

P A R T - III

FIELD-STUDY OF IMPACT OF THE PANCHAYATI RAJ
ON THE ADMINISTRATION OF PRIMARY
EDUCATION IN SOUTH GUJARAT

CHAPTER - V

THE EMERGING INSTITUTIONAL LEADERSHIP

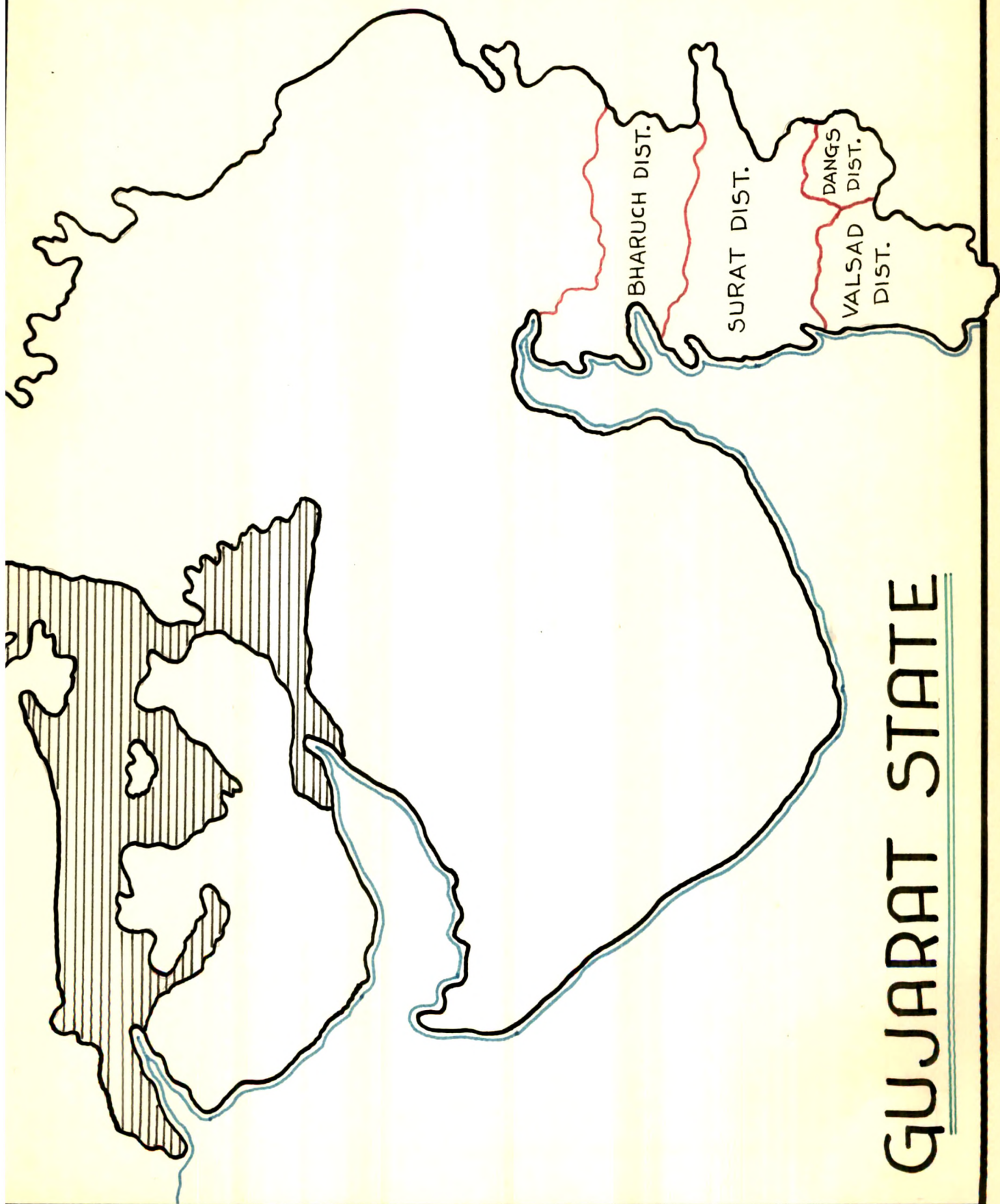
"Co-option on the Panchayati Raj bodies does not result in the addition of any specialist or expert in the real sense of the term. It also does not leave much scope for genuine representation of depressed classes or women at any level. The criteria have been political; the motivation has been to add to group strength. "

- Professor M.V. Mathur

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- o Leadership at the Gram Panchayat level
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- o Infra Institutional Structure

CHART-8



GUJARAT STATE

THE FIELD - STUDY (1) :
THE EMERGING INSTITUTIONAL
LEADERSHIP

5.1 Introduction

The first four Chapters of Part I of the present Study were devoted to the Study of the development of the administration and finances of primary education in Gujarat over a period of time in depth. In 1961, with the enactment of the Gujarat Panchayat Act, a great forward-looking measure was adopted by Gujarat. In this, Gujarat followed the trail blazed gloriously by Rajasthan, Andhra Pradesh and other States. As stated earlier, one of the major assumptions in delegating the administration of primary education to the three tier Panchayat Raj bodies - the Jilla Parishad, the Taluka Panchayat and the Gram Panchayat- was the faith that this reform will stimulate the interest of the village community in its primary school

and it will be possible to harness local talent and knowledge in the service of the local school which will ultimately result in generating local enthusiasm for its further development. It was also assumed that a decentralised administration would bring in resources - in cash and kind - to promote primary education. A closer association of the local community with the school could make easier to adjust the school curriculum and methods of teaching to local needs and thereby increase the possibility of spreading primary education widely so as to ensure universalism at the primary stage. It was further implied that the decentralised administrative set-up in primary education only would bring the quicker realization of the Constitutional goal of universal, free and compulsory primary education for all children till they complete the age of 14, but it will also result in the indirect education of adults in democratic way of government; the role of the people will be dynamic and active in community welfare and development. It will be necessary to find out to what extent this major assumption in the democratic decentralised administration of primary education has been realised in Gujarat State in the period that ensued since the Gujarat Panchayat Act was put in operation.

5.2 The Hypotheses to be Tested

The field study is designed to test certain highly significant hypotheses pertaining to the success of the

Panchayati Raj experiment in democratic decentralised pattern of administration of primary education in Gujarat. Some of the major hypotheses to be tested are as under :

- (1) The adoption of decentralised pattern of administration of primary education will draw the local community closer to the task of spreading free and compulsory primary education and the village people will be enthusiastic in seeing that the children of the community of compulsory school-age will not only enrol themselves in primary schools but will continue to receive instruction in them till they complete the age of 14 years. In this way, one of the most difficult and intriguing problems of Indian education will be dealt with expeditiously and effectively. This would mean that the local bodies at the village, Taluka and Jilla levels will perform such functions and discharge such responsibilities that every child will have primary schooling facilities of classes I-IV within a walking distance of not more than a mile from his or her residence and middle school facilities in classes V-VII within a walking distance of not more than three miles. It would also mean that all children enrolled in Class I will attend primary schools

regularly and fruitfully till they complete Std. IV in the first instance and Std. VII ultimately and that there will be as little wastage and stagnation as practicable in the present situation. The Panchayati Raj administrative structure and functioning will hasten the realisation of the Constitutional directive on universal primary education.

Some sub-sectional hypotheses to be tested are :

- The local village community through their Gram Panchayat will provide adequate accommodation for the village primary school and discharge the responsibility of the school building and its premises including annual repairs;
- It will provide for the drinking water for the school children;
- It will provide free meals, free school uniform, free books, and writing materials to poor and needy school children;
- It will assist and cooperate in the correct School Census of the School-going children, persuade the unwilling parents or guardians to enrol their children to whom attendance notices have been served and the local village community leaders will use their good office in dealing with the defaulting guardians who will either not send their children enrolled in the local primary school regularly so that they can

receive instruction effectively or who withdraw them prematurely;

- It will take all care to see that the day-to-day instructional programme of the school and other co-curricular and extra-curricular activities of the school are done systematically and effectively;
- It will interest itself in the development of the local village school so that it becomes every year a much better school.

