CHAPTER VII

Conclusion: Summary of Findings and Recommendations:

The Panchayati Raj Institutions in India are the prime instruments of decentralization at the grass-root levels. They act as a vehicle in carrying back to the people the power, that really belongs to them. The success of the Panchayati Raj Institutions depend to a large extent on the self-governance and financial autonomy. But due to lack of these factors, the Panchayati Raj Institutions have failed to evolve into a viable democratic structure at the local levels. So the 73rd Amendment Act, 1992 was enacted to provide the Panchayati Raj Institutions in India a new dimension by providing enough scope to play an effective role. It granted the Panchayati Raj Institutions a constitutional status and helped in the emergence of leadership of a different type with more dedication and responsibilities towards the rural people. Hence, the importance of the 73rd Amendment Act is obvious in shaping the leadership pattern in rural India.

Indian democracy is deeply rooted in the Panchayati Raj Institutions. It is the leaders of the Panchayati Raj Institutions who have been entrusted to shoulder the responsibilities of reshaping the Indian democracy at the grass root levels. Many scholars have been interested in rural leadership. The present study is also a modest attempt in this direction. In the present study, the researcher has attempted to know about the socio-economic background, knowledgeability and awareness, political recruitment and aspirations and value-orientations of the rural leaders (Zilla Parishad Leaders) with special reference to the 73rd Amendment Act, rural development and social change as determining factors of rural leadership.

Being an empirical study, information and data for the study were sought from 80 members of two Zilla Parishads. For the purpose of study,
40 members each from Rohtak and Jhunjhunu districts were interviewed. The tool of collecting informations and data was a questionnaire consisting of both structured and open ended questions. The main findings and conclusions presented here are based on empirical data collected with the help of the questionnaire.

In the context of the socio-economic background of the rural leaders, this study shows that the rural leadership in Haryana is dominated by relatively younger and middle aged people. But in case of Rajasthan, the rural leadership is still dominated by older and middle aged people upto some extent. But on the whole, rural leadership is gradually shifting to the younger generation both in Haryana and Rajasthan. The study also indicates that on the whole the rural leadership is still male-dominated in both the states. But the political participation of women is also increasing in both the states.

The study indicates a positive correlation between education and rural leadership. Most of the rural leaders who are joining rural politics now are relatively more educated than before. The rural leadership is still in the hands of the higher castes. But the emergence of the weaker sections is challenging its tradition. Role of the religion in rural politics could not be investigated in the study, as the proportion of non-Hindus in both Rohtak and Jhunjhunu is insignificant.

The study clearly indicates that agriculture as a traditional occupation is losing its importance in Haryana. In case of Rajasthan, it continues to be the main occupation of the rural people. But on the whole, the rural leaders from business and professional classes of the society are also coming into politics with more vitality. In the present political scenario, people from lower strata and lower income are joining the rural politics and higher
economic status is no longer helpful in the emergence of leadership in local politics.

The study shows that rural leadership is still in the hands of the leaders who belong to joint families. But there is a shift from the joint family system to the nuclear family system in both the states. Large size of families is no longer helpful in the emergence of leadership in both the states. Most of the rural leaders belong to middle or small sized families. The study also shows that most of the rural leaders are married. Hence, a married person can also play his role in a better way than an unmarried person in social and political life. The study clearly indicates that rural leadership is emerging from the middle class of society.

The study indicates that there is a positive correlation between landholding and rural leadership. But large size of land holding has no guarantee in emergence of rural leadership in both the states. Hence, the study shows some marked changes in the socio-economic background of the rural leaders after the implementation of the New Panchayati Raj System and the 73rd Amendment Act in Haryana and Rajasthan.

The picture, which has emerged from the findings, is quite remarkable. The Zilla Parishad leaders, by and large come from middle and younger age groups, higher castes, literate section of society, medium sized joint families, the agriculturist as well as business and professional class and middle and the lower socio-economic strata. Hence, a change in the pattern of the rural leadership is quite clear and there is a shifting in the traditional pattern.

