CHAPTER I

Introductory

Social scientists and managers of the Indian economy have been seized of the enormous problem of development of its rural sector consisting of nearly 440 million people living in six lakh villages, a large part of which have continued to live in sordid socio-economic conditions. This study also emanates from the concern of promoting rural development. It is a critical look from the viewpoint of modern management principles and techniques, at the Panchayati Raj Institutions which are assigned a very crucial role to play in the planned effort for rural development. In order to have a reasonable depth, we limit the scope of this enquiry and thus the empirical observations to the state of Uttar Pradesh.

I. Approaches for Rural Development

Various approaches (see 26, 29) have been envisaged and experimented in the field of rural development. First, there is an approach covering a wide range of community development programmes. They are mainly oriented for the development of agriculture and allied activities such as animal husbandry, minor irrigation, plant protection, co-operative societies, construction of village roads, sanitation and similar other things. Secondly, there is Target Group Approach covering national programme of minimum needs and Revised Minimum Needs programme,
It is Area Development Agency, Brought Prone and Hill Area Development Agency and so on. Fourthly, there is Multi-Level district planning approach, covering intensive agricultural district programme, High-Yielding Variety Programme, Small Farmers Development Agency, and Marginal Farmers and Agricultural Labourers Development Agency. Lastly, there is Integrated Rural Development Approach which is essentially a refinement over all other approaches mentioned above.

Integrated Rural Development has been defined by social scientists and planners in various ways. Subramaniam (see 30) has called it as a strategy based on full employment of labour and physical resources through a scientific approach and temper. Rao (see 27) has defined Integrated Rural Development as a package programme including co-operative actions on the part of small farmers, creation of infra-structural facilities in village, diversification of agriculture and setting up of rural industries and markets, employment of local people, functional literacy, and co-ordination of area development programmes of district, state and national levels.

The basic premises emanating from the Integrated Rural Development Approach are: the development of an area and the development of people in terms of quality of living and attitudes (see 12). These two basic
premises were the guiding principles of the Community Development Movement. People's participation and local leadership in addition to the infrastructure provided by the government were considered integral part of this approach (See 18, 27). This was consistent with literature on development which suggests that mere provision of economic factors is not enough to spark the process of development unless supplemented by the non-economic factors conducive to development such as socio-political institutions, cultural values or attitude towards life and work (See 1, 23, 25).

II. Panchayati Raj Institutions: The Strategy and Tasks

Panchayati Raj which was introduced in 1957 (See 13), in the wake of Community Development Movement, is interpreted in various, though not mutually exclusive ways, viz., a means of achieving community development, an extension of democracy down to village level, an extension of administration to village level, and an attempt to decentralise the political power along with the economic power and wealth etc. (See 2). It has been accepted as a system intended to transform the socio-economic conditions of the countryside through a decentralised democratic process. The local authorities, viz., the Gram Panchayats, Panchayat Samitis, and Zila Parishads constituted through people's representatives and a team of experts having technical knowledge of formulation and execution at village, block and district level are designated Panchayati Raj Institutions.
It was envisaged that the Panchayati Raj Institutions would evoke the sense of local leadership, initiative and plan-awareness in the rural masses so that they might themselves formulate and implement their development programmes. Ray (See 5) lists the broad objectives of Panchayati Raj as follows:

1. Providing broad base to democracy by striving to achieve the cherished ideal of village-self government.

2. Affording the much needed training ground for future leadership.

3. Creating an awareness and initiative in the rural people about the Community development programmes.

4. Proper utilisation of the available man power and other rural resources which have mostly remained under-exploited and unutilised.

5. Developing a sense of community feeling and self-reliance in the villages.

6. Helping the weaker sections of the community to participate in the management of rural affairs.

7. Bringing rural-consciousness among the officials and impressing upon them the utility of coordinated and integrated approach to various development programmes.

8. Ensuring quicker acceptance of the new ideas in the countryside.
9. Planning an overall balanced development of the rural areas and thereby raising the standard of living of rural people.

III. The Fundamental Hypothesis

It was envisaged that the attainment of the above-stated objectives would enable rural development to gain a momentum. The Panchayati Raj Institutions were, thus, assigned a very crucial role in the process of rural development. However, the general opinion of the observers of the working of these institutions is that the objectives of Panchayati Raj and, thereby, satisfactory rural development could not be achieved.