(2) The association of the leaders of local rural community will result in indirect adult education in civic administration on democratic lines. The sub-sectional hypotheses in this connection are :

- 6 It will loosen, if not altogether demolish, the hold of a psychology of Mai-Bap government developed in the minds of rural community people through the denial of real access to power during the British rule.
- It will result in throwing up the right type of institutional leadership at all the three tiers of the Panchayati Raj, in relation to the administration of primary education.
- It will help the rural folk to break away from the age-long authoritarian tradition which has sapped the village life and will enable them to participate in democratic self-government process. This will be seen in the election of panchas and Sarpanchs and participating actively in the decision-making process and

thereby being a party to the development and implementation of programmes of community welfare and development.

- It will gradually develop the democratic sense of the rural folk so that in the election of panchas, Sarpanchas, Pramukhs, etc., caste or community will not be an exclusive or an important factor and will gradually diminish factionalism which has been the worst curse of village community life and a formidable obstacle to its progress.

(3) It will improve the administration of primary education. The sub-sectional hypotheses are :

- It will reduce significantly the delay in the administrative procedural work.
- The bureaucratic attitude on the part of the educational officers will change into that of democratic sharing of views, experiences and decision-making with the representatives of the rural community.
- The attitude of the people's representatives on the Panchayat bodies will be one of understanding, co-operation and constructive participation in the administration and financing of primary education.
- The long term planning of primary education in terms of quantitative expansion and qualitative improvement will result, and it will be possible to decentralise the machinery of educational planning, starting the basic process of planning

at the grass-root level (thereby reflecting the needs, aspirations and expectations of rural community therein.)

- With the sharing of duties and responsibilities in the administration of primary education by the representatives of the rural community, the education officers will be able to devote greater time to academic aspect of the development of primary education and the lethargy in the administration of primary education will be lessened.
- It will be possible for the panchayat raj bodies to find out ^{the} financial resources commensurate with functions entrusted to them in the administration of primary education.

These were the three major hypotheses that the investigator tried to test through the field study undertaken by him.

5.3 The Sample

The field study is cast in the South Gujarat region of the Gujarat State. It covers four districts^x, viz . the Valsad District, the Surat District, the Bharuch District and the Dangs District. The South Gujarat region covers 4.63 percentage of the total area of Gujarat State and has 16.55 percentage of the total population of Gujarat living in it. Of the total 18697 villages in the

x A new district -the Navsari District is in the process of being carved out. This new unit, according to Natwarlal Desai Committee (appointed by the ruling Congress party which reported recently is likely to consist of 1087 sq. miles.

State, 3658 or 19.57 percentage are in the South Gujarat region. (2) The region includes 18.13 percentage of the total Taluka Panchayats and 16.65 percentage of Gram Panchayats in the State.

The sample consists of 82 villages of South Gujarat, 19 talukas or atleast one third talukas of the districts of Valsad, Surat, and Bharuch. The Dangs district is not included in the study because the Panchayati bodies in it have started functioning only recently.

In the selection of the sample, so far as the Jilla Panchayats were concerned, they were self-selected. All the four Jilla Panchayats - those of Valsad, Dangs, Surat and Bharuch were selected. So far as the talukas were concerned, care was taken to see that at least one socially, economically and educationally advanced, one holding a middle or average position in these dimensions and one backward with predominant scheduled tribe population - in all 5 to 8 talukas from each of the three districts - were selected.

In the selection of villages for the sample eight fold purposive criteria were used :

- distance from a city
- level of development in terms of the stages of the community development programme;

- Social and economic background, and
- distinctly outstanding or poor achievement record in development of primary education.
- The predominance of either Hindu or Muslim population.
- The predominance of the scheduled tribe population.
- Some villages situated on the borders of two neighbouring districts, and
- Level of political consciousness.

The selection of the 82 villages was done by obtaining the first hand knowledge of the social, economic and educational status, through personal visit and talks with the local Panchayat and other community leaders. The headmaster of the local primary school and the school teachers who are the native of the villages as well as the A.D.E.U.s. conversant with the villages were consulted. It was planned earlier to obtain the social, economic and other significant indices through official records. It was, however, given up because it was a highly time-consuming process and it was possible to obtain a fairly valid picture of the social, economic, political and the educational status of the villages through personal contacts, talks, and conferences, with knowledgeable local people and through records and documents (where made available by the Panchayats)

[illegible][illegible]

THE SAMPLE

Taluka	Names of the villages						Total
1							
A. <u>Surat District : Talukas and Villages</u>							
1. Bardoli	Afwa	Nandida	Ten	Ham- iya.	Madhi	sarbhon	6
2. Mandwi	Un	Naren	Boudhan	-	-	-	3
3. Vyara	Dhat	Kanjan	Paniyari	Gadat	Pala- wadi	-	5
4. Choryasi	Sachin	Ichha- pore	Vesu	-	-	-	3
5. Mangrol	Vash- ravi	Hot- miya- mangrol	-	-	-	-	2
6. Kamrej	Asta	Netrang	Koli Bhar- than.	Selad	-	-	4
7. Valod	Goddha	Dadaria	Andhatri	-	-	-	3
8. Palsana	Tati	Kado- dra	Bhuug- pore.	Balesh- war	Chal- than	-	5
							31

Table-XXX contd.....

B. Bulsar District: Talukas and the Villages

Taluka	Names of the villages	Total
1. Chikhli	Jogwad, Kangwai, Tankal, Hønd, Alipure	5
2. Dharampur	Ambheti, Mota Pondha, Sukhala, Balachondi.	4
3. Gandevi	Ancheli, Masa, Møhunpur, Kachholi, Dhamdachha	5
4. Bulsar	Bhutsar, Muli, Hanuman Bhagda, Kalwada, Lilapora, Vejalpore, Fanaswada.	7
5. Navsari	Panar, Ajgam, Motikarod	3
6. Pardi	Tukwada, Paria, Daswada, Khuntage, Vatar.	5
		----- 29

C. Bharuch District: Talukas and Villages

1. Bharuch	Angareshwar, Kahan, Parkhet, Pariage, Bori, Palej.	6
2. Ankleshwar	Piraman, Gadkhol, Haripura, Kapodara, Andada, Diwa.	6
3. Valia	Daheli	1
4. Amod	Samni, Furchan, Keslu, Tanchha, Sudi.	5
5. Vagra	Saran, Vagra, Pisad, Vichhiad	----- 4
		22

