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**PROGRAMME EVALUATION ORGANIZATION
PLANNING COMMISSION.**

**SOME
SUCCESSFUL
PANCHAYATS
—CASE STUDIES**

**GOVERNMENT OF INDIA
1960**

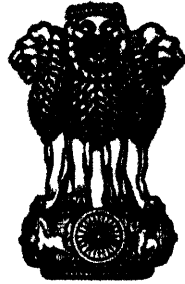
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GOVERNMENT OF INDIA

**SOME SUCCESSFUL
PANCHAYATS
Case Studies**

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PREFACE

The volume presents nine studies of more or less successful panchayats. The institutions were selected on the basis of some broad criteria. These are that they should have been in existence for a reasonably long period of time, have shown a capacity to increase their revenue resources, carry out municipal functions and build up assets, should have been able to evolve popular participation, and have, by and large, functioned democratically and under fairly normal circumstances. Each study is divided into three parts, viz. the background information about the village or villages covered by the institution, the formation of the institution and its growth, and the factors which have contributed broadly to its successful working. A summary knitting together the main findings of these case studies has already been issued as Chapter IV of the *Seventh Evaluation Report* of the P.E.O. (Publication No. 32). The full report on each of the nine selected panchayats is given in this volume along with a brief introduction.

D. GHOSH

Chairman

Programme Evaluation Board

NEW DELHI,
December, 1960.

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INTRODUCTION

Since its establishment the Programme Evaluation Organization has concentrated on the annual evaluation of the Community Development programme. Its studies which have been, generally, based upon countrywide collection of statistical data have been designed to give aggregate pictures of the programme in operation. For example the PEO had undertaken in 1957-58 a study of the working of 60 panchayats in 15 evaluation centres with the primary object of assessing their roles in development programmes. Naturally this study covered successful and unsuccessful ventures. But the latter so outnumbered the former that the lessons which these might contain did not come out sufficiently. It is to fill in this lacunæ in some measure that the PEO decided last year, to undertake a detailed examination of a few successful panchayats. The main purpose was to discover the factors responsible for their success.

With this object in view, the Union Ministry of Community Development and Cooperation and the State Governments were approached and four among the best panchayats in the country were selected with their help. However, as this number was rather small, even for case study in a country where conditions vary widely from region to region, the organisation decided to add to them six best panchayats found in the blocks where its other studies were being conducted. This was essentially a compromise; the best panchayats in a few blocks that the PEO had under study were not necessarily among the best in the country as a whole. But the compromise had to be made as there were not enough field staff free from other studies to be assigned entirely to the areas where the six second-best panchayats might have been located.

The selection of the first four panchayats was made in three stages, viz. the state, the district and the institution. At every stage the selection was purposive. The States were first chosen in consultation with the Ministry of Community Development and Cooperation. Thereafter, Regional Evaluation Officers of the PEO contacted the heads of the Departments of panchayats and in consultation with them selected for each state a district where the panchayats satisfied the generally-accepted criteria of good performance which had been laid down earlier. From within the selected districts four good panchayats were picked out in consultation with district officers. A field officer of the Organisation visited the institutions, collected basic data and forwarded them to the HQ with his recommendations for the selection of one for the case study.

The additional six panchayats were selected in a different manner. The CD blocks, where the Project Evaluation Officers were working on the Bench-Mark Survey during the months of November and December 1959, were chosen as the universe for the selection of the institutions. The officers were directed to pick out the best panchayats in consultation with the block and district officer the State Governments. Some of the PEOs did not find any par

in their block good enough for the study. They were advised to widen the universe to the district and select the best institution in this larger area. The final selection was confined to the institutions which on the basis of the data supplied by the field officers showed better performance than others. The locations of the institutions taken up for case studies in Panchayats are given below:—

First Selection (Panchayats)

State	District	Tehsil/Block	Village
Bihar	Patna	Bihar-Sharif*	Noor Sarai
MP	Indore	Indore	Rangwasa
Mysore	Hassan	Arakalgud	Ramnathapur
UP	Meerut	Baghat	Khwaja Nangla

*It is a Sub-division.

Second Selection (Panchayats)

State	District	Tehsil/Block	Village
Andhra	Krishna	Gannavaram	Atkur
Bihar	Gaya	Mukhdumpur	Tehta
Bombay	Junagadh	Keshod	Kevadra
Kerala	Trichur	Kashakuttam	Anderkenam
Madras	Ramnathpuram	Kalyarkoil	Paganeri
M.P.	Durg	Durg	Triga

As each institution has its own characteristics, background and local conditions, no uniform pattern of reporting from the field officers was insisted upon. They were issued general guidance under three major heads, viz. the background information about the village or villages covered by the institution, the formation of the institution and its growth, and the broad features contributing to its successful working. All officers were instructed to prepare preliminary reports. These helped the Headquarters to provide the officers further guidance. Some interim reports were also prepared and circulated to the officers. Besides, the Deputy Director in charge visited some of these institutions and helped the investigators on the spot. The study of the first group of institutions took about 2½ months and that of the additional ones about 1½ months.

The following tests were used in selecting the successful panchayats:

1. The Panchayat must be sufficiently old, so that its progress can be studied over a number of years.
2. It has successfully levied taxes, increased its revenue resources, attended to its municipal functions, and built up assets and reserves.

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3. The people of the village take active interest in the panchayat, participate at the elections and contribute, in cash or labour, to the construction of community assets.
4. There is, at least, a measure of democratic leadership in its running.
5. Finally, the circumstances of the panchayat are not so particular that its story has small meaning for other panchayats which work under normal conditions

Not all the selected panchayats satisfied these tests fully; but they did so sufficiently to make them useful illustrations. The reports on all the ten case studies were scrutinized and processed at the Headquarters. One report had to be dropped because enough data were not collected. Reports on the other nine panchayats are published in this volume.

NOORSARAI PANCHAYAT, PATNA DISTRICT, BIHAR

I

THE VILLAGE AND ITS INHABITANTS

Brief history:

1.1 Noor Sarai lies in the Bihar Sharif sub-division of the Patna district in Bihar. It is not a revenue village, but comprises four contiguous tolas (hamlets) of four different revenue villages. These tolas have functioned as one village for many years. They named the village Noor Sarai after the Mogul Empress Noor Jehan who, according to the legends, had visited the place and stayed there. The people of these hamlets had all along been employed in crafts and commerce; and agriculture had never been an important occupation among them. The caste composition of the village population shows the preponderance of the artisan and service castes, and tells the same story. In the olden days, first class 'palla topies' and embroidered cloth for kurtas used to be made in this village and marketed in Gaya and Patna. The blacksmiths had acquired a reputation all over Bihar for their products like 'Lal Ganjiya' locks and a lift irrigation equipment locally known as 'Kareeng'.

1.2 The village played a significant role in the freedom movement. It was the base from which Satyagrahis were sent out during the non-cooperation movement. The leaders of the informal panchayat of the village made arrangements for their boarding and lodging. In 1952, the village was included in the Bihar-Barbigha Ekangar Sarai Community Project. With the initiation of the post-intensive phase of the project in 1956, the village was included in Bihar II block. In 1957, the headquarters of the block was shifted from Bihar Sharif to Noor Sarai; and the block came to be known after the village. In 1956, the area of the erstwhile Community Project was brought under the Pilot Project for Industries and the artisans in Noor Sarai derived considerable benefit from it.

Location and communication:

1.3 The village is located on the Duniyama-Bihar Sharif road at a distance of eight miles from the latter place which is the sub-divisional headquarters as well as the headquarters of the Pilot Project for Industries. Scores of tomtoms ply on the road between Noor Sarai and Bihar Sharif and this is the main mode of conveyance of the people. Three services of a bus are also available on this road daily throughout the year, except in the monsoon months, when a part of the road between the village and Duniyama is not negotiable. The village is well connected with Gaya, Patna, Rajgir and other towns via Bihar Sharif from where good road and rail communications are available. Patna is only 35 miles by a kutch road (the distance is longer by the metalled road), which, however, is used only by the cultivators in the surrounding areas for carrying their marketable produce to the town in bullock carts.

1.4 There is not a single individual in the village, who has not gone to Bihar Sharif. Traders like the grocers, the sweetmeat dealers

and the pan-bidi dealers replenish their stocks from the markets at Bihar Sharif. Cultivators of the village usually store their seed potato in the cold storages at this place. For potato, the village is an entrepot, from where the produce is sent in trucks direct to out-stations like Calcutta, Jharia, Purlia, Bhagalpur and Jamshedpur.

Population, castes and occupations:*

1.5 In 1951 Noor Sarai had 388 households and a population of 2,399. According to the list maintained by the panchayat the number of households in 1957 was 689 and the population 3,693. About 15 per cent of the present population is literate. Hardly 83 of the literate persons in the village are educated above the primary standard; of them 12 persons have professional qualifications as Vaid, Hakims, Homeopaths, and so on.

1.6 The population has recorded a phenomenal increase of 54% in six years, mainly because of the growing importance of Noor-Sarai as a bazar catering to the requirements of about 100 neighbouring villages. Over 2,000 people visit this market daily. It is estimated that the number of shops has increased from 200 in 1951 to 293 in 1959 or by 47 per cent in 8 years.

1.7 About 70% of the households are either Muslim or backward caste Hindus, viz. the Teli, Tatwa, Lohar, Sonar, etc. The caste Hindus and Harijans form about 16% and 13% respectively. The Harijan households depend for their livelihood mainly on pursuits like toddy-tapping, brick-making, construction work, agricultural labour, and casual non-agricultural work. The Muslims are usually vegetable vendors; but some are also in petty trade. There are practically no people belonging to Bhumi-har, Rajput, Kurmi, Kayastha and Gowala castes in the village. These are the castes of cultivating families in other parts of the district; and with them are also associated the caste frictions and factions there.

1.8 The people follow 44 different occupations. About two thirds of the households are engaged in trade and crafts. The traders are mainly grocers, vegetable vendors, toddy-tappers, sweetmeat-makers, cloth-merchants, grain dealers, etc. The artisans are blacksmiths, bidi-makers, goldsmiths, tailors, barbers, potters, etc. Those engaged in cultivation and casual labour constitute 7% and 12% of the households respectively. The cultivators not only form a negligible minority but their importance in the occupational composition has also declined from what it was in 1951.

Encouragement to artisans:

1.9 The Community Project and later the Pilot Project for Industries organized training-cum-production (TCP) centres for the crafts and contributed in some measure to the growth of the village as a craft centre. Particulars of the TCP centres organized in the village are given in Appendix Table No. 2. The Community Project started two training-cum-production centres, one in soap-making and the other in knitting and embroidery (for women). The Pilot Project

* Appendix Table No. 1 contains village data relating to the area, population, literacy, caste, occupational composition of the households, etc.

started between 1956 and 1959 six centres; one each for tailoring, blacksmithy, palm gur making, palmyra leaf craft, carpentry and Ambar Charkha. All these centres have seen through their courses except that in carpentry which is still running.

1.10 These centres together trained during the period from 1953 to 1959, 257 artisans, all belonging to Noor Sarai. Of them, 211 or 82% are following their respective trades in the village.

1.11 The artisans trained in the centres have been organized in seven different industrial cooperative societies. Besides these, two industrial societies, one for oilmen and another for potters were organized during the period; the society for the weavers organized in 1949 continued to progress during these years. The total number of members of all these societies is 225, of which 119 or 52.9% are artisans trained at the T.C.P. The cooperative societies for carpentry, blacksmithy, auto-knitting and tailoring received great impetus from the bulk orders placed by the Police, Education, Agriculture and Co-operative Departments and the Block under the State Government's stores purchase preference policy. Particularly, the power operated saw machine supplied to the carpenter's society and the auto-knitting machines to the women's society have increased their productivity and earnings.

1.12 The panchayat from the very beginning not only welcomed the starting of these centres, but also got them started in Noor Sarai, particularly the soap-making, palm-gur making and Ambar Charkha centres. For opening the Ambar Charkha Parishramalaya the panchayat passed a resolution in one of its general body meetings. The training in spinning with Ambar Charkha was deemed by the panchayat useful to the weavers. Similarly, palm-gur making, according to the panchayat mukhia, would provide to Harijans an alternate occupation to toddy-tapping, when it is banned by the Government.

Area and land use:

1.13 Since Noor Sarai is not a revenue village, data pertaining to its geographical area, cultivated area, land utilization, etc. is not available. It is, however, roughly estimated that the geographical area of the village is 176 acres or 0.275 sq. miles only. About 121 acres represent the cultivated area (1958-59) which is all irrigated. Four electric tube wells, a number of surface percolation wells, and ahars and pynes (kutchra rain water reservoirs and channels) are the sources of irrigation.

1.14 The main crops grown in the village are maize, paddy, potato and wheat. Since 1947, when the first tube well was installed, the area under potato has registered an increase of about 50%. Almost the entire cultivated area of the village is sown with improved varieties of seeds. Use of chemical fertilizers and green manuring is also widespread. Normally the cultivators raise two potato crops in a year besides other crops.

1.15 The holdings of the cultivators are very small, the average size is 1.81 acres. But if an acre of irrigated land is cultivated with potato, the net income according to the estimates of the Agriculture Department would amount to about Rs. 1,500 in a year.

Other facilities in the village:

1.16 The village had a number of facilities before the panchayat was set up in the year 1949. The more important ones among them were: 16 drinking water wells, 3 ahars, one ayurvedic dispensary, seven small temples and one mosque. During the period from 1949 to 1959 these were improved and new facilities were created; the village now has one mile of pucca road, 19 drinking water wells, one Class I veterinary dispensary, one artificial insemination sub-centre, one Class I allopathic dispensary which has replaced the earlier ayurvedic dispensary, four public latrines, one public bath-room, two hand-pumps for drinking water, pucca drains in most of the streets, 22 soak pits, an imposing community hall-cum-panchayat ghar which provides quarters for the VLW, and a big tank with a pucca ghāt for bathing and washing clothes.

Recent growth:

1.17 There have been quite a few developments in the village during the last ten years. A branch post office which had been functioning for the last 40 years was upgraded into a sub-post office in 1954. Telegraph and telephone services were introduced in 1955 and 1956 respectively. The road connecting the village with Bihar Sharif which had been kutchā till 1957, was metalled towards the end of 1958. In 1954 the village got electricity. Within a year, a few street lights were installed, 85 houses got electric connections, and eight small industrial establishments got power connections. A number of houses were also made pucca and double-storeyed.

1.18 Very few persons in the village had small savings deposit in the post office in 1951. It was reported by knowledgeable persons that in 1954 about 200 persons in the village had deposits in the post office and the amount of savings was about Rs. 40,000. The number of accounts is reported to have increased in 1959 to 650 and the amount to about Rs. 5 lakhs.

