CHAPTER—VI

OBSERVATIONS AND RECOMMENDATIONS
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Epilogue:–

Systematic efforts in the development of rural economy and upliftment of the tiring condition of the rural people have been continuously going on in India since the beginning of this century. Many political leaders, social workers, educationists and administrators made their individual endeavour for the change of rural life. Almost all of them launched many socio-economic programmes and at the same time they tried to find out the most effective process and method for reorganisation of the disorganised rural life. In these endeavours, the earlier philanthropists and social reformers realised the importance of people's own initiative in solving their problems. Therefore, they emphasized the role and importance of local self government to involve the common people in different developmental programmes. This highlighted the need of emergence, improvement and development of rural leadership. Accordingly, an endeavour has been made by the national leaders and social workers to revitalise the old rural institutions and with this end in view they contemplate to change the traditional leadership pattern and develop in its place a new competent and enlightened leadership. Therefore, the role of local leadership has been reckoned with as one of the most significant instrument for the rural development. Of late, different development programmes have been launched covering almost the entire
country. A variety of projects sponsored and financed both by the Central and the State Governments, have been introduced for rural development. Moreover, a number of welfare programmes have also been undertaken by some voluntary organisations. As many as seven five year plans have been formulated and implemented during last four decades by the centre and a large amount of money has been allocated in all the plans for the implementation of various programmes for rural development. One significant aspect of all such programmes for rural development is that the local people ought to be involved actively in those programmes. They should participate not only in the execution of schemes but also in the formation of plans and programmes for rural development. As the local leaders would have better knowledge about the needs and expectations of the common people of their locality as well as availability of the resources other facilities in the locality, their help and counsel in the formation of plans and programmes seem to be imperative for making plans and programmes more realistic and effective. Besides, designing of a unique plan for rural development would largely depend on the ability of the rural leaders to visualise the needs and expectations of the common people. Moreover, the success of the programmes for the development of rural sector largely depends on the ability and competence of these leaders who may motivate the rural people to involve directly and indirectly in the formulation as well as execution of those programmes. Thus, rural leaders play a very significant role in the development of rural economy.
It is obvious that the ultimate success or failure of the rural developmental programmes largely depend on the competence and ability of the rural leaders. Therefore, the question of appropriate leadership has always been in front of the dreams of the thinkers, planners and the statesmen of this country.

It is needless to say that the presence of a dynamic and forward-looking leader is one of the major contributing factors to the rural development and progress. Villagers can contribute to a great extent for improving their social and economic conditions if only they have leaders who can bring dynamism in their life. In the absence of such leadership nothing substantial can be achieved. However, the progress of the country has achieved so far in the rural sector has not been commensurate with the money allotted to the local bodies and the efforts made for this purpose. Till the middle of the last decade of this century we can not claim any commendable degree of success in getting the total well-being of our rural masses which has been our proclaimed social objective and economic goal. One of the basic reasons of unhappy situation noted and discussed in the preceding chapters of the study, is the lack of proper and effective leadership style in almost all PR-units irrespective of their status and hierarchy. No one will disagree that effective leadership within the village community specially in the rural institutions like PRI's can bring about a radical change in the stagnant rural socio-economic conditions that intern may result in the development of the entire rural society. A leader usually integrates the
Group effort and behaviour and as such facilitates release of energies of people in the group for action towards a desired goal or direction by virtue of a combination of qualities which enable him to get things done willingly by others.

Therefore, a competent leader influences the group-activities, as a result the desired activities are performed effectively with the help and co-operation of the members of the group. Wilson and Gallup\textsuperscript{1} indicated that the village leaders are four times effective in an extension programme than the professional extension agents. According to Ensminger\textsuperscript{2}, no 'Gram Sevak' is fully effective unless he is inclined and motivate the rural people to work with their own leaders. In recent years, sociologists, Social workers, educators and extension workers have given increasing importance to the development of proper leadership style. The programme Evaluation organisation in its evaluation report in 1958 stressed the need for developing institutional and individual leadership in making the 'Government Programme' a people's programme\textsuperscript{3}. Leadership is not a new phenomenon. However, leadership is as old as human civilization. At attempt has been made in the Chapter-I of this study to trace the history and development of Indian civilization Vis-a-vis the development and growth of rural leadership. An attempt is also made there to examine the structure and composition of the PR-system in West Bengal. Panchayati Raj system was first introduced in 1957. This institution is expected to play three major roles: (i) as a unit of rural local government, (ii) as an instrument of community development
and (iii) as an agency of the State Government. In this study the role of PRI as an instrument of community development is specially highlighted. Furthermore, the basic problems that are being confronted by almost all the PRIs in West Bengal, have also been analysed and examined with reference to a few examples of basic socio-economic problems that deserve proper attention not only from the point of social welfare, but also from the point of economic development. By examining and analysing those problems the study endeavours to establish that all are not well in the PR front, expectations are not fulfilled, plans and programmes have not been effectively formulated and efficiently implemented and the success of PRIs in implementing socio-economic plans and programmes are not without blemish. PRIs can not claim total success in the sphere of socio-economic activities. It has only been partly successful in rural developmental junctions. It has been unsucessful in some of its endeavours.