D. Dangs District : The Ahwa Taluka

Total : Districts	-	4
Talukas	-	20
Villages	-	82

● TALUKAS OF VALSAD DISTRICT



CHART-11

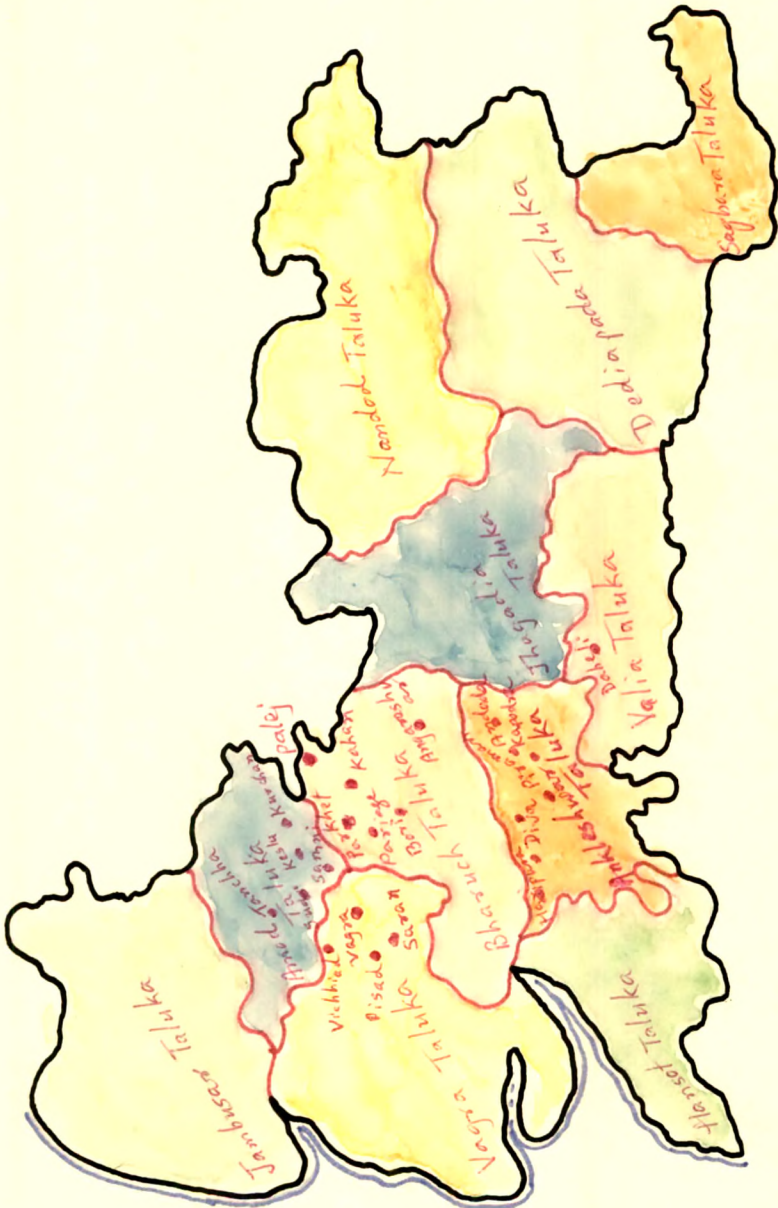
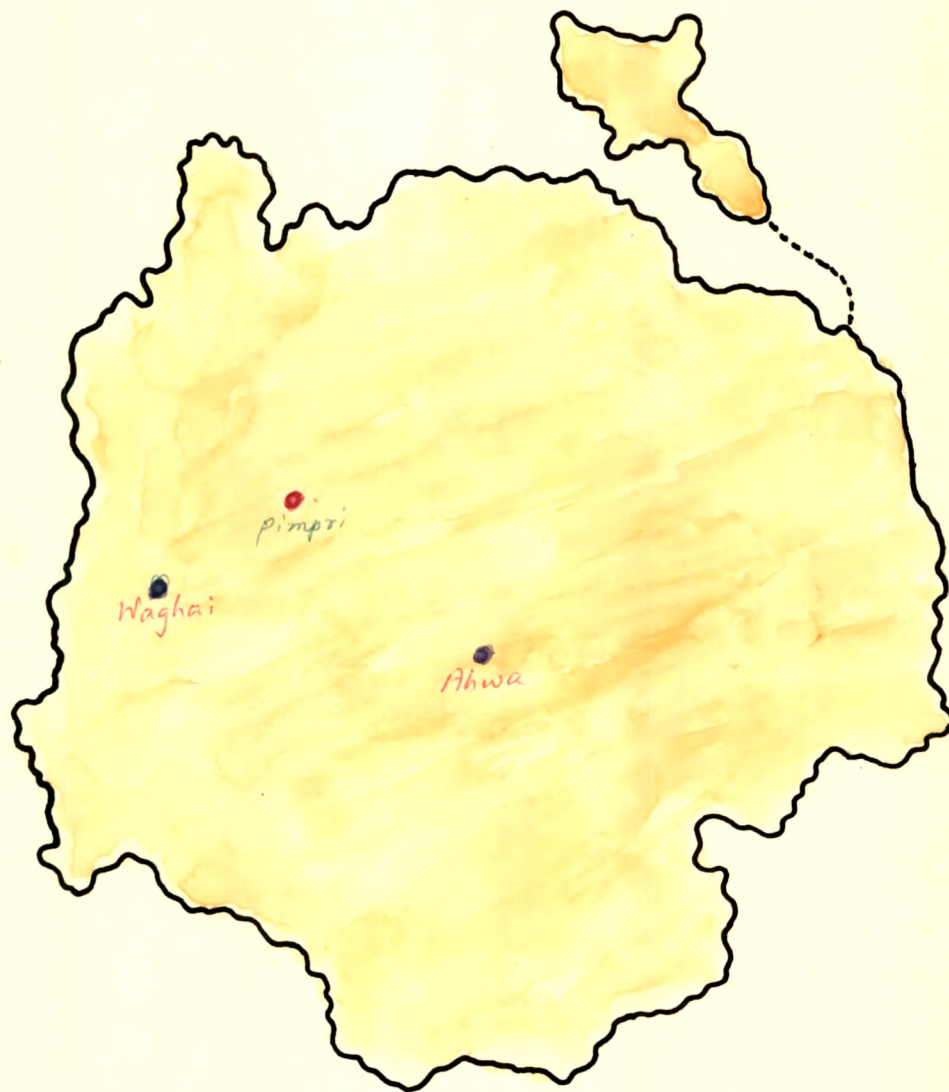


CHART-12

THE DANGS DISTRICT ●



The investigator has absolutely no intention of generalising on the role and functioning of the Panchayati Raj bodies in the administration of primary education on the basis of this field study, partly because of the limited nature of the sample and partly because of a large number of, and uncontrollable, variables found to be operating in the operation of the Panchayati Raj bodies in this limited sample, let alone the multi-dimensional factors, forces and relationships obtaining in different regions of Gujarat especially in backward North Gujarat and in Saurashtra and Kutch. However, the expert opinion-cum-evaluation of the operation of the Panchayati Raj bodies in the field of primary education by knowledgeable persons (professors of educational administration, panchayat body leaders, government officials and educationists) collected through a special tool of questionnaire, gives an overall general picture of the functions of panchayat rural units of administration in Gujarat, besides providing a kind of empirical concurrent validity to the findings of the field study. In decentralised democratic units of administration local variations will always remain and allowances for them will have to be made in every scientific study.

5.4 Research Tools and Methodology

The principal methods used in the field-study were observations through personal visits by the investigator

and by some B.Ed. and M.Ed. Students trained for this purpose by the investigator, interviews and discussions with some leaders of the village communities and the administration of questionnaires. In the majority of the cases, the forms of the questionnaires were personally handed over by the investigator or his assistants to leaders of the village communities including the elected representatives on the Panchayati Raj bodies, inspecting officers of Education Department and to some experts and researchers on the administration of primary education working in the universities, of Gujarat - the Baroda University, the South Gujarat University, the Gujarat University, the Saurashtra University and the Gujarat Vidyapeeth.

The approach used in this study has been principally of qualitative appraisal. Certain proformas aimed at surveying the present status of the functioning of the Gram Panchayats and Jilla Panchayats were administered. This helped in getting the quantitative picture of the various facets of the present inquiry. But rating methods were also used to get the qualitative 'feel' of the functioning of the Gram Panchayats and the Jilla Panchayat Shikshan Samitis in the administration of primary education. The major concern of the Investigator was to see that his efforts did not result in merely statistical survey, enumerating the physical achievements or the shortfalls of the Panchayati Raj bodies in their functioning in the sector

of primary education. He has sought to attempt a probe, though on a small scale, into the politics-administrative, socio-economic, psychological and educational facets of the human activity in the administration of primary education in South Gujarat region of Gujarat State. A modest attempt has been made to get at the operational image of the Panchayati Raj Bodies at the gram and district levels. The Taluka Panchayats have been left out from this inquiry because, in the last five years or so, they have been divested of any direct, decisive role in the administration of primary education in Gujarat, and the latter has become only an affair at two-tiers in the State of Gujarat. The qualitative appraisal has a focus on the broad evaluation of the successes and failures of the Panchayati Raj in the administration of primary education so that its results might help in the identification of the human and material factors which hinder or help in the process and programmes of universalising primary education in Gujarat - in South Gujarat in consonance with the directive embodied in Article 45 of the Indian Constitution.