Institutions in the village:

1.19 *Schools*—An upper primary school for boys and girls, a girls' lower primary school, a primary Urdu Makhtab and a Sanskrit Vidyalaya exist in the village. A high school and a middle school at the two opposite ends of the village cater to Noor Sarai as well as the neighbouring villages. A little over 100 children of Noor Sarai attend the middle and the high schools. With the introduction of compulsory primary education in Noor Sarai block under a pilot scheme in early 1959, the number of boys attending schools increased from 70 to 214 and that of girls from 46 to 87. In the Urdu Makhtab which is an unrecognized school, there are 80 students of whom 20 are girls. A Sanskrit Vidyalaya started by the panchayat in 1951, provides instruction to 20 students.

1.20 *Shri Mahabir Dal*—The Dal was established in the village in 1938, emulating the example of a similar institution at Barh, a sub-divisional town in the district. The aims of the Dal are to inculcate a spirit of discipline and develop character and unity among Hindu youths. The Dal has 40 members. Though a communal organization, it has all along taken active part in preserving communal peace in the village. It is reported that the Dal volunteers participate in all

religious processions including Moharram and give demonstrations of lathi, lezim and sword play. Some of the prominent members of the Dal took initiative in forming the panchayat in 1949.

1.21 *Cooperative societies*—Besides the nine industrial societies, there are two multipurpose cooperative societies in the village. One society has its area of operation confined to the village and has a membership of 29. It was started in 1953 and has a share capital of Rs. 860. Distribution of fertilizers on credit to the local cultivators, and running a fair-price foodgrains shop are its main activities. The second society is a large-sized multipurpose cooperative society which covers nine villages besides Noor Sarai. It was set up in 1958 and has a membership of 231, including 16 from this village.

1.22 *Other institutions*—The village has a social education centre for women, a library-cum-reading room, four Sankirtan Samajs, two dramatic clubs, a youth club and a Farmers' Radio Forum. All these institutions, except one Sankirtan Samaj, are active. The library was established in 1934 and was vitalized by the panchayat. At present the library has 1,000 books, of which about 50 remain in circulation. The library is housed in the panchayat ghar. It has a reading room where periodicals in Hindi are kept. About 10 to 15 persons visit the reading room everyday.

Role of the panchayat in the growth of the village:

1.23 The village has made notable progress since the panchayat was formed in 1949. In the construction of works like the community hall-cum-panchayat ghar, village tank, pucca drains, soak pits, drinking water wells, the panchayat took initiative and played a vital role. In the metalling of the one mile kutchra road, the panchayat mobilized unskilled labour. It made untiring efforts to get the branch post office upgraded, to have electricity in the village and to get the ayurvedic dispensary upgraded to a Class I dispensary. The lower primary school for boys and girls was upgraded and its building extended mainly through its efforts. In the formation of cooperative societies also the panchayat took initiative.

Religious and cultural festivals:

1.24 Community celebrations of the Ganesh Puja, Moharram and Vishwa Karma Puja and fairs associated with "Chhat" are the main festivals of the village. Almost all Hindu and Harijan families have their own traditional family deity or "Kuldevata". Family members before going on long tours invoke the blessings of the "Kuldevata".

1.25 During the Ganesh Puja, tastefully decorated images of the God are installed at different places in the village on Bhadra Chowth Day, and a procession of the images is taken round the village on the Bhadra Poornima Day. During the intervening days, between Chowth and Poornima, there is a lot of festivity in the village; and dramas, bhajans, kirtans and cultural shows are organized, in which people of all communities participate.

1.26 In Moharram, four Tajias are taken out, one each from the four tolas. The Moharram procession is led by Noubatkhana and Nagara. Muslims and non-Muslims whole-heartedly contribute in cash and kind to make the Moharram a success.

Leadership:

1.27 As the village has a number of cooperative societies and a number of cultural and voluntary institutions, there are about 21 persons who take the lead sometime or other in different activities. Among these leaders, 11 are members of the judicial and executive arms of the panchayat and are active in more than one cultural or cooperative institutions in the village. The remaining ten are considered second rank leaders as most of them command influence over their caste people. They are, however, also very active in the cooperative organisations and cultural activities in the village. Ten of the 21 leaders are traders, 3 artisans, 4 cultivators and 2 wage labourers. 13 or about 62% of them belong to low caste Hindus, 2 are Muslims, 2 Harijans and 4 are caste Hindus. The leadership is, thus, diffused among various castes and economic classes. It is not concentrated in the hands of a few rich or politically important individuals. There is also a reasonable degree of understanding among the different leaders; and the village as a whole enjoys an enviable atmosphere of communal harmony. This has been evident in all the elections to the cooperatives and the panchayat, where more often there are no contests and office bearers or members are elected unanimously. It is also evident in their informal settlement of disputes.

II**THE PANCHAYAT***Origin and growth:*

2.1 The Bihar Panchayat Raj Act (1947) received the assent of the Governor in early 1948. The statutory panchayat at Noor Sarai was formally notified in the Bihar Gazette on 24th January 1951. But two years prior to this the village had formed an informal panchayat under the guidance of the District Panchayat Officer. In its formation the local Mahavir Dal, in particular its president and secretary, and one or two other leading persons took initiative. Earlier to this period there were separate panchayats of different castes and a traditional village panchayat.

Caste panchayats:

2.2 The caste panchayats, ten of which are still functioning, extend their jurisdiction over their respective members in the village; and some to those in other villages also. They maintain the unity and the traditional customs of the castes or communities concerned. In particular, the panchayats help the members of their castes in resolving intra-caste disputes, maintenance of old or infirm persons without any offspring, the observation of customs relating to births, deaths and marriages and in social and religious ceremonies.

2.3 Each caste panchayat has its sirdar or chairman, and most of them have a chharidar or a sergeant-at-arms. The sirdar is elected by the caste people in a general body meeting and continues in office until his death. The chharidar helps in collecting the members of the community whenever a dispute is brought before the sirdar and a panchayati is to be done. The sirdar is usually the most influential person in the community but this office in some caste panchayats has been hereditary. Besides helping the caste members in customs and disputes mentioned above, the panchayats sometimes select their

candidates for various elections. Caste panchayats have no regular sources of revenue. They collect fines from the parties found to be in the wrong in the disputes. The fine is imposed in money or material; and the amount realized is used for the purchase of durries, utensils or sometimes for feasts.

2.4 Some sirdars or their brothers and sons are now taking active interest in the executive and judicial bodies of the panchayat; they are also active in the cooperative organisations and in the village volunteer force. Though not as a result of the statutory panchayat but due to the urbanization of the village, the hold of many of the caste panchayats has been declining.

Traditional panchayat:

2.5 The small traditional panchayat which the village had before 1949 co-existed with the caste panchayats and functioned for the entire village in settling partition and minor criminal and civil disputes of all types. This was a very effective body and there were no areas of conflict between it and the caste panchayats.

2.6 The traditional panchayat was not an organized body in any formal way. Usually persons known for impartiality, honesty and wisdom in the various castes in the village formed the panchayat. When a dispute came up, the parties involved selected two persons each from this body of village elders and the four panchas selected one more to constitute the court. This body sometimes carried out municipal functions, like, making arrangements for guarding the village at night, street lighting, and drinking water at the village fairs or similar functions. The notion of voting for or against a particular proposition with the majority carrying the issue was completely alien to it. Discussions continued till a satisfactory consensus was arrived at. It drew its strength from within and its decisions were universally binding on the people.

Statutory panchayat:

Elections:

2.7 With the formation of the statutory panchayat, the traditional panchayat under-went a transformation. Almost all the living panchas of the traditional body were elected and re-elected to the panchayat, as they enjoyed the confidence of the community and adapted themselves to this new form of village self-government. The new body continued to perform informally the functions of the traditional panchayat in addition to those provided under the Act.

2.8 During this period from 1949-59, three elections were held; the first which was an informal one was held in 1949 and the subsequent two in 1951 and 1954. According to the Act (1947), the mukhiya i.e. the president of the executive committee of the panchayat, is to be directly elected by all the adult population of the village. He nominates the members of the executive body. The panchas of the gram cutcherry (the judiciary of the panchayat), like the mukhiya, are directly elected, while the election of the sarpanch i.e. the chairman of the gram cutcherry, is indirect from among the panchas. According to the amendment to the Act in 1959, half the members of the mukhiya's executive committee are to be elected, while the other half are to be nominated by the mukhiya.

the Panchayat Officer for the Block area as well, is his controlling officer. For day-to-day administration, he is under the charge of the mukhiya, to whom he submits his daily diary of work. His duties are numerous: clerical work of the executive panchayat and gram cutcherry, the collection of taxes, part collection of agricultural statistics, organisation of co-operatives, execution of development activities, etc. The gram sevak of Noor Sarai is aged 32 and educated upto the middle standard. He belongs to a neighbouring village and has been working in this panchayat since its inception.

Village volunteer force:

2.17 Under Section 26 of the Act, the executive committee of the panchayat may organize a village volunteer force (Gram Raksha Dal) under the command of the chief officer for general watch and ward and for meeting, cases of emergency like fire, damage to an embankment or dam, out-break of epidemics, burglary, dacoity, etc. In May 1952, the panchayat organised this force in the village. A Harijan leader who is the sirdar of his caste panchayat and was the secretary of the Mahabir Dal was deputed for training as the chief officer at Vikram Police station in the district. After his training, he organised the force in the village and enrolled 143 volunteers. At present the strength of the force is 180 of which 100 members are active. The force has 18 uniforms for its members, 24 bhalas and a dozen lezims.

2.18 In 1952 when the force was organized its members used to guard the village at night. On one occasion they clashed with some dacoits and helped in their arrest. By 1954, an atmosphere of security was created in the village and night guarding was stopped. The force has also helped the panchayat in maintaining law and order in the village, in the realization of panchayat taxes, etc. It is a well organised and disciplined body. Many of its members are from the Mahabir Dal; quite a few are, however, members of both the organizations.

Budget and resources of the panchayat:

2.19 The panchayat started preparing a regular budget with effect from the year, 1952-53. First the executive committee prepares the budget estimates for the coming financial year. These proposals are examined and approved by the Government and then presented to the general body of the panchayat for formal adoption. Until the year 1957-58, the approval of the panchayat's budget was accorded by the District Panchayat Officer, Patna. From 1958-59, however, the BDO performs this function. The income and expenditure statements are maintained in a form prescribed by the Government under the Bihar Gram Panchayat Account Rules, 1949. The statement for a year includes the accounts of actual income and expenditure of the previous year, revised estimates as adopted by the general body for the current year and estimates for the following year. Compulsory taxes, viz. labour tax and the property tax, supplementary taxes like the bazar tax or the professional tax, etc., fees realized by the gram cutcherry, ad hoc public donations and subscriptions, Government grants, income from panchayat property, etc. are the main heads

under which the income of the panchayat is required to be recorded. The main heads of expenditure are: establishment, tax collection charges, community construction or public utility works, village sanitation and cleanliness, medical and public health facilities, and education.

2.20 The income and expenditure as recorded in the cash book and the budget file of the panchayat for the years 1952-53 to 1958-59 is given in Appendix Table No. 6-A (Income) and 6-B (Expenditure)*. The data, however, does not depict a full picture of the actual income and expenditure. The works register maintained by the panchayat reveals that peoples' contributions till 1956-57 in cash, kind and labour worth about Rs. 24,000, were not shown in them. This was due partly to the inexperience of the mukhiya and the lack of guidance from the Panchayat Department. Labour was mobilized by the panchayat more as shramdan for specific works and less as tax.

2.21 If we take into account, the unaccounted income of Rs. 24,000 (about 60% of which is the worth of labour), the average annual income of the panchayat during the 7 years beginning 1952-53 was of the order of Rs. 6,500 as against the corresponding average of Rs. 3,135 calculated from the recorded budget. Excluding the grants (matching or otherwise) given to the panchayat by the Government it is roughly estimated that the community, on its own, has been investing through the panchayat annually about Rs. 2 per head.

2.22 The labour tax and the property tax among the compulsory taxes, and the bazar tax and the cycle licence fee (for the first 3 years) among the supplementary taxes were the only taxes levied by the panchayat. Under the Act, every healthy male adult in the panchayat area has compulsorily to render a minimum of 12 units of unskilled manual labour per year, or in lieu thereof pay cash, which was fixed at the rate of As. -/8/- per unit. A unit of labour implies 4 hours of work. The property tax is levied on residents who own immovable property yielding an income of not less than Rs. 500 per year. This tax was realized in cash and its rate was As. -/4/- per Rs. 100. Both the labour and the property taxes were directly realized by the panchayat. The value of labour tax collected by the panchayat comes to an average of Rs. 1,679 per year, while the property tax amounts to only a little less than Rs. 100 per annum. However, if we take into account the shramdan of the people for specific works, the average value of total labour (rendered as tax and voluntary contribution) realized by the panchayat works out at about Rs. 3,700 per year. The assessment of the property tax involved not only valuation of the immovable assets of an individual but an assessment of his income therefrom, a rather unpleasant and difficult task for the village body. This tax, therefore, was neither seriously levied, nor regularly realized by the panchayat. In the first 3 years, no property tax was realized; in the 4th year, 1955-56, only a sum of Rs. 23 was realized. Then in 1957-58, most of the arrears of this tax, amounting to Rs. 661 were collected.

2.23 The bazar tax has been the only regular source of income of the panchayat. This tax is of three types. First, there is the truck

* Table 6-C gives a description of the mode of collection and the rate of taxes levied by the panchayat from year to year.

the Panchayat Officer for the Block area as well, is his controlling officer. For day-to-day administration, he is under the charge of the mukhiya, to whom he submits his daily diary of work. His duties are numerous: clerical work of the executive panchayat and gram cutcherry, the collection of taxes, part collection of agricultural statistics, organisation of co-operatives, execution of development activities, etc. The gram sevak of Noor Sarai is aged 32 and educated upto the middle standard. He belongs to a neighbouring village and has been working in this panchayat since its inception.

Village volunteer force:

2.17 Under Section 26 of the Act, the executive committee of the panchayat may organize a village volunteer force (Gram Raksha Dal) under the command of the chief officer for general watch and ward and for meeting, cases of emergency like fire, damage to an embankment or dam, out-break of epidemics, burglary, dacoity, etc. In May 1952, the panchayat organised this force in the village. A Harijan leader who is the sirdar of his caste panchayat and was the secretary of the Mahabir Dal was deputed for training as the chief officer at Vikram Police station in the district. After his training, he organised the force in the village and enrolled 143 volunteers. At present the strength of the force is 180 of which 100 members are active. The force has 18 uniforms for its members, 24 bhalas and a dozen lezims.

2.18 In 1952 when the force was organized its members used to guard the village at night. On one occasion they clashed with some dacoits and helped in their arrest. By 1954, an atmosphere of security was created in the village and night guarding was stopped. The force has also helped the panchayat in maintaining law and order in the village, in the realization of panchayat taxes, etc. It is a well organised and disciplined body. Many of its members are from the Mahabir Dal; quite a few are, however, members of both the organizations.

