

CHAPTER - III

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We should not be ashamed to acknowledge truth and assimilate it from whatever source it comes to us, even if it is brought to us by former generations and foreign peoples. For him who seeks the truth, there is nothing of higher value than truth itself; it never cheapens or abases him who searches for it, but enables and honours him.

- Yakub Ibn Ishak al-Kindi

(9th Century A.D. - Iraq)

CHAPTER

THREE

RESEARCH DESIGN :

MATERIALS AND METHOD

3.1 Introduction

The institution of the Gram Panchayats has a long history in India rooted in our very culture itself. In the past, they were little republics in almost every big village, which were self sufficient units. Their leadership was strong, unselfish, and democratic, wedded to the pursuit of the high ideal of community welfare and service. The Panchayats displayed group dynamism and cohesiveness of high order, and functioned through the device of group decision-making with alert but unified mind. The leadership in the Panchayats served more as guiding, co-ordinating, integrating and development force rather than as an agent of directing and controlling which generally prevent free growth of individuals and the community. During the British rule, as pointed out by the

Royal Commission on decentralisation (1907), the autonomy formerly possessed by the gram panchayats had disappeared. It is possible that the quality of leadership must have been also seriously impaired during this period owing to the growing tide of communalism, the dominance of caste, the blind hold of religion and disintegration of rural communities. This had weakened the attitudes and interest of the people in the community welfare and service as a consequence of raising its ugly head^y individualism, and self-interest becoming dominant in social and economic pursuits. During the British Rule, laws for establishments of gram panchayats on voluntary basis and Taluka/District Local Boards were created. But they had limited functions, too few resources and too little autonomy. The leadership was often bureaucratic, more faithful to the alien Government and was only superficially earnest for community development and public welfare if that gave it prestige and status. It shirked from decisive acts and enforcement of vigorous acts for the fear of alienating people at the time of local board elections. The local self government institutions of the British period could not, therefore, serve as strong centres of democratization and community development.

After the attainment of independence in 1947, two major events - the legislation of Article 40 of our constitution and the recommendations of the Balwantrai Mehta Committee

on democratic devolution of powers and responsibilities to three tier Panchayat Raj within a district ushered in an era of rich promises and possibilities.

Under the Gujarat Panchayat Act, 1960, a three tier Panchayati System actually started functioning in the State from 1963 excepting in the Dangs District, This aspect has been dealt with comprehensively in Chapter I. The Act created organisation and popularly elected leadership at the levels of the gram, taluka and the district. But the law had to be amended twice in the course of only a decade following its enactment, as it revealed some serious shortcomings in its working.

After the enactment of the Panchayat Act, as also explained earlier, the erstwhile District School Boards were abolished and their powers and responsibilities in primary education were entrusted to the newly created Panchayati Raj bodies. Under the Act, there is a mandatory Education Committee, with a special status, created at the district level. There is also provision for the constitution of Education Committees at the Taluka and Gram level, but it is on voluntary basis. Under the Act, there has been significant transfer of powers, functions and duties in all development sectors, including primary education, at the three layers within a district. Liberal funds are also provided to the Panchayati bodies

along with the transfer of development activities. There is also a built-in scheme for further devolution of powers and dispersal of authority.

In this context, the question of leadership at the gram, taluka and district level has become very crucial. It has become almost decisive for the success of the new experiment of democratic decentralisation. It is often alleged that it is mostly on account of the emergent weak and self-centered leadership and inadequate financial resources that the new venture of the Panchayati Raj has met with doubtful success. And it is perhaps on these very two issues that it would meet its doom. The research evidence on leadership in the Panchayati Raj bodies has not been very encouraging in respect of its constructive contribution, ~~and~~ and it did not ~~augur~~ well for the success of the experiment. For instance, Dr. H.R. Joshi's findings about the Panchayats in South Gujarat which were also reviewed in the previous Chapter, are the following:

- (1) It is found that most of the leadership in the Panchayats lack capacity to fulfil the role assigned to them of democratisation and development.
- (2) Its actual performance in the many development tasks involved in its duties in the sphere of administration of primary education has not been adequately and effectively discharged.

(3) Caste continues to be an important, though not exclusive, factor in the selection of leadership.

(4) Leadership belongs to higher caste groups, as well as lower caste groups, but a larger percentage of it belongs to castes intermediate between higher castes and lower castes.

(5) The office of the Sarpanch enjoyed by higher caste group is far in excess to the proportion of their numerical strength in population.

(6) The gram leadership belongs predominantly to farmer.

(7) It also belongs to middle income group.

(8) Almost all leaders of the Panchayati Raj bodies have political affiliation, and a majority of them belong to the ruling Congress Party.

(9) The leadership of the Panchayati Raj bodies has not been altogether free from political pulls and pressure, and it cannot be said that its sole concern is the welfare of and service to the local rural community.

(10) The leadership is not adequately well-educated. In most cases, their education has not gone beyond lower primary or higher primary stage.

(11) But the saddest part of it is that the leadership has not been always selfless and free from many evils of corruption, nepotism, favouritism, exploitation,^d power-craziness.

The assumption is that leadership in the Panchayati Raj bodies, in Gujarat in the decade of 1963-64, has not emerged as bulwark of the democratization, development and welfare, oriented, honest, selfless service to the cause of rural community development.

The present study has taken up the question of the study of the effectiveness of leadership primarily at the Gram Panchayat level in respect of development of primary education in Panchamahals District, though the leadership at the Taluka as well as the district level is also dealt with but not in depth. The leadership at the taluka and district level is also studied for comparison, and also for the study of its role in development. The focus is on the evaluation of the part played by the leadership within the district in the realm of administration of primary education.

3.2 The Problem

The understanding of the role of leadership whether at gram level, or taluka level or district level would require some knowledge of the total organisation within which the leader acts out his role. Leadership role in educational matters involve such things as awareness and understanding of the problems, examination of pros and cons of the problems jointly in a meeting with other members widely differing in background, proper decision making, Communication

pattern may be highly complex with many changes of distortion or improper transmission, the leader may or may not be empowered to take decisions on certain matters, there may or may not be proper co-ordination among leaders functioning at different levels in an organization, the person who is to implement the decisions may receive contrary information from two different leaders. Some of the important issues which are to be studied are : What type of educational problems are dealt with in a Panchayat meeting? How do the members become aware of these problems? In what manner are the decisions taken? How are these decisions communicated? How many of these decisions are implemented? How much effective is the leader in taking certain important decisions? These and many other related issues are dealt with in this investigation by examining the complex web of relationships among leaders working at three different levels. In view of this it is hypothesised that the leaderships at the Gram level, Taluka level and District level function effectively with full knowledge of position, power, status, and authority and that there is no conflict among these leaders in matters pertaining to the areas of decision making and communication of these decisions to appropriate persons.

The problem of the present study is worded as under :

"Role of the Panchayati Raj Leadership in Expansion and Improvement of Primary Education in Panchamahals District."

It will be seen that the major emphasis in the study is on the composition and behaviour of the leadership in the Panchayati Raj bodies in relation to its role in the development of primary education in the Panchamahals District.

The Gram Panchayat constitutes democracy at the grass-root level. It is the very foundation of the Panchayati Raj. The success of the experiment of the Panchayati Raj would largely depend on how strong its base is. viz., the leadership at the Gram Panchayat. In the study, therefore, a major emphasis will be placed on the study of the leadership at the Gram Panchayat, as represented by Sarpanchs. It is largely this leadership which could play a stimulating role in the improvement of primary education in rural areas. The experiences of Western Countries in this respect have been extremely encouraging. The close association of the local community with the running of the local school invariably proves rich and rewarding.

