Chapter V

The Formal Structure

We have already discussed the socio-economic and historical context in which the Panchayati Raj, in Rajasthan, has been rooted. And also examined the social profiles of the officials and the political leaders who shoulder the major responsibility of realising the development goals in the local administrative system was drafted, providing a new institutional frame-work for the ongoing local administrative system in Rajasthan. We shall, now, deal with the formal organisation of the local administrative system. It is essential to understand the formal organisation because it defines the role of various actors, lays down normative standards for their behaviour and provides mechanism for enforcing them through the systems of reward and punishment. It directs distribution of functions, interrelations between different segments of the administrative system, the decision making procedures for implementation. It also prescribes limits within which the administrative organisation as a whole and its component parts are to function. In brief, a formal organisation provides basic frame-work of norms and
values within which the role incumbents interact for achieving set goals. Therefore, in order to understand the behaviour and relationships of the actors in a system, it is essential to know how their roles have been formally defined, functions and power allocated and sub-structures are organised and interlinked.

The formal organisation of Panchayati Raj is delineated in the Rajasthan Panchayat Samiti and Zila Parishad Act of 1959. We are, however, not concerned with all formal aspects of Panchayati Raj organisation. Our primary concern is with those structural aspects of the formal organisation that have a bearing on agriculture development function. The Rajasthan Panchayat Samiti and Zila Parishad Act, 1959, provides for three-tier system of rural local government, with Panchayat at the base of the Pyramid, Zila Parishad at the apex and the Panchayat Samiti in the middle. In order to understand the interrelations between these sub-units and structural gaps if any, we might briefly discuss their organisational arrangements and allocation of functions at various levels. We may begin with Panchayat which is the basic unit on which the entire Pyramid is built.

**Gram Sabha and Gram Panchayat**

Gram Sabha provides the structural base for all
Panchayati Raj institutions. It is in a true sense of the term the grass root organisation, for it consists of the people themselves. It usually covers a population of 1500 to 2000 and is composed of all the citizens who are eligible to cast their vote. A Panchayat circle covered a population of 3000 to 8000 prior to 1960 when it was re-delimited into a smaller unit for various, economic, administrative and related considerations.¹ The gram sabha is the primary body to which the village Panchayat owes responsibility. The village Panchayat must present its budget, accounts of the previous year and annual administrative report, before Gram Sabha, for discussion. Furthermore, it has to accord its approval to village production plan, proposals for taxation and development plans before the same are executed and enforced by the Panchayat. The gram sabha elects from its members an executive committee which is known as Panchayat, with a membership varying between six to fifteen persons, having a tenure for three years. Besides them, there exist provision for co-opting a person each from women, scheduled castes and scheduled tribes, if they are not already elected and also including associate members from cooperative societies.

¹ For detailed discussion of these considerations see, Report of the Study Team on Panchayati Raj, 1964, Panchayat And Development, Department, Govt. of Rajasthan, (Jaipur, Rajasthan) pp.26-28.
Panchayats must carry out a variety of functions which may be classified in three broad categories. Firstly, they must provide municipal services such as repair, maintenance and cleaning of road, public wells, ponds, tanks and drains and providing for drinking water, street lights, health and educational facilities. Secondly, they must devise the promotional and developmental functions which initially were part of the community development programme, and mainly included preparing and executing production plan. Thirdly, they must carry out certain specified tasks which the state government may allot to it from time to time. Such ad hoc tasks include assistance in census operations, collection of statistics, etc.

The Panchayat elects a president, who is known as the Sarpanch. He is charged with the responsibility of execution, supervision and coordination of its activities. By virtue of his office, he is a member of the Panchayat Samiti and participates in its decision-making, and in the election of the Pradhan and the members of the various standing committees. Thus, the Sarpanch acts as the executive head of the Panchayat and coordinates its activities with other local institutions like cooperatives and represents it in the
Panchayat Samiti as its spokesman.  

