CHAPTER IV

SUMMARY AND CONCLUSIONS

The major concern of the present study was to examine the process of management in Panchayati Raj Institutions in relation to the rural development. The scope of study was limited to the state of Uttar Pradesh. The focal points of our study were the people who managed the Panchayati Raj Institutions. These people included the government officers and people's representatives.

The managers who held various positions in the sample Panchayati Raj Institutions were found to have differences in their socioeconomic background both categorywise (government officers and people's representatives) and levelwise (district and block). While the majority of district level officers belonged to the age group of 51 and above, the majority of block level officers belonged to the age group of 41-45. As regards the people's representatives, the majority at both the district and block levels hailed from 41-45 age group.

It was found that at the block level the two categories of managers belonged to an equal age-group of 41-45.

Most of the district and block level managers belonging to the category of government officers, were familiar with the urban environment. However, there was a contrast in rural-urban exposure of people's representatives at the two levels. While the majority at district level was exposed to urban
conditions, the majority at block level had familiarity with rural environment. Religionwise, Hindus formed the majority and these, too, were mainly from Jat, Chauhan, Thakur and Rajput castes. The government officers were better educated than people’s representatives. Most of the government officers come from the service class while most of people’s representatives come from agricultural background.

The impact of variations existent between the socio-economic background of managers of our sample Panchayati Raj Institutions is very likely to engender the variations in their attitudes, perceptions and, thereby, their managerial capabilities. Our study into the perceptions of the managers and the process of management in the Panchayati Raj Institutions reveals that these institutions failed to function on the rational management principles and that well known norms of management were ignored while planning and decision making, organising, motivating and controlling, in the broad context of rural development. We are presenting the summary of our findings which corroborates this statement.

Planning and Decision Making

The process of planning and decision making in the Panchayati Raj Institutions as it is envisaged by the Guidelines of the Planning Commission and the provisions of the governing statutes in U.P., has to be democratic involving the active participation of weaker sections in the planning process. It has to be striving for rural development with a view to raising the standard of living of people, creating
awareness, initiative, community feeling and attitude as required for development with self reliance. It has to aim at proper utilisation of the available man power and rural resources.

The efficiency of planning and decision making depends on how well these tenets of Panchayati Raj Institutions are known to the managers. Our study revealed that almost all the managers at both the levels and both the classes were aware of the ultimate tenets of democracy, development and distributive justice. The percentage of managers aware of the instrumental tenets of appropriate attitude and resource management was, however, very low. This was a fundamental weakness of the planning and decision making process. The process which dreams of the 'Ultimate Tenets' without relating these to the 'instruments' becomes sterile in practice.

Our enquiry into the operative model of planning and decision making revealed several distortions. While the envisaged model would imply the planning from below and decision making based on local needs and resources, the actual process appeared to have fostered the practice of planning from above. The factors which helped the centralisation of planning and decision making process at the top were the poor participation of people's representatives, particularly the weaker sections, in the meetings of Panchayati Raj Institutions convened at district and block level, the dominance of government officers over people's representatives in matters of intellectual resources possession. The supersession of Zila Parishads and Kahatras
senitia in U.P. Further helped the process of centralisation of planning and decision making around the District Magistrate and State officials. Though doing away with the democratic wings of Panchayati Raj Institutions could be justified for lack of active participation of people's representatives, yet the system did not emerge as effective because of administrative lacunae seriously distorting the factual information of local needs and resources flowing from below upwards through departmental field personnel.

**Information Flow Channels:**

We observed that the decision-makers quite often relied on their own departmental field personnel. The State Government has a statutory/Economic department presently known as district Planning Institute situated in all the districts. This department is required to collect all sorts of economic and demographic data as also to record the plan-progress in terms of physical work achievement. But this department has failed to play an effective role in providing information to decision makers and planners. The main reason for this situation is perhaps that at the block level the A.D.O. (Statistics) is subordinate to D.I.O. and at the district level the D.E.T.O./D.E.O is subordinate to A.D.F.(Dev.)/D.I.O. This arrangement has wasted no control power in the statistics department to check false reporting done by departmental field personnel. The practice of protecting the departmental personnel and showing resentment by the administrative chiefs has encouraged only wrong and fictitious information reaching the higher level affecting adversely the approach of development planning at the highest level.
Organisational Structure

It was our main concern to map out the organisational structure of the three tiers of Panchayati Raj Institutions in U.P., to have the comparative look on the de-jure and de-facto structure and consequent dysfunctions, and enquiring into the perceptional dimensions of the role-in incumbents of the organisation.

