on its functioning.

The District Education Committee consists of 9 members

Six of the nine members belong to the backward castes as against three coming from higher caste groups. The differences in castes are not at all reflected in the proceedings of the Committee which is again a welcome feature and speaks for the democratic functioning of this body. The majority around 77 percent belong to the matured age-group of 41-60. The members are all educated persons, with around 44 percent having primary education, 22 percent having secondary education and the remaining 34 having received higher education. They all do not belong to high economic group. Only three of the members can be said to be pretty rich, with other 4 belonging either to the middle income group and the remaining 2 belonging to the below average income group. As stated earlier, all the members are well known political, social and public welfare workers in the district. They are pretty active in their public work, and six of them have good name and good record of selfless and unstinted service to the cause of people welfare.

For the assessment of the work of the District Education the investigator has constructed Tool No.16, It seeks to evaluate the proceedings of the Education Committee. The raters are the members of the Education Committee, the Administrative officer, the District Development Officer and other prominent leaders in know of the functioning of the Education Committee over a period of time. The

evaluation is done on a five-point rating scale and it is a pooled judgement or rating of 10 to 15 raters.

TABLE -5.44 : Assessment of the Proceedings of the Panchamahals District Education Committee

Sr. No.	Characteristics of the Meetings	Mean Rating Score.
	Dominant and Authoritarian role of the Chairman	3
2	Dominant and prominent role of the Administrative Officer.	2
3	Democratic role of the Chairman as guide and path-lighter	3
4	Dominance of some member or group.	1
5	Passive role of the members	2
6	Passive role of the woman member	2
7	Passive role of the Harijan member	2
8	Passive role of the Tribal representative	2
9	Monopoly of the high caste members in the decision-making.	2
10	Decision-making coloured by political overtones.	2
11	Political pressurisation in decision making.	2
12	Decisive role of the officials	1
13	Peaceful and harmonious proceedings.	4
14	Moisy and conflict generating meetings	1
		Mean 2.2

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The Panchamahals District Education Committee
in Session



The Chairman addressing the meeting

It is possible to make some deductions about the proceedings of the District Education Committee on the basis of the pooled mean ratings given in the above table:

(1) The chairman of the Education Committee seems to be a dominating personality but the rating of 3 indicates an average level.

(2) The rating on the role played by the Administrative Officer of the Education Committee indicates that he is not at all a dominant and dictatorial type of person. Perhaps, in the Panchayat setting, his role is not so prominent as it used to be the case in pre-panchayat District school Board.

(3) The Chairman of the Education Committee does exercise his role as a path indicator and helper. This democratic role has not yet become prominent, because people in our country have not been sufficiently exposed to situations in which they learn to play a dominant democratic leadership role of a friend, philosopher and guide.

(4) The members of the Education Committee being a well coherent group with ties of common political, social and educational ideas, there is very little scope for any individual or a group to assume a role of dominance.

(5) The composition of the Education Committee gives one an impression of a coherent and well adjusted political-cum-social welfare oriented group. As a result of that members follow the leadership provided by the Chairman. Therefore, the members, by and large, accept the guidelines provided by the Chairman and endorse the decisions taken without any rancour or bickering. In this perspective, the participation of members, especially of the members from the weaker sections of the community like Harijan member, scheduled tribe members or woman member appears to be passive, i.e. they do not add to the noise or even to democratic decisions taken at the meetings. They simply give their consent.

(6) The incidence or degree of monopoly by high castes shows signs of diminishing.

(7) The decision-making process being coloured by political factors is also at low ebb. There appears to be very little political pressurisation in decision-making pertaining to education.

(8) The decisive role of Government officers which used to be prominent in the past have become quite small in the Panchayat Administration, as popular leaders can effectively exert against them. Not only that, they even dominate the officials and even experts. The democracy has

swung to the other extreme.

(9) The proceedings of the meetings of the Education Committee are smooth, peaceful and harmonious. There is little noise heat and challenging voice being heard these days in Panchayat Education meetings.