Panchayat Secretary

On the administrative side, the Sarpanch is assisted by the panchayat secretary and the gram sevak. The panchayat secretary is usually appointed by the Panchayat, mostly, on part-time basis with a salary ranging between Rs.25 to 30 per month. His main task is to assist the Panchayats in recording decisions, keeping minutes, preparing budget estimates and reports and doing other sundry jobs like preparing notices, explaining circulars or legal provisions, helping in organising Gram Sabha meetings etc.

Gram Sevak

The Gram Sevak is the multi-purpose worker, who serves all the development departments by carrying their programmes to the villages. He also communicates the needs of the people and their responses to various programmes. He educates village people about various departmental programmes and prepares them to accept and adopt them. In brief, he acts as a key person through whom all extension personnel reach the village people. However, his task

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2. For the complete list of the functions of the Sarpanch see, *Hand Book of Panchayati Raj, Vol.III, Role of Functionaries, Panchayat and Development Department, Government of Rajasthan, (Udaipur, Rajasthan), pp.1-5.*
is mainly confined to agriculture and animal husbandry extension; and he is supposed to spend 80 per cent of his time on agriculture and allied activities. In regard to agriculture development, he has to carry out variety of activities such as, assisting Panchayats in drawing up agriculture production plan, registering seed growers in his area, arranging for supply of inputs like seeds, fertilizers, plant protection material, assisting farmers in securing loans for agriculture purpose and laying demonstrations to educate farmers about modern agricultural practices. In short, he works as a technical advisor to the Panchayat, educator and helper to the farmers and the executor of the production plans formulated for the village by the Panchayat Samiti. He serves as the main official link between Panchayats and Panchayat Samiti. In this role he keeps the Panchayat informed of various development programmes and reports to Panchayat Samiti about the progress of various schemes and the achievement of targets. The nature of his work, therefore, requires him to be accountable to Sarpanch on the one hand, and to the Vikas Adhikari and extension officers on the other at the Samiti level. He belongs to Rajasthan.

3. This norm for time and other duties of gram sevak are detailed in the Hand-Book of Panchayati Raj, Vol.III, Role of Functionaries, op. cit., pp.6-12.
Panchayat Samiti and Zila Parishad services, and as such his appointment, promotion and transfer are within the purview of Panchayat Raj bodies. VLMs are controlled by the Rajasthan Panchayat Samiti and Zila Parishad Service Commission at the State level, and by the District Establishment Committee at the district level.

Patwari

In addition to the gram sevak and the panchayat secretary, the Patwari has also been assigned some responsibilities towards Panchayat relating to verification of loan applications, from land records and collection of taxes imposed by it and Panchayat Samiti. He prepares assessment list of the taxes imposed by Panchayat Samiti under Taxation Rules, in consultation with the Sarpanch. He also has to prepare demand slips in respect of the taxes of Panchayat Samiti and collect the demand through the prescribed channel. Thus, he assists the Panchayat and the Panchayat Samiti in the assessment of taxes and their collection and in the verification of loan applications of individual farmers and societies from land records to enable them to obtain loans.

4. Under the Rajasthan Panchayat Samiti and Zila Parishad Act, 1959, a Service Selection Commission has been constituted, at the state level, which consists of three members, two of whom are permanent members appointed by the Govt. and the Pramukh of the concerned Zila Parishad for which appointments are to be made. It deals with appointment of fifteen categories of posts such as village level workers, teachers, field men and driver etc. For details see Report of the Study Team on Panchayati Raj, 1964, op. cit., p. 196.
**Village Service Cooperative**

Besides the Panchayat structure which we have briefly discussed, there is a service cooperative at the village level which supplies inputs like seed and fertilizer, to farmers. Its executive head is the Chairman, elected from among its members, who is also an associate member of the Panchayat. He appoints a part-time paid secretary to assist him. At the Panchayat Samiti level the Cooperative Extension Officer (CEO) is responsible for guiding, supervising and inspecting the cooperative societies. In addition there are loan's Inspectors located in the Central Cooperative Bank, who also deal directly with the cooperative societies in preparing their credit limits and recovering their outstanding of loans.