But in the Panchayati Raj, a larger role for expansion of primary education is done at the district and the taluka levels. The Gujarat Panchayat Act, 1961 has created mandatory Education Committee at the district level which is endowed with large and decisive powers in the administration of primary education. Certain important functions in primary education are also delegated at the Taluka level. It would,

therefore, be necessary to study leadership at the district and taluka levels also. The study would, therefore, attempt to evaluate the effectiveness of the role of the leadership at these two higher strata in respect of growth and development of primary education in the district.

The study of leadership will be limited to composition as well as behaviour. In composition, factors such as age, education, occupation, economic status, background in social service and in education will be studied. The leadership behaviour will be studied in the context of meetings and proceedings of the Panchayati Raj bodies, understanding and grasp of the problems of universalising primary education, and the efforts actually made in vital areas which are :

- (1) improving enrolment and attendance of village school children of the age-group 6-14;
- (2) enriching the school plant, and its instructional aids and materials;
- (3) adoption of welfare measures for needy and poor children;
- (4) reduction and control of the twin evils of wastage and stagnation and improving standards of instruction and learning in rural schools; and;
- (5) expansion of financial resources for administration of local rural schools,

(6) ensuring security of service for primary teachers and maintenance of teacher morale.

The role of the leadership in conducting meetings of the Panchayat bodies and in decision-making in a democratic way is also studied. The democratic leadership and dynamism of the leadership is judged on the basis of the degree and nature of participation of the members in the proceedings of their respective body.

The effectiveness of the leadership is also studied through the over-all actual accomplishments in the fields of universal, compulsory and free primary education, the spread of adult literacy and the growth of Community social institutions set up in the gram and within the taluka and the district.

Thus, the present research constitutes an attempt to study objectively and comprehensively certain important ingredients or elements in leadership in rural communities as reflected in the Sarpanchs^a of the Gram Panchayats, Presidents of Taluka Panchayats and Chairman^{of} the Education Committee of the Jilla Panchayat in the Panchamahals District.

The present study is projected in the Panchamahals District. This has been done with five main reasons in mind.

Firstly, the Panchamahals District is socially, economically and educationally one of the backward districts of Gujarat State. It is in backward districts areas that the Panchayats have a more crucial role to play and leadership therein ^{is} a ~~State~~ and a great challenge. If the Panchayati Raj means 'democracy' and 'development', its acid test is in backward areas with predominantly rural setting and infra-culture. Secondly, the Panchayati Raj has begun to imbibe political overtones in increasing degree. Political parties have a field day in areas which are largely inhabited by weaker sections of scheduled tribes and scheduled castes. The Panchamahals, as will be seen shown in the next Chapter, has a vast population of these weaker sections of the rural community. A study focused in the Panchamahals will be really revealing in respect of the political dimension of the rural leadership and the political impact on the administration of primary education. Thirdly, in the Panchamahals District, the Social workers have a fairly long history and tradition. Education is a social service particularly among backward communities like tribal people and Harijans. Therefore, the Panchamahals District provides a good scope to understand the impact of a ~~Climate~~ climate for social service on the emergent Panchayat leadership and the latter's impact on the diffusion of education. Fourthly, a backward area with low adult literacy and weak economy can serve as a laboratory to test conditions which are favourable or antago-

nistic to the success of measures of enforcement of primary schooling. The allied emergent problems like universality of school provision, universality of school enrolment and universality of retention acquire a more realistic and challenging situation in backward and illiterate communities. The Panchamahals District provides ample testing situation for this. And lastly, there has been a need to study the impact of the Panchayati Raj in Eastern Gujarat, as the South Gujarat districts were covered in an earlier study by Dr. H.R. Joshi, Dean, Faculty of Education, South Gujarat University and the North Gujarat is being studied by Principal V.A. Patel of the Sarvajanic College of Education, Godhra. With the present study focused on the Panchamahals District, the East Gujarat will be covered, and only a study of West Gujarat - Saurashtra and Kutch would be necessary to complete a comprehensive assessment of the impact of the Panchayati Raj on the administration of primary education in Gujarat.

The present study is limited to only rural areas, and the areas of Nagar Panchayats are not included in it. This has been done, assuming that it is more in rural habitations than in urban habitations that the issue of the Panchayat leadership acquires a real focus and meets more its challenges. There is in it both a challenge and an opportunity. Therefore, from the scope of the present study, the Nagar Panchayats in cities are excluded.

For the sake of clarity and to lend exactness, some technical terms that will be frequently used in the present study need to be defined or explained.

Panchayati Raj : It means Gram Panchayat at the gram level, the Taluka Panchayat at the Taluka Level and the District Panchayat and its District Education Committee at the district level. These three tier bodies are understood in the same sense in which they are understood in the Gujarat Panchayats Act, 1961 as modified upto 30th November, 1973.

Leadership : The term is broadly used to denote elected leaders as members of the Gram Panchayat; Taluka Panchayat and District Education Committee, and specifically used to refer to the Sarpanchas of Gram Panchayats, Presidents of Taluka Panchayats and Chairmen of the District Education Committee.

Role : It is interpreted to denote the part played and the impact it made on the expansion and development of the following :

- (a) Opening of primary schools in school-less villages;
- (b) Construction of school buildings and their maintenance.
- (c) Equipping local primary schools with the necessary furniture and instructional materials and aids;

- (d) Improving the school environment and climate;
- (e) Enrolling all children of compulsory school age in schools, and vigilant enforcement of the law;
- (f) Working towards effective reduction of stagnation and wastage;
- (g) Making provision for ancillary school services such as supply of free milk and lunch packets, of free school uniforms as well as writing and reading materials to economically poor children;
- (h) Launching literacy drives;
- (i) Expanding facilities for libraries, reading rooms, recreation for school children as well as local community; and
- (j) Improving local initiative, interest and motivation.

Gram : An area where the local population does not exceed, 10,000.

Nagar : An area where the local population exceeds 10,000 but does not exceed 20,000.

District : As constituted from time to time under the Land Revenue Code of Gujarat Government.

Taluka/Mahal : As constituted from time to time under the Land Revenue Code of Gujarat Government.

Gram Panchayat : As constituted under Section 12 of the Gujarat Panchayat Act, 1960 (modified upto 30th November, 1973)

Taluka Panchayat : As constituted under Section 14 of the Gujarat Panchayats Act, 1960 (modified upto 30th November, 1973)

District Panchayat : As constituted under section 15 of the Gujarat Panchayats Act, 1961 (modified upto 30th November, 1973)

District Education Committee : As constituted under sections 131 and 132.

Administration (of Primary Education): The term refers to planning, leadership, decision-making, coordination, supervision, control and quality maintenance and improvement of primary education.

Primary Education : The term being imparted refers to imparting instruction in primary school classes upto class IV or class VII.

Beat : A division of a taluka for the purpose of supervision and inspection of schools.

Tiers of the Panchayats : The three levels, viz., the Gram, the Taluka and the District.

Levels of the Panchayats: Same as 'tiers of the Panchayats'.

3.3. Objectives

As emphasised in the preceding sections, the major purpose of the present research work is to study the role of the leadership in Panchamahals District in the Panchayati Raj Bodies at all the three tiers with respect to the administration of primary education in the district. However, its

specific objectives are formulated as under :

- (1) To study major elements or characteristics of leadership in the Panchayati Raj in Panchamahals District at the gram, taluka, and the district levels, in the context of administration of primary education;
- (2) To study the leadership role in the Panchayats in relation to ^{its} status and position.
- (3) To relate leadership characteristics and behaviour in the Panchayats to the success achieved in democratization of the functioning of the Panchayats in general and in the administration of primary education in particular.
- (4) To relate leadership characteristics and behaviour in the Panchayats to the success achieved in the development of primary education in the district.
- (5) To review the advancement accomplished in respect of several dimensions of primary education in Panchamahals District in the overall perspective of the leadership elected at the Gram Panchayats, Taluka Panchayats and the Jilla Parishad (Education Committee).