Budget and resources of the panchayat:

2.19 The panchayat started preparing a regular budget with effect from the year, 1952-53. First the executive committee prepares the budget estimates for the coming financial year. These proposals are examined and approved by the Government and then presented to the general body of the panchayat for formal adoption. Until the year 1957-58, the approval of the panchayat's budget was accorded by the District Panchayat Officer, Patna. From 1958-59, however, the BDO performs this function. The income and expenditure statements are maintained in a form prescribed by the Government under the Bihar Gram Panchayat Account Rules, 1949. The statement for a year includes the accounts of actual income and expenditure of the previous year, revised estimates as adopted by the general body for the current year and estimates for the following year. Compulsory taxes, viz. labour tax and the property tax, supplementary taxes like the bazar tax or the professional tax, etc., fees realized by the gram cutcherry, ad hoc public donations and subscriptions, Government grants, income from panchayat property, etc. are the main heads

under which the income of the panchayat is required to be recorded. The main heads of expenditure are: establishment, tax collection charges, community construction or public utility works, village sanitation and cleanliness, medical and public health facilities, and education.

2.20 The income and expenditure as recorded in the cash book and the budget file of the panchayat for the years 1952-53 to 1958-59 is given in Appendix Table No. 6-A (Income) and 6-B (Expenditure)*. The data, however, does not depict a full picture of the actual income and expenditure. The works register maintained by the panchayat reveals that peoples' contributions till 1956-57 in cash, kind and labour worth about Rs. 24,000, were not shown in them. This was due partly to the inexperience of the mukhiya and the lack of guidance from the Panchayat Department. Labour was mobilized by the panchayat more as shramdan for specific works and less as tax.

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2.24 The value of voluntary contributions made by the people in the form of labour, material or cash for specific works, has been the main stay of the income of the panchayat. The people were mobilised for the contributions as matching grants were made available by the community project.

2.25 The work of collection of land revenue has not yet been entrusted to the panchayat. Village common lands or property have not yet been settled with the panchayats in this State, although, before the abolition of zamindari, the zamindars used to manage and earn income from such property.

2.26 The following figures broadly indicate the pattern of expenditure.

Years	Total Expenditure*	Percentage expenditure	
		on development works	on establishment†
1	2 (Rs.)	3	4
1952-53	1,026	54	28
1953-54	2,142	52	24
1954-55	879	38	39
1955-56	2,215	83	10
1956-57	1,160	79	6
1957-58	8,684	96	0.9
1958-59	4,187	93	0.9

* As recorded in the cash book.

† Including tax collection charges.

While the percentage expenditure on establishment has steadily declined during this period, that on development has been rising. The expenditure on development has varied between 38% to 54% during the first 3 years; whereas in the subsequent 4 years it has

anged between 79% and as high as 96%. The recorded data also show that items like the construction or repair of wells, ponds, school buildings, etc. received a share of expenditure year by year, whereas expenditure on items like village cleanliness, medical and public health, and irrigation was irregular and rather, negligible. Broadly speaking, two features emerge from the recorded data on expenditure: first, the panchayat has been trying to spend, according to the needs, on almost all items relating to the development of the village. Secondly, it has been balancing its budget, always keeping some cash in hand.

Achievements of panchayat:

2.27 During 1949 to 1952 not many construction works were taken up, nor were the taxes effectively realized. The initial enthusiasm of the leaders in this period manifested itself in the mass weekly cleanliness drives, organization of the voluntary force, night guarding of the village, fighting social evils like public gambling or goondaism in the bazar, starting of an akhara, opening of a sanskrit vidyalaya, etc. The matching grants for various community works made available by the Project created a favourable climate for undertaking construction works, as also for finishing those already in hand. Most of the works of common benefit were constructed between 1953 and 1957. In Appendix Table No. 7, particulars regarding the nature of the community construction works executed by the panchayat, year(s) of their execution, number of units executed, total cost of the works, cost shared by the different agencies, etc., are given.

The table shows that in all over Rs. 45,000 were spent on different works, of which a little over Rs. 34,000 or about 76% of the total cost was borne by the public and the panchayat. The official financial aid, thus, formed only 24% of the cost. Almost all the Government aid was made available by the Community Project or the Block.

2.28 The intangible achievements of the panchayat are perhaps more lasting and significant. These are:

- (i) Creating in the village more respect for law and a better atmosphere of security of life and property than that existed before its formation in 1949;
- (ii) Creating in the minds of the people faith in the panchayat through its day-to-day working;
- (iii) Earning for it a permanent status and ensuring that all sections of the community depend on it for village development.

Working of the institution:

2.29 The members of the executive committee are assigned different portfolios such as maintenance of records and accounts, cottage industries, education, electricity, construction of wells, agriculture and irrigation, maintenance of lanes and drains, etc. An attempt is also made to see that each member attends to his assignment. But, as was observed at some of the meetings of the committee, decisions were usually taken unanimously. The mukhiya and one educated member dominated the discussions. Topics of discussion were brought before the committee more often by them. Others

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usually took interest in details or about their implementation. Every person was given time to speak, was listened to, and discussions continued until a consensus was obtained.

2.30 A very notable feature of the working of the panchayat is that its present statutory frame-work has not prevented it from carrying out the functions of the traditional panchayat. The gram cutcherry is competent to hear only small criminal cases like thefts of goods worth upto Rs. 50 and civil suites involving property, not exceeding Rs. 500 in value. The disputes or the civil suites which the gram cutcherry is not officially competent to handle are settled by the panchayat informally. But in the settlement of such disputes, the panchayati is not confined to the official panchas of the gram cutcherry only. The mukhiya, and many other members of the Executive committee are often chosen by the people as panchas. The gram cutcherry neither registers such cases nor keeps any record thereof. The decisions of this panchayat are as binding on the concerned parties as that of the official court. In explaining why the mukhiya and other members of the executive committee functioned as a judicial body, when this was clearly not the intent of the Government, the villagers stated that it was better at times to settle disputes informally than through the official judiciary, involving so many formalities.

2.31 Working through sub-committees, wherever possible, is another feature. For example, in August, 1957, the local post office was facing a suspension of the postal service owing to a threat of strike by the postal employees. The panchayat then formed a sub-committee to chalk out a programme for maintaining the service in the event of the strike. The strike was fortunately averted. At a general body meeting held in February, 1955, a sub-committee consisting of the members drawn from it and the two wings of the panchayat was formed to ensure (i) the removal of encroachments on public streets made by certain individuals and (ii) uniform widening of the village lanes. The sub-committee is doing a useful work.

Inspections and records:

2.32 *Inspections*—The inspection book of the panchayat shows that the panchayat office was inspected by various Government officials in a regular manner only 15 times during the 8 years beginning with October, 1951. The various officers who made regular inspections of the panchayat and the number of inspections made by them during this period are indicated below:

Panchayat Supervisor	..	..	..	4	B.D.O.	1
District Panchayat Officer	..	..	..	6	S.D.O.	2
Director, Gram Panchayat, Bihar	..	..	..	2		

The inspection of the panchayat was not regular. While no inspection was made in 1954 and 1956, the panchayat was inspected by the various officers as many as 5 times in 1955. In other years, it was inspected not more than twice. The Government officers, like the Panchayat Supervisor, the District Panchayat Officer, the Deputy Director of Gram Panchayats, the S.D.O., the Project Executive Officer, the Block Development Officer and the District Magistrate have paid many casual visits to the panchayat although they did not

make a regular inspection of its office and records. The inspections, though less in number, were thorough and provided sufficient guidance to the panchayat.

2.33 *Other visitors*—Besides the casual and inspection visits of the State Government officers, the panchayat has attracted from time to time a host of eminent non-official visitors, foreign dignitaries and experts and high ranking Central Government officers. The remarks made by these visitors in the Log Book of the Panchayat show their appreciation of the achievements of the panchayat in various fields.

2.34 *Records*—The executive panchayat maintains 22 registers or files, e.g., family register, adults register, cash book, voucher file, tax assessment register, demand and collection book, construction works register, inspection book, stock book, postal pass book of the account of the panchayat fund, budget file and mukhiya's personal diary etc. These records are maintained in Hindi in a prescribed form. Much of the material that has gone into the preparation of this report could not have been available but for the proper maintenance of the records.

III

FACTORS RESPONSIBLE FOR THE SUCCESS OF THE PANCHAYAT

3.1 The panchayat has given to the people a good deal of confidence about its ability to work for the village. It is in search of newer functions and wider powers. The leadership is making efforts to have for the village a water supply scheme, a commercial bank, a permanent childrens' park, and power looms for the weavers.

3.2 As we search for the factors that are responsible for the good performance by the panchayat, we notice that most of the factors are inherent in the situation. These are: compactness of the village, its homogeneity, common bond of history and tradition, the election method, the caste and occupational pattern of the village, the character of the mukhiya and leadership pattern in the village. There are some factors which might be considered as 'external'. These are: the aid given by the Community Project and the Pilot Project for Industries, and the recent growth of the Noor Sarai bazar. The factors for the success of the panchayat are discussed below in order of their importance:

The leadership pattern in the village:

3.3 By and large, the largest share of the credit for the success of the panchayat goes to the mukhiya who has led the panchayat since its inception. By nature a quiet man, not highly educated, he is aged 40 and runs a small cloth shop. Besides holding the office of the mukhiya, he is a member of many other bodies, such as, the Advisory Committee of the Pilot Project for Industries, Bihar Sharif, the large-sized MPCs, and the Block Development Committee. He is sustained in his position by a sense of public trust rather than by the strength of any economic or official power. Ability to organize, and inspire confidence among the people by working with devotion and in a democratic manner are the traits that distinguish him. For many years before the formation of the panchayat, he was the

president of the Mahavir Dal. It was during this period that he got his training in leadership, and acquired a high sense of public service, discipline and team spirit. He is the strength of the panchayat to-day, and a factor for its success. But this position has its weakness also, as the responsibility is not sufficiently diffused.

3.4 The Mukhiya, however, is not the only leader in the village. It has been possible to locate as many as two dozen individuals who command either a following among some sections of the community or respect of the entire village. The leadership of the village is not in the grips of any politicians. They are ordinary men representing the common urges of the people of all shades of life. Since the village enjoys a long tradition of working together, the leaders function in a complementary way.

3.5 The present mukhiya, with all his qualities, and a few other influential members, however, do not look upon the participation of women in the panchayat with favour. Thus half the population of the village has no association with the village self-government.

The election procedure:

3.6 The real leaders of the community get elected to the panchayat mainly because of the informal procedure of election. As noted earlier, an informal general meeting of all the male adults of the village is held for selecting persons who later file their nominations for the formal and the official election. The real election is held at this meeting; people make their choice unanimously. This procedure has saved the community from election tensions. They are determined to pursue this method in future, as they believe, that therein lies the success of the panchayat.

The growing bazar:

3.7 The Noor Sarai bazar, has shown upward business activity in recent years. This has, in turn, raised the money incomes of the inhabitants. By levying various types of bazar taxes, the panchayat has increased its money income and utilised it for village development work. The development of the bazar is not solely due to the efforts of the people of Noor Sarai. Customers from the surrounding villages and the potato business have also to be thanked for the rapid progress of the bazar. Doubtless some credit for the progress of the panchayat goes to this environmental factor.

3.8 But it may be pointed out here that the panchayat has been fighting shy to levy a relatively simple tax, like, the profession tax, at a flat rate of Rs. 6 or so per shop per year, perhaps out of a fear of unpopularity. A majority of the people in the village are shopkeepers, and the bazar quite a flourishing shopping centre. If levied, this tax could have provided a much needed, stable and substantial source of income. But the panchayat leaders perhaps would not take this step as this would be a sacrifice on their part as shopkeepers.

Compactness of the area:

3.9 The whole of the village population of nearly 3,700 persons live in an estimated area of 55 acres, in which besides residential houses there is a bazar with nearly 300 shops and various other community facilities. The whole abadi is so huddled together that it takes one hardly an hour to go round it. Compactness of the area

of the panchayat seem to be a factor responsible for its good performance.

Caste and occupational pattern:

3.10 The village is characterised by the virtual absence of certain castes like Rajput, Bhumi-har, Kayasth and Gowala, with which most of the caste frictions in this State are associated. Another salient feature of its caste composition is that over 70% of the families living in it belong to backward castes (both among Hindus and Muslims), the remaining households being, more or less, equally divided between the caste Hindus and the scheduled castes. Such a composition has created an atmosphere of relatively better social equality than that prevails elsewhere.

3.11 Multiplicity of vocations of the inhabitants characterises Noor Sarai's occupational pattern. Pre-dominance of petty shop-keepers and non-agricultural producers or artisans is another notable feature. Cultivators form only a small minority in the village. There are only 2 ex-zamindars who belong to Noor Sarai. The village is absolutely free from the traditional disputes that arise between various groups of landed interests. The traders and artisans by virtue of their professions are probably less likely to indulge in continuous strifes on petty matters. They would be more interested in the success of the panchayat, as only through it they can improve the prospects of their trade.

Bond of common history and traditional panchayat:

3.12 The village is 400 years old. Its legacy is the tradition in crafts like black-smithy, khandsari making, knitting and embroidery, which even today in their decadence remind the people of a glorious past. By far the most valuable asset of the village is the traditional village panchayat. This panchayat was such a powerful force that its ways found a definite place in the working of the statutory panchayat. All the living members of the last traditional panchayat joined the statutory body; the latter continued to perform all the functions of the former. The strength of the present panchayat, therefore, seems to stem from within, although its authority rests on the rights and the powers granted to it by the Government. The working of the panchayat has also revealed that it has used the authority granted to it under the law only sparingly. To get things done, it has relied upon persuasive methods. This fitting in of the traditional method in the frame-work of the modern panchayat, with all its wide scope for rural-self-government, is one of the factors for its success.

External agencies that influenced the working of the panchayat:

3.13 The Community Project, Bihar Sharif (and lately the Noor Sarai Block) and the Pilot Project for Industries, Bihar Sharif, are the two major Government agencies that have exercised considerable influence on the working of the panchayat. With the opening of the Project, a VLW was stationed in the village. Besides the matching grants for construction works the block staff gave also valuable guidance to the panchayat.

3.14 The Pilot Project for Industries (PPI) opened in the village 6 training-cum-production centres between April, 1956 and April,

1959. A Group Level Organiser (GLO) was also stationed in the village. As mentioned earlier, the artisans trained at these centres were organised into industrial cooperative societies and all necessary facilities for loans, raw materials, marketing, etc., were arranged for them by the PPI through the GLO.

3.15 Both the block and the PPI worked in the village mainly through the panchayat, whose prestige in turn was enhanced. Some credit for the success of the panchayat, undoubtedly, goes to these external agencies.

APPENDICES

TABLE NO 1—VILLAGE DATA

Panchayat—Noor Sarai.

District—Patna.