The study revealed that the three tiers of Panchayati Raj Institutions in U.P. known as Gram Sabha, Panchayat Samiti and Zila Parishad, were to constitute an organically linked framework of democratic decentralisation. However, in the implementation process of administrative structure, the Panchayati Raj emerged as a product of administrative adjustments – a structure which was a mix of hierarchies of Rural Development Department, Panchayat-Raj Department and democratic wings attached to the three levels. The executive hierarchy of Rural Development included the District Magistrate, district departmental heads, Block Development Officer and Village level Workers. The executive hierarchy of Panchayat Raj included District Panchayat Raj Officer, Assistant Development Officer (Panchayat) and Panchayat Samiti. In the total Panchayati Raj structure all the district development departmental Heads were envisaged to be placed under the control of Zila Parishad, the A.D.M.(Rev.)/D.D.O. as its chief Executive Officer and other officers as subordinate to him. The elected representatives at every level were associated to form the units of Local-Self Government. This de-jure structure was distorted in the implementation phase.
The Collector and A.D.M.(Dev.)/M.D.O. did not appear to have naturalised their roles as the Adhyaksha and the C.E.O. of Zila Parishad respectively. Similarly, at the block level the Sub-Divisional Officer who was to assume the role of Kshetra Prasukh, during the supersession period, did not appear to be so because of the inherent characteristics of age old bureaucracy. Even before the supersession, the role of people's representatives was very much doubtful in the bureaucracy ridden structure of Panchayati Raj Institutions. Our study into the sample districts further revealed that the district administrative set up did not assign, in real terms, the due role to Panchayati Raj Institutions. The installation of a separate Abhirat Vikas Adhikaran consisting of development departments, has undermined the significance of Zila Parishad and lower tiers. While the Adhikaran was to work as planning cell of the Zila Parishad, the latter appeared to be a sub office of the former. Further, the Anirukta Mukhya Adhikari (Additional C.E.O.) Zila Parishad appeared to be a superfluous executive since he could never look after the office of A.D.M. (Dev.)/M.D.O. in the absence of the latter. Instead, a senior district level officer would do it. This arrangement further weakened the Panchayati Raj structure. The mixing of hierarchies as an attempt to bogat the Panchayati Raj in U.P. brought many dysfunctionalities as well. The functional interdependence among district development departments was not a happy experience as it resulted in piecemeal working and the practice of shifting the onus of accountability to other departments. It was also observed that the officers involved simultaneously in two or
more departments in different capacities developed a trend of being very choosy for a particular department. Instead of working as integrator or co-ordinator, they appeared to have permitted independent activities of all departments resulting in functional overlapping.

The stereotyped hierarchies working parallel to each other in the total Panchayati Raj structure, created the problem of authority. While at the village Parished level, the Naib Tahsildar did not enjoy adequate authority over district departmental heads, at the block level, the position of B.D.O. was miserable because they could exercise little control over the A.D.O.s, who were highly protected by their parent departments. On the other hand, the A.D.O. was accountable to A.D.R. (Dev.)/D.D.R. (the usual base under the C.D. hierarchy), he was accountable to other district departmental heads under the new P.P., structure. The dual control system, thus, created dilemma in the role performance of the B.D.O. Similar problem was faced by the A.D.O. also in view of the administrative control of the B.D.O. and technical control of departmental heads.

Our enquiry into the self-role perceptions and reciprocal role perceptions, as a crucial psycho-sociological determinant of the organisational structure, of the role incumbents of the Panchayati Raj Institutions, brought out the following:

1. Both the categories of managers placed their role of sole decision maker and excluding the other from this role, at the top in the hierarchy of seven selected self roles out of a set of 15 proposed self roles. The government officers
placed at the second position the role of keeping a powerful faction of leaders satisfied if it would help the implementation of government programmes. Strict observance of rules even if it caused delay in implementing the development programmes got the third highest score by officers. The role perceptions of executing the decisions made by Zila Parishad/Kahatra Samiti, executing such decisions even if these are unsound, conveying the wishes and demands of local leaders to superior officers, and bringing all irregularities committed by leaders to the notice of their superior officers were placed at the fourth, fifth, sixth and seventh positions respectively in the self-role hierarchy of government officers.

2. In the self-role hierarchy of people's representatives, the role of using the officers in factional politics was perceived at the second place. The third place was given to letting the officers take decisions themselves and work in their own ways. The role perceptions of keeping watch on the activities of government officers, communicating the wishes and opinions of the people to officers, advising them for the rural development and help them in implementing government programmes, and accepting the decisions of government officers on policy matter got respectively the fourth, fifth, sixth and seventh place in the whole hierarchy.

