APPENDIX - I

SCHEDULES
**INSTRUCTIONS**

Enclosed here are a few questions on the block administration and community participation in Orissa with special reference to Athgarh block. Kindly read each question carefully. With most of the questions, you will find several alternatives such as a, b, c, d, etc. Please put a tick mark (/) against the alternative which applies to you, and where you are asked to record your opinion, kindly record it briefly in the space specified. The response will be kept absolutely confidential and will be used for the purpose of academic use only.
Schedule for Bureaucratic Officials associated with Athgarh Block

1. How do you think that the people are interested for rural development programme?
   a. Mostly
   b. Sometimes
   c. Rarely
   d. Never

2. Do you think that the identification of the rural poor is satisfactory?
   a. Yes
   b. No

3. If 'no', What are the constraints?
   a. The Survey procedure is not perfect.
   b. Pressure from political bodies.
   c. Official redtapism.
   d. Communal and Caste consideration
   e. Callousness of the Government Officers.
   f. Influence of middle man.
   g. Any other.

4. Do you think that loans are disbursed to the beneficiary without any delay?
   a. Yes
   b. No

5. If 'no', Why?
   a. Official redtapism
   b. Inadequate banking facilities
   c. Lack of guarantee.
   d. Corruption among officials.
   e. Any other

6. Do you think that loans taken by the beneficiaries are properly utilised?
   a. Mostly
   b. Sometimes
   c. Never
7. If 'never' what are the reasons for it?
   a. Inadequate loan
   b. Untimely disbursement
   c. Low quality assets
   d. Other problems more important than production.
   e. Lack of technical knowledge and training.
   f. Any other.

8. Do you think that loans are returned by the beneficiary in time?
   a. Always
   b. Sometimes
   c. Never

9. If 'never', Why?
   a. Non-utilisation of fund.
   b. Low production
   c. Natural Calamities
   d. Unwillingness
   e. Lack of responsibility
   f. Any other.

10. Do you think that the officials are well-trained for rural development programme?
    a. Yes
    b. No

11. Do you think that the members of Panchayat Raj bodies need training?
    a. Yes
    b. No

12. How do you feel that the finance allotted by the Government on rural development is adequate?
    a. Most adequate
    b. Adequate
    c. Sometimes adequate
    d. Not adequate at all
13. Here are some statements about administrative rules and procedures. Please consider each and indicate how much do you agree or disagree with it?

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

a. Observance of all rules leads to a lot of paper work but very little concrete work.

b. Administrative procedures offer enough scope for officials to exercise personal initiative.

c. Rules protect officials against unreasonable demands and influence.

d. Rules should be strictly observed even if they delay administration.

e. When the instructions received from his superiors do not apply to the local situation an official should not be bound by them.

f. An official should always make sure that his superiors are satisfied with his work.

g. When conflicting instruction come from superior officials and from elected leaders, an official should usually follow the instructions of elected leaders.
h. An official cannot be effective if he constantly tries to accommodate the needs and wishes of everybody.

i. An official does his job well if he seeks the advice of political leaders when dealing with local problems.

j. Under certain conditions an official is justified in acting undemocratically.

14. We have compiled a list of some common issues. In your opinion, who will be primarily responsible for taking decisions on each of the following issues?

<table>
<thead>
<tr>
<th>Issue</th>
<th>Bureaucrats</th>
<th>Elected Officials</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Formulation of broad policies.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>b. Making out details of Programme.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>c. Fixing priorities of programme implementation.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>d. Day-to-day working of the programme.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>e. Distribution of loans.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>f. Distribution of Govt. grants.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>g. Evaluation of the programme.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>h. Evaluation of the work of the staff.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>i. Writing confidential report on staff members.</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>
15. People often say that there are certain things which bureaucratic officials must do and other things which they must not do. On the following items, which one do you think the bureaucratic officials must do, which ones must they not do, and which are optional depending on circumstances?

<table>
<thead>
<tr>
<th>Must do</th>
<th>Optional</th>
<th>Must not do</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

a. Carry out the decisions made by the Zilla Parishad or the Panchayat Samiti.
b. Execute decisions made by elected bodies which in their opinion may be unsound.
c. Take action against Subordinate officials on the insistence of political leaders.
d. Change a policy decision on the advice of political leaders.
e. Take definite stands against unreasonable demands by political leaders.
f. Protect subordinates from interference by political leaders.
g. Keep a powerful faction of political leaders satisfied if that action helps the implementation of Government programmes.
h. Turn down demands by political leaders when they are against Government's policies, even if they are in the block's interest.
i. Modify policy in the face of insistent popular demand.
j. Convey the wishes & demands of the local leaders to their superior officials.
k. Explain Government policies and programmes to local political leaders.

l. Provide leadership for local programmes not currently funded by Government.

m. Bringing all irregularities committed by the political leaders to the notice of their superior officers.