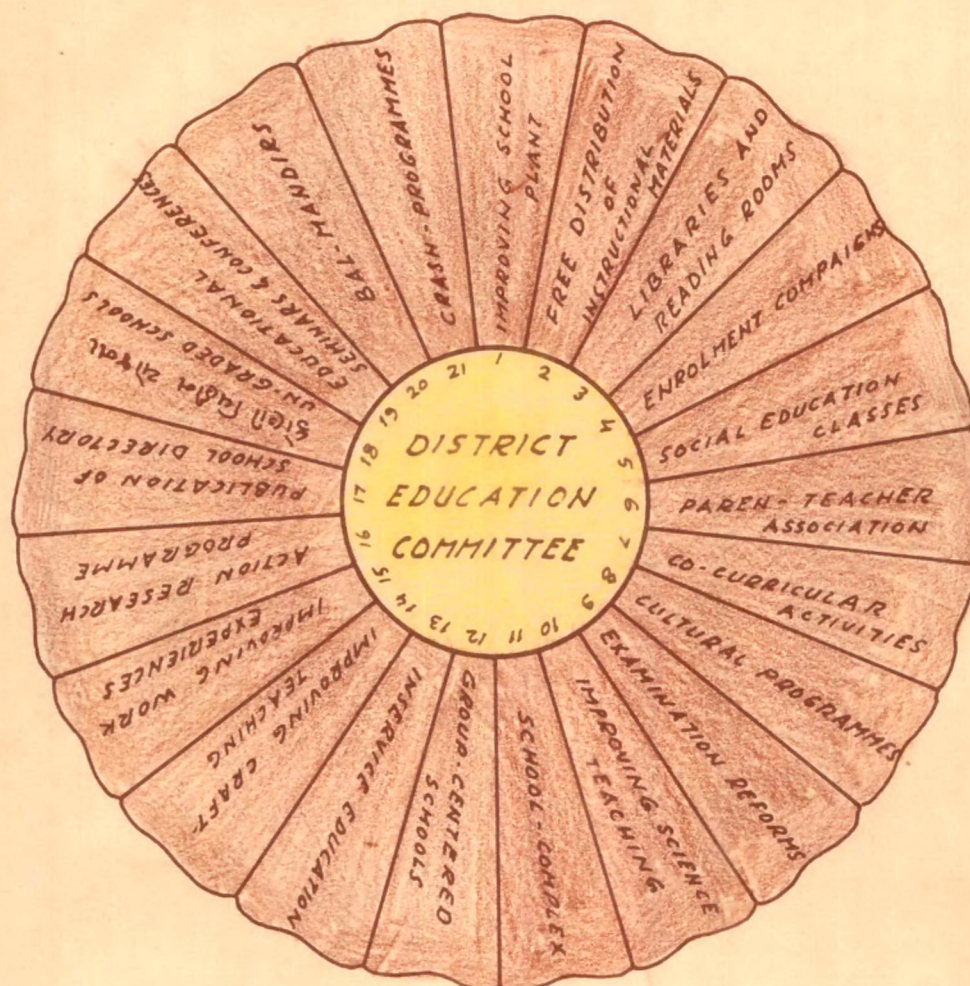
In conclusion, it may be said that at least so far as the District Education Committee of the Panchamahals District is concerned, a democratic climate has been built. The leadership is fairly effective. There prevails accord on educational policy and decision making. Members welcome and follow the lead given by the Chairman.

As is well known, the Administrative Officer is a government official working as the secretary in the meetings of the Education Committee. He is expected to provide technical guidance. The assessment of the A.O.'s role shows that he has not been successful in establishing his image and prominence. But the pattern of official and non-official relationship is free from conflicts. It can be concluded from the observations and personal experiences of the investigator that the official leadership has accepted its subordination to the unofficial leadership. It is true that a majority of the members including the only female member remain passive. Only some of them at times are expressive. But this does not mean that there is a lack of open, healthy