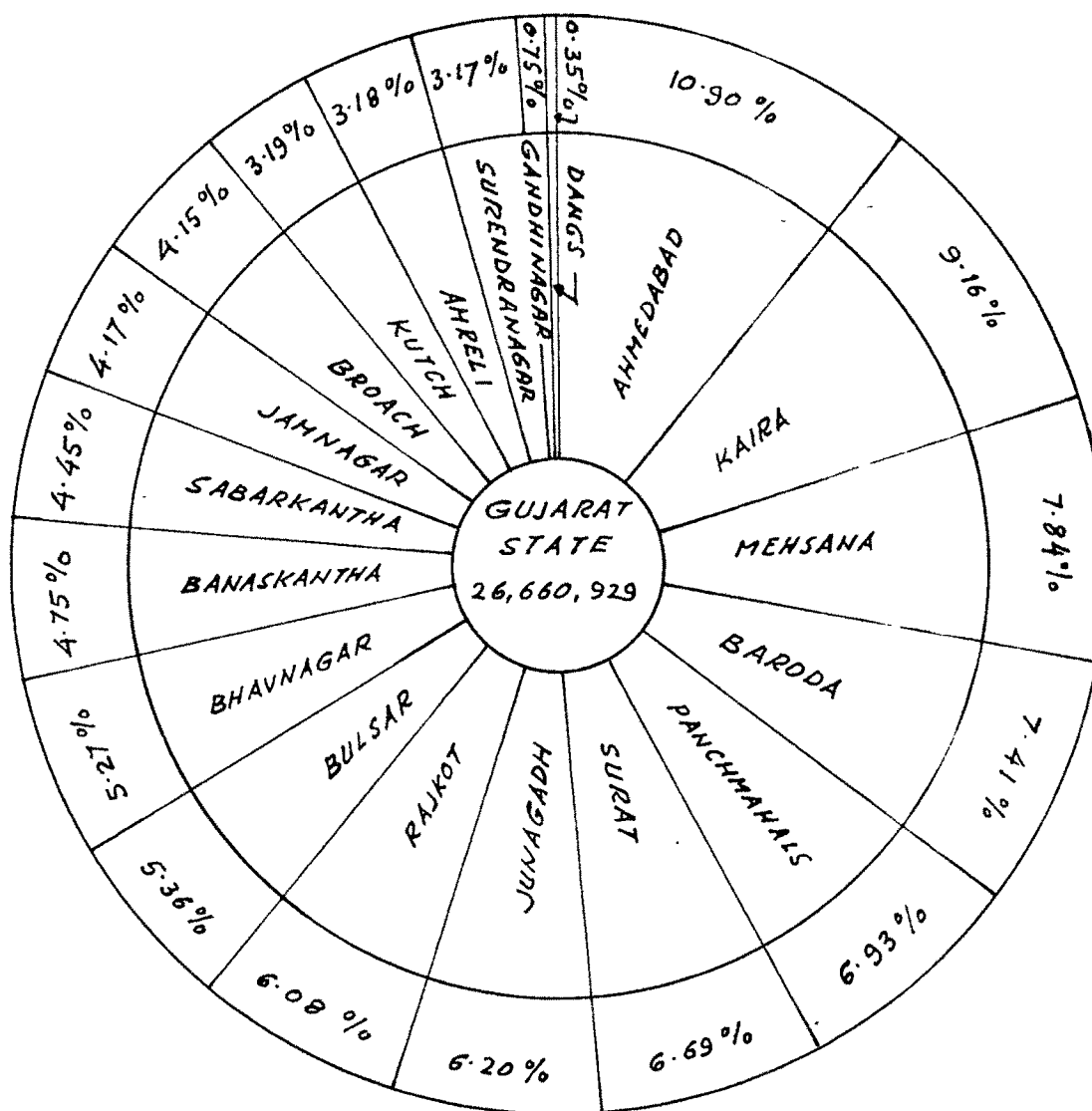
The objective of the quantitative method of the present inquiry is to feed the qualitative analysis or to provide a base for evaluating qualitative achievement. Methodologically, the present Study has been an amalgam of a number of research methods - it has been built around quantitative

survey, qualitative analysis & impressionistic observations which to quote Professor M.V. Mathur of Asian Institute of Educational Administration New Delhi, "in the present Stage of development of social science in India cannot as yet be processed through reliable tools and acceptable norms of judgement" (3). However, the Investigator has tried to verify them with the help of comparative method and cross-referencing wherever it was feasible to do these. As Professor M.V. Mathur has rightly observed "the Panchayat Raj is essentially multi-dimensional in its bearings in as far as it touches rural society, rural economy and rural power structures. The Sociologist, the economist and the political scientist all feel equally drawn to its Study." (4) It was, therefore, thought necessary by the Investigator to bring to bear his study a multi-focused, integrated qualitative approach.

The qualitative approach has necessitated the frequent use of rating. The Investigator has taken care to see that wherever evaluative rating has been used, it is done by persons who have close and first hand knowledge of the functioning of the individual or the programme and quite often the results of the rating are on the pooled assessment of a number of knowledgeable people and/or competent authority.

CHART SHOWING THE COMPARATIVE
POPULATION SIZE OF THE DISTRICTS
GUJARAT

(1971 - CENSUS PROVISIONAL)



(SOURCE: CENSUS OF INDIA 1971, PROVISIONAL POPULATION TOTALS)

It may be added that the present Study is an exercise not only in normative field-research. Its purpose is besides fact finding-identification of achievements and shortcomings and the problem areas but also to suggest ways and means of improving the tone and working of the Panchayat Raj bodies in relation to the administration of Universal, free and compulsory primary education.

The research tools used in the field-study are given in the Appendix -I

The data presented in this Study were collected during the period June 1972 to December, 1972.

5.5 Leadership at the Gram Panchayat Level

The structural strength of the nuclei institutions of the Panchayat Raj lies in their ability to provide the right type of local community leadership. In the administration of primary education, the close association of the local community is deemed vital to activate and enrich the programme of universal primary education. In the opinion Survey made (vide- Tool No. 12 Appendix I), in the 73 replies received from the total 100 respondents contacted. 78.5 percent respondents agreed that one of the reasons in entrusting the administration of primary education to the Panchayati Raj bodies was to create local

initiative, local knowledge and local enthusiasm for enrolling children of the compulsory school age in primary schools and 68.5 percent affirmed that another reason was to tap increased local resources in kind and money for the expansion and improvement of primary education. In this context, the right type of leadership in the Gram Panchayat becomes crucial. Leadership for this purpose can be viewed as a function of institutional role allotted to the Panchayat Raj institutions and their members. Professor M.V. Mathur suggests the application of a two-fold test of leadership - a qualitative test and an empirical test. "The first calls for an assessment of the capacity of the leaders of Panchayati Raj to fulfil the role assigned to them as members of Panchayat, Panchayat Samiti and Zilla Parishad and, the second, an assessment of how these leaders have actually discharged their role in practice." (5).

In this Section, a structural-functional analysis of the leadership in the Gram Panchayats of 82 villages included in the Sample is presented.

In the election of the Sarpanchs of Gram Panchayats, the higher Caste is losing its dominance. Caste continues to be an important, though not exclusive, factor. In the sample studied 18.4 percent of the Sarpanchs belonged to higher caste groups such as Brahmins, Banias, Jains, and a similar percentage to lower caste-groups. But a larger

percentage 58.5 percent belonged to the castes intermediate between higher castes and lower castes. The Sarpanchs drawn from the Muslim Community formed a small minority of 4.7 percent. The office of the Sarpanchs enjoyed by higher cast groups is far in excess to the proportion of their numerical strength in population. It becomes apparent however, from the inquiry, that more of the leadership of the Gram Panchayats is drawn from intermediate Caste-groups.

Though specific data on the Caste-composition of the members of the Gram Panchayats were not collected, the Investigator got a general feeling that caste constituted a more important factor in the election of the panchs rather than of the Sarpanchs. The wide gap between the strength of a particular caste and the number of seats of Sarpanchship held by it is a welcome development in South Gujarat.

In regard to occupational status of the Sarpanchs of the 82 villages, the survey revealed 90.24 percent of them belonging to farmers, 3.67 percent to merchants and 6.09 to service groups. Thus, leadership of the Gram Panchayats in South Gujarat is largely in the hands of the farming class.

It is further revealing that only 2.44 percent of the Sarpanchs belong to 'very rich' economic group and

8.53 percent to the rich group having an annual income of Rs. 10,000 to Rs.15,000. A large majority of them - 58.38 percent belong to middle income group (with an annual income below Rs.10,000 and upto Rs.3500) Only 3.65 percent Sarpanchs belonged to the low income group with an annual income of less than Rs.3500/-. As regards the deputy Sarpanchas, 17.09 percent fall into the first category of 'rich', 76.73 percent in the second category of the middle income group and 6.18 percent in the lower income group. Thus, the leadership in Gram Panchayats in South Gujarat is largely in the hands of middle income group. No Sarpanch or deputy sarpanch, in South Gujarat belongs to 'very poor' group.