3.4 Methodology

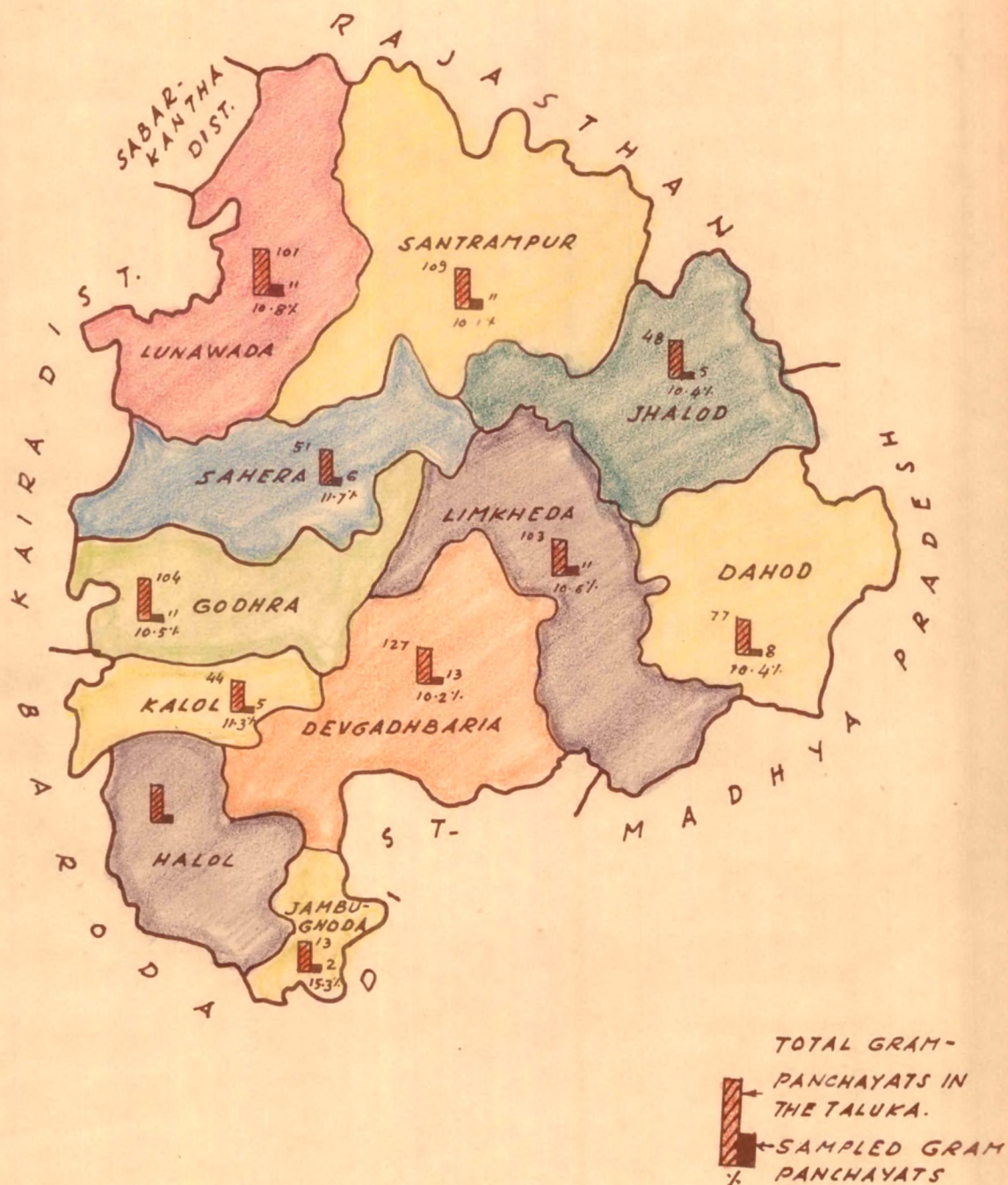
The methodology used in the present research work pertains to the realm of Normative Method. It is based on data collected through questionnaires, Interviews and Field Observations. It uses the device of stratified proportionate sampling. It also makes use of previously done researches, a good deal, for the purpose of comparison.

(a) Sample : The sample used in the study consists of all the Sarpanchs and Up-sarpanchas of 90 Gram Panchayats, and vice-presidents 22 Presidents of the Taluka Panchayats and the Chairman and Vice-Chairman of the Education Committee of the Jilla Panchayat of Panchamahals District.

TABLE : 3.1 : The Sampled Gram Panchayats of Panchamahals District Whose Leaderships were studied.

Sr. No.	Taluka	Total Gram Panchayats in the Taluka.	Sampled Gram Panchayats.	Percentage.
1	Godhra	104	11	10.5
2	Kalol	44	5	11.3
3	Halol	68	7	10.3
4	Shahera	51	6	11.7
5	Lunawada	101	11	10.8
6	Santrampur	109	11	10.1
7	Zalod	48	5	10.4
8	Dahod	77	8	10.3
9	Linkheda	103	11	10.6
10	Devgadhi Baria	127	13	10.2
11.	Jambugodha	13	2	15.3
		845	90	10.6

THE SAMPLED GRAM PANCHAYATS OF
PANCHMAHALS DISTRICT



It will be seen that about 10 percent of the total Gram Panchayats in the district in each of the 11 talukas of Panchamahals District are covered in the sample. The sample has been also proportionate in other two strata^b, viz., the socio-economic status of the population of the Gram Panchayats in the taluka and the educational advancement achieved in each taluka.

A better inside picture of the sample in terms of percentages of rural population covered and the proportion of tribal and scheduled caste population included can be had from Table No.3.2 given on the next page.

The Table No.3.3 below will show that the sample includes small, average sized and bigger villages.

TABLE ; 3.3 : Size of the Villages included in the Sample

Sr. No.	Taluka	No. of villages with Population					Total	
		less than 200	200-499	500-999	1000-1999	2000-4999		5000-9999.
1.	Godhra	-	-	-	1	9	-	10
2.	Kalol	-	-	-	2	3	-	5
3.	Halol	-	3	3	1	-	-	7
4.	Shehara	-	-	-	1	4	1	6
5.	Lunawada	2	1	2	4	2	1	12
6.	Santrampur	-	2	1	5	2	1	11
7.	Jhalod	-	1	2	2	-	-	5
8.	Dohad	-	1	2	3	2	-	8
9.	Limkheda	-	1	4	3	2	1	11
10.	Devgadh Baria	-	2	2	6	2	1	13
11.	Jambugodha	-	1	1	-	-	-	2
		2	12	17	28	26	5	90

SIZE OF VILLAGES INCLUDED IN THE SAMPLE



LEGEND

VILLAGES WITH POPULATION

- + LESS THAN 200
- ▲ 200 - 499
- 500 - 999
- 1000 - 1999
- X 2000 - 4999
- 5000 - 9999

TABLE : 3.2 : Elaboration of the Sample.