The formal administrative structure at the village level, comprising the Gram Sabha, the village Panchayat, the Cooperative Society and the Revenue Department. The formal roles located in these sub-structures are of the electors, the Sarpanch, the members of Panchayat, the Chairman of cooperative society and its members, the Gram Sevak, the Panchayat Secretary and the Fatwari. We shall now deal with the Panchayat Samiti which is an intermediate tier and plays a critical role in the Panchayati Raj set-up in Rajasthan because the Planning
and execution of agriculture development is carried out there.

**Panchayat Samiti**

The Panchayat Samiti is constituted of all the Sarpanchas, who are ex-officio members, members of the State legislative Assembly (MLAs) and coopted members having a tenure for three years. The panchayat samiti is the main executive body and is responsible for implementing community development and production programmes and organising social and welfare services for the rural people. It also serves as an agent of the state government when special ad hoc tasks are assigned to it from time to time. The panchayat samiti also supervises and controls the Panchayats within its jurisdiction and provides them with necessary technical and financial assistance. Lastly, it scrutinises the budget of the Panchayats under its control and accords its sanction.

**Pradhan**

The President of the Panchayat Samiti is called the Pradhan and is elected by an electoral college consisting of all members of the Panchayat Samiti and all the Panchas of the gram and nagar Panchayats
falling within the area. Besides the Pradhan, the college also elects an up-Pradhan, who officiates as Pradhan in the former's prolonged absence. The office of the Pradhan is of vital importance in the present set-up for only he can ensure close harmony and understanding between the officials and the non-officials so that both work in partnership toward the realisation of goals. The Pradhan convenes and presides over the meetings of the Panchayat Samiti and has access to all its records. He exercises administrative control over the Vikas Adhikari and his staff, including initiating the confidential report of the Vikas Adhikari. The report is then sent to the Collector, who enters his own remarks therein, and sends the same to the State Government.

The Committees

A Panchayat samiti appoints a number of committees to help carry out the various functions effectively. These committees are statutorily prescribed in the Act. The Act provides for three such committees: (1) Production Programmes — including agriculture, animal husbandry, irrigation, cooperation, cottage industries; (2) Social Services — including rural water supply, health, sanitation, education, gramdan and communication; and (3) Finance, Taxation and Administration. Besides these,
the Act empowers the Panchayat Samiti to constitute additional standing committees. The membership of each committee is limited to a maximum number of seven persons. The Agriculture Extension Officer (AEO) acts as the secretary of the Production Committee whereas the Vikas Adhikari acts as the secretary of Administrative Committee besides being the secretary of the Panchayat Samiti.

The standing committees although have only delegated jurisdiction conferred by the Panchayat Samiti yet enjoy considerable power and autonomy. These committees take important decisions relating to the sphere of their respective activities and their decisions for all practical purposes can be deemed as the decision of the Panchayat Samiti. For instance in the matter of distributing loans, subsidies and other scarce commodities, the committees have full powers unless they are otherwise restrained by a specific provision in a resolution. However, the Panchayat Samiti is empowered to override the decisions of a Standing Committee but that can be done only by a two-thirds majority. The Panchayat Samiti also has the right to call for any record or proceedings of a committee. It may withdraw, reduce or increase the powers of a committee relating to its subject.
The Functionaries

The Panchayat Samiti carries out its various tasks listed above through an administrative machinery headed by a Vikas Adhikari. A Vikas Adhikari has the overall responsibility of the administration of the samiti. He is a member of the state services and is on deputation to the Panchayat Samiti. The power of disciplinary control, over the Vikas Adhikari, therefore, vests with the state government. He is assisted by subject specialists in agriculture, cooperation, education and the like. These subject specialists are known as extension officers and are deputed to the Panchayat Samiti from various government departments. They work under the administrative control of the Vikas Adhikari but for technical matters they are supervised, guided and instructed by their concerned departmental heads, located in the districts. The state government attached considerable importance to the post of BDO (Vikas Adhikar). "It was the government policy from the start to post senior and experienced officers on this post. After the introduction of Panchayat Raj, a decision was taken by the government to post only RAS officers as Vikas Adhikari in the Panchayat Samiti."  

