CHAPTER—II

A SURVEY ON THE PRESENT LEADERSHIP THEORIES
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In the preceding chapter we have made a short discourse on the Panchayati Raj system in West Bengal along with its prospect and retrospect, its rhetoric and ecstasy, and its agony and problems. Now in this chapter we propose to make a brief discussion on the concept of leadership and its nature, pattern, type, characteristic etc. as well. Moreover, it is also intended here to examine and analyse the present panchayat leadership in West Bengal and on this background an attempt is to be made to understand the nature and characteristics of the rural leadership warranted for its cherished role to create a democratic efficient and viable rural administration. It is also intended here to distinguish between village leadership and Panchayati leadership as regards to their nature and characteristics. An attempt is also to be made here to discuss on the definition and characteristics of rural development. Besides, it is also contemplated here to discuss briefly socio-political and organisational variables related to PR-system in West Bengal and to make an analysis thereof to identify the proper leadership style to be adopted for Panchayat administration.

Nobody will disagree to the proposition that the success of rural development programmes which are being formulated and executed by the PR, largely depends on the nature and style of leadership in the PR. It is, therefore, pertinent to
discuss here the concept of leadership and its nature and function, and on this background an attempt would be made to identify the basic desirable features of leadership that are essential for the success of the Panchayat system in West Bengal.

At the outset it appears that there are different types of leaders in different strata of our society and these leaderships e.g. industrial leadership, political leadership, academic leadership and administrative leadership can not be candidly identical. Similarly, urban leadership and rural leadership or village leadership and panchayati leadership are not identical. There always exists some the basic difference among those leaders. So, it is pertinent here to discuss analytically on the difference between panchayati leaders and other types of social leaders.

In fact, there are several styles of leadership which are usually followed by the leaders whether they belong to political or administrative or industrial field. The analysis of leadership pattern is undertaken here with a view to identifying the PR leadership style which should not only be highly effective for attaining the goals and objectives of PR-system, but also be competent to cope with the present socio-politico-economic situation in the State. Hence, it is necessary to have a thorough discussion on different types of leadership and related variables.
With this end in view we have studied and analysed almost all the leading theories on leadership. On this theoretical background an attempt would be made to find out a model leadership style for the Panchayati Raj Institutions (PRIs) of this country specially for West Bengal.

**Leadership Concept**

Leaders in the world of academy, athletics, politics, science, culture, business, military etc. throughout the whole history of mankind have pushed forward the standard and style of living in-as-much as our growing human civilization. All leaders in their own sphere of activities were basically highly motivated persons who would strive hard for their followers with their own style and objectives. There are many outstanding leaders of our times who have their respective specified areas of activity; nevertheless, they have some common features and characteristics.

Every organisation has its leader on whose ability and competence the success of the organisation largely depends. According to Hersey, Paul and Blanchard, Kenneth H., "the successful organisation consistently differ from ineffective organisations in one respect. . . . the former are characterised by dynamic and effective leadership. Moreover, in an organisation leaders are a major determinant of its success or failure." ¹

Therefore, leadership denotes the ability and skills which one must have learnt and practised to achieve organisational goal.
Nevertheless, the term "leadership" has no single and unanimously agreed concept and universally accepted clear definition. Researchers have defined leadership differently depending on their individual perspective and research objective.

Stogdill states that "there are almost as many definitions of leadership as there are persons who have attempted to define the concept". Bennis, on the other hand, comments that "we have invented an endless proliferation of terms to deal with it (leadership).......... and still the concept is not sufficiently defined". Moreover, the statement of Tao-Te-Kind (600 B.C.) implies that even in the distant past leadership was controversial and today it has become more complicated than ever before. According to Bernard L., "A leader is any person in carrying psychological stimuli to others and is thus effective in conditioning collective responses ". Bogurdus views that a leader is a person who exerts special influence over a number of people. According to him there must exist both special influence and a number of people. McGregor observes that a leader is an instigator of movement by instigating group-behaviour and facilitating release of energy of people in the group for action towards a desired goal or direction by virtue of some inherited qualities which enable him to get things done willingly by others. Therefore, leadership is that which a leader does for his followers to attain the common purpose or goal of the team in a given situation.
Leadership, according to Drucker, is the lifting of man's vision to higher rights, raising man's performance to a higher standard and the building of a man's personality beyond its normal limitations.

On the contrary, Terry and Franklin envisage leadership as "the relationship between a person (i.e., leader) and his followers in which one person—the leader influences others to work together willingly on related tasks to attain goals designed by the leader and/or group." Koontz and O'Donnel also define leadership simply as an influence. They also describe leadership as the art or process of influencing people so that they will strive willingly towards the achievement of group goals. However, Iain Mangham opines that mere use of authority and power is not a leadership, rather it is more than that. Pignor describes leadership in a different way when he says that the leader liberates energy for the followers by pointing out the courses which give them an opportunity to express themselves and in service of which their power can be developed. Katz and Kahn describe the concept of leadership as generally understood in social science literature. They also pointed out that leadership has three major meanings: the attributes of position, the characteristics of a person and a category of behaviour. Michel's concept of leadership is more practical as he writes that "numerous varied are the personal qualities with the help of which certain individuals succeed in ruling the masses." These
qualities which may be considered as specific qualities of leadership, are not necessarily all assembled in every leader. All these qualities are not to be found in all leaders, nor in equal degrees. Laswell and Kaplan\textsuperscript{13} point out another aspect of leadership. They observe that the dominance of the leaders is not purely formal but effective among the rank and file at least it is not outside the group. Fairchild\textsuperscript{14}, in his definition of leadership highlights the role and function of leadership and define leadership as the act of organising and directing interests and attributes of a group of persons as associated in some projects or enterprises by a person who develops their cooperation through securing and maintaining their more or less voluntary approval of ends and methods proposed and adopted in their association. Bass\textsuperscript{15}, on the other hand, has pointed out that leadership is a kind of interaction among people. Any attempt on the part of a group member to change the behaviour of one or more members of the group is an attempt of leadership. The degree to which it has occurred is indicated by the extent to which the intended changes take place.

In the International Encyclopaedia of the social sciences Tannenbaum\textsuperscript{16} states that leadership defines, initiates and maintains social structure. The social system so as to accelerate, is programmed through leadership. In the preceding pages, it is observed that different authors have highlighted different aspects of leadership.
Sanford\textsuperscript{17} said, "it now looks as if any comprehensive theory of leadership will have to find a way of with the three delineable facts of leadership phenomenon: (i) the leader and his psychological attitudes; (ii) the follower with his problems, needs and attitudes; and (iii) the group situation in which the followers and the leaders are related with one another. Haiman\textsuperscript{18}, on the other hand, notes that leadership is an interesting social phenomenon which challenges the students of sociology, politics and psychology at every turn in social life. It is an eternal and universal phenomenon and this socio-psychological process is present in some degree wherever human beings gather together, whether it is the primitive family of cave-dwellers or the twentieth century national community.

Precisely, it comes out from the above discussion that leadership may be described as the mode of interaction between the leader and the followers in a given situation. It involves attempts on the part of the leader (influencer) to affect (influence) the behaviour of a follower or followers in a particular situation. The application of this definition in the domain of planned change will reveal that the 'client system' is the situation, the change agent is the leader and the client is the follower. 'Client refers to the persons with a problem who comes to the leader for solution of his problem or the group being helped. 'change-agent' is the helper—the person or the group who contemplates to make a change. 'Change-system' refers to the person,
group, organisation, community, culture and ideology in a collective form. The change agent acts as a helper to the client, he may be and must be a neutral member of the group or an outsider. The present socio-politico-economic and educational situation of rural India characterise the client-system as such: the rural population is the client; and official (formal) and non-official (informal) leaders are the change-agents. Thus, those persons may be called as leaders who help or may help the rural people to bring about a deliberate improvement in their condition. Actually, leadership is the functions of leaders.

It is pertinent here to refer to the definition of leadership given by Barnard L. According to Barnard L, leader is a person who is more than ordinary efficient in carrying psychological attitude to others and is thus effective in conditioning collective responses. Setty, on the other hand, gave an idea of village leadership. He revealed that the diverse activities of the community — both individual and communal are carried on and regulated by some individuals from within and outside the community. The individuals who guide or who are sought to guide and shoulder the public work in the village may be called leaders. While, Ganrade focussed on the impersonal phenomenon in the concept of leadership. Accordingly, he observed that leadership was essentially an impersonal phenomenon between the leaders and the followers, and was one of the several forms of interpersonal relationship which was found to satisfy some of the
defined needs of the leader and the followers belonging to the same social system. Tea, Hillman, Homans are in opinion that leadership is regarded as an activity of influencing people to cooperate towards some goal and a leader must consider the totality of a situation because he may not be able to act on every element of it consciously or unconsciously. Howna, however, defines leader as the man who comes closest to realising the norms of the group-values as the highest conformity, gives him high rank which interacts people and implies the highest influence to assure control of the group. Again, Cottle opines that the leader is the person who creates the most effective change in group-performance. Besides, Pareek and Reddy notice that some followers sought distinctly more as a source of farm information than others and they possess other characteristics pertinent to the diffusion and use of farm-information. Such persons are referred to as local influentials, adoption leaders, opinion leaders or simply as leaders. They also have generally been referred to as innovators. Spencer and Rogers has also made similar observations.

In the last few pages we have referred to some definitions of leadership. These definitions of leadership focus on the different concepts, ideas, role and functions of leadership which have been summarised by Gibb when he listed five different definitions of the leaders e.g.

(i) an individual in a given office;
(ii) the central person of a group whose personality is
cooperated in the 'ego-ideal' of his followers;
(iii) the person considered most influential by members of a group;
(iv) the person who does most to advance the group towards the goal;
(v) the person who is the most effective in creating a structure or consistency in the interaction of the group members.

Moreover, there are other authors who highlight the role of leaders as they have perceived, through interpretation, observation and analysis, the importance of the leaders' role in any organization. Singh, however, focuses on the role of a leader when he observes that a group usually needs help of two kinds:
(a) help in making progress towards their working goal, and
(b) help in keeping the group in a healthy working condition.
A good leader is usually aware of both the needs and will play roles which will be in line with these two needs. While, Anderson identified five roles to be played by a leader e.g. (i) spokesman, (ii) harmonizer, (iii) planner, (iv) executive, and (v) symbol of group ideal. However, Hall had listed the following fifteen roles of a leader: (i) initiator, (ii) orientor, (iii) facilitator, (iv) harmonizer, (v) encourager, (vi) expediter, (vii) spokesman, (viii) fact-giver, (ix) fact-seeker, (x) analyzer, (xi) recorder, (xii) evaluator, (xiii) summarizer, (xiv) compromisor, and (xv) status role. It should, therefore, be noted that there is an overall function
of a leader irrespective of the nature and type of the organisation he is associated with. Moreover, Kretch and Gutfield observe that whatever the nature of the leader's group—authoritative or democratic, all leaders have to undertake some degree of the functions of executive, planner, policy-maker, expert, external group-representative, controller of internal relationship, surveyor of rewards and punishments, arbitrator and mediator, exemplar, symbol of the group, surrogate for individual responsibility, ideologist, father-figure and scape-goat.

Every group of people or organisation has some person as its head who is skilled in the art of supervising, guiding, advising and controlling the people of the group or organisation concerned. The act of organising, decision-making, influencing, directing, supervising, guiding, motivating, coordinating and controlling etc.—all are concerned with the act of leading which is called leadership and the man who does it, is called the leader. According to Gulick, the act of management are planning, organising, directing, supervising, coordinating, reporting and budgeting. He has used the abbreviation P.O.O.S.C.O.M.B. to describe the functions of management. Therefore, act of managing is similar to that of leading. Of course, the periphery of activity of the latter is larger than that of the former.

Some of the authors opine that the leader must have 'competence' and 'character'. To them skill and competence
of the leader seems to be a compound of at least four major ingredients: (a) the ability to use power effectively and in a responsible manner; 
(b) the ability to comprehend that human beings have different motivations in different situations; 
(c) the ability to inspire, and 
(d) the ability through his activities to develop such an organisational climate conducive to arouse his subordinates' motivation. 
'Character' referred to in the above definition would be articulated in the following modern management context; 
(i) that when something goes wrong the emphasis in the leader's concern should shift from 'who has gone wrong' to 'what has gone wrong'; 
(ii) in planning and executing a task or project the leader should shift his emphasis from 'what, how, how much, when, by whom etc.' to 'why' of the task or project; 
(iii) that the boss should welcome strong subordinates who are competent and able to resolve problems independently and who may sometimes disagree with their boss on the approach method for resolving problems; 
(iv) that the genuine interest be taken by the leader in his men for developing them to their perspective limits of existing and potential competence; 
(v) that the leader should continuously see that his men are provided with opportunities for advancement commensurate with their respective merits and efforts;
(vi) that he should remember that the right task-discov-
ery is more important than rightly answering to
a question—especially a wrong question;
(vii) that it should be realised that in order to be
fair in one case, one has to be firm in half a
dozon other cases. Opposition from the vested
interest has got to be fought with missionary zeal,
even at personal risk. 30

The common purpose or goal may be either material ends—
functional, economic, technical, political etc. or
spiritual ends—religious, moral, humanitarian, artistic etc. However, for the present study, leadership is
presumed as the process of influencing people in their
efforts toward the achievement of some particular goals.
A leadership style is viewed at the characteristic
manner in which a leader exercises influence over the
subordinates. Leading involves influencing and inter-
acting with people to attain the organisational goal.
Leaders influence their subordinates depending on some
formal and informal basis of power. A leader possesses
authority and power which are used influencing, motivat-
ing and controlling the people for attaining specific
goals or objectives. Authority is defined as the capa-
city arising from his formal position to make decisions
affecting the behaviour of subordinates. Power may be
defined as the capacity to get things done or to secure
results. Leader has to use his authority and power
through some devices or tactics which are termed as strategies. So, leadership is closely related to and associated with power and strategy to exert its influence on the people who are expected to implement the decision taken by the leader.

**Power Concept:**

Power is the means of influence. Perhaps, it is the most pervasive social phenomenon. It affects all types of social organisation but its influence is extensively found at all levels of the hierarchy in formal organisation. Power is the fundamental concept in social sciences as energy is the fundamental concept in physics. Social power is one of the most significant determinant of social interaction. Power is such a pervasive part of organisational life, researchers have attempted to explain organisational events and the outcome thereof in terms of power-relationship, that exists between organisations, between organisational levels and among organisation's members. This is observed by Kochan (1975), Pfeffer and Leong (1977), Hennings et al. (1974), Salancik and Pfeffer (1974), Bacharach and Akken (1976), Blan and Schoenherr (1971), Bachman et al. (1968), Patchen (1974) and Ansari M. A. (1990) respectively. However, there are three broad approaches to the concept of power e.g., (i) the filed approach, (ii) the decision making approach, and (iii) the interaction approach.
**Field Approach:**

The most prevalent definition of power has originated from Lewinian field theory which have been comprehensively articulated by Curtwright. By this theory, power is defined as the resultant force that a man (suppose A) can bring to another man (suppose B) with respect to a particular region of the life space of the latter i.e. B. French and Raven's taxonomy of power base is consistent with the field force framework.

**Decision Making Approach:**

March placed power-concept in a decision making context. According to him, A's power over B was defined as the net increase in the probability of B enacting a behaviour after A has made intervention compared to the probability of B enacting the behaviour in the absence of A's intervention.

**Interaction Approach:**

Thibout Kelly conceptualised power on the basis of analysis of the way individuals interact by them, power was defined as a man's (suppose A's) ability to affect the quality of another's (suppose B's) outcomes. Amount of power of A over B can be determined or measured by the range of outcome through which A can potentially move B in the course of their interaction.

**Other Approaches:**

Russel viewed power as the production of intended effect.
Heider\textsuperscript{37} described power as a function of intentions and abilities. Birstedt\textsuperscript{38} regarded power as a social phenomenon. According to him, it is a latent force which is manifest power. Lippit, Polensky and Rosen\textsuperscript{39} took the social power as the potential to induce forces in other persons to act or change in stipulated direction. Kaplan\textsuperscript{40} viewed power as the ability of one person or a group of persons to influence the behaviour of others.

**Bases of Power:**

Power-base is the source of influence. To influence others is the main objective of leadership. Etzioni\textsuperscript{41} enumerated three types of power viz. coercive, remunerative and normative. Peabody also visualised three types of power. He classified them as position power, competence and personal power. However, French and Raven\textsuperscript{42} identified seven kinds of power e.g. reward power, coercive power, legitimate power (i.e. personal power), referent power, expert power, information power and connection power.

(i) **Reward Power:** This is based on the perception by one member of the relationship that another member has the capacity to provide rewards.

(ii) **Legitimate Power:** This is based on the perception that one member has the right to influence and another member has the obligation to yield to that influence.

(iii) **Coercive Power:** This is based on the perception that a particular member of the relationship has the
capacity to remove rewards and administer punishment.

(iv) Referent Power: The source of this power may arise from friendship, identification with a successful model or feelings of shared identity that attract the followers.

(v) Informational Power: This is based on the perception that a particular member of the relationship who is the possessor of such power, has access to some particular information that is valuable for others.

(vi) Expert Power: This is based on the perception that a particular member of the relationship has special knowledge and expertise in a relevant area.

(vii) Connection Power: This is based on the perception that a particular member of the relationship has connection with influential or important persons.