By the process of political socialization and recruitment an individual acquires a complex set of beliefs, feelings and information which helps him to understand the ongoing process of interaction in the political world.
around him and achieve an important position. That is why the researcher has made an effort to know the impact of some socializers such as family, caste, personal interest, political movements, students politics, party affiliation etc. on the pattern of rural leadership in context of the process of political recruitment. The researcher has made an attempt to get an insight into the political aspirations of the rural leaders as indirect factors involved in the process of political recruitment.

In the context of the knowledgeability and awareness of the rural leaders with special reference to the 73rd Amendment Act, the study indicates that the knowledgeability and awareness of the rural leaders are of fairly high level in many matters. Most of the leaders know about the New Panchayati Raj System and its reservation policy for women and weaker sections. However, the rural leaders do not know about the historical background of the Panchayati Raj System. But it does not matter more for them. The knowledgeability of the rural leaders about the objectives of the Panchayati Raj Act is quite clear and they stated rural development as the main objective of the New Panchayati Raj System. Most of the leaders read newspaper and their knowledgeability and awareness about rural problems are quite clear. The study also shows that in the process of political socialization the importance of the mass-media is quite obvious.

The study indicates that most of the rural leaders know about women’s empowerment. Most of the leaders stated that Panchayats can play an important role in rural development. The level of knowledgeability and awareness of the rural leaders about rural problems is very high. Most of the leaders know about Gram Vikas Samitis, SSA programme, role of NGOs in rural development and others programmes and plans for rural development
such as SGRY, IAY, JGSY, IRDP, PMGSY etc. Most of the rural leaders are aware of the problems of national level also.

The study shows that the Panchayati Raj Institutions are working effectively in the present political scenario in both the states. Some of the rural leaders also assume political interference in the working of the Panchayati Raj Institutions. Yet they were hopeful of a bright future of the Panchayati Raj Institutions in India. Hence, on the whole, it can be concluded that knowledgeability and awareness of the rural leaders are of high level. Most of the leaders know about the 73rd Amendment Act and the New Panchayati Raj System and its objectives. They know about the various schemes for Rural Development and also the objectives of the Panchayati Raj System are suppose to achieve. The role performed by the leaders to solve the local problems is quite satisfactory and the future of the Panchayati Raj Institutions seems very secure and bright.

In the context of political socialization, political participation, political recruitment and aspirations of the rural leaders for rural development, this study shows that the process of political socialization can begin at very early age. Most of the rural leaders developed initial interest in politics during young age and the New Panchayati Raj Act helped them in the emergence of a new kind of rural leadership in both the states. The study clearly indicates that most of the rural leaders joined politics at the grass-root levels during or after the implementation of the New Panchayati Raj Act.

The study shows that party affiliation is emerging as an important factor for going up in rural politics and most of the rural leaders belong to political parties. Hence, the relationship between party and rural leadership is obvious both in Haryana and Rajasthan. The study indicates that role of students politics and political movements in political socialization and
political recruitment of the leaders can't be ignored. Caste and family also help in formulating the attitude and political values among the leaders.

The Acts of voting and campaigning are very powerful determinants of political recruitment. Personal interest of the leaders in politics is emerging as an important factor of rural leadership. Most of the leaders are joining politics due to their personal interest. Reason behind it may be social service or personal recognition in the society.

The study indicates that aspirations of the rural leaders for rural development are of high level. Most of the leaders want to serve as rural leaders. It seems that there is a perception of active participation among rural leaders for rural development. Most of the leaders have played an important role in the process of rural development and wish to do so in future also.

In conclusion, the study indicates that role of family and caste as the factors of political socialization is decreasing but party affiliation and personal interest are emerging as relatively more powerful determinants of rural leadership. The aspirations of the rural leaders for rural development are of high level. Most of the leaders have played an important role for rural development and they want to do so in future also. That is why the importance of political socialization and high level of aspirations of the rural leaders for rural development is of crucial nature. Hence, the process of political recruitment and the high level of aspirations of the grass-root leaders indicate the direction of change in which political system moves and the leadership pattern is shaped.

In the context of value-orientation, it can be said that transition from a society with traditional mooring to a modernized one is dependent upon the values of the society. Values play a significant role in the manners in which the leaders are chosen and in the decision-making process. That is why the
researcher has made an effort for a proper understanding of the dynamics of the changing society as the values of the society are reflected in the value orientations of the rural leaders.