3. As regards the reciprocal role perceptions, the majority of district level officers perceived that a government officer and a representative have nothing to do with each other while performing their duties. However, comparatively larger majority of block level officers perceived a situation in which the
government officer mainly depends on the guidance and advices of representatives. The responses of the people’s representatives at the district and block levels on reciprocal role perceptions were same as those of government officer at the corresponding levels.

The correlation coefficient on self-role perceptions was very high positive between block and district level government officers and negligible positive between people’s representatives at the two levels. As regards the reciprocal role perceptions of the two categories of managers, there was found to be a negative correlation between the responses of officers at the district and block levels, and also of the representatives at the two levels. The matrix of self-role and reciprocal role perceptions suggests that the role incumbents at the district level perceived their roles to be played in isolation, while their block level counterparts perceived their roles to be played in collaboration. The self-role perceptions of the two categories appeared as conflicting due to the claim of supremacy by each category of managers over the other. This was very likely to draw both the government officers and people’s representatives away from the commitment of joint participation in the process of development - management and accentuate the structural weakness of the organization of Panchayati Raj Institutions.

Financial Management:

The study of budgeting process and the pattern of income and expenditure of Panchayati Raj Institutions revealed the following:
1. The Panchayati Raj Institutions have been involved in the year to year financial planning. The aspect of benefit-cost analysis in social terms does not appear to have been kept in view in the entire process of allocating funds over various alternatives. The techniques of financial management as in vogue in business firms, have found little room in Panchayati Raj Institutions.

2. The sources of income and the avenues of expenditure of Panchayati Raj Institutions have been the matter of legislative prescriptions and the policies of the state or central level authorities. Gann Panchayats get a major part of their income from a few optional taxes. However, the per capita tax revenue as also the size of total income of Gann Panchayats in U.P. has been very low when compared with those of village Panchayats in other states of India. Gramdan emerged as a good non-monetary source in the hands of Gann Panchayats under the legislative powers assigned to them. The pattern of expenditure of Gann panchayats reveals that a large share of funds has been spent on items like minor irrigation, agriculture, animal husbandry, rural transport, cleaning, sanitation, medical and public works.

At the level of Kshetra Panchayat, there persisted the tendency of leaving nil balance at the end of every year during the period under study. While grants-in-aid were the only source of their income, these were spent altogether by the end of each year in which these were received and on the items for which these were released. A look at the share of each item of income and expenditure suggests that emphasis was much on the crash/
self-help and multi-purpose schemes, land-development and construction of drinking water wells. The items like education, agriculture, public health and veterinary which were excluded from multi-purpose schemes etc., did not receive much emphasis. Moreover, the trend of funds-flow to *Kshetra Samiti* was very much erratic indicating thereby, that the resources of *Kshetra Samiti* have been very much at the disposal of authorities providing the grants-in-aid. The analysis of variance revealed that the discrimination which should have reasonably been observed in making funds allotment to different blocks on the basis of difference in local conditions, does not appear to have been done.

The income and expenditure pattern at the *zila parishad* level reveals that the *zila parishads* depended more on the grants-in-aid though the extent of their dependence on this source has reduced over-time. Their tax-revenues and non-tax revenues have shown an increase. However, the erratic trends in the income from these sources does indicate the inability of *zila parishads* in tapping their own resources. On the expenditure side, the item of public works i.e. construction and repairs of buildings, bridges, culverts and roads etc. received a high share. Other items such as cattle ponds, medical veterinary, fairs and exhibition and arboriculture also constituted the ingredients of expenditure. However, the whole expenditure of *zila parishads* was meant for payment of salaries and allowances to officials charged with the administration of above items. A very high cost of tax
administration emerged as an outstanding feature of Parishad expenditure. In some cases, it tended to exceed the amount of tax revenues. This shows lack of managerial control of zila Parishads over this cost item. The indiscriminate policy of funds allocation over the zila Parishads regardless of variations in the local conditions to the extent possible was also revealed by the analysis of variance.

1. An enquiry into the financial strength of Panchayati Raj Institutions, on the whole, reveals that the Panchayati Raj Institutions fell in the trap of simultaneous existence of paucity and surplus situations. On the one hand limited taxation powers, poverty of rural masses, reluctance of tax payers and weak tax collecting machinery weakened the financial base of Panchayati Raj Institutions. On the other, the factors like lack of interest and experience, factionalism and the tied nature of grants which could not be reallocated in local interest rendered the Panchayati Raj Institutions unable to utilise the funds in hand.