The findings of the studies on power-base have been summarised by Yukl whose findings are as follows: Referent and expert power are generally associated with greater satisfaction, less absenteeism and turnover, and high performance. Legitimate and coercive power are unrelated or negatively associated with the criterion. Reward power has no clear trend across the studies. Raven and Rubin have proved effective use of informational power.

Influence Strategies:
Power is exercised through the use of various behavioural strategies. Various studies on power-strategies indicate
that a number of overlapping strategies are available in the literature. Some of the most widely recognised strategies of downward, upward and lateral influence in organisations are as such:

(a) **Assertiveness:** This involves asking a person to comply, expressing anger verbally, pointing out rules or becoming a nuisance.

(b) **Coalition/forming alliance with others:** This involves the use of steady pressure for compliance by obtaining the support of coworkers and for obtaining support of subordinates.

(c) **Exchange of benefits:** This strategy is used by superiors, peers and subordinates. It involves offering an exchange or offering to make personal sacrifices.

(d) **Ingratiation:** This involves making the other person feel himself important illucidating the importance of a request showing a need, asking politely, acting friendly and pretending that other person(s) is/are going to comply the same.

(e) **Manipulation:** Manipulation means informing or arguing in such a manner that the recipient can not be aware of being influenced. This is a common method of upward influence.

(f) **Reasoning/Rationality:** Writing detailed plans, explaining the reason for a request, writing memos and giving facts and data in detail — all are tactics involving rationality.

(g) **Threats or Defiance:** This strategy implies that negative result will occur if the influencing agent's
proposal or plan is not accepted. It may be direct or indirect. To the superior it is defiance and to the subordinates it is threat.

(h) **Upward appeal:** This involves bringing additional pressure for conformity by calling a person at a higher level in the organisation for its help.

(i) **Sanction:** It involves either formal exchange like rewarding or informal exchange like praising, sanctions draws upon organisational reward or punishment.

**Leadership, a power phenomenon:**

Both leadership and power are the influence process. It follows that the fundamental weapon or medium of leadership is power. Leader - follower relationships are power - wielder - power-recipient relationships. However, leadership is not necessarily involved in all power-relationships.

Tannenbun, Weschler and Masarik view leadership as 'interpersonal influence exercised in a situation and directed through the communication process toward the attainment of a specific goal or goals'\(^44\). Leadership can be distinguished from power by its connotation that is the actual use of power by the influencing agent i.e. leader to achieve the conformity to his/her desired goal. Filley and House view that leadership is a process whereby one person exerts social influence over the other members of the group. A leader is a person with power who exercises this power over others for the purpose of influencing their behaviour.
We can candidly state that power is the potential influential; leadership involves the actual use of power, power-bases and strategy, and leadership style, leader-behaviour and organisational climate are interrelated and affect each other. This is shown diagramatically in figure no. 2.1. Organisational climate is the moderator of each of the three sets of relationship. This implies that a leader with a particular leadership style can not successfully influence his/her subordinates or immediate boss without considering the nature and characteristics of the existing climate of the organisation. Moreover, people who are the most significant factor of organisational climate, tend to follow those who, in their view, can offer them means of satisfying their personal needs. Therefore, the more a leader understands his subordinates' motives and how their motivators operate, the more effective he is likely to be as a leader.

Relationship between bases of power, leadership-style and influence strategies:

It appears from the above discussion that power, style and strategies go hand in hand. They are closely interrelated and if one is absent or ousted, other two would be ineffective or useless. Leader depends on the bases of power, he possesses and takes help of some strategies to influence his immediate superior or the subordinates. The four variables — leader, follower, organisational climate and environmental situation influence the nature
FIGURE 2.1
Relations among Leader Behaviour, Leadership Style, Power Bases, Influence Strategies and Organisational Climate.

L.B. - Leader Behaviour
L.S. - Leadership Style
PB - Power Base
IS - Influence Strategies
OC - Organisational Climate
SR - Superiors
ST - Subordinates

'->' Indicates independent direct effect.
'---->' Indicates moderating effect.
and style of leadership whereas the style finds out the forces of power within the leader and choose the appropriate strategies for influencing the people.

The Figure no. 2.2 depicts that a particular style of leadership stands on some particular bases of power and takes help of some particular strategies. Authoritarian style is significantly affective by coercive power, while bureaucratic style is affected by both coercive and connection power. Task oriented style is influenced by expert power and participative style is significantly influenced by referent power. On the other hand authoritarian style uses threat, assertion, negative sanction, personalised help as its influence strategies. Bureaucratic style uses assertion, upward appeal, coalition and manipulation. Task oriented style uses exchange and challenge, expertise, reasoning (rationality) and negative sanction as its strategies. Lastly, participative style uses exchange and challenge, personalised help, coalition and manipulation, dependency, upward appeal and positive sanction as its influence strategies.

Hence, it is clear that a leader, whatever his style of leading may be, has some basis of power and uses some strategies for influencing the nearest superior and the subordinates to implement his decision whether personal or organisational towards a common goal.
Figure 2.2: Relations among Bases, Styles, and Strategies

**Bases**
- Reward
- Coercion
- Legitimate
- Referent
- Expert
- Connection
- Information

**Styles**
- Authoritarian
- Participative
- Task Oriented
- Bureaucratic

**Strategies**
- Exchange and Challenge
- Expertise and Reasons
- Personalized Help
- Coalition and Manipulation
- Slowing Dependency
- Upward Appeal
- Assertion
- Positive Sanction
- Negative Sanction
- Threat
Leadership Style:

Moreover, there are several approaches to the study of leadership that can be summarised and classified into three categories viz.

(i) Trait Approach,
(ii) Behavioural Approach, and
(iii) Situational Approach.

Trait Approach: Trait approaches are the oldest theories of leadership put forward by the earlier studies focusing on the 'Great man theory'. These theories give their views that leaders are born, not made. Only a man who has acquired by birth some personal traits like intelligence, physical traits, personality, self-confidence, decisiveness, team-building capacity etc., can be a leader.

Earlier researchers like Stogdill, Edwin Ghiselli etc. are the propounders of these theories. Stogdill\textsuperscript{45} studied leadership in the five areas e.g. intelligence and scholarship, physical traits, personality, social status and experience, and task orientation. He surveyed more than 500 leaders and concluded that there were no consistent pattern of traits that characterised leaders in all situations. Edwin Ghiselli\textsuperscript{46} conducted extensive researches on the relationship between personality and motivational traits and leadership effectiveness. He concluded that there was no indication of how much of any trait a person should have to be an effective leader.
However, trait theories can not distinguished particular traits for giving assurance to a man to be a good leader. Gibb concludes that numerous studies of personalities of leaders have failed to find any consistent pattern of traits which characterise the leaders. The trait approach has ignored the subordinate and his/her effect on leadership situation and the style of leadership. Some traits or qualities are no doubt necessary for a leader, but those traits are necessarily be acquired by birth only. However, those should be developed with the help of proper training and development programme and should further be improved with the dialectic process of exercise and experience. The modern approach has swayed the leadership theorists to believe that 'effective leadership is a function of the characteristics of the leader, style of leadership, characteristics of the subordinates and the situation surrounding the leadership environment. So, a leader is no doubt born with necessary traits but he should develop those endowed traits with the help of the process of education, training and experience. Modern theorists as such have proved that the trait theories are only partly true. A person may possess leadership traits but that alone do not give guarantee that the person would automatically be grown into a successful leader.

Behavioural Approach:
Many researchers of behavioural school suggest that there
is only 'one best style' for all organisations. Behavioural theorists contend that a leader's style would be either employee-oriented or job-oriented. In employee-centered orientation the leader emphasizes the development of friendly relationship among employees and the satisfaction of their personal and social needs. In job-centered orientation leader emphasizes accomplishment of job and achieving the organisational goals by planning, organizing, decision-making, evaluating performances and exercising close supervision and control. A number of outstanding research studies have already been conducted by the social scientists of behavioural school. Some of them are discussed below.

(a) Lewin, Lippit and White study:
This group of social scientists have suggested a continuum theory that identified three basic styles of leadership viz. autocratic, democratic and laissezfaire. An autocratic leader has little trust in group-members and believes that money is the only factor of subordinate's motivation. He is, in another sense, dictator, director and independent commander. He is not dependant on others.

Democratic leader shares decision making with the group members and communicates criticism and praise to his subordinates. He is dependant to a greater extent on the followers and has good faith on their morale and motivation.
A laissez-faire or free reign leader is delegative in nature and as such dependable to the full extent on the subordinates. He has full faith on the subordinate's ability and motivation.

The study ultimately concludes that (i) group with democratic leader is the most effective and efficient; (ii) group with authoritarian leader tend to display hostility and aggression towards either the leader or scapegoat for the leader, and the atmosphere of the group is strained and tense; (iii) the least productive is the laissez-faire style.

(b) The Ohio State Leadership Studies:
The researchers of Ohio State University identified two major factors or dimensions viz. (a) initiating structure and (b) consideration, with which the leaders are concerned.

Initiating structure is meant for the degree to which a leader is concerned with or how much a leader is associated with organisational structure, job description, pressure for work and output, communication channel and group-achievement. Consideration involves the leader's concern for mutual trust and relationship, followers' needs and informal communication.

According to them, four leadership styles may be identified viz. (i) low consideration, low structure; (ii) high consideration, low structure; (iii) low consideration, high structure; and (iv) high consideration, high structure.

The researchers hypothesized that the most effective leadership style should have substantial consideration that must
be greater than initiating structure, but the studies revealed that no single style was the most effective in any situation.

Flieshman, Edwin, and Blacke and Mauton restated the observation of the Ohio State Studies and renamed the four styles as (i) impovershed, (ii) country club, (iii) autocratic/task and (iv) team leadership. They introduced an extra style naming as (v) middle of the road. The code number of the styles are as follows: 1.1, 1.9, 9.1, 9.9 and 5.5 styles respectively.

Under 1.1 style there is little concern for both production and people. Under 1.9 style there is lowest concern for task or production and highest concern for people. Under 9.1 style there is highest concern for production and lowest concern for people. 9.9 style renders highest concern for both production and people while, 5.5 style represents equitable concern for both production and people.

It may be noted here that in the above study the researchers used two dimensions: people and production. As such this study does not differ much from its predecessors who also used the two dimensions e.g., consideration and structure. Significance in both the cases appears to be the same. The main difficulty with the Ohio State formulation is that of casual ambiguity. One common assumption
May be that a positive correlation between consideration and subordinates' performance means that consideration causes subordinates' performance. Notwithstanding that, they have laid the foundation stone on which contemporary approach is built.

(c) The Michigan Leadership Studies:
Among the researchers under these studies Rensis Likert's contribution is widely accepted. He studied leadership styles in the perspective of job-centered and employee-centered styles. He categorised four styles or systems of leadership showing different behavioural aspects of leaders e.g. (a) exploitative authoritative which is analogous to autocratic, task oriented leadership, .9.1 style and high structure, low consideration style.

(b) benevolent authoritative which is slightly better than and improvement over the first system. However, economic rewards are used more as motivational force and as such productivity under this style is marginally better than that under the former.

(c) consultative style which, according to Likert, is an ideal style as the goal-setting, decision-making and control are shared among top, middle as well as lower level of organisations, and operating decisions are taken at the levels of organisation. As such productivity under this system is fairly good.

(d) participative style, which is considered by Likert as the optimal approach as there is extensive interaction with a high degree of mutual trust and respect.
resulting satisfactory performance. Productivity of this style is excellent.51.

The criticism against the Michigan Studies are focused on two aspects. First, it is noted that behaviour (leadership style) changes according to situation. Secondly, the cohesiveness of the group, the nature of the subordinates' personal traits on the task factor were not included in these studies while, investigating the effectiveness of a particular behaviour of a leader.

Likert isolated three variables which were representative of the system IV model i.e. participative style. The three variables are (i) the use by managers or leaders of supportive relationship,
(ii) the use of group decision making and group methods of supervision, and
(iii) high performance goals.

Generally speaking, employees'/subordinates' active participation in the decision making process is the basic feature of participative style. As a consequence, leader will be free from less important tasks and will have the time to pay greater attention to more important matters. Subordinates can train themselves for further promotion within the hierarchy. Out of sheer interest the subordinates will do their best to carry out the decision in the best possible manner and feel selfworthy.
Situational Approach:

In view of the complexity of findings with respect to trait and behavioural approaches modern behavioural scientists propose that in the prediction of leadership success, the consideration of situational factors like the traits of the leaders and subordinates, nature of the task, stage of group-development, group-structure, and several organisational factors becomes indispensable.

The situational theorists insist on the relationship between the organisational situational and the leader's style. Situation within and outside the organisation that is internal situation within the organisation and outer situation in the society containing so many variables affecting the leadership style constitutes the most important factor for these theorists. Their researches support the thesis that successful leadership depends on the relationship between the organisational situation and the styles adopted by the leaders. Organisational situation includes organisational climate (OC), leaders' and subordinates' values, experience and attitudes, nature of work, time and money.

(1) Hersey - Blanchard Situational Model:

Paul Hersey and Kenneth Blanchard have presented a developed leadership theory. Their basic thesis is that the most effective leadership style should vary with the maturity level of the subordinates. The model suggests that the
leader should check the maturity level of the working-group being dealt with and apply the appropriate style which fits the maturity level. They have identified two major dimensions of leader-concern viz., task behaviour and relationship behaviour. They have developed a grid similar to the Ohio State format to which they have added a maturity dimension and a bell-shaped leader-curve to explain their situational approach. According to them, four leadership styles can be identified e.g. (i) low relationship, low task (similar to 1.1 type); (ii) high relationship, low task (similar to 1.9 type); (iii) low relationship, high task (similar to 9.1 type) and (iv) high relationship, high task (similar to 9.9 type).

Conceptual basis of this theory is weak as the theory does not provide a coherent, explicit rational for hypothesized relationship. It is noteworthy that there is adaptability and flexibility of leader-behaviour. The model predicts the possibility of regression in subordinate's maturity which calls for a flexible adjustment of the leader's behaviour.

(ii) Fiedler's Contingency Model

According to the contingency model developed by Fried E. Fiedler, three situational variables may determine whether a given situation is favourable or unfavourable to a leader. These are (a) leader-member relations in a group, (b) task structure indicating the extend of job-description, and (c) position power of the leader.

Outside the organisation socio-political situation in the society containing so many variables affecting the leadership.
Style, is the most important factor to these theorists. Their researches support the thesis that successful leadership depends on the relationship between the organisational situation and the styles, and the styles adopted by the leaders. Organisational situation includes organisational climate (OC), leaders and subordinates. Leader-member relationship is the degree to which group members like and trust the leader and therefore are willing to follow him/her. Task structure is the context to which the group task can be described and clarified step by step and performed according to standard or well-defined procedure. Position power is the power endowed upon the leader's position including freedom to hire, fire, promote or demote.

Fiedler measures a personal property — leader's attitude towards the 'least preferred coworkers' (LPC) through a symmetric different scale. High LPC means that a leader is more concerned with interpersonal relationship than with task activity. Low LPC means that a leader is basically more concerned with task performance than with interpersonal relationship. Fiedler has implied that there only two basic leader behaviour styles viz. task oriented and relationship oriented. But, subsequent researchers indicate that there can exist different kinds of leader's behaviour by combining the features of two dimensions in various ways which support the view of Hersey and Kenneth as well as of the Ohio State Study.

The studies by Graen et al., and Schriesheism and Kerr etc.
have identified some serious shortcomings of the model. The three aspects of the situation are conceptually obscured and predictions of the situational cell are not completely supported empirical data. Another point is that relationship between the leader and the situational variables is not included in the model. Despite these limitations, this model has stimulated theorists for over twenty years and has extended a powerful impact on organisational behaviour literature.

Path Goal Theory of Leadership:
Robert House\textsuperscript{54} has developed a path-goal theory of leadership on similar lines of Victor H. Vroom's expectancy theory of motivation. House has found that 'initiating structure' and 'consideration' are two personality traits of the leader rather than pattern of leader behaviour. By integrating this concept with Ohio State leadership dimensions the path-goal theory is the refinding of Ohio State studies. According to this model the 'feed-style' is seen as a function of the individual and that of the task. In the initial version of the model (House, 1970) only two types of leader-behaviour were included. The latest version of the model includes a total of four categories of leader-behaviour e.g. supportive, directive, participative and achievement oriented. However, it is usually criticised that major hypothesis of the model are valid only in some cases.

Leadership Decision Theory:
Victor H. Vroom and Philip Yetton\textsuperscript{55} have conducted research
work on the leadership style in the context of how much participation the leader should allow the subordinates in making decisions. They have identified five leadership styles based on the degree of employee/subordinate-participation in decision making viz. (i) Autocratic-I, (ii) Autocratic-II, (iii) Consultative-I, (iv) Consultative-II and (v) Group-II.

The style autocratic-I recommends that the leader individually makes decisions and solve all problems himself. The style autocratic-II recommends that the leader obtains necessary information from subordinates and then personally makes decision without involving subordinates. Consultative-I suggests that the leader shares information concerning the problem with subordinates individually, solicits and obtains suggestions from subordinates and carefully considers them for making the decision. Under consultive-II the leader shares problems with subordinates as a collective group, obtains ideas and suggestions from the group and then personally make a decision. Group-II style suggests that the leader shares the problem with the entire group and together generate and evaluate alternatives in an attempt to reach a reasonable solution to the problem. In this style leader accepts, adopts and implements the solution that is recommended by the entire group. Decision tree model of Vroom and Yeton differs somewhat from the contingency model nevertheless, it is similar to that on one point i.e., it lays stress on the view that there is no best style for leaders to motivate the followers to their maximum output
and productivity. The best style is contingent upon changing factors in decision making and problem-solving situation within the organisation.