16. In addition, people often suggest that political leaders must do certain things but must not do others. A number of these practices are listed below, which ones do you think elected representatives must do, which ones must they not do, and which ones are optional for them?

<table>
<thead>
<tr>
<th>Must do</th>
<th>Optional</th>
<th>Must not do</th>
</tr>
</thead>
</table>

a. Keep a strict watch on the administrative performance.

b. Bring to public notice all faults and flaws of administrative practices.

c. Allow the administration to work by itself.

d. Advise bureaucratic officials about the best courses of action for development.

e. Protect bureaucratic officials from unreasonable public criticism.

f. Cooperate with bureaucratic officials in carrying out government programmes.

g. Organise agitation in order to prevent bureaucratic officials from taking unjust action.

h. Use bureaucratic officials for partisan purposes.
i. Ignore popular demands when they are against Government's policies.

j. Try to change Government's policies in the face of insistent popular demand.

k. Convey to bureaucratic officials the wishes and opinions of the people.

l. Accept official judgements in matters of policy.

m. Insist that bureaucratic officials must be guided by the advise of elected representatives.

n. Request bureaucratic officials to help in constructing political party programmes.

17. People often complain about administrative inefficiency in Government. How do you feel about this observation?
   a. Strongly agree
   b. Agree
   c. Disagree
   d. Strongly disagree

18. Below are mentioned some of the statements which have been made to explain the ineffectiveness of administration. How much do you agree with each of the reasons for ineffectiveness given below.

   a. The planners and policy makers are ill-informed about the real problems and set unrealistic targets.
   b. There are inadequate staff and funds.
c. Elected representatives do not provide adequate cooperation.

d. There are no incentives for good work.

e. There is no scope for personal initiative.

f. Superior officers do not give required guidance.

g. Higher officials delay the decision.

h. The people are not co-operative.

i. Bureaucratic officials lack authority to control their subordinates.

j. There is too much political interference.

19. How often do you consult with the following?

<table>
<thead>
<tr>
<th>Very Often</th>
<th>Some Times</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

a. Village political leaders.
b. District political leaders.
c. State political leaders.
d. Group leaders of different social and economic group.
20. Considering the following leaders has often do they come to you for consultation.

<table>
<thead>
<tr>
<th></th>
<th>Very often</th>
<th>Some-often</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Group leaders of different social &amp; economic group.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>b. Village political leaders.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. District political leaders.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>d. State political leaders.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

21. When political leaders contact you, how do they usually approach you?

<table>
<thead>
<tr>
<th></th>
<th>Very often</th>
<th>Some-often</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Send a letter</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>b. Send a messenger</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. Come alone</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>d. Bring a delegation</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>e. Telephone</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>f. Any other specify.</td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

22. Which of the methods above would you say has proved most effective as far as you are concerned?

23. Various bureaucratic officials have mentioned certain problems which elected representatives bring to them now and then. A partial list is given below. Please indicate your opinion in this matter.

<table>
<thead>
<tr>
<th></th>
<th>Often</th>
<th>Some-times</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Problems regarding to the development programmes of the Government.</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>
b. Problems about technical & administrative rules.
b. Law & order problems.
d. Sanction and approval of loan.
e. Problems of administrative delay.
f. Issue about conflicts between local groups.
g. Others specify.

24. Do you think that people are very cooperative with you?
   a. Very much.
   b. To some extent.
   c. Not at all.

25. Do the rural people come to you for help and technical guidance?
   a. Always
   b. Sometimes
   c. Not at all.

26. If 'not at all', why?

27. If 'yes', through whom and how often?
   
<table>
<thead>
<tr>
<th>Frequently</th>
<th>Sometimes</th>
<th>Rarely</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

   a. Personally
   b. Through Panchayati Raj bodies.
   c. Through group leaders.
   d. Through block officials.
   e. Through voluntary organisation.
   f. If any other specify.
28. Political leaders often have to approach for getting certain things done. Generally speaking, how often do political leaders bring to your attention problems concerning the following.

<table>
<thead>
<tr>
<th>Usually</th>
<th>Sometimes</th>
<th>Rare - Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

a. Their personal benefit.
b. The interest of their relatives.
c. The affairs of their caste fellows.
d. The interest of their political supporters.
e. The welfare of the whole area.
f. The interest of certain political factions.
g. The affairs of religious groups in the community.
h. If any other specify.