Financial Control:

The system of control over the financial matters of Panchayati Raj Institutions consists of budgeting and auditing. Our investigations into the budgeting and audit procedures revealed that budgeting was done without any activity schedule as compared to financial estimates. The de facto, procedures of budgeting done at the district level, did not envisage the zila Parishad as the main unit of financial planning. While
the budget estimates for the given financial year should have reached vertically and horizontally the *Zila Parishad*, there was the practice of sending departmental estimates straight to the *Shikrit Vikas Abhiyana* bypassing the *Zila Parishad*. It was further revealed that not only the number of audit objections raised by the Audit Authorities were not settled, but also their number went on increasing.

**Mobilisation and Motivation of the Human Resource**

We attempted to answer how the two different human components i.e., the officers and clerks and people's representatives entered the organization of Panchayati Raj Institutions. While the first component was given the organizational membership by way of recruitment and administrative arrangements, the other component of people's representatives was given the organizational membership as a result of building up a democratic hierarchy from village level upto district.

The recruitment of people in the Panchayati Raj Institutions took place in several ways i.e., the staff working in the erstwhile District Boards was adopted as the staff of *Zila Parishad*, the staff of R.D.O. was adopted as the staff of *Kahatra Samiti*, The civil servants of I.A.S. and P.C.S. cadre were placed at the key positions in Panchayati Raj Institutions. The elected representatives constituted another human component of Panchayati Raj Institutions, in the implementation of the strategy of democratic decentralisation. The way this human component was mobilised was different from recruitment. The criterion of the entry of people's representative was their popularity in the masses instead of mere job-qualifications.
In fact the process would start at the Gram Panchayat level from where the Gram Pradhan got into the Kahatra Samiti to represent concerned Gram Sabha. From the Kahatra Samiti, the Kahatra Praadhik got into the Zila Parishad to represent concerned Kahatra Samiti. One of the Kahatra Praadhiks was elected as Adiviaka Zila Parishad. This process of mobilising the people’s representatives of course, took care of promotional avenues from grassroot level to the district.

The promotions of recruited personnel have quite limited scope in the Panchayati Raj Institutions so far as the clerks, officers appointed by the Gram Samiti of Parishad, and the B.A.O. are concerned. Only the P.C.S. and L.A.S. officers as well as personnel involved in vertical hierarchy of district departments have had the promotional avenues.

Training is an attempt to activate the mobilised human resources in so far as the acquaintance with the new roles and task requirements itself energises the men towards the task accomplishment. Training is provided to the managers of Panchayati Raj Institutions in U.P. on the lines it has been provided to community development personnel and departmental recruits. These are the provisions for the pre-service and in-service training also. However, some officers like those belonging to Livestock and Animal Husbandry, Minor Irrigation and Agriculture etc., are not considered to need pre-service training. Training to various categories of Government officers has been provided at Extension Training Centres while the office bearers of Panchayati Raj Institutions have been given training in the Public Administration Department of Lucknow University.
However, training to Gram Pradhans was provided by way of holding training camps and Pancha Sammelana at the district headquarters.

A comparative look at the training targets and achievements for the period 1974-75 to 1976-77 revealed that the training facilities were either not availed of or not made available to office bearers of Panchayati Raj Institutions as also the officials such as V.I.Rs., A.D.Os. and the B.D.Os.

Besides the quantitative aspect, we tried to examine the qualitative aspect of training in terms of its usefulness in role performance of personnel in the organisation. It was found that among the managers only 4.12% of the Government officers were provided some management-specific training. The information elicited from the managers on the usefulness of the training provided to them revealed that it had little concern with their day to day work performance. $\chi^2$ tests revealed that there was no significant association between the usefulness of training and the category of management as perceived by respondents. However, there was a significant association between the perceived utility of training and the level of management in the Panchayati Raj hierarchy. Training provided to managers at district level was perceived as more useful than the training provided to block level managers.

The shortcomings of training as pointed out by the managers were: heavy emphasis on theory than practice, producing field workers instead of policy makers and programmers,
inability to bring harmony between government officers and elected leaders, inability to create the spirit of loyalty for Panchayati Raj system as a whole, inability to provide innovation in the working, short duration of training period and the lack of feedback review.

The quantitative and qualitative analysis of the training provided to Panchayati Raj personnel in U.P. leads to the conclusion that not enough opportunities are provided to sharpen the managerial skill. The existing system contains feeble link with the objectives of Panchayati Raj and it could not emerge as the activating force for the human components of Panchayati Raj Institutions.

Motivation

Apart from training, the factors which stimulate involvement in and commitment to work, were also investigated. We examined the motivation from two angles: 1. the management style of Panchayati Raj Institutions and 2. the motivational factors. As regards the management style it was found that (a) the managerial relationship between the two groups of managers i.e. the government officers and people's representatives was, in most cases, of the non-collaborative type, (b) the officer-subordinate relationship also was in most cases task-oriented and highly authoritative. Penalty, threat and punishment emerged as the tools of motivating the subordinates in the whole hierarchy of officers in Panchayati Raj Institutions.