**Summary:**

Any theory on leadership comes tentatively under either trait approach, or behavioural approach, or situational approach. Neither of the three approaches is self-sufficient, nor any one of them is universally accepted as a complete theory. However, all of them have some amount of acceptability, utility and applicability.

Trait approach focuses on personal traits or qualities of a leader. According to these theories a leader must possess some inborn personal traits otherwise, he can not be an effective leader. But personal traits alone are not sufficient for the leadership. Traits qualify a person giving him eligibility for being a leader only but can not determine his particular style of leadership. Those can only distinguish him for other common people who have no such traits or qualities.

On the other hand, behavioural school does not specifically state what should be qualities of a person to be an effective leader. It draws attention to the factors which are determinant of the style of a leader. This approach lays emphasis on the behaviour of the leader which may be either towards the subordinates/workers or towards the jobs/works, but fails
to envisage the role of the social and organisational situation in affecting the style of leadership. According to situational approach traits and behaviour can do nothing if the situation is not favourable. It lays emphasis on and gives importance to the social and organisational situation. According to these theories social and organisational situation directly affect the leaders and their styles; and the situation alone will choose who will be leader and what will be his behaviour.

Therefore, it may be observe from the preceding discussion that a person to be a leader should primarily possess some personal traits or qualities which he must develop. Then he should adapt himself with the social, organisational and political situations. Accordingly, his leadership style will also be articulated to cope with the needs of his organisation and its people. Hence, a leader is to be judged in the context of traits, behaviour and situation because situation direct and affects his behaviour, behaviour determines his style and style uses his traits. From the above discussion it may be concluded that a leadership is the product of many factors that act and react simultaneously. A leader has to adapt himself with these divergent forces prevailing within and outside the organisation. There are four variables e.g. leader, follower, organisation and socio-politico-economic conditions that contribute together to the characteristic of a leadership style. This implies that the style of leadership depends upon these four variables. Each variable contains
several components of derivatives. The first variable 'leader' include: leader's values e.g. confidence in group-member, beliefs, convictions, competence and character. The second variable 'followers' includes identification with leader's objectives, interest in solving problem, knowledge and experience, self-need and followers' values and beliefs. The third variable 'organisation' contains structure and pattern of job, degree of job satisfaction, technological devices, job-security etc. The fourth variable socio-politico-economic conditions/situations contains social and cultural forces, environmental forces, political forces, cost and timing of decision making and its execution etc. The Figure No.2.3 shows the dependency of leadership style on the four variables noted above.

Hence, it can precisely be stated that leaders are born with some personal traits/qualities which are developed by training and experience and become effective with the process of adaptation with organisational climate and external environment, and complying with the socio-politico-economic conditions in discharging the leadership functions. Such a leader uses various powers and influence strategies adopting particular leadership style to make his followers motivated to perform their duties allotted to them, to implement the decisions taken either by himself or by the group for the achievement of the organisational goal.

Leadership effectiveness is a function of the leader, followers and situational variables that can be expressed by an
Figure 2.3: Dependency of Styles on Four Variables

Leader

Socio-Politico-Economic Situation

Leadership Style

Organisation

Follower
equation as such: $E = f(l.f,s.)$ where 'E' means effectiveness, 'l' denotes leader, 'f' denotes followers and 's' means situation.\(^5\) It comes out of the formula that effectiveness of a leader is the output of impact, interaction and interrelationship of three basic variables — leader, follower and the situation whereupon leader's effectiveness fully depends.

**Village Leader:**

We all know that leadership is necessary for any group of human beings. Therefore, leadership of various kinds are a common phenomenon in our village society. These different types of rural leaders are described by various names e.g. religious leader, functional leader, cultural leader, group or community leader, caste leader, political leader etc.

However, village leaders may be broadly classified into three categories viz. traditional, professional and group leader. Moreover, leadership, whether rural or urban, may be broadly classified into two groups on the basis of the status of the leader e.g. formal leaders and informal leaders. Formal leaders are elected through election process whereas the informal leaders are selected or emerged by birth or convention. Formal leaders have the status of a leader which is apparent but in case of an informal leader he has no such status nevertheless, he influence the behaviour of the member of his group and their activities also.

In the traditional set up of our village society the leaders were of various types based on functions they performed.
It would depend on birth and convention prevailed in the then society. Leadership in the field of learning was in the hands of Brahmins. Khatriyas were assigned to defence of the country. Vaishyas had leadership in trade and agriculture. In lower caste the leadership emerged through the system of 'caste-panchayats'.

The traditional village leadership had been greatly disturbed with the advent of industrialisation and the beginning of rapid communication system. Professional leaders are the social workers, administrators and many others who do not necessarily belong to a group. Group leaders are those who lead a particular group according to the requirements of the society. In the existing structure it may be noted that there are religious, political and cultural leaders in all villages in India. If it is desired to create really a democratic structure without caste, class or sex distinction and to raise the standard of living of our people, it hardly deserves mention that a brand of pragmatic leaders are urgently needed who would work democratically in the newly developed environment. In free India, administrative structure has greatly been changed but the bureaucratic process of administration has still remained almost unchanged. Decentralisation of power and public administration by the people's representatives have got recognition by the Constitution. This was the dream of Mahatma Gandhi who viewed panchayati Raj as an autonomous body entrusted with rural administration and development, — the means of self-rule and self control
Panchayati Raj (PR) has been established for the rural development as well as for the rural administration. This has warranted the need of a new group of rural leaders. This new group of village leaders are articulated as panchayat leaders. Of late, panchayati leaders have made their presence in almost all villages in India. They generally belong to the political parties and are directly elected by the villages. They are at the helm of PR-system.

So, the village people are usually led by these leaders in difference works of rural life. Religious leaders guide their religious life, functional leaders guide their functional i.e. practical life, cultural leaders guide their cultural life, group leaders guide their social security and material life, and political leaders or panchayati leaders look after their social security, economic and political life.

Now-a-days, in many villages in West Bengal the political or panchayati leader plays the Kaleidoscopic role in cultural, social and economic activities in addition to their usual role of a political or panchayati leader.

Panchayati Leadership:

Once upon a time rural leadership was in the hands of the zamindars or Malguzars under the 'malguzari' system of rural administration. The village headman who belonged to the
so called higher castes and who had high living status and minimum standard of education, used to be the natural leader of the village. He held power by virtue of tradition and convention prevailed in the then society. He was considered as an agent of the Government. After abolition of the Zamindari and Malguzari system the powers of the village headman coming from a particular caste or agro-living status have been eclipsed. When PR system was introduced in 1957 it had belittled that headman's position by taking away his power and privilege. The new species of rural leaders emerged out of the socio-economic changes. These people may be broadly classified as 'practical', 'official patronized' and 'creative' leaders. Generally we may classify them as representative/symbolic and dynamic/creative leaders. The former is an individual who keeps his mission to the satisfaction of his group expectation only acting on its behalf. In a static condition of our past rural life the process of selection of a caste leader was more or less mechanical and conventional as it was on gentocracy i.e. Government by the old men. Of course, this process still exists in some rural tradition-bound societies in India.

The creative leaders attempt to alter and enrich the existing stock of values. A leader who is free from ego, superstition, selfishness and pride; who is rational minded with an enlightened broad outlook and socio-political consciousness and who is receptive to new ideas and anxious to implement them, may be classified as the model/creative/dynamic leader.
It is highly desirable to make a ground for the emergence of creative leaders in village areas. It has been increasingly felt that the leadership in rural social life has today assumed larger areas of group-interaction than what was in earlier days.

In behavioural context panchayati leaders may also be classified as autocratic, democratic and laissezfaire. More analytically following Rensis Likert, panchayati leaders may be classified as exploitative, authoritative, benevolent authoritative, consultative and participative. Again following Vroom and Yeton panchayati leadership may also be classified based on the degree of participation as autocratic-I, autocratic-II, Consultive-I, Consultive-II and Group-II.

It should be remembered that panchayati leaders in West Bengal are mainly political men. They come from the political parties to the administrative bodies and in discharging their administrative duties they are to follow their political objectives and ideologies. In addition to the functions of administration they have to perform some special functions also in order to maintain good relations with the people on the one hand and social peace, amity and good relations among the rural masses on the other hand. They have to solve the rural problems and settle amicably all disputes of the rural people of their respective functional areas. As they are in close contact with the rural people, they have to involve themselves directly or indirectly in all sorts of social activities and functions of their locality. Unlike Government officials or managers
of business enterprises, they can not be aloof and keep themselves away from society. Hence, the nature and pattern of PR - Leadership is bound to be different from that of the leaders of business enterprises and State administration.

A panchayati leader is at the same time a village-leader, a political leader and also an administrative leader. So, a PR - leader has to do, at the same time or at different times, various divergent functions relating to rural administration, rural culture, adjudication of rural disputes for preserving and maintaining rural peace and harmony and for attaining economic growth and development as well. Naturally, his style of leadership is also somewhat complex and different from that of a rural traditional leader or pure political leader or a business manager.

Panchayati leaders are usually influenced not only by their politically ideologies and objectives but also by a lot of other factors e.g. social forces, organisational situations, subordinates' expectations and the rational goals. To identify the nature and style of PR -leadership, one has to examine all the above factors and their influences.

At the outset, it appears that PR -leaders are overwhelmingly busy with two basic problems. One emanates from their relations with the people and the other relates to the effective administration of panchayat bodies particularly, to run the institutional functions successfully. It may further be observed that PR-leaders have to work with a class of people whose
training and skills are different from that of the elected mothers. The bureaucracy may appear to be an obstacle to the change but practical wisdom would dictate the expedient devices to change something and innovate alternatives rather than to ignore or destroy it. Moreover, PR-leaders should work without being overwhelmed by narrow political vision or group-pressure. Political pressure may often come in conflict with administrative procedures and the leaders should prudently weigh them in balance and decide the course of action without prejudice or injury to ideology and effectiveness of democracy. These two roles of panchayati leaders with the people and the bureaucracy require for their strong stamina, steady judgement and ideal principle of working, a great flow of maturity and competence in abundance.

Hence, a leader's own values that mean his education, culture, competence, experience, political belief etc; social demand which depends upon people's education, culture, living status and political consciousness etc; organizational structure and climate that is task-structure, job-description, job-specified, job-security, leader-member relationship etc; and subordinates' values and demand that mean their personal needs, education, skill, experience, motivation, political belief, identity with organizational goal etc. — all are determining factors of leadership style or the panchayati leaders.

Being a leader of an autonomous panchayat body, panchayati leader who is called by Iqbal Narain as 'neotraditional
leader, is a man of high authority and power enjoying much freedom in the work of administration and for this purpose he uses multiple power consisting of positional, potential, contextual, coercive, expertise, information, referent or reward power etc. as the total power exists in different forms used in different circumstances. The leader uses his different powers at different times and in different situations. While using his power and authority he has to follow multiple strategy of influence consisting of push strategy, pull strategy, preparatory strategy, preventive strategy etc. or in other words assertiveness, coalition, exchange of benefits, ingratiating, manipulation, reasoning, threats etc. each individually or several in combination together whatever the situation demand.

There are some strategies for rural development viz.
(i) transformation approach, (ii) improvement approach and (iii) rural socialism approach which have been named by Keith and Griffin as (i) technological strategy, (ii) reformist strategy and (iii) radical strategy. It would be worthy to note here that the present Left front government has by and large adopted transformation strategy (e.g. transformation of mud road into 'moram' road) and reformist or improvement strategy (e.g. land reformation through 'Jarga' or 'Bhog chas' etc.). The two strategies are summingly the institutional strategy of the PRI of West Bengal which is being consciously or unconsciously followed by the panchayati leaders.

So, a panchayati leader is a complex personality and character
having multiple power, using multiple strategy of influence and following multiple style of leadership. Obviously, PR-leaders may not always follow a particular leadership style. That is why leadership style of the 'neotraditional leader' of the PR who have acquired socio-politico-administrative-adjudicative character, partakes a very peculiar nature and complex character having a combination of more than one style of leading the followers. A panchayati leader may follow different styles depending on the demand of the situations. Notwithstanding that, he has a bias for an optimum aptitude for a particular basic style whereby he is basically characterised and which he often intends to adopt and follow that means, basically he follows and gives emphasis on a particular style but sometimes he may resort to another style to cope with a new situation or some particular cases or in some particular circumstances which may arise in a dynamic and ever changing society. So, every panchayati leader has a basic style which he consistently follows in a balanced and normal situation, especially in time of formulating an annual action plan.

Besides, leaders of the Zilla parishads (ZPs), panchayat Samities (PS) and the Gram Panchayats (GPs) are not the same as regards to their styles as because ZPs are situated usually at the district head quarters that are big towns, PS are situated in the semi towns and the GPs are located in the heart of remote villages; as such their socio-politico-economic conditions and organisational climates are not identical but obviously different.
As the background of urban and rural leadership is generally different some difference in the leadership pattern and style among the panchayati leaders of UPs, PS and GPs may not be ruled out.

Keeping these premises in view we have launched this study for identification of an appropriate style of panchayati leadership which would be conducive for its effective functioning towards the achievement of rural development that seems to be ultimate goal of the panchayati Raj Institutions (PRIs).

**Concept of Rural Development**

Development is a very elusive concept. In a technical sense development refers to qualitative and structural changes in the state of economy. Growth as compared to development refers to qualitative and tangible increase in the Gross National Income. But, development refers to a relatively stable long range increase in real national income that is accompanied by a change in the attitudes and motivation of the people, institutional set up, production techniques, scientific innovations etc.

The term 'development' here also includes enrichment of human capital through proper utilization of human resource and proper training of human endowments in the field of sociology, political science, philosophy and education. It has been taken to refer either to the utilisation of available resources — natural and human both, or to their enrichment. Material means of production refers to the economic factor in development
whereas enrichment of human capital refers to the factors such as social, political, ethical or educational background of the people who participate in the development works. Therefore, development can be viewed as a two fold approach of matching the natural resources with human capabilities and developing them simultaneously to achieve the desired economic objective and fulfilment of human needs.

It is very often noticed particularly in a developing country that the benefit of economic development could not reach to the larger sections of the community. As a result, the rich become richer and poor become poorer. Disequilibrium and imbalance in the distribution of resources and in employment are the main causes of dismal consequences. In India rural development means basically agricultural development, rural industrial development and rural educational and cultural development that means — social, political, ethical and economic development in rural India.

Therefore, it seems multidimensional i.e. a combination of both economic and social, infrastructural and suprastructural. The interaction between land and man is essential to a rural economy. In the field of Indian agriculture, the land-man ratio is very disproportionate. What is happening in Indian agriculture is that the labour force is abundant whereas capital resource is scarce. This disequilibrium is the root cause of the present state of affairsts. Therefore, rural development demands organisational and educational efforts,
fiscal measures, utilization of local available resources and above all proper leadership style with the help of which village leaders or panchayati leaders can successfully influence and motivate the panchayat functionaries to do their best for the achievement of the institutional target. The Government has embarked upon a number of fiscal measures for the multidimensional development of the rural sector.

Relation between panchayati Leadership and Rural Development:

According to Gandhian concept, without rural development the development of the country is not possible and for the rural development establishment of PR is essential. So, the provincial governments have enacted laws by their legislative bodies and established PR institutions appreciating and following Gandhiji's view that has been universally accepted.

PRI's lead the village people in performing every sort of economic developmental works for the development of their villages. Now, almost all rural developmental programmes are planned and implemented by the panchayati functionaries and the common village people under the leadership of the panchayati Raj (PR) as well. Rural developmental works, from its planning to execution, fully depends on the panchayati leadership. It is obviously true that without the functional participation of rural people nothing can be done in the villages as they know their own problems and needs well and they are also the main resources namely human resources in rural
India. Their political and functional participation can be ensured by the PRIs. If the PR fails to propagate effective people's participation in panchayati functions it may lead to the defeat of the basic object and purpose of the PRI. Nevertheless, the success of any rural developmental programme largely depends on the nature and type of PR leadership. If the panchayati leadership is effective in the sense that it is able to create a suitable socio-politico-economic condition necessary for the rural development, the objects and goals of PRI may be achieved. Otherwise, all efforts made by the government will go astray. Development in rural India will not take place without active support and participation of rural masses. Popular participation is the first and foremost condition of rural development. The basic responsibility of PR leader is to influence and motivate rural people to participate in all the phase of rural developmental works.

This is why, leadership of the PR is the most important factor for overall success of the PR system. The leadership pattern and style indicate how a leader deals with the people i.e. how he influences and motivates the people. The ability of a leader in this respect will determine the success of rural developmental programmes. Therefore, leadership style of the PR leaders should be oriented in such a way so that the popular participation in all panchayat activities from its planning phase to its execution can be assured for the successful implementation of the rural developmental programmes.
Summary

In the field of industrial management many researchers have conducted numerous studies on its different facets e.g. organisational climate, emergence of leadership, leadership functions, and leadership style etc. Some advocate in favour of authoritative style (F), some speak in support of 'nurturant task-oriented' style (NT) but many more plead for participative style (P).