A short theoretical postulation on the concept of leadership has been made in chapter II as the background for the analysis of the present rural leadership. Moreover, it has also been examined and highlighted what should be appropriate leadership styles for each level of the PR in the state e.g. village level, block level and district level. It seems, therefore pertinent that for the purpose of the study village leadership and panchayati leadership have been briefly defined and discussed to make a distinction and also to establish a relationship among them - particularly, to examine the relation between panchayati
Leadership and the rural development as well. The concept of rural development has also been cardidly stated. The study also makes reference to the existing literature including previous research studies on leadership. A humble effort has been made to review and analyse some of the previous research studies one leadership style in industrial as well as rural administration. To attain the basic objectives of this study a systematic and rational design of the research work has been made consisting of appropriate hypothesis useful methods and methodology, effective technique of data collection and necessary statistical method for analysis of the data etc. With the help of the above techniques and methods the study has examined and identified the present leadership styles of the PRI's. In fine, a pragmatic approach has been used to come out with a model leadership style for the PR which would not only be proactive for optimum utilization of available resources but also help to overcome dysfunctional forces in our rural economy. The hypothesis which the study has examined and established is that the leadership style of the PR-leaders is mainly responsible for unsatisfactory performances in almost all the rural developmental programmes. The PR-system in this state, by and large, has failed to reach the expected results, in other words, the PR-system has, at least, partly failed to meet its commitments, and partial failure of the PR in the State in executing the PR-programmes specifically adopted for rural development and upliftment of destitutes resulting much dissatisfaction among rural mass which in the long run makes them frustrated, as a
result they have gradually lost all interests in PR-activities and are being alienated from PR-activities. This phenomenon has been empirically verified in the study.

Examining the previous researches in industrial field it is noted that some studies have been done on the emerging pattern of leadership as well as on the style and pattern of leadership presently prevailed in industrial enterprises in India. But it is surprising to note that in the field of village leadership or panchayati leadership pertaining to local administration the research studies are few and far between. However, some studies have made on the emerging pattern of leadership as well as leader-determining factors e.g. land holding status, caste, kinship, cosmopolitanism, socio-economic position, education, age, experience, innovativeness etc., but none of the previous studies relate to the identification of the leadership style of those village leaders or panchayati leaders. In view of the importance given to PR-system in the socio-economic changes of our rural sector, this area of rural administration deserves attention of the present researches as they would help the rural administration with their research findings. This has been the rationale behind selection of this study.

As the leaders play a very significant role in the effective implementation of programmes for socio-economic changes, rural leadership has been the major thrust area of the study. However, before starting our study on leadership style we feel that it essential to go through the leadership theories as a back-drop to his study to identify various styles and make one to understand the distinction among different styles and choose the
best one for the PR. With this end in view all the leadership theories have been discussed as the prelude to this study.

Next, in chapter-III age, education, caste religion, experience, belief and faith, and socio-political consciousness of the PR-leaders as well as of the common people have been studied. Besides, organisational climate, organisational process, and organisational effectiveness of the PR in the State has been examined. Moreover, in this chapter an empirical study has been made on the present leadership style of PR-leaders as well as their behavioural pattern and decision making process in the PRIs which have been examined in order to assess the performances of PRIs during last ten years. Moreover, personal opinions of the OP-members and the superior leaders of all the three levels of the PR as regards to the nature of performance of the different units and levels in PR-system in the state as well as all their perceptions regarding shortcomings and limitations of the performances of PRIs. Besides, suggestions from the PR-leaders for the improvement of PR-functions have also been recorded, analysed and discussed. It reveals from the data and other information collected empirically that the decision making process adopted by the OP-leaders (LL3) is not appropriate one, but in the PS and ZP that is more or less right.

Examining the leaders' behaviour and their leadership style it has been observed that they usually do not follow a particular pattern or style, rather they articulate different patterns or styles at different times and in different situations
as well. In this chapter present leadership styles followed by the PR-leaders have been identified. It is found that, though in preference leaders give first preference to the democratic style yet, in practice bureaucratic style has got the first rank, laissezfaire the second and democratic the third. Practically the PR-leaders follow multiply style of leading. They do not adhere to a particular leadership style. The intention behind the identification of PR-leadership style is to examine what type of leadership style would be not only conducive for PR-functions but also capable of effective implementation of different rural developmental programmes as all rural developmental works are by and large to be planned and managed by the PRIs. It is, therefore, imperative to examine the different rural development programmes so that the success in the developmental programmes may be associated with the nature of leadership of the PR-units. Thus it would be possible to identify the PR-leadership style which would be effective for PR-system.