and democratic climate, wherein the members do not feel free to express themselves. But the fact is the members do not feel it necessary to talk about educational matters, when they are well taken care of by the chairman and the A.O. Sixty five percent of the leaders and headmasters, 48 percent of the Panchayat officials and 46 percent of the Government Officials have expressed the view point that the members are not interested in educational matters but in allowances that they get. That is why as many as 20 resolutions on an average get passed per meeting which lasts for 1 hour at the most. It has also been pointed out by the teachers, headmasters, and also the Panchayat Official that the interest of the members is focused on two focal points viz., appointments and transfer of teachers. Further, the significant fact is that at all the levels - Gram, Taluka and District the backward class leadership is fast emerging. In his talks with the Sarpanchas belonging to the backward communities, especially in Santrampur, Jhalod, Dohad and Limkheda Talukas, the investigator could notice the feeling that high caste dominance is over and now it is for the backward class communities to get hold of the leadership at all the levels.

On the basis of the discussions it can be concluded that the high caste group is not in a position to exert its prominence in the Panchamahals at the district level. The following factors can be accounted for it :

ACTIVITIES AND PROGRAMME OF
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 (PANCHMAHALS DIST.)



- (1) The Scheduled caste and scheduled tribe members have become conscious of their rights and political value;
- (2) The high caste group has not been able to develop disinterested and devoted leadership.
- (3) The district is highly concentrated with scheduled caste^s and scheduled tribe^s communities and as such the expansion and improvement of primary education is directly related to the development of scheduled caste and scheduled tribes.

In the whole of the district there is a wide spread influence of social workers inspired by Gandhiji. Hence there are not much political diversions except that in Devgadhi Baria and Jambughoda talukas the ex-rulers and their agents and in Godhra Taluka the ruling congress respectively have their influence and conflicts.

In this way the above discussions leads to the conclusion that the meetings of the District Education Committee are conducted in a more democratic way. The Hypothesis, therefore, is sustained.

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5.14 Conclusion

It may be recalled that in Chapter III, five major objectives were formulated for the present study. It will now be possible on the basis of the results of the study, to say to what extent the objectives are realised.

- (1) The first objective^{is} related to the characteristics of leadership in the Panchayati Raj bodies at the Gram, Taluka and District levels. The results showed that the leadership qualities possessed by the leadership at all the three levels, viz., Gram, Taluka and District are of average quality. However, the leadership of the Taluka level is somewhat higher than the average in the 'A' type Taluka Panchayats than the 'B' and 'C' types of Taluka Panchayats. The leadership in 'A' type Gram Panchayats is found to be better than average than in the 'B' and 'C' types Panchayats in personal qualities, leaders' qualities, and democratic attitudes and behaviours. The general conclusion is that the leadership at the Gram and District level in the Panchamahals is of average abilities, while at the Taluka level, it is higher than the average in respect of personal democratic behaviour and social work attitude and record.
- (2) The second objective pertained to the study of the leadership role. The over-all finding of the investigation is that the leaders of Panchayats at all the three levels have not been able to play their role effectively to a considerable extent.

(3) The third objective was focused on the relationship between leadership behaviour and democratisation of administration of primary education. In this respect also the performance, was found to be average in the advanced type('A' type) of Panchayats and below average in the 'B' and 'C' types of Panchayats.

(4) The fourth objective was about the effectiveness of the Panchayat leadership in the development of primary education in the district. The finding is that the effectiveness is small. Only in 'A' type Panchayats some success is noticeable. The picture of development is gloomy particularly in the 'C' type Panchayats. In the 'B' type Panchayats, it is slightly better than that in 'C'.

(5) The fifth and the last objective was to take a stock of the progress that could be achieved under the Panchayati Raj in the Panchamahals District during the period 1963-1973.

The results of the present study shows that 'no appreciable advancement has taken place in the sphere of primary education. On the contrary, in terms of percentage, the enrolment of children of the Scheduled Tribes, scheduled castes and of female sex showed a decrease. In bare number, however, the increase has been registered but the size of expansion is rather small in perspective of the high rate of population growth.

By and large, the leadership in the Panchayats at all the three level is of average quality in respect of their basic equipment, leadership behaviour and effectiveness, and it seems to have proved not effectively enough to accelerate the growth and development of primary education in Panchamahals.

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