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The post of the Vikas Adhikari was encadred in the Rajasthan Administrative Services (RAS) and 10 posts were reserved for the Rajasthan Tehsildar Service Officers. Besides, Indian Administrative Services (IAS) officers in the Junior cadre were also appointed to work as Vikas Adhikari for part of their training. Since an adequate number of RAS officers were not available, extension officers and persons from other cadres were also selected to the post. We shall turn to this point when we deal with the Vikas Adhikaris who are currently holding this position.

We shall briefly discuss the role of various officials of the Panchayat Samiti, as it has been formally defined. It would be appropriate to begin with Vikas Adhikari.

**Vikas Adhikari**

Vikas Adhikari occupies a critical position as head of the office of the Panchayat Samiti, leader of the team of the extension officers and the secretary of the Panchayat Samiti. Being head of the office he serves as a channel between the samiti staff and the various departments of the government. He sends various returns and reports about the activities of different staff members and passes
down information and instruction received from above. He prepares an annual administrative report for consideration of the Panchayat Samiti and transmits the same to the Zila Parishad and the state government. He is also charged with the responsibility of inspecting the financial position of the Panchayats with regard to levy of taxes and their recovery, realisation of loans and maintenance of regular accounts. As leader of the team, he is charged with the responsibility of implementing various development programmes of the samiti. He coordinates the activities of his technical staff and also of other related departments for realising and implementing development plans. He convenes regular meetings to assess the progress of various schemes and to understand the problems and difficulties in implementing the same. He also uses these meetings to acquaint them with various orders and instructions received from various departments of Panchayat Samiti. He initiates confidential reports of the extension officers and sends them to respective district level officials. He can transfer any member of the Panchayat Samiti Services within the area of Panchayat Samiti. Thus, as a leader of the team he has to motivate and inspire various extension officers, remove their doubts and resolve their difficulties and create conditions so that they can do their best for
the accomplishment and realisation of development goals.

The Vikas Adhikari, in his capacity as the secretary of the panchayat samiti is responsible for issuing notices for the meetings of the Panchayat samiti and standing committees, attending meetings, recording the proceedings and circulating them. Although he does not have voting rights in the meetings, he can place his advice about the legality and consequences of the Panchayat Samiti's decisions. Besides, he has to perform emergency functions in case of fire, flood, epidemic or the like, by directing the execution of any work or act and meeting and expenditure upon it, which normally requires the sanction of Panchayat Samiti or its standing committees. Thus, the role visualised for the Vikas Adhikari is vital for the functioning of the Panchayat Raj; he oversees the formulation and execution of plans and programmes at the samiti level, offers effective guidance and supervision to the Panchayats. And more than any thing else, he has to provide feedback to various departmental heads and the district production committee for effectively planning of programmes and arranging for timely supply of necessary inputs.