In Chapter IV, a brief introduction has been made on the various development schemes sponsored by the Government and usually adopted under aegis of the PRIs. Annual plans of different levels of the PR have been examined in this chapter. Moreover, an assessment on the achievements of the development projects has also been made on the basis of empirical data collected through the survey conducted for the study on different development projects. Along with this a comparative study and verification of the achievements of various grass-roots units of the
PR has also been undertaken. Besides, shortcomings and defaults on the part of both the central and state government have also been examined in order to assess the organisational effectiveness of the PRIs. It is observed that the annual action plants of the CPs have not been properly formulated and the plan Registers have also not properly maintained. Wage and material components of the total expenditure have not been properly recorded and shown separately. Generation of employment has not been clearly recorded in the register. The rate of achievements in respect of different development projects are not similar in different PR-units. These phenomena seem to be sufficient to generate curiosity to verify and examine how the present leadership style of the PR-leaders affect the functions and functionaries of the PR-units,— in a word, how much effective are the present leadership styles. Accordingly, we have endeavoured its undertake the works of examining the effectiveness of styles of leading.

In the chapter-V the effect of present leadership styles of the PRIs on their performances has been examined, assessed and discussed. For this purpose, leadership styles of the leaders of the grass-roots level (twelve sample CPs in the district) of the PR have specially been identified and their average overall achievements in percent have also been assessed. In the process of making relationship of different styles with the achievements the degree and quality of effectiveness of various styles have also been assessed and identified. Thus it
has been possible to suggest the most effective and best qualified leadership style which would be highly conducive for the PR-administration.

Review of Findings :-

The basic idea underlying the study on the present leadership theories and their analysis is to identify a few model leadership styles for the PR-leaders on the basis of theoretical ideas and assumption. It has been assumed that at ZP and PS levels leadership styles should be both task and relationship oriented but it should be in an equilibrium or balanced manners i.e. 5:5 style or middle of the way; at the OP-level the style should be participative but highly task and highly relationship oriented i.e. 9:9 style as well as nurturant pattern. Those two types of leadership style are not simple, rather complex that is a mixture or combination of a few components of different leadership styles. Those two leadership styles proposed by the study to be adopted may expressed by the abbreviations such as TRm for ZP and PS and MP(TR)m for the OP. It transpires from the theoretical discourse that bureaucratic attitude should be restricted as far as possible while, authoritative should totally be discarded in PR-administration. Regarding decision making style it is suggested that participative-II style in which decision is taken by the leader after discussion with the subordinate followers, may be conducive for ZP and PS levels; while, group-II style in which decision is taken jointly by the leaders and the followers after having
a through discussion, may be effective for the OPs. The two
decision making styles may be expressed by their abbreviation
terms e.g. P₂ and G₂. However, to make it convenient decision
making style and leadership style may be combined in the study
into a single abbreviation e.g. P₂ (TRA) for OP and PS; and
G₂ NP(TRA) h for OP.

(A) Behavioural Pattern:

An attempt has been made to analyse the behavioural pattern
of the PR-leaders in the Chapter-III. It transpires from the
experiential study that the PR-leaders are basically democratic
but sometimes they become authoritative or they follow one or
more styles other than democratic style. The lower leaders
at OPs i.e. Prodhans are mostly bureaucratic in respect of
communication of information and in maintaining the rules and
regulations of the panchayat in the day to day administration
of PRI s.

Secondly, the PR-leaders hardly adopt participative style in
executing the programmes and in implementing the decisions.

Thirdly, they are supportive occasionally in solving some
personal typical problems of the subordinates and this artic-
ulates a nurturant role, however in a narrow sense that too
has also been noticed only in a few IR units. Therefore, it
may be said that these leaders occasionally follow nurturant
style.
Fourthly, PR-leaders, particularly at the grass-roots level, are highly relationship oriented.

(3) Decision Making Style :-

From personal observation and analysis of the data relating to decision making styles of the PR-leaders collected through administering questionnaire on the leaders, followers and the common people - as discussed in the chapter no.-III, the following facts are revealed:

(i) Decision is made usually through group discussion.

(ii) Decision making process of the PR-leaders is democratic but as the subordinate members have no access to the process it cannot be called a participative one.

(iii) It is also write that in some PRIs decisions are often taken by the leaders after joint discussion following Likert, participative style of that PR-leader in decision making, may be called participative II.