Almost all Sarpanchs are members of one political party or the other. A majority of them - 63.4 percent belong to Rulling Congress Party, 31.71 percent to Old Congress or Sanstha - Organisation Congress and 4.89 to other political parties. No Sarpanch was reported to belong to the Jan Sangh political party. The element of politics in the election of Sarpanchs of gram panchayat has been the bane of the Panchayati Raj. Though ideally it is desirable that a Sarpanch should be free from all political pulls and pressures and his sole concern should be the welfare and service of the local rural community, however, it has been found impossible to divest elections to gram panchayats of political overtones. The observations of the

Jadavji Mody Committee appointed in 1964 by the Government of Gujarat to suggest reforms in the Gujarat Panchayat Act also show that the political affiliations in these elections are not avoidable :

"In this respect the opinion of the leading thinkers on Panchayat Raj is that political parties should not participate directly in the election to panchayat raj bodies. It cannot be said that there is no weight in this opinion. However, in order to allow the bodies of the panchayat to tackle healthily the local problems of administration and community development, it is essential that the elections of the gram panchayat should take place with a focus on the work of community welfare and service, at the gram level. Similarly, the election of taluka panchayat, should centre on the issues and problems at the Jilla Panchayat level. If, this is done, then only the structure and functioning of the Panchayati raj will become healthy and purposeful. But the democratic structure of the nation as a whole is tackled by political parties and several party considerations go into the election at all levels and tiers of the functioning of democratic government units. Though these political parties function at the higher levels, they take interest in the elections at lower- local levels in order to dig a base for their party to take roots in rural people and consolidate their hold on communities. The elections at higher levels are based on elections at lower levels. This makes it imperative for political parties to participate in the elections of panchayat." (6) .

Thus, the system of election to the State legislature is such that political parties have no option but to interest themselves in the election of the Panchayat bodies. Political parties are interested in the election of Sarpanchs of Gram Panchayats because they become

automatically the members of the Taluka Panchayat under section (14(1) of the Gujarat Panchayat Act, 1961 (as amended upto 1968), and presidents of all Taluka Panchayats become the ex-officio members of the Jilla Panchayat under Section 15(1) of the Act.

One crucial data as regards the Sarpanchs and deputy Sarpanchs of the 82 gram panchayats studied was their educational background.

TABLE - XXXI

Educational Qualifications of Sarpanchs and

Deputy Sarpanchs

(Figures in percentage)

		Illiterate.	Primary Std. IV.	Primary Std. VII	Upto S.S.C.	Upto Graduate level.	Post Graduate.
Sarpanchs	-	26.83	43.90	23.17	3.67	2.43	
Deputy-Sarpanchs.	2.43	28.05	46.34	21.96	-	1.22	

The Table shows that though some deputy sarpanchs are illiterate, no Sarpanch is illiterate. About two-thirds of the Sarpanchs and deputy sarpanchs have passed either lower primary or higher primary class. However, the redeeming feature is that 22 percent to 23 percent of them have studied upto S.S.C. level, and some of them

are even graduates and post-graduate degree holders. The improvement in the educational background of the leadership at the gram panchayat is a happy development. The more and better educated leadership we have in Gram Panchayats, the more and better interest will be there on its part in the expansion and qualitative improvement of primary education.

Some other important demographic characteristics which need to be noted are :

- There is a positive tendency to elect younger people on the Gram Panchayats;
- More Sarpanchs belong to the age-group of 30-40 than to the age-group of 40-50;
- The panchs belong to all occupational groups;
- The panchs also come from socially backward groups;
- The panchs, sarpanchs and deputy sarpanchs belonging to the money-lending class is definitely on decline;
- The political consciousness among the panchs, sarpanchs and deputy sarpanchs is significant;
- The caste or community consciousness among them is also significant.

Other characteristics of panchs, deputy sarpanchs and sarpanchs are as under :

- The Panchayat elections assume the form of a trial of strength for the office of Presidents of Taluka Panchayat and memberships of Jilla Panchayats.
- There is constant lobbying and canvassing on the part of various claimants to higher positions in Panchayat bodies.
- There is considerable village factionalism which seems to have been aggravated by the introduction of the Panchayat Raj.
- The political party programmes or ideological considerations play very little part. This is reflected in frequent shifts in the pattern of group loyalties and realignment of factors
- The leadership at the gram panchayat level is in close touch with the State level politics.

Several significant data regarding the basic equipment and operation of the leadership at the Gram Panchayat were collected keeping their implications for the administration of primary education in mind.

The local village leaders including some members of the local Gram Panchayat, the headmaster of the local primary school and some social and village level workers who know the sarpanchs individually and closely were requested to rate the sarpanchs of the 82 village panchayats on their basic qualities and equipment as community leaders. The rating embodies the pulled judgement

of the raters. It is done on a five-point scale with categories. Excellent, Good, Average, Below Average and Poor. Tables XXXIV and XXXV summarise the ratings of the sarpanchs on some of their significant characteristics. The results are self revealing. Caste-mindedness, political manoeuvring and scheming, less satisfactory dynamism, inadequate leadership skills and abilities, large scale self-centredness and low pitch of sincerity of purpose and dedication to rural community welfare and service are some of the shortcomings in a significant number of the sarpanchs. By and large, the sarpanchs are not able to provide that kind of leadership which can result in an upsurge of local enthusiasm and interest in the advancement of rural primary education.

There is also not enough understanding of trends and issues of primary education among the village leaders. Whatever little extent in this respect is found because of the fact that atleast one-third of the sarpanchs are educated beyond the upper primary stage. But so far as fervent belief in vigorous enforcement of compulsory primary education is concerned, so far as the will and determination of prosecuting the defaulting guardians under Gujarat Compulsory Primary Education Act, 1961 is concerned, they leave much to be desired. The contribution of sarpanchs in undertaking programmes of wiping out local adult illiteracy is also on the sliding scale.

TABLE - XXXII

Ratings of Some Personality Characteristics
of 82 Sarpanchs of Gram Panchayats of South Gujarat

(Figures denote percentages of responses).

Personality Traits.	RATINGS			
	Very Much.	Much	Not Much	:Not at all (poor)
1. Self-interestedness	15.85	14.63	58.59	10.93
2. Activeness and dynamism.	7.33	15.85	40.20	36.62
3. Caste-mindedness	9.75	59.17	15.85	14.63
4. Manoeuvring and Scheming nature	14.63	63.42	8.53	13.42
5. Sincerity of purpose and dedication to community service.	17.07	6.13	37.78	39.02
6. Leadership skills	36.6	28.05	30.5	4.85
7. Good attitude to public service.	28.05	47.56	13.46	10.93

TABLE - XXXII I

Ratings of Beliefs, or Actual Work put up by
Sarpanchs in the Field of Primary Education
in their Areas

	Very Much	Much	Not much	Not at all.
1. Belief in enforcement of compulsory education.	20.73	17.09	51.25	10.93
2. Favourable attitude towards prosecuting defaulting guardians.	13.42	20.73	40.24	13.42
3. Active work done in collecting funds for primary education.	8.53	20.73	23.19	47.56
4. Active work done in spreading village adult literacy.	15.85	19.51	26.83	37.91
5. Knowledge and understanding of problems of primary education.	2.43	29.27	37.91	30.49

The major determinants of the leadership of the Sarpanchs were also studied. It was found that in 73.17 percent cases the leadership was due to the social prestige enjoyed by the sarpanchs in the local rural community; the economic status was responsible in the case of only 14.62 percent cases and the political standing of the persons concerned contributed to their being accepted as Sarpanchs happened only in the case of 12.20 percent. This shows that in a rural society social standing and image is a much more powerful factor in throwing up the leadership than the political status and economic standing of the contestants to the office of village sarpanchship.

The Sarpanchs of the 82 Gram Panchayats were rated on the matter of time and leisure they have to devote to the problems of village welfare and rural community development. The findings of the rating are that 6.23 percent of Sarpanchs had very much time and leisure to devote to the problems of rural work; 32.9 percent had much time; 34.1 percent had not much (so so) time and 26.77 percent had hardly any time and leisure to devote to this kind of work.

Some data regarding the leadership qualities and functioning of the deputy sarpanchs of the 82 gram panchayats were also available. In the case of Sarpanchs, so in the case of deputy sarpanchs, a large majority - 74.39 percent

cases had their education upto primary, Std. VII; 21.96 percent upto S.S.C. Class; none upto graduation but 1.22 percent had a post-graduate degree; 2.43 percent were even illiterates. In the case of economic standing, 76.93 percent of the deputy sarpanchs ^{were} belonging to an annual income range group of Rs. 8000 - Rs.3500, with 17.09 percent belonging to the income group of Rs.15,000- Rs.8000 and 6.08 percent ^{belonging to} the lower income group of below Rs.3500/-

A large majority - 67.07 percent cases - of the deputy Sarpanchs owed their leadership in the Gram Panchayat to their social prestige and image, 25.61 percent to their political affiliation and 7.32 percent to their economic status. It will be seen that the political status was a determinant of leadership more in the case of deputy sarpanchs than in the case of deputy sarpanchs. Similarly, the financial resources - the economic standing was a less dominant factor in the case of deputy sarpanchs than in the case of Sarpanchs.