**Agriculture Extension Officer**

With the priority presently being given to agriculture development, the Agriculture Extension Officer has acquired
an important place. He assists the production committee in drawing up programmes of agricultural development for the area, while simultaneously keeping in view the instructions from his departments, the targets fixed for the Samiti in the district production committee and the discussions at the gram sabha level. He helps the Vikas Adhikari in scrutinising applications for loans and grants-in-aid. He arranges the supply of necessary inputs like improved seeds, fertilizers, implements, insecticides and fruit plants through the cooperatives or the VIKASs. In order to educate the farmers about the improved agriculture practices and convince them of their usefulness, he has to prepare demonstrations. He organises campaigns and crop competitions in order to arouse enthusiasm and interest among the farmers. He attends camps of gram sahayaks to educate them about the use of improved seeds and fertilizers. He has to assist Panchayats in preparing village agriculture production plans and on that basis prepare annual programmes for agriculture development in the Panchayat Samitis under the over all guidance of the District Agriculture Officer. He has to inspect the work and the records maintained by the Gram Sevak concerning the latter's agriculture activities at least twice a year and send his inspection notes to the Vikas Adhikari. He has to keep the District Agriculture Officer well posted on the progress of various agriculture schemes.
He has to apprise him of the difficulties and problems faced in carrying out various programmes or in the procurement of necessary inputs. He has to supply him with information as and when required. Thus, an AEO is expected to play an important role by helping Panchayat Samiti and Panchayats in formulating and in implementing agriculture development plans, educating and motivating farmers for adopting modern agricultural practices and providing necessary information to the District Agriculture Officer about the problems and the progress of various agriculture development programmes in his block.

**Cooperative Extension Officer**

The Cooperative sector has registered phenomenal growth during past few years. It is, in fact, conceived as the main instrument for the establishment of "Sahkari Samaj" along with Panchayati Raj. Hence a Cooperative Extension Officer has been provided for each Samiti area. The Cooperative Extension Officer (CEO) is responsible for executing all activities under cooperation allocated to Panchayat Samiti. His main task is to promote and foster a spirit of cooperation among farmers, so that they learn to pool their efforts and resources and thereby realise development goals by organising cooperative institutions; these cooperative societies
answer rural needs in the spheres of credit, thrift, supplies and marketing. The CEO is thus called upon to perform a variety of tasks and a few important ones of these are stated below. 6 He has to educate people about the aims and objective of cooperatives and help them in organising new societies, where they are non-existent and revitalizes that are inactive or defunct. He has also to motivate people for enrolling themselves as members in these societies. He has to help in securing the registration of societies by preparing Maximum Credit limit (MCL) and completing other formalities. He has to arrange for time preparation of loan applications of societies and to see that they are duly completed and sent to the concerned authority. He has to arrange for the release of money from the banks and supervise its distribution. He has to inspect societies and to see to the proper maintenance and audit of their accounts. He has to ensure that periodical returns are correctly prepared and submitted to the concerned officers in time. Likewise, he has to see that annual statements of all societies, under his charge, are also prepared and sent to appropriate authority in time. He is also responsible to report all cases of corrupt practices, embezzlement, misappropriation,

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and misconduct to the Assistant Registrar. Besides, he has to carry out office-routines i.e. maintain records, reports and to attend the meetings of the societies and the Panchayat Samiti. Thus, a cooperative extension officer has to initiate and organise cooperative societies and to ensure their effective functioning, in the area of the Panchayat Samiti, so that the needs of the farmers, relating to credit and necessary agriculture inputs are met.

_Tehsildar_

Apart from the Extension Officers and the Vikas Adhikari, who form part of the Samiti administration, the Tehsildar who is the principal revenue officer, at the tehsil level, has been assigned some responsibilities relating to assessment and recovery of Panchayat and Samiti taxes and scrutiny of loan applications of individuals and of the cooperative societies. In this regard he has to see that the Patwaris attend the meetings of the Panchayats and furnish necessary information required by them. He has to ensure that loan applications of individuals and cooperative societies are verified, from the revenue records, by the Patwari, without undue delay. He has to see that the demand slips in respect of the taxes imposed and to be
realised for the Panchayat Samiti are issued and collected in time. He must keep the Panchayat Samiti up-to-date about the recovery of taxes, loans, etc. and ensure that loans advanced by it are recovered in time. Thus, the Tehsildar plays an important role in the assessment and recovery of Panchayat and Samiti taxes and also in the verification of loan applications of individuals and the societies which enable them to get loans from the co-operative banks.

This in brief is the formal administrative structure of the Panchayat Samiti. It is composed of a main body, its standing committees and the revenue department. The formal roles located in these sub-structures are of the members, the Pradhan, up-Pradhan and the Chairman of various standing committees; and the officials like Vikas Adhikari, Extension Officers and the Tehsildar.