(iv) Presence of technical hands of experts in the planning and experts in the planning and executing of the schemes in few and far between; However, they are consulted severally and occasionally by the PR-leaders personally.

(v) Institutional goal setting is done by all the leaders jointly irrespective of the rank and status.

(vi) Precedents are generally not ignored rather, these are usually followed as and when necessary,
(vii) Common people are usually not associated with the process of decision-making; they neither directly involve themselves nor indirectly remain associated with the decision making process.

(viii) Decision makers are influenced by the socio-economic status, age, education, experience and personal character of any member of the group.

(C) Leadership Style:
In the present study an examination of the leadership styles of the PR-leaders has been made and discussed in the chapter -III which reveals the following facts:

(i) The PR-leaders have no particular style of leading. They usually follow multiple style of leading,

(ii) The basically favour democratic style but they prefer more task oriented style than participative,

(iii) PR-leaders often adopt bureaucratic style in running the office and in maintaining the statutory provisions, rules and regulations; however, they sometimes articulate authoritative style, specially in dealing with the opposition members or followers of opposition party, whenever they follow authoritative style they usually prefer to follow authoritative II style,

(iv) Panchayati leaders hardly follow nurturant style of leading,

(v) Grass-roots leaders i.e. prodnans are more democratic and
participative as well as their senior ones at higher levels of PRI's.

(vi) GP-leaders are, therefore, less bureaucratic in their approach and behaviour than the middle leaders at PS and top leaders at ZP who tilt towards bureaucracy. Besides, analysing the respondent People's opinion pertaining to the leadership style of the GP-leaders the following observations have been drawn:

(i) GP-leaders i.e. Prodhans generally do not follow the participative style in the administration of PRI's but they occasionally adopt this style only in decision making,

(ii) In the case of running the office and enforcing the statutory rules and regulations they follow the bureaucratic pattern of leadership style;

(iii) In the execution of the PR-programmes GP leaders (Prochan) follow by and large laissezfaire style;

(iv) In dealing with the opposition members they generally articulate authoritative style;

(v) GP-leaders (Prochan) clearly indicate their preference to the relationship oriented style while discharging their duties and implementing their programmes; and

(vi) They at times adopt also referent style in order to draw attention of the public;

Summary: -

The followings are the major findings of the present study:
1. PR-leaders generally do not follow a particular leadership style, rather they usually adopt multiple styles i.e., they apply different styles at different situations and at different times.

2. PR-leaders generally express their preference to the democracy nevertheless they adhere to the group democracy instead of people's democracy where the people in general not only have access to but also participate in the process.

3. However, their attitude and behaviour relating to the administrative functions of panchayat PR-leaders generally follow bureaucratic style but sometimes they even adopt authoritative style.

4. Participative style is generally not preferred and hardly followed by the PR-leaders except in the area of decision making where although some features of participative style (Participative II) is noticed. The subordinate members are usually excluded from the group which made decision through joint discussion. This type of participation is usually described as participative II.

5. PR-leaders highly prefer task-orientation pattern but in practice they usually follow relationship oriented style as they stress more on the personal relations than the formal relations. This is not only inculcate the widespread nepotism and favouritism but also too much political interference in PR-functions.

6. PR-leaders neither include any technical hand or expert
in their planning committee nor formally invite them in the meeting of the planning committee. However, experts are generally consulted personally by the PR-leaders.

7. Precedents are usually followed if they are circumstantiated or if the leaders prefer to follow them.

D. Summary of the Survey on Opinions and Suggestions of the Leaders and the People:

It is perceived that the finding of leaders' behavioural pattern and their leadership style is the basic objective of the present study yet, it seems pertinent to know what the leaders and the common people are thinking about their panchayat and what according to them, is the measure for improving and developing the present system of the PR.

So a survey with this end in view has been conducted for the study. However, some pertinent observations have been put forward regarding opinions of the PR-leaders on the present system, -- especially on its low efficiency; and opinions of the general members of the PRs on the prevailing system in the PRIs. Those opinions have been examined, analysed and discussed in earlier chapter III. Moreover, suggestions given by the PR-leaders for the improvement of decision making process and in PR-functions for greater achievement of the PR have also been examined, analysed and discussed in this chapter. Some empirical information indeed emerges from the preceding discussion which help in drawing some decisive conclusions as regards to the
functioning of the PR-system. However, these information have been divided into two groups: One related to the observations of the PR-leaders and the other related to observations of the general members of the Panchayats. These are as follows:

1. According to the PR-leaders reasons of low profile of the present PRI's are -
   (a) Lack of education and training of the elected members;
   (b) Absence of reward and punishment system in the PR;
   (c) Lack of morale and motivation of the members and workers;
   (d) Absence of effective communication with the common villagers resulting loss of direct contact with the public;
   (e) Lack of proper planning and implementing machinery of developmental programmes;
   (f) Shortage of able and efficient office-staff;
   (g) Inadequate grant of fund and failure on the part of the State administration to release the sanctioned money in time;
   (h) Delayed process of 'valling' i.e. verification and approval of the annual plans by the superior authority;
   (i) Employment of unskilled workers irrespective of the nature of PR-activities;
   (j) Preference for personal interest over the interest of the PR institution causing widespread nepotism and favouritism in the PR-administration perpetuated by the PR-leaders;
   (k) Political interference and involvement in the PR-functions resulting partial cease of power and restriction of freedom of the elected members of PRI's by the political leaders of
the ruling party.

2. Opinions of the general members of the GPs are as follows:

(a) Training for the elected members is necessary;

(b) Proper division of work along with adequate delegation of duties and responsibilities is urgently required;

(c) As decision making by the group is usually better than individual decision making, practice of joint decision making should be developed as far as possible;

(d) Induction of non-political but experienced common man into planning and executing machinery is necessary;

(e) Common villagers are socio-politically conscious nonetheless; they generally remain inactive for some various reasons;

(f) PRIs should adopt the system of popular participation;

(g) PR-leaders should personally supervise the ongoing programmes;

(h) Supporters of the opposition party and the common villagers are not satisfied with their panchayats;

(i) A planning unit in each village consisting of different classes of people should be constituted which will formulate unit plan and communicate it to the panchayat body and keep vigilance on the execution of the plans adopted for the village;

3.(i) The suggestions given by the PR-leaders have been analysed and examined in the study. The following points emerged from
that analysis are to be highlighted.

(a) Decisions should be reached through joint discussion process where the subordinates should play a significant role.

(b) Public opinion should be taken before any final decision is reached,

(c) An expert or technical hand should be included in the group discussion,

(d) Proposal from the villagers should be invited before discussing on any issue,

(e) A non-political but experienced man from each village should be invited to the planning committee,

(f) In each village under the GP a beneficiary committee as the planning unit for that village should be constituted as the link between the village and the PRI,

(g) Opinions of the opposition members should be given importance by the PR-leaders,

(h) Popular and useful participation in panchayati activities, education and training for the elected members, close contact with the common people, planning and decision making jointly, punishment for the dishonest and insincere workers and reward for the honest and sincere workers, increase in the number of staff, debarment of the employed persons form nominating to the panchayat membership and a periodical evaluation system are to be introduced for each PRI.
(E) Planning Process:-

In this study the planning process as well as different developmental programmes have been examined. Examining the plans and planning process of the PRIs the following facts have been noted;

1. The statutory rules relating to formulation of plans and programmes under different schemes like JRY, IRDP etc. are often violated by almost all the GPs.

2. The rule of sector-wise distribution and utilization of funds under JRY is not always abided by the leaders of the PR units in practice.

3. As the fund under JRY is to be allotted on the basis of given norms set by the Central Government, the specific obligation for distribution of sanctioned money among four sectors complying with those norms sometimes brings about problem to the PRIs and restricts the scope of their activities.

4. The principle of selection of items on the basis of priority for the annual plans is often violated.

5. Technical advice from the experts on the subject concerned is not regularly invited.

6. Consultation with the local people before planning is quite ignored.

7. Distribution of money between wage component and non-wage component under the JRY scheme is not always rationally made.

8. Plan register is not properly maintained.
9. Jobs of almost similar kind and volume are accomplished by different CPs at different costs.

10. Employment generation by the CPs is very poor and the CPs seldom take initiative to generate employment opportunities for local people.

11. In most of the cases stipulated time for completion of any project is not strictly adhered to resulting procrastination in the completion of the project.

12. The workers of the PRI's are not generally classified into skilled, semi-skilled and unskilled; and almost all workers are given minimum wages.

F. Achievements of the Development Programmes:

Interpreting and analysing the achievements of different development programmes under the supervise and control of the CPs the following points have been noted:

(i) There is no steady trend of growth or fall in generating employment in the PRI's and in most of the CP's rate of employment generation gradually decreases year after year.

(ii) The achievements in different development programmes of the PR-units are not uniform and the despairly among their performers is primarily due to the difference in the leadership styles of different PR-leaders.

(iii) Rate of achievement in different socio-economic programmes has continuously been on the wane.
(iv) The accounts of the beneficiaries under IRDP have been maintained in the records albeit 95% of the beneficiaries, have abandoned their venture and ceased to continue their schemes; as a result, their financial conditions has further been deteriorated and they have become unable to repay their loan.