It has already been stated that quite substantial number of scholars have done splendid studies on village leadership. Particularly, these social scientists have successfully identified various types of leaders viz. key leaders and ordinary leaders, or formal leaders, informal leaders and composite leaders etc. They have studied on village leadership in the perspective of socio-economic and psychological status corroborating various factors e.g. education, caste, land holding status, cosmopolitanism, innovativeness etc. of the leaders. Some research studies have already been carried out even on leadership and power structure of panchayati Raj. Some investigators studied on the problems relating to functioning of panchayat and attempts were made by them to find out their root causes. But none of the studies on PR has focused on one vital aspect of PR-system, that is the nature and type PR leadership and its effect on the function of PR. In fact, the leadership in PR may be responsible for many of the problems and hindrances to growth and development of rural economy
of West Bengal. It seems to be an emerging area of research and study.

It has already been noted earlier in this chapter that quite substantial number of research studies have already been conducted on industrial leadership. But research works on rural leadership are few and far between. Perhaps, no study has yet been conducted till the time of this study to identify the leadership style of the PR-leaders from the viewpoint of management theories on leadership. This has prompted the present researcher to venture on this aspect of social research.

However, the study will ignore caste, religion or community to which the leaders belong and also their educational standard, land holding status etc., which were taken as the contextuality of study by the previous researchers. The present study will absolutely concentrate on the style or pattern of PR-leadership which may be common among the panchayati leaders irrespective of their caste, religion, community, educational standard or land holding status etc. It is needless to state here that the present study would not propose to identify the political leadership in PR in West Bengal rather it will endeavour to discuss the leadership style in PR on the basis of the concept of leadership style as perceived in the contemporary management theories.

It transpires from the preceding discussion that the leadership is the most important phenomenon of rural development vis-a-vis
Development of India. An effective leadership influence and motivate the rural people to participate in planning and execution of various development projects launched for the growth of rural economy and social welfare of the rural masses. Therefore, the rural leaders, particularly the PRI-leaders play the most important role in the development of this country. So, it deserves hardly to mention that a study is to be conducted to highlight the present leadership style of PRI in West Bengal.

Previous Researches and Investigations in India and Abroad:

(R Review of Literature )

(A) Researches on Industrial Psychology:
Industrial psychology has become an important area of study and research. Since Hugo Monserburg, the father of industrial psychology, published his book in 1913 entitled 'psychology and Industrial Efficiency' more and more psychologists and social scientists entered into this area and contributed to this discipline by their valuable study and findings. As a result, large amount of work have been accomplished in this field. During 1926 to 1970 about five hundred studies in industrial psychology were conducted. However, at present many more scholars have been carrying on interesting research studies on industrial management. Some eminent scholars like James W. Frederickson and Anthony L. Iaquinto (1989), Anderson and Paine (1975), Meitsberg (1973), Null (1976) etc. have studied on 'decision making style' in the field of business enterprises. Scholars like Baldev R. Sharma (1987) and others have studied on 'organisational climate' in the field of industry. Some studies were conducted earlier on 'leadership style' in the field of business enterprises by some eminent scholars like B.C. Muthayya (1984), S. Vijoy Kumar (1985), Sakuntala Balaraman (1985) and others.

Dr. Sinha (1972) summed up those 500 studies in industrial psychology which had been completed during 1926 to 1970. Mr. Sinha noted that 25 studies i.e. 5% were concerned with leadership and
supervision. Moreover, 39 studies on organisational leadership which appeared between 1911 and 1976 have also been reviewed by Dr. Sinha. Jain (1971); Misra and Sinha (1973) conducted studies on 'emergence of leadership'\textsuperscript{59}. Prakashan (1980), Sayed and Mathur (1981), Sinha (1983) etc. in their recent studies indicate that the organisational leadership using situational approaches are relatively few and far between. Meade (1967); Meade and Wattaker (1967); and Murphy (1967) asserted that authoritarian leadership would promote organisational productivity in the Indian set up. However, this idea has lost its ground in view of the recent research findings.

Many Indian scholars like Daftuar and Krishna (1971), Kakar (1971), Pandey (1976), Pestonjee (1973), Sarveswara Rao (1973), Singh and Pestonjee (1974), Venkoba Rao (1970) and others have tried to prove that people oriented leadership (democratic considerate or participative) is universally effective. Sinha and Sayadan (1974) observe that employee's high need on social competence felt more satisfied with autocratic supervisors.

Moreover, Sinha and Sinha (1974) identified a few socio-cultural values such as preference for rest or relaxation, dependence proneness, lack of team orientation etc. and in the presence of these conspicuous elements they wondered whether a task oriented with a blend of nurturance discipline minded tough leadership with a personified approach would be more successful in Indian setting. Such a leadership style was named as 'Nurturant Task' (NT). According to Chattopadhya (1975) and
Sinha (1970) Indian subordinates tend to depend on their superior with whom they want to cultivate a personalized rather than contractual work-relationship. Under such condition, according to Sinha (1980) a nurturant task leader will be effective. Moreover, Dr. Ansari (1981) examined the leadership style and organizational climate. He observed that majority of the executives were reported to employing the NT style except in one case where the participative style (P) of leadership was followed. Sinha (1983) presented additional evidence in support of the model NT. Some empirical evidences were provided by Ansari (1986) in support of the NT model. Hence, it may be mentioned that NT leader is effective for those subordinates who want to maintain dependency, a personalized relationship and a status differential. "NT leader cares for his subordinates, shows affection, takes personal interest in their well-being and above all is committed to their growth". Khandwalla (1988) feels that 'exhortions to leaders to be NT or participative in disregard of macro-organisational realities would be nonsensical'.

Thus, according to Ansari, "there would remain many questions to be answered, many quests to be undertaken and many webs to be unrevealed. We have no concrete evidence regarding shift in leadership style from NT style to participative style (P). Nor do we have any data to illustrate how a leader varies his style from subordinate to subordinate. And we have yet to examine the leader's power relationship with his subordinates, peers and superiors which may have an important bearing on
organisational effectiveness.\textsuperscript{63}

This brief summary of the industrial leadership studies conducted by some eminent social scientists has been presented in the preceding pages with a view to making acquainted with recent trends on the leadership studies. On this background an attempt is to be made in the following pages to give a resume of the recent studies on rural leadership.

- (B) Researches on Village Leadership:
  Deshmukh (1966) identified three types of leaders viz. formal, informal and composite, and stated that sufficient interaction existed among different types of leaders in the villages. This was supported by Kaufman (1964). However, Reddy (1971) identified only types of leaders viz. 'Key leaders' and 'ordinary leaders'.
  Singh (1968) noted that the major leadership role in the villages were filled by the dominant caste both in formal and informal situations. Biddle and Laueicle (1968) observed that socially influential actors in community have been (i) the celebrity, (ii) the expert, (iii) the natural leader, (iv) the father substitute, (v) the manipulator, (vi) the community organiser or community educator, and (vii) the participant leader.

Dube (1955) and Oscar (1958) had focused their attention on the following factors which, they understood, would determine village leadership eg. caste, wealth, family reputation, age, personality traits, education etc. Loomis (1969) found that traditional and modern leadership were not mutually exclusive on
age, sex, caste, or class; a traditional leader may be a modern leader on one or more of these dimensions. Harper and Harper (1959) verified political organisation and leadership in relation to caste in a Bombay village. Navalakha (1959) examined the authority structure among the tribes — Bhunning and Bhil, and referred to the utility of historical perspective. While, Gangrade (1974) in his research work pointed out two basic sources of power in the rural society eg. (i) traditional sources like caste, family prestige, land holding status etc., and (ii) source of occupying position through developmental activities.

Scott (1952) observes that 90% of the population in a community falls into one of the three social types: (i) the isolates, (ii) the neighbours, and (iii) the community actors. Isolates are literally deserter from the organisational structure of the community. Neighbours are involved in household and its immediate social environment. Their world of interaction is restricted to kinship and friendship circles. Community actors are directly involved in social affairs and control most of the local organisations.

Bill (1959) suggested that the implication of factionalism for village-wide leadership was that there could be no village-wide leadership. Bachenheimer (1959), on the other hand, examined the elements of leadership in an Andhra village—padu and suggested that leadership follows firmly a traditional pattern. Harper and Harper (1959) pointed that village retained its traditional
form of leadership, decision making and ensured that major leadership roles were filled by the Havik Brahmins. The political dynamics of feud, friendship, faction and party played an important role in determining an individual's attainment of leadership position. Saran (1978) pointed out that economic, political and social conditions in a modernizing society affected the attitudes and values of rural leadership.

(i) Researches on emerging pattern of leadership:
Wiser (1971) observes that the burden of village responsibility rests on the leaders just as family responsibility rests on the head of the household. According to Satty (1982) village leaders function in religious, medical, monetary, legal, agricultural, ceremonial, political, civil, criminal and all other activities that appear in the society. While Kreittow Aiton and Torrence (1960) note that with the growing complexity of civilization various groups and social organisations are coming up in rural areas. Besides, to organise a community and to bring community to action, it is necessary for individuals and groups to provide leadership. Murray and Hendry (1957) stated that for effective functioning of a group, there needed to be some internal arrangement in respect of leadership-member interaction, group activities and extra group-relations. Moreover, Usher and Useem (1968) explained that to maintain the integration and continuity of the community or social system by way of controlling or influencing the behaviour of individuals in groups for the accomplishment of desired goals, leadership became an important element of social structure. Leadership,
therefore, depends largely on the type of social structure of a community. In a changing village social structure, leadership may constitute a traditional-modern continuum.

Misra (1977) observes that before the introduction of formal panchayats in villages the leadership was informal; it was undemocratic based on social status, heredity, caste, wealth, age etc. The emerging characteristics of new leadership, according to Misra, are youthfulness, new outlook and attitude, awareness of the present situation, special qualifications, development orientation, impartiality, enthusiasm for constructive work, democratic mode of behaviour, respect for new values of life i.e. belief in radical change in society. Mehta (1972) opines that in traditional societies leadership may be assigned to a family whose successive generations have assumed that role. Belpore (1958) pointed out that the village leaders could be enlisted as the active supporters of extension programme. He observed that the leaders were the multipliers of the efforts of extension agency. Kaufman (1959) views that in the interactional concept the role of leadership in the community involvement in an action programme is also responsible for the dynamic aspect of the community.

According to Srivastava (1965), modern leadership tends to become secular, radical, rational and development oriented. Schainberg (1970) observed that some of the important aspects of traditional leadership are sacredness, visualism, faith and ascribed status.
(ii) Researches on Socio-Economic and Psychological Status of Leaders:

1. Socio-economic status: Sen and Roy (1967) in their study pointed that 54% of the leaders belonged to high caste, had better economic status, and a high level of education. The leaders were also more innovative, cosmopolitic, secular and politically knowledgeable than non-leaders. Barnabas (1958) observes that leaders as compared to non-leaders have high social status, own big land-area, have better education and are progressive than non-leaders. Again Chaparro (1955), Radhukar (1966), Rogers (1964), Saran (1978) and others noticed that the leaders had higher social and economic status than non-leaders i.e. followers in both modern and traditional committees. The leaders had some education good contact with extension agencies, belonged to large families and had somewhat national perspective in life. Wilkenning (1952) also noted that the influential persons usually had large size farm-holdings and were above average on the composite index of socio-economic status.

2. Age: Ragers et al. (1964) found that leaders were younger than the followers in the modern communities whereas leaders had been older than the followers in traditional communities. Lionberger (1958) found that farm operators who were named by one or two other farmers as the most important influencing agents in final decision to change farm practices, were younger than the average. Sen and Doshmokh (1966) confirmed the view that the age was associated with opinion leadership positions in rural areas. Halpern (1958) observed that while people in
Their twenties and thirties did most of the heavy labour but prestige and authority still remained with their leaders. Setty (1962) opines that majority of the leaders are in the age group 30-50 years. They function in religious, medical, monetary, legal, agricultural, political, civil and criminal matters while, Siran (1973) observes that age is not an important factor in determining leadership. The leadership is not controlled by either young or old, but it is diversified among all age groups.

(c) Education:
Loomis (1969) terms education as a crucial capital input in the lives of men and demonstrates that educational attainment is positively correlated with various indicators of secularization in Mexico, India and United States. Studies by the programme Evaluation Organisation (PBO) in 1955 and also by Rogers (1964) supported the view that education was a pre-requisite for the leadership but the studies of Varma (1970) and Rahim (1963) did not find any such relationship. Reddy (1965) and Radhukar (1966), however, pointed out that as compared to non-leaders, leaders were more educated.

Waiseman (1966) suggested that there was a point of modernization take off in certain attitudinal variables such as the level of aspiration when the individual had more than five years of formal schooling. Waiseman further observed that the respondents with two or three years of schooling did not differ significantly in their attitudes from those with no education at all.

(d) Innovativeness: Rogers (1964) studied the innovativeness...
at two levels viz. agricultural innovativeness, and home-innovativeness. At both the two levels he found that opinion leaders had higher innovativeness. Dasgupta (1966) observed the difference between leaders and non-leaders in the context of the adoption level. Singh (1973) noticed that key-communicators differed significantly from non-communicators in relation to their innovativeness in both agriculturally developed and under-developed villages. Appa Rao (1975) reported that key-communicators and ordinary communicators are heterophilous in innovative village, whereas in non-innovative village they are homophilous with respect to their innovativeness. Harvey and Consalvi (1960) investigated the yielding and non-yielding behaviour patterns of clique members and showed that leaders and members with the lowest status tended to conform least, whereas middle status members conformed the most.

(c) Farm Size:
Land ownership is generally regarded as the principal sources of power and prestige in the Indian village community. So, farm-size may be considered as index of leadership in rural India. Choukidar (1964), Roger et al. (1964), Deshpande (1963) and Lionberger (1960) reported that leaders had larger sized farms than followers in both modern and traditional communities. Moreover, Sen and Roy (1967) in their nation-wide survey found that almost 60% of the leaders in Indian villages possessed at least 10 acres of land per head. Emury and Oscar (1958), Rahim (1961), and Rogers and Burdge (1962) observed that farm influentials operated larger farmers. Mishra (1977), on the other hand, found conspicuously different results. He reported that the
majority of leaders in all three categories came from low land holding group. But Mehata (1972), Hirtman (1964), Hatch (1948), Kar (1959), Abraham (1974), Saran (1978), Reddy (1965) and others observed that the leaders generally belonged to families with higher land ownership, higher cattle wealth than non-leaders. They also found positive relationship between farm-size and socio-economic community leadership. According to them, land ownership is a significant factor of leadership in village life.

Singh (1973) noted that key-communicators differed significantly from non-communicators in farm size both in agriculturally developed and under developed villages.

(f) Cosmopolitanism:
Those having more outside contact and contact with mass media are popularly termed as cosmopolites. Cosmopolitanism varies from leaders to leaders and from leaders to subordinates or non-leaders. The findings of International Diffusion Research Project conducted in India by Fliegel, Roy, Sen and Kivlin (1968) revealed that agricultural leaders had more contacts with urban centres as compared to average farmers. Singh and Pareek (1965) observed that key-communicators were more cosmopolite than non-communicators. Rogers and Johannes C. Van Es (1964) in one of their studies of opinion leadership in Columbian peasant communities found that opinion leaders were ahead of their followers in cosmopolitanism. Singh (1973) noted that the key-communicators differed significantly from non-communicators with respect to cosmopolitanism in both agriculturally developed and under developed villages. Mukhopadhyay (1982) found that the respondents
of key-opinion leader and ordinary opinion leader irrespective of type of villages, would be more cosmopolite than their followers.

(g) Deferred Gratification:
Schneider and Lysgaard (1959) stated that the deferred gratification was an important element in rational thinking. It was expected that the leaders in general had more deferred gratification than the followers. Sen (1969) observed that the leaders preferred to save or make long term investment as indicated by their higher scores on deferred gratification. Appa Rao (1975) reported that key-communicators and communicators in innovative village were homophilous in deferred gratification. But, Reddy (1971) concluded that the deferred gratification had no relevance for leadership. This leads to the postulation that both the leaders and the followers have the same rationality in thinking about their future and the investment pattern.

(h) Credit Orientation:
Singh and Nair (1969) observed a positive significant relationship of credit orientation of farmers with their adoptive behaviour. Sen (1969) also made a similar observation. He noted that leaders scored less than non-leaders with respect to credit orientation. Mukhopadhyay (1982) found that leaders and followers were not significantly different as to their credit orientation. Singh (1969) stated that when a farmer was inspired with a stimulus (say, high yielding varieties), the probability of adoption of that stimulus among others was influenced and assured by a credit system i.e. source of credit, types and terms of credit
and the consequences of defaulting the loan.

(iii) Researches on Caste: Hierarchy and Kinship Pattern among the Leaders:

The relationship between caste hierarchy and authority has been an well known theme in all treaties on Indian Society. Tracing the origin and development of caste system, the Backward Class Commission (1955) observed that there was a systematic suppression beyond the rules and codes of social conduct. Traditionally, superior castes had the upperhand in society and the nature and types of intercaste relations were detailed by them in clear cut terms. A number of village studies have demonstrated the traditional monopoly of leadership by upper castes. Some of them are discussed in the following paragraph.