29. Speaking from your experience how often do political leaders ask for special favour from officials?

a. Frequently.
b. Sometimes
c. Rarely
d. Never.

30. Many officials when unable to meet political leaders' requests think that the political leader will act in a variety of ways. From your dealings with political leaders, how do you feel about the following statements?
31. Many bureaucratic officials, when unable to meet villagers requests, think that the villager will act in a variety of ways. From your dealings with villagers, how do you feel about the following statements?

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
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</table>

a. The villager will understand the bureaucratic official's difficulties and will not press the issue.
b. The villager will stop cooperating with the bureaucratic official.

c. The villager will try to punish the bureaucratic official somehow.

d. The villager will organise agitations and demonstrations against the bureaucratic official.

e. The villager will complain to the superior officer of the bureaucrats.

f. The villager will threaten to have the bureaucratic official transferred.

g. The villager can hardly do any harm to the bureaucratic official.

32. When faced with pressures from political leaders to do something they do not want to do, bureaucratic officials may take a number of different courses of action. Speaking for yourself, what courses of action you usually take?

<table>
<thead>
<tr>
<th>Agree</th>
<th>Disagree</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>2</td>
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</tbody>
</table>

a. Explain that your limitations are due to the rules.

b. Appeal for help from other local leaders.

c. Seek support from other political groups.

d. Influence public opinion in your favour.
e. Try to deal with the situation yourself.

f. Seek advice from superior officers.

g. Postpone decision-making.

h. Seek transfer.

i. Refer the matter to higher authorities.

j. Remain silent over the issue.

33. How often do bureaucratic officials ask for favours from political leaders?

a. Frequently

b. Sometimes.

c. Rarely

d. Never.

34. Of the four statements given below which one you think the most idealistic relationship between the administrative officials and elected representatives?

a. While performing his duties, an administrative official has nothing to do with the elected representatives.

b. Once the administrative official has explained Government's policies and rules to the elected representatives his responsibility to them ends.

c. The bureaucratic official consults local elected representatives and enlists their cooperation in his work.

d. The bureaucratic official is mainly guided by the advice of elected representatives.
35. Of the four statements given below, which one you think the most real relationship between the administrative officials and elected representatives of a block?

a. While performing his duties, an administrative official has nothing to do with the elected representatives.

b. Once the administrative official has explained Government's policies and rules to the elected representatives his responsibility, to them ends.

c. The bureaucratic official consults local elected representatives and enlists their cooperation in his work.

d. The bureaucratic official is mainly guided by the advice of elected representatives.

36. What is your opinion regarding the performance of development administration in Athgarh block?

Background Information of Bureaucratic Officials

Name

Designation

Age

How long have you been holding the present position?

Signature
Schedule for Elected Representatives of Panchayats and Panchayat Samiti of Athgarh Block.

1. Are you satisfied with the selection of beneficiary?
   a. Yes
   b. No

2. If 'no', why?
   a. The survey procedure is not perfect.
   b. Pressure from political bodies.
   c. Official redtapism.
   d. Communal and caste consideration.
   e. Callousness of the officers.
   f. Influence of the middle man.
   g. If any other specify.

3. Do you think that loans are disbursed to the beneficiary without any delay?
   a. Always
   b. Sometimes
   c. Never

4. If 'never', why?
   a. Official redtapism
   b. Inadequate banking facilities
   c. Lack of a guarantee
   d. Corruption among officials
   e. If any other specify.

5. Do you think that the loans taken by the beneficiaries are properly utilised?
   a. Mostly
   b. Sometimes
   c. Never

6. If 'never', what are the reasons for it?
a. Inadequate loan.
b. Untimely disbursement
c. Low quality assets.
d. Other problems more important than production.
e. Lack of technical knowledge and training.
f. If any other specify.

7. Do you think that loans are returned by the beneficiary in time?
   a. Always
   b. Sometimes
   c. Never

8. If 'never', why?
   a. Non-utilisation of fund
   b. Low production
   c. Natural calamities
   d. Unwillingness
   e. Lack of responsibility
   f. If any other specify

9. Do you think that the administrative officials are well-trained for rural development programme?
   a. Yes
   b. No

10. Do you think that the members of Panchayati Raj bodies need training?
    a. Yes
    b. No

11. How do you feel that the finance allotted by the Government on rural development is adequate?
    a. Most adequate.
    b. Adequate.
12. Here are some statements about administrative rules and procedures. Please consider each and indicate how much you agree or disagree with it?