Zila Parishad

Having discussed the organisation of the Panchayat and the Panchayat Samiti and the role of the various position holders in these bodies, we shall discuss the structure of the Zila Parishad to have a total view of the pyramid. The Zila Parishad as the very name suggests is the apex body of the Panchayati Raj. Located at the district level, it is primarily a coordinating body which supervises the activities of the Panchayats and
Panchayat Samitis; it has a meagre fund ranging between Rs.20,000 to 30,000 per annum. It has to ensure proper implementation of various programmes and realization of targets in regard to production, construction and employment etc. and is to advise the state government on matters concerning the activities of Panchayat and Panchayat Samitis and on the implementation of the various schemes under the five year plan in the district. Thus, the Zila Parishad is conceived to provide effective link between the lowest and the highest planning and administrative units i.e. the village and state government.

The Zila Parishad is composed of all the Pradhans of Panchayat Samitis in the district, all the members of the legislative assembly elected from the district, all members of the Lok Sabha elected from the constituencies which are included in the district and the Chairman of Central Cooperative Bank. Besides elected members, there are provisions to coopt two women and one person each from the scheduled castes and scheduled tribes, if such persons have not been already elected. The District Development Officer is an ex-officio member of the Zila Parishad. Thus, it provides a forum for a regular meeting of two set of forces: one represents the interests of Panchayat Samitis and cooperatives through Pradhans, the other represents the interests
of the state through its M.L.As and M.Ps.

Pramukh

The Pramukh is the Chairman of this body; he is elected from amongst members and holds office for three years, unless otherwise removed by no-confidence vote. Parishad also elects an up-Pramukh or Vice-Chairman. The Zila Parishad has no statutory committee other than a District Establishment Committee, which consists of a member of Rajasthan Panchayat Service Selection Commission as Chairman and the Collector and the Pramukh as members. The main functions of this committee are to make appointments by transfer or by promotions within the same district, to regulate the mode of temporary appointments and to advise Panchayat Samitis and the Zila Parishad about disciplinary action against Panchayat Raj service personnel.

The Pramukh as the head of Zila Parishad presides over and conducts its meetings. In order to encourage and stimulate the members of the Panchayat and Panchayat Samitis he pays visits to them and inspects their work and places his report before the Zila Parishad. He sends a report to the Collector regarding the work of the Secretary of Zila Parishad. The Up-Pramukh performs these functions in the absence of the Pramukh.
Secretary

Unlike the Panchayat Samiti, which is an executive body and has been provided with technical and secretarial staff to carry out various tasks assigned to it, the Zila Parishad is merely a coordinating and supervisory body and has been allotted only a secretary. The secretary belongs to the state services and is loaned to the Zila Parishad. He is liable for transfer, by the state government, in consultation with the Pramukh. As Secretary, his main tasks are to issue notices for the meetings of the Zila Parishad and record its minutes. He also acts as drawing and disbursement officer of the Zila Parishad and carries out its resolutions and decisions. He is assisted by a small ministerial staff.

Deputy District Development Officer

The Zila Parishad is responsible for the supervision of Samitis under its jurisdiction. This supervisory function is performed by the Pramukh and the Collector. Since the Collector is a busy officer and cannot devote the required attention to this job, a senior officer has been appointed as Deputy District Development Officer in each district to share this responsibility with the Collector. This Deputy DDJO has the rank of an Additional Collector. The Deputy District Development officer scrutinises the budgets and minutes of all the Panchayat
Samitis, on behalf of the Collector. He attends meetings of Panchayat Samitis and their standing committees, and inspects Panchayats and Samitis, and submits his reports to the Collector and the Panchayat Samitis concerned. He also helps the Samitis to get their pending matters expedited in district offices or to secure inter-departmental coordination if the nature of the problem so requires. In addition, he ensures timely submission of returns and reports from Panchayat Samitis and consolidates the annual administrative reports of the Panchayats. Thus in brief, the Deputy District Development officer provides helping hand to the Collector in supervising and coordinating the activities of Panchayat institutions.

