

A STUDY OF THE ROLE OF PANCHAYAT SAMITI IN AGRICULTURAL  
DEVELOPMENT PROGRAMMES IN THE BLOCKS IN DELHI TERRITORY

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CERTIFICATE

This is to certify that this Thesis entitled "A study of the role of Panchayat Samiti in agricultural development programmes in the Blocks in Delhi territory" submitted in partial fulfilment for the award of the degree of Master of Science in Agricultural Extension is a record of bonafide research work carried out by Shri G.T. Nair under my guidance and supervision. No part of this thesis has been submitted for any other degree or diploma. It is further certified that such help or source of information as has been availed of during the course of investigation has been duly acknowledged by him.

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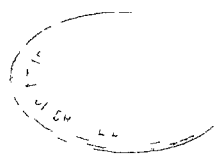
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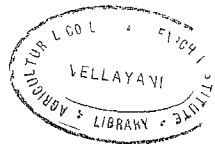
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## Chapter I

### INTRODUCTION

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## INTRODUCTION

The salvation of the people of India depends, as emphasised in the successive Five Year Plans, on a rapid economic transformation. For a country like ours, where 82% of the people live in rural areas this transformation requires first of all a change in the rural economy, especially in the agricultural sector. It is this realisation of the importance of the rejuvenation and recasting of the agricultural sector of our economy that resulted in the launching of the Community Development Movement and the National Extension Service and subsequently the establishment of Panchayati-Raj as the ultimate fruition of the doctrine of popular participation in development activities. As a political concept Panchayati Raj aims at widening the area of people's participation, autonomy and authority through the dispersion and devolution of powers to people's representative organizations from top levels to lower levels in all the triple dimensions of political decision-making, financial control and administrative management with the least interference and control from higher levels. Administratively this has necessitated the creation within the district of a hierarchy of local self government bodies with a wide range of duties and powers as well as financial resources. Of these local self government bodies the Panchayat Samitis at Block level occupy the principal and pivotal position within the district as the executive agencies for planning and implementation of development programmes. In this context, their role in the formulation and execution of agricultural development programmes assumes crucial importance for the success of the Five Year plans and ultimately the economic development of the Nation.



### The genesis of Panchayat Samiti

The Community Development programme, which aimed at the over-all socio-economic development of the rural people had its birth in India in the year 1952. A new administrative organisation came into being and Blocks were created as administrative units for all development works with necessary executive and technical machinery and adequate resources at their disposal. The role of Government in this programme was only to be that of advisor and guide. The programme had to be implemented by the people. For the success of the programme, peoples' representatives had to be brought in and made fully responsible for drawing up and executing plans and programmes for their welfare. The decision to constitute a democratic institution at the Block level is a natural result of this idea. From the very beginning of the Community Development programme the government have arranged to have a democratic institution at the Block level which was then called as the Block Advisory Committee. In these Committees representatives of the people of the Block area, who were nominated by the Government, were associated. It was purely an advisory body and possessed no executive functions. Its aims were to advise the planning and execution of Community Development programmes and to help in enlisting popular support and participation. But in most cases these Committees acted as mere rubber stamps. They had little realistic knowledge of what their new role was and their performance was not up to the mark. Hence the Conference of Development Commissioners held at Ootacamund in May 1954 decided to make these Committees more effective, by giving members opportunities to see the programmes and comment on it freely in the

meetings. Besides, Members of Parliament, Members of Legislative Assembly in a Block and the Presidents of Panchayats or members elected by them were also made members of these Advisory Committees.

A close examination of the working of these Committees at this juncture revealed that the members were not taking active interest in the development programmes. It was not because that they were not competent to do so but it was because that they felt that they were only an Advisory Committee and their advice might or might not be respected. If they had to share the growing responsibilities they should have statutory responsibilities. So the Conference of Development Commissioners at Mount Abu in 1958 decided the Block Advisory Committees to be upgraded into Block Development Committees. The decisions of these Committees were made binding and could only be altered by the State Government. The change in the name of the Committees was to give the necessary emphasis on their role in the development programmes.

A mutation has taken place with the acceptance of the Balwantraj Mehta Committee Report. The most important of the historic recommendations of the Committee was 'democratic decentralisation'. The Committee was of the definite opinion that the time has arrived in India when the Government of India and the State Governments must repose greater faith and trust in the people for their own welfare. They suggested three units of administration in the district for the purpose of development. They are the Panchayats at Village level, the Panchayat Samiti at Block level and the Zila Parishad at the District level. The Panchayat Samiti which constitutes the middle-tier of the Scheme

is the pivotal institution of the system as the executive agency for the development programmes at Block level. The presidents of Village Panchayat in the Block area would constitute the Block Panchayat Samiti. It would also include Members of Parliament, Members of Legislative Assembly of the area and co-opted members of representatives of co-operatives, women and other special interests not represented in the Samiti. The idea was that the Panchayat Samiti should have the fullest representation of all the elements that constitute the population within the Block.

To Rajasthan goes the credit of being the pioneer in launching the new pattern of administration on an all-State basis. Soon the other States followed. The State Governments have now made the Block Panchayat Samitis responsible for the planning and implementation of development programmes at Block level. Their functions will cover the development of agriculture, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. They shall also act as agents of the State Government in executing special schemes of development entrusted to them. Thus this new democratic institution, with great responsibilities and powers came into being, and brought about a revolutionary change in the outlook of the whole Community Development Programme and the involvement of the people.

In Delhi territory the Block Panchayat Samitis were formed as per the executive orders of Delhi Administration.<sup>1</sup> There is no Act providing for the creation of this institution. The main power and functions delegated to these Samitis as per the executive order are to advise the Administration on development Schemes, preparation and execution of development plans, approval of panchayat budgets, co-ordination of plans covering more than one panchayat sanction and disbursement of such loans and grants as may be placed at the disposal of the Samitis and any other function which may be assigned by the administration. The Panchayat Samitis in Delhi territory with the above powers and functions came into being from the 1st of March 1961.

#### Need for the Study ✓

In the Third Five Year Plan the tasks to be accomplished in the field of agriculture are of formidable dimensions. Agricultural production has to be raised by 30% and large programmes of minor irrigation, soil conservation, application of fertilizer, use of improved seed and development of local manurial resources have to be carried out in the Blocks. The success of the Panchayat Samitis, which are having the ultimate responsibility for development programmes at Block level, will thus be in their capacity to work out and execute plans to increase agricultural production in the Block area. However, many reports have expressed concern about

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1. Cf. Panchayati-Raj a Comparative Study of legislations. Ministry of Community Development and Co-operation, Govt. of India, 1962.

may have some general application to other areas but such attempts to generalise the findings must be made with due regard to the limitations outlined above.

### Concepts

1. Role<sup>1</sup> Role is defined as a set of expectations applied to an individual or a group of individuals who occupy a particular position in the structure of a social system.

2. Role expectation<sup>2</sup> is an evaluative standard applied to an incumbent of a position.

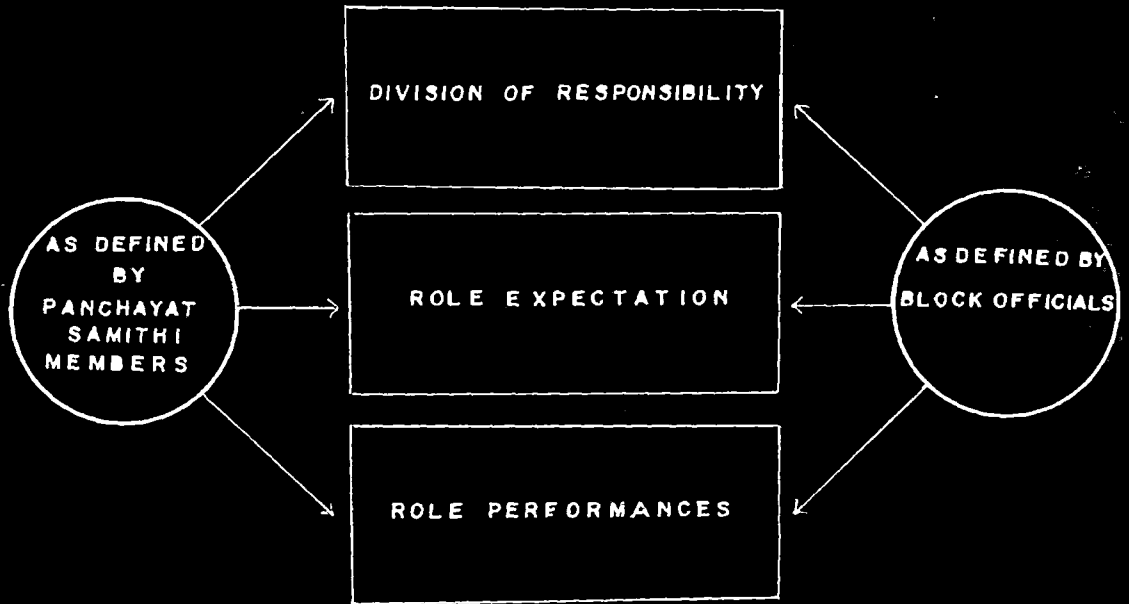
3. Role performance<sup>3</sup> is an actual performance of an incumbent of a position which can be referred to an expectation for an incumbent in that position.

4. Panchayat Samiti is the democratic institution at Block level which is responsible for development works of the Block and consists of Pradhans of Village Panchayats, Municipal Councillors of the Block area, Members of Parliament of the area, representatives of women and co-operative societies.

- 1 Bond L. Bible and Emory J. Brown. Role consensus and satisfaction of Extension Advisory Committee Members. Rural Sociology 28:1, p.81-90.
- 2 Neal Gross, Ward Mason and Alexander McEachern. Explorations in role analysis: Studies of the School Superintendency role, New York; John Wiley & Sons, Inc., 1952, p.
- 3 Ibid, p.

FIG.1.

ROLE OF PANCHAYAT SAMITHI



SCHEMATIC DIAGRAM SHOWING THE PANCHAYAT SAMITHI ROLE EXAMINED IN THE STUDY

The specific objectives of the study are:-

1. To study the composition of the Panchayat Samiti.
2. To study the Panchayat Samiti members' expectation of the role of the Samiti in planning and implementing agricultural development programmes.
3. To study the Block officials' expectation of the role of the Panchayat Samiti in planning and implementing agricultural development programmes.
4. To study the role performance of Panchayat Samiti in planning and implementing agricultural development programmes of the Block.

#### Scope of the Study

The investigation in this study was confined to only one area of the development programmes of the Block viz., agricultural development programmes. The role has been studied with respect to some selected agricultural development programmes only. Due to limitations in time and other resources the other areas of development, like Animal Husbandry, Health, education, rural industries etc., were not included in this study.