Summing up the value orientations of the rural leaders, it was found that most of the rural leaders considered the veil system (*Parda Partha*) as a great hindrance in social change. The symptoms of social change were also found in dowry system. Most of the leaders opposed this custom as a social evil. But in case of inter-caste marriage, a large number of leaders were against it and an equal proportion of the rural leaders in our sample supported it. It indicates a process of transition in the field of social customs and traditions. Most of the rural leaders favoured higher education for girls. It shows a change in the traditional thinking of the rural masses and now they are attracted to modern ideas. About marriage system, most of the rural leaders favoured the chunni system of marriage (small size of ‘*Barat*’). They stated that it can remove the evils of dowry system. About the family composition, most of the leaders were found to be in favour of smaller families. On the whole, change in customs and traditions of the society was indicated by the study.

On economic issues, the perception of the rural leaders was found changed in many ways. Most of the rural leaders favoured the reservation of seats at various levels on economic basis rather than on the basis of castes. Most of the leaders stated socialism as necessary for national development. Most of them also favoured economic globalization and liberalization but opposed privatization of public sector enterprises. Hence, this analysis clearly indicates a change in economic values of the rural society.

On political issues, the perception of the rural leaders was also found changed. Most of the rural leaders favoured coalition governments and
stated that this form of government is suitable for the Indian democracy in the present political scenario. To check the political corruption; they favoured Judicial Activism. They also suggested that strong political will can be helpful in this work. Most of the rural leaders suggested a ban on the regional parties as they lack national character. On issues regarding the Panchayati Raj Institutions, the rural leaders were of the view that government should send grants directly to the Panchayati Raj Institutions and were in favour of more and more financial powers to the Panchayati Raj Institutions. About the working of the Panchayati Raj Institutions, most of the leaders stated that they are working quite efficiently and the poverty alleviation programmes should be implemented through these institutions. But they wanted abolition of Gram Sabha as it was not so effective.

About the 73rd Amendment Act, they, stated that it provided better opportunities to the weaker sections and enhanced their political participation. But regarding participation of women members in the Panchayati Raj Institutions, they stated that their work is usually done by their family members. It is a great drawback in the functioning of the Act. To improve the functional capacity of the Panchayati Raj Institutions, the leaders suggested for a separate bureaucracy for the Panchayati Raj Institutions. About the crucial role of the Panchayati Raj Institutions, it was thought that these institutions provided better opportunities for political experience.

Hypothetically the findings of the study tally with the finding of the earlier studies. The hypotheses which tally with the findings are :

Political participation of women in the Panchayati Raj Institutions is increasing after the 73rd Amendment Act. There is a positive correlation between education and rural leadership. More and more young people are
joining politics. Family is not an important socializer in the present political scenario. Women and weaker sections of the society are playing an important role in the Panchayati Raj Institutions since 1994.

The findings which do not tally with the findings of the earlier studies are:

Economically weaker leaders are not necessarily weaker politically. Because after the implementation of the 73rd Amendment Act and due to its reservations policy, political participation of these classes has increased. Caste and money play an important role in village politics. It is the personal relation which play an important role in shaping the pattern of rural leadership in Haryana and Rajasthan. Lower economic and social status is no longer a hindrance in the emergence of rural leadership. People from economically and socially weaker classes are emerging as rural leaders. And moreover the political culture of both the states is not significantly different but is similar in many respects. The knowledgeability and awareness of the rural leaders of both the states are fairly high and comparable to some extent. The rural leaders of both Haryana and Rajasthan display almost same level of political awareness.

In summary, the main findings of the study are:

- Rural leadership is shifting from older to the younger generations in both the states.
- Participation of women is increasing in both the states after the implementation of the New Panchayati Raj Act.
- There is a positive correlation between education and rural leadership in both the states.
- Rural leadership is still dominated by the higher castes.
Agriculture as an occupation losing its importance and leaders from various professions and business class are joining rural politics in both the states.

Rural leadership is shifting from high income social strata to lower income class strata in both the states.