Table XXXVI gives qualitative pooled ratings (by the members of Gram Panchayat, local village school headmasters and some local community leaders, of some leadership qualities and equipment of the deputy sarpanchs.)

TABLE - XXXIV

Ratings of the Deputy Sarpanchs of 82 Gram Panchayats

(Figures show percentages)

	A (Excellent)	B (Good)	C (Average)	D (Below average)	E (Poor not at all)
1. Ability and skills of leadership.	9.8	23.1	31.7	30.5	4.9
2. Knowledge of needs and problems of local rural community.	7.4	23.1	25.6	31.7	12.2
3. Sincerity of purpose in serving the rural community.	8.5	29.2	29.2	25.8	7.3
4. Activeness and dynamism.	8.3	25.8	25.6	21.9	18.4
5. Having enough time and leisure to devote to public service.	12.20	24.40	34.10	20.70	8.60

The inquiry gives a pretty good picture of the harmony and accord prevailing between the sarpanchs and deputy sarpanchs. The ratings in terms of percentages are : excellent 46.28; good 25.65; average 19.54; below average 3.65; and not at all 4.88.

TABLE - XXXV

Ratings of the Impact of the Leadership of Sarpanchs
and Deputy Sarpanchs on Development of Primary Educa-
tion in their Local Rural Community.

(Figures in brackets indicate percentage for Dy. Sarpanchs)
 (Figures show the percentages)

Evaluation base.	A (Excellent).	B (Good)	C (Average)	D (Below average)	E Poor (not at all)
1. Interest and zeal in develop- ment of primary education.	13.4 (17.0)	12.2 (15.8)	31.8 (28.3)	20.7 (23.1)	21.9 (25.8)
2. Faith in compul- sory primary education.	8.5 (12.2)	21.9 (28.1)	35.7 (26.9)	17.1 (18.2)	15.8 (14.6)
3. Influence guardians to send their wards to sch- ool regularly	17.1 (18.4)	33.7 (29.2)	21.5 (24.4)	12.2 (7.3)	15.5 (20.7)
4. Prepared to prosecute defa- ulting guardi- ans.	8.5 (13.4)	18.3 (19.5)	17.1 (19.5)	23.2 (15.8)	32.9 (31.8)
5. Procured acco- modation for primary school.	40.2 (25.8)	25.8 (24.4)	15.8 (21.8)	10.9 (9.7)	7.3 (18.3)
6. Enriched school equipment.	29.2 (29.4)	30.5 (25.4)	20.9 (17.5)	10.9 (11.9)	8.5 (15.8)
7. Found houses for local tea- chers (Especially Harijan Teachers).	37.8 (23.2)	28.0 (30.5)	13.6 (17.1)	9.7 (7.3)	10.9 (21.9)
8. Promoted inter-	28.1 (25.6)	24.4 (28.1)	28.4 (17.1)	13.4 (13.4)	20.7 (15.8)

The Study included some aspects of the impact of the leadership of the sarpanchs and deputy sarpanchs on the development of primary education in the areas of their functioning. An attempt was made to get a measure of this impact through pulled rating of the same category of persons who had the first hand knowledge of the personal work and efforts of these officers of the Gram Panchayats, viz, the members of the Panchayats, the headmaster of the local primary school, some local community leaders, the inspecting officers of the Education Department and village level workers. The evaluative ratings are given in Table XXXVI.

The Table shows that the impact of the leadership of the sarpanchs and deputy sarpanchs on the expansion and development of primary education in their respective rural areas is not as remarkable or effective as one would wish in a democratic decentralised administrative set-up. It appears from the Table that only a little more than a quarter of the sarpanchs and deputy sarpanchs take keen and active interest in the development of primary education and in the enforcement of compulsory education schemes. A little less than a quarter of them have no interest and zeal to develop primary education in their areas; about 15 percent of them have no faith in making primary education compulsory; 15 to 20 percent do not throw their weight in influencing the local guardians

to send their wards to primary schools in which they are registered regularly; about 10 percent of the sarpanchs and 18 percent of deputy sarpanchs make no efforts to procure land and accommodation for the community's primary school; about 9 percent sarpanchs and about 16 percent deputy sarpanchs also make no efforts to enrich the equipment of the local primary school; only half the proportion of these leaders take initiative and interest in finding residential accommodation for non-local resident teachers especially Harijan primary school teachers. To only about 50 percent sarpanchs and deputy sarpanchs can be given credit for making any deliberate efforts to promote interest among local school children guardians in the education of their wards. Thus, the Panchayati Raj System in South Gujarat has not been able to throw up, by and large, a well interested, knowledgeable and dynamic leadership in the promotion and improvement of primary education in rural habitations.

A few observations on the election of Sarpanch are pertinent here. The Investigator got a feel in his visits to almost all the Gram Panchayats, and he received suggestions to this end, that the method of election of Sarpanchs and deputy Sarpanchs, should be changed. Under Section (12 (2) of the Gujarat Panchayats Act, a Sarpanch and Upa-sarpanch are elected by the members of the Gram Panchayat from among themselves. In Rajasthan, the

method of election of the sarpanch directly by village electorates has failed. This was the finding of the research on the functioning of Panchayati Raj in Rajasthan. (7) It is surprising to find that in the Report of Zeenabhai Darji Committee recently presented before Gujarat Legislative Assembly, the method of direct election is advocated. (8) The present method in vogue is definitely a better method than that by direct election followed in the Rajasthan and recommended by the Darji Committee. However, the bane of the Rajasthan method continues here also. The following are the ill-effects of the current practice :

- The Sarpanch develops a tendency to monopolise power in his hands;
- Often he acts by himself rather than with his colleagues on the Panchayat;
- The panchs or members of the Gram Panchayat have little opportunity to exercise their initiative;
- The extra-village pressures and manipulations come into play in the election of the sarpanch and upa-sarpanch;
- Factionalism receives a fillip at the village level;
- The team spirit which is the backbone of the success of a democratic governing is often missing;

- The sarpanch often leans on (political) 'party' discipline and intriguing to retain his hold and powers over the other members of the Gram Panchayat;

The Gujarat Panchayats Act provides for a motion of no confidence in Sarpanch and Upa-sarpanch under Section 48(1). But it requires a majority of not less than two-thirds ^{members} of the total number of the Panchayat/to be present and voting for the motion. In a set-up dominated by political and caste affiliations, the passing of such a motion becomes difficult and the sarpanchs and upa-sarpanchs, once they are elected to their office, continue for the duration of the term of the Panchayat. The system of recall does not function effectively because the system presupposes a certain level of political maturity which is hardly to be found at present in the Gram Panchayat members.

If the Sarpanch and Upa-sarpanch are expected to provide effective leadership in different sectors of rural community development, the indirect method of election is to be preferred to direct election. Efforts should be made more at the level of political party to put up such candidates who understand the needs and problems of development of rural community, who have good record of public service, who have enough leisure time to devote to public problems and public work, who hold progressive views and

outlook and who can display enough dynamism in public service.

5.6 Leadership at the Jilla Panchayat Level

As the present study is concerned with the administration of primary education and as there is a Statutory Committee for primary education at the district level, a detailed study of the general leadership at the Jilla Panchayat was not attempted in the manner in which the study of the leadership at the Gram Panchayat was planned. However, the Investigator gathered a general picture of this leadership from the talk and discussion he had with the government officers, members of the Jilla Shikshan Samiti, and some prominent leaders and workers of the district, and the ratings he had about certain aspects of the leadership at the Jilla Shikshan Samiti level.

In the election of the Presidents of Jilla Panchayats, the political factor - the membership of a political party has become the dominant factor. All the presidents of the districts of South Gujarat are the members of the Ruling Congress Party. They are strong individuals as leaders having considerable popular following. Perhaps they were given the ticket by the Ruling Congress Party on the strength of their strong popular support in the district.

Caste did not play a very prominent part in their election, though it had some effect. They all belong to the farming occupational group. They also belong to economically fairly well-off category - at least above the average. They have also good and long record of public service work. They have a dominant-dictating type of personality. They seem to be habituated to get their voice heard and orders-suggestions accepted. They seem to be conscious of their powers and usefulness for the continuation in office of the political party in power. They are honest and frank to the extent to which a seasoned politician is honest and frank.