Sr. No.	Taluka :	Population covered in the Sample.	P.C. of the Rural population in the sample.	Population of the Scheduled Caste in the sample.	Population of the Scheduled Caste in the Sample.	Population of the Scheduled Caste in the Sample.	P.C. of the Scheduled Caste in the Sample.	Population of the Scheduled Caste in the Sample.	P.C. of the Scheduled Caste in the Sample.
1.	Godhra	202504	35150	17.3	2384	24.5	39866	1739	4.3
1.	Godhra	35150	17.3	9731	1020	12.1	7278	520	7.2
2.	Kalol	15093	14.8	8432	63	2.5	33277	1440	4.3
3.	Halol	4328	4.5	2498	1191	19.2	8190	1401	17.1
4.	Shehara	8643	16.4	6198	1259	10.8	5299	131	2.4
5.	Lunawada	15506	9.4	11682	580	8.4	145678	11938	8.2
6.	Santrampur	16721	6.7	6929	808	33.0	135038	4971	3.7
7.	Jhalod	13725	8.5	2450	198	7.2	153932	9801	6.5
8.	Dohad	16422	9.8	2717	459	17.6	95894	8880	9.3
9.	Limkheda	15901	9.7	2596	753	13.3	58681	4123	7.3
10.	Devgadhi Baria	21270	9.7	5652	05	1.7	6833	101	1.5
11.	Jambugodha	912	4.2	359					
	Mean		10.1		Mean			Mean	6.5
						13.7			

SOME DIMENSIONS OF THE SAMPLE
(PERCENTAGES OF SCHEDULED CASTES & TRIBES)

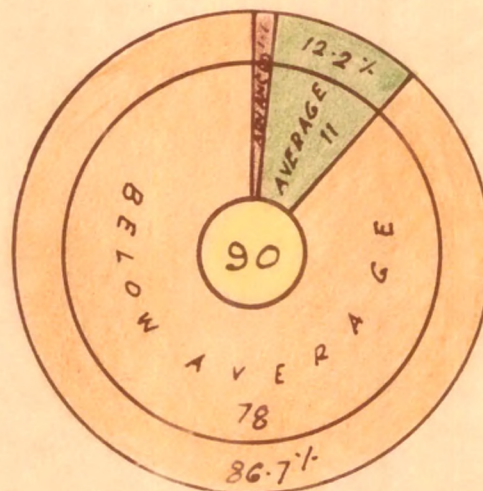


The sampled villages were also analysed in terms of their areas in acres and this size was also taken into consideration while forming the sample. In the Panchamahals District, the villages constitute eight groups in terms of the size of their areas, viz., (i) less than 50 acres (0.98 percent), (ii) 51 to 100 acres (1.79 percent), (iii) 101 to 200 acres (6.16 percent), (iv) 201 to 500 acres (21.18 percent, (v) 501 to 1000 acres (26.50 percent), (vi) 1001 to 2000 acres (28.40 percent), (vii) 2001 to 5000 acres (13.33 percent) , and (viii) 5001 acres and more (1.66 percent). The Table 3.5 specifies the number of villages according to these eight divisions and taluka-wise. This shows a better - more representative sample in perspective of the size of the villages. The Table 3.5 is given on the next page.

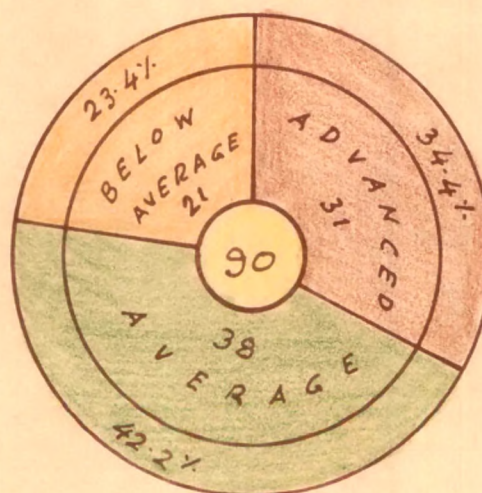
The investigator further analysed his sample so as to get a picture of

- (a) Urban influence (Vide - Table 3.6)
- (b) Facilities in the Villages (Vide table 3.7)
- (c) Social institutions in the village (Vide Table 3.8)
- (d) Economic Status of the Sampled villages (vide Table 3.9)
- (e) Educational Status of the sampled villages (vide Table 3.10)

The Tables 3.6 to 3.10 are given on the following



EDUCATIONAL STATUS OF THE SAMPLED GRAM-PANCHAYATS BASED ON ADULT LITERACY



DIMENSION OF URBAN INFLUENCES

TABLE : 3.5 : Sampled Villages According to their area in Acre distributed Taluka-wise.

Sr. No.	Area in Acres :	1	2	3	4	5	6	7	8	9	10	11	Total
1. Less than 50		-	-	-	-	-	-	-	-	-	-	-	-
2. 51 to 100		-	-	1	-	1	-	-	-	-	-	-	2
3. 101 to 200		-	-	-	-	-	-	-	-	-	-	1	1
4. 201 to 500		1	-	2	1	2	1	1	-	2	1	-	11
5. 501 to 1000		-	2	1	-	3	3	1	1	4	2	1	18
6. 1001 to 2000		1	1	3	1	3	4	1	1	3	3	-	21
7. 2001 to 5000		0	2	-	4	3	2	2	5	1	6	-	31
8. 5001 and above		1	-	-	-	-	1	-	1	1	1	-	5
<hr/>													
Total:		10	5	7	6	12	11	5	8	11	13	2	90
Percentage:		12.1	5.4	7.6	6.5	13.7	12.1	5.4	8.7	12.1	14.2	2.2	100.0

1 = Godhra; 2 = Kalol, 3 = Halol; 4 = ^hSaherap; 5 = Lunawada
 6 = Santrampur; 8 = Jhalod; 9 = Limkheda; 10 = Devgadhe Baria
 11 = Jambugodha

TABLE : 3.6 : Dimension of Urban Influence

Sr.No.:	Urban Influence:category	Number of:villages	Percentage
1.	Advanced	31	34.4
2.	Average	38	42.2
3.	Below Average	21	23.4
Total:		90	100.0

The criteria used in determining this dimension were as under :

- (a) Villages of the Gram Panchayats situated at a distance of 1 to 5 Kms from nearest town were given 3 points.
- (b) Villages of the Gram Panchayats situated at a distance of 6 to 15 Kms. from the nearest town were given 2 points.
- (c) Villages of the Gram Panchayats situated at a distance of 16 to 25 Kms from the nearest town were given 1 point.

No point was given to villages situated ^{at} a distance of over 25 Kms. from an urban area, because it is assumed in that case hardly any urbane influence takes place on that village.

TABLE : 3.7 : Facilities in the Village

Sr.No.	Status according to facilities.	Number of : villages	Percentage
1.	Advanced	33	36.6
2.	Average	41	45.6
3.	Below Average	16	17.8
Total:		90	100.0

Criteria used :

Half a point was given to a village for each of the following facilities :

- (a) A well or pond or river in the Gram Panchayat Area.
- (b) Electricity.
- (c) Dispensary or a Health Centre.
- (d) Communication facilities
- (e) Post office and telegraph office.
- (f) S.T. Bus facilities.

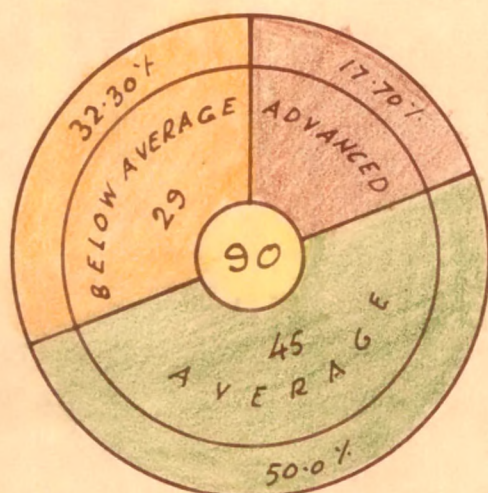
An advanced village would, thus, get a maximum of $0.5 \times 6 = 3.0$ points.

TABLE : 3.8 : Social Institutions in the Village

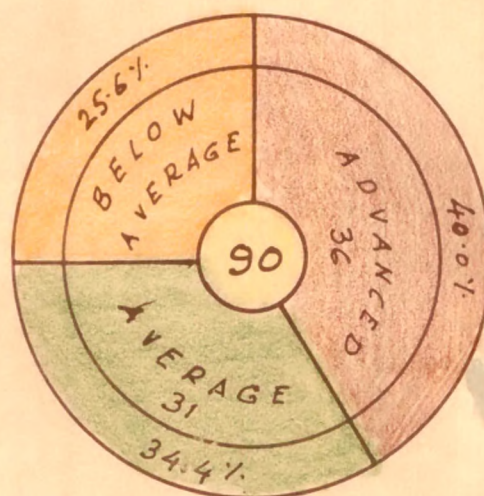
Sr. No.	Status in respect to social institutions in the village	Number of Villages	Percentage
1.	Advanced	36	40.0
2.	Average	31	34.4
3.	Below Average	23	25.6
Total:		90	100.0

For each of the following half a point was assigned. Thus, an ideally placed village will have a maximum of three points.