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
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<tbody>
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<td>1</td>
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<td>4</td>
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</table>

a. Observance of all rules leads to a lot of paper work but very little concrete work.

b. Administrative procedures offer enough scope for administrative officials to exercise personal initiative.

c. Rules protect officials against unreasonable demands and influence.

d. Rules should be strictly observed even if they delay the implementation of development programme.

e. When the instructions received from the superiors do not apply to the local situation a bureaucratic official should not be bound by them.

f. A bureaucratic official should always make sure that his superiors are satisfied with his work.
g. When conflicting instructions come from superior officers and from elected representatives, a bureaucratic official should usually follow the instructions of the elected representatives.

h. A bureaucratic official cannot be effective if he constantly tries to accommodate the needs and wishes of everybody.

i. A bureaucratic official does his job well if he seeks the advice of elected representatives when dealing with local problems.

j. Under certain conditions, a bureaucratic official is justified in acting undemocratically.

13. We have compiled a list of some common issues. In your opinion who will be primarily responsible for taking decisions on each of the following issues?

<table>
<thead>
<tr>
<th>Officials</th>
<th>Elected</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
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</tr>
</tbody>
</table>

a. Formulation of broad policies.
b. Making out details of the programmes.
c. Priorities of programme implementation.
d. Day-to-day working of the programme.
e. Distribution of loans and grants.
f. Evaluation of the programme.
g. Evaluation of the work of the staff.
h. Writing confidential report on staff members.

14. People often say that there are certain things which the bureaucratic officials must do and other things which they must not do. On the following items, which ones do you think they must do, which ones must they not do, and which are optional depending on the circumstances.

<table>
<thead>
<tr>
<th>Must</th>
<th>Optional</th>
<th>Must not do</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

- Carry out the decisions made by the Zilla Parishad or the Panchayat Samitis.
- Execute decisions made by elected bodies which in their opinion may be unsound.
- Take action against subordinate officials on the insistence of political leaders.
- Change a policy decision on the advice of the political leaders.
- Take definite stands against unreasonable demands by political leaders.
- Protect subordinates from interference by political leaders.
- Keep a powerful faction of political leaders satisfied if that action helps the implementation of government programmes.
h. Turn down demands by political leader when they are against Government's policies even if they are in the block's interest.

i. Modify policy in the face of insistent popular demand.

j. Convey the wishes and demands of local leaders to their superior officials.

k. Explain Government policies and programmes to local political leaders.

l. Provide leadership for local programmes not currently funded by the Government.

m. Bringing all irregularities committed by the political leaders to the notice of the superior officers.

15. In addition, people often suggest that elected representatives must do certain things but must not do others. A number of these practices are listed below, which ones do you think elected representatives must do, which ones must they not do and which ones are optional for them.

<table>
<thead>
<tr>
<th>Must do</th>
<th>Optional</th>
<th>Must not do</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
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<td>3</td>
</tr>
</tbody>
</table>

a. Keep a strict watch on administrative performance.

b. Bring to public notice all faults and flows of administrative practices.

c. Allow the administration to work by itself.

d. Advise officials about the best courses of action for development.
e. Protect officials from unreasonable public criticisms.

f. Cooperate with officials in carrying out Government's programmes.

g. Organise agitation in order to prevent officials from taking unjust action.

h. Use bureaucratic officials for partisan purposes.

i. Ignore popular demands when they are against Government's policies.

j. Try to change Government policy in the face of insistant popular demand.

k. Convey to Government officials the wishes and opinions of the people.

l. Accept bureaucratic officials' judgements in matters of policy.

m. Insist that bureaucratic officials be guided by the advice of the political leaders.

n. Request officials to help with constructive political party programmes.

16. People often complain about administrative inefficiency of Government. How do you feel about this observation?

   a. Strongly agree
   b. Agree
   c. Disagree
   d. Strongly disagree.

17. Below are mentioned some of the statements which have been made to explain the ineffectiveness to administration. How much do you agree with each of the reasons for ineffectiveness given below?
a. The planners and policy makers are ill informed about real problems and set unrealistic targets.

b. There are inadequate staff and funds.

c. Political leaders do not provide adequate cooperation.

d. There are no incentives for good work.

e. There is no scope for personal initiative.

f. Superior officers do not give required guidance.

g. Higher officials delay the decisions.

h. The people are not cooperative.

i. Officials lack authority to control the subordinate.

j. There is too much political interference.