1. Total geographical area	.. ..	176 acres	As Noor Sarai is not a revenue village, exact data is not available. This is only a rough estimate obtained from Revenue Records.
2. Cultivated area	.. ..	121 acres*	*Entire area is irrigated and is covered by improved seeds and fertilizers.
3. Population—			
1951 (Census)	.. ..	2,399	
1957	.. ..	3,693	
4. No. of households—			
1951	.. ..	388	
1957	.. ..	689	
5. Distribution of households (1957)			
(A) By castes—			
(i) High (Caste Hindus)	.. ..	109	
(ii) Low (Backward castes, Harijans etc.)	.. ..	580	
(B) By size of holdings—			
Nil	.. ..	622	
0—2 acres	.. ..	54	
2—below 5 acres	.. ..	7	
5—below 10 acres	.. ..	5	
10 acres and above	.. ..	1	
(C) By the principle occupation of the head of the household—			
(a) Traders—		294	
(i) Grocers	.. ..	75	
(ii) Vegetable sellers	.. ..	42	
(iii) Toddy tappers	.. ..	38	
(iv) Cloth merchants	.. ..	34	
(v) Grain merchants	.. ..	20	
(vi) Sweetmeat dealers	.. ..	19	
(vii) Medical practitioners/druggists	.. ..	13	
(viii) Other petty shopkeepers	.. ..	53	
(b) Non-agricultural producers or artisans—		172	
(ix) Blacksmiths	.. ..	33	
(x) Bidi-makers	.. ..	29	
(xi) Tailors	.. ..	22	
(xii) Barbers	.. ..	13	
(xiii) Goldsmiths	.. ..	21	
(xiv) Potters	.. ..	11	
(xv) Other artisans	.. ..	43	

(e) Casual labourers	82
(d) Cultivators	80
(e) Servicemen	49
(f) Transport drivers	14
(g) Cartage on pack animals	13
(h) Miscellaneous	15
6. Total adults—	1,633
1957)	
Male adults	891
Female adults	742
7. Literacy—(No. of persons in 1957)	545 or 15% of the population.
(i) Literates and below primary	402
(ii) Primary and below Matriculation	49
(iii) Matriculates and above	22
(iv) Other professional qualifications	12

Source :—(i) For items 1, 2 and 5 Revenue Records.

(ii) For other items Family Register of the Panchayat.

TABLE NO. 2—TRAINING-CUM-PRODUCTION CENTRES

Serial No.	Name of the T.C.P. Centre	When started	Period for which functioned in Noor Sarai	No. Agency	No. of courses	No. trained	No. following the trade	No. in Co-operative
1	2	3	4	5	6	7	8	9
1	Soap making Centre.	Dec., 1953	2 years	Community Project.	4	46	29	18
2	Knitting & Embroidery Centre for Women.	Jan. 1954	2 years	do.	4	73	73	32
3	Tailoring Centre	April 1956	3 years	P.P.I.	5	73	51	40
4	Blacksmithy Centre	June, 1956	1½ years	do.	3	19	19	7
5	Palm-Gur making Centre.	Feb., 1957	1 year and 11 months	do.	2	17	10	5
6	Palmyra leaf craft	Feb., 1957	1 year & 1 month.	do.	2	17	17	5
7	Ambar Charkha	April, 1957	1 year & 3 months	Khadi and village Industries Board through I.I.I. P.P.I.	1	12	12	12
8	Carpentry Centre	April, 1959	Running at present.	P.P.I.	1st course running.	10 under training.	Not applicable.	
Total						267	211	119

Source :—Pilot Project for Industries, Bihar Sharif.

TABLE NO. 3—PERSONAL CHARACTERISTICS OF THE MEMBERS OF THE EXECUTIVE COMMITTEE

Serial No.	Name	Age (yrs.)	Education (examination passed)	Caste	Occupation	Hold- ing (ac- res)	Sin- ce when mem- ber	Port- folio held	Other interest/ Importance
1	2	3	4	5	6	7	8	9	10
1.	A	40	7 class	Back- ward caste Hindu (Toli).	Cloth merchant	1.59	1951	Law & order, defence & finance.	Member of— (a) Large-sized MPCs; (b) Shri Mahabir Dal; (c) Block Develop- ment Committee. (d) M.P.C.S.; (e) Advisory Commit- tee, Pilot Project Industries; Bihar Sharif.
2.	B	28	do.	do. (Halwai)	do.	..	1954	Electrici- ty; constru- ction of wells; social reform.	Member of— (a) Soap-makers Co- operative society; (b) Astt. Secy., Mahabir Dal. (c) Secy., Mahabir library.
3.	C	29	Matri- culation	(Caste Hindu) Khatri	Ser- vice.	0.63	1954	Cottage industry Look after the sources of income	Member of— (a) Secy., Soap-Mak- ers Cooperative Society; (b) Vice-President, Shri Mahabir library; (c) Large-sized MPCs; (d) Sharda Natya Kala Samiti; (e) M.P.C.S.
4.	D	66	7th class.	Back- ward caste (Muslim).	Hakim	2.72	1951	To work for the mutual good- will & co-ope- ration of the various sections of people.	(i) Sirdar of the caste panchayat of Muslim; (ii) Organizer of Urdu Makhtab (iii) Ex-panch of the last traditional village pancha- yat.
5.	E	50	Middle	Caste Hindu (Brah- min).	Ayur- vedic practi- tioner.	3.12	1951	Public health.	
6.	F	28	5th class.	Sche- duled Caste (Passi)	Ganja shop.	0.05	1954	Organi- sation of vil- lage volunteer force.	Member of— (i) Soap-makers Co- op. Society; (ii) M.P.C.S.; (iii) Mahabir Dal. (iv) Secretary, palm-gur mak- ing Co-ope- rative society;

TABLE No. 3—contd.

Serial No.	Name	Age (yrs.)	Education (examination passed)	Caste	Occupation	Hold- ing (ac- res)	Sin- ce when mem- ber	Port- folio held	Other interest/ Importance
1	2	3	4	5	6	7	8	9	10
7.	G	51	5th class.	Caste Hindu (Mah- ori).	Cloth mer- chant.	2.50	1951	Watch and Ward; Supervision of the common grazing ground	Ex-panch of the last traditional village panchayat.
8.	H	35	7th class.	Caste Hindu Mah- ori).	Khand- sari making.	1.88	1951	Labour & col- lection of taxes.	(i) Member, M.P.C.S. (ii) President Shri Mahabir Dal.
9.	I	30	5th class.	Back- ward caste (Mus- lim).	Vege- table dealer.	1.88	1954	Propa- ganda for adult education.	
10.	J	35	M.A.	Caste Hindu (Mah- ori).	Chemist shop	2.50	1951	Educa- tion and publicity.	Director, Central Co-operative Bank Bihar Sharif; President, Anchal Panchayat Parishad; Secretary, Sanskrit Vidyalaya, Noor Sarai; Vice-president, Large sized M.P.C.S.; mem- ber MPCSS; Correspon- dent, Hindustan Samachar; Vice- president Bihar Sub-Divisional Press Association; Mem- ber, Bihar Hindi Sahitya Sammelan.
11.	K	35	9th class.	Caste Hindu (Brah- min).	Culti- vator.	3.76	1951	Irriga- tion & agricul- ture.	Member of MPCSS; Political workers.
12.	L	38	4th class.	Back- ward Caste Hindu (Tatwa).	Grocer	..	1954	Sanita- tion.	Member of— (a) Natya Kala Samiti (b) Oilmen's coopera- tive Society; (c) Soap-maker co- operative society;
13.	M	38	3rd class.	Back- ward caste (Tatwa)	Hand- loom weaver	0.13	1951	Super- vision of village paths & roads.	Member of— (a) Weavers Co-opera- tive Society; (b) Shri Mahabir Dal

TABLE No. 3—concl'd.

Serial No.	Name	Age (yrs.)	Education (examination passed)	Caste	Occupation	Held- ing (acres)	Since when member	Portfolio held	Other interest/Importance
1	2	3	4	5	6	7	8	9	10
14.	N	37	3rd class	Backward caste (Sunar)	Tobacco dealer	0.63	1951	Vigilance regarding the encroachment of the public buildings and common village land.	Vice-president, Shri Mahabir Dal.
15.	O	55	do.	do. (Lohar)	Blacksmith.	..	1951	Supervision of village drains.	Member of Viahwa-karma co-op. society. Ex-panch of the last traditional panchayat.

Source :—Gram panchayat records and personal interviews.

TABLE No. 4—BUSINESS TRANSACTED AT THE EXECUTIVE COMMITTEE MEETINGS OF THE PANCHAYAT DURING 1951, 1955 AND 1958

Date of Meeting	Business transacted	Whether the decision was enforced
1951—		
16-10-51	In the presence of the supervisor gram panchayat all the members of the panchayat took oath of allegiance to the panchayat constitution.	—
21-10-51	(i) Two persons were asked to construct a drain to stop flow of sewage water to the street;	Yes.
	(ii) Two members were asked to raise public contributions for the repair of a particular well;	Repairs done through the panchayat fund and not through contributions.
	(iii) It was decided to take up after Diwali the construction of an approach road connecting the panchayatghar with the bazar road;	Yes.
	(iv) It was resolved that the panchayat members as well as the volunteers of the village force should create an atmosphere helpful to check gambling. It was also decided to notify the public of this resolution by a beat of the drum;	Yes.
	(v) It was decided that the shopkeepers and house-owners should not encroach upon the public streets while decorating their places on Diwali day.	Partially.

TABLE NO. 4—contd.

Date of meeting	Business transacted	Whether the decision was enforced
16-11-51	(i) It was decided to remove the platforms constructed by some people encroaching upon the public streets;	Yes.
	(ii) It was decided to levy labour tax as authorized by the District Panchayat Officer;	Yes.
	(iii) It was resolved to repair the road connecting Saha Sarai tols with the District Board road.	Yes.
1955—		
31-1-55	It was decided to purchase one dozen baskets at a cost of Rs. 20 for carrying earth while doing manual labour;	Yes.
31-3-55	(i) Approval of the list of tax assesses for the year 1955-56;	
	(ii) It was decided to take suitable action against those who have avoided the payment of labour tax;	There was no need of taking such action because more labour was contributed later than assessed.
	(iii) It was decided to complete the digging work of the village tank by the next summer;	No
	(iv) It was decided to purchase 1½ dozen more baskets for the manual work;	Yes.
	(v) It was decided that a particular member of the panchayat should undertake collection of hawkers tax from vegetable fruit and fish vendors at a fixed commission of Rs. 5 per month.	Yes.
30-4-55	(i) It was decided that this year again the panchayat should distribute fertilisers as done in the last 2 years;	Yes.
	(ii) It was decided to construct a platform at a cost of Rs. 150 at the newly constructed well in Amanagar tola.	Yes.
31-7-55	(i) Although the panchayat did not have funds, it was decided to pay off an old bill of Rs. 150 on account of the construction of the platform at the bank of the village tank by borrowing the amount from someone;	Yes.
	(ii) Approved the purchase by the mukhiya of oil worth Rs. 50 for the Peter Pump, used in pumping out polluted water from the pond which was being converted into tank.	Yes.
30-9-55	Only routine business was transacted ..	—
31-10-55	do.	
30-11-55	It was unanimously decided that the panchayat fund be deposited in the local sub-post office in the name of the mukhiya.	Yes.
25-12-55	Budget estimates for the year, 1956-57 were prepared.	—
1958—		
9-2-58	It was resolved that the Panchayat should send telegrams, letters etc., and make all possible efforts to prevent the shifting of block hqrs. from Noor Sarai.	Yes, the block hqrs. did not shift.
28-2-58	Only routine business was transacted.	
31-3-58	All the expenditure incurred on various construction works, etc., during the period since February, 1958 was approved. Mukhiya's action in auctioning the collection of various bazar taxes for the year 1958-59 to the highest bidder was also examined and approved.	

TABLE No. 4—contd.

Date of meeting	Business transacted	Whether the decision was enforced
15-4-58	It was decided to execute the following development programme during the year 1958-59 with the help of the block—	
	(i) Construction of two drinking water wells	No, only repair of one well was done.
	(ii) Construction of 800 feet of pucca drains ..	No
	(iii) Construction of 2 sets of public latrines ..	No
	(iv) Construction of two urinals	No
	(v) Construction of two soakage pits ..	No
6-5-58	According to a letter received from the B.D.O., it was resolved to dig one tank and deepen another.	No, because the block withdrew its scheme.
15-5-58	A special meeting of the Committee was convened to resolve that the evacuee property land situated near the Panchayat Ghar be got settled in the name of the Panchayat for its public activities.	Yes, a temporary settlement for one year obtained.
21-5-58	(i) It was decided to provide one more step to the platform of the tank and to carry out certain other repairs, at a total cost of Rs. 150;	Yes.
	(ii) It was decided to purchase 'Panchayat Sandesh', a Hindi monthly organ of the State Panchayat Parishad;	Yes.
	(iii) It was decided to repair a well in Amanagar mohalla at a total cost of Rs. 200 and the roof of the school building at a cost of Rs. 25;	Yes.
	(iv) It was decided to further deepen the village tank through labour contribution.	Yes.
24-7-58	(i) It was decided to use the evacuee land temporarily acquired by the panchayat from the Relief and Rehabilitation Department, of the Government as a children's park;	Yes.
	(ii) It was decided to provide light at the drinking water well near the panchayat ghar at panchayat's cost.	Yes.
13-8-58	(i) To prevent the collection of water at a particular public place in Amanagar tola, it was decided that a kutchra drain should be dug;	Yes.
	(ii) It was decided to request the Government to provide 200 mds. of food-grains per week at the Fair-price shop run by the Noor Sarai M.P.C.S;	No, the Govt. could not agree to the proposal, because of shortage of supplies.
	(iii) It was also decided to provide Rs. 15 per year as washing expenditure for the uniform of the V.V. Force;	Yes.
	(iv) It was resolved that the panchayat should obtain a gun-licence;	No
	(v) It was decided that the Panchayat should distribute sweets worth Rs. 15 among the children on the Independence Day.	Yes.

TABLE NO. 4—contd.

Date of meeting	Business transacted	Whether the decision was enforced
3-9-58	(i) It was decided to construct a culvert on the road in the south of the village tank and another on the main-bazar road with the help of the block;	Yes.
	(ii) It was decided to give the land permanently settled by the Government with the Panchayat to some suitable person on contract for one year;	Yes.
	(iii) It was decided to repair the radio-set installed in Shri Mahabir Library at a cost of Rs. 20.	Yes.
31-10-58	It was decided to incur an expenditure of Rs. 30 for the purchase of some equipment for the local Akhara.	Yes.
30-11-58	(i) The contractor for the collection of one of the bazar taxes (hawker tax) refused to pay the arrears. It was, therefore, decided that legal proceedings should be instituted against him after giving him a week's notice;	Within a week, the person made a written promise to pay the arrears in 3 instalments, one of which was immediately paid by him. Hence no legal action was taken against him.
	(ii) Budget estimates for the year, 1959-60 were prepared.	—

Note—Besides the above-noted business, the following routine business was also transacted.—

- (i) Approval of the proceedings of the last meeting;
- (ii) Review and approval of the income and expenditure incurred during the intervening periods between the two meetings; and
- (iii) Approval of the specific items of expenditure incurred by the mukhiya on construction works or other purposes as authorised by the committee.