The success or failure of any organization depends, *inter alia*, on the ability of its management. Therefore, it may be hypothesized that a main cause of the rather dismal picture of the planned development efforts for rural areas is that Panchayati Raj Institutions failed to function on the rational management principles and that well-known norms of management were ignored while planning, organizing, operating and controlling the Panchayati Raj in the country. This is the fundamental hypothesis around which the present enquiry is conducted.

IV. The Need for and Scope of Study

Drucker (see 7, p. 807) writes, "In this century society has become a society of organizations. Every major
social task in this society is being performed in and through large managed institutions ... and ... management is the organ through which the institutions of the society of organisations can be made to function and to perform their mission." Panchayati Raj Institutions are such organs of such a society, charged with some significant social functions as we have mentioned earlier. Management is the most important organ of Panchayati Raj Institutions. Management, therefore, has a functional relationship with the attainment of the objectives of the Panchayati Raj which in turn have a functional relationship with the Integrated Rural Development.

We have concentrated our study on the process of management involving planning, organising, motivating and controlling functions. Planning involves setting up of goals and objectives for the organisation and developing a 'work-map' showing how these goals are to be accomplished. The next stage of the process of management is organising. This involves bringing together of the resources of the organisation to accomplish the goals. Alongwith planning and organising, motivating plays a large part in determining the levels of performance of employees which, in turn, influences how well the institutional goals will be met. Motivating is sometimes including as part of communicating and leading. Controlling involves feed back of results and

1. There is a plenty of standard literature on various concepts of management and on functions of management. See for example Andrews (See 3), Hugo (See 15), Thomas (See 31) and Terry (See 32).
follow-up to compare accomplishment with plans and to make appropriate adjustments where outcomes have deviated from expectations (see 17, p. 6). All these functions are interrelated and at any one time, one or more may be of primary importance. This is illustrated in Figure 1.

Figure 1: Interrelationship of Managerial Functions

The efficient and effective managerial performance requires a high degree of technical, human and conceptual skills (see 19). Technical skill includes the ability to use the knowledge of methods and techniques. This knowledge is acquired from education, training and experience. Human skill involves ability of judgement in working with and through people as also the knowledge of motivation and leadership. The conceptual skill involves ability to understand the complexities of the overall organisation and self and mutual role perceptions.

The process of management as outlined in the preceding paragraphs, does not appear to have attracted the concern of those who have been holding various positions in the Panchayati Raj Institutions.
Panandikar (see 26, p. 70) writes, "The inadequacies in the organisation, staffing and developing a managerial system capable of programme implementation can be said to be impending factors which further came up with the problems of devising appropriate techniques to translate broad policies into specific goals, targets and projects."

The state level Committees appointed by the Government of Uttar Pradesh are mainly: Study Group on Orientation Training of Non-official Members of Block Development Committees (1962), Study Group on Panchayat Election of 1961 in U.P. - A Quantitative Evaluation of People's Participation (1964), Study Team on Panchayati Raj (1965), and Study Team on Panchayati Raj Resources (1965).

These Committees enquired into the pace of training progress and its effectiveness, motives and values of pradhans and panchayat members seeking elections, main reasons for the conflicts between the officials and non-officials of Panchayati Raj Institutions and the financial resources placed at their disposal. A lot of work based on researches and empirical studies has, from time to time added to the oceanic volume of literature on Panchayati Raj, sponsored by institutions like National Institute of Community Development (Hyderabad), Indian Institute of Public Administration (New Delhi) and All India Panchayat Parishad etc. The work has highlighted the organisational issues, tensions and dysfunctionalities existent in the Panchayati Raj Institutions in the context of rural development administration. Some of the main contributors on the subject are Chaturvedi (See 4), Noy (See 5, 6), Mukhoshi (See 8), Nube (See 9), Bussinger (See 10, 11), Gaikwad (See 14), Haldipur (See 16), Jain (See 18), Maddick (See 20), Mathur (See 21, 22), Narain (See 24), Panandikar (See 26) and many others.
Although the authors as stated above have made vital contributions in the area of Panchayati Raj, yet the review of existing literature on the subject reveals that there is little rigorous and systematic work on Panchayati Raj Institutions with main focus on the process of management. The present empirical study is an attempt to fill in this research gap.

The focal points of the study of the process of management are the people who manage the Panchayati Raj Institutions. We will rather liberally use the term 'manager' to include the government officers (Additional District Magistrate (Development)/ District Development officer, Block Development officer, Assistant Development officer etc.) and the people's representatives (Gram Pradhans, M.L.A., and M.P. etc.) who are responsible for taking decisions and implementing them on behalf of the Panchayati Raj Institutions. We will examine the various aspects of the management of Panchayati Raj Institutions in terms of the efficiency and efficacy of these managers with special reference to implementation of the programmes of rural development in the given socio-economic and cultural environment of the State of Uttar Pradesh.