#### Limitations

This study was confined only to the five Panchayat Samitis of this territory. These Panchayat Samitis were constituted not as per any law but only by executive orders of the Delhi Administration. The functions and powers delegated to these Samitis are also less in comparison to the Samitis in other States where Panchayati-raj has been implemented. The findings of this study

the role played by the Panchayat Samitis in development works of the Blocks. There are indications that the present functioning of these Samitis are not reaching their full potential. This may be due to the fact that the Panchayat Samiti members may not be having a clear idea as to what their roles are in the development programmes. The Panchayat Samiti is a group in which the members pursue a course of collective thinking. But it may be possible that the different members may have different expectations as to the role of the Samiti. For the success of the working of these Samitis the members should not only have a clear understanding of what the role of the Samiti is but also there should be a high degree of consensus in their expectations of the role of the Samiti. To increase the efficiency of the working of these Samitis a clear idea of their present working with specific knowledge of the members' expectations of the role of the Samiti would be useful and fruitful. It is with this purpose in view that the present study was undertaken.

#### Objectives of the Study

The main purpose of this study is to investigate the role of Panchayat Samiti in planning and execution of agricultural development programmes as defined by the various categories of Panchayat Samiti members and officials at the Block level (Fig. 1).



## Chapter II

### REVIEW OF LITERATURE

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b. Review of role studies on County Extension Committees of U.S.A.	18

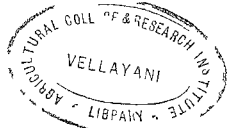
(a) Review of literature on Panchayat Samiti

In this the review of reports and recommendations of individuals and Committees pointing out many aspects of the working of the Panchayat Samiti from time to time, is presented.

The Second Evaluation Report (1955)<sup>1</sup> after reviewing the working of the Block Advisory Committees has recommended "In keeping with the emphasis on organized democratic action the only appropriate nucleus round which the Advisory Committees can be built up should be the executive committee of the corresponding territorial unit of local self government. This should be further strengthened by the addition of suitable official members, and co-opted or invited members from among legislators and the other categories of members who are now represented on the advisory bodies. It would be a good practice not to confine the presidentship of this Committee to the Collector, but to throw it open to the Chairman of local bodies concerned".

The evaluation report (1956)<sup>2</sup> has pointed out that the step taken in some projects of holding meeting in different parts of the project area instead of always at headquarters has helped to improve the interest of non-officials and also the functioning of these Committees. These compact bodies have shown greater interest in the work and have been more effective. The report stated that these Advisory Committees continued to be ineffective in large number of projects.

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- 1 The Second Evaluation Report on Working of Community Projects and N.E.S. Blocks 1956. Programme Evaluation Organization, Planning Commission, Govt. of India.
  - 2 Evaluation Report on working of Community Projects and N.E.S. Blocks 1956. Programme Evaluation Organization, Planning Commission, Govt. of India.



Wilson (1956)<sup>3</sup> after survey of the Community Development programme in India has stated that the Block Advisory Committees are very important institutions at Block level. He said that they can be used both for developing participation of the people and for bringing about the public opinion and understanding which are the basis for participation not only of people but also of legislators and leaders of public opinion. He further stated, "I was disappointed to be informed in some cases the Block Advisory Committee programme is not doing very well at present time".

Taylor (1956)<sup>4</sup> has stated in this report "I have tried to learn all I could about the operation of Block Advisory Committees. I have been told by Block Development Officers the same thing that the evaluation report mentions, namely, that attendance of non-official members of these Committees is not good. Much needs to be learned about the Constitution and use of local Advisory Committees. The findings of a detailed study of local Extension Advisory Committees in Puerto-Rico recently made also shows poor attendance of non-official members. My own observations in India and a number of other Countries lead me to the conclusion that the claim on the part of officials that they desire non-official advice in order to keep their programme democratic and down to the recognized needs of local areas, is often a doubtful claim. At least part of the cause of poor attendance of non-official members is the fact

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3 Wilson, M.L. 1956. Report of Survey of Community Development Programmes in India, Govt. of India.

4 Carl C. Taylor 1956. A critical analysis of Indian Community Development programme. Community Projects Administration, Govt. of India.

that some government servants would prefer to run the programme without "interference from outsiders". It is probably true that some persons seek membership on such Committees in order to enhance their social and sometimes their political standing. But it is equally true that the programme must be the concern of and needs the sympathetic understanding and help of public figures. In a democracy it is the bounden duty of such persons to accept and exercise responsibility on these Advisory Committees. I have visited with non-official members of such Committees in India who are deeply interested in Community Development and are diligent in discharging their accepted obligations in the planning and execution of programmes. I am convinced that if Advisory Committees are constituted of only these type of persons in local areas, they can very helpful in keeping it tied down to local needs".

The Evaluation Report (1957)<sup>5</sup> has pointed out that the Advisory Committees at Block and District level were not playing the role that was expected of them in the development programmes. The report stated that this was due partly to defective membership and partly to continuing reluctance of the official machinery to make full and positive use of the Advisory Committees.

The C.O.P.P. report (1957)<sup>6</sup> stated that the majority of the Block Development officers they interviewed were of the view that Block Advisory Committees provided a contact between official

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<sup>5</sup> Evaluation Report on working of Community Development and N.E.S. Blocks, 1957. Programme Evaluation Organization, Govt. of India.

<sup>6</sup> Report of the team for the study of Community Projects and N.E.S. 1957, Publication Division, Govt. of India.

that they are an agency for associating people at the planning level, and that they help in publicity and securing public co-operation. The disadvantages seemed to be the working of political factions within the Block Advisory Committee, the effort of some of the members to seek fulfilment of their sectional interest and the general ignorance of some of the members and the tendency of some to interfere in administration. The report pointed out that 92% of the official members felt that the Block Advisory Committees were useful in making plans of work of the Block and 75% of the non-official members felt that they were able to influence the decisions of the Committee. The report also stated that the Committee usually devoted time to review the progress of work, to consider allocations of budget proposals, to approve individual development schemes and recommending supplies of equipment and grant-in-aid to individual villages. As per the report the attendance varied from State to State and the average was 40% and the highest was 75%.

The Evaluation Report (1953)<sup>7</sup> pointed out that the size of the Committees varied from State to State. For example in a U.P. block it was 318 whereas in a Block in Kerala it was only 10. They have opined that the large size is not conducive for effective functioning of these Committees. The attendance of non-official members were as follows as per the report:

M.P. and M.L.'s.	20.0%
Representative of Panchayat	31.4%
Total (including others)	29.5%

<sup>7</sup> Evaluation report of working of Community Development and N.E.S. Blocks 1958. Programme Evaluation Organization, Govt. of India.

An analysis of the replies of non-officials as to why they did not attend the meetings showed that in a great majority of cases the reason was pre-occupation with other activities.

The Evaluation Report (1959)<sup>8</sup> stated "planning by the people at each level in relation to their area has yet to strike root". They pointed out that the non-official members of the local body did not play their proper role.

Evaluation Report (1960)<sup>9</sup> has pointed out that though considerable powers had been given to these Samitis, they were not being properly utilized. Most of the members did not take adequate interest in the development programmes and had a tendency to show favouritism. In some Blocks, the members seemed to be lukewarm, they left the framing of policies and other decisions to the officials. In some blocks the meetings were badly attended and had often to be adjourned for want of quorum. The proposals put up by the Block officials were generally accepted by the non-officials.

Vopa (1961)<sup>10</sup> stated that the benefits of the Samiti had been realised only in the few areas where the pattern of Panchayat Raj had worked well. He said in about 25% the Samitis worked well and in 20% there had been no appreciable good or bad results while

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<sup>8</sup> Evaluation report of working of Community Development and N.E.S. Blocks 1959. Programme Evaluation Organization, Govt. of India.

<sup>9</sup> Evaluation Report on the Working of Community Development and N.E.S. Blocks (1960), Programme Evaluation Organization, Govt. of India.

<sup>10</sup> Ram N. Vopa 1961. "The Panchayat Samiti", Kurukshetra /ug. 1961, p.10.

in the remaining the consequences had been positively harmful. According to him the failure of the Samiti to function effectively was due to the multiplicity of duties imposed on them.

The A.V.A.N.D. report (1961)<sup>11</sup> revealed that there was good deal of enthusiasm and activity amongst the Panchayat Samitis and their Standing Committees. The members were fully conscious of their privileges and powers. They found that the Panchayat Samitis were exercising full discretion in the selection of recipients for loans, and the members have taken interest in popularising improved agricultural practices. It was seen that where the officials were working in close co-operation with the non-official elements of the Panchayat Samiti distinctly better results were obtained as compared to the previous Block standard. But the Panchayat Samitis did not draw up their own plans on the basis of the local needs of the area. The Panchayat Samitis were merely functioning as disbursers of money for schemes operating in different village panchayat areas.

The A.V.A.N.D. report<sup>12</sup> on Andhra Pradesh has stated that the Panchayat Samitis have secured larger quantum of public contribution than could have been otherwise possible. They found that the Samitis have taken interest on agricultural side parti-

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11 Association of Voluntary Agencies for Rural Development (1961) "Report of a study team on Democratic Decentralization in Rajasthan".

12 Association of Voluntary Agencies for Rural Development (1961) "Report of a study team on democratic decentralisation in Andhra Pradesh".

cularly in the distribution of fertilizer. The Panchayat Samitis were exercising full discretion in the selection of recipients for loans and they have taken much interest in popularising agricultural practices.

Sharma (1963)<sup>13</sup> after a study of Block Development Committees in Bihar found that the modal age group of non-official members was 36 to 50. Most of them have studied upto Middle Standard and hail from middle and rich class families. He found that category of active members varied from 21 to 40 percent while the rest were dummy. Critics were in between 16 to 20 percent and self-seekers 51 to 75 percent. Constructive workers were only between 11 to 15 percent. He stated that the members were highly interested in distribution of loans and aids, construction of community works, selection of contractors for Schemes, and assistance in revenue matters which enhance their power and prestige in the Society. The basic items of development programmes like agricultural production, rural education etc., have been found to be relegated to the background. The Committees have shown little inclination or ability for planning and programme development and are judged to be suitable only for advisory function in respect of programme initiation, in realisation of loans and evaluating results of development activities. They were considered to be least competent for dealing with administration, supervision and for handling financial matters. He found that the non-official

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<sup>13</sup> Sharma T.L. "Organization and working of Block Development Committees with special reference to non-official members". Review of Extension Research, Vol.3, 1963. Division of Agri. Extension, Bihar Agri. College, Sabour, Bhagalpur, Bihar.



members did not appear to contact majority of the villagers for intimating them the decisions of the Block Development Committee, for educating and enthusing them about programmes and enlisting their participation in the planning and execution of the programme. They have not proved helpful at all to a majority of the villagers. He stressed the need for training the members at each Block level, providing incentive to members, delegation of power and authority to sanction schemes within locally developed plans without any restriction, constant vigilance and supervision of activities of the non-official members, periodical evaluation of their work and replacement of unsuitable members at the end of one year.