**District officials**

In the area of agriculture development the Collector and the Deputy DDO are assisted by the District Agriculture Officer and the Assistant Registrar of Cooperative. The District Agriculture Officer is the principal representative of the agriculture department at the district level. He ensures the execution and implementation of various agriculture plans and programmes and provides technical guidance on various matters relating to agriculture development. He is assisted by a number of technical specialists from the various branches of agriculture. He has his access to Panchayat Samiti through the AEO. He directs and supervises
his activities and helps him to prepare production plans.

Like the District Agriculture officer, the Assistant Registrar of Cooperative Societies is the principal representative of the cooperative department, at the district level. He is mainly responsible for the promotion and development of cooperative movement in the district. In order to ensure such development, he of cooperative movement he has to mobilize various interests and form different types of societies and ensure their effective functioning. He has to guide and supervise the work of the Cooperative Extension Officer. Both these district officials influence the activities of Panchayat Samitis relating to agriculture and cooperatives through the extension officers.

**Cooperative Banks**

In addition to the Panchayati Raj structure and the district officials, the cooperative banks play a vital role in agriculture development by providing credit facilities. Hence we need to briefly understand their organisation and functions. In each district there are two types of cooperative banks, namely the Central Cooperative Bank; providing short-term and medium term loans and the Land Development Bank; dealing with long-term loans. Like the
Panchayat bodies, these banks are governed by the elected chairman. For carrying out the business of the bank, there is a secretarial as well as other administrative staff. The administrative staff is generally drawn from two sources. Firstly, some are directly recruited to the bank services and are accountable to its chairman. They are governed by the service conditions laid down by the bank. Secondly, there are those who are on deputation, mostly from the cooperative department of the state government. These are officials under the administrative control of the Assistant Registrar of Cooperatives. Unlike the staff of the Panchayat Samiti, those officials who are on deputation to cooperative banks, they get 20 per cent of their basic salary as deputation allowance.

Staff size depends entirely on the magnitude of business and hence differs between the banks because of the respective nature of their activities and the quantum of the work. Generally, in the Central Cooperative Bank, day-to-day functioning of the bank is looked after by the manager. The field operations, like scrutinising loan applications of societies, preparing maximum credit limit and recovery of loans is the responsibility of the executive officer. The manager can either be directly employed by the bank or taken in, on deputation from the cooperative department.
manager can either be directly employed by the bank or taken in, on deputation from the cooperative department, like the executive officer. He is assisted by Loan's Inspector, who directly deal with the cooperative societies. In the Land Development Bank, the secretary is in the overall charge of the administrative functioning of the bank. He is on deputation from the cooperative department and is of the rank of the Assistant Registrar Cooperatives. He is assisted by Loan's Inspector and Land Valuation Officer in the discharge of his functions. His subordinate staff is also on deputation from the same department and are under the administrative control of the Assistant Registrar of Cooperative. In addition, he has some secretarial staff and an accountant, who are the employees of the bank. Thus, the staff of the banks comprise of its employees and the deputed staff from government department.

We have thus far delineated specific structures and role constituting the total local administrative system of Rajasthan, at the three levels of the district, tehsil and the village. Let us now turn to examine what these formal structures imply.
Implications of the Formal Structure

Local administrative system, which is the main concern of our study, is conceived as a unified system, with supportive sub-systems for achieving the goal of maximization of agriculture production through active participation of people and their representatives. This is sought to be done through integrated and co-ordinated efforts of three clearly identifiable sub-systems namely the panchayat system, the cooperative net-work and government departments (the agriculture, the cooperative and the revenue), each performing certain specified functions. If these sub-systems are functionally inter-linked and inter-related and the roles of various incumbents clearly demarcated and defined, it will ensure realization of systemic goals. But if such linkages are not provided for and roles not clearly delineated, it is likely to create situations of role conflict and role confusion and thwart or even frustrate systemic goal achievement.