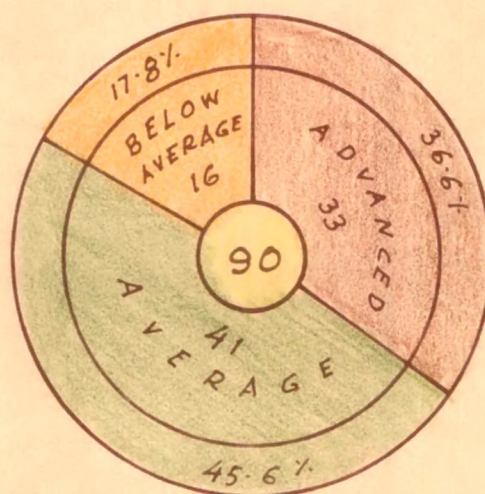
- (a) A Primary School
- (b) A secondary school,
- (c) Library or Reading room
- (d) Social Club or Mandal
- (e) A Cooperative society
- (f) Facilities for cultural activities.



ECONOMIC STATUS OF SAMPLED GRAMPANCHAYATS BASED ON PERMANENT REVENUE COLLECTION OF THE VILLAGE (1973-74)



SOCIAL INSTITUTIONS IN THE VILLAGES



FACILITIES IN THE VILLAGES

TABLE : 3.9 : Economic Status of the Sampled Gram Panchayats based on Permanent Revenue Collection of the Village. (1973-74)

Sr.No.:	Economic Status.	Number of villages.	Percentage
1.	Advanced	16	17.70
2.	Average	45	50.00
3.	Below Average	29	32.30
		90	100.00

The criteria used in dividing the sample into three categories on the economic dimensions are as follows :

- (a) The Gram Panchayats having Revenue income above Rs. 1500... - Advanced category
- (b) The Gram Panchayats having Revenue collections from Rs.501 to 1500. - Average category
- (c) The Gram Panchayats having Revenue collections below Rs.500. - The Below average Category.

TABLE : 3.10: Educational Status of Sampled Gram Panchayats Based on Adult-Literacy.

Category Sr. No.	Educational Status.	Number of villages	Percentage.
1.	Advanced	1	1.1.
2.	Average	11	12.2
3.	Below Average	78	86.7
	Total:	90	100.0

Criteria used in the classification were

- (a) Sixty percent and above 60 percent literacy of the total population :- Advanced Category
- (b) Forty percent to 59 percent Adult literacy of the total population : - Average Category
- (c) Below 40 percent Adult literacy : - Below Average Category

(b) Interviews and Evaluation

The investigator, besides using research tools for data collection, also interviewed 80 persons belonging to different five categories to get their perceptions and opinions about the impact of the Panchayati Raj institutions on the administration of primary education. These categories are shown below in Table 3.11.

TABLE : 3.11: Categories of Persons Interviewed.

Sr.No.	Categories of persons.	Number of persons interviewed.	Percentage.
1.	Primary school teachers.	26	32.50
2.	Primary school Head masters.	26	32.50
3.	Extension Officers in Education.	11	13.75
4.	Government Officers A.O., D.E.O., E.I.	8	10.00
5.	Educationists.	9	11.25
Total:		80	100.00

The study also includes a survey of opinion, evaluation - and suggestions of 100 persons who have seen the working of the Panchayati Raj bodies in the State as a whole at close quarters. The group of the experts is composed of the following categories.

CRITERIA FOR EVALUATION OF
EFFECTIVENESS OF GRAM PANCHAYATS

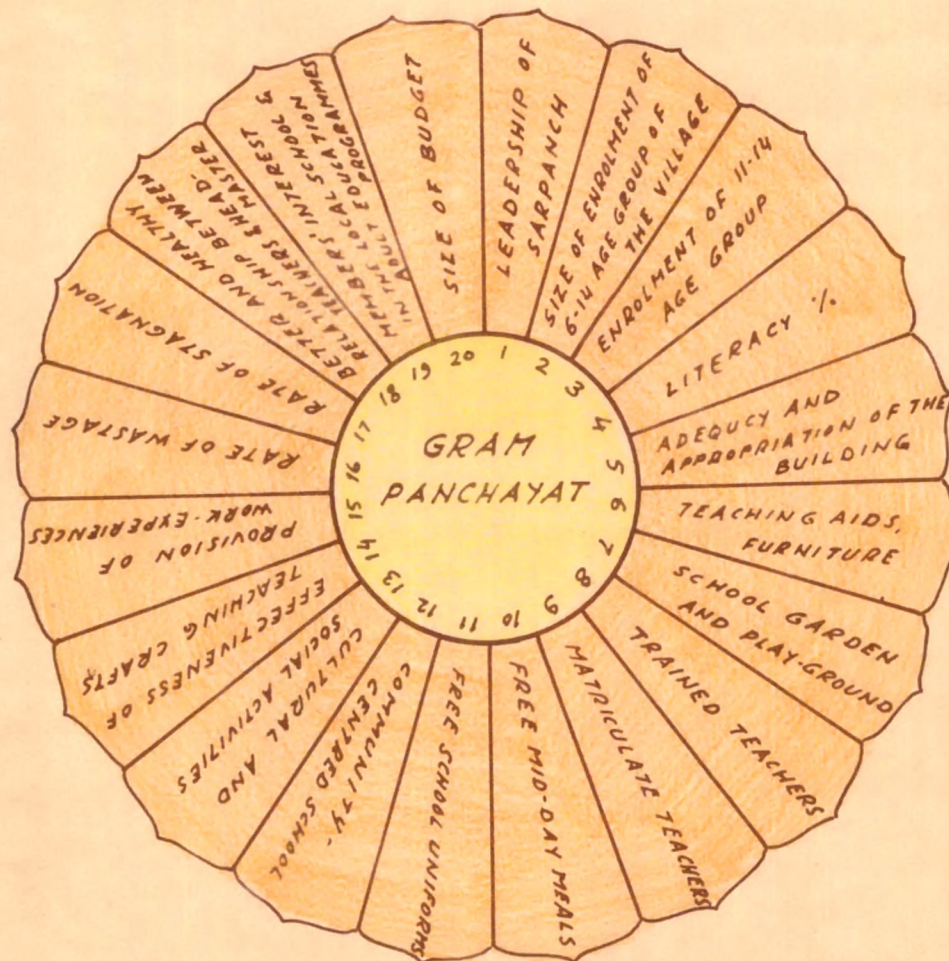


TABLE : 3.12 : The Classification of the Knowledgeable Persons Whose Evaluation was obtained.