TABLE NO 5—PERSONAL CHARACTERISTICS OF THE PANCHAS OF THE GRAM CUTCHERRY

Name	Age (yrs.)	Education	Caste	Occupation	Hold- ing (acres)	Since when panch	Remarks
1	2	3	4	5	6	7	8
A1	48	7th class	Caste Hindu (Brahmin).	Ayurved Practitioner.	..	1951	He takes active part in bhajan and kirtan. He is also president of Shri Mahabir Library.
B1	70	Literate	Backward caste (Muslim).	Vegetable vondor.	0.63	1951	Ex-panch of the last traditional panchayat.
C1	38	Matricu- late.	Backward caste Hindu (Kurm).	Handloom weaver.	7.50	1951	

TABLE No. 5—contd.

Age Name (yrs.)	Education	Caste	Occupation	Holding (acres)	Since when panch	Remarks	
1	2	3	4	5	6	7	
4. D1	40	5th class	Backward caste Hindu (Kurmi).	Ayurved practitioner.	21.26	1951	He is an ex-samindar. Most of his land is situated outside this village. Ex-panch of the last traditional panchayat.
5. E1	45	7th class	Caste Hindu (Mahuri).	Goldsmith ..	..	1954	Ex-panch of the last traditional panchayat.
6. F1	42	5th class	do.	Cloth merchant.	..	1954	He is secretary of the M.P.C.S. and president. Sharda Natya Kala Samiti. Cashier, large-sized M.P.C.S.; ex-panch of the last traditional panchayat.
7. G1	42	5th class	Backward caste Hindu (Teli).	do.	2.53	1951	Member large-sized MPCS and president MPCS.
8. H1	60	Literate	Backward caste Hindu (Teli).	Grocer	..	1951	Ex-panch of the last traditional village panchayat.
9. I1	63	do.	Caste Hindu (Mahuri).	do.	1.88	1951	Member of MPCS and President of Kritan Mandli. Ex-Panch of last T.P.
10. J1	70	7th class	Backward caste Hindu (Teli).	Cultiva- tor.	4.38	1954	He is a member of the MPCS; Ex-panch of the last traditional village panchayat.
11. K1	28	3rd class	Backward caste Hindu (Tatwa).	Landless labourer.	..	1951	Member of weavers coop. society and Sharda Natya Kala Samiti; takes interest in folk dances.
12. L1	70	Literate	Backward caste (Muslim).	Mason	0.02	1951	He is noted for his selfless spirit of service and impartiality. Ex-panch of the last traditional village panchayat.
13. M1	67	do.	Backward caste Hindu (Sunar).	Grocer	0.04	1951	He is an important caste leader, as well as the ex-panch of the last traditional village panchayat.

Source—Gram panchayat record and personal interviews.

TABLE NO. 6-A—INCOME OF THE PANCHAYAT

(Amounts in Rs.)

Heads	Years							Average per year
	1952- 53	1953- 54	1954- 55	1955- 56	1956- 57	1957- 58	1958- 59	
1	2	3	4	5	6	7	8	9
<i>Previous Year's Balance</i> .. ..	..	416	84	96	93	150	302	163
<i>Compulsory taxes—</i>								
(a) Labour tax*	328	121	176	1,685	437	6,817	2,190	1,679
(b) Property tax .. ..	..	..	..	23	..	661	..	98
<i>Supplementary Taxes—</i>								
(a) Bazar Tax ..	361	705	572	478	692	967	1,041	688
(b) Cycle licence fee ..	13	11	18	..	..	..	..	6
<i>Fees of the gram outcherry</i> ..	28	11	11	6	3	15	10	12
<i>Ad hoc public donations and subscriptions†</i> ..	..	400	85	..	8	55	171	103
<i>Income from panchayat property etc.</i>	210	52	5	..	..	50	65	55
<i>Govt. grants etc.</i> ..	400	..	..	..	..	164	837	200
<i>Miscellaneous</i> ..	102	510	23	21	77	107	77	131
Total ..	1,442	2,226	974	2,309	1,310	8,996	4,603	3,135

Source—Panchayats' budget files and cash book.

Note—The community construction works register maintained by the panchayat shows that estimated amount of Rs. 24,000 incurred by the panchayat on various works during the years, 52-53 to 1956-57, has not figured in its budgets. Roughly, 60 per cent of this sum constitutes the value of labour contribution and 40 per cent is the cash or kind contribution. In the subsequent years labour contribution was shown under labour tax.

* Value of labour calculated @ -/3/- per unit of 4 hours of manual work.

† Including value of contributions made in kind, but exceeding voluntary labour.

TABLE NO. 6-B—EXPENDITURE OF THE PANCHAYAT

(Amounts in Rs.)

Items	Years							Average
	1953-	1953-	1954-	1955-	1956-	1957-	1958-	
	53	1954	55	56	57	58	59	
1	2	3	4	5	6	7	8	9
1. Establishment ..	167	300	199	94	73	81	89	135
2. Tax collection charges ..	118	213	144	144	..	..	..	88
3. Community Construction—								
(a) Roads and paths ..	304	..	..	..	..	5,515	..	317
(b) Irrigation sources ..	..	..	..	..	..	326	..	32
(c) Others (walls, ponds, school etc.) ..	..	1,003	320	1,460	903	1,759	3,898	1,335
4. Improvement of drains ..	23	..	18	..	..	119	..	23
5. Improvement of drinking water sources ..	..	52	..	368	..	500	..	131
6. Medical and public health and village cleanliness ..	106	18	..	..	..	205	..	47
7. Education ..	225	45	..	..	10	20	..	43
8. Miscellaneous ..	183	512	198	159	174	259	250	248
Total ..	1,026	2,142	879	2,215	1,160	8,684	4,187	2,899
Cash in hand ..	416	84	95	94	150	302	506	235

Source—Panchayat's budget file and cash book.

Note—The head "miscellaneous" includes expenditure on travelling allowance, electric charges, repayment of loans, etc.

TABLE NO. 6-C—MODES OF COLLECTION AND RATES OF TAXES LEVIED BY THE PANCHAYAT

Year	Nature of tax levied	Rate of tax	Mode of collection
1953-53	A. Compulsory taxes—		
	(i) Labour tax	.. 12 units (one unit of 4 hours) of manual labour per healthy male adult per year or in lieu thereof, cash at -/6/- per unit;	Directly by the panchayat
	(ii) Property tax	.. Annas-/4/- per Rs. 100 worth of income from immovable property on persons owning immovable property yielding income of not less than Rs. 500 per annum;	do.

TABLE No. 6-C—contd.

Year	Nature of tax levied	Rate of tax	Mode of collection
	B. Supplementary taxes—		
	(i) Bazar tax (Truck tax i.e., on goods transported into or out of bazar by trucks).	Rs. 1 per truck-load, on both incoming and outgoing trucks; if the load is 10 bags or less the rate would be As. /8/- per truck;	Realized by a commission agent for the panchayat at 25 per cent commission;
1953-54	(ii) Cycle licence fee ..	Rs. 1 per cycle ..	Directly by the panchayat
	A. Compulsory taxes ..	Same as in 1952-53 ..	Same as in 1952-53.
	B. Supplementary taxes—		
	(i) Bazar tax—		
	(a) Truck tax	Same as in 1952-53. ..	Realized by the chief officer of the panchayat on a fixed commission of Rs. 12 per month;
	(b) Hawker tax (on hawkers coming from outside the village for sale of vegetables, fruit, fish, sweets, etc.).	(i) On goods sold in wholesale, As. -/8/- per Rs. 100 worth of sale; (ii) On retail sale, As. -/10/- per Rs. 100 worth of sale;	A panchayat member realized it on a fixed commission of Rs. 10 per month;
	(ii) Cycle licence fee— ..	Same as in 1952-53. ..	Same as in 1952-53.
1954-55	A. Compulsory taxes ..	do.	do.
	B. Supplementary taxes—		
	(i) Bazar tax—		
	(a) Truck tax	do.	Same as in 1953-54; do.
	(b) Hawker tax—(on all hawkers excepting vegetable, fruit and fish-sellers);	Same as in 1953-54 ..	do.
	(c) Vegetable tax—(on vegetable vendors fish and fruits and sellers).	(i) Half anna per vegetable vendor per day; (ii) Annas -/4/- per md. of fish sold; (iii) Annas -/8/- per cart-load of fruit or vegetables sold.	A panchayat member realized both these taxes on a fixed commission of Rs. 60 for the year.
	(ii) Cycle Licence fee ..	Same as in 1952-53 ..	Same as in 1952-53.
1955-56	A. Compulsory taxes— ..	do.	do.
	B. Supplementary taxes—		
	(i) Bazar tax—		
	(a) Truck tax	do.	Same as in 1953-54.
	(b) Vegetable tax etc. ..	Same as in 1954-55 ..	A member of the Panchayat realized it at a fixed commission of Rs. 5 p.m.
	(c) Hawker tax	do.	Same as in 1953-53.
1956-57	A. Compulsory taxes ..	Same as in 1952-53	Same as in 1953-53.
	B. Supplementary tax—		
	Bazar tax—		
	(a) Truck tax	do.	The collection work was auctioned out for Rs. 515.
	(b) Vegetable tax	Same as in 1954-55 ..	The collection of this tax was also auctioned out for Rs. 194.
	(c) Hawker tax	Same as in 1953-54 ..	A panchayat member collected it at a fixed commission of Rs. 10 only.

TABLE No. 5-C—contd.

Year	Rate of tax levied	Rate of tax	Mode of collection
1957-58	A. <i>Compulsory taxes</i>	.. Same as in 1952-53	.. Same as in 1952-53.
	B. <i>Supplementary taxes—</i>		
	<i>Basic tax—</i>		
	(a) <i>Truck tax</i>	.. do.	The collection auctioned out for Rs. 750.
	(b) <i>Vegetable tax</i>	.. (i) Half anna to one anna per vegetable vendor per day; (ii) -/8/- per md. of fish sold; (iii) -/4/- per basket of fruit sold; (iv) Rs. 1 per cart-load of fruit (e.g. water melon sold);	The collection of this tax was also auctioned out for Rs. 175.
	(c) <i>Hawker tax</i>	.. (i) On the sale worth Rs. 100 of cloth and grocery articles transacted in wholesale trade, the rate of tax would be As. -/8/-; it would be Rs. -/10/- on retailers; (ii) Half anna per bag of grains, potatoes and onions sold in wholesale; (iii) One to 2 annas per day for Retailers of other goods making a sale not exceeding Rs. 10.	From this year this tax was also auctioned out. For the year it was auctioned for Rs. 42 only.
1958-59	A. <i>Compulsory taxes—</i>	Same as in 1952-53	.. Same as in 1952-53.
	B. <i>Supplementary Taxes—</i>		
	(a) <i>Truck tax</i>	.. do.	.. The collection of the tax was auctioned out for Rs. 810.
	(b) <i>Vegetable tax</i>	.. Other rates as in the year, 1957-58; only the rate for the sale of fish was raised from -/8/- to Re. 1 per basket.	The collection of this tax was auctioned out for Rs. 185.
	(c) <i>Hawker tax</i>	.. Same as last year	.. The collection was auctioned out for Rs. 75.

*Note—*Before the collection agreement for any tax is made between the contractor, offering the highest bid at the auction, and the panchayat, the former has to deposit 25 per cent of the contracted amount with the latter. The remaining amount is paid by the contractor to the panchayat in 3 instalments as per terms of the agreement.

TABLE NO. 7—COMMUNITY CONSTRUCTION WORKS EXECUTED BY THE PANCHAYAT

Serial No.	Works executed	Year(s) of execution	No. of units executed (Nos./Yrs.)	Total cost (Rs.) (0+12)
1	2	3	4	5
1	<i>Drinking water wells</i>	1953	1	800
	(a) Construction (for Harijans) ..	1954	2	1,800
	(b) Repairs	1954	1	125
	.. ..	1955	5	1,000
	(for Harijans)	1955	1	125
	.. ..	1957	9	300
	.. ..	1958	1	200
2	<i>Construction of irrigation wells</i> ..	1955	4	4,000
3	<i>Construction of drains</i>			
	(a) Pucca	1949-52*	300	1,500
	.. ..	1953-55*	333	2,190
	.. ..	1957	35	115
	(b) Kutchas	1953-55*	670	500
4	<i>Communications—</i>			
	(a) <i>Construction of roads—</i>			
	(i) Kutchas path	1950	20	120
	(ii) Kutchas road	1955	333	2,000
	.. ..	1957	333	1,000
	(b) Repair of kutchas road	1950	150	450
	(c) Construction of culverts	1955	1	404
	.. ..	1958	2	469
5	<i>Community hall-cum-panchayat ghar-cum-VLW quarter building—</i>			
	(a) Construction	1951-55*	1	15,000
	(b) Further improvement	1957	1	400
6	<i>Construction of public bathrooms</i> ..	1955	1	200
7	<i>Digging of soakage pits—</i>			
	(a) Pucca	1955	2	140**
	(b) Kutchas	1955	10	
	(a) Pucca	1957	5	140**
	(b) Kutchas	1957	5	
8	<i>Village tank—</i>			
	(a) Digging of a kutchas village tank	1954	1	3,400
	(b) Construction of a pucca ghat at the bank of the tank	1955	1	1,890
	(c) Addition of a staircase to the ghat	1957	1	300
	(d) Further improvement of the ghat	1958	1	150
9	<i>School buildings—</i>			
	(a) Construction of 2 additional rooms in the U. P. school building	1959	2	2,000
	(b) <i>Repairs—</i>			
	(i) L. P. school building	1951	1	501
	(ii) Urdu Makhtab (L. P. school)	1951	1	550
	(iii) U. P. school building	1959	1	500
10	<i>Construction of pucca latrines</i> ..	1957	4	1,200
11	<i>Renovation and improvement of temples</i>	1949	1	1,000
	.. ..	1950	1	1,000
	GRAND TOTAL			45,140

NOTE—One mile pucca road was constructed in the panchayat village in the year, 1957 at a total cost of Rs. 48,000. The execution of this work was done by the district board, 75 per cent of the cost was borne by the community project, 12.5 per cent by the district board and the remaining 12.5 per cent in the shape of labour tax by the panchayat.

* Year-wise figures not available.

** Separate figures for pucca and kutchas not available.

TABLE No 7—contd.

Serial No.	Works executed	Share of cost by agencies (in Rs.)			
		Public			Total (6+7+8)
		Panchayat fund	Public donations or subscriptions in cash or materials	Value of labour tax or voluntary labour contribution by people	
1	2	6	7@	8@	9
1	<i>Drinking water wells..</i>	400	..	..	400
	(a) Construction .. ..	..	400	..	400
	(b) Repairs .. ..	..	125	..	125
		..	500	..	500
		..	125	..	125
		300	..	..	300
		150	..	..	150
2	<i>Construction of irrigation wells</i>	..	2,000	..	2,000
3	<i>Construction of drains—</i>				
	(a) Puoca .. ..	..	1,500	..	1,500
		..	1,000	..	1,000
	(b) Kutcha	64	..	90	94
		..	500	..	500
4	<i>Communications—</i>				
	(a) <i>Construction of roads—</i>				
	(i) Kutcha path .. ..	..	..	120	120
	(ii) Kutcha road .. ..	..	..	2,000	2,000
		..	..	1,000	1,000
	(b) Repair of kutcha road ..	..	..	450	450
	(c) Construction of culverts ..	..	202	..	202
		..	..	47	47
5	<i>Community hall-cum-panchayat ghar-cum-VLW quarter building—</i>				
	(a) Construction .. ..	..	12,500	..	12,500
	(b) Further improvement ..	..	..	400	400
6	<i>Construction of public bathrooms</i>	..	100	..	100
7	<i>Digging of soakage pits—</i>				
	(a) Puoca .. ..	..	140	..	140
	(b) Kutcha .. ..	..	..	..	..
	(a) Puoca .. ..	..	140	..	140
	(b) Kutcha .. ..	..	..	..	..