V. Scheme of Presentation:

In order to facilitate the examination of Panchayati Raj Institutions as they were at the time of study, we retrospect into the origin and the evolutionary process
through which the present shape of Panchayati Raj in U.P. has emerged. This is done in Chapter II.

Chapter III is aimed at outlining the socio-economic background of the government officers and people's representatives who manage the Panchayati Raj Institutions.

Chapter IV is devoted to delineating the envisaged modal of planning and decision making in Panchayati Raj Institutions and comparing the same with the actual practice of planning and decision making.

Chapter V attempts to chart out the organisational structure of Panchayati Raj Institutions in U.P., the various hierarchies involved in the structure and the emergent problems. It also seeks to analyse how the managers of panchayati Raj Institutions perceive their self roles and reciprocal roles in the process of interacting with each other.

Chapter VI seeks to examine the financial management aspect of Panchayati Raj Institutions. First part of this chapter deals with budgeting, various sources of income to the units of Panchayati Raj Institutions and the actual expenditure on various alternatives with special emphasis on the extent to which funds are utilised for rural development. We also examine the issue of financial inadequacy on the basis of the views of the managers of Panchayati Raj Institutions. The second part of this chapter deals with the financial control systems and their effectiveness.
Chapter VII is a description of the modes through which the various human components enter the organisation of Panchayati Raj Institutions. It also examines the quantitative and qualitative aspects of the training provided to Panchayati Raj personnel. We evaluate the prevalent management style and investigate into the motivating and demotivating factors present in the Panchayati Raj Institutions on the basis of information elicited from the respondents.

Chapter VIII is aimed at outlining the various controls, as prescribed and practised in the Panchayati Raj Institutions and fitting them in the framework of managerial control with a view to finding out the deviations if any. The chapter also examines the performance of Panchayati Raj Institutions on the basis of reported data as well as the evaluation made by the managers.

Chapter IX presents the summary and conclusions.

VI. The Sampling Design and Method of Collecting Data

We selected a simple random sample of six districts of Uttar Pradesh (approximately ten per cent of the total number of districts) for the purpose of our study. From each selected district one development-block was selected at random. Thus, the study covered six zila parishads and six panchayat samitis representing the selected districts and blocks respectively. These are as follows:
<table>
<thead>
<tr>
<th>District</th>
<th>Blocks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Moradabad</td>
<td>Joya</td>
</tr>
<tr>
<td>Agra</td>
<td>/Mohammadpur</td>
</tr>
<tr>
<td>Meerut</td>
<td>/Rajpura</td>
</tr>
<tr>
<td>Agra</td>
<td>/Baroli Ahir</td>
</tr>
<tr>
<td>Lucknow</td>
<td>/Malihaad</td>
</tr>
<tr>
<td>Behraich</td>
<td>/Balaha</td>
</tr>
</tbody>
</table>

At the village level approximately one tenth number of Geon Sabhas were selected as simple random sample from the list of Geon Sabhas maintained in the office of each of the selected Kshetra sanction. The following table gives the blockwise distribution of the Geon Sabhas selected in the sample:

### Table VI - 1.1: Blockwise Distribution of Geon Sabhas

<table>
<thead>
<tr>
<th>Block</th>
<th>Total Number of Geon Sabhas</th>
<th>No. of Selected Geon Sabhas</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Joya</td>
<td>130</td>
<td>13</td>
</tr>
<tr>
<td>2. Mohammadpur Deomal</td>
<td>117</td>
<td>12</td>
</tr>
<tr>
<td>3. Rajpura</td>
<td>53</td>
<td>6</td>
</tr>
<tr>
<td>4. Baroli Ahir</td>
<td>73</td>
<td>8</td>
</tr>
<tr>
<td>5. Malihaad</td>
<td>74</td>
<td>8</td>
</tr>
<tr>
<td>6. Balaha</td>
<td>63</td>
<td>7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>510</td>
<td>54</td>
</tr>
</tbody>
</table>
The secondary and primary data were collected as follows:

a) Secondary Data: The secondary data were collected from the Annual Reports and other publications of Panchayat Raj Department, the Annual Report of Rural Development Department of U.P. Government, Lucknow, the Annual Reports and Budget-Estimates of Zila Parishads, Quarterly Progress Reports of Kahtra Samitis and other unpublished documents of concerned units of Panchayati Raj Institutions. The various Committee Reports and literature on the subject were also used as sources of secondary data.