18. How often do you consult the bureaucratic officials of block level administration?

a. Most frequently

b. Frequently

c. Sometimes

d. Rarely

e. Never

19. When you want to contact an official about a problem, how do you usually approach him?
a. Send a letter.
b. Send a messenger.
c. Personal meeting.
d. In a delegation.
e. Telephone.
f. Other, specify.

20. Which of the methods stated above would you say has proved most effective so far as you are concerned?

21. Some elected representatives have mentioned certain problems which they take to bureaucratic officials now and then. A partial list is given below. Please indicate your opinion in this matter.

a. Problems regarding to the developmental programmes of the government.
b. Questions about technical and administrative rules.
c. Law & order problem.
d. Sanctions and approval of loans.
e. Problems of administrative delay.
f. Issue about conflicts between local groups.
g. If any other, specify.

22. In your experiences how often do you approach political leaders for special favour?

a. Frequently
b. Sometimes
c. Rarely
d. Never
23. In your experience, how often do bureaucratic officials approach political leaders in order to ask for special favor?

(a) Frequently
(b) Sometimes
(c) Rarely
(d) Never

24. How often do the bureaucratic officials ask for favor from elected representatives?

(a) Frequently
(b) Sometimes
(c) Rarely
(d) Never

25. Elected representatives often express different feelings when the bureaucratic officials refuse to do what they think should be done. Here is a partial list of such feelings mentioned by other respondents. Indicate how much you agree or disagree with each statement.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

(a) I would withdraw my cooperation.
(b) I think that the bureaucratic official is perfectly justified in refusing my proposal.
(c) I feel the official should be punished.
(d) I think the official dismisses my request without giving fair consideration.
(e) I think the official ignores requests because he does not want to do real work.
(f) I think his cooperative behavior should be exposed to the public.
### Question 26

When you put some pressures upon the bureaucratic officials which they do not want to do, what courses of action the bureaucratic officials usually take?

<table>
<thead>
<tr>
<th>Agree</th>
<th>Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

- a. Explain that their limitations are due to the rules.
- b. Appeal for help from other local leaders.
- c. Seek support from other political groups.
- d. Influence public opinion in their favour.
- e. Try to deal with the situation themselves.
- f. Such advice from superior officials.
- g. Postpone decision making.
- h. Seek transfer.
- i. Refer the matter to higher authorities.
- j. Remain silent over the issue.

### Question 27

Of the four statements given below, which one do you think the most idealistic relationship between the bureaucratic officials and elected representatives?

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

- g. The bureaucratic officials are so well protected that nothing can be done to them.
- h. I knew the bureaucratic official is helpless due to procedural and administrative difficulties.
a. While performing his duties, a bureaucratic official has nothing to do with elected representatives.

b. Once he has explained government policies and rules to the elected representatives, the bureaucratic officials responsibility to them ends.

c. The bureaucratic official consults the local elected representatives and enlist their cooperation in his work.

d. The bureaucratic official is mainly guided by the advice of elected representatives.

28. Of the four statements given below, which one do you think the most real relationship between the bureaucratic officials and elected representatives?

a. While performing his duties, a bureaucratic official has nothing to do with elected representatives.

b. Once he has explained government policies and rules to the elected representatives, the bureaucratic officials responsibility to them ends.

c. The bureaucratic official consults the local elected representatives and enlist their cooperation in his work.

d. The bureaucratic official is mainly guided by the advice of elected representatives.

29. How do you think that rural development programmes have improved the conditions of the lifestyle of the rural people in your block?

a. Adequately

b. Somehow

c. Not at all

30. Kindly give suggestions for better implementation of rural development programmes through block administration.
Background Information of Elected Representatives

<table>
<thead>
<tr>
<th>Sex</th>
<th>a. Male</th>
<th>b. Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>a. 21 - 30</td>
<td>b. 31 - 40</td>
</tr>
<tr>
<td>Caste</td>
<td>a. Schedule Caste</td>
<td>b. Schedule Tribe</td>
</tr>
<tr>
<td>Monthly Income (in Rs.)</td>
<td>a. Below 600</td>
<td>b. 601 - 1200</td>
</tr>
</tbody>
</table>

Signature
Schedule for the citizens of Athgarh Block

1. Now-a-days Government has launched a number of programmes for the development of the poor in the rural areas through Blocks. Kindly name some of the programmes under implementation in your area.
   a. 
   b. 
   c. 
   d. 
   e. 
   f. 