University of Rajasthan (1964)<sup>14</sup> after a study has brought the following facts. The association of M.L.As with the Panchayat has widened the political cleavages. At the Panchayat Samiti level the Pradhan is developing as a formidable rival to the M.L.A. The associate members did neither evince any keen interest in the activities of the institution nor did they make any significant contribution to their deliberations and working. The meetings of the Samiti have been regularly held and there was not a single case of lack of quorum. The attendance was usually higher than 50% of the membership. Though the discussions in the Panchayat Samiti meetings were free and frank and no attempt was made to deny a

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14 "Trend indications in Panchayati Raj. Summary of findings and Recommendations of an empirical enquiry in District of Rajasthan". Panchayati-Raj Research Project, Dept. of Economics and Public Administration, University of Rajasthan 1964 (cyclostyled).

chance to speak to any member yet, the main brunt of deliberations were carried on by the Pradhan and the Vikas Adhikari and half a dozen or so active members while the rest, especially women and scheduled caste were passive listeners for most of the time. The Panchayat Samitis were mainly working as "distribution centres" and in most cases their business was the distribution and location of funds, loans, subsidies or other goods to individuals and institutions. The Panchayat Samitis were not able to undertake sound agricultural planning, though schemes relating to Animal Husbandry have registered fair success.

Mathur (1964)<sup>15</sup> in his note presented at the Panchayati-Raj Seminar at Udaipur has pointed out that the Panchayat Samitis had been only formal agents of higher echelons of development administration. He pointed out that these Samitis have not been able to develop area plans of their own.

(b) Review of studies on role of County Extension Committee in U.S.A.

The County Extension Committees in U.S.A. are legally constituted local sponsoring groups for Extension work. Their functions are almost similar to that of Panchayat Samitis in agricultural development programmes. These studies indicate the importance of age, education, tenure etc, of the members of the Committee on their role expectation.

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<sup>15</sup> Mathur M.V. Deficiencies and difficulties in working of P.R. Seminar on fundamental problems of P.R. All India Panchayat Parishad, 1964, pp.99.

Fenley (1958)<sup>16</sup> has found that age variable involved in the largest number of significant differences, but education years of farming and type of member scored occasionally.

Forbes (1958)<sup>17</sup> has found that age and education make little difference in understanding of extension work. Members with longer tenure had more knowledge of functions. He also found that those who attended more meetings a year had better scores as do those who participate more in community activities.

Swanson (1958)<sup>18</sup> found that members who are better informed about their role are more apt to be (1) The faster respondent of the questionnaire (2) More active participants in community activities and previous extension educational programmes, (3) the better (longer) educated and (4) longer associated with and more active in the Council.

Sanders (1962)<sup>19</sup> among his many comparisons by participation levels has found positive relationship with socio-economic

16 Fenley, J.M. Role expectation of the County Agri. Executive Committee man in the New York State Extension Service. Thesis for Ph.D. Cornell University (Cf. Review of Extension Research, U.S.D.A. Extension Service Circular 521, 1959).

17 Forbes F.W. "Factors indicating Minnesota County Extension Committee Members' Understanding of their functions". Thesis for M.S. University of Wisconsin (Cf. Review of Extension Research, U.S.D.A. Extension Service Circular 521, 1959).

18 Swanson R. "The role of Iowa Extension Council Members and their understanding of their responsibilities". Thesis for M.S. University of Wisconsin, Madison (Cf. Review of Extension Research, U.S.D.A. Extension Service Circular No.521, 1959).

19 Sanders E.N. Participation of Rural Development Committees in sharp County, Arkansas. Thesis for M.S. University of Arkansas (Cf. Review of Extension Research, U.S.D.A. Circular 544, 1962)

status, organizational experience, training and knowledge of rural development programme. He found that members under 40 or over 50 years of age and those who have attended College and self-employed are more active participants.

Bible (1960)<sup>20</sup> found that agreement on role definitions was greater for Committeemen who (1) had opportunities for continued contacts with agents and other executive committee members, (2) had participated actively in executive committee meetings. Committee members who had served five or more years in the executive committee agreed more on role expectations than those who had served less time. Factors for which there was no evidence of a relationship with agreement on role definitions were age, education and gross farm income.

The review of literature presented above reveal that only very few empirical studies have been done on the various aspects of the Panchayat Samiti. In general the findings of the studies and also the reports indicate that in most cases the Panchayat Samitis did not function properly and have not produced the expected results.

The review of role studies on County Extension Committees of U.S.A. brings out the relationship of age, education, tenure etc. of the members of these Committees on their role perception and performance.

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<sup>20</sup> Bond L. Bible. "The Role of the Executive Committee member in the County Extension Organization in Pennsylvania". Pennsylvania State University, Bulletin No.665, 1960.

## Chapter III

### METHODOLOGY

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## METHODOLOGY

### I. Location of the Study

The Union territory of Delhi was the locale for the study. The investigation was confined to the Panchayat Samitis of the five Blocks of Delhi territory. The five blocks included in this investigation are as given below:

1. Alipur
2. Kanjhavala
3. Mehrauli
4. Najafgarh
5. Shahdara

### II. Categories of respondents

The following categories of members of the Panchayat Samitis were included as respondents in this study:

1. Pradhans of Village Panchayats
2. Municipal Councillors
3. Lady representatives
4. Co-operative representatives

There were only two Members of Parliament as members in all these five Panchayat Samitis. Since their number was below five they were not included as respondents in this study.

In addition to the above categories of members the Block Development Officers and Agricultural Extension Officers of all the five Blocks were included in this study.

### III. Sampling procedure

A complete list of members of all the five Panchayat Samitis were obtained from the Blocks. The membership of the five Panchayat Samitis was as follows:

**Table I**  
SHOWING MEMBERSHIP OF PANCHAYAT SAMITIS

Block	Pradhans	Municipal Councillors	Member of Parliament	Member of Panchayat	Ward representatives	Co-op. representatives
Alipur	48	4	1		1	1
Kanjhawala	49	6	2		1	1
Mehrauli	29	3	1		1	1
Najafgarh	62	5	2		1	1
Shahdara	37	2	1		1	1

(As per the table the total number of Municipal Councillors and Members of Parliament comes to 30 and 7 respectively. But there are only 12 Municipal Councillors and 2 Member of Parliament as members in all these five Samitis. This is due to the reason that one member is attending more than one Samiti).

From the above population samples were drawn as per the following procedure.

#### A. Sample of Pradhans

The total number of Pradhans in all the five Samitis was 215. Information on education, age, caste, land-holding and tenure in the Samiti of all the 215 Pradhans were obtained.

The important variables which have been found to have bearing on the role expectation of the member, as seen from similar studies in other countries, are their age, education and tenure in the Committee or Samiti. Of these the most important is the tenure of the members in the Panchayat Samiti. The longer the association of a member with the Panchayat Samiti the greater would be his appreciation of the role of the Samiti in development programmes. Such role appreciation could essentially be regarded as a learning process and those with lesser opportunities may have lesser know-

ledge regarding the Samiti role in developmental activities.

In the Panchayat Samitis studied there was a change in the membership of Pradhans due to the elections of village Panchayats. There were Pradhans who were elected for the second time and those who were elected for the first time. Therefore among the Pradhans there were two categories, those who were elected for the second time having more than four years of tenure in the Samiti and those who were new with less than an year of tenure in the Samiti.

On the basis of the tenure in the Panchayat Samiti the total number of Pradhans were classified into aforementioned two groups, forming two strata from which the ultimate samples were drawn at random. Because of the exploratory nature of the present study as well as the limitations of time and other resources it was felt better to have a small sample. The sample size was 35% of the total number of Pradhans divided equally between the two strata. Pradhans with less than one year of tenure hardly had any experience in the working of Panchayat Samitis at the time of this study. In order that worthwhile responses could be obtained from such respondents, it was considered extremely advisable to give enough weightage to this group in the sample. Such a decision rendered necessary as a result of protests led to equal weightage being given to both the strata, though the proportion of Pradhans with less tenure was more in the population. This stratified random sampling yielded a sample of 28 Pradhan with 4 years of tenure and 28 with less than one year of tenure.



The Pradhans thus selected had age and education as follows

Table II

AGE AND EDUCATION OF THE SELECTED PRADHANS

Category	Pradhans with 4 years of tenure	Pradhans with less than one year of tenure	Total
<u>Age</u>			
Upto 30	4	4	4
31 to 40	8	10	18
41 to 50	11	8	19
51 to 60	5	5	10
61 and above	4	1	5
<u>Education</u>			
Illiterate	3	4	7
Upto Primary	3	8	11
Middle	15	7	22
Matric	6	8	14
Above Matric	1	1	2

B. Sample of Municipal Councillors

Among the Municipal Councillors ten were selected at random and formed the second category of respondents.

C. Sample of Lady representatives

There was one lady representative in each of the five Panchayat Samitis. In total there were five lady representatives and all of them were included in the study as the third category of respondents.

D. Co-operative representatives

All the co-operative representatives of the five Panchayat Samitis were selected as the fourth category of respondents of the study. The total number of Co-operative representatives was five.

### E. Block Officials

The Block Development Officer and the Agricultural Extension Officer of all the five Blocks were selected and formed the fifth category of respondents.

In total the following number of respondents were selected from the different categories of the Samiti members and Block officials.

1. Pradhans with more than 4 years of tenure	26
2. Pradhans with less than one year of tenure	28
3. Lady representatives	5
4. Co-operative representatives	5
5. Municipal Councillors	10
6. Block Development Officers	5
7. Agricultural Extension Officers	5

### IV. Selection of Agricultural development programmes

Because of the exploratory nature of this study it was decided to select only a few most important agricultural programmes which are common to all the five Blocks. Information on all the agricultural programmes in all the five Blocks were obtained and from them the following programmes were selected for this study.

1. Improved seed
2. Fertilizer
3. Compost and green manure
4. Improved implements
5. Plant protection.

### V. Collection of data

The main technique employed for collection of data in this study was interview of the respondents with the help of a schedule. Supplementary information regarding attendance of the Samiti members in the Panchayat Samiti meetings was collected by studying the Block records on Panchayat Samiti.

### a) Schedule

Two separate schedules were developed for interviewing officials and non-officials. The reason for developing separate schedules was the basic differences in background and position between the officials and non-officials in the Panchayat Samiti. The schedule for non-official respondents was developed to secure from them their views regarding the size of the Samiti, powers of the Samiti, their attitudes towards the agricultural programmes, their expectations of the role of the Panchayat Samiti and their role performances in the selected agricultural programmes. The schedule for officials had all the questions except the questions to find the attitude towards the agricultural programmes. Before the field interviewing the schedules pre-tested and appropriate modifications made in the final schedule.

### b) Block records

This consisted of an examination of the Block records of the Panchayat Samiti from the point of view of the attendance of the members in the meetings of the Samiti.

## VI. Analysis

The data thus collected have been tabulated and analysed on the following aspects of the study:

- a. Composition of the Panchayat Samitis.
- b. Responses regarding size and powers of the Panchayat Samiti
- c. Attendance of members in the Samiti Meetings.
- d. Attitude of members towards the improved agricultural practices.