There is not as much understanding of primary education in their case as one would wish it. They superficially understand the significance, importance and issues involved in the administration of primary education and in their talk and discussion, they give one an impression that they are very anxious to expand and improve the quality of primary education in their district. But actually they may not be very serious about it. Their complaint is that the Jilla Panchayats have very inadequate resources for speedy and satisfactory development of primary education.

But the members of the Jilla Panchayats cannot be said to be active, well-motivated, and interested participants of democratic government and administration at the district

level. Only 30 to 40 percent members of the Jilla Panchayats of South Gujarat have real interest in the work of the Jilla Panchayats, and community welfare and development.

Among the members of the Jilla Panchayats, there are more interest groups than caste groups. Caste factions are in the process of transformation. These are getting transformed into political factions - at times even to the extent of losing their original identity. When there are groups among the ministers of the State Cabinet and the loyalty to the State Pradesh Congress is divided, as is the case at present in Gujarat, there is division among the members of the Jilla Panchayats in their loyalty to different minister-groups. These tendencies and developments will ultimately weaken the democratic base in Gujarat and vitiate the working of local bodies. At present there appears to be uneasy feelings among the rural people that the Jilla Panchayats are being divided into two halves - the majority group led by the Panchayat President and the minority group which owes its allegiance to other leadership.

The Darji Committee on the Panchayati Raj which has recently reported has claimed that the Panchayat members take now more interest in primary education than in

the past.(12) The Panchayats have now some members who have practical experience of working out primary education programmes. But the Committee has also indirectly admitted that a number of members take undue and unhealthy interest in the administration of primary education, especially in the transfer of primary school teachers.

In brief, it should be observed that the leadership at the Jilla Panchayat has been cutting across caste-affiliation. There is more inter-caste alliances, but political affiliation is a Stronger Cementing force. Younger persons than before - persons in their thirties and forties are now sitting on Jilla Panchayats. They are a alightly more active lot than was the case in the past. But they are not democratically so vocal as to influence positively or negatively the decision-making done by the Jilla Presidents. The members are now more knowledgeable persons in education, but a number of them do reveal the natural weakness to abuse their membership of the Panchayats in distributing favour and patronage to primary teachers in the matter of their transfer or promotion. The administrative Officers and district development officers are under great pressures by vested interests in the Jilla Panchayat. Democracy in the Jilla Panchayats is still growing. It has not taken firm roots. The top leadership is too strong and powerful to allow leadership at members-level to take firm root in democratic functioning and decision-making.

5.7 Infra Institutional Structure

The Gujarat Panchayats Act provide for three principal decentralised institutions like the Gram Panchayat, the Taluka Panchayat and the Jilla Panchayat. Only two of these are specifically and directly concerned with the administration of primary education. As stated earlier, Section 111(2) (1) of the Act provides for the 'Constitution of the Education Committee at the Taluka Panchayat level as one of its seven subordinate committees. The Act was amended in 1968, and the Clauses 111(1) (i), (2) (1), and 112(1) relating to the Constitution of the Education Committee at the Taluka Panchayat level was deleted. The reason was again the wrong type of leadership that emerged at Taluka Panchayat level in Education Committee. The ills of the Panchayati Raj noticed earlier at the Gram Panchayat level such as casteism, faction, parochia/outlook, political rivalry, economic exploitation also functioned at this level. The leadership of the Taluka Education Committee instead of concerning itself with the performance of duties and functions assigned to it under Schedule II of Part II of the Panchayats Act mis-used its office and powers to distribute favour and patronage in the appointment of teachers, used the office to punish the unobliging teachers by effecting their transfers frequently and at most inconvenient places. Though the Jadavji Committee recommended the

retention of the Taluka Education Committees, the 1968 Amendment of the Gujarat Panchayats Act abolished it as it did not function properly and effectively. At present only at the Jilla Panchayat level an Education Committee functions.

The Gram Shikshan Samiti

The present Study had attempted to inquire into the thinking of the village level leaders and experts as regards the desirability of the Gram Panchayats to have their Education Committees and to revive Education Committee at the Taluka level. It was found that 68 percent of the villages included in the sample in the Surat District have Gram Shikshan Samitis, over 90 percent of the Gram Panchayats of the sample have this Samiti on the Valsad district and 77 percent of Gram Panchayat sample of Broach district have it.

More than 70 percent of the village level leaders and workers of those contacted by the Investigator expressed the view that there should be an Education Committee in a Gram Panchayat. The view of the better educated leaders and Government officials was that the composition of this Committee should not be limited only to panchs or the members of the Gram Panchayat only, but should have on it persons of local community who have good knowledge of the needs and problems of primary education to the extent of

fifty percent or so. The presence of the element of such knowledgeable, motivated and active members on the Education Committee would energise the other panchs elected on the Committee from the Gram Panchayat. The Chairman of the Committee should be selected on the basis of his leadership qualities and may or may not be a member of the local Gram Panchayat. The idea is to associate the panchs and other knowledgeable persons and leaders of the local community to join hands together in serving the cause of education.

The 80 percent of respondents agreed in principle that members of the Education Committee should be the members of the Gram Panchayat, but in order to minimise the danger of their apathy, disinterestedness, interference, hostility or obstructing tactics to the vigorous enforcement of compulsory primary education about 60 percent of the respondents favoured the raising of the proportion of the nominated and co-opted members to 50 percent. A number of respondents felt that provision in the Gram Panchayat Constitution should also be made to the effect that the representation on the Education Committee of the Gram Panchayat's panchs could be increased still further up where and if the record of the previous Gram Panchayat would warrant such an increase. The Constitution of the Gram Panchayat that emerged from the replies of the respondents and their ratings of each category are given in Table -XXXV.

TABLE - XXXVI

Ratings of Leaders of 82 Villages on the Desirability
of Gram Panchayats to have an Education Committee

Reasons	(Figures indicate percentages of			
	Very Much	Much	Not Much	Not at all
1. Development of primary education needs special care and attention.	69.5	21.2	6.8	2.5
2. It can enthuse the local people more and better.	60.0	33.7	2.5	3.8
3. It can better organise-drives for				
(a) enrolment of children of compulsory age.	62.5	27.5	7.5	2.5
(b) regular attendance of children already enrolled in school.	56.2	30.0	10.0	3.8
(c) adult literacy	56.2	31.2	10.0	2.6
4. It can better persuade the defaulting guardians	55.0	26.2	12.5	6.3
5. It can attend better to the development needs of local school.	63.5	31.2	2.8	2.5
6. It can collect funds for local primary school.	56.2	21.2	15.0	7.6
7. It can work towards reducing wastage.	45.0	33.8	15.0	6.2
8. It can work towards reducing stagnation.	51.0	36.0	10.5	2.5
9. It can plan programmes of school improvement and enrichment.	56.2	23.8	10.0	5.0

TABLE - XXXVII

The Rating of Opinions on the Composition of the
Gram Shikshan Samiti

Suggested Composition.	Very much desi- red.	Desired much	Not much	Not at all
1. Inclusion of atleast three influential mem- bers of the Gram Pan- chayat.	51.2	37.6	6.1	5.1
2. Inclusion of the Head- master of the local school.	69.5	18.3	6.1	6.1
3. Nomination of a person who knows the problems of Primery education & Adult education.	60.9	18.3	6.2	14.6
4. A woman guardian from local community.	54.9	24.4	8.51	12.19
5. A literate guardian from local backward community.	58.65	29.2	3.65	8.5

N.B.: Figures indicate the percentage of the raters.

Table XXXVIII presents the summarised ratings of the functions that should be assigned to the Education Committee of the Gram Panchayat. The figures show percentages of the community leaders of the 82 Gram Panchayats studied by the Investigator.

The Table shows that a good majority of the rural opinion and of the officers of the Department of Education is in favour of erecting an infra-structure of an Education Committee at the Gram Panchayat level. It is this Committee that can bring the local rural community closer to the primary school and a development-oriented structural leadership could be created at village level to serve the cause of primary education directly, expeditiously and seriously.