2. If 'yes', how do you came to know about it?
   a. Newspaper
   b. Television
   c. Radio
   d. From neighbours
   e. Village head.
   f. Ward members
   g. Sarpanch.
   h. Gramsevaks.
   i. Extension Officers.
   j. Project Officers.
   k. B.D.O.
   l. Any other

3. Have you ever exercised your franchise right in Panchayat elections?
   a. Yes
   b. No

4. If 'no', why?
   a. Not interested in political participation.
   b. Lack of any faith on the leaders.
c. Unaware of the timing of the election.
d. No interest in the development work.
e. Any other, specify.

5. Have you ever contested in the Panchayat elections?
   a. Yes
   b. No

6. If 'yes', why?
   a. To gain political power.
   b. For the development of your area.
   c. Personal interest.
   d. To gain social status.
   e. Utilisation of leisure.
   f. To be involved in administration by being a link between bureaucracy and people.
   g. Any other, specify.

7. Do you have a village Committee?
   a. Yes
   b. No

8. If 'yes', do you participate in the village committee meetings?
   a. Yes
   b. No

9. If 'yes', what is the main focus of discussion in the village committee and how often?
   
   Mostly | Sometimes | Never
   1     | 2         | 3

   a. Politics
   b. Developmental Issues
   c. Social problems
   d. Economic problems
   e. Administrative problems
10. Do you favour the goal of rural development through central planning designed to mobilise our country?
   a. Yes
   b. No

11. Do you give any suggestion to the officials in planning of developmental programmes?
   a. Very often.
   b. Sometimes
   c. Rarely
   d. Never

12. Are you willing to be associated with the rural planning?
   a. Yes
   b. No

13. Have you ever given any suggestion to the government officials for better implementation of the programme?
   a. Usually
   b. Sometimes
   c. Rarely
   d. Never

14. Have you ever given any suggestion to the Panchayat leaders for better implementation of the programmes?
   a. Usually
   b. Sometimes
   c. Rarely
   d. Never
15. Do you make any complain to the bureaucratic officials in respect to the implementation of the programme?
   a. Usually
   b. Sometimes
   c. Rarely
   d. Never

16. If 'usually' or 'sometimes', through whom?
   a. Personally
   b. Through elected leaders
   c. Through group leaders.
   d. Any other officials in the block.

17. Are you a beneficiary of rural development programmes?
   a. Yes
   b. No

18. If 'yes', have you approached any body to include your name in the beneficiary group?
   a. Yes
   b. No

19. If 'yes', to whom you have approached?
   a. Sarpanch
   b. Gram Sevaks.
   c. M.L.A. of your area.
   d. Extension Officer.
   e. B.D.O.
   f. If any other, specify.

20. Do you think that the administrators are well-informed about real problems of your village?
   a. Normally
   b. Sometimes
   c. Not at all
21. Do you think that political leaders are well-informed about the real problems of your village?
   a. Normally
   b. Sometimes
   c. Not at all

22. Do you think that the identification of the rural poor is satisfactory?
   a. Yes
   b. No

23. If 'no', in your opinion what are the reasons for it?
   a. The survey procedure is not perfect
   b. Political Pressure
   c. Official redtapism
   d. Communal Consideration
   e. Callousness of the officers.
   f. Influence of middlemen
   g. Any other.

24. Do you think that loans are disbursed to the beneficiary without any delay?
   a. Yes
   b. No

25. If 'no', what are the reasons?
   a. Official redtapism
   b. Inadequate banking facilities
   c. Lack of guarantee
   d. Corruption among officials
   e. Any other

26. If you have received the loan, have you utilised it for the purpose for which it is sanctioned?
   a. Yes
   b. No
27. If 'no', why?
   a. Inadequate loan
   b. Untimely disbursement
   c. Low quality assets
   d. Other problems more important than production
   e. Lack of technical knowledge and training.
   f. In any other, specify.

28. If you have received the loan, have you even returned the loan partly or fully?
   a. Yes
   b. No

29. If 'no', what are the problems with you in returning the loan?
   a. Non-utilisation of fund.
   b. Less production
   c. Natural Calamities

30. Do you feel that the bureaucratic officials are well-trained for development work?
   a. Yes
   b. No

31. Do you think that members of Panchayati Raj bodies need training?
   a. Yes
   b. No

32. How often do you consult with the following?

<table>
<thead>
<tr>
<th>Often</th>
<th>Sometimes</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

   a. Government Officials
   b. Member of voluntary organisations
c. Members of the Panchayats and Panchayat Samiti.

33. When you want to contact an official about a problem, how do you usually approach him?

<table>
<thead>
<tr>
<th>Every Often</th>
<th>Some Times</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
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<td>4</td>
</tr>
</tbody>
</table>

a. Send a letter
b. Send a messenger
c. Personal meeting.
d. In a delegation
e. Through Panchayat Samiti members
f. Through political leaders.
g. If any other, specify.