- e. Expectation of the division of responsibility in planning development programmes of the Block.
- f. Role expectation in planning development programmes.
- g. Role performance in planning development programmes.
- h. Expectation of the division of responsibility in programme execution.
- i. Role expectation in programme execution.
- j. Role performance in programme execution.

#### VII. Statistical tests

The differences of responses among the various categories of respondents were tested by chi-square using 2 x 2 table, 2 x n table, and m x n table.

Chapter IV

PRESENTATION OF DATA AND DISCUSSION

## PRESENTATION OF DATA AND DISCUSSION

This chapter is presented in two parts.

Part One deals with the characteristics of Panchayat Samiti members and their responses to questions of general nature. The data presented in this part are:

- I. Size of the Panchayat Samiti and the respondents' expectation regarding it.
- II. Characteristics of Samiti Members:
  - a. Age
  - b. Education
  - c. Land holding
  - d. Occupation
  - e. Caste
  - f. Tenure
  - g. Training
- III. Panchayat Samiti meetings and attendance of members in the meetings.
- IV. Expectation regarding powers of the Panchayat Samiti.
- V. Samiti members' opinion regarding the usefulness of improved agricultural practices.

In Part Two, the following details are presented:

- I. Programme planning:
  - a. Division of responsibility in planning
  - b. Role expectation in planning
  - c. Role performance in planning
- II. Programme execution:
  - a. Division of responsibility in programme execution
  - b. Role expectation in programme execution
  - c. Role performance in programme execution
- III. Responses regarding the overall participation of Panchayat Samiti in Block activities.

## Part I

### I. Size of the Panchayat Samiti

The main objective of any Committee or Samiti is to create a common idea which is the result of group thinking and which has arisen out of the interaction of minds. Relationships within the Committees are affected by its size. When the size of the Committee is large effective group thinking will be difficult and the relationship among the non-official members as well as the relation between the officials and non-official members is not expected to be close.

A wide range exists in the size of the five Panchayat Samiti of Delhi territory. The size of these five Panchayat Samitis as reflected by their membership varies from 32 to 71 as seen in the table III below.

Table III

SIZE OF THE PANCHAYAT SAMITIS IN DELHI TERRITORY

S.No.	Block	No. of members
1	Alipur	55
2	Konjhawala	59
3	Mohrauli	35
4	Najafgarh	71
5	Shahdara	32

This variation in the size of the Panchayat Samiti is mainly due to the varying number of village panchayat in each Block. As the non-official membership of the Panchayat Samiti is on the basis of one representative from each panchayat, the more the number of village Panchayats in a Block the larger will be the size of the Panchayat Samiti.

The Fifth Evaluation Report<sup>1</sup> has pointed out that the large size of the Committees is not conducive to the effective functioning of the Samitis. Some of the people associated with the implementation of the Panchayati-Raj Programme realise that the present size of the Samiti is large and needs to be reduced by 50%.<sup>2</sup> The C.O.O.P. Report<sup>3</sup> had also visualised a maximum strength of only 30 non-official members including 20 Panchayat representatives and 10 co-opted members for the Panchayat Samiti.

The respondents of this study were asked to indicate their views as to what should be the ideal size of the Panchayat Samiti. Almost all the non-official members responded that the present size of their Samiti is ideal. They were of the view that each village Panchayat should be represented in the Samiti. The official respondents favoured a smaller size for the Samiti. The responses are presented in table IV.

Table IV

Responses of Samiti Members and Block officials as to the ideal size of the Panchayat Samiti (in percentage)

Ideal size	Samiti members responses	Block officials responses
The present size of the Committee	98.5	10.0
10 to 20	-	20.0
20 to 30	1.5	50.0
30 to 40	-	20

1. Evaluation Report of Working of Community Development and N.E.S. Blocks. Programme Evaluation Organization, Govt. of India, 1958.
2. Mehta B. "Panchayat Samiti at Block level as the basic Unit of Panchayati Raj. Indian Journal of Public Administration, Oct-Dec. 1962, p.476-77.
3. Report of the team for the study of Community Projects and N.E.S. Committee on plan projects -1957.



As expressed by officials between 20 and 30 members appears to be optimal in creating a close relationship and understanding among the Samiti members as well as between the officials and non-officials.

## II. Characteristics of Samiti Members

A Committee or Samiti which is entrusted with the responsibility of rural development activities should include a cross-section of the population of the area. The interest of all groups for whom the Samiti is working should be represented in the Samiti. Only such a Samiti can plan and implement development programmes which will meet the felt-needs of the different sections of the population. The characteristics of the Samiti members with respect to their age, education, land holding, caste and tenure in the Samiti are presented below.

### a. Age

Table V shows the age of the members:-

Table V

AGE OF PANCHAYAT SAMITI MEMBERS (in percentage)

Age	Pradhans	Municipal Councillors	Lady Representatives	Co-operative representatives
Upto 30	11.63	-	-	-
31 to 40	31.16	20.0	40.0	20.0
41 to 50	33.03	50.0	60.0	60.0
51 to 60	18.60	30.0	-	20.0
61 or above	5.58	-	-	-

Table V above indicates that as much as 64% of the Pradhans

70% of the Councillors, all the lady representatives and 80% of co-operative representatives belonged to the age group of 31 to 50. A small fraction came in the age group 51 -60. Members below 30 and above 60 years of age were very few. This reveals that young people below 30 are not well represented in the Panchayat Samiti.

### b. Education

The educational status of the Samiti members are presented in table VI.

Table VI  
CLASSIFICATION OF SAMITI MEMBERS ACCORDING TO THEIR  
EDUCATION (in percentage)

Education	Pradhans	Municipal Councillors	Lady representatives	Co-operative representatives
Illiterate	8.3	-	100.0	-
Upto primary	49.3	-	-	-
Primary to Matric	41.0	80.0	-	80.0
Above Matric	1.4	20.0	-	20.0

The above table reveals that as much as 57% of the Pradhans are below primary level of education. The lady representatives had no school education. A majority of co-operative representatives and Municipal Councillors had upto matric or higher level of education.

### c. Land holding

Land holding is one of the indications of the economic status of the members. Table VII shows the land holding of the Samiti members.

Table VII

CLASSIFICATION OF MEMBERS ACCORDING TO THE LAND HOLDING  
(in percentage)

Land holding	Pradhan	Municipal Councillors	Wady representative	Co-operative representative
Upto 5 acres	10.8	-	-	-
5 to 10 acres	29.9	10.0	20.0	60.0
10 to 15 acres	15.8	20.0	20.0	20.0
Above 15 acres	45.1	60.0	-	20.0

Considerable variation in land holding was seen among the Committee members. 45% of the Pradhans and 60% Municipal Councillor were having land holding of more than 15 acres which is much higher than the average holding of the area. This reveals that majority of the members come from land owning classes.

### d. Occupation

Farming is the predominant occupation of Samiti members. Not less than 96% of them were engaged in farming. Only less than 6% stated that their main occupation is non-agricultural. Even the e members had land and were also engaged in cultivation. This reveals that the rural people who have occupation other than agriculture like artisans, labourers etc. are not represented in the Panchayat Samiti. Since majority of the members are agriculturists

and endowed with the knowledge of the problems and difficulties in the field of agriculture, they might take more interest in the Samiti activities in the field of agriculture.

### c. Caste

Out of the many social institutions existing in India, caste perhaps is the most significant one. The influence of caste on rural people is great. The caste of the representative will have a great bearing on the relationship between people and their representative. A study of the caste, especially of the Pradhans, will reveal the caste domination in the Samitis. The representation of caste in the five Panchayat Samitis is given in table VIII.

Table VIII

CLASSIFICATION OF PRADHANS ACCORDING TO THEIR CASTE

Caste	Blocks				
	Alipur	Kanjhawala	Mohrauli	Najafgarh	Shahdara
Jat	45.6	77.5	44.7	51.60	-
Gujar	4.3	-	37.9	-	74.0
Ahir	6.4	8.2	3.5	29.00	-
Brahmin	14.6	6.1	3.5	6.50	3.70
Rajpur	16.8	2.1	-	1.60	11.20
Muslim	2.1	-	6.9	-	3.70
Others (Tyagi, Saini, Jain, Harijan etc.)	10.3	6.1	3.5	11.30	7.40

Table VIII reveals that almost all the major castes of the Blocks are represented in the Panchayat Samiti. On the whole it can be stated that the representation of caste in the Panchayat Samitis are more or less in the same caste pattern as found in the rural area of the respective Blocks. In Kanjhawala Block the majority of the rural people are Jats and their representation in the Panchayat Samiti is 77.5. In Shahdara majority of rural people belong to Gujar and they are in majority in the Panchayat Samiti also.

#### F. Tenure of Samiti Members

Every time when the elections are held for Panchayat, Corporation and Parliament there will be a change in the individual composition of their Samitis. The major change will be due to the Panchayat elections as more than 82% of the members in all these Samitis are Panchayat Pradhans. Due to the Panchayat elections there was a major change in the membership of the Pradhans. All the members in other categories had more than 3 years of tenure in the Samiti at the time of the study. Table IX shows the tenure of Pradhans in the five Panchayat Samitis.

Table IX

CLASSIFICATION OF PRADHANS ACCORDING TO THEIR TENURE  
IN THE SAMITI

Blocks	More than four years of tenure	Only six non- the of tenure	Percentage having more than four years of tenure
Alipur	11	37	30.8
Kanjhawala	16	34	30.4
Mehrauli	12	17	41.4
Hajafgarh	14	48	22.6
Shahdara	0	18	29.6

The Pradhans having more than four years of tenure were those who were re-elected as Pradhans in the recent elections for a second term. In total 28.3% of the Pradhans were having more than four years of tenure at the time of this study.

### 3. Training

All those members who had more than four years of tenure in the Samiti have received training for a period of one week in Community Development and Panchayati-Raj. This trainings were specially organized for the Panchayat Samiti members to acquaint them with the working of the Community Development and Panchayati Raj and of their roles and responsibilities in the development activities of the Block. However, their representations in the Samitis is very small. For efficient working of the Samitis the recently elected members may also be imparted training in the working of Community Development and Panchayati-Raj.

### III. Panchayat Samiti meetings

In all the five Blocks the general practice is to have one meeting of the Panchayat Samiti on the same day of each month. These meetings are generally held at Block headquarters. In some months there were special meetings in addition to the regular one. For example in Alipur Block during the years of 1961, 1962 and 1963, there were 43 meetings of the Panchayat Samiti which works out an average of 14.3 per year.

When asked the question "How often the Samiti meetings are to be held," all the non-official members responded that the meetings are to be held once in a month. They were satisfied with the present number of meetings. Majority of the officials were also of the view that there should be one meeting each month. The responses regarding the frequency of meetings to be held are given in table X.