Lewis (1958), Majumdar (1958), Hutton (1961), Epstein (1962) and others have observed that socially influential actors usually stem from higher castes who are ritually superior and economically better. Moreover, the recent nation-wide survey conducted by Sen (1969) on the awareness of community development in Indian villages reveals that almost 55% of the leaders in the Indian villages belonged to high castes —— Brahmins or high caste non-Brahmins, Pigers (1935) opines that domination is a process of control which emanates from the forcible assumption of authority and the accumulation of prestige of dominant high caste and regulates the activities of others for attainment of their own objectives. Sen and Roy (1967), Barnabas (1958), Deshmukh (1966) and Singh (1969) postulates that leaders as compared to non-leaders have higher social status, more land and better education.
According to them major leadership roles in the village are filled by the dominant high castes both in formal and informal situations. Herper's report (1969) on political organisation and leadership also supported the above observation. In the most of Indian villages, the selection of leaders is made for a variety of matters. Radcliffe (1963) observed that the kinship structure of any society consists of a number of dyadic relations as between father and son, or mother's brother of a man and him, or his sister's son and him etc. He said that in the study of social structure the concrete reality with which they were concerned was the set of relations at a given time which linked together certain human beings. Pareek and Singh (1985), and Mukhopadhyay and Dasgupta (1979) have identified key-communicators in terms of communicator caste. Kinship plays a very significant role in leader selection in India. Caste group may also have relationship at the level of lineage and clan. People of a community seek information and advice from those who belong to their lineage group. This view is supported by the studies of Lewis (1954), Beals (1960), Maheswari (1965), Retzelaff (1962), Opler (1960), and Dhillon (1955). They pointed out that caste and kinship still form the core of village social organisation and this splits village communities into groups. Credit goes to Lewis and Dhillon who initiated a full length study of faction and leadership in North Indian and South Indian villages and brought to light the varied role of caste and kinship oriented factions in decision making process in rural India. Srinivas (1964) opines that dyadic relations could be usually referred to classes or categories which were part of the
structure. According to him the relationships of master and servant, patron and client, priest and worshipper etc. provide an example of such categories as rich and poor belong to different classes. He regarded social structure as a network of groups, categories and classes. Reddy (1966) observes that traditional caste and political leaders belong to higher socio-economic status, operated on medium sized farms, are also literates. However, Kham (1963) did not find any consistent pattern within the lineage group. Mukhopadhyay and Dasgupta (1979) also highlight that there is no relationship between opinion leaders and their kinship structure. In a subsequent study in 1982 they noted that most of the followers had no kinship relation with their opinion leaders. Singh (1989) also observes that caste is no longer the only decisive determinant of rural leadership rather, it is one of the determinants.

(C) Researches on Leadership and Power Structure of Panchavati Raj:

Alan Beals (1960) observed two kinds of leadership situations: one derived from the Government and the other from the traditional social organisation of the village. Epstein (1967) found in his study that traditional forms of leadership surviving in one village made very little economic development. She stated "The village panchayat still consists of hereditary lineage elders and continues to settle of the disputes between villagers." However, Epstein noted a positive correlation between political and organisational change. She also noticed that economics might be the determining variable for such change.
The leadership and political system had also been studied by Oscar Lewis (1958) at Rampur, a village in U.P. and in the vicinity of Delhi. He noted that in the traditional pattern of leadership the old men were both the ceremonial and panchayati leaders. It is also noticed that middle aged educated people were given opportunities by the older people to represent those in official panchayats, school committees and deputations outside the village.67

Betelile (1971) studied class, caste and power in a South Indian village named 'Sripuram' from two different perspectives: caste e.g. Brahmins, non-Brahmins and Adi Dravides; and land ownership status e.g. landowners, tenants and agricultural labourers. The Brahmins who traditionally owned land, have long been administering the village and also dominating and subjugating the villagers by exercising their authority. But now, power is also held by non-Brahmins. Seetharam M. (1980) had studied on 'citizen participation in rural development' and found that land holding was definite economic parameter of rural stratification and was significantly related to popular participation in developmental programmes.

Islam (1974) aptly observed that in rural Bangladesh (previously East Pakistan) there was a continuous tension between groups that clinging to modernization. He believed/"not only traditional authority is now being challenged by the emerging leaders but the shift of loyalties is also significantly related to changes in the power structure of Bangladesh".68 Berlocci (1970, 1972)
studied at Hazipur and Tinpara in Comilla District of Bangladesh and correlated socio-political status with land-ownership. He observed that in rural Bangladesh power of the rich landholders was not stable because of fluctuations in agrarian production and the loss of land due to partial inheritance prescribed by Islamic Law. He referred to this process as a 'cyclical Kalakism' where there appeared to occur a regular rise and fall of families. Geoffry Wood (1976) also studied the political process and rural power-structure in Comilla villages. He argued that the prevalence of factional politics among the land-rich peasants hindered the growth of solidarity among the poor peasants.

Dhillon (1955) identified three factors contributing to leadership e.g. social status of the family, economic status of the family, and individual traits like interest in village-activities, spare-time, speaking ability, advanced age, hospitality and non-aggressive character, non-agricultural interest, outside contact, education etc. Hitchcock's (1959) finding was that the leadership had been manifest among middle high caste. According to Lewis (1958) possession of wealth, good family background, reputation being charitable, advanced age, education, free time to pursue the group-interest, hospitality, trustworthy, speaking ability etc. were some of the characteristics of an Indian village leader. Singh (1959), found leadership coming from middle high class or middle income groups. Verma (1971) viewed that 41% of the representatives of PR at village level in Karnal district of Haryana belonged to the middle socio-economic groups and very
few of them belonged to the higher socio-economic strata.

For Bachenheimer R. (1959) the characteristics of leaders would be economic strength, high caste and education. Abraham (1974) noticed positive relationship between farmsize and sociometric community leadership. Saran (1978) stated that land-ownership was a significant factor of leadership in village life. Ehresta (1980) noted that community leadership was the monopoly of men who were economically better off, advanced in age and belonged to upper caste. Jahangir (1979, 1982) has identified differentiation as a kind of polarisation among the peasant groups. He notices that access and control over land gives access and control over power. Janeka Arens and Joseph Van Beurden (1977) studied a village named Dharampur in Kushtia district in Bangladesh and presented an intimate socio-political picture of the village. They focused on politics of conflict and identified land-ownership as the prime object of the conflicting leaders who exercise their power through manipulation of resources in the local government organisations. According to Coldwell, Dumont and Read (1956) panchayat leaders are big land-owners and high caste men. Shah (1978) also supports the above opinions.

Edward Harper (1959) found caste as an important factor of leadership. Ghosal (1965) highlighted the fact that most of the leaders of Sumerpur village in Palli district of Rajasthan were the nominees of Rajputs the dominant caste group and as such they were reluctant to get support from political parties. Yadav (1989) studied on four tribal villages in Madhya Pradesh and his study highlighted that the members of panchayat in each village and
Sarpanch were generally from the caste tribal heads, village headmen, aged and experienced persons. Haldipur and Parmeshwar (1970) also observe that a very large portion of the elected leaders belonged to the upper castes and upper income strata. They also note that leaders are more progressive, have more contact with extension agencies, are more trained, more educated, more cosmopolitan, more conscious and efficient.

According to findings of the Seventh Evaluation Report on Community Development and Panchayati Raj (1960) the pattern of leadership in the panchayat reflects socio-economic structure of the village, caste does not determine much of the leadership pattern, most of the leaders are above 40 and above 20% are land holders. Suresh Singh (1980-82) in his findings on evolving panchayati Raj leadership says that the pattern of rural leadership reflects a transition from the hereditary to elective type of leadership. The contextuality of his studies was the socio-economic status of the leader. Choudhury (1978) studied at Moharpur, a village in Dhaka district with a view to focusing on social stratification. He has rightly observed that the pattern of social stratification can not be meaningfully understood without an analysis of power relations in the village. Shah (1981) opines that one of the principal reasons for slow and steady development is the absence of effective and committed leadership. Present style of leadership has failed to inspire the people to actively participate in developing their villages. According to Pradip Roy (1966) high income and high level of living, more education, large families, unimportance of caste and age, contact with extension
agencies and secular orientation are associated with the leadership behaviour.

Reddy (1967) examined that 17.9% of the leaders were aged below 30 years, those between 30 and 40 years accounted for 67.1% and the rest were aged above 40 years. Among the leaders 5.3% had no education, matriculates were 11.1%, graduates were 12.2% and the rest belonged to the group of basic education. About 31.7% of the total panchayati leaders were cultivators and the remaining 5.3% had other profession. Indian Institute of Public Opinion (1964) on the basis of its survey on the age, annual income and profession of panchayati leaders of Andhra Pradesh found that

(i) 29% panchayat members were below 25 years of age, more than 50% were between 26 to 40 years, while 15.4% were above 50 yrs.
(ii) less than half of them had annual income ranging from Rs. 1100 to Rs. 2400 while 6.7% had annual income more than Rs. 3600;
(iii) about 15% were illiterate;
(iv) 37.8% of them were cultivator owners, 4.3% were engaged in trade and commerce and agricultural labourers accounted for only 2.4%.

The IPO carried out a nation-wide survey of the elected leaders in 1964. The survey showed that the new rural leadership had been concentrated in the hands of the people who were relatively well-to-do classes, had low educational background and were younger in age. According to the study made by the Department of Panchayati Raj in Rajasthan in 1961-62, the maximum Sarpanchas were aged between 30 and 40 years. A tendency to elect Sarpanchas in the age-group of 25 to 35 years were noticeable. Bunde and Jain (1966) surveyed
Mongalpur in Kanpur district, (U.P.). They observed that out of each ten members seven were aged more than 25 years and were either illiterate or educated between high school level as well. Reddy and Goshadri(1972) observed that more than three fourths of the members in the old and new panchayats were below 40 years of age.

It reveals from the works of the sociologists like Mehta(1972), Gangrade(1974), Misra(1977), Singh(1985) and others that power and authority have been primarily based on the caste dominance, land holding status and possession of wealth. They divided the basis of leadership into three categories e.g. (i) economic base, (ii) personal base, and (iii) political base. The findings of Mishra's study(1977) highlight the following characteristic of village leaders, particularly panchayati leaders:
(i) the panchayat leaders are all male,
(ii) they come from young and middle age group and are low educated, and
(iii) they come from large and middle income group — mainly from elite class, large and middle sized families and are less aware of present socio-political situations.

P. Roy's study(1967) provides some broad features that characterize the type of the person who emerges as a leader in an Indian village. The features are as follows: (a) individual with high income and high level of living has high ambition for being a leader, (b) members of large family have tendency to be the leaders, (c) people with more education participate more in the new social organisation, (d) age and caste are not determining
factors to make a leader, and (e) new leaders are more secular oriented than the common villagers.

Besides, there are many more researchers whose study and findings should also be mentioned here but are not incorporated in the study owing to time and space constraints. Some of them are as such: A.H.M. Zahedul Karim (1990) of Bangladesh, K.C. Panchananadikar and Mr. J.M. Panchananadikar of M.S. University of Baroda (1970), B. Sarveswara Rao and K.V. Ramana of Andhra University, Orenstein Beal, Sachenheimer, Amal Roy, Jaya Lakshmi Kumpala and many others.

(2) Researches on People's Participation in the PR:
Participation, according to Dentsch (1960) is mainly advocated to ensure that the sinister interest of particular vested interest do not prevail and goals of society are so set as to maximise the allocation of benefits to match the needs and distress of the people at large. Participation is more a technique for selling goals, choosing priorities and deciding what resources to commit to goal attainment. The opinion of Paldmer (1961) is that if the village comes to life and if the village really gains a sense of participation in cooperative enterprise of social rejuvenation and nation building, then a revolution will truly have come to the Indian countryside and to India as a whole. The Seventh Evaluation Report (1960) stated that in the absence of people's participation community work simply became a show piece or a high pressure derived with little regard and less room for people's cooperation. Johnston (1962) described the following five levels of susceptibility in participation, each to a large extent helps
to study the extent of participation.

(1) **Participation in response to an order or force:** Participation in an activity emerged as a response to coercion by an authoritative person or by force is the lowest level of participation. In this case the people are denied opportunity to share in decision making.

(2) **Voluntary participation stimulated by a reward:** This level of participation is a little superior to the former because the people are stimulated by a reward and can use the discretion either to participate or not.

(3) **Voluntary participation promoted by awareness:** Here, people become aware of the positive aspects of the programme, its importance and its impact on their own development. This leads them to participate in the programme.

(4) **Participation by giving suggestions and making criticism aimed at improving an activity:** People analyse the proposals made by the government, offer suggestions for modification of the design and ways in which the community can be organised effectively into groups for implementing the programme. The assumption in this stage is that the people should be given an opportunity to participate to analyse objectively the schemes proposed for their development.

(5) **Participation through creativity:** This is the highest level of participation where people develop a comprehensive programme based on the identification of the needs of the community and also prioritising them.
However, Kramer (1969) identified four interrelated modes of participation based on a comparative study of five antipoverty programmes. The four modes of participation are (a) as governing board, (b) as social service forum, (c) as political constituency, and (d) as staff members.

FAO (1973) explained that the UN Social Development Division defined participation as a process of activities comprising people's involvement in decision making contributing to the development efforts, shares equitably in the benefits derived therefrom. Verhagen (1980) observed that participation was generally presented as the active involvement of target groups in the planning, implementation and control of programmes and projects; and not merely their passive acquiescence in performing pre-determined tasks, not merely their exploitation in order to reduce the labour cost. Participation guarantees that the beneficiaries' own interests are taken into account. Adya and Lahote (1980), Cohen and Uphoff (1980), Okafor (1980), Yadav (1980) etc. conducted studies on popular participation. They said that participation was generally denoting the involvement of a significant number of persons in situations or actions which enhanced their well-being such as income, security, or self-esteem. They also argued that development projects failed because of non-existence/mal-functioning of institution and the failure to involve citizens in planning and implementation. According to Yadav (1980) involvement of the people in development process voluntarily and willingly, not under force or coercion, means participation.
opines that participation is a class-concept. Bhowmic (1984) visualised the participation as a special form of interaction and communication. It was their full realisation that all aspects of rural development were their concern and the government participation was only to assist them.

Bhattacharya and Sharma (1979) observed that on the political plain construction of people's organisation consisting of the target group population were being encouraged. There was a growing realisation that it was only through organised strength that the rural poor could hope to increase their capacity to resist exploitation, articulate demands and escape from the poverty. Dubey (1972) also postulates that the main responsibility for improving the socio-economic conditions in the village rests with the people themselves. He argues that unless people consider community development as their own activity and realise its value and recognise its contribution to their own welfare, no substantial result could be achieved. Moulik (1978) stated that the participation in development programme implied stimulating individuals to take the initiative and mobilizing people to work for overall societal development. Juneja and Mathur (1979) stressed the importance of people's participation in the poverty alleviation programme. Ranga Rao (1979) remarked that rural development would remain unsuccessful without people's participation and democratic supervision through powerful local institutions. Naidu (1980) views that the concept of people's participation is a very comprehensive one which includes almost all the activities concerning common life e.g. social, economic and political etc.
One has, therefore, to view all these areas while studying people's participation. However, Mishra (1981) observes that within the socio-political context of developing countries the participation, involvement and control of people can give rise to a socio-political system more conducive to the attainment of economic development along with a greater degree of social justice. On the other hand, Hooza (1981), Jadge (1981), Vishnoi (1984), Gangrade (1984), Bhowmic (1984) and others pointed out that planning and development should be initiated from the lowest level of community itself. They emphasize the emerging social structure involving people's active participation and its efficacy in which the people were the 'Kingpin' in shaping their goal. Aziz (1984), however, focused on the ways in which the rural people themselves can participate in rural development. According to Sundaram (1984) people's active participation leads to realistic plans, better resource mobilization, better implementation with greater cooperation, better chances to develop talent for management and administration, better integration of activities, better evaluation of the success of programmes and finally wider distribution of benefits. The opinion of Mishra and Sharma (1985) is that the integrated rural development objectives can be achieved when the poor masses start participation in all aspects of the development process. Rahatab (1983) enumerated that the ends of popular participation were (i) mobilisation of local resources, (ii) encouragement of people to contribute management talents in the implementation of projects, (iii) generation of more reliable data about local needs, problems and resources, (iv) formulation
of more realistic and feasible projects, (v) minimization of these honesty and other malpractices in project management, (vi) greater assurance of maintenance of projects, (vii) transformation of popular support into political support for projects, and (viii) greater assurance of equality in the distribution of benefits of development etc.

Singh(1981) noted that PRIs had failed in enlisting popular participation in the planning and execution of programmes to meet development of rural poor. Zavala(1980) noticed that needs of rural poor as viewed by the policy makers did not necessarily corroborate with the needs perceived by themselves. Hunter(1980) pointed out that farmers themselves had a major say in the choice of the innovative programme in deciding on the methods to be used and in organising their contribution of labour and management. Cohen and Uphoff(1977) examined participation in terms of decision making, implementation, benefits and evaluation. Haldipur(1974), Chackoway and Till(1970) reviewed the previous researches on participation. Thimmaiah(1982) observed that the entire programme has and been conceived/formulated at the central level and is passed on to the lower level for implementation that occurs without people's participation. In the opinion of Ghadge(1981) and Misra(1981) the fulfilment of objectives of IRD resolve round the pivot of people's participation. Thakurta(1984) pointed out that the concept of people's participation in the development process has undergone change during the last three decades. In the fifties when the Community Development (CD) schemes was launched, the meant that the villager would hear the details of projects from the co-opted
representatives but in the late sixties it meant association with panchayats and cooperative institutions. Now it means the concept of the people at the root level. But, today villagers are alleged for not participating or consulting before any development programme is taken up for execution in their areas. Singh (1986) suggested that the people's participation can be accelerated only when the poor become conscious of the rights and priorities and build up strength to achieve justice for themselves in the sharing of benefits of rural development.