TABLE No. 7—contd.

Serial No.	Works executed	Share of cost by agencies (in Rs.)			
		Public			Total (6+7+8)
		Panchayat fund	Public donations or subscriptions in cash or materials	Value of labour tax or voluntary labour contribution by people	
1	2	6	7@	@8	9
8	<i>Village tank—</i>				
	(a) Digging of a kutchra vil- lage tank .. ..	..	..	3,400	3,400
	(b) Construction of a pucca ghat at the bank of the tank ..	Nil	1,000	Nil	1,000
	(c) Addition of a staircase to the ghat	200	..	..	200
	(d) Further improvement of the ghat	150	..	..	150
9	<i>School buildings—</i>				
	(a) Construction of 2 additional rooms in the U. P. school building	1,000	..	..	1,000
	(b) <i>Repairs—</i>				
	(i) L. P. school building ..	..	..	501	501
	(ii) Urdu Maktab (L. P. school) .. ..	..	..	550	550
	(iii) U.P. school building ..	250	..	..	250
10	<i>Construction of pucca latrines</i>	900	..	..	900
11	<i>Renovation and improvement of temples</i>	..	1,000	..	1,000
		..	1,000	..	1,000
	GRAND TOTAL ..	3,414	30,890	..	34,304

@ Roughly 60 per cent of this is the value of labour contribution. For figures underlined separate data for columns 7 and 8 are not available.

TABLE No. 7—contd.

Serial No.	Works executed	Share of cost by agencies (in Rs.)		
		Government		
		Panchayat Deptt.	Community project or block	Total (10+11)
1	2	10	11	12
1	<i>Drinking water wells</i> ..	400	..	400
	(a) Construction .. ..	..	1,200	1,200
	(b) Repairs .. ..	..	..	..
		..	500	500
	
	
		..	50	50
2	<i>Construction of irrigation wells</i> ..	..	2,000	2,000
4	<i>Construction of drains—</i>			
	(a) Pucca .. ..	..	..	..
		..	1,080	1,080
		..	21	21
	(b) Kutchha .. ..	..	..	..
4	<i>Communications—</i>			
	(a) <i>Construction of roads—</i>			
	(i) Kutch path .. ..	..	..	..
	(ii) Kutchha road .. ..	..	..	..
	
	(b) Repair of kutchha road ..	..	..	..
	(c) Construction of culverts ..	..	202	202
		..	422	422
5	<i>Community hall-cum-Panchayat ghar-cum-VLW quarter building—</i>			
	(a) Construction .. ..	..	2,500	2,500
	(b) Further improvement ..	..	..	..
6	<i>Construction of public bathrooms</i> ..	..	100	100
7	<i>Digging of soakage pits—</i>			
	(a) Pucca .. ..	..	..	..
	(b) Kutchha .. ..	..	..	..
	(a) Pucca .. ..	..	..	..
	(b) Kutchha .. ..	..	..	..

TABLE No. 7—contd.

Serial No.	Works executed	Share of cost by agencies (in Rs.)		
		Government		
		Panchayat Deptt.	Community project or block	Total (10+11)
1	2	10	11	12
8	<i>Village Tank—</i>			
	(a) Digging of a kutchha village tank.	..	..	..
	(b) Construction of a pucca ghat at the bank of the tank.	..	820	820
	(c) Addition of a staircase to the ghat ..	..	..	..
	(d) Further improvement of the ghat .. ..	..	..	..
9	<i>School buildings—</i>			
	(a) Construction of 2 additional rooms in the U. P. school building .. ..	..	1,000	1,000
	(b) <i>Repairs—</i>			
	* (i) L.P. school building	..	..	..
	* (ii) Urdu Maktab (L. P. school).	..	..	..
	(iii) U. P. school building ..	..	250	250
10	<i>Construction of pucca latrines—</i>	..	300	300
11	<i>Renovation and improvement of temples—</i>	..	..	..
	
	GRAND TOTAL ..	400	10,455	10,855

* No. (i) & (ii) are in the same building. The L.P. school was raised to U. P. school in 1955.
Source—Panchayat's works register.

VIEWS OF THE PEOPLE ON CERTAIN CURRENT ISSUES RELATING TO THE WORKING OF THE PANCHAYATS.

Views of the people of Noor Sarai were collected on certain current issues in two informal meetings. About 35 persons attended each of the two meetings; they included members of both the executive and the judicial panchayat, secretaries of the co-operative societies, caste panchayat leaders and other leaders. They constituted a fairly representative group of the village. Particular care was taken to see that the few highly educated among them and the mukhiya or the sarpanch do not dominate the discussion.

1 *Election*—All the persons felt that Noor Sarai's method was the only suitable one for the panchayat elections. All the persons were against party politics in panchayat elections. According to them, there were no political issues involved in the work of the village body. The villagers should choose unanimously from among themselves the persons who would lead.

2 *Functions*—Views of the people were sought on the present division into compulsory and optional functions, and the additional functions which the panchayat should perform.

Most of the persons present at the meeting did not have any opinion regarding the first issue. Five persons considered that this distinction should be abolished as it served no particular purpose. Only the mukhiya wanted this division to continue with certain readjustments. But he also had no clear understanding of the two separate functions.

Twenty four persons could not mention any new activities that Noor Sarai panchayat could or should undertake. Two cultivators wanted the panchayat to check the frequent intrusion of outsiders on the grazing ground of the village. They also wanted the panchayat to arrange water for irrigation at a low rate. A Harijan leader wanted that the panchayat should set up a dairy-farm. Mukhiya and a few educated persons wanted the panchayat to consolidate the existing cooperative societies, start modern small-scale manufacturing plants, etc. They felt that the panchayat should provide employment to those artisans whose traditional crafts are not likely to prosper. The mukhiya also wanted the Government to entrust the management and possession of the village common land (Gair Muzrua Aam Land) to the panchayat. Further, he felt that the land mutation cases can better be settled by the panchayat. (At present both these tasks are being performed by the Government through the Anchaladhikari). One Muslim vegetable vendor, who is a pancha of the gram cutcherry, wanted the panchayat to start one or two bakeries in the bazaar.

3 *Sub-committee*—Nearly all the persons present were of the opinion that some functions of the panchayat can be effectively performed through its sub-committees. The mukhiya, the sarpanch, one educated panchayat member and one or two others explained the following advantages.

- (i) It would ensure wider participation of the people in the activities of the panchayat;

- (ii) It would save the time of the panchayat body; and at the same time, it would ensure proper consideration of the issues involved;

4 *Panchayat secretary*—The following matters regarding the panchayat secretary came up for discussion:

- (i) Whether the panchayat secretary should belong to the village;
- (ii) Whether or not he should be paid;
- (iii) What should be his duties; and
- (iv) What should be his relations with the mukhiya;

Most of the persons in the meeting held the view that he should be a fellow villager. Some persons including the mukhiya were against this as they feared that the local person might attend to his personal work and the panchayat's work might suffer. Others, however, felt that a local youngman like other members of the panchayat, would take keen interest in work, would always be available for work, that one of their fellow villager would, thereby, get employment and he would be in a better position to appreciate the development needs of the village.

None expressed the view that the panchayat secretary should be an honorary worker. On the other hand, a few persons said that his emoluments should be raised from Rs. 52 p.m. as at present to Rs. 70.

It was unanimously stated that the work of the collection and maintenance of statistics and organisation of cooperatives should be excluded from his duties. It was also felt that the number of records which he has to maintain should be reduced.

All agreed that the mukhiya should continue to control the day to day activities of the secretary.

5 *Share of land revenue*—According to the amendment to the Act in 1959, the panchayats would receive a share in the land revenue of the State—a minimum of 6½% of it would form a pool for this purpose. The pool would amount to Rs. 37.50 lakhs. If this money is equally divided among the 10,500 panchayats in the State, the share of each would be Rs. 357 per year. All the persons present at the meeting were of the opinion that the Government must share its land revenue with the panchayat if it is to be an effective instrument of local-self-government. Majority of the participants, however, could not indicate the proportion of land revenue that the Government should set apart for this purpose. The mukhiya and a few other suggested that a minimum of 20 per cent of the land revenue should be earmarked by the Government to the panchayats and that each panchayat should get a share according to its performance.

6 *Panchayat samities and zilla parishads*—Ten out of 35 persons could not express any opinion regarding the desirability or otherwise of forming these bodies. Of the remaining, 14 were against the formation of such bodies at present because, according to them, the people are not yet so much educated, disciplined and honest for

exercising developmental and financial responsibilities. The Block Development Committees with limited powers to execute the programmes were not working very satisfactorily because of the parochial tendency of the members. The remaining 11 persons who included two members of the BDC, held exactly opposite views. According to them, if the BDCs were ineffective, it was because they had no requisite powers. These committees give opportunities to the people to formulate development plans for their own area, and check, to some extent the red-tapism of the Government machinery. If the statutory panchayat samities and zilla parishads are formed, people would be more effective in developing their villages.

**PANCHAYAT RANGWASA, INDORE DISTRICT,
MADHYA PRADESH**

I

CONSTITUENT VILLAGES

Situation:

1.1 The Rangwasa panchayat covers five villages. Of these, Rangwasa is at a distance of ten miles from both Indore and Mhow cities. It lies two miles off the main highway, Agra, Bombay Road, with which it is connected by an all-weather road. It can also be reached by the Indore-Mhow branch of the Western Railway. Rao railway station is at a distance of about $1\frac{1}{2}$ miles from the village. Dehri, another village in the panchayat jurisdiction, lies on the outskirts of Rangwasa and is unpopulated. Most of its land is cultivated by the people of Rangwasa. Of the remaining three villages, Moklai and Narlai are to the west of Rangwasa at distances of $1\frac{1}{2}$ and 4 miles respectively and Sindhori is to its south at a distance of 4 miles. All these villages are connected by fair-weather cart tracks. Apart from geographical proximity, the constituent villages have social and economic ties. Many residents of Rangwasa own land in the other villages and go there for cultivation. Rao post office is $1\frac{1}{2}$ miles from the village and since last year postal mail is also being delivered in the village thrice a week.

Area, population and other demographic characteristics:

1.2 The villages occupy an area of 8.77 sq. miles and have a population of 2,510 persons living in 487 households. The over-all density in the area covered by the panchayat is 286 persons per square mile. But Rangwasa has 501 persons per square mile, Moklai 40, Narlai 202, and Sindhori 120 persons.

Occupational structure:

1.3 According to the census of 1951, agriculture was the principal occupation of Rangwasa; 77.8 per cent of the total population directly depended on it. Of this, 51.0 per cent were owner cultivators, 5.5 per cent tenants, 19.8 per cent agricultural labourers and 1.5 per cent non-cultivating owners. 12 per cent of the population depended on petty crafts, such as shoe and mat making, carpentry, blacksmithy, goldsmithy etc. The remaining 10.2 per cent depended on trades, professions and services. In the other constituent villages the occupation pattern was still more agriculture oriented; between 93 to 98 per cent of the total population depended on agriculture. According to general information collected from knowledgeable persons there has not been any significant difference in the occupational pattern in the last 8 years.

Caste structure:

1.4 There are as many as 10 high and 20 low castes in Rangwasa. But the other villages are mainly occupied by single castes. Kulmies and Khaties are the principal castes in Rangwasa constituting 43 per

cent of the total households. The other high castes are Brahmins, Rajputs and Vaish. Kulmies are renowned for agricultural skill, vigour and perseverance. They are quite advanced in the technique of cultivation and have speedily adopted better methods. In this respect, they can be bracketed with the Jats of Punjab. Though Khaties are not so well advanced in farming, they are quite hard working. Brahmins and Rajputs depend heavily on agricultural labour. Chamar, Dholi, Bagri and Balai castes outnumber other low castes and together constitute 73 per cent of Harijan households. In Narlai the Rajputs and in Sindhori and Moklai the Harijans are in majority.

1.5 Most of the land is owned by the higher caste households, especially Kulmies, Khaties, Brahmins and Rajputs, so that these can be termed as 'propertied classes'. This combination of castes with classes has exercised a profound effect on the occupational pattern. Low caste households are mainly agricultural labourers or petty craftsmen, whereas high caste households are mainly owner cultivators and businessmen. A few carpenters, cobblers, sweepers and barbers still work on traditional payments in kind. However, due to the rising prices of food grains they are now more often paid in cash.

Cultural peculiarities:

1.6 Rangwasa has a rich cultural heritage. Its people migrated from Gujrat in the past at the invitation of the Holkar rulers. Some of the cultural institutions of that region have been preserved by the inhabitants. They annually celebrate 'Amba Devi Ka Garba' on Sharad Purnima. People sing folk-songs and fancy dress shows are organised. Huge crowds gather on the occasion. Modern themes have also penetrated into their folk songs. Some youngmen take interest in modernising them while keeping something of their original colour and gaiety. It is said that a few decades back a Holkar ruler who witnessed the festival was so impressed that he donated money for the construction of a temple and bathing ghat near the tank, and gave revenue-free land. The festival has exercised a significant influence on the life of the village; the people have become accustomed to mass gatherings and corporate working. It has helped in creating an atmosphere conducive to the functioning of the social institutions in the village.

Means of Communication and contact with urban areas—

1.7 With the development of communications, the markets for the produce of Rangwasa have also enlarged. Vegetables and other agricultural products are now exported to such distant places as Bombay and Delhi. The village has also close relationship with Indore, to which it supplies milk and vegetables daily. Most of the administrative offices, including the community development block office, are located at Indore. This has further strengthened contacts of Rangwasa with Indore. Though Mhow is at an equal distance, the village does not have such close contacts with it. However, its closeness to these cities has not disturbed its community life. Signs of urban impact are no doubt visible even to a casual visitor, but the village retains its individuality. Hardly ten or fifteen persons go out to seek employment and the remaining population lives and works within the village. This has been made possible, in some measure, by the expanding economy of the village itself. The other constituent villages are not so favourably situated. The absence of

a direct road-link, along with many other factors, has kept them relatively backward.