The Gujarat State Institute of Education also favours an infra-institutional structure of a Gram Education Committee. Its former Director, Shri Indra Vasavada said at one place that "the Gram Shikshan Samiti is an influential body to raise standards of primary education at the village level." (9) Shri Santilal Sutar in his booklet "Gram Shikshan Samiti" also justifies the constitution of Gram Shikshan Samitis on two counts, viz., it would be necessary to plan for the enrolment of school children of the Compulsory school age and their regular attendance in

school and to provide educational and material facilities as well as create a proper ethos so that school children can acquire primary schooling effectively. (10) Sutaria considers the role of an Education Committee in planning for the attainment of the goal of universal, compulsory and free primary education. He suggests the following task-fulfilment for the Gram Education Committee. (11):

- Estimating the increase in the number of boys and girls of the school-going age as a result of the enforcement of compulsion;
- Estimating the additional classrooms required each year;
- Planning for the procurement of a playground for the local school, and if the school has one but is small, then planning for its extension;
- Estimating expenses for minor repairs of the school building or for procuring additional accommodation;
- Planning for the organisation of a Balmandir as an integral part of improving primary education
- Planning for a village library if there is not one in the village or for its enrichment if there is one in it;
- Estimating expenditure for sports and/or instructional materials;

- Preparing a list of local illiterate adults and planning to eradicate adult illiteracy from the village;
- Providing houses for the residence of men and women teachers, and especially Harijan teachers;
- Providing for a school farm;
- Arranging for the raw material of the crafts taught in the local primary school;
- Providing a Bulletin Board to the local primary school;
- Making provision for planting trees, flower-beds, etc. in the school garden and taking measures for their protection.
- Organising enrolment drives for the children of the age-group 6-14;
- Organising drives for the attendance of non-attending school children;
- Providing school uniform to poor children;
- Providing mid-day meals to school children;
- Providing prizes for bright school children;
- Providing free to poor school children writing materials and books;
- Ensuring regular medical inspection of school children and undertaking of their follow-up work;

- Providing clean and odourless school urinals and latrines;
- Opening a book-bank for school children;
- Making arrangement for clean and healthy drinking water for school children.

Thus, the overwhelming majority of opinion favoured the constitution of a Gram Shikshan Samiti for every gram Panchayat village.

The Jilla Shikshan Samiti : At the district level, the Statutory Education Committee of the Jilla Panchayat is the principal and Central local authority in primary education. It is the crucial authority in the sense that what quantitative and qualitative status of primary education will there be in a district will be largely determined by the programmes of the Jilla Shikshan Samiti, the dynamism and interest its leadership demonstrates in primary education and the way in which it operates and functions in this field.

In Surat and Broach districts, the Jilla Shikshan Samiti consists of 11 members and in Bulsar district it has 10 members.

In Surat and Broach districts, the majority of members - 7 in Surat and 6 in Broach come from advanced communities. But in Bulsar district 6 out of the total 10 members are from backward communities. Caste has continued to be one of the dominant influences in the composition of Jilla Shikshan Samitis in South Gujarat. This ought not to be the case.

All the Jilla Shikshan Samitis have women members to the extent of 18 to 29 percent of their total strength.

A large majority of the members belongs to the age-range 40 to 60 years. In the Jilla Shikshan Samitis, of all the three districts, almost half the members belong to the age-group 30-45 years. In Surat and Bulsar Jilla Shikshan Samities about one-fourth members are of the age 50 or above. In Broach Jilla Shikshan Samiti more than half the number of members are above the age of 50 years. The leadership in Jilla Shikshan Samitis is more in the hands of middle aged and old people. This has brought to bear upon the administration of primary education matured judgement and comprehensive and searching thinking, but the decision-making on the whole is slow, lacking boldness, dynamism and breadth of outlook.

A majority of members of all the three Jilla Shikshan Samitis come from middle income group - their percentage ranges from 72.7 in Surat District to 54.5 percent in

TABLE - XXXVIII

Ratings of Beliefs, Attitude or Actual Work
put up by the District Leadership in the
Field of Primary Education

	Very much	Much	Not much	Not at all
1. Belief in enforcement of compulsory education.	20.12	21.63	48.29	9.96
2. Favourable attitude towards prosecuting the defaulting guardians.	13.74	12.65	48.29	25.32
3. Active work done in collecting funds for primary education.	4.48	13.23	43.12	39.17
4. Active work in spreading adult literacy.	14.48	18.22	27.18	40.12
5. Knowledge and understanding of problems of primary education.	7.73	35.37	42.13	14.72

Broach District. However, one quarter to one half of the total memberships of the Jilla Shikshan Samiti come from economically well off social groups.

Of the total 32 members of the three Jilla Shikshan Samities, 42.35 percent members have passed primary VII class, 22.50 percent have either studied upto the S.S.C. class or have passed the S.S.C. examination, 8.7 percent are either graduates or post-graduate degree holders and the remaining have lower primary education qualifications. Thus, the majority of the members of the Jilla Shikshan Samitis come with fairly good educational background.

Some pulled evaluation-judgement on personality qualities of the Presidents of Jilla Shikshan Samitis were made out of the ratings of these leaders by members of the Jilla Shikshan Samiti, government officers who came in close touch with them and by other leaders at the Jilla Panchayat town who knew these leaders at close quarters or who were acquainted with their work. These ratings are given in Table XXXX.

It will be seen from the Table that the leadership in the Jilla Shikshan Samitis is not very much self-centred or interested in furthering their own ends. They are fairly well dynamic. The extent of caste-mindedness in them is not much. But they have a high degree of manoeuvring and

scheming mentality. They are not quite well up high on the scale of sincerity of purpose and dedication to community welfare and work. They possess considerable leadership skills. They also have fairly good attitude to public service.

Table XXXVII gives the ratings of beliefs, attitudes or actual work put up by the leadership at the district level in Jilla Shikshan Samiti. About 58 percent respondents said that the leaders have 'not much' or 'nil' faith in the vigorous enforcement of primary education. More than 80 percent of the raters observed that the leadership does not have a favourable attitude towards prosecuting the defaulting parents. About 80 percent felt that these leaders are not doing active work in collecting funds for primary education, and in the opinion of the 67 percent of the respondents the leaders were not active in organising adult literacy work. Only about 43 percent of the respondents opined that they possess adequate knowledge and understanding of the problems of primary education.

Such is broadly the picture of institutional leadership in the Panchayati Raj in Gujarat in the Sector of Primary Education.

TABLE - XXXIX

Rating of Some Personality Characteristics of
the Presidents of the District Panchayats

Personality traits.	Ratings			
	Very much	Much	Not much	Not at all
1. Self-interestedness	12.63	11.54	55.32	20.51
2. Activeness and dynamism.	15.39	14.43	42.14	28.04
3. Caste-mindedness	10.71	58.35	13.12	17.82
4. Manoeuvring and Scheming nature.	16.39	61.78	7.14	14.69
5. Sincerity of purpose and dedication to community service.	14.71	32.17	43.18	9.94
6. Leadership skills.	43.61	40.19	15.08	1.12
7. Good attitude to public service.	23.15	42.49	15.89	18.47

5.7 Conclusion

The discussion presented in the foregoing sections shows that the hypothesis underlying the introduction of the Panchayati Raj that the Local community - its leaders will be drawn closer to the task of spreading primary education and that the village people will be bursting with a wave of enthusiasm in seeing that their children of the age-group 6-14 years enrol themselves in primary schools and continue to receive instruction therein till they complete the age of 14 is not found valid. The emergent village leadership is based on considerations of caste, political affiliations and status leadership and is not found to be genuinely interested in furthering the educational interests of the local community. The leadership is not vigorous enough to go against the tide of popular demands and desire and enforce what is best for the community. The experiment of the Panchayati Raj has not resulted in throwing out the right type of Institutional Leadership at Gram, Taluka or Jilla level. The experiment has also not very much succeeded in helping the rural folk to escape from the hold of Mai-Bap psychology and to break away the villagers from the age-long authoritarian traditions which continue to sap the vitality of rural community life.

The attitude of the people's representatives on the Panchayat bodies has not very much changed. They continue to be largely passive and dis-interested. It cannot be said that the people have much understanding of, and sympathy with, Government's effort to give a momentum to the programme of universality of school provision, universality of enrolment and universality of retention. Because of passive panchs and dictating sarpanchs, it has not been very much possible to attempt educational planning at grass roots and involve larger number of the rural people in the decision-making process about expansion and qualitative improvement of primary education.

In brief, the emergent institutional leadership at the village, taluka and Jilla levels is weak, somewhat indifferent and passive, and not very much enthusiastic about extending the benefit of primary education to each house and home in the rural habitations. The Panchayati Raj has been largely instrumental in throwing up a new type of local rural leadership which belongs to the relatively young group and is drawn from a wide occupational group. But the leadership needs to be properly trained and it should be given an insight into the needs and problems of primary education in the set-up of a rural community.

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