Table X

RESPONSE REGARDING THE FREQUENCY OF SAMITI MEETINGS (Percentage)

Frequency	Pradhans	Municipal Councilors	Lady representatives	Cooperative representatives	Officials
Once in a month	100.0	100.0	100.0	100.0	80.0
Once in two months	-	-	-	-	20.0

Getting together often gives Samiti members a better insight into the programme of the Block and also it will result in better relationship between the officials and non-officials and also among non-officials.

One of the most predominant indications which helps to throw some light on the members interest in Samiti activities is their attendance. It is quite evident that when a member of a Samiti has an active interest towards the Samiti activities, he will be the most prompt, the most punctual and the most eager to attend the meetings. Hence, it is of special interest to review the attendance of the members in the Samiti meetings.

The study revealed that in all the Blocks more than 50% of the members were present in almost all the meetings. In 62% the attendance was 72%.

The attendance of members in Alipur and Shahdara Blocks were studied in detail for the years 1961, 1962 and 1963. The results are presented in table XI.

Table XI

ATTENDANCE OF MEMBERS IN MEETINGS OF ALIPUR AND SHAHDARA BLOCKS FOR 1961, 1962 and 1963 (in percentage)

Categories of members	N	Percentage of meetings attended				
		Below 10	10-25	25-50	50-75	above 75
<b>Shahdara</b>						
Pradhans	26	-	-	11.5	38.5	50.0
Municipal Counc.	2	-	-	100.0	-	-
Members of Parl.	1	100.0	-	-	-	-
Lady rep.	1	-	-	-	-	100.0
Coop. rep.	1	-	-	-	100.0	-
<b>Alipur</b>						
Pradhans	45	4.4	-	8.9	35.6	51.1
Mun. Coun.	4	-	25.0	-	75.0	-
Members of Par.	1	-	100.0	-	-	-
Lady rep.	1	-	-	-	-	100.0
Coop. rep.	1	-	-	-	100.0	-



From the table it is seen that in both Alipur and Shahdara Blocks more than 84% of the Pradhans attended more than 50% of the meetings, out of which 50% had attended more than 75% of the meetings.

The Municipal Councillors attended less than 50% of the meetings in Shahdara while in Alipur 75% of them attended more than 50% of meetings. The lady representatives attended 82% of the meetings in Shahdara and 81.4% in Alipur. Co-operative representatives attended 66.6% of meetings in Shahdara and 53% in Alipur. In both the Samitis the attendance of Members of Parliament were poor. In Shahdara it was only 92% of the meetings while in Alipur they have attended 15% of the meetings.

The above figures indicate that majority of the Pradhans, representatives of women and representatives of co-operatives Societies attended more meetings of the Samiti as compared to the other categories of members.

When the members were asked to indicate the reason for their non-attendance in the meetings, most of them indicated that due to other works they were not able to attend the meetings.

#### IV. Powers of Panchayat Samiti

The powers and functions vested with the Panchayat Samitis of Delhi territory are much less when compared to other parts of the country where Panchayati-Raj has been implemented. The main powers and functions of the Panchayat Samiti in Delhi territory as per the executive order<sup>1</sup> constituting the Samiti are:

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1. Panchayati-Raj - a comparative study of legislations. Ministry of Community Development and Co-operation, Govt. of India, 1962, p.

- (1) To advise the administration on development schemes
- (2) Preparation and execution of development plans
- (3) Approval of Panchayat budgets, co-ordination of plans covering more than one Panchayat.
- (4) Sanction and disbursement of loans and grants as may be placed at the disposal of the Samiti.

The respondents were asked to indicate whether they think that the Panchayat Samiti is having enough powers to formulate and execute development programmes of the Block. The responses are presented in table XII.

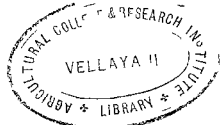
Table XII

RESPONSES REGARDING ADEQUACY OF POWER OF THE PANCHAYAT SAMITI TO FORMULATE AND EXECUTE DEVELOPMENT PLANS

Responses	Pradhan		Municipal Councilors	Lady representatives	Co-operative representatives
	4-year tenure	Less than one year tenure			
1. Have enough powers	46.4	80.3	20.0	60.0	40.0
2. Not enough	53.6	19.7	80.0	40.0	60.0

(Difference among the members responses significant at 0.05 level by chi-square)

The above table reveals that 53.6% of the Pradhans with more tenure in the Samiti were of the view that the present powers of the Panchayat Samiti are not adequate. 80% of the Municipal Councilors, 40% of lady representatives and 60% of co-operative representatives also stated that the Panchayat Samiti is not having enough powers. This indicates that majority of Samiti members with more tenure and who have enough working experience of the Samiti were unsatisfied with the powers the Samiti have at present.



However they have indicated the present powers in respect of sanctioning the loans are adequate. Most of the respondents in this category stated that they have only very little financial powers at present. They cannot spend without the formal approval from higher authorities and as such there is delay in the execution of their decisions. These members indicated that the Panchayat Samiti should be given more financial powers so that they can implement their decisions. These respondents have also indicated that the Samiti should have more power of administrative control of the development staff. Some of the members indicated that judicial powers, power to collect taxes etc., should be delegated to these Samitis.

On the contrary 89% of the respondent who have less tenure felt that the Panchayat Samiti is having sufficient powers at present to formulate and implement development programmes. These members did not had enough working experience as their tenure in the Samiti was only about six months at the time of the study and hence they were not well informed about the powers of the Panchayat Samiti.

Thus it can be concluded that the Samiti members who have more working experience were unsatisfied with the present powers delegated to the Samitis and they felt that more powers, especially financial and administrative, are to be delegated to the Samitis for effectively fulfilling their responsibilities.

The above responses of Samiti members belonging to different age groups are presented in table XIII.

Table XIII

## RESPONSES OF MEMBERS BELONGING TO DIFFERENT AGE GROUPS

Responses	Age		
	Upto 40	41 to 50	51 and above
Have enough powers	70.3	56.6	52.6
Not enough	30.7	43.4	47.4

(The difference in the responses among the various age groups not significant by chi-square).

The above responses of Scout members belonging to different educational levels are presented in table XIV.

Table XIV

## RESPONSES OF MEMBERS BELONGING TO DIFFERENT EDUCATIONAL GROUPS

Responses	Education		
	Illiterate	Below Matric	Matric and above
Have enough powers	75.0	55.5	54.0
Not enough	25.0	44.5	46.0

(Difference in the responses of members belonging to various levels not significant by chi-square).

Tables XIII and XIV reveal that age and education had no significant relationship with their responses.

But it may be noted that the more educated members had a clear understanding of the powers of the Panchayat Samiti than the less educated and illiterate members.

#### V. Opinion of Samiti members regarding the usefulness of improved practices in agriculture

Members' feeling towards a practice or a programme will have an important bearing on their role expectation. A member having a negative feeling towards a practice may advocate against such practices in the Block. He may not consider the formulation and implementation of such programmes as a role of the Samiti. The non-official respondents were asked whether they thought that the different improved agricultural practices would help in increasing agricultural production and whether they thought such practice should be popularised in the Block area. It was seen that those who felt that the practice will not help in increasing production indicated that such practice should not be popularised in the Block. But the percentage of such replies were very low as seen from table XV.

Table XV

RESPONSES OF MEMBERS AS TO THE USEFULNESS OF PRACTICES  
IN INCREASING AGRICULTURAL PRODUCTION

Practices	Responses	Pradhans (with 4 years tenure	Pradhans (with less than one year ten- ure	Municipal councilors	Lady rep- resenta- tive	Coopera- tive m- embers
Improved seeds	Favourable	100.0	100.0	100.0	100.0	100.0
	Against	-	-	-	-	-
Chemical fertilizer	Favourable	96.43	92.9	100.0	100.0	100.0
	Against	3.57	7.1	-	-	-
Compost and green manure	Favourable	100.0	100.0	100.0	100.0	100.0
	Against	-	-	-	-	-
Improved implements	Favourable	92.9	96.43	100.0	100.0	100.0
	Against	7.1	3.57	-	-	-
Plant Protection	Favourable	100.0	100.0	100.0	100.0	100.0
	Against	-	-	-	-	-

The data in the above table reveals that almost all members had favourable feeling towards the practices and felt that these practices should be popularised in the Block. All the members agreed that improved seeds of wheat, gram, bajra which are distributed from the Block are superior to the local ones and they have stated that they use these improved seeds in their own fields. As regards chemical fertilizers majority of

them agreed that they help in increasing production. But on further probe it was revealed that most of them use only nitrogenous fertilizers. Only very few stated that they use the other kinds of chemical fertilizers. The responses indicated favourable attitude towards the use of green manure crops like Dhaincha and sunhemp and also towards the use of compost. But only few stated that they produce compost and grow the green manure crops. However they were of the opinion that these practices should be popularised in the Block. Majority of the members indicated that they possess and use the improved implements.

As regards plant protection all of them agreed in its use for increasing production and majority of them stated that they have taken such measures whenever there was need. Most of them have used insecticides and chemicals for rat control etc.

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## Part II

### 1. Programme Planning

Formulation of development programmes is one of the most important functions entrusted with the Panchayat Samitis. The strength of any programme lies in the fact that it is planned and developed co-operatively by the people and the extension staff. The representatives of the people know their problems and they will be able to select solutions to overcome them. The programmes based on the decisions of the representatives of the people are more likely to be accepted by the people as it is geared to the needs and desires of the people.

#### a. Division of responsibility in programme planning

The representatives of the people, however, have to realise their responsibility in the programme planning if the plans are to be real and ideal.

With the intention to know whether the non-official members of these Samitis feel their responsibility in programme planning, the respondents were asked to indicate as to who is responsible for planning the programmes of the Block.

The responses are presented in table XVI.



Table XVI

## RESPONSES REGARDING THE DIVISION OF RESPONSIBILITY IN PROGRAMME PLANNING (in percentage)

Division of Responsibility	Pradhans (with 4 or more years of tenure)	Pradhans (with less than 4 years of tenure)	Municipal Councilors	Lady representatives	Co-operative representatives	Officials
a. Responsibility of Block staff	3.6	21.4	10.0	20.0	-	-
b. Responsibility of Panchayat Samiti	7.1	3.6	-	-	-	-
c. Responsibility of Block staff and Panchayat Samiti together	89.3	75.0	90.0	80.0	100.0	100.0

(No significant difference between the Committee members and agents responses).

The data in the above brings out that a great majority of the respondents in all categories considered planning as a joint responsibility of Block officials and Panchayat Samiti.

The above responses tabulated according to age and education of the non-official respondents are presented in table XVII and XVIII.

Table XVII

RESPONSES OF NON-OFFICIALS REGARDING DIVISION OF RESPONSIBILITY  
IN PROGRAMME PLANNING ACCORDING TO THEIR AGE (in percentage)

Division of responsibility	Age		
	Upto 40	40 to 50	Above 50
a. Responsibility of Block staff	18.5	6.7	10.5
b. Responsibility of Panchayat Samiti	3.7	-	10.5
c. Responsibility of Block officials and Panchayat Samiti	77.8	83.3	79.0

There was no significant difference in the responses among the various age groups of non-official members.