b) Primary Data:

1. Selection of Respondents:

Our respondents belonged to both the classes of managers of Panchayati Raj Institutions, viz., the Government officers and the people's representatives who were placed on the management of Panchayati Raj Institutions. The People's representatives included Gram Pradhans at the block level and M.L.A.s, M.P.s, and some state nominees at the district level. Among the Government officers were included Additional District Magistrate (Development)/District Development officer, Atirikta Mukhya Adhikari, Zila Parishad, all Heads of the district development departments, and Statistics/Economic

2. Development Departments include Co-operative, Livestock, Agriculture, Plant Protection Rural Engineering, Minor Irrigation and Panchayat Raj.
Department, located in the sample districts and the A.D.0s of the sample blocks. The distribution of respondents according to district and blocks is as follows:

<table>
<thead>
<tr>
<th>Sample District/Block</th>
<th>Government Officers</th>
<th>People's Representatives</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>District Block</td>
<td>District Block</td>
<td></td>
</tr>
<tr>
<td>Moradabad/joya</td>
<td>8</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Bijapur/Bijapur</td>
<td>8</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Ayra/Ahrai</td>
<td>8</td>
<td>7</td>
<td>9</td>
</tr>
<tr>
<td>Lucknow/Malihabad</td>
<td>9</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Bhiwadi/Balaha</td>
<td>9</td>
<td>6</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>51</td>
<td>46</td>
<td>58</td>
</tr>
</tbody>
</table>

In addition to the above respondents holding managerial positions in the sample Panchayati Raj Institutions, 63 clerks were selected at random, representing all district and block level offices, for the purpose of comparative study of human components of Panchayati Raj Institutions.

3. The Government officers at block level were less in number because some posts of A.D.0s were not filled in or not created. The variation in the number of respondents district wise/block wise is due to the fact that all development departments were not established at all sample places.
II. Methods of Eliciting Information From Respondents

The primary data were collected from the respondents on the basis of detailed schedules filled either by the respondents or by the author himself. In order to facilitate the respondents, the Interview Schedules for Government officers were prepared in English while the same for people's representatives were in Hindi. The clerks working in sample Zila Parishads and Kahatra Samitis and various district development departments were interviewed with a separate schedule for collecting data on the environment which Panchayati Raj Institutions offer them conducive or climical to motivation. We began our field work in the sampled districts and blocks in September 1978 and completed it in February 1979.

VII. Methods of Analysis of Data

The discussion proceeds in terms of systematic description of facts and their analysis in theoretical frameworks derived from the relevant literature on management. Simple tools of statistical analysis like average, index numbers, rank correlations, and tests of significance such as 't' test, $\chi^2$ test and analysis of variance have been used whenever it was thought that they would improve the presentation and sharpen the analysis.

VIII. Limitations

In addition to the well known, yet unavoidable, limitations which the sampling procedure of the type followed here, this study suffers from two other limitations.
(1) First is the error due to lack of uniformity in the published reports and incompleteness of the records at various units of Panchayati Raj Institutions in the sample to collect the information. These units are given below:

1. **Zila Parishad:** (a) Meerut Zila Parishad did not maintain the Annual Reports and Budget Estimates for the period of 12 years (1962-63 to 1973-74). Nor did the Reports, as maintained, contain all the enclosures required for by higher authorities such as Tax-Assessment, Collection and Arrears, and a Resume on the Rural Development of the district. (b) The Bijnor Zila Parishad stopped preparing Annual Report after 1969-70 in spite of reminders from the Commissioner of Division. (c) The Behraich Zila Parishad did not maintain the Annual Reports and Budget Estimates for the period before 1971-72.

2. At the Rajpura Kshetra Samiti office of the Meerut district, no systematic records were maintained by the persons concerned as regards grants received on development and non-development items. The Accountant did not maintain the Register showing receipts and expenditure of grants received at the Kshetra Samitis.

3. **The Minute Books** maintained at all the Zila Parishads and Kshetra Samitis were incomplete and not up-to-date. They lacked the details of discussions by the members participating in the meetings.
(ii) The second limitation is related to the criteria for evaluation of performance of various functionaries. The data given in the records were taken to be true on their face value. The opinions and claims of the respondents were taken to be true. There may be an error in our evaluation to the extent, there is deviation between recorded or claimed performance and the actual performance.

The generalisations and conclusions from this study are claimed to be valid for Uttar Pradesh only. However, many of them could be taken as hypotheses to be tested in the broad Indian context.
References


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