(v) Very few of the beneficiaries under different poverty alleviation schemes have been able to cross the poverty line.

(vi) Although per capita investment by the Government under poverty alleviation schemes like SESRU, TRYSEM, IRDP etc. has been substantially increased but per capita achievement, on the contrary, has astonishingly come down.

(vii) Many of the expenditures incurred by the PRIAs appeared to be unproductive resulting insignificant impact on the rural economy.

G. Effect of Leadership Styles on PR-functions:-
by examining the effect of various leadership styles on the PR-activities and the PR-functions the following facts have been highlighted in the study:

(i) Public relation of PR-leaders in general is very weak,
(ii) Popular participation, by and large, is absent in PR-administration,

(iii) PR-leaders usually depend on the subordinate members and workers to a great extent for discharging their duties and responsibilities attached to their positions,
(iv) Bureaucratic leadership generally makes unfavourable impact on the PR-functionaries.

(v) The subordinate staff and general members of PR are not satisfied with the benevolent authoritative attitudes of their leaders and so they are not motivated towards accomplishment of jobs nevertheless, a little satisfactory results in some areas have been noted due to sincere work of the employees of those PRIs.

(vi) High rate of absenteeism on the part of the subordinates is a common fact in the PR-units where either bureaucratic leadership style or autocratic leadership style have been noticed. Subordinates working under these two systems are usually annoyed and antagonist by the attitude and behaviour of these leaders.

(vii) Democratic style is generally favoured by almost all the people associated with PRI besides, the achievement under this system is higher in the long run than that of other leadership styles.

(viii) However, it is found that in the case of democratic and task-oriented styles, the subordinates are to some extent disgusted with their leaders. So, they lose sympathy for and get feelings of insecurity amounting from the behaviour of their superior leaders. This fact proves the validity of Mc Gregor's X-Theory which states that every man usually tries to avoid his duty. Therefore, the achievement of these leaders is not higher as the subordinates are ill-endeavoured to reach the institutional goal or target.
Democratic and relationship oriented leaders are able to motivate the PR-functionaries towards PR-performances but as they do not insist on the task-accomplishment, the subordinate workers have the tendency to neglect their assigned duties and responsibilities. This fact also support McGregor’s X-Theory. So, the PR-achievement resultantly becomes low.

Achievement of the task oriented leadership is a little higher than that of the relationship oriented leadership as the former has a better positive effect than the latter on the workers.

The democratic leader who comprises both the task orientation and the relationship orientation equally are able to secure the highest results. This style has a remarkable positive effect on the functionaries and the functions as well.

The performance under the laissezfaire style of leading is the worst among all the types we have referred to in this study. The achievement of this system is the lowest as the leader under this system has least control over his subordinates, as a result the subordinates in course of time become irregular and indisciplined. Under this circumstances performances can not reach the satisfactory level.

Participative style has almost been given least preference by the PR-leaders. The importance of participative system has not been realised as the village people’s are generally reluctant to join the PR-performances. As a result, the basic objective of PR-system has been nullified.
Besides, leaders influence group activities and represent and articulate group goals and values to others both within and outside the group. A leader by intriguing group behaviour and facilitating release of energies of people in the group for action towards a desired goal or direction by virtue of a combination of qualities which enables him to get things done willingly by others. Therefore, leaders play the most significant role in the socio-economic changes in rural sector.

The basic objective of the present rural programmes is to create a new awareness among the rural people which would help them to develop a new outlook that would make them not only co-operative but also enterprising and enlightened which ultimately enable them to be self-reliant and responsible citizens. Outlook and attitude of the rural people towards the rural developmental programmes would indicate how they feel and react to the present changing environment envisaged by the socio-economic development programmes and the way they think and feel about the forces of change emanating from the different programmes of the government. Favourable reaction of the rural people to the desired change in the rural sector and consequently change in their outlook is the most important requirement for any improvement and development in rural areas. To get change in the attitude and outlook of the rural people is not an easy task. It requires consistent effort and long-term programmes. Leaders make a major contribution to the change of the outlook of the villagers. Besides, successful implementation of rural developmental programmes is largely dependant
on the village leaders. In fact, the villages can contribute to a large extent in the development of rural economy if only they have leaders who can bring dynamism in their levels. A leader is a specialist and expert who dominates and influences over a number of persons. In the absence of such leadership nothing substantial can be achieved.

Conclusions :-

From the preceding observation and discussion the following facts are noted.

1. The Behavioural pattern and the leadership styles of the PR-leaders are not appropiate.

2. Organisational climate and Socio-political situation is more or less favourable in the district.

3. Popular participation which has made considerable contribution to the organisational effectiveness is almost absent in the PR-system.