Sr.No.	Categories of Experts	Number of Experts	Percentage
1.	Primary School Teachers and Head Masters	50	50.00
2.	Officerbearers of Panchayati Raj.	25	25.00
3.	Government Officers, D.D.O., T.D.O.s, Educational Inspectors	25	25.00
Total:		100	100.00

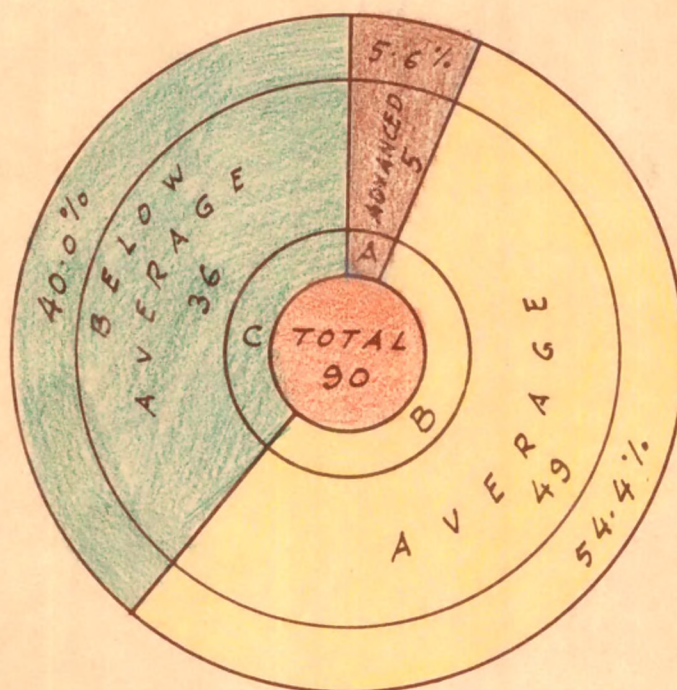
(c) Classification of the Sampled Villages

The 90 villages which formed the sample so far as the Gram Panchayats were concerned were divided into three categories of Advanced ('A'), Average ('B'), and Below Average ('C') on the basis of their effectiveness in education. The number and percentages of the Gram Panchayats falling in each of these three categories are given in below in Table 3.13.

TABLE : 3.13 : Classification of the Sampled Gram Panchayats on the basis of their Effectiveness in Education

Sr.No. Category.	Status of the Gram Panchayats.	Number	Per- centage.
A	Advanced	5	5.6
B	Average	49	54.4
C	Below Average	36	40.0
Total:		90	100.0

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



The same is further shown taluka-wise in Table 3.14.

TABLE : 3.14 : Classification of the Sampled Gram Panchayats Taluka-wise.

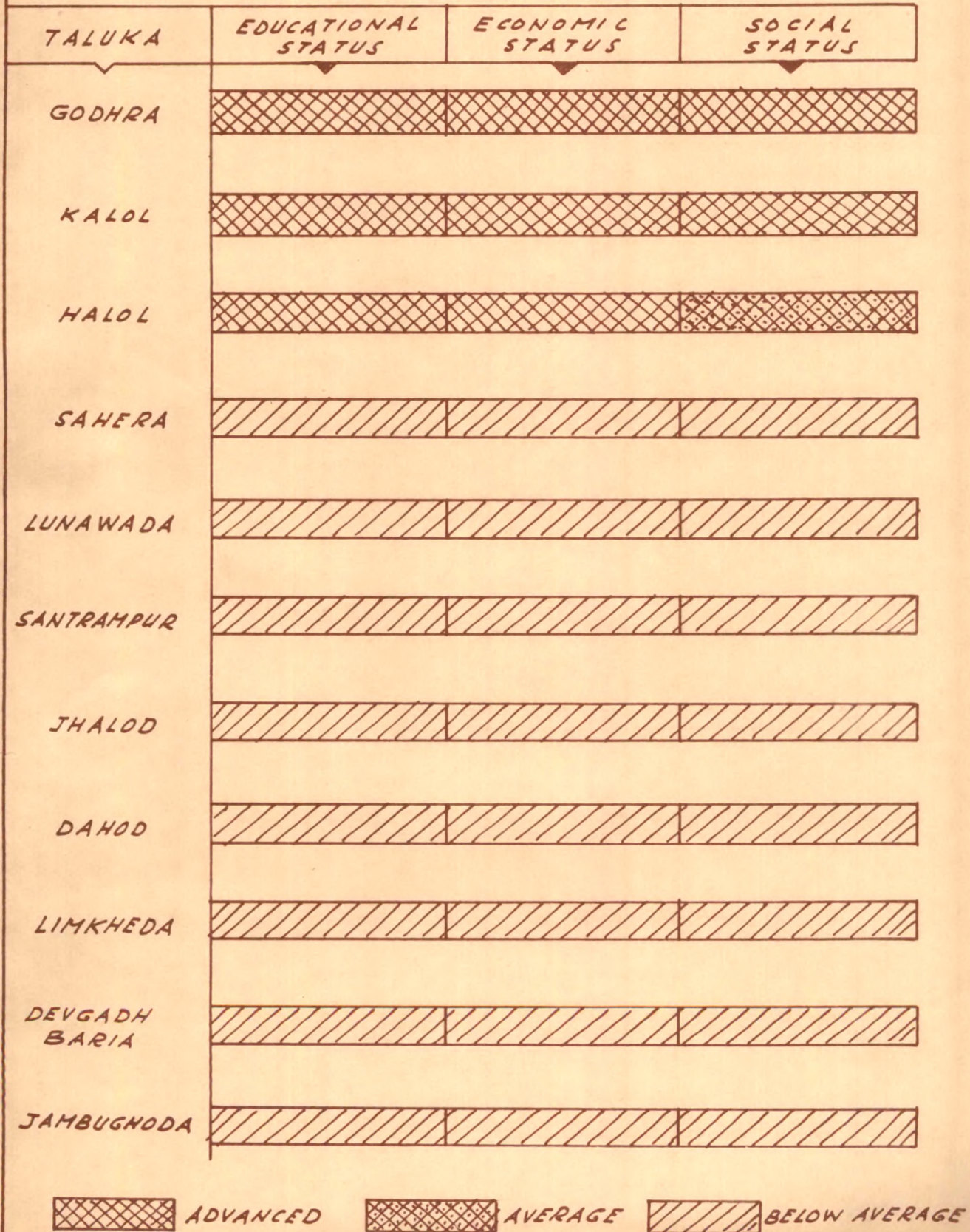
Sr. No.	Taluka	Category :Category:Category:			Total
		A	B	C	
1.	Godhra	4	7	-	11
2.	Kalol	-	5	-	5
3.	Halol	-	7	-	7
4.	Jambughoda	-	2	-	2
5.	Devgadh Baria	-	7	6	13
6.	Dohad	-	5	3	8
7.	Limkheda	-	3	8	11
8.	Shahera	1	3	2	6
9.	Jhalod	-	-	5	5
10.	Santrampur	-	7	4	11
11.	Lunawada	-	3	8	11
Total:		5	49	36	90
Percentage		5.6	54.4	40.0	100.0

(d) Tools of Data Collection

The investigator has used the following pro-forma, questionnaires and rating scales for data collection.

- (1) Pro-forma for collecting Basic data for a Gram Panchayat.
- (2) Rating of the leaders of the Gram Panchayat on Leadership characteristics and capacity and attitude to achieve development of primary education.
- (3) Pro-forma about the meetings and proceedings of gram

TALUKAWISE EDUCATIONAL, ECONOMIC AND SOCIAL STATUS



panchayats and the rating of the role of Gram Panchayat leaders in conducting meetings on democratic lines.

- (4) Evaluation of the accomplishments of Gram Panchayats in the development of primary education.
- (5) Evaluation of the achievements in making gram panchayats as decentralised units of administration of primary education.
- (6) Pro-forma on the stagnation and wastage in village-schools.
- (7) Characteristics of leaders at Taluka Panchayat levels.
- (8) Evaluation of the achievements of leadership in the Taluka Panchayats in the realm of administration of Primary education.
- (9) Pro-forma about the meetings and proceedings of the Taluka Panchayats in perspective of leadership role of their president and vice-president.
- (10) Rating of the conduct of the Panchayats meetings and proceedings by the president-vice-president.
- (11) Pro-forma for collecting basic data about the district.
- (12) Some characteristics of leadership in the Education Committee of the Jilla Parishads.
- (13) Rating scale for evaluating leadership of the Education Committee at the Jilla level.
- (14) Pro-forma about the meetings and proceedings of the District Education Committee.

- (15) Rating scale for evaluation of the conduct of the meetings of the district Education Committee by its Chairman/Vice-chairman.
- (16) Evaluation by experts of the role of the Panchayati Raj bodies in democratization and development in primary education in the State.