(2) Researches on Problems of Panchayat Functioning:

Kamraj (1975) observed that one of the important reasons for the inefficiency of the village panchayat was the multiplicity of the problems that were hindering them in day to day work to such an extent that they had failed to bring about the desired change in rural economy. Rudramurthy (1966) remarked in his literature that the village panchayat had not yet come up to expectations. Report of the Tripathy Study Team on PR in Assam (1963) exposed that neither the panchayats had been encouraged to undertake developmental work with their own resources, nor departmental funds had been transferred to them. Moreover, Viswanath (1979) observed that PRI in India had not been very successful because the programmes were not geared to meet the real needs. According to Bhattacharya (1983) the fate of panchayat is in some cases uncertain because of undesirable role-pattern of political men who control this organisation. Pimplaskar (1984) also observes that the lofty ideals and the far reaching fruit of the schemes envisaged by its precursors have not yield the expected results.
According to him, the main reason for this is that the PRI have not been made autonomous in reality. Verma (1971) pointed out that PRI suffered mostly due to lack of expert knowledge, scarcity of financial resources, bureaucracy and politics.

Srinivastava (1965) remarked that most of the leaders in the panchayats were considered to be dishonest, engaged in election intrigues and in creating cliques and factions. Maru (1968) also pointed out that the leadership at the block and village level had not shown enough awareness and capacity to give priority to developmental work.

Inamdar (1970), opines that one of the major hurdles of PR system emanates from the panchayati leaders who have neither associated themselves with the movement nor even taken sufficient interest in PR functions. Analysing reasons for declination of leadership under PR, Sachidananda (1972) noticed that people did not have faith in the rural development programme and in the institution of the Mukhia i.e. Prodhan and his colleagues. Almost everywhere there were lack of popular enthusiasm for development work.

Mukherjee (1962) examined some of the dangers that the Panchayati Raj was likely to face. First, leadership in these bodies in the early stages was largely in the hands of the upper and more prosperous classes in the community. The second danger was the parity politics that might enter into the local authorities in an ugly shape. The third danger, according to him, is inefficiency of the administration of the local authorities due to lack of experience in the leaders. Bhattacharya (1979) stated that studies on Panchayati system in West Bengal would reveal some serious defects e.g.
(i) Many critics had found faults with the four tier system;
(ii) there were some defects in composition of the PRI in West Bengal;
(iii) there was excessive power of State Government to control the PRIs in West Bengal;
(iv) there was also inadequacy of fund.

Dayal (1975) also points out some demerits of the panchayat system. According to him, democratic decentralisation is a misnomer as there have not been any real devolution of power. Administration of the PRI is highly complicated affair and its workings had shown that non-official functionaries thereof misuse their power. There is no coordination among the different tiers. Moreover, Haldipur (1971) noted that the main ill of PRI system arose out of superimposition of the modern concepts of democracy, socialism and secularism on a traditional society which was based on caste, creed and religion. Dubey (1972) pointed out that the resultant tensions in the PRIs arose due to (a) multiple system of control over the 'samiti' staff;
(b) supervision of technical staff by the generalists and the administrators; (c) the role-conflicts between universalistic and bureaucratic, and the particularistic orientations of the block personnel and 'samiti' - leadership.

Dubey (1975) also highlights some of the defects of PRI. According to him, decision makers in PRIs tend to make their decisions largely on the basis of non-rational considerations ignoring the rational factual factors. He observes that
Political considerations weigh heavily as one of these factors in decision making. Jain (1979) found that political interference in the functioning of PR had posed a big problem in its proper growth. Basu Roy Choudhury (1974) made an attempt to evaluate the role of the PR-bodies in production programme of a village in West Bengal. He concluded that participation of the panchayat institution in enhancing total production of agriculture and village industries sectors were insignificant. Report of the Committee on Panchayati Raj Institutions (1977) stated that the performance of this institution has been vitiated by political factionalism, corruption, in efficiency, scant regard for procedure, political interference in day to day administration, parochial loyalties, motivated actions, power concentration,—all these have limited the utility of PR system. Singh (1978) remarked that PR failed to bring about qualitative changes in rural society, practically PR had led a greater political articulation of the rural masses and the emergence of new cadre of leadership at the village and the district level. Hence, it can be candidly stated that many research works were conducted on the different aspects of the PR system in India, but there are still some areas of PRI which remain unnoticed. Most of the research study done in this field were primarily conducted in the perspective of different socio-economic aspects e.g. age, education, casteism, land holding status, lineage or kinship etc. These studies were more or less to highlight the socio-economic status of the rural leaders. On the other hand, previous investigators who had studied on the industrial or entrepreneurial leadership had considered socio-politico-economic status as the perspective of their studies, but similar study in rural perspective was hardly done in this country.
Social scientists who carried on research work in the field of village leadership and panchayati administration had failed to introduce all the basic aspects of rural problems — social, political and economic simultaneously so as to get an integrated effect of these three variables in their respective studies. Rather, they had concentrated on one or two aspects of the problem in their research work.

The previous researchers in the field of village leadership studied basically for identifying the factors which would determine the traditional leadership and also the factors responsible for changing the traditional and emerging neotraditional leadership, leaders' qualities and the bases of their power etc. However, the question of identification of the leadership style from management viewpoint was not considered as an important area of social research by the earlier researchers. Leadership style and its impact on the effectiveness of the rural development, especially the style of functioning of the rural leaders and its effect on the administration of PRI hardly draw attention of the earlier researchers. But, this aspect of PRI seems to be an emerging area of research study in view of the fact that Indian society including its rural part is changing very rapidly and with the changes the leadership in the villages is also changing, traditional leadership is being replaced by neotraditional leadership through the political process of election. As a result, village leaders have acquired political character. Moreover, PRI has been entrusted with all developmental and social welfare activities of
rural areas. Therefore, PR leaders become instrumental for economic and social changes of rural areas of West Bengal. Therefore, rural development under the aegis of PRIs mostly depend on the attitude, behaviour and style of leading of the new rural leaders.

The Preamble of the Study:
It has already been stated that the previous research studies conducted by the scholars have not covered particularly the area of panchayati leadership style in perspective of socio-political trends prevailing in the society. But it has recently increasingly been realised that the success of PR hinges largely on the efficacy and effectiveness of rural leadership. An effective and efficient leadership only will be able to overcome the hurdles that hinder the advancement of PR activities. mere identification of personal, economic and social bases of emerging or choosing a leader is not sufficient rather, identification of appropriate leadership style and the variables affecting the adopted PR-leadership style seems to be of great significant for the betterment of the system as the success of any organisation is contingent upon the nature and quality of its leadership.

Moreover, the present study intends to examine the issue in the context of decentralized planning adopted by the Planning Commission of the Government of India. Decentralization embraces both the process of decentralization and devolution of power and authority. Mehta Committee in its report in 1958 explained that "Decentralization is a process whereby the Government
divests itself completely of certain duties and responsibilities and devolves them on to some other authority. It is true that devolution of responsibility can not be complete without a complete devolution of all the control over the necessary resources admittedly, such devolution can not be completely feasible in the country.

If this body PR is to function with vigour, initiative and success, the Government will have to devolve upon it all its own functions of guidance, supervision and higher planning and where necessary, providing extra finance. The recommendations of the Mehta Study Team were considered by the National Development Council (NDC)—the highest forum representing the Union Government and the State Governments in regard to matters of Planning in India's federal system in January, 1958. Report of the team for the Study of Community Projects and National Services, 1957, remarked that "Development can not progress without responsibility and power. Community Development can be real only when the community understands its problems, realises its responsibilities, exercises the necessary powers through its chosen representatives and maintains constant and intelligent vigilance on local administration." Again, Mehta Committee opines in its report that democratic decentralization is a mirror in which progress of work can be seen and the people have better opportunities of meeting and discussing their problems and solving quickly. Therefore, the basic object of democratic decentralization is to utilise the scarce resources available locally for improving the conditions and upgrading the status of rural people and to give them an opportunity to involve themselves
in the process of decision making and its actualisation looking
forward to the entire rural development. In regard to the object
of the PR system it was envisaged in the Third Five Year Plan
(1961-'66) that the primary object of the PR would be to enable
the people of each area to achieve a continuous development in
the interest of the entire population. The NDC endorsed the
basic principle of democratic decentralization as formulated
by the Mehta Study Team and emphasized the democratic foundation
of the new administrative machinery with the village at the
base as its smallest unit and also at the block and district
levels. Accordingly, the MDC requested the State Governments
to devise their own panchayat system that would conform to their
local conditions. This was emphasized by the fifth session of
the Central Council of Local Self Government held at Hyderabad
in 1959.

The main arguments as advanced in favour of decentralized pla­
nning for rural development are as such:

(i) Rural development requires coordinated approach to village
life as a whole, since centralized planning enables various
activities to be organised in a neutrally supportive manner;

(ii) It facilitates optimum use of locally available resources
for development of the area which aims at making full effective
use of local authorities;

(iii) It helps to ensure that economic opportunities are created
for the neglected and exploited groups or communities in order
to assess and utilise the financial, technical and administrative
resources needed to implement the programmes; and
(iv) It offers the best possible ways for ensuring people's participation in the process of planning and implementation of development programmes.

Based on those above principles the operationalization of decentralized planning process in India involves various policy decisions. These include inter-alia (a) delineation of compact unit for planning, (b) creation of the viable planning machinery for formulation of local plans, (c) decentralization and devolution of financial and administrative powers to appropriate authorities, and (d) strengthening of existing rural local institutions for facilitating people's participation. With those end in view PR system has been modelled to have three tier at the three levels e.g. district, block and village. Accordingly, power and authority have been entrusted on the Zilla parishads (ZPs), panchayat Samities (PS) and Gram panchayats (GPs) as well as the responsibility for formulating and developing plans for the respective areas have also been assigned to them. In the decentralized planning process the plans envisaged at the grass-root level would be the most important as Block plans, District plans and the State Plan ultimately depend to a greater extent on the planning on the GPs. In this system of planning, village level planning would form the nucleus around which higher plans revolve like the electrons of an atom. Annual Action Plans of the GPs are the base units of all the higher plans. A format of the Annual Action Plan is shown in the Appendix no

However, rural development plans and programmes of PRIs by and large reflect inter alia the political ideology of the ruling.
party, political identity of the Panchayati leaders; their perception of the ideology of the party they belong; their understanding of development needs; their character and style of decision making and the mode of implementation of these decisions etc.

It has already been stated earlier that the present organisational structure and climate of PRI and its socio-political environment etc. are seemed to be almost satisfactory, as a result decision making process and its implementing procedure appears to be working smoothly. However, a thorough examination of PR functioning may reveal that the instances of administrative crisis in the PR system in West Bengal are few and far between. Therefore, it may also be presumed at the outset that the organisational structure of the PR system in West Bengal is not an inconvenient one and the political ideology of the present leaders at helm of PR administration is also based on democratic values.

It appears that almost all conditions and requirements for effective functioning of PR are fulfilled in West Bengal, yet the performance of PR is not satisfactory. From the deductive inference, it appears that this weakness of the PR in West Bengal lies in the PR leadership. On the basis of the above discussion it is now postulated that the present style of leading is not conducive for the rural development and the present leadership style, therefore, is responsible for the present problem of the PR which can be overcome largely by adopting an appropriate leadership in PR system. Therefore, it is pertinent to conduct a study on the present leadership style of PR leaders with a view to identifying the
problems associated with the leadership and come out with a model leadership style which would be appropriate for the rural development and conducive for active participation of rural folk in the activities of PR. With this very purpose the study will highlight shortcomings and limitations of the present leadership style.

Unless and until an appropriate leadership style of the PR is identified and adopted, rural development can not reach the expectation level. With this end in view, the study is undertaken and will be conducted in context of democratic decentralized planning and in perspective of socio-politico-economic trends in the society as well. It is also contemplated in the study to examine to what extent rural people in West Bengal have been motivated and involved in different activities of PR.

Objectives of the present Study:
The present study has been undertaken to identify the leadership style which should be appropriate, justified and effective for the PR system in West Bengal. For this very purpose present leadership style in PR units of different levels are to be studied particularly to find out their present nature, pattern and characteristics are to be distinguished. Besides, an attempt would be made to highlight the limitations of the present PR leadership in West Bengal in the context of democratic set up of PRI as well as the decentralized planning technique adopted by the Planning Commission of India Government.
The study will also make an endeavour to find out the traits of a model leader for PR system. In other words, the study will present what would be model leader for the PR. With this end in view, we make a thorough study of this phenomenon both within and outside the panchayat organisations. Therefore, pertinent information and relevant data on leaders' own values, their decision making style, process of organisation, organisational effectiveness, leaders' opinion on the present system of PR and their performances and achievements; subordinates' opinion on the organisational climate and the style of leadership; and also common people's opinion thereon have to be collected and interpreted. All the variable emanating from the external environment of the organisation inside the society effecting the organisation and the leadership style adopted and followed by the panchayati leaders are to be examined thoroughly for this purpose. It is also contemplated to assess comparatively the achievements of the rural developmental programmes that have been launched under the aegies of PR in West Bengal and the impact of present leadership style on the performance of the PR.

However, one of the basic objectives of the study is to find out the root causes which restricted and limited the progress of rural development particularly, the hurdles emanating from the PR system. The study also makes an attempt to the nature and characteristic of the present leaders in order to find out a pattern and style of leadership which would not only be ideal but also conducive for rural development. The expedient leadership style in compliance with the present socio-political situation only can raise the
efficiency of the PR to the level, protect interest of the common people, restore the vitality, incubate velocity and dynamicism, redress ill-practice, redeem its lost faith and trust of the common people and revive the adventurous and creative motive of the panchayat functionaries as well as rejuvenate the whole system to draw attention of all people again irrespective of any class, caste, religion or community and motivate to participate in panchayati activities.

Lastly an attempt would be made to recommend an alternative style of leadership to be adopted by the stewards of the PR which will be effective for our panchayat system, conducive for rural development works and appreciable to the rural folk.

Scope and Limitation of the Study:

The findings of the study are based on opinions expressed by the respondents as well as the information collected from the documents maintained by the panchayat bodies. Hence, the objectivity of the study would be limited to the extent the respondents gave their pertinent opinion honestly and impartially and also to the extent the office bearers of the panchyat units maintain the books of accounts and other records properly and honestly.

The present study has been handicapped for the paucity of funds and other research facilities usually faced in this country by a private research worker particularly, when it is conducted purely for academic purpose without having any sponsoring authority.
Therefore, it would not be possible to cover the whole population of the district and this is why the study is conducted on the basis of a representative sample of PRIs which has been described in preceding pages of this chapter. Nevertheless, it would have been better if all PRIs had been covered in the study. However, considerable care and caution have been taken to make the study as objective as possible with the help of appropriate sampling technique and other statistical methods.

**Hypotheses (Our Assumption):**

On the background of the preceding discussion it is assumed that the main problem relating to rural development deemed to be solved lies within the organisation. One of the basic postulations of the study which has already been stated earlier, is that the performances of the PRIs have not reached to the expectation of the rural people. Therefore, the first hypothesis of the study is that the performances of the PR in the State of West Bengal are not satisfactory.

Another proposition of the study is that unsatisfactory performances of the PRIs is related to the inapt leadership style adopted and followed by the present leaders of the panchayat bodies in West Bengal. The present leadership style adopted by the PR leaders is neither suitable for the panchayat organisation nor conducive for the rural folk of West Bengal.

However, it may be transpired from the earlier discussion that there must be something wrong with the PR leaders.
Therefore, one of the basic assumptions of this study is that leadership styles of PR leaders are not conducive for proper functioning of PRIs as such those must be changed and replaced by the appropriate styles which would not only be in consonance with the object of democratic decentralization but also helpful for the rural development of West Bengal.

**Research Method and Methodology:**

A district of West Bengal has been selected with all intents and purposes to verify the hypotheses we have drawn for this purpose. Birbhum district which is situated almost at the central portion of the State is selected for the purpose. It is one of the backward districts of West Bengal whose rural people basically depend on agriculture as industrial development in real sense has not yet started. It is expected that PR will play an effective role in rural economy in this district. Therefore, Birbhum district has been chosen and taken as the sample district for the study.

1. **Scope of the Study:**

This study, therefore, is mainly confined within Birbhum district. Not only the panchayat bodies but also the villages associated with those units of PR are also taken under the purview of the study. The study, being a sample study has to remain restricted to a few number of villages, GPs, PS and the ZP of the district. Numerically speaking, one ZP, ten (10) PS, forty (40) GPs and two hundred (200) villages have been selected for the study. Details of sampling method and technique
have been discussed in the following paragraphs.

2. Sampling Designs:
This is basically a sample study, therefore, sampling has been made cautiously and systematically so as to get unbiased results. Moreover, the following process has been adopted for the very purpose of selecting the samples (villages, GPs and PS).
(i) First we have selected the Zilla Parishad (ZP) of the district of Birbhum which is the topmost tier of the panchayat system. As there is only one ZP in a district, question of taking sample does not arise.
(ii) Secondly, out of nineteen (19) panchayat Samities (PS) at the block levels in the district, ten (10) PS have been selected for the study which represent more than 50% of the total number of Samities.
(iii) Thirdly, four (4) GPs are selected from each of the selected PS. Thus total number of GPs taken for this study comes to forty (40).
(iv) Finally, five (5) villages under each of the selected sample GPs are selected for the study. Total number of sample villages for the study comes to two hundred (200).