34. What is the nature of your discussion with the officials and how often?

<table>
<thead>
<tr>
<th>Very Often</th>
<th>Some Times</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

a. Problems regarding to the development programmes of the Government.
b. Questions about technical and administrative rules
c. Law and order problems.
d. Sanction and approval of loan.
e. Problems of administrative delay.
f. Issues about conflicts between local groups.
g. If any other, specify.

35. Villagers often have to approach officials for getting certain things done. Generally speaking, how often do you bring to the attention of the officials problems concerning the following?
a. Personal benefit.
b. Interest of relatives
c. Affairs of your caste fellows
d. Interest of the political supporter.
e. Welfare of the whole area.
f. If any other, specify.

36. When you put some pressures upon the Government officials, when they do not want to do, what courses of action these officials usually take?

 Agree Disagree

 a. Explain that their limitations are due to rules.
b. Appeal for help from local leaders.
c. Seek support from other political groups.
d. Influence public opinion in their favour.
e. Try to deal with the situation themselves.
f. Seek advice from superior officials.
g. Postpone decision making.
h. Seek transfer.
i. Refer the matter to higher authorities.
j. Remain silent over the issue.
h. Do not know.

37. What is the nature of your discussion with the elected representatives and how often?
a. Law and order problem.
b. Sanction & approval of loan.
c. Problem of administrative delay.
d. Developmental problems of your village.
e. If any other, specify.

38. Do you get proper help and support from the Government officials?
   a. Yes
   b. No

39. Do you get proper help and support from the elected representatives?
   a. Yes
   b. No

40. Of the four statements given below, which one you think the most idealistic relationship between the Government officials and political representatives?
   a. While performing his duties, a government official has nothing to do with elected representatives.
   b. Once he has explained Government policies and rules to the elected representatives, the Government official's responsibility to them ends.
   c. The Government official consults local leaders and enlists their cooperation in his work.
   d. The Government official is mainly guided by the advice of elected representatives.

41. Of the four statements given below, which one you think the most real relationship between the Government officials and elected representatives?
a. While performing his duties, a government official has nothing to do with elected representatives.

b. Once he has explained government policies and rules to the elected representatives, the Government Official's responsibility to them ends.

c. The Government Official consults local leaders and enlists their cooperation in his work.

d. The Government Official is mainly guided by the advice of the elected representatives.

42. Here are some statements about administrative rules and procedures. Please consider each and indicate how much do you agree or disagree with it.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Observance of all rules leads to a lot of paper work but very little concrete work.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. Administrative procedures offer enough scope for officials to exercise personal initiative.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. Rules protect officials against unreasonable demands and influence.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>d. When the instructions received from his superiors do not apply to the local situation, an official should not be bound by them.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>e. An official should always make sure that his supervisors are satisfied with his work.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>f. When conflicting instructions come from superior officers &amp; from elected leaders, an official should usually follow the instructions of the elected leaders.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
g. An official cannot be effective if he constantly tries to accommodate the needs and wishes of everybody.

h. An official does his job well if he seeks the advice of political leaders when dealing with local problems.

i. Under certain conditions an official is justified in acting undemocratically.

43. We have compiled a list of some common issues. In your opinion, who will be primarily responsible for taking decisions on each of the following.

<table>
<thead>
<tr>
<th>Bureau-</th>
<th>Elect-</th>
<th>Both</th>
</tr>
</thead>
<tbody>
<tr>
<td>cratic</td>
<td>ed re-</td>
<td></td>
</tr>
<tr>
<td>officials</td>
<td>presen-</td>
<td></td>
</tr>
<tr>
<td></td>
<td>tatives</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Formulation of broad policies.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. Making out details of programme.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. Fixing priorities of programme implementation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>d. Day-to-day working of the programme.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>e. Distribution of loans.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>f. Distribution of government grants.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>g. Evaluation of the programme.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>h. Evaluation of the work of the Staff.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>i. Writing confidential report on staff members.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

44. People often say that there are certain things which officials must do and other things which they must not do. On the following items, which one do you think they must do, which ones must they not do and which are optional, depending on the circumstances?
a. Carry out the decisions made by the Zilla Parishad or the Panchayat Samiti.
b. Execute decisions, made by elected bodies which in their opinion may be unsound.
c. Take action against subordinate officials on the insistence of political leaders.
d. Change a policy decision on the advice of political leaders.
e. Protect subordinates from interference by political leaders.
f. Take definite stands against unreasonable demands by political leaders.
g. Keep a powerful faction of political leaders satisfied if that action helps the implementation of Government programme.
h. Turn down demands by political leaders when they are against Government policy, even if they are in the block’s interest.
i. Modify policy in the face of insistent popular demand.
j. Convey the wishes and demands of local leaders to their superior officials.
k. Explain Government policies and programmes to local political leaders.
l. Provide leadership for local programmes not currently funded by government.
m. Bringing all irregularities committed by the political leaders to the notice of their superior officers.