Table XVIII

RESPONSES OF NON-OFFICIAL MEMBERS REGARDING THE DIVISION  
OF RESPONSIBILITY IN PROGRAMME PLANNING ACCORDING TO  
THEIR EDUCATIONAL LEVEL (in percentage)

Division of responsibility	Education		
	Illiterate	Below Metric	Metric and above
a. Responsibility of officials	41.7	7.9	3.85
b. Responsibility of Panchayat Samiti	11.6	2.6	-
c. Responsibility of Block officials and Panchayat Samiti together	41.7	89.5	96.15

(Difference among the non-official Samiti members responses significant at 0.01 level by chi-square).

The above table indicates that there was significant difference among the different educational groups.

The non-official members who are educated expressed the opinion that programme planning is a joint responsibility of the Panchayat Samiti and Block staff. By joint responsibility, respondents meant that the members of the Panchayat Samiti and Block staff should study the local problems together, discuss them, fix priorities and also to decide what action to be taken with the help of the technical knowledge of the Block staff. They felt that realistic plans can be prepared only by co-operative effort of officials and non-officials. Majority of the members with no education vested the responsibility of planning with Block officials which could be attributed to their lack of understanding about programme planning.

#### b) Role expectations in programme planning

In planning the development programmes of the Block the Panchayat Samiti will have to play an important role. If the plans are to be idealistic the Samiti members will have to help in finding out problems of the area and also their solutions. These are the most important roles of the Panchayat Samiti in preparing any programme.

The role defines were asked to indicate their opinion about the role of the Panchayat Samiti in the preparation of programmes of the Block. The responses are presented in table XIX.

Table XIX

**EXPECTATION OF THE ROLE OF THE PANCHAYAT SAMITI IN  
PROGRAMME PLANNING (in percentage)**

Role expectation	Pradhan (with 4 for more year of tenure	Pradhan (with less than 1 year of tenure	Municipal Council of allors	Lady repre- senta- tives	Cooper- ative repre- senta- tives	Official
a. To collect local information	10.07	17.85	10.0	20.0	20.0	-
b. To point out problems	100.0	100.0	100.0	100.0	100.0	100.0
c. To decide what is to be done	100.0	85.68	100.0	80.0	100.0	90.0
d. Only to approve the plans prepared by Block Staff	-	-	-	-	-	-

The above table reveals that almost all the respondents both officials and non-officials felt that the Panchayat Samiti will have to help in pointing out the problems of the village and also to decide the nature of action. It is seen that none of the officials indicated collection of local information, which is required for preparation of plans, as a role of Panchayat Samiti. On questioning them further, they stated that such basic informations required for the preparation of plans have already been collected and are available with them. Further information when needed are being collected by the village level workers with the help of local leaders and villagers and as such they did not feel the need for the Samiti to help in collecting the basic data. The non-officials when similarly questioned, opined that such information will be collected by the village level workers.

None of the respondents agreed that the role of Panchayat Samiti is only to approve whatever plans made by the Block staff. This leads to conclusion that the non-official Samiti members have a clear understanding of their role in programme planning. In contrast to the non-official conception of the role of the Samiti, it was to some extent revealed that the Block officials took the present arrangements for collecting basic data too much for granted without adequately appreciating the contribution that the Samiti members could make in this connection.

#### b. Role performance in Programme Planning

The purpose of this analysis was to find out the views of the respondents as to their performance in programme planning. The respondents were asked to indicate what actually they do in the preparation of programmes in the Block. All the respondents indicated that they point out problems of the villages and also decide what action to be taken, in the Samiti meetings. There was complete agreement between officials and non-officials.

This reveals that the non-official members actively participate in the preparation of the development programmes of the Block.

## II. Programme Execution

The success of any programme depends on how the programme is implemented in the field. If the programmes are to succeed it is very important that those who have prepared the plans should feel the responsibility in implementing them. The participation of Panchayat Samiti members in the programme execution will be a deciding factor in the success of the programme.

a. Division of responsibility of programme execution

The respondents were asked to indicate as to who are responsible for implementation of the programmes in the fields of 1) improved seed; 2) fertilizer, 3) compost and green manure, 4) improved implements and 4) plant protection measures. The responses are presented in table XX.

Table XX  
RESPONSES REGARDING THE DIVISION OF RESPONSIBILITY  
IN PROGRAMME EXECUTION (in percentage)

Programme	Division of responsibility	Pradhans (with 4 or more years of tenure)	Pradhans (with less than 4 years of tenure)	Municipal Councils	Block representatives	Cooperative representatives	Official
Improved seeds	a) Block staff	28.56	64.26	30.0	40.0	20.0	29.
	b) Panchayat Samiti						
	c) Together	71.4	35.70	70.0	60.0	80.0	80.
Fertilizer	a) Block staff	25.0	64.26	30.0	40.0	20.0	20.
	b) Panch.Samiti						
	c) Together	75.0	35.70	70.0	60.0	80.0	80.
Compost & green manure	a) Block staff	28.56	67.73	50.0	40.0	20.0	20.
	b) Panch.Samiti						
	c) Together	71.44	32.17	70.0	60.0	80.0	80.
Improved implements	a) Block staff	25.00	64.26	30.0	40.0	20.0	20.
	b) Panch.Samiti						
	c) Together	75.00	35.70	70.0	60.0	80.0	80.
Plant Protection	a) Block staff	67.83	89.3	80.0	90.0	60.0	60.
	b) Panch.Samiti						
	c) Together	32.17	10.7	20.0	10.0	40.0	40.

(Difference between the two categories of Pradhans was significant at 0.01 level by chi-square. No significant difference among the other categories of respondents).

It can be seen from table XX that the responses in the area of improved seed, fertilizer compost and green manure were almost in the same pattern. As much as 75% of the Pradhans with more tenure in the Samiti were of the view that programme execution is a joint responsibility of officials and non-officials, except in the area of plant protection. But about 65% of the Pradhans and who have only six months tenure in the Samiti considered programme execution as a responsibility of Block staff. Majority of the other categories also responded that programme execution is a joint responsibility. But in the case of plant protection almost all the respondents were of the opinion that it is the responsibility of the Block staff.

This may be due to the fact that execution of plant protection programmes requires more technical knowledge, in preparation of fungicides and insecticides and in handling the equipments. This leads to conclusion that in the programmes which are of more technical nature, the expectation of the member is that execution of such programmes are the responsibility of Block staff. But in the execution of programmes of less technical nature such as improved seed, fertilizer etc. the members feel that it is joint responsibility of the Block staff and Panchayat Samiti.

#### b. Sole expectation in programme execution

Though a respondent may state that programme execution is a joint responsibility he may have different views as to what actually he will have to do in the implementation of various programmes. To find out the role expectation in programme execution the respondent were asked to state as to what they think they will have to do in implementing the various programmes. The responses are presented in table XXI.

Table XXI

## ROLE EXPECTATION IN PROGRAMS EXECUTION

Role	Response	Programs		Municipal Councilors	Lady representatives	Coop. representatives	Official
		4 year's tenure	less than 1 year's tenure				
<b>Improved seed</b>							
1. Help in publicity among the villagers	a) Yes	71.4	21.42	30.0	60.0	40.0	80.0
	b) No	28.6	78.58	70.0	40.0	60.0	20.0
2. Help the Block staff in conducting demonst.	a) Yes	50.0	17.85	20.0	60.0	60.0	60.0
	b) No	50.0	82.15	80.0	40.0	40.0	40.0
3. Help in multiplication & distribution of seeds	a) Yes	67.85	55.70	70.0	60.0	80.0	60.0
	b) No	32.17	64.30	30.0	40.0	20.0	40.0
<b>Fertiliser</b>							
1. Help in publicity of the programme	a) Yes	75.0	21.42	30.0	60.0	60.0	80.0
	b) No	25.0	78.58	70.0	40.0	40.0	20.0
2. Help in conducting demonstrations	a) Yes	50.0	21.42	20.0	60.0	60.0	60.0
	b) No	50.0	78.58	80.0	40.0	40.0	40.0
3. Help in distribution of fertilisers	a) Yes	67.85	55.70	70.0	60.0	80.0	40.0
	b) No	32.17	64.30	30.0	40.0	20.0	60.0
<b>Organic manure (compost and green manure)</b>							
1. Help in publicity among the farmers	a) Yes	71.4	21.42	30.0	60.0	40.0	80.0
	b) No	28.6	78.58	70.0	40.0	60.0	20.0
2. Help in conducting demonstrations	a) Yes	42.84	17.85	20.0	60.0	60.0	60.0
	b) No	57.16	82.15	80.0	40.0	40.0	40.0
3. Help in distribution of seeds	a) Yes	67.85	55.70	70.0	60.0	80.0	40.0
	b) No	32.17	64.30	30.0	40.0	20.0	60.0
<b>Improved implements</b>							
1. Publicity among villagers	a) Yes	75.0	17.85	30.0	60.0	40.0	80.0
	b) No	25.0	82.15	70.0	40.0	60.0	20.0
2. Help in conducting demonstrations	a) Yes	42.84	17.85	20.0	60.0	60.0	60.0
	b) No	57.16	82.15	80.0	40.0	40.0	40.0
3. To arrange supply of implements	a) Yes	64.28	55.70	70.0	60.0	80.0	40.0
	b) No	35.74	64.30	30.0	40.0	20.0	60.0
<b>Plant protection</b>							
1. To advise farmers	a) Yes	32.15	10.7	20.0	10.0	40.0	40.0
	b) No	67.85	89.3	80.0	90.0	60.0	60.0
2. Arrange supply of chemicals, equipments.	a) Yes	32.15	10.7	20.0	10.0	40.0	20.0
	b) No	67.85	89.3	80.0	90.0	60.0	80.0



The table reveals that the responses with regards to improved seed, fertilizer, green manure, improved implement are in the same pattern. In these areas, 71% of the Pradhans with more tenure have indicated that they have to advise farmers in their respective villages to use improved seed, fertilizer etc. More than 42% of them felt that they should help the extension staff in conducting demonstrations, showing the usefulness of the above practices, in the villages. About 67% of them felt that they have to help in distribution of seed, fertilizer, implements etc.

Among the 35% of Pradhans who felt joint responsibility in programme execution 17 to 21% indicated that they should advise farmers to use the improved practices, 17.85% said that they will have to help the extension staff in conducting demonstrations, while 32 to 36% of them felt that they should help in distribution of seed, fertilizer, implement etc.

Though 70% of the Municipal Councillors said that programme execution is a joint responsibility only 30% felt that advising farmers to adopt the practices as their role. The rest felt that this should be done by officials and Pradhans of villages. But all of them felt that the Panchayat Samiti should arrange the distribution of seed, fertilizer etc.

All the lady representatives who felt joint responsibility in programme execution stated that they have to advise other farmers help the extension staff to conduct demonstration and also to arrange the distribution of seed, fertilizer etc.