Housing and development of localities:

1.8 The growing population of Rangwasa has, for sometime, felt the shortage of abadi land. The abadi area is confined to 0.77 sq. miles. Public lands were encroached upon. The panchayat got 'Gao Uthan Land' released by the Revenue Department, divided it into plots and distributed the plots to the villagers. This gave a fillip to construction of houses. During the last two years, 20 pucca and 40 kutcha houses have been constructed. Pucca houses now constitute roughly one fifth of all houses. 15 houses have latrines and 10 are equipped with bath rooms. But the most significant development which took place last year was the electrification of 70 houses. Nearly 1/5th of the houses have electricity. The village roads have also been widened and improved so that the place bears a sanitary and neat appearance. The village has now two tea shops, and a few petty shops run by merchants, barbers, blacksmiths and carpenters.

Land utilisation and cropping pattern—

1.9 Of the total land in Rangwasa, comprising 2,582 acres, 1,358 acres or roughly 52 per cent is used productively. Of the remainder, 845 acres are either barren or undulating and cannot be utilised productively. Absence of forests and scanty pasturage have caused serious shortage of timber and grazing facilities in Rangwasa. The cultivated area has also been extended to the uppermost limit. The double cropped area, also, increased from 188 acres in 1952-53 to 227 acres in 1958-59 or by 21 per cent. The land under irrigation has increased by 17 per cent from 231 acres in 1952-53 to 270 acres in 1958-59. The sources of irrigation have changed materially. In 1952-53 wells were the main source. Now 30 electric and 10 diesel pumps have been installed in Rangwasa. The other constituent villages have not shared in this progress.

1.10 Appendix Table No 1 gives distribution of household by the size groups of holdings. The pressure of population on land is more acute in Rangwasa than in the other villages. 43 per cent of the households have no land and only 19 per cent have holdings above 10 acres. In the other villages the number of landless households is much less and the proportion of big landowners is greater. The Rangwasa cultivator is thus impelled to practice intensive cultivation and grow paying crops. The main crops in the villages are: Jowar, Wheat, Sugarcane, Cotton, Groundnut, Vegetables and Gram. The area under them in the constituent villages is given in Appendix Table No. 1.

1.11 Between 1952-53 to 1958-59 the area under cash crops in Rangwasa increased by 63 per cent and that under vegetables by nearly 140 per cent; 19 per cent of the gross cropped area is at present under vegetable cultivation. The crop rotation in the sugarcane fields as it was a few years back and as it is now is given below:—

<i>Crop rotation six years ago</i>	<i>Crop rotation now</i>
1st year—Sugarcane	Sugarcane and potato
2nd year—Green manure	Green vegetables
3rd year—Garlic and onion	Sugarcane and potato.

1.12 The present crop rotation enables the cultivator to produce more paying crops without any adverse effect on the soil fertility. Approximately 1/3rd of the gross cropped land in Rangwasa is under cash crops. The village economy is no longer a closed one; it has growing economic relationship with the rest of the country.

1.13 Continuous attempt is being made to increase the productivity of the land. Improved seeds and fertilizers have been increasingly adopted. Potato is one of the main vegetable crops of this village. It exhausts the soil and its seed deteriorates very quickly. About five years back the Indore traders used to supply the seed. But the quality was inferior and people started indenting seed directly from Simla. Last year the multi-purpose cooperative society procured seed potato for the villagers. Similarly improved seeds of wheat, gram, and garlic are also extensively used. During the last year 65 maunds of wheat seed was supplied by the Block. This was sufficient to cover 1/4th of the total land under wheat crop. With the improvement in irrigation facilities, the use of fertilizers and manures has also shot up. In the case of potato alone, 800 bags of oil cakes are being used. Cow dung is used exclusively for manure and its use for fuel is almost a taboo now. Consequently the over-all yield of these crops has shown considerable increase. The average yield of potato which was a few years back 20 mds. per acre has gone up to 40 mds. There are cultivators who can boast of yield of 80 mds. per acre.

1.14 In the other constituent villages, however, the cropping pattern continues to be dominated by cereals and there is no noticeable increase in the cultivation of vegetables or other cash crops. This can be attributed partly to the lack of irrigation facilities and the absence of easy means of transportation, but partly to the lack of enterprise on the part of the people.

Non-agricultural activities:

1.15 While agriculture remains the principal economic activity, dairying has also developed in Rangwasa, which is now an important entrepot for the supply of milk. The dairy industry has made a significant progress since the construction of the Rao-Rangwasa road. The milk supplies have increased by 50 per cent and the employment has almost doubled. Though Harijans continue to work in their traditional crafts, shoemaking is showing signs of improvement. Besides indigenous shoes, modern footwear are made. The Dholies manufacture mats as a subsidiary industry. They sell these at Indore. Of late, there has been an expansion in the ~~territory~~ economic activities of the village. Besides these mainly engaged in trade, a few families have taken up the sale and purchase of agricultural produce as ancillary work to their principal occupation viz. cultivation. In general, the 'holding capacity' of farmers has increased and they have become keenly price conscious. Many of them retain their produce for three to four months after the harvest in order to get better price.

Capital formation:

1.16 Capital formation is taking place mainly in three spheres: housing, irrigation and livestock. As stated earlier, a good number of new houses have been constructed in the village and old ones renovated. New wells have been dug and old ones renovated and

deepened, and electric and diesel pumps installed. These social and economic overheads are not being provided from the peoples' own savings alone; in 1958-59 the village took taccavi loans to the value of Rs. 70,000 to instal electric and diesel pumps. Expenditure on fertilizers and seeds has also increased. The rise of income has not, however, been accompanied by conspicuous increase in consumption. The people are generally frugal in their habits. Expenditure on marriages has not shown any noticeable increase. Though savings are not deposited in banks or in post offices, they are utilised to give temporary loans to fellow-cultivators.

Community facilities:

1.17 Before the formation of the present statutory panchayat, Rangwasa, as also the other villages, had very few community facilities. The former had a few temples, wells and one primary school. Temples were maintained out of the income from the tax free land attached to them. The school was maintained by the Education Department. But in recent years there has been almost an upsurge of social amenities in these villages. Appendix Table No. 1 also gives a list of facilities. Rangwasa now has a community centre, a middle school for boys and girls, a girls primary school, an Ayurvedic dispensary, a centre for women and children, a cattle pound, a network of sanitary wells, a small library with community listening set, a cremation building and public latrines and urinals. Its approach roads and a few internal roads have been consolidated and street lighting provided. It has a Mahila craft centre imparting craft training. Adult literacy classes, both for males and females, are functioning. Youth club and Natak Mandali have also been formed. Although in the other constituent villages a start has been made, they lag far behind Rangwasa. In Narlai village the panchayat has constructed a school building and now a primary school is functioning. There was no school there before. The school building also serves as a community centre. The village has two sanitary wells, one for Harijans and the other for higher castes. Now the people do not have to use the unhygienic water of nalas. Sindhori village has only a sanitary well. In the maintenance of these facilities the panchayat has played a notable part. It has built, repaired and extended public buildings. It meets the expenditure on electric supply. It assists the various institutions in the constituent villages in cash or kind in their day to day working as well as on special occasions. For instance, it provided refreshment to children on important occasions and obtained powdered milk-supply for them. It supplied science equipment to the middle school and recently spent Rs. 200 on one of its special functions. Besides helping other institutions, the panchayat runs a library and reading room, and maintains roads and buildings.

Groups and leadership:

1.18 Castes formed the basis of social grouping a decade earlier. The basis has now changed and the groups are now based on political or factional affiliations. Two political groups have come into existence in the village though the elections are still contested on non-party basis. The villagers have now and then combined to oppose particular tax measures or other actions of the panchayats, but these groups have been small and unstable.

1.19 A decade ago, age caste and social status determined leadership in Rangwasa as in other villages. The Patel was the top leader. In 1930 he was elevated to the position of a Watandar. He became the most important intermediary between the Government and the people. In these circumstances hardly anybody could challenge his authority. Other leaders had their leadership confined to their castes, though the Patel consulted them in matters affecting common interests. In the recent years, however, the Patel and the caste leaders have been losing leadership. New persons are emerging as leaders. The process of change is not, however, complete. Leadership in Rangwasa is distributed among different castes, though there is some preponderance of the higher castes. Again, the majority of them are cultivators and businessmen aged 40 and above. All of them are or have been members of the Panchayat. Their level of education does not go beyond the middle standard. Their mutual relations are on the whole not bad; those outside the panchayat cooperate with it.

Ad-hoc bodies and societies:

1.20 Rangwasa has a Youth Club, a Natak Mandal, a Balak Dal, a Mahila Seva Dal and a Farmers' Radio Forum. It has also two centres, one for adult literacy classes and the other for training women in home crafts. These organisations are new and their membership is rather small. However, they seem to be active. The panchayat helps them in a variety of ways.

1.21 There are five co-operative societies in the area of the panchayat, a multi-purpose society, a large scale society, a landless labourers' farming society, and two credit societies. The last two are rather small institutions with 37 and 20 members only and one of them has been moribund since 1954. The other societies are of fairly recent origin. Some have hardly started functioning.

Caste panchayats:

1.22 The Kulmies, the Khaties and the Brahmins had caste panchayats till a decade back. There were no formal elections of the leader, but a person of established prestige was recognised and given the title of the Mukati or Chaudhary. The Mukati was assisted by the Kotwal, the sole functionary of the panchayat. The office of the Kotwal was hereditary. The main function of these caste panchayats was to secure the conformity of their people to certain well established traditions and customs, and thereby to maintain social cohesion. These leaders also participated in the deliberations relating to matters affecting the entire village. However, since 1948, these institutions have rapidly disintegrated. The people are no longer prepared to conform rigidly to the traditional code of conduct, and the caste panchayats have lost the power to punish the transgressor.

II

THE PANCHAYAT

2.1 Prior to the formation of the Madhya Bharat Union in 1948, Rangwasa and other constituent villages were in the Holkar State.

The panchayat system was introduced in that state in 1920, with the passing of the Indore Village Panchayats Act in that year. This Act was later replaced by another Act of 1928, and a single village panchayat was formed in Rangwasa. Therefore, a brief account of the Act and the later changes introduced in the panchayat legislation would give a better perspective of the institution.

Panchayat legislation in the Holkar State:

2.2 The Act provided for the constitution in a village of a panchayat consisting of a sarpanch, appointed by the Suba (the Collector) consulting local opinion, and a number of panchas. The village headmaster (where there was a school) or the Patwari was to be an ex-officio panch. The number of panchas varied from 6 to 15 according to size, population and importance of the village concerned. But generally one panch was chosen for every 75 persons of the village. The term of the panchayat extended to three years.

2.3 The Act divided the functions of the panchayat into obligatory and optional. The obligatory functions were: maintenance and improvement of roads and drains, excavation of wells, establishment and maintenance of burial grounds and the supervision of the village public servants. The optional functions were: lighting of public streets, planting and preservation of trees, construction and maintenance of public buildings, improvement of agriculture and livestock, promotion and encouragement of cottage industries and establishment and maintenance of cattle pounds and libraries. The Act also conferred on the panchayat certain regulatory powers namely, supervision and regulation of building activity, drainage and conservation. The panchayat was empowered to try civil and criminal cases within prescribed limits and to impose a few taxes, such as, house and bazar tax, tax on cattle, and the profession tax. But there was no legal obligation on it to impose these taxes. The panchayat fund was made up of fees and fines realised from cases tried and the taxes, if any, levied by it. The Act was amended in 1946 and the principle of compulsory taxation was introduced. But before the Act could be effectively enforced, the State was merged in the Madhya Bharat Union.

Madhya Bharat Panchayat legislation:

2.4 Immediately after the formation of the Union, the State enacted the Madhya Bharat Panchayat Act, 1949, with a view to have uniformity in the development of panchayats in the various integrating states. The main object of the Act was to bring about a greater decentralisation in administration through the formation of panchayats so that "the rural populace may get the right and opportunity of managing and executing works of their own development, convenience and interest". The legislation, however, departed from the principle of one village one panchayat. While keeping in view the principle that each village should be a self-sufficient entity, it laid down that "in the present social and economic set up a group of villages can only be an efficient unit". This was a significant departure from the previous legislation because it gave birth to a three-tier system of panchayats: a gram panchayat for every village or conveniently formed group of villages; a Kendra Panchayat for a group of Gram Panchayats; and a Mandal Panchayat for a group of Kendra Panchayats. According to the report of the Rural Local

Self Government Committee of the reorganised State of Madhya Pradesh, 1959, the system has worked with a good measure of success and should be followed throughout the state of Madhya Pradesh.

2.5 The Act provided for the formation of one gram panchayat in every village or group of villages with a population of 1,000 or above. Roughly the area of a gram panchayat coincided with the area of a patwari circle. The panchayat was to be constituted after the election of panchas. Their number ranged from 5 to 15. If the number of votes of scheduled castes and scheduled tribes was less than 45 per cent of the total vote, seats were reserved for them. Election of the panchas was to be held on the basis of adult franchise. The panchas were to elect a Sarpanch and an Up-Sarpanch from amongst themselves. The term of a gram panchayat was three years. The gram panchayat was authorised to form sub-committees. These had such rights as were assigned to them by the gram panchayat and were subject to its control.

2.6 The functions of the gram panchayat were divided into compulsory and optional. As provided for in the Act, there were 13 compulsory functions. Some of these were as follows: construction, repair and maintenance of public roads, drains, wells, tanks, urinals and cremation grounds, destruction of mad dogs and wild animals dangrous to human or animal life, prevention of infectious and contagious diseases, repair of the buildings of gram panchayat and the protection of its movable and immovable property, rendering assistance in extinguishing fire and protecting life and property when fire occurs. The optional functions included construction, maintenance and management of dharamshalas, rest houses and camping grounds, planting and maintaining trees on the sides of public streets, lighting of public places and streets, establishment and maintenance of elubs, vyayam shalas and places of recreation, regulating slaughter houses, construction of public latrines, arrangement for preparing manure from refuse and any other measure of public convenience, health and safety.

2.7 The panchayat fund was to consist of proceeds of all taxes and fines imposed by the panchayat or any other sums due to it, sale proceeds of all dust, dirt, dung or refuse including the dead bodies of animals collected by the panchayat, and the sums received from the Government. The list of taxes was divided into compulsory and optional. Every gram panchayat was to prepare an estimate of its income and expenditure two months before the commencement of the financial year and place it before the general meeting. The estimates were to be revised in the light of the suggestions made in the meeting. Thereafter the estimates were to be submitted to the kendra panchayat which would forward it to the Deputy Collector for Panchayats with its opinion. The latter was the final authority to approve or modify the budget. Accounts of the gram panchayat were to be audited by the auditors and sub-auditors of the Panchayat Department.

2.8 Kendra panchayats were given the power of control over gram panchayats in their jurisdictions in accordance with the rules framed by the Government. The following persons were authorised to inspect the gram panchayat: (1) Any officer or panch authorised

by the mandal or kendra panchayat, (2) Block Development Officer (3) Tehsildar and Naib-Tehsildar, (4) Deputy Collector and Collector, and (5) Inspectors and Sub-Inspectors of the Panchayat Department. Inspectors were authorised by the Act to inspect records of the gram panchayat and could call upon any body residing in the village to give evidence under the Civil Procedure Code.