Higher economic status of the family is no longer helpful in the emergence of leadership in rural areas.

Rural leadership is still in the hands of leaders who belong to joint families. But it is continuously threatened by nuclear families in both the states and there is a shift towards nuclear family system.

There is no positive relationship between big sized families and rural leadership.

Most of the rural leaders belong to middle class of society. Hence, weaker section of the society is making its grip over the political life of rural India.

The study points out a positive relationship between land holding and rural leadership but it does not give any guarantee that large size of land holding can provide extra help in the emergence of leadership. Hence, size of land holding is not an important factor for rural leadership.

The study points out that the knowledgeability and awareness of the rural leaders about the New Panchayati Raj, the 73rd Amendment Act, Women's Empowerment, objective of the New Panchayati Raj and the 73rd Amendment Act, Reservation policy of the New Panchayati Raj and 73 rd Amendment Act, plans and schemes for rural
development and local problems, are of high level in present political scenario at the grass-root levels.

- Role of caste and family (traditional factors) as the factors of political socialization is decreasing and party affiliation and personal interests are emerging as relatively more powerful determinants of rural leadership and political socialization.

- Aspirations of the rural leaders for rural development are of high level and there is a shifting from lower matrix to higher matrix of power in both states in context of political aspirations.

- Role of the Panchayati Raj Institutions for rural development is of crucial importance. Rural leaders play an important role in the process of rural development.

- The perception of rural leaders about traditional values of the society is changing towards modernity.

- Indian rural society is passing through the process of social change and the rural leaders are playing an important role in this task.

- Negative aspect of the study is that the work of elected female members is actually done by their family members in most cases.

Recommendations:

It is assumed that there are some weaknesses and drawbacks in the present structure of the Panchayati Raj Institutions. Moreover to achieve the real goals of the Panchayati Raj System and the 73rd Amendment, it is necessary to change the present structure of the Panchayati Raj Institutions which would change the direction of rural development and will give a sense that the Panchayati Raj Institutions are not for the officials but for the people. That is why the researcher recommends some suggestions for the
betterment of Panchayati Raj System and its functioning. The recommendations are as follows:

- There is an urgent need for training at all levels of the Panchayati Raj Institutions. Hence, suitable training modules should be prepared for the Panchayati Raj Institutions, and women and representatives of weaker section should be given preference in imparting such trainings. It is also recommended that such training and motivation should be entrusted to such agencies who have adequate and appropriate expertise and experience. Training should be a regular feature.

- More and more funds should be made available to Panchayats to fulfil the local needs without any restriction and government should send all grants directly to the Panchayati Raj Institutions.

- There should be coordination between the Panchayati Raj bodies and government officials.

- There should be transparency in the functioning of the Panchayati Raj Institutions to remove corruption in these bodies.

- The rural leaders should come from educated segments of the society.

- Panchayats should raise financial resources itself to face the local problems.

- Panchayats should be accorded functional, financial and administrative autonomy so that these could prepare plans for economic development and social justice.

- In order to systematize and streamline the working at the Gram Panchayat level it is recommended that Mini Secretariats should be established which will cover all Panchayats in Zilla Parishad area and an experienced and trained officer should be posted at each mini.
secretariat for coordinating the work of different Panchayats as also for providing guidance to the staff. The officer should ensure timely execution and completion of the development work in the desired manner.

- It is noteworthy to point out here that due stress and attention should be paid on programmes already taken up rather than initiating new programmes time and again.
- Duly qualified persons in the field of rural development should be appointed or posted to achieve the goal of rural development through Panchayats.
- Female officials should also be appointed in the Panchayats to make the functioning of women representatives more harmonious and prompt.
- There should be provision of mobile training for the Panchayati Raj representatives having more and more use of audio visual aids.
- An Inter-Zilla Panchayat should be constituted to thrash out legislative, financial and administrative matters of Panchayats.
- To maintain proper vigilance in the working of the Panchayati Raj Institutions, it is essential that there should be a monitoring and evaluation committee.
- There should be an adequate transfer of resources to Panchayati Raj Institutions.
- Rural leaders should recognize NGOs as friendly bodies.
- Panchayati Raj Institutions should have a power to tap tax revenues.
- There should be free flow of developmental schemes and plans among rural leaders.
• Responsibility and accountabilities of the Panchayati Raj representatives and all officials should be fixed.