40% of the co-operative representatives felt that they should advise farmers, 60% said that they should help in conducting demonstrations and 80% felt that they should arrange distribution of seed, fertilizer etc.

The respondents who felt joint responsibility in plant protection programmes indicated that they should assist in advising farmers to take plant protection measures as well as in arranging supply of required equipments and chemicals.

Thus it can be concluded that majority of the members who felt joint responsibility in programme execution were of the view that they should assist in advising farmers to adopt the improved practices, help in arranging supply of seed, fertilizers, implements etc. and to help the extension staff in conducting demonstrations in the villages.

### C. Role performance in programme execution

The purpose of this part of the study was to find out the role performance of Panchayat Samiti members in the programme execution. The respondents were asked to indicate what they have done in the execution of various programmes. The responses are presented in table XXII.

Table XIII

Role performance in programme execution

Role	Response	Farmers		Municipal Councilors	Lady representatives	Coop. representatives	Officials
		4 year 'tenure	'less than '1 year 'tenure				
<b>Improved seed</b>							
1. Helped in publicity	a) Yes	67.65	17.65	80.0	40.0	40.0	40.0
	b) No	32.17	82.15	70.0	60.0	60.0	60.0
2. Helped in Block staff in conducting demans.	a) Yes	50.0	14.28	20.00	40.0	60.0	20.0
	b) No	50.0	82.15	80.0	60.0	40.0	80.0
3. Helped in multiplication and distribution of seeds	a) Yes	57.12	23.56	40.0	60.0	80.0	20.0
	b) No	26.56	71.44	80.0	40.0	20.0	80.0
<b>Fertilizer</b>							
1. Helped in publicity	a) Yes	64.3	21.42	50.0	60.0	40.0	40.0
	b) No	35.7	78.58	70.0	40.0	60.0	60.0
2. Helped in conducting demonstrations	a) Yes	50.0	17.65	50.0	60.0	40.0	20.0
	b) No	50.0	82.15	70.0	40.0	60.0	80.0
3. Arranged distribution of fertilizer	a) Yes	67.65	23.56	60.0	80.0	80.0	20.0
	b) No	32.17	71.44	40.0	40.0	20.0	80.0
<b>Compost and green manure</b>							
1. Helped in publicity	a) Yes	42.84	17.65	20.0	40.0	40.0	40.0
	b) No	57.16	82.15	80.0	60.0	60.0	60.0
2. Helped in conducting demonstrations	a) Yes	21.42	10.7	-	20.0	20.0	-
	b) No	78.58	89.3	-	80.0	80.0	100.0
3. Helped in distribution of green manure seed	a) Yes	42.84	17.65	-	10.0	20.0	-
	b) No	57.16	82.15	100.0	80.0	80.0	100.0
<b>Implements</b>							
1. Advised farmers to use implements	a) Yes	60.69	17.65	20.0	60.0	40.0	40.0
	b) No	39.21	82.15	80.0	40.0	60.0	60.0
2. Helped in arranging demonstrations	a) Yes	21.42	10.7	-	10.0	10.0	-
	b) No	78.58	89.3	100.0	90.0	90.0	100.0
3. Arranged distribution of implements	a) Yes	60.69	23.56	30.0	60.0	80.0	20.0
	b) No	39.21	71.44	70.0	40.0	20.0	80.0
<b>Plant protection</b>							
1. Advised farmers to take plant protection measures	a) Yes	17.65	10.7	10.0	10.0	20.0	20.0
	b) No	82.15	89.3	90.0	90.0	80.0	80.0
2. Arranged supply of chemicals, equipments to cultivators	a) Yes	23.56	10.7	-	10.0	20.0	-
	b) No	71.44	89.3	100.0	90.0	80.0	100.0

An analysis of the table reveals that as much as 70% of the Pradhans with more tenure have indicated that they assisted in programme execution in one way or the other. Majority of them said that they assist in publicity by advising the farmers in their villages and help in the distribution of seed, fertilizer etc. The area of green manure and compost, however, the percentage who expressed that they assisted in execution was only 42%. This may be due to the fact that these practices are not as much popular as the others like improved seed, fertilizer, implements etc. Only about 30% of the new Pradhans, who have only 6 months of tenure in the Samiti, indicated that they assist in the execution of the programmes. Among the Municipal Councillors majority have stated that they helped in the execution of the various programmes in one way or the other. 60% of lady representatives and 80% of the co-operative representatives also stated that they assisted in the implementation of the various programmes. Only 40% of the officials indicated that the Panchayat Samiti members assisted in the programme execution while 60% of them said that the Panchayat Samiti members did not assist them at all in the execution of the various programmes.

Thus there is significant difference in the views of officials and non-officials regarding the part played by the Panchayat Samiti members in the execution of the various programmes.

The theoretical explanation of this finding is that ego prevents the members to state that they are not performing their roles and hence most of them have indicated that they assisted in programme execution. Hence the responses of the officials are to be relied upon to assess the role performance of the Panchayat Samiti in programme execution. Since 60% of the officials stated that the

Panchayat Samiti members have not assisted them in programme execution it can be concluded that the Panchayat Samiti members have not properly played their part in the implementation of the various programmes.

### III. Participation of Panchayat Samiti in formulating and implementing the overall programmes of the Block

The respondents were asked to indicate "how much the Panchayat Samiti participate in formulating and implementing the programmes of the Block" to find out their views regarding the overall participation of the Samiti. The responses are presented in table XXIII.

Table XXIII

RESPONSES REGARDING THE OVERALL PARTICIPATION OF PANCHAYAT SAMITI IN THE DEVELOPMENT PROGRAMMES OF THE BLOCK (in percentage)

Responses	Pradhans (with more than four years of tenure)	Pradhans (with less than one year of tenure)	Municipal Councilors	Lady representatives	Co-operative representatives	Officials
Very much	28.6	17.9	-	40.0	20.0	10.0
Much	53.6	60.7	90.0	60.0	80.0	20.0
A little	7.1	10.7	10.0	-	-	60.0
Very little	10.7	10.7	-	-	-	10.0

(Difference among the non-official members' responses not significant at 0.05 level by chi-square test. Difference between the responses of officials and non-officials significant at 0.01 level by chi-square test).

Table XXIII reveals that majority of the non-official members indicated that the Panchayat Samiti participate 'much' in formulating and implementing the overall programmes of the Block, while 70% of the officials indicated that the participation of Panchayat Samiti is little. Though there was no significant difference in the responses of the various categories of non-official members there was significant difference between the officials and non-officials.

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Chapter V

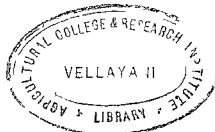
SUMMARY AND CONCLUSION

## SUMMARY AND CONCLUSION

The democratic institution at Block level is relatively new, constituted after the advent of Community Development programme in 1952. This institution has gained much importance with the introduction of Panchayati-Raj. The Panchayat Samiti at Block level occupies the pivotal position among the other institutions within the district. This institution is responsible for planning and implementing programme in the Block. Promotion of agriculture is the top national priority of the present day and as such the Panchayat Samiti will have to play a vital role in the agricultural development of the Block. But many reports and investigations have shown that the present functioning of these Samitis is not reaching its full potential, which may be attributed to the lack of the Samiti members' understanding of the role of the Panchayat Samiti in the development programmes. So it was necessary to gain knowledge regarding the role expectation and performance of the members of the Panchayat Samiti. This study was undertaken to find out the members' expectation of the role of the Panchayat Samiti and also their performance in planning and implementing agricultural development programmes in the Blocks in Delhi territory.

The objectives of the study were (1) to study the composition of the Panchayat Samiti and (2) to study the Samiti members and officials' expectation of the role of the Panchayat Samiti in planning and implementing development programmes and (3) to find out the performance of the Samiti in planning and executing the development programmes.





The locale of the study was the Union territory of Delhi. All the five Blocks of Delhi territory were selected for this investigation.

The Pradhans forming majority of the Samiti members were stratified according to their tenure in the Samiti and samples were drawn at random. The following categories of respondents were included in the study:

1. Pradhans of village panchayats	56
2. Municipal Councillores	10
3. Lady representatives	5
4. Cooperative representatives	5
5. Block Development Officers	5
6. Agricultural Extension Officers	5
7. Total number of respondents	86

The data were collected by the help of interview schedules, one for officials and the other for non-officials. Supplementary information regarding the attendance of Samiti members in the Samiti meetings were collected from the Block records.

Findings: The findings of the study are summarized below:

### I. Composition

1. The size of the Panchayat Samitis varied from 32 to 71. All the non-official members favoured the present size of their respective Samitis while majority of the officials favoured a smaller size.
2. In all the five Panchayat Samitis more than 82% of the members were Pradhans and among them 28% had more than 4 years of tenure in the Panchayat Samiti.
3. The modal age group of non-official members was 31 to 50. As much as 72% of them were in this age group.

4. Among the Pradhans and lady representatives 58.6% were below primary level of education. Majority of Municipal Councillors and Cooperative representatives had matric and higher level of education.
5. As much as 44% of the members had land holding of 15 acres or more.
6. A great majority of the members were agriculturists by occupation.
7. Pradhans, lady representatives and co-operative representatives are seen attending most of the meetings. The attendance of Municipal Councillors were only less than 50% of the meetings. The attendance of Members of Parliament were only less than 15% of the meetings.
8. Majority of the Pradhans with less tenure felt that Panchayat Samiti is having enough powers for planning and implementing development programmes of the Block, while, majority in the other categories felt that the present powers are inadequate and more powers are to be delegated to the Panchayat Samiti, especially financial and administrative powers.
9. Almost all the members had favourable attitude towards improved agricultural practices such as improved seeds, fertilizers, implements and plant protection measures. They have felt that these practices are to be popularised in the Block area.

#### I. Role expectation and performance

10. A great majority of all the categories of members and officials felt that programme planning is a joint responsibility of officials and non-official members

of the Panchayat Samiti.

11. Both non-official members and officials were unanimous in indicating that the role of the Panchayat Samiti in Programme planning is to point out problems of the villages and also to decide what action to be taken in each area of development.
12. Majority of the respondents in all the categories stated that the Panchayat Samiti perform their roles in programme planning.
13. Majority of respondents, except the category of Pradhans with less tenure in the Samiti, felt that execution of programmes, which are of less technical nature, is a joint responsibility of officials and non-official members of the Panchayat Samiti. But majority of all the categories of members considered execution of programmes which are more technical, like plant protection, as exclusive duty of the Block officials. Majority of the Pradhans who have only less than one year of tenure in the Samiti felt that programme execution is the responsibility of officials.
14. More than 50% of the members indicated assisting in publicity of the programme, help in distribution of seed, fertilizer etc. and help in arranging demonstrations in villages as their role in programme execution.