Hence, the study covers 1 (one) ZP, 10 (ten) PS, 40 (forty) GPs and 200 (two hundred) villages as shown in the table 2.1.
Besides, we have selected some leaders for the survey of their opinion with the help of sampling techniques. For this purpose we have classified PR leaders in several groups and selected them from each level of the PR. Moreover, while taking sample
from the different bodies of the PR we have not applied any discrimination, nor any bias towards those panchayat bodies constituted and run by a particular political party. Rather, on the contrary, PR units have been selected in such a way so that sample units of any level represent all the bodies of sample level which are run by both the rightist and the leftist political parties. Table No. 2.1 depicts the sample size of different PR bodies and the percentage thereof that represent population.

Table No. 2.1:
Sample Size of the Panchayat Bodies for the Study.

<table>
<thead>
<tr>
<th>Name of the Panchayat body</th>
<th>Total number in the District</th>
<th>Selected Number</th>
<th>Percentage of the selected</th>
</tr>
</thead>
<tbody>
<tr>
<td>ZP</td>
<td>1</td>
<td>1</td>
<td>100 %</td>
</tr>
<tr>
<td>PS</td>
<td>19</td>
<td>10</td>
<td>52.63%</td>
</tr>
<tr>
<td>GP</td>
<td>169</td>
<td>40</td>
<td>23.67%</td>
</tr>
<tr>
<td>Village</td>
<td>2489</td>
<td>200</td>
<td>8.03%</td>
</tr>
</tbody>
</table>

(A) Selection of the PS:

In Birbhum district there are 19 (Panchayat Samities (PS) at 19 Community Development Blocks (CD Blocks). The office of the
PS is closely associated with the CD blocks as the two are expected to be complementary with each other for the accomplishment of their works. We have selected ten (10) PS out of the total nineteen (19) in the district. The whole district for this purpose has been divided into five zonal areas e.g., eastern zone, western zone, northern zone, southern zone, and central zone; then from each zone two (2) PS have been taken for the study.

The selection of the PS has been made in such a way so that the sample PS have representation of all zones which are distinguished with markedly demographic characteristics. In this case, stratified random sampling method has been taken. The strata have been based on demographic situation and climatic conditions of the blocks. The names of the PS which have been selected for the study are as follows: (1) Nanoor PS, (2) Labpur PS, (3) Illambazar PS, (4) Khayrasole PS, (5) Rajnagar PS, (6) Suri-II PS, (7) Mayureswar-I PS, (8) Rampurhat-II PS, (9) Nalhati-I PS, and (10) Murarai-II PS.

(3) Selection of the GPs:

For selecting Gram panchayats (GPs) each sample PS has been divided into four zones viz., eastern zone, western zone, northern zone, and southern zone; and from each zone one GP has been taken as sample for the study. In this case, random sampling method has been adopted. Therefore, four GPs are selected from each sample PS and thus forty (40) GPs in total are taken out of 169 GPs in the district for the study which is about 24% of the total.
(C) Selection of the Villages:
Again for the selection of the villages each sample GP has been divided into five regions viz. eastern region, western region, northern region, southern region and central region. For each region one village has been taken as a sample village for the purpose of the study. Random sampling technique has been applied for this purpose with a view to getting unbiased result. Moreover, sampling is taken in such a way so that the units selected for the study may cover the whole area of the study with symmetrical distribution of the sample units e.g. sample villages are taken in such a way so that each village can represent its own region and the selected villages are also to be symmetrically distributed throughout the whole district.

(D) Selection of Leaders:
We have also contemplated to conduct an empirical study on leadership style in each of the three tiers of the PR and for this purpose some leaders from each tier of the PR have been selected. From ZP, Sabhadhipati who is the top leader of the line organisation, Saha Sabhadhipati who is the deputy to the Sabhadhipati and the Karmadhyakhyas — the supervising functional authorities of each department of the district Zilla parishad, have been taken at the first stage. We describe these district level leaders as leader-I (LL₁ & FL₁).

Next, we have selected leaders from ZP, Sabhapati of the sample PS who is another line authority next to the Sabhadhipati of ZP in position, his assistant Saha Sabhapati and the
Karmadhyakhyas who are supervising functional authorities of each department of the block concerned, have been taken and christened as leader-2 (LL₂ & FL₂).

Then we have selected prodhans of the sample GPs who are also another line authorities at the lowest position just below the rank of Sabhapati of the PS concerned, their assistants designated as Upo Prodhans and the GP members have been taken and all these leaders are categorised as leader-3 (LL₃ & FL₃).

Figure No 2.4 shows the overall picture of this classification of the leaders of PR system in West Bengal.

**Figure No 2.4:** Line leaders and functional leaders at various levels of PR administration in the district.

(2) Selection of Respondent Leaders:

However, all the leaders coming under the sample PR units are not to be interviewed, a further selection have been made for
FIGURE 24(a): SELECTION OF LEADERS FROM EACH OF THE THREE TIERS OF THE PR.

SAMPLE SIZE OF THE PR. UNITS AND VILLAGES FOR THE STUDY

1GB
making the sample size precise but dependable for the work in view of time and financial constraints of the researcher.

From the group of leader-1 we have taken six (6) respondent leaders e.g. Sabhadhipati and Saha Sabhadhipati who belong to the central zone of the district; and four (4) Karmadhyakhyas who come from other four zones — eastern, western, northern and southern zone of the district. The former two are line leaders (LL₁) and the latter four are functional leaders (FL₁). From the group leader-2, we have selected forty (40) respondent leaders in total taking Sabhapati, Saha Sabhapati and two (2) Karmadhakhyas from each sample PS. The former two are line leaders (LL₂) and the latter two are functional leaders (FL₂). From the third group i.e. the group of leader-3, one hundred and sixty (160) respondent leaders in total have been selected taking prodhan, Upo prodhan and other two general members from each sample GP. The former two are line leaders (LL₃) and the latter two are functional leaders (FL₃). Hence, the total number of respondent leaders comes to two hundred and six (206) of which LL₁ are 2, FL₁ are 4; LL₂ are 20, FL₂ are 20; and LL₃ are 80 and FL₃ are 80 in number. Total number of respondent line leaders is 102 and that of respondent functional leaders is 104.

Therefore, in selecting the respondent leaders simple random sampling method has been followed. Only in the case of selecting functional leaders at GPs i.e. the general members of the GPs, cluster sampling method has been adopted because the popu-
lation of the group is too large and their inhabited villages are widely scattered throughout the whole district. Accordingly, sample respondent GP members are selected from within five PS namely, Nanoor PS, Labpur PS, Suri-II PS, Illambazar PS, and Rajnagar PS; nevertheless 50% of the sample blocks have come under the cluster sampling.

(F) Selection of Respondent Common People:
Respondent common people have been selected, though not from each sample village but, from cluster areas in such a way that they are neither political nor active supporters of any political organisation but leaders in another field such as academy, culture, religion, games and sports etc. About 200 of such people have been interviewed from this category. In the case of selecting respondent common people we have also followed the cluster sampling method in view of the fact that not only the number of common people is quite large, but also they reside scatteredly in a large number of villages within a vast area. Therefore, it appears very much difficult, expensive and time consuming as well to communicate directly or to make correspondence with those people. That is why cluster sampling method has been adopted for the study. Our sample respondent common people are restricted within the limit of those aforesaid five PS. Number of selected respondent leaders and the common people are shown in Table No. 2.2.
<table>
<thead>
<tr>
<th>Respondent Leaders and Common people (n=406)</th>
<th>Sample ZP (1)</th>
<th>Sample PS (10)</th>
<th>Sample GP (10)</th>
<th>Sample Villages</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>LL₁</td>
<td>FL₁</td>
<td>LL₂</td>
<td>FL₂</td>
<td>LL₃</td>
</tr>
<tr>
<td>Line Leaders</td>
<td>2</td>
<td>-</td>
<td>20</td>
<td>-</td>
<td>80</td>
</tr>
<tr>
<td>Functional Leaders</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>20</td>
<td>-</td>
</tr>
<tr>
<td>Common people</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>2</td>
<td>4</td>
<td>20</td>
<td>20</td>
<td>80</td>
</tr>
</tbody>
</table>

* Std. = Selected.
Selection of Villages for Statistical Information:

Lastly, a few number of villages have been selected in the method of 'multiphase sampling'. This has been made because collection of data relating to natural and economic resources of any village is the most difficult task whereby a research worker becomes puzzled and has to invest unimaginable period of time and money though, testing of a few sample villages is sufficient for giving substantially reliable facts and figures. For this very reason, we have to apply multiphase technique of sampling for the collection of necessary data relating to natural and economic resources that can indicate the implementing procedure of the development programmes envisaged by the panchayat bodies. So, the sample villages are from within the cluster sampling of villages inhabited by the sample respondent GP members who have supplied other general information in detail. The purpose is to examine their information comparing those with their practical existence at the specified village concerned.

Sources of Information:

For this study both primary and secondary sources have been applied to collect pertinent information. At outset, the leaders and their followers as well as the common people have been interviewed and necessary data are collected.

Moreover, we have conducted personal observation for the assessment of physical existence of actual quantity and quality of the rural assets created, accumulated, preserved
and maintained by the PR bodies.

Besides, we have examined various documents, reports and circulars relating to development projects and social welfare activities carried out by the PRI. We have also gone through the West Bengal Panchayat Acts and its amendments made from time to time by the State Legislative Assemblies for this research work. We have also examined Government policy statements, reviews and reports on panchayati functions submitted by the different bodies set up by the Government from time to time. Moreover, general economic position revealed in the State Annual Reports of the Ministry of panchayat and questions raised on panchayat in the State Assembly as well, have been examined for the study. Various reports and periodicals published by the Government and other institutions have also been examined. All these secondary sources of information have been applied for the present work.

4. Methods of Data Collection:

For data collection both primary and secondary sources of information have been exploited. We have adopted the following procedures for the purpose of the study.

(a) Pertinent information and relevant data would be collected directly from the primary sources by administering questionnaire on different personnel directly and indirectly associated with the activities of the PRI. With this end in view three sets of questionnaire have been formulated e.g. (i) questionnaire for the panchayati leaders, (ii) questionnaire for the general members of the GPs, and (iii) questionnaire for the common people.
The formats of these questionnaires are shown in Appendix No. II(A), II(B) & II(C), at the end of the thesis.

(b) Secondly, data or information have been collected directly from various documents, records on different programmes and activities preserved and maintained by the panchayat institutions during past ten financial years (from 1980-81 to 1989-90). Annual Action plans of the GPs, Block Plans, District Plans, Minute and Resolution Books, Cash Registers etc. are few of them. Format of Annual Action plan of a GP is shown in Appendix No. I(A), I(B).

(c) Thirdly, we have also studied various public documents issued, and various statements and reports published by the Government from time to time.

(d) Fourthly, we have also collected information on the basis of personal observation, investigation, enquiries into the ongoing activities and the existence of already created rural assets as well as personal interview with some selected common people of the sample areas to collect their views and opinions on the activities of panchayats.

We have identified six basic areas for the study and collected information on the basis of these six key areas e.g.

(i) Leader's own value — his competence, aptitude, interest, motivation and morale etc.;
(ii) Decision making style of the leaders as well as in the
organisation;

(iii) panchayati organisational structure, climate and its process of organisation;

(iv) present panchayati leadership style;

(v) Rural developmental programmes and their implementation i.e. organisational effectiveness; and

(vi) Demand of the society i.e. people's expectations to the PR.

We have considered the above six variables most important to the panchayat institutions and also to the panchayat system as a whole, as the success of the PR depends mostly on them. However, all the six variables are closely related and act and react with one another.

It transpires from the preceding discussion that the main objectives of the present study are

(i) to identify the nature of the present panchayati leadership, (ii) to assess the performances of the PR, and (iii) to assess how the panchayati leadership affects panchayati functions.

For the first objective we have administered questionnaire on the leaders and taken interviews of the subordinate members, panchayat employees and the common people as described in the preceding pages. For proper evaluation of the panchayati leaders we have applied two fold tests of leadership viz. (a) a qualitative test and (b) an empirical test of which the first calls for the assessment of the capacity of the leaders as members of the ZP, PS and GP of the PR to fulfil the role assigned to them; and the second calls for an
assessment of how these leaders had actually discharged their role in practice.

For the second objective we have used Annual Action plans of the SPAs, Block plans, District plans etc. along with other panchayati documents, personal observation of the existence of rural assets created by the panchayat bodies, the quantitative value of those assets, and the mode and extent of utilisation of the local available resources has been reported. Government publications and reports have been consulted for this purpose.

For the third purpose interviews and discussion with the village people and the subordinate workers are taken on the basis of a structured questionnaire which is considered to be a viable instrument for bringing out the appropriate information. Personal observation into the system and its output is made to assess how the panchayati leaders affect PR-functions. To evaluate the panchayati functions we have compared the target of panchayat body with its actual achievement through time dimension, quantity dimension and quality dimension. This may work as an instrument for the assessment of panchayat's organisational effectiveness.

In the present study we have given much importance to some critical variables affecting the leadership style of the panchayati leaders. These variables are classified into broad four groups viz.

(i) Demand of the society,
(ii) Demand of the panchayat organisation,
(iii) Demand of the panchayati organisational climate, and
(iv) Leader's demand.

Demand of the society be assessed on the basis of the following variables e.g. (a) present socio-political trend in the society,
(b) people's belief and faith on centralisation or decentralisation of power,
(c) people's socio-political consciousness, and
(d) people's educational standard.

Demand of the panchayat organisation stands on the variables namely, its organisational climate whose characteristic depends on the job assignment, job description, job security, volume of work, salary and incentive system, delegation of authority and responsibility and is affected by the variables like span of work, scope of work, rigidity of laws, extension of power, education, training and promotional aspects, incentive system, staff pattern etc.

Leader's demand is characterised by the variables namely, leader's own values such as his political and social views, educational standard, self-confidence, dependability, interest, motivation, morality and character, experience etc.
Fig. No. 2.5: PARDIGM OF THE CONCEPTUAL FRAMEWORK OF THE STUDY

Stages of functioning of a community organisation (Panchayat):
1. Identification of the needs of the community and determining priorities among them.
2. Choice of technical device for meeting the community needs.
3. Discovery of existing resources of the community.
4. Organisation of technically trained, financial and human resources from within and outside the community.
5. Co-ordination of the process involved in the way of solving the problems.
6. Mobilisation of the local people for action programmes.
7. Implementation and evaluation of the programmes and accomplishments.

LEADERS

LINE LEADERS

FUNCTIONAL LEADERS

FOLLOWERS

LEADERSHIP STYLE

VARIABLES:
- Political Ideology
- Organisational Structure and climate
- Own values
- Social values
- Faith in participative system
- Faith in rules and regulations on leaders and others
- Sympathy towards the followers
- Working Attitude
- Followers Motivity

VARIABLES:
- Age
- Education
- Training
- Tenurial Status
- Innovativeness
- Social Participation
- Knowledge about local resources and problems
- Sympathy towards social needs
- Motivation and morale

Economic Development
Commercial Development
Agricultural Development
Technical Development
Infrastructural Development
Educational Development
Cultural Development
Political Development
Profile of the District of Birbhum:–

India as the 7th largest country in the world and 2nd largest country in Asia has the Geographical area of 32,87,782 square Km. It comprises 25 states and 9 Union Territories. It is a country of villages. The total population of India according to the 1991-Census Report, 1991 is 84,63,02,688. These people live in 578842 villages. According to Census 1991, 43,92,30,458 (i.e. 51.90%) are male and 40,70,72,230 (i.e. 48.10%) are female. Rural population is 62,86,91,676 i.e. 74.28% of the total population and urban population is 21,76,11,012 i.e. 25.72% of the total. The rate of growth of population is 23.85%. The workers and non-workers constitute as such: total workers-37.50%, main workers-34.18%, marginal workers-3.32% and non-workers-62.50%. Decadal changes from 1981 to 1991 in the different categories of workers in India are as follows:–

Cultivators - (+) 26.88%.
Agricultural labourers - (+) 31.45%.
Live stock, Forestry, Fishing etc.-(+) 0.59%.
Mining and Quaries - (+) 0.76%.
Manufacturing Industries in household - (-) 1.50%.
Manufacturing Industries not in household - (+) 7.42%.
Constructions - (+) 3.03%.
Trade and Commerce - (+) 11.75%.
Transport, Storage etc.- (+) 3.04%.
Other services - (+) 16.58%. 
According to the 1991 Census, its population is 6,80,77,965 of which male is 3,55,10,633 and female is 3,25,67,332. 72.52% of the total population i.e. 4,93,70,364 live in rural areas while 27.48% i.e. 1,87,07,601 reside in urban areas. SC population and ST population in West Bengal constitute 23.62% (16080611) and 5.59% (3808760) respectively.
The workers and non-workers of this state constitute as such:
Total workers - 32.19%, Main-workers - 30.23%, Marginal workers - 1.96% and non-workers 67.81%. The occupations and the number of population in each occupation are given as below:
Cultivators : - 58,44,993 (8.58%).
Agricultural Labourers : - 50,55,478 (7.43%).
Live Stock, Forestry etc. : - 5,65,276 (0.83%).
Mining and Quarries : - 1,60,733 (0.24%).
Manufacturing Industries in Households : - 803,683 (1.18%).
Constructions : - 3,81,317 (0.56%).
Trade and Commerce : - 22,07,041 (3.24%).
Transport, Storage, etc. : - 8,58,035 (1.28%).
Other services : - 22,12,553 (3.25%).