• Refresher training should be given to all officials and Panchayati Raj representatives.

• The state government should take adequate and immediate steps to implement the recommendations of the Panchayat Finance Commission, 1985.

• All the Rural development Agencies working in district should be merged with Panchayati Raj Institutions

• Political parties should be allowed to participate openly at all levels. It would bring accountabilities among the rural leaders.

• State Government should ensure active and co-operative participation of the people to make the Panchayati Raj meaningful and useful for Rural Development.

• All possible efforts should be made to select the best officials for Panchayat services.

• Participation of women and weaker sections or oppressed segment of society should be ensured by the government.

• Progressive Panchayats should be encouraged, and awarded and rewarded by the government.

Now it is hoped that if these recommendations are adopted and followed by the state government, then it would surely bring positive changes in the political scenario of the Panchayati Raj Institutions and real goal of the New Panchayati Raj Act would surely be achieved. It would increase more and more active participation of the oppressed class of the society and would certainly be helpful to achieve the goal of women’s empowerment. Then
more responsible and serious people would join politics and face of the rural politics would change greatly. Concludingly, the new pattern of rural leadership would emerge in India. But for this to happen, the people would have to realize that the panchayats are for the people and they are mentally ready for it.

The finding of the study confirm the findings of many other studies. The researcher is aware that limited size and nature of the respondents does to some extent minimize the significance of the conclusions. Nevertheless, the findings of the study raise some questions which should be probed further for arriving at broad generalizations that would be valid for the study of rural leadership at the macro-level.
**Questionnaire**

**Topic:** Emerging Pattern of Rural Leadership in Haryana and Rajasthan (A Comparative Study of Two Zilla Parishads)

**Part – A  Socio-Economic Background of the Rural Leaders**

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| 1 | Age :  
| 2 | Sex : Male/Female  
| 3 | Education  
| a) Illetrate  b) Primary  c) Middle  d) Matric  e) Graduate and above  
| 4 | Caste :  
| 5 | Religion :  
| 6 | Occupation :  
| 7 | Father’s / Husband’s Occupation :  
| 8 | Personal Income Per Month :  
| a) Below Rs. 10000  b) Upto Rs. 20000  c) Above Rs. 20000  
| 9 | Family Income Per Month :  
| a) Below Rs. 10000  b) Upto Rs. 20000  c) Above Rs. 20000  
| 10 | Type of Family : Joint / Nuclear  
| 11 | Size of Family : Small / Middle / Large  
| 12 | Marital Status : a) Married  b) Unmarried  
| c) Widow / Widower d) Divorce  
| 13 | Social Status : a) High  b) Middle  
| c) Lower d) NA/DK  
| 14 | Do you have any agricultural land ? : Yes / No / NA  

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14(a) If yes, How many?
   a) Upto 5 Acre
   b) Upto 10 Acre
   c) Above 10 Acre

Part – B Knowledgeability and Awareness of the Rural Leaders

1. Do you know about the New PR Act? Yes / No / DK / NA
2. Is there any reservation for women in PRIs in your State?
   Yes / No / DK / NA
3. PR Act in Haryana / Rajasthan was implemented in: _____
4. What are the main objectives of the PR System?

5. Do you read newspaper? Yes / No / DK / NA
5a. If yes, which portion of the newspaper you read the most:
   a) National News
   b) State News
   c) Local News
   d) Any other
6. Have you heard about women empowerment? Yes / No / DK / NA
7. Do you know about Gram Vikas Samitis? Yes / No / DK / NA
8. Do you know about SSA programme in village India? Yes / No / DK / NA
9. Do you know about the 73rd Amendment Act? Yes / No / DK / NA
9(a) If yes, What does the 73rd Amendment Act stand for:
   a) Rural Development
   b) Urban Development
   c) DK/NA
10. Where did India first adopt PR System?
    a) Punjab
    b) Haryana
    c) U.P.
    d) Rajasthan
11. Do you know about NGOs’ role in rural development? Yes / No / DK / NA
12. Do you know about Sampoorna Grameen Rojgar Yojna? Yes / No / DK / NA
Do you know about Indira Avas Yojna? Yes/No/DK/NA