Kendra and mandal panchayats:

2.9 The Act provided for the constitution of kendra panchayat for a group of gram panchayats. The kendra panchas were to be selected by the panchas, up-sarpanchas and sarpanchas of the gram panchayats in the kendra panchayat's jurisdiction. One mandal panchayat was to be formed for a district and was to be constituted of the sarpanchas and two panchas from each of the kendra panchayats.

2.10 The duties assigned to the kendra and the mandal panchayats were also divided into compulsory and optional. In the case of kendra panchayat the compulsory duties included the maintenance and establishment of cattle pounds, running of adult literacy classes, promotion of co-operatives and cottage industries, maintenance of birth and death registers, removal of encroachment on public streets arrangement for cattle and population census, constitution of village volunteer forces, improvement of village abadi sites, construction of roads joining the Government and mandal roads or path ways connecting the roads of the villages, co-ordination of the activities of the gram panchayats and encouraging them in their work, and preparation of plans of economic development of their areas.

2.11 The compulsory duties of the mandal panchayat included, among others, the maintenance and opening of primary schools, hospitals, and veterinary hospitals, management of fairs, construction of roads, prevention of out break of epidemics, regulation of markets, and the preparation of plans for the development of the area of the mandal panchayat.

Amendments to the panchayat legislation:

2.12 The Act of 1949 has undergone six revisions. Of these, two were incorporated later on in the original Act and the provisions of the Act as explained in the preceding paragraphs include them. The remaining four amendments were introduced during 1953 to 1956. A brief account of the important provisions of these amendments is given below.

3rd amendment:

2.13 According to the original Act the gram panchayats were authorised to impose house tax on only those persons who were not paying land cess. This was amended and a house tax on all buildings was allowed to be imposed subject to the condition that where the amount of tax on buildings was equal or less than the amount of tax paid as land cess, the house tax should not be realized and where the amount of house tax was more than the land cess, the tax on building shall be realized equal to the difference between tax on building and the tax imposed under the land cess.

4th amendment:

2.14 The fourth amendment added more disqualifications to the list for being a panch; all salaried servants of any local authority, panchayat or Government could not be elected as panchas. Original Act had laid down that any body in arrears of a tax for more than one year could not be elected as a panch. This was further tightened. Anybody who was in arrears of a tax prior to the current year was disqualified for being a panch. Similarly, the original Act had laid down that any panch could be removed from his office if he did not attend panchayat meetings consecutively for three months. This was further restricted to three meetings. The Government was also empowered to remove a panch, sarpanch or up-sarpanch if he was found guilty of misconduct in the discharge of his duties or his continuance in office was undesirable in the interest of the public. The original Act provided for the formation of sub-committees but did not specify their exact nature. The amendment provided for the formation of sub-committees of two kinds:—(a) Village committees for each constituent village, and (b) Sub-committees of the gram panchayat for specific functions or duties and to exercise such power as delegated by the parent body. The amendment also added a few functions to the list of compulsory functions stipulated in the original Act.

5th amendment:

2.15 The fifth amendment provided for the co-option of a mahila panch within one month of the election of other panchas. It changed also the role assigned to a gram panchayat. Hitherto these institutions were envisaged more as local bodies meant for discharging certain municipal functions. Kendra and mandal panchayats were given the task of undertaking development programmes. In this amendment it was recognised that the village panchayats should be the main bodies for developmental functions. Accordingly, the following functions were added to the list of compulsory functions stipulated in the original Act: provision of adult education, improvement of agriculture, improvement of cattle, spread of cooperation; development of cottage industries; and organising volunteer corps. Besides these developmental functions, the following other functions were added to the list of compulsory functions: management of cattle pounds, arrangement for cattle and population census, and control of shops catering for eating or drinking. The amendment also empowered the gram panchayats to impose a conservancy tax and any other tax for a special work of public interest.

6th amendment:

2.16 The sixth amendment provided for the formation of conciliation boards with a view to facilitate conciliation between parties in a suit, whether criminal or civil, triable by the panchayat of the area. The board was to consist of Sarpanch or up-Sarpanch of the gram panchayat and one panch nominated by each contending party. The amendment further placed a bar that no case could be tried by the panchayat unless it was first looked into by a conciliation board.

Structure of Rangwasa panchayat:

2.17 As stated earlier, the Rangwasa panchayat was formed as a single village panchayat in 1930 under the Indore village Panchayats Act, 1928, with 15 panchas, including the headmaster of the village school as an ex-officio panch. In 1952 the old panchayat was replaced by a new multi-village panchayat under the Madhya Bharat Panchayat Act, 1949, with jurisdiction over Rangwasa, Narlai, Moklai, Sindhori and Dehri villages. The present panchayat has 11 panchas of whom 8 are from Rangwasa and 3 from the other constituent villages.* Rangwasa has been divided into six wards and each ward has a panch. The other two panchas from Rangwasa are Harijans according to the provisions of the Act. The large majority of the panchas belong to the upper castes, which are represented more than proportionately to their relative strength in the village population. The Brahmins who, inspite of their small number in the village, had four representatives on the panchayat in 1952, have now none. Again, most of the panchas are owner cultivators and in ages 45 and above. Except one, no panch is below 35 years. However, the proportion of panchas in the highest age groups, 50 and above, has fallen in recent years. The level of education of the panchas is fairly low.

Elections:

2.18 Though the Act of 1928 provided for the election of panchas, they were in fact selected by the Amin after consultation with knowledgeable persons. The majority of the panchas held their seats for 12 to 15 years. The first election for the present statutory panchayat was held in 1952. The panchas were elected by show of hands. Almost all the panchas of the pre-1952 panchayat stayed away from the election, mainly for fear of losing in the contest and suffering loss of prestige in the village. In Rangwasa 12 people contested the seven seats allotted to Rangwasa. Nearly 200 persons attended the meeting. Many persons were not satisfied with the method of election of panchas by show of hands and contended that the elections by this method were subject to influence.

2.19 The second election was held in 1956 by secret ballot. Rangwasa was divided into six wards and each ward was allotted one seat. Panchas from Narlai and Sindhori villages were elected unopposed. But in Rangwasa only one candidate was elected unopposed, the other five seats were contested by 11 candidates.

2.20 The elections reveal three interesting developments. First, most of the candidates were young. Secondly, caste had lost much of its influence on the voters. Some candidates were elected from wards where their caste members constituted a small minority. And finally, most of the candidates won their seats by a small majority, showing that the contests were very close. No candidate contested the elections as a representative of a political party.

President (Sarpanch):

2.21 Prior to 1952 the Sarpanch used to be nominated by the Collector after consulting local opinion. Since 1952, the Sarpanch is elected by the other panchas. Three of the Sarpanchas elected

*For Particulars of panchas see Appendix Tables No. 2 and 2(a).

under the new Act, had to resign because of their failure to retain the confidence of the panchas. The present sarpanch, who has been a public worker for some time, has been in office for the last three years.

Panchayat secretary:

2.22 Before 1952 the headmaster of the primary school acted as the ex-officio honorary secretary of the panchayat. The present secretary was appointed by the mandal panchayat under the 'Group Panchayat Secretary Scheme'. He is the son of the Harijan panch and is educated upto the middle standard. He is a full time paid worker. The panchayat has a full time peon also. He receives a salary of Rs. 30 p.m. He is also the secretary of the landless labourers' co-operative farming society.

Meetings:

2.23 The Act requires a panchayat to hold at least one meeting a month and 1/3rd of the total number of panchas forms the quorum. Between 1952 and 1955 the panchayat held on an average about 4 meetings per month. Since 1956 the meetings have averaged 6.4 per month, indicating in some measure the growth of the activities of the institution. The average attendance at the meetings before 1956 was 3.5 or roughly 38 per cent of the panchas. Since 1956 it has been 3.4 or 31 per cent. The decline in attendance is attributed to the increased frequency of the meetings. In order to meet this situation the panchayat adopted the practice of getting the decisions confirmed by the panchas later on, even if they had not participated in the deliberations. Meetings which had to be adjourned for want of quorum have been few.

2.24 Both the number and the range of subjects discussed at the panchayat meetings have gone up considerably in recent years. The panchayat has followed up effectively those decisions whose implementation depended on the panchas or the panchayat. In the cases where implementation depended on the government or any other body, the panchayat was over enthusiastic and desired to take up more works programmes than the block or other agencies could find funds for.

Sub-Committees:

2.25 After 1952, the sub-committees were formed to supervise the works programmes, mainly relating to roads and wells. These committees generally included some persons other than the panchas. Since 1956, more functional sub-committees have been formed to organise the annual festival, 'Amba Devi Ka Garba', assess the house tax, supervise the Bharat Sevak Samaj Shibirs in the villages and to look after the activities of the Social Education Centre, etc. Sub-committees were also appointed to deal with education, agriculture, health and sanitation and livestock improvement work. The panchayat also formed a peace council to look after cases like encroachment on public streets and land, violation of conservancy rules etc. However, most of these sub-committees and the peace council failed to work effectively. Only the education and agriculture sub-committees have done some notable work. The former succeeded in raising the local school to the middle standard, while the latter helped

the farmers to get tacavi loans for fertilizers, seeds and pumps. The main reasons for the failure of the sub-committees and the peace council were lack of guidance from the Department and of separate funds for them.

Relations with general body of voters:

2.26 The annual budget of the panchayat has to be placed before the general body of voters and approved by it. But neither the final accounts of income and expenditure nor any formal report on achievements are presented to it. The general body seems to take little interest in the working of the institution. Only 57 and 69 persons or 5.1 per cent and 6.3 per cent of the voters respectively were present in the budget meetings of 1958 and 1959. Rangwasa panchayat is not the only institution which has such a dismal record in this respect. This is true of a few other successful institutions in this area. One reason for low attendance is that women generally do not come to the meetings. If the women voters are excluded, the percentage of voters attending the meetings would increase to 13.4. If it is worked out on the basis of 'one man from one household', the figure would imply that roughly 1/6th of the households were represented at the meetings.

Relations with other bodies: Kendra Panchayat:

2.27 The panchas of the gram panchayat participated in the election of kendra panchas. The gram panchayat represented cases of encroachment on public land and streets to the kendra panchayat for action and submitted its budget for approval and transmission to the Deputy Collector in charge of panchayats. It also sought the assistance of the kendra panchayat in its programmes. In 1953, the gram panchayat represented a few cases of encroachment on public land, but the kendra panchayat took no action. The gram panchas resigned en bloc and it was only on the persuasion of the kendra sarpanch that the resignations were withdrawn. The kendra panchayat never raised any objection to the budgets of the gram panchayat. The latter received from the former Rs. 1,500 for the construction of wells and the repair of a road. The kendra panchayat does not seem to have done much to encourage development work by the gram panchayats nor set up a cattle pound for them, as was required by the Act.

2.28 Since 1956, the gram panchayat itself is responsible for developmental functions, for establishment and maintenance of a cattle pound and for taking action against persons making encroachment on public streets. The points of contact between the Rangwasa panchayat and the kendra panchayat are few. The latter have forwarded the budgets of the former without comments and there has been no strain on their relations.

Mandal panchayat:

2.29 Between 1952 and 1955 the gram panchayat had little contact with mandal panchayat. But since 1956 their relations have been closer. The mandal panchayat has helped Rangwasa panchayat to secure a bull dozer, a truck, a road roller and other machinery at

short notice. Mandal panchas are authorised to inspect the panchayats in their jurisdiction, but this panchayat was never formally inspected by any mandal panch.

Relations with the Panchayat Department:

2.30 There are two parallel set-ups for the control and direction of the panchayats. The one is the non-official agency comprising of kendra and mandal panchayats and the other one official agency i.e. Panchayat Inspector, Auditor and Deputy Collector in-charge of panchayats. But neither the Act nor the rules demarcate their functions clearly. Though in setting up mandal and kendra panchayats, the framers of the Madhya Bharat Panchayat laws had in mind decentralisation of power, actual control came to be concentrated in official hands and the non-official organisations took no interest in the supervision and direction of the panchayats. The kendra panchayat has been reduced to be a mere intermediary for the transmission of papers and the mandal panchayat seems to exist for supplying machines and equipment. They hardly do anything to develop panchayats in their area which was assumed to be their real role.

2.31 The Deputy Collector in-charge panchayats is the final authority to approve the budgets of the panchayats. Prior to 1956 the budgets were small and, therefore, the panchayats had no difficulty in securing his approval. But since 1956 the budgets have been invariably changed by the Deputy Collector. This has affected the relations of the panchayat with the Deputy Collector.

Community Development Block:

2.32 Between 1952 and 1955, the Rangwasa panchayat received help from the Community Development Block at Mhow on only one occasion when work on the Rao-Rangwasa road was under taken. Since 1956, however, when a block was opened at Indore, the panchayat has received generous help from the block and several schemes in the area have been introduced through it.

Cooperatives:

2.33 The activities of the panchayat and of the four cooperatives in its area have not over-lapped. The panchayat has not undertaken any function that falls within the orbit of the activities of the societies. Since societies are virtually controlled by those who matter in the panchayat also*, there has never been any clash between the two institutions.

Inspection:

2.34 The panchayat was inspected officially on an average 2.8 times a year between 1952 and 1955 and 4.3 times a year since 1956. It has never been inspected by an officer higher than the Panchayat Inspector or the Tehsildar. The inspection notes are mostly stereotyped. They touch on a very few items namely, cash book, vouchers, death and birth registers, collection of taxes and contain some casual observations on the activities of the panchayat. There has also been

* The managing committees of all these societies have some panch or other as members and the panch of the panchayat is the secretary of one of the societies.

very little, if any, follow-up of the inspection notes. For instance, during the last eight years, most of the inspection notes have mentioned that proper registers showing arrears of taxes should be maintained. But the panchayat has failed to comply with the instruction with the result that even today it is not possible to know the exact amount of taxes in arrear.

Budget:

2.35 The institution has been preparing its budget since 1952. The budget is usually prepared in June and submitted to the kendra panchayat. The final approval is received from the Deputy Collector in-charge of panchayats, usually within three months, but sometimes the approval comes very late. For example, the panchayat received the approved budget for 1959-60 in January 1960. In practice, the panchayat often incurs expenditure without waiting for sanction.

2.36 The estimates of income and expenditure prepared by the panchayat have been invariably changed by the Deputy Collector in-charge of panchayats. The table below gives the income and expenditure under various heads for 1958-59 and 1959-60 as estimated by the panchayat and as approved by the Deputy Collector in-charge of panchayats.

TABLE NO. 2.1—BUDGETED INCOME AND EXPENDITURE (1958-59 AND 1959-60)

Items	1958-59			1959-60	
	Estimated by the panchayat	Approved by the Deputy Collector	Additional approved by the Deputy Collector	Estimated by the panchayat	Approved by the Deputy Collector
<i>Income</i>					
1. Income from compulsory taxes ..	1,311	1,311	..	8,000	2,200
2. Income from optional taxes ..	4,300	..	..	2,650	2,390
3. Government Grants ..	149	149	..	366	366
4. Other income ..	12,050	2,550	2,400	8,300	1,835
5. Arrears ..	2,408	2,408	..	8,300	8,125
6. Unforeseen income ..	500	500	..	500	