In this state the sex ratio is 917 female per 1000 male persons.
The density of population in the state is 757 per square km.
The rate of growth of population in the state is now 24.73%.
It has got the share of country's population as such:
The population of the state constitute 8.34% of total population of the country. Scheduled Caste and Scheduled Tribe population represent 11.77% and 9.87%. Non-SC/ST (General Caste) population constitutes 7.84% only.

Literacy rate in this state is about 57.70% (48.65%) was in 1981. As per census report 1991 67.81% male and 46.56% female in this state are literate. The state of West Bengal has been ranked as 18th in the country in literacy. It was 17th in the year 1981. The rural-urban ratio of literacy rate
is 67.09 in contrast with 55.85 in 1981.

The State of West Bengal is divided into 18 districts viz. Darjeeling, Jalpaiguri, North-Dinajpur, South-Dinajpur, Cooch-Behar, Maldah, Murshidabad, Nadia, Birbhum, Burdwan, Bankura, Purulia, Hooghly, Howrah, 24-parganas (North), 24-parganas (South), Midnapore and Calcutta. Among these districts Calcutta is the distinction of Metropolitan city. Each of the remaining 17 districts has been sub-divided into several sub-divisions for administrative purposes. Each of these sub-divisions is composed of several community development blocks (CDGs). Actually, at the village level the block is the primary administrative machinery of the Government. Each of these blocks comprises several villages. In West-Bengal, there are 336 blocks and 41951 villages. Each block has been tagged with Panchayat Samity under which there are several village councils i.e. Gram Panchayats.

District of Birbhum: -

Birbhum district has been selected perposively for the present study. There are several theories or conventional stories on the origin of the name of the district. In the "Pandits' Chronicle of Serbthoom" as noted in Appendix-0 to W.W. Hunter's 'The Annals of Rural Bengal', there is mention how once the Raja of Bishenpur while going in pursuit of heroes with the help of hawks in the hilly district of his kingdom, witnessed an unusual spectacle of hawk being pursued by a hero with great funny and ultimately the latter coming off victorious.
This incident led the 'Raja' i.e. the kind to ascribe some mysterious quality to the soil. He thought it was the 'Vir-Mati' that meant vigorous soil and whatever was brought forth by that soil was endowed with heroic courage and power. Hence the 'Raja' named this tract of land as 'Virbhum'. Hunder, however, thinks that Birbhum derives its name from the Santali word 'Sir' meaning jungle in which the tract abounded in early days. Hunder (1973) writes: "This well-watered land, rich in noble scenery enjoying during five months of the year an exquisite climate, formed the theatre of one of the primitive struggles of Indian history. It stood as the output of the Sanskrit race on the west of lower Bengal, and had to bear the sharp collisions of Aryan civilization with the ruder types prevailing among the aborigins. On its inhabitants developed during three thousand years, the duty of holding that passes between the high and the valley of the Ganges. To this day they are a manlier race than their kinsmen of the plains, and from the beginning of history of the two kingdoms has borne the name of the Mall-Bhumi, the country of the restless -- the other the appellation of vir-bhumi - the hero land." 

From historical records it is fairly clear that the district included in 'Rarh' region was mainly under different Hindu Rulers. But it was also under Mohamedan sway at different periods of history. For many centuries, however, the Muslim rule in this district was nominal and the real rules had been the Hindu chief who ruled the district. 'Mun', 'Singh' and 'Thal' were the titles of these chiefs of Manbhum, Singhbhum
and Chalbhum respectively. It is quite possible, therefore, that the district was named as 'Birbhum' to indicate simply the territory of the 'Bir' Rajas - the hero kings.

(a) Geographical Situation :-

Birbhum is the northern most district of the Burdwan Division. It lies between the 23° 32' 30" south latitude and 24° 35' 00" north latitudes in the northern hemisphere and between 88° 01' 40" east longitude and 87° 05' 25" west longitude.

(b) Area and Boundary :-

The area of the district is 4514 sq. km. On the maps no. 2.3 and 2.3(a) the district look like an isosceles triangle. The apex is situated at the northern extremely not far south of the point where the Ganges and the hills of the Santal Parganas of Bihar begin to diverge, while the river Ajoy forms the base of this triangle. Birbhum is founded on the north and the west by the Santal Parganas, on the east by the district of Murshidabad and Burdwan from which it is separated by the river Ajoy - only the southern boundary - a natural one.

The district comprises three sub-divisions namely, Bolpur, Rampurhat and Suri. Suri is the head quarter of the district and the Sadar Sub-division as well. Rampurhat town is the head quarters of the only outlying sub-division. The chief town of the district is Suri which is situated two miles south of the Mayurakshi river and 34 km. away from Bolpur town - the head quarter of the Bolpur sub-division.
MAP OF BIRBHUM DISTRICT
SUB-DIVISIONS, PANCHAYAT SAMITIES OR BLOCKS
SCALE: 8 MILES = 1
(C) River and Streams:

The district is well-drained by the number of rivers, rivulets and plateau streams running from west to east with a slight south-easternly inclination in the Suri Sub-division and north-easterly inclination in the eastern half of the Rampurhat sub-division. Between Mayurakshi and Ajay river there are a few large streams coming from beyond the western boundary of which the Hinglo is the most important. The Hinglo river coming from the Santal Parganas enters Khayrasole thana some eight miles north of the Ajoy and unites with the Ajoy after flowing through the district for 15 miles. Other important rivers of the district are Brahmani, Bansbi, Pagla, Kopai, Bakreswar and Dwaraka.

There are several sulphur springs in Birbhum district. A group of these types of springs is situated in the banks of the Bakreswar Nala. This group is popularly known as the Bhum-Bakreswar. There are also numerous hot jets in the bed of the stream itself and the air is impregnated with sulphurated hydrogen. Another warm spring stands near the hamlet of Sekarakunda with a temperature of 85 c.

(D) Soil:

Different types of soils are found in this district viz. -

(i) Metal (i.e. black clay soil) - retentive of moisture suitable for growing paddy, sugarcane, wheat, gram and kalai;
(ii) 'entel' i.e. a sticky brownish clay soil capable of growing only paddy if manured;

(iii) 'bagha entel' i.e. very sticky clay soil having colour of liger which is poor but capable of producing paddy only if manured;

(iv) 'bele' i.e. a whitish loose and poor soil consisting of high percentage of sand;

(v) 'kankure' i.e. a reddish loose laterite soil capable of growing bazra, maize, Kurthi, bean, gonoli and marua;

(vi) 'bastu' which is a blackish friable rich soil and largely used for rabi crops;

(vii) 'bindi' which is a poor sandy soil;

(viii) 'reti' which is a lighter variant of 'Pali' and is best suited for vegetables, wheat, burley etc.;

(ix) 'Pali' i.e. deposit of soil in bed of a river or in areas subject to reverine inundation. It is very rich soil and is well-suited for sugarcane, wheat, gram, potato, cabbage and other vegetables. This soil provides excellent earth for pottery industry. The classification of soil and percentage of total area in the blocks are shown in the table no.
(E) Climate and Principal Crops: -

The climate of the district is generally hot and dry except that in the monsoon period only. It is purely an agriculture based district in the State of West Bengal. The agro-climatic condition of the district is mainly influenced by the presence of a number of rivers, rivulets, dams, barrages and forests. Major portion of the agricultural lands in the district mainly depend on the rainy season. Here, the temperature varies from 12.7°C to 28.3°C in winter and from 25.5°C to 39.4°C in summer. On an average the annual rainfall here is 1423 milimetre. The major crop of the district is paddy however, wheat, potato, oil-seeds, sugarcane etc. are also cultivated in this district.

(F) Land Utilisation: -

Total land area in the district is 11,15,000 hectares of which, upto 1990-91, net cultivated land was 309567.2 hectares, the area under forest was 17787.5 hectares, the area under orchard was 6149 hectares; irrigated area was 326392 hectares, cultivable waste land was 14832.78 hectares, barren and uncultivable land was 12900 hectares. In this district, drought prone area is 80000 hectares and flood prone area is 2000 hectares. One crop is grown in the area of 11173.92 hectares. Vested land area in the district upto 1990-91 was 13957.47 hectares, of which 7964.8 hectares of land had been distributed. Residual area of this district was 6824.82 hectares, and homestead land area was 28046.8 hectares. Permanent pasture land of the district
constitutes 30 hects. The above information was revealed by the census 1991 of this district.

(G) Demography:

According to the 1991 Census total population of the district comes to 25,55,664 of which 13,13,285 (51.38%) are male and 12,42,379 (48.62%) are female. The urban population accounts for 2,29,563 which constitutes 8.98% of the total and the rest that is 23,25,101 which represent 91.01% of the total is the rural population. The Scheduled Caste population in the district is 7,84,062 (30.68%) and the Scheduled Tribe population is 1,47,501 (5.77%). Therefore, 36.45% of total population belong to the backward and weaker section in the district.

The worker

The following distribution of population of this district has further been noted. The workers and non-workers in this district constitute as such:- Total main workers - 7,77,482 (30.42%), Non-workers - 17,08,516 (66.85%), and marginal-workers - 69,666 (2.73%). The main workers of this district are engaged in the following occupations:-

1. Cultivators: 268575 (10.50% of the total population);
2. Agricultural labourers: 290722 (11.38%).
3. Live stock, fishing, hunting etc.: 10415 (0.41%).
4. Mining and Quarries: 7390 (0.29%).
5. Manufacturing, Processing, Serving, Repairing etc.: 27970 (1.09%).
6. Construction: 7490 (0.29%);
7. Trade and Commerce: 51279 (2%).
8. Transport, storage, communication etc.: 17260 (0.68%).
9. Other services: 60595 (2.37%).

**Position of Literacy:**

The Census Report, 1991 reveals that the total number of literate persons in the district of Birbhum is 10,04,774 (39.31%) of which 6,32,311 (62.93%) are male and 3,72,463 (37.06%) are female. Therefore, 15,50,890 (60.68%) remain illiterate of which 6,80,974 (43.90%) are male and 8,69,916 (56.09%) are female till the year 1991. Literacy in urban areas is 57.17% while in rural areas it records only 37.55%. Male literacy in this district constitutes 48.15% while female literacy is 23.98% as revealed from the 1991 Census.
Assumption for a Model Leadership of the PR:
The main object of the present study as mentioned earlier, is to identify what should be the appropriate leadership style for effective PRIs. This is to be done by thorough analysis of information collected both from primary and secondary sources pertaining to present socio-political environment organisational structure and climate of the panchayat institutions, rural stratification, people's expectations and national views. Leadership style is affected, influenced and determined by three kinds of variables viz., situational variables, organisational variables and task variables. That means, organisational structure and climate or its environment in which the leader and his followers work, and the characteristics of task or job to be performed by the workers, --- all these three variables influence, act and determine what type of leadership style should be used for successful running of the PR system.

PR system is to operate mainly in rural areas and is employed for its administration as well as implementation of its socio-economic programmes. It is true that panchayat system is for the rural people, of the rural people and by the rural people. Hence, it should be studied on the perspective of sociology, politics as well as administration. Decision making, its process, communication and implementation of a panchayat institution depends not only on the organisational structure and its philosophy and culture but also on its sociological context. Sociological context is very much important in choosing leadership style and adopting procedure of communi-
cation and implementation for organizational effectiveness and achievement of the organization's goals. Social values like religious faith, manners and customs, caste-system, educational standard and culture, the elements of social infrastructure etc. act on and affect the panchayat system. Hence, to study and identify the present leadership style that is being followed as well as the proper leadership style that ought to be followed, we must have to reckon on the importance of role of those above variables including other variables if any in the society.

Secondly, there are some variables within the organisation e.g. delegation of authority, power and responsibility of the workers, system of reward and punishment, morale and motivation of workers, educative and technical quality of the workers and their ability to perceive the problems, job security etc. that are undoubtedly important factors affecting organizational effectiveness and performances of the panchayat bodies. These organisational variables which have a great role in determining the style of leadership, mode of communication, and process of decision making and implementation, are indispensable for the study.

Thirdly another class of variables that are associated with the task of the workers e.g. characteristic of the tasks—its nature i.e. simplicity or complexity, technical requirement and skill requirement, time span for accomplishment, flexibility of job rules, sequence among the tasks at various levels etc. are called task variables that also act on and influence the leader-
ship style as well as the whole system, and ultimately affect on its organisational effectiveness. These have also been thoroughly studied.

Besides, the study has also been conducted in political perspective because, ideals and principles of different political parties are different and so the informal organisation and the process, decision making style etc. may vary among the members coming from different political parties.

So far as we have studied and observed the panchayat institution, we have come to understand that the nature and pattern of the panchayati leaders irrespective of their level of organisational hierarchy, are inconsistent with the ideals of PR system. They all have been deviated from what seems to be proper and justified. The line leaders of the ZP-level i.e. Sabhadhisatis are actually urban leaders and the functional leaders i.e. Karmadhyakhyas of the ZP are also not rural leaders in real sense. The line leaders of Panchayat level i.e. Sahayapatis are semi-urban leaders and the functional leaders thereof, though coming from and living in either semi-urban or rural areas, can not be regarded as rural leaders. Only at the GP level both the line and functional leaders are really rural leaders as they are usually rural in habitats having thoughts and behaviour of the rural folk.

As regards to the present leadership style of the PR it is observed that almost all the leaders concerned at all levels.
of the PR have not usually adopted appropriate style of leading. It also appears that the leadership style is not proper, realistic and suitable to the overall situation within and outside the panchayat organisation. Leader at ZP and PS levels have almost adopted bureaucratic style. They, of course, follow 'group democracy' that means democracy within the group to which common people have no access. At GP level leaders are more democratic than those of higher levels but they have also to some extent adopted bureaucratic style and at times they follow benevolent authoritative style and are following mostly 'group democracy' like the superior leaders, but never adopt 'public democracy' that means democracy for all irrespective of any caste, religion, community or political belief.

It appears from the subjective assessment of modus operandi of PR units that participative system has not yet been introduced. Decision making style in ZP and PS is democratic but not really participative. In the lowest tier i.e. in GP level decision making style is also democratic like that of ZP and PS but not at all participative. At the higher (i.e. ZP) and middle (i.e. PS) levels subordinate members enjoy the right to join the committee for the departmental action plan of ZP and PS but they have no access to the committees authorised to lay out the general overall plans i.e. Master plans for their respective panchayat bodies. At the GP level subordinate members have no access to the planning committee which is termed as the 'steering committee' of the GP. General people have no opportunity to make themselves involved directly or indirectly, with the planning process of any
panchayat institution at any level of the PR. Hence, decision making style of the PR as a whole is not participative, nor even purely democratic.

The leadership style of the panchayati leaders at ZP and PS levels should be both task and relationship oriented i.e. middle of the way or 5.5 style. At the GP level, leadership style should be participative but highly task oriented and highly relationship oriented i.e. 9.9 style and nurturant also. In short, bureaucratic way of leading should be restricted as far as possible, while authoritative style should be totally discontinued and in its place participative style should be adopted in all the levels of the PR. In addition to that, ZP and PS leaders should be both task oriented and relationship oriented that means they should adopt the middle of the way i.e. 5.5 style. On the other hand, GP leaders should adopt the participative style, nurturant style as well as the style of highly task oriented and highly relationship oriented i.e. 9.9 style.

Moreover, as to the decision making style, we assume that at ZP and PS levels subordinate members must have an opportunity for joining any discussion for making any institutional decision and at the GP level they must have also access to the planning committee’s meeting or any such group-discussion for making any decision. In other words, participative style of decision making should be adopted at the higher (i.e. ZP) and middle (i.e. PS) levels of the PR. Participative styles, according to Victor
Vroom's definition, are of two types e.g. participative-I and participative-II. Of the two, the latter type should be preferred as it has been explained as a system where the leader discusses everything with the followers jointly taking them all together and then draws a conclusion and takes a final decision by himself. At the lower level (i.e., GP) group-II style should be accepted which has been explained as the process whereby the leader and all the subordinates sit together and take decision unanimously through joint discussion.

The preceding observations are derived from the post knowledge and experience of the researcher which he has developed primarily from his long association with panchayat administration and secondarily from his frequent visit and intensive study of the panchayat bodies of Birbhum district for this research purpose. In fact, the above subjective assessment of workings of the PR institutions has evolved from the discussion with a good number of PR leaders and villagers whom the present investigator met for this research purpose. However, these are the observations only; and may not be treated as the findings of the study; nevertheless, these observations are the basis of the hypotheses of the study.

Therefore, the next chapter will contain an analysis of the present leadership style and decision making process of the PR leaders with a view to highlighting the nature and type of PR leaders i.e., to identify their leadership style. Besides, an attempt will be made to judge the compatibility as well as
desirability of the leadership style in context of democratic decentralization of panchayat administration. The chapter will also deal with the quest on of ideals leadership style for PR which will not only effectively implement different rural developmental programmes but also encourage rural mass to participate actively in various PR activities.

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