Do you know about Jawahar Gram Samridhi Yojna? Yes/No/DK/NA

Do you know about IRDP? Yes/No/DK/NA

Do you know about Pardhan Mantri Gram Yojna? Yes/No/DK/NA

Are PRIs working effectively in the present system? Yes/No/DK/NA

Do M.L.A.’s / M.P.’s interfere in PRIs? Yes/No/DK/NA

State any three local problems:

a) ___________________________

b) ___________________________

c) ___________________________

State any three national problems:

a) ___________________________

b) ___________________________

c) ___________________________

What is the future of Panchayati Raj Institutions?

a) Bright   b) Good   c) Not so good   d) DK/NA

Part – C  Political Recruitment and Aspirations of the Rural Leaders

What was your age when did you start taking part in politics:

a) Age : ____________

b) Year : ____________

Are you affiliated to any political party? Yes/No/DK/NA

If yes, name the party : ________________

Did you participate in politics, when you were a student? Yes/No/DK/NA
4. Is any member of your family interested in politics?  
Yes/No/DK/NA

5. Did you cast your vote in Lok Sabha election – 2004?  
Yes/No/DK/NA

6. Did you campaign in Lok Sabha election – 2004?  
Yes/No/DK/NA

7. What are the factors which inspired you to take part in politics?  
a) Family  b) Caste  c) Political party  
d) Personal interest

8. Have you ever participated in any political movement?  
Yes/No/DK/NA

9. What are your aspirations in politics?  
a) As a rural leader  b) As a state level leader  
c) As a national level leader

10. At which level would you like to work for rural development?  
a) Local level  b) State level  c) National level

11. Have you done anything for rural development in past?  
Yes/No/DK/NA

11 a) If yes, what have you done:
I)
II)
III)
IV)

Part – D Value – Orientations of the Rural Leaders

A Social Values:

1. Veil system is a great hinderance in the way of social change:  
Yes/No/DK/NA
2 Dowry system is also a great hindrance in the way of social change?  
   Yes/No/DK/NA

3 Inter-caste marriage can promote social harmony:
   Yes/No/DK/NA

4 Higher education among girls can bring great social change:
   Yes/No/DK/NA

5 Chunni system is a new trend in present social system which can remove the evil of dowry system:
   Yes/No/DK/NA

6 Family Planning Programme is helpful for poverty alleviation programme:
   Yes/No/DK/NA

B Economic Values:
1 Reservation should be based on economic criteria:
   Yes/No/DK/NA

2 Socialism is necessary for national development:
   Yes/No/DK/NA

3 Economic globalization is necessary for economic growth:
   Yes/No/DK/NA

4 Public sector undertakings should not be privatized:
   Yes/No/DK/NA

C Political Values:
1 Coalition government is a need of Indian democracy in present time:
   Yes/No/DK/NA

2 Judicial Activism is necessary to check the political corruption:
   Yes/No/DK/NA

3 Regional Parties should be banned:
   Yes/No/DK/NA

4 Central Government should send grants directly to the Panchayati Raj Institutions:
   Yes/No/DK/NA
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<td><strong>5</strong></td>
<td>Panchayati Raj Institutions should be given more and more financial power for rural development:</td>
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<td><strong>6</strong></td>
<td>Panchayati Raj Institutions are working efficiently at grass root level:</td>
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<td><strong>7</strong></td>
<td>Implementation of Poverty Alleviation Programme should be through PRI's:</td>
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<td><strong>8</strong></td>
<td>Gram Sabha is only for name sake:</td>
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<td><strong>9</strong></td>
<td>73rd Amendment Act provides better opportunities for the weaker section of the rural India:</td>
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<td>Work of female members in PRI's is done by their family members:</td>
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<td><strong>11</strong></td>
<td>There should be separate bureaucracy for PRI's:</td>
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<td><strong>12</strong></td>
<td>Panchayati Raj Institutions give political experience to the people for politics at higher level:</td>
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