15. Both Panchayat Samiti members and Blocs officials had higher consensus on role expectation.
16. There was significant difference between the officials and non-officials regarding the role performance of the Panchayat Samiti.
17. There was significant difference between the responses of Pradhans with less tenure in the Samiti and the other categories of respondents.
18. Age and education have not shown any significant bearing on the responses of the respondents.

#### CONCLUSION

The study reveals that the Panchayat Samiti members who have more tenure in the Samiti and have received training in the various aspects of the working of Community Development and Panchayati-Raj have a better understanding of their responsibilities and roles in planning and execution of the various programmes of the Blocs. But their performance in the planning and execution of agricultural programmes was not upto the expectation. The members who have less tenure in the Panchayat Samiti and without any training were not clear of their roles and responsibilities.

Chapter VI

RECOMMENDATIONS

## RECOMMENDATIONS

In the light of the findings of the study the following recommendations can be made to improve the working of the Panchayat Samitis in Delhi territory.

(1) As explained previously the Panchayat Samitis of Delhi territory has been constituted not as per any law but only as per the executive orders of Delhi Administration. The functions and roles of the Panchayat Samitis have not been specifically defined. If the Panchayat Samitis are to be more effective and useful their functions and roles are to be clearly specified.

(2) When compared to the other parts of the country where Panchayati-Raj has been implemented the powers and authorities delegated to the Panchayat Samitis in Delhi territory are not sufficient. If the Samitis have to fulfil their responsibility in planning and executing development programmes and other functions they are to be given more financial and administrative powers. Unless responsibility is coupled with authority the desired results will not be achieved.

(3) The new members of these Samitis are not fully aware of their roles and the functions of the Panchayat Samitis. Here an institution of such people can be of no asset to agricultural development. The peoples' representatives are to be trained along the line. Training should be given to members to help them to understand the functions of the Panchayat Samiti and their roles in the development activities. This can be arranged at Block level, especially after each election.

(4) A hand book can be prepared in local language indicating the powers and functions of the Panchayat Samiti. This should also indicate what a member is expected to do in the development performance of the Block. This will help the members to get a clear idea of the functions and roles of the Panchayat Samiti.

(5) The members may be reminded of their duties and responsibilities periodically in the Samiti meetings.





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12. How often do you attend Panchayat Samiti meetings ?

- a. regularly
- b. occasionally
- c. never

13. If 'occasionally' / 'Never' ... Why ?

- a.
- b.
- c.

14. How many members are there in your Panchayat Samiti now ?

..... members

15. In your opinion what should be the ideal size for the Panchayat Samiti ?

- a. upto 10 members
- b. upto 20 members
- c. upto 30 "
- d. upto 40 "
- e. any other

16. Do you think that Panchayat Samiti has enough powers to plan and implement development programmes of the Block ?  
(Probe)

Yes/No

17. If 'No, in your opinion what more powers are to be given to Panchayat Samitis ?

- a.
- b.
- c.

18. As you know these days there is much emphasis for having plans for agricultural development for each Block. Do you think there is need for preparing such plan in each Block ?

Yes... No..

19. If No, why

(Probe)

20. If yes whose responsibility is it to prepare the plans of the Block ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

21. In your opinion what the Panchayat Samiti will have to do in preparing the plans and programmes of the Block ?

- a. Help in collecting local information
- b. Point out problems of the village
- c. To decide what is to be done
- d. Only to approve the plans prepared by the Block staff
- e. Any other

22. What the Panchayat Samiti has done in preparing such plans and programmes of the Block ?

- a. Helped in collecting local information
- b. Pointed out problems of the village
- c. Decided what is to be done
- d. Only approved plans prepared by officials
- e. Any other

23. Improved seeds of wheat, gram, bajra etc. are being distributed from the Block now-a-days. Do you think that these are superior than the local seeds ?

Yes/No

25. Do you think that the use of these seeds are to be popularised in your Block ?

Yes/No

26. If 'yes' whose responsibility is it to implement the Schemes for popularisation of improved seeds ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

27. In your opinion what the Panchayat Samiti will have to do in implementing the Scheme ?

- a. Help in Publicity among villagers
- b. Help in conducting demonstrations of improved seed
- c. Help in distribution of seeds
- d. Any other

28. What has the Panchayat Samiti done in implementing the Scheme for popularisation of improved seeds ?

- a.
- b.
- c.
- d.

29. Do you feel that use of chemical fertilizers like Ammonium Sulphate, C.A.N., Superphosphate etc. will increase crop yield?

Yes/No (Sweet)

30. Do you apply fertilizer for your crops ?

Yes/No (Probe)

31. Should its use be popularised in the Block ?

Yes/No

32. Whose responsibility is it to implement the schemes for the popularisation of the use of chemical fertilizers ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

33. What do you think the Panchayat Samiti will have to do in implementing such Schemes ?

- a. Advise farmers to use fertilizer
- b. Help in conducting fertilizer demonstrations
- c. Help in distribution of fertilizer
- d. Any other

34. Has the Panchayat Samiti done anything for popularising the use of fertilizer ?

Yes/No

35. If 'yes' what ?

- a.
- b.
- c.
- d.

36. Do you think that use of compost and green manure will increase production ?

Yes/No

37. Do you produce compost ? Yes/No

38. Do you grow green manure crops ? Yes/No  
like Dhaincha, Sunhemp

39. Do you feel that the use of compost and green manure is to be popularised in the Block area ?

Yes/No

40. Whose responsibility is it to popularise them in the Block ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

41. How should the Panchayat Samiti help in popularising their use ?

- a. Help in publicity
- b. Help in conducting demonstrations
- c. Help in distribution of seeds
- d. Any other

42. What has the Panchayat Samiti done in popularising their use ?

- a.
- b.
- c.

43. Do you think that the following implements are superior than the local ones ?

- |                              |        |
|------------------------------|--------|
| a. Soil turning plough       | Yes/No |
| b. Bullock drawn disc harrow | Yes/No |
| c. Oldpad thresher           | Yes/No |
| d. Hand hoe                  | Yes/No |
| e. Tripali                   | Yes/No |

44. Are you using any of them ?

Yes/No (Probe)

45. Should their use be popularised in your Block area ?

Yes/No

46. Whose responsibility is it to implement schemes for popularisation of improved implements ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

47. What the Panchayat Samiti should do in popularising them ?

- a. Help in publicity
- b. Help in demonstrating them
- c. Help in distribution
- d. Any other

48. What has the Panchayat Samiti done for popularisation of such implements ?

- a.
- b.
- c.

49. Suppose there is a pest attacked <sup>on</sup> ~~in~~ crops in your Block area. Do you think that plant protection measures will have to be taken to control it ?

Yes/No

50. Have you taken any such plant protection measures ?

Yes/No

(Probe)

51. Whose responsibility is it to take such plant protection measures ?

- a. Block officials
- b. Panchayat Samiti
- c. Block officials and Panchayat Samiti together
- d. Any other

52. What should the Panchayat Samiti do ?

- a) Advise farmers to adopt plant protection measures
- b) Help in distribution of chemicals and equipments

53. Has there been any such pest or disease in your Block area ?

Yes/No

54. What the Panchayat Samiti has done in that occasion ?

- a.
- b.
- c.

55. In your view how much the Panchayat Samiti participate in planning and implementing development programmes of the block

- a. Very much
- b. Much
- c. A little
- d. Very little.

Remarks



INTERVIEW SCHEDULE II

Block .....

1. Name
2. Designation                      Block Development Officer  
   Agricultural Extension Officer
3. In your opinion what should be the ideal size for the Panchayat Samiti ?
 

Upto 10 members	Upto 20 members
Upto 30 "	Upto 40 "
More than 40 "	Any other
4. In your view how frequent the Panchayat Samiti meetings should be held ?
5. Do you think that the Panchayat Samiti has enough power plan and implement development programmes of the Block ?
 

Yes	No
-----	----
6. If 'No' Do you feel that more powers are to be given to the Samiti ?
 

Yes	No
-----	----
7. If 'Yes' what more powers are to be given ?
  - 1.
  - 2.
  - 3.
8. In your view whose responsibility is it to plan development programmes of the Block ?
  1. Block staff
  2. Panchayat Samiti
  3. Block staff and Panchayat Samiti together
  4. Any other
9. What do you think the Panchayat Samiti will have to do in preparing the plans and programmes of the Block ?
  1. Help in collecting local information
  2. To point out problems
  3. To decide what is to be done
  4. Only to discuss and approve the plans prepared by Block staff
  5. Any other

17. In your view whose responsibility is it to popularise the use of improved implements in the Block ?

1. Block staff
2. Panchayat Samiti
3. Block staff and Panchayat Samiti together
4. Any other.

18. What do you think that the Panchayat Samiti will have to do in popularising the use of improved implements in the Block ?

1. Help in conducting demonstrations
2. Help in advising farmers of the use of implements
3. Help in distribution
4. Any other

19. What has the Panchayat Samiti done in popularising improved implements ?

- a.
- b.
- c.

20. Whose responsibility is it to popularise the use of compost and green manure in the Block ?

1. Block staff
2. Panchayat Samiti
3. Block staff and Panchayat Samiti together

21. What do you expect the Panchayat Samiti to do in popularising their use.

1. Advise farmers
2. Help in demonstration
3. Help in distribution of seeds
4. Any other

22. What has the Panchayat Samiti actually done for popularising their use.

- a.
- b.
- c.

23. Whose duty it is to take plant protection measures in the Block ?

1. Block staff
2. Panchayat Samiti
3. Block staff and Panchayat Samiti together
4. Any other

17. In your view whose responsibility is it to popularise the use of improved implements in the Block ?
1. Block staff
  2. Panchayat Samiti
  3. Block staff and Panchayat Samiti together
  4. Any other.
18. What do you think that the Panchayat Samiti will have to do in popularising the use of improved implements in the Block ?
1. Help in conducting demonstrations
  2. Help in advising farmers of the use of implements
  3. Help in distribution
  4. Any other
19. What has the Panchayat Samiti done in popularising improved implements ?
- a.
  - b.
  - c.
20. Whose responsibility is it to popularise the use of compost and green manure in the Block ?
1. Block staff
  2. Panchayat Samiti
  3. Block staff and Panchayat Samiti together
21. What do you expect the Panchayat Samiti to do in popularising their use.
1. Advise farmers
  2. Help in demonstration
  3. Help in distribution of seeds
  4. Any other
22. What has the Panchayat Samiti actually done for popularising their use.
- a.
  - b.
  - c.
23. Whose duty it is to take plant protection measures in the Block ?
1. Block staff
  2. Panchayat Samiti
  3. Block staff and Panchayat Samiti together
  4. Any other

24. In case of pest attack in the Block area what do you expect your Panchayat Samiti to do ?

1. To advise the farmers to adopt plant protection measures
2. To help in distribution of chemicals and equipments
3. Any other

25. What did the Panchayat Samiti do in such previous occasions.

- a.
- b.
- c.

26. In your view how much the Panchayat Samiti participate in formulating and implementing development plans and programmes of the Block ?

1. Very much
2. Much
3. A little
4. Very little