In addition, people often suggest that political leaders must do certain things but must not do others. A number of these practices are listed below. Which ones do you think political leaders must do, which ones must they not do, and which ones are optional for them?

<table>
<thead>
<tr>
<th>Must do</th>
<th>Optional</th>
<th>Must not do</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

a. Keep a strict watch on administrative performance.
b. Bring to public notice all faults and flaws of administrative practices.
c. Allow the administration to work by itself.
d. Advise officials about the best courses of action for development.
e. Protect officials from unreasonable public criticism.
f. Cooperate with officials in carrying out Government programmes.
g. Organise agitation in order to prevent officials from taking unjust action.
h. Use officials for partisan purposes.
i. Ignore popular demands when they are against Government policy.
j. Try to change Government policy in the face of insistent popular demand.
k. Convey to bureaucratic officials the wishes & opinions of the people.
1. Accept bureaucratic officials judgements in matters of policy.

m. Insist that bureaucratic officials be guided by the advice of political leaders.

n. Request bureaucratic officials to help with constructive political party programmes.

46. People often complain about administrative inefficiency in government. How do you feel about this observation?

a. Strongly agree
b. Agree
c. Disagree
d. Strongly disagree

47. Below are mentioned some of the statements of administration. How much do you agree with each of the reasons for ineffectiveness given below?

<table>
<thead>
<tr>
<th>The planners and policy makers are ill-informed about real problems and set unrealistic targets.</th>
</tr>
</thead>
<tbody>
<tr>
<td>There are inadequate staff and funds.</td>
</tr>
<tr>
<td>Political leaders do not provide adequate cooperation.</td>
</tr>
<tr>
<td>There are no incentives for good work.</td>
</tr>
<tr>
<td>There is no scope for personal initiative.</td>
</tr>
<tr>
<td>Superior officers do not give required guidance.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>
g. Higher officials delay the decisions.
h. The people are not cooperative.
i. Officials lack authority to control their subordinates.
j. There is too much political interference.

48. How do you find that rural development programmes have improved the conditions of your life?
   a. Adequately
   b. Somehow
   c. Not at all

49. Do you find any improvement in your life style?
   a. Yes
   b. No

50. How do you rate about the performance of block administration in your village?
   a. Most satisfactory
   b. Satisfactory
   c. Not so much satisfactory
   d. Unsatisfactory.

51. If the performance is not 'satisfactory', give suggestions for the improvement of block administration in your area?
Background Information

1. How long have you lived in this village?
   a. Years
   b. Months
   c. Lifetime

2. Are you a migrant to this village?
   a. Yes
   b. No

3. What is the level of your education?
   a. Illiterate
   b. Primary
   c. Undermatriculate
   d. Matriculate
   e. College
   f. University
   g. Technical

4. What is your occupation?
   a. Cultivator
   b. Agricultural Labourer
   c. Household industry
   d. Others

5. Have you changed your traditional occupation?
   a. Yes
   b. No

6. Are you employed in your work throughout the year?
   a. Yes
   b. No
7. How many acres of land do you possess?
   a. Above 5 acres of non-irrigated land.
   b. Above 2.5 acres of irrigated land.
   c. Below 5 acres of non-irrigated land.
   d. Below 2.5 acres of irrigated land.
   e. Below 2.5 acres of non-irrigated land.
   f. Below 1.5 acres of irrigated land
   g. No land at all.

8. What is the annual income of the family (in Rs.)
   a. 601 - 1200
   b. 1201 - 1800
   c. 1801 - 2400
   d. 2401 and above

9. How many members are in your family?
   a. Less than 4
   b. 5 - 8
   c. 9 - 12
   d. 13 and above

10. Do you save anything for the future?
    a. Yes
    b. No

11. What is your sex?
    a. Male
    b. Female

12. What is your marital status?
    a. Married
    b. Single
13. To which age-group do you belong?

a. 21 - 30
b. 31 - 40
c. 41 - 50
d. 51 - 60
e. 61 and above

Name
Address