The investigator personally visited most of the Gram Panchayats, observed the role of leadership and discussed with the local community leaders, teachers, headmasters, educational inspectors, other government officers associated with the Panchayati Raj, problems connected with democratization and development of primary education among rural communities of the district. He also did considerable field-work to get the first-hand knowledge of the role of the Panchayati Raj bodies in primary education in the perspective of the functioning of their leadership.

(e) Hypotheses

The leader, whether at village panchayat level, taluka level or district level, occupies a key position in the group. It is the leader who is responsible for the entire functioning of the group. In the present investigation, the leadership role is to be studied in relation to his status and position in the group. In this regard the following hypotheses have been formulated :

- (1) The pattern of leadership is expected to vary according to ^{the} three types of panchayats differing in the degree of educational accomplishments.
- (2) The leader in a highly rated Panchayat set-up at any level is expected to be more oriented towards educational improvement than the leader in a Panchayat set-up which is rated low in terms of its effectiveness.
- (3) The meetings in a highly rated Panchayat in comparison to the Panchayat rated low would be better organised and well attended to by the members to deal with educational problems.
- (4) In a highly rated Panchayat, the members are expected to be more active and participating than in the case of Panchayat rated low in effectiveness. ^{at their meetings}
- (5) The leaders of ~~the meetings~~ of the Panchayats ^{are} expected to be more democratic with sufficient foresight to deal with various types of ^{emergent} problems.
- (6) The various meetings both at the taluka level and ~~district level~~ are expected to be conducted smoothly without any major disturbances from year to year.
- (7) There would be a general agreement among concerned members, government officers and teachers regarding the role played by Panchayat leadership in educational accomplishment.
- (8) The ~~various~~ experts would agree as to the success of Panchayati Raj for its various contributions.
- (9) The Education Committees in a more effective Panchayat are expected to be better constituted and well conducted than the Education Committees in a relative-

vely less effective set-up.

- (10) 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.
- (11) 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} a general agreement among concerned members, government officers and experts in education in this regard.
- (12) The meetings of the District Education Committee would be conducted in a democratic atmosphere.

(f) Analysis, Tabulation and Interpretation
Hypothesis-wise

The 12 hypotheses will be analytically treated, tested and interpreted as follows :

Hypothesis-I

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 amount of educational accomplishments. The leadership qualities perceived by the raters in a leader would vary depending upon the set-up in which the leader works

The data would be tabulated as shown in Tables 3.15, 3.16, 3.17 and 3.18 given on the next page.

Tables 3.15, 3.16, and 3.17 indicate mean rating of each of the 32 leadership qualities. The mean rating will be obtained by summing individual ratings for an item and then dividing the sum by the total numbers of raters. At the village level items will be grouped on the basis of the value of mean rating separately for the three types of the Panchayats. The items will then be compared at the three levels of the Panchayats. At the village and the district level, the mean rating would be calculated for each item, and the items will then be grouped for the purpose of comparison. It would be seen that at the village level, the items in the A type of the Panchayats will have higher mean ratings than those which are included under the B and C types of the Panchayats. Leadership effectiveness at the taluka and the district levels would be studied by examining the clustering of items in terms of their mean ratings.

TABLE : 3.15 : Leadership Pattern at Village Level.

Items:	Panchayat Effectiveness		
	Me A	B	C
	Mean Ratings: Mean Rating : Mean Rating.		
1.			
2.			
.			
.			
32			

N = 32 (items)

TABLE : 3.16 : Composition of Leadership at the Village Level.

	1	2	3
Caste	(No)	(No)	(No)
	(Percentage)	(Percentage)	(Percentage)
Age			
Education			
Profession			
Economic status			
Political affiliation			
Activeness as a political worker.			
Activeness as a social worker.			

(To explain categories 1,2,3 with reference to all the items).

TABLE : 3.17 : Leadership Pattern at the Taluka Level.

Items :
1. Mean Rating	
2.	
..	
..	
32.	
N = 32 (items)	

TABLE : 3.18 : Leadership Pattern at the District Level

Items :
1. Mean Rating	
2.	
.	
.	
32.	
N = 32 (items)	

Hypothesis-II

The second hypothesis is pertaining to leadership orientation towards the educational improvement. It is expected that leaders in a highly advanced set-up i.e. leaders in the 'A' type Panchayat would be oriented towards the educational improvement to a greater extent than the leaders working in relatively less progressive set-ups. There are 18 statements depicting educational activities to be accomplished by the leaders. Also there are 25 items indicating the various side effects of leadership functioning in educational matters. The data would be tabulated as shown in Tables 3.19 and 3.20 given on the next page.

The entries in the above tables indicate mean rating for positive as well as negative items. The term negative item denotes items indicating various side effects. The three types of the Panchayats and hence the three types of leadership would be compared in respect of these items.

TABLE 3.19 : Comparison of the Three Types of Panchayats and Their Leadership.

Item:	Type of leadership		
	A	B	C
1.	Mean Rating	Mean Rating	Mean Rating
2.			
.			
.			
18			

TABLE : 3.2o : Composition of the Three Types of Panchayats and Their Leadership.

Items	Types of leadership		
	A	B	C
1.	Mean Rating	Mean Rating	Mean Rating
2.			
.			
.			
25.			

Hypothesis-III

The third hypothesis pertains to the organisation of the Panchayat meetings and attendance at these meetings by the members. A well-organised meeting is one in which the prescribed procedure is followed, the members are well-informed in advance, the agenda is prepared and sent to the members and the minutes are regularly kept, after due approval by the Panchayat memers. Besides, a well-organised meeting may also be considered one in which there is full attendance of the members. In order to study the organisation of the meetings and members' attendance thereto, the pertinent questions are considered for analysis. The data are in the form of frequencies, which will be put in the following format.

TABLE : 3.21 : Patterns of Organisation of the Panchayat Meetings.

Items	Types of Panchayats		
	A	B	C
1. Preparation of agenda			
2. Information to the members			
3. Recording of minutes.			
4. Communication of minutes to the members.			

TABLE : 3.22 : Attendance of the Members at the Panchayat Meetings.

Year	Types of Panchayat		
	A	B	C
	Average Atten- dance	Average Atten- dance	Average Atten- dance
1974			
1973			
1972			
1971			
1970			
1969			

Hypothesis → IV

The fourth hypothesis deals with members' participation in meetings. The term 'participation' is used in a most general sense. It includes members' effectiveness, walk-outs, procedure followed in conducting the meetings and conflicts among the members during discussion. It is expected that the members'

participation in the sense in which it has been defined would vary as a function of the type of the Panchayat set-up. More specifically, the members' participation would vary according to A,B, or C type of the Panchayat. The mean rating is calculated for each item of participation separately for the three types of Panchayats. The data would be organised in the following form :

TABLE : 3.23 : Type of Participation

Items of participation.	Types of Panchayats		
	A	B	C
1.	Mean Rating	Mean Rating	Mean Rating
2.			
.			
.			
9.			

The variation in members participation will be studied by comparing mean-rating of each item for three types of leadership functioning.

Hypothesis + V

The fifth hypothesis states that the more highly effective Panchayat leader in a meeting is expected to be more democratic. It means that all decisions are taken by the members by mutual consent, and that no atmosphere is created so that the members are split into different groups. There are six items

dealing with these issues. Mean rating is calculated for each of the six items separately for three types of Panchayats. The data would be tabulated as follows :

TABLE : 3.24 : Rating of Effectiveness of the Panchayat Leaders in Panchayat Meetings.

Items	Types of Panchayats		
	A Category	B Category	C Category
1. Domination of the leader.	Mean Rating.	Mean Rating	Mean Rating
2. Free Climate			
3. Democratic Decision Making.			
4. Political Influence			
5. Influence of Caste and Community in Discussion.			
6. Participation of all members.			