A close scrutiny of the formal structure described above, clearly suggests four implications in terms of role performance and goal achievement. Firstly, in the Panchayat structure obtaining today, in Rajasthan, the powers and functions have been concentrated in the middle tier namely Panchayat Samiti which has weak linkages
both at the district and village levels. At the district level, where major decision-making has to take place, coordination is called for and supplies of essential material resources need to ensured, the Zila Parishad has no control. Zila Parishad is conceived merely as an advisory and supervisory body and as such has no jurisdiction over the government departments located in the district, unlike in Maharashtra and Gujarat where Zila Parishad directly controls the activities of all the development departments located at the district level. Similarly at the village level where plans and programmes are to be executed and implemented the administrative control gets loosen and organisation weakened, as the role of the Gram Sevak is not located either in the Panchayat or in the cooperative society, which are the two institutions concerned with agriculture development at the village level. Moreover, the Gram Sevak does not belong to the bureaucratic hierarchy like the patwari, who has well-defined functions and clearly drawn line of control. The Gram Sevak, under the circumstances is likely to build political linkages, cross-cutting and undermining bureaucratic channels.

Secondly, the extension officers who have to perform an important role of executing the decisions of the Panchayat Samiti are on deputation from different government departments and work under the administrative control of the Vikas Adhikari, but they receive technical guidance and supervision from their departmental heads in the district. The extension officers are subjected to dual control which might create situations of role conflict and role confusion. Furthermore, the Vikas Adhikari does not have any disciplinary powers over the extension officers. He can neither impose penalties on them nor give them rewards, as that power rests with their departmental heads. In such a situation the extension staff may give priority to the orders and instructions received from their departmental head and also prefer to be guided and controlled by them rather than the Vikas Adhikari. Above all the extension staff will tend to work for the fulfilment of departmental goals than that of the Samiti, which more often than not are not in harmony.

Thirdly, the government departments at the district level which have to provide technical know-how and the revenue department at the tehsil level which has to assist Panchayat body in the assessment and the recovery of its taxes, have been conceived as autonomous and independent of each other. Since the Panchayat Samiti
has no authority over these departments it is likely to fail in coordinating their activities which may result into procedural and administrative delays. Moreover, the departmental heads concerned with target achievement are likely to emphasise the same on the extension officer undermining the participatory process through which such targets are to be achieved. They will also have a tendency to give priority to departmental goals rather than that of the Panchayat Samiti towards which they owe no direct responsibility. Consequently, the extension officers may tend to ignore people's participation and goals of the Panchayat samiti and merely concentrate on target achievement, in their bid to conform to the departmental norms. Similarly the Vikas Adhikari will also tend to recognise the authority of the collector and departmental heads more than that of the Pradhan, who does not have powers for disciplinary action against him.

Fourthly, the cooperative banks which have been developed to perform the function of providing credit to individuals and cooperative societies, to enable them to procure the supply of necessary inputs, are likely to grow as autonomous and parallel politico-administrative systems, since they command resources to distribute patronage which was formerly done by the Panchayat body. Since the planning and execution functions of the
panchayat samiti have not been coordinated with the supply of input functions of the cooperative banks, the former is, therefore, likely to be reduced to a mere 'paper-planning' body and that might seriously hamper political participation in decision making in panchayat bodies. Thus, it appears that the present set-up of Panchayati Raj has been loaded with far too many responsibilities without corresponding power and authority.

Panchayati Raj which is conceived as a unified and integrated system of local administration is really composed of three clearly identifiable autonomous sub-systems each trying to pursue its own goals at the cost of other. Such weak linkages are likely to create problems of integration within the system and impede systemic goal achievement and role performance by various incumbents. We shall turn to this problem in the next chapter wherein we examine the bureaucrats' perception of the formal structure. In other words, our attempt will be to see what problems are posed by the current formal structure of local administration for goal achievement as perceived by the bureaucrats themselves.