We tried to see the perceived motivational factors with the help of hierarchies of factors (including satisfiers and
hygiene factors) given by officers and clerks. The hierarchies of factors reached on the basis of nine point scale appeared as different for both the government officers and clerks. However, 'salaries' was given the highest rank by both and job-security the fourth rank. The moderate degree of positive correlation, though statistically insignificant, between the hierarchies of motivational factors perceived by the officers and clerks was indicative of somewhat similar views on the relative motivational force of satisfiers and hygiene factors. These factors were, however, found lacking in the Panchayati Raj Institutions by the officers and clerks. Low salaries, not good work-conditions, too much control of superior officers, little promotional avenues and similar other factors were stated to be deterrent to motivation of officers and clerks.

The motivational factors as perceived by the people's representatives were 1. will of leadership and political consciousness, 2. enhancement in the prestige and power, 3. economic gains (personal), 4. settlement of local disputes, and 5. sharing the rural development task. The factors which the representatives enumerated as responsible for their feeling unhappy were 1. overriding bureaucracy in the Panchayati Raj Institutions, 2. no remuneration for working with Panchayati Raj Institutions, 3. inferiority complex due to lack of technical knowledge, and 4. the thankless nature of their job.

The gaps between the perceived motivational factors and the actual provisions, as well as the task-oriented management style can be said to have demotivated the human component of Panchayati Raj Institutions from striving to achieve the organisational objectives.
Management Control:

The controls as prescribed in the governing statutes of Panchayati Raj Institutions do not envisage the managerial control as it should have prevailed in the broad framework of managerial process. The control system had little links with planning, decision-making and organising. A few controls are provided for the personnel and use of funds. Control on reporting and appraisal of working of people and development activities, vice-versa, the net impact of activities upon rural areas was at all lacking in the control process.

The standards prescribed for the working of Panchayati Raj Institutions were through the functions and rules and procedures laid down by the State Government with no build-in flexibility. The measurement criteria were in most cases confined to utilising the funds within the financial year concerned and pursuance of rules and procedures as strictly as possible. The reporting of performance did not appear to give the true picture of working. The achievement of targets being reported to please the higher authorities without ensuring the correctness of the information. Thus the comparison of standards and performance at the official level had doubtful operational value for managerial control.

We also examined how the managers of Panchayati Raj Institutions evaluated the performance of Panchayati Raj Institutions. There was a consensus among them that Panchayati Raj Institutions could not succeed to the full extent in achieving their goals. An enquiry into the causes of
unsatisfactory working of Panchayati Raj Institutions, as perceived by the managers, revealed two kinds of causal factors -
1. Negative outlook of villagers such as love of power and status, lack of initiative and self-reliance, and lack of plan awareness. 2. weakness in the setting such as tensions and factional rivalry, selfish and corrupt motives of people who control the Panchayati Raj Institutions, paucity of funds and non-cooperation of masses in general. There was a negative correlation in the perceptions of the government officers and people's representatives on the causal factors of Panchayati Raj Institutions failure in achieving their goals. It was further revealed that both the representatives and government officers had a tendency to attribute the organisational failure and its causes to the practice and behaviour of one another.

Let us sum up the main conclusions now. The envisaged model of the management process in Panchayati Raj Institutions appears to be sound. However, there are severe distortions between the envisaged and actual processes with regard to planning and decision making, organisational structure, mobilising and activating the human resources and controlling. Lack of people's representatives in the planning and decision making process, particularly of the weaker sections, dominance of government officers over the people's representatives and centralisation of decision-making in the state officials have hampered the growth of values based on democracy, and distributive justice. The stereotyped vertical official hierarchies working parallel to each other distorted the envisaged structure of Panchayati Raj Institutions. The lack
of long-range financial planning ignoring the basic principles of financial management and the inability of Panchayati Raj institutions to have a managerial control over their financial resources have handicapped these institutions from gaining sound financial strength. Inadequate training provisions with little operational utility, task-oriented style of management and lack of motivational factors with regard to job-contents and job-context indicate the weaknesses in the management of human resources. The managerial control has lacked in proper reporting and ensuring the corrected performance.

This leads us to argue that our fundamental hypothesis around which this study was organised, stands out. The vulnerable links of the management system of Panchayati Raj institutions have been diagnosed. They must have contributed to the failure of the Panchayati Raj Institutions to perform the challenging task of rural development.