4. Decision making style of the PRI is democratic but not really participative.

5. Leadership styles are divergent and the levels of achievements among the different PR-units are not uniform.

6. The PR-leaders often speak for democratic system but in practice they usually adopt bureaucratic style.

7. Planning process followed in PR-administration is not realistic and appears to be defective. It has neither evolved a systematic process nor developed a decentralised system.
8. Maintenance and preservation of panchayati documents are not satisfactory.

9. The basis for allocation of money, set by the government is seemed to be defective.

10. The workers are mostly unskilled, ill-motivated and low paid.

11. None of the PR-units in the sample of the study is able to reach the institutional target.

12. PR in West Bengal is by and large run, guided and controlled by the leaders of the ruling political party which ceaselessly stand alive behind the PR-leaders, as a result PR-leaders have lost most of their power and freedom relating to the PR-administration.

Policy Implications and Recommendations:

This study is designed to identify the characteristics, functions and leading style of the PR-leaders. The results of this study will be helpful for further research in the field of rural development. It will also be helpful to the development workers who are engaged in implementing different development programmes in the PRIs. Based on the findings of the study the followings can be recommended:

1. In case of decision making or formulating any plan and programme relating to socio-economic development of the villages of this state the concerned PR-unit should arrange for public meetings so as to communicate the plans and
programmes to be launched by the PR-unit to the common people and an attempt would be made to take into account of the reaction of the people regarding the proposed plans and programmes. Besides, the local people should be consulted to take cognizance of their views in this regard. The opinion of the opposition members should also be given importance in different spheres of PR-activities specially in designing and formulating plans and programmes. In the decision making group as well as in the planning committee the subordinate followers should be given appropriate representation. Leaders should not take any decision individually, rather they should inculcate system of joint decision making as far as practicable. Such practices are highly warranted in a democratic system.

The Planning committee should induct a non-political but high experienced man from each village. Moreover, in each village a planning unit or a beneficiary committee should be constituted consisting of representatives from each section, religion and community.

Decision making style of the GPs should similar to the Group-II style (likest modal) whereby decision is taken jointly by the group following face to face consultation; but for the ZP and PS decision making style should follow participative-II system where decision is taken by the leader of the group individually after participating in the group discussion.

Experts should be included in every planning committee so that they can take stare in joint discussion so as to give
their valuable technical advice in designing the plans and programmes.

Besides, the statutory rules relating to formulation of plans under any scheme like JAY etc. should be strictly adhered to. The distribution of money between wage and non-wage components should be rationally made. Workers should be classified into skilled, semi-skilled and unskilled on the basis of their skill and performances, and accordingly they ought to be treated and remunerated.

Moreover, the 'Vetting' system i.e. the system of verification and approval of the annual plans of the GPs should be so as to make it timely and justified.

2. Secondly, it is further recommended that all the PR-leaders should follow the democratic values and norms as far as possible to cope with the socio-politics-organisation situation.

Bureaucratic style should be restricted as far as possible and the authoritative style of leading should totally be discarded.

The top leaders at Zilla Parishad (LL1 & FL1) and the middle leaders at Panchayat Samity (LL2 & FL2) should adopt both task oriented and relationship oriented styles in a rationally balanced manner, that is, they should follow the middle of the way style (i.e. 5:5 style). The lower leaders at gram panchayat level (i.e. LL3 and FL3) should follow participative style but ultimately inculcate a highly task oriented and highly relationship oriented style i.e. 9:9 style, besides, they should
also be nurturant towards their subordinates.

The PR-leaders in general may use referent style for making people impressed in order to establish a good relation with the people for the convenience of their work. But the leaders at all levels should scarcely follow the laissez-faire style. Leaders should neither depend on totally nor adulte the followers.

3. Thirdly, democratic decentralization of power, authority and responsibility should further be extended. The basic task of management including devolution of power, allocation of duties, assignment of jobs etc. should be based on a concrete edifice of pure democracy.

Besides, the staff pattern should be improved so that it may be in consonance with the increased burden of work in the panchayats.

Moreover, education and training for the elected representatives should also be arranged and that should be in proper way.

4. Fourthly, it is further realised that the frequent intervention in the important areas of PR-functions like planning and executing the development programmes of the PRIs by the political leaders of ruling party should be discarded.

The trespass of political leaders of ruling party on power and freedom of the PR-leaders and general members should be restricted. Of course, political leaders who are not elected members of any unit of the PR may act as advisors but not as initiators.
or active participators in various functions.

Moreover, reward for good performers and punishment for fraudulent and malpracticons should be introduced in PR-administration.

5. Lastly, but not the least, panchayati leadership as an usual practice of the political parties in India should not be imposed upon any PR-administration by the political leaders of the ruling party.

Rather, leadership should be emerged out of a community through a natural selective process. Leader of a PR-unit should be elected from among the elected representatives of the PRIs through a democratic process of voting.

In this study we have examined the role played by the rural leaders in the transformation of an agriculture based old feudal community into a democratic society. We witness in your country today a new process of adjustment and adaptation taking place between the rights and obligations of a modern state. However, the process of citizens' participation and administrative responsiveness demand deeper adjustments necessary in the transformation of the old society into one appropriate to a modern state. In this process of adaptation leaders of all walks of life should have a greater responsibility. These leaders specially village leaders should demonstrate an active faith in democratic process. Democracy by definition, is concerned with doing things by consensus, if not consent, of the largest number of citizens. However,
the interest of all citizens do not always at any rate even in short run, coincide with the developmental goals. Resolution of interest-conflicts in a democracy is a long and slow process because it has to be done through persuasion, the matter of securing obedience of laws and maximization of agreement about development policies through various media of communication and achieving consent or consensus through concessions and compromises is no less an easy process. The slow process of democracy often irritates and raises doubts about the administrative competence for an effective execution of developmental policies and programmes. Leaders should play a significant role in achieving the harmony in diversity, particularly when the interest of certain citizens are conflicting with rational interest and it becomes imperative to uphold the faith in democracy in that community.

Today we find many of our citizens have lost faith in the Government administration as well as in the democratic process. Therefore, it would be pertinent to conduct study on this aspect of leadership, particularly how the village leaders are maintaining harmony among the different interest groups in our rural community and help to restore the faith and belief in democracy.

Democracy in our country is also faced with many other problems. We started with adult franchise for the poor illiterate masses and then began to plan for social change and economic growth. But in other developed countries, the ideology of equal
opportunity or welfare services for all followed economic affluence and social service consciousness. In India the process has been reverse and as a result it is focused that the electorate and the elected representatives are more anxious about the distributive aspect of developmental process than that about the production aspects. This problem has further been aggravated with the extension of democracy at the grass-roots level where the leaders are more concerned to immediate benefits to their supports than to growth of rural economy. This has further retarded the growth and development of economy of this country. It is necessary, therefore, to study the problem in all its facts with a view to reconciling these conflicts. It appears that the tasks of leaders in developing the democratic system are two folds: (1) They have to conduct themselves in accordance with the rights and aspirations of the citizens, and (2) They have to handle the problems. Development is a product of the capacity of leadership to mobilize the geo-human resources of a country. Our leaders, particularly village leaders are new to the task of development. They bring to bear upon their tasks the idealism of the freedom struggle, political faith and belief and their enthusiasm for rapid development. Idealism, belief and enthusiasm however valuable they may be, are not substitutes for mobilization of the masses under the competent leadership of an efficient administrative machinery. Therefore, able and competent leaders with useful and effective administrative set up and a convenient modus operandi are necessary for development.
It has been stated in the study that in our rural administration the process is already undertaken to find out the appropriate methods and instrument for socio-economic changes contemplated for the economic development has already been started. The leaders should take the initiative for the change in the administrative set up as well as leadership style and pattern to meet the changing socio-economic conditions. It may be referred to here again that the conduct of people is, by and large, pattern on the behaviour of the leaders in the different walks of life. Unless our leaders set examples of disciplined, honest and devoted citizens of this country it would not be possible to enhance the speed of economic development which is regarded as the panacea for many of our social evils. Leadership would fulfil the needs of the administration as well as the expectations of rural people with great consideration and sympathy without being too rigid about rules and procedure. Therefore, for the development of an effective democratic system in rural sector where the majority of the people do not have the benefit of literacy, the local administration should work primarily as an educators of citizens in the art of democratic management of civil problems. Administrators associated with panchayat administration have to be trained in helping the elected office bearers in the management of PR-affairs as well as in handling problems of all the citizens with fairness in procedure and justice in dealing. Political party also should take care of their members who are elected members of PRI's for proper education so that they can adopt proper attitude and style in
solving with the village people, and guide lead the rural administration to successful achievement of socio-economic goals. In this study we have noted that expected socio-economic charges have not been made in our rural sector and the failure to provide appropriate leadership has been one of the basic reasons of such unhappy results. In a developing democracy, efficiency in administration has many ramifications. It demands adherence to appropriate process of decision making and actions performed with speed and economy. In other words, rural administration should be run with economy and justice, justice to the rural people which implicitly demand that administration should be sympathetic and responsive to the needs of the people helpful in guiding citizens, and consider towards the illiterate and the poor. PR-leaders who run the rural administration keep in mind all the needs of the rural people and also honour their aspiration. Then only expected economic and social goals would be attained.