Hypothesis- VI

The sixth hypothesis deals with various types of meetings both at taluka and district level. The various information pertaining to the overall conduct of meetings held during 1969 through 1973 is organised as shown in the following table.

TABLE : 3.25: Taluka and District level Meetings.

Items.	Years			
	1969	1970	1971	1972 1973
	Tal. Di- St.	Taluka: District:	Taluka: Dist.	Taluka: Dist.
1.				
2.				
18.				

The data will be in the form of frequencies. Year-wise comparison of taluka and district will be made in respect of these items.

Hypothesis - VII

The seventh hypothesis states that there would be an agreement among concerned members, government officers and teachers regarding the role played by Panchayat leadership in educational accomplishment. Twenty-eight items indicating various educational activities to be carried out by the Panchayats were selected. Each item is 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 will be applied to each item. The data would be of the following form.

TABLE : 3.26: Chi-Square values for Accomplishment
Item I : of Panchayats

Raters	A	B	C	D	E
Panchayat Officials	F	F	F	F	F
Government officers					
Teachers.					

The Chi-square test would be computed by using the following formula :-

$$X^2 = \frac{(f_o - f_e)^2}{f_e}$$

Thus, Chi-square for each item will be calculated and examined to see whether the raters agree for various items.

Hypothesis - VIII

The eighth hypothesis states that various experts would agree in the matter of success of the Panchayati Raj system for the various contributions it has made to the improvement of primary education.

Experts were asked to rate each of the thirty items, indicating the various contributions made by the Panchayati raj institutions to education, on a five point scale. On the basis of their judgement mean rating for each item was calculated. Item-wise mean rating is shown in the following table :

TABLE : 3.27 : Mean Rating of Contributions of the Panchayati Raj Institutions.

Items	Mean Rating.
1.	
2.	
30.	

The items will be divided into groups on the basis of their mean ratings. It is expected that the mean ratings for most of the items would be higher.

Hypothesis - IX

The ninth hypothesis pertains to the composition and other related information about the Education Committee at the Gram Panchayat level. The composition of the Committee would be studied by considering the caste, age, education,

profession and experience in education of its various members. The related information includes the opinion regarding the existence of such a Committee, reasons for its existence, number of members in it, types of persons to be considered as members, powers to co-opt the members, frequency of meeting etc. The data would be of the form shown in Tables 3.28 and 3.29.

TABLE : 3.28 : Composition of Education Committees at Village Level.

Characteristics :	A			B			C		
	1	2	3	1	2	3	1	2	3
Caste									
Age									
Education									
Profession									
Experience in Education									

(Frequency to be noted)

To explain the three categories : 1,2,3.

TABLE : 3.29 : Education Committees of the Gram Panchayats.

Related Information :	Types of Panchayat		
	A	B	C
1. Belief in Committee.	Yes/No	Yes/No	Yes/No.
2. Reasons	a (f) b (f) c (f)	a(f) b(f) c(f)	a(f) c(f) c(f)
3. Number of members	(f)	(f)	(f)
4. Who would be the members	a (f) b (f) c(f) d(f)	(F-)	(f)
5. Powers of Co-opt.	Y/N	Y/N	Y/N
6. Frequency of meetings.	(f)	(f)	(f)

Hypothesis - X

The tenth hypothesis states that the various duties and responsibilities will be well attended to by the members of the Education Committee in a Panchayat set-up which is relatively more effective. There are twenty six items indicating various duties and responsibilities of the Education Committee. The respondents were asked to rate each item on a five point scale. Mean rating for each item was calculated separately for the three types of panchayats. The data would be tabulated as shown below :

TABLE : 3.30 : Rating of the Various Duties and Responsibilities of Education Committees of Gram Panchayats.

Items :	Type of Panchayat		
	A	B	C
1.	Mean rating	Mean rating	Mean rating
2.			
...			
25.			
26.			

It is expected that the mean rating for the various items would be higher in case of A type Panchayat in comparison to the mean rating of other types of the Panchayats.

Hypothesis - XI

The eleventh hypothesis pertains to the effectiveness of the Education Committees at taluka levele. The members were asked to state the reasons for existence and non-existence of the Education Committee at taluka level. The frequency for each reason is calculated. Secondly, the raters were also asked to rate sixteen items denoting the various activities to be undertaken by the Education Committees. The extent of agreement among the different types of raters was studied separately for each item by means of chi-square. The data are shown in the Tables - 3.31, 3.32, and 3.33 given as under :

TABLE : 3.31 : Appropriation of the Abolition of Education Committee at the Taluka level.

Reasons for 'yes'					Reasons for 'No.'				
1	2	3	4	5	1	2	3	4	5
f	f	f	f	f	f	f	f	f	f

TABLE : 3.32 : The Rating of Items on Various Activities to be undertaken by Taluka level Education Committees.

Type of Rater.	5	4	Type 3	2	1
Teacher	f	f	f	f	f
Panchayat Officials					
Panchayat Leaders					

TABLE : 3.33 : Composition of Leadership at Taluka Level.

	1	2	3
Age	No. %	No. %	No. %
Caste			
Education			
Profession			
Economic status			
Political Affiliation			
Activeness as a political worker.			
Activeness as a social worker.			

Hypothesis - XII

The twelfth hypothesis indicates that the meeting of the District Education Committee would be conducted in a more democratic atmosphere. This hypothesis is studied by examining the composition of the committee which includes information pertaining to caste, age, education, profession, economic status, political affiliation, etc. of the members. The democratic procedure of the meeting is studied by calculating the mean rating for each of the 15 items. The data are shown in the tables 3.34, and 3.35 on the next page.

TABLE : 3.34 : Composition of Leadership of District Education Committee.

	1	2	3
	No.	No.	No.
Caste			
Age			
Education			
Profession			
Economic Status			
Political Affiliation			
Activeness as political worker.			
Activeness as social worker.			

TABLE : 3.35 : Evaluation of the Procedure of Meetings of the District Education Committee.

Item	Mean Rating
1.	„
2.	
..	
...	
14.	
15.	

Thus, these twelve hypotheses would be tested by using appropriate techniques of analysis. As regards leadership qualities, the extent to which the various qualities that are possessed by the leader would be obtained and the leaders would be characterized as possessing these qualities to varying extent. As regards agreement among experts as to the

possession of qualities by the leader or in matters pertaining to the extent to which certain functions are carried out, the Chi-square test would ^{be} applied. The effectiveness of meetings, their conduct, etc. would be studied in terms of frequency data converted into percentage form. The meetings and the role of leaders would be examined separately at each of the three levels viz., Gram, Taluka and the District. The various types of contributions made by the Panchayats would be studied by applying chi-square for each separate item.

3.5 Conclusion

Thus, the present study will be focused on examining the role of leadership in the Panchayati Raj bodies at all the three levels and evaluation of its effectiveness in engineering and accelerating the process of democratization and development, ~~particularly in the field of the administration and development~~, particularly in the field of the administration of primary education in rural communities. Efforts will be made to identify behaviour characteristics of leaders in highly rated Panchayats. Relationship will be found out between leadership behaviour and success of the development programme in primary education. Attempts will also be made to identify elements in the Panchayati Raj leadership pertaining to education that either help or hinder the expansion and improvement of primary education and in accele-

Perating the process of democratizing the decision-making, planning, etc. in the administration of primary education. It is for the first time that a doctoral study has been undertaken primarily focused on leadership behaviour in relation to the development of primary education.

The next chapter will be devoted to the presentation of a background picture of the Panchamahals District in which the present study is cast in the perspective of various determinant factors of primary education. Chapter V will be devoted to the analysis and interpretation of the data as indicated in the present Chapter. The last Chapter - Chapter VI - will present the Summary of the findings of the present study and also indicate some possible direction and dimension of change in the leadership pattern in the Panchayat bodies so that the administration of primary education in the district, and also in the State, can be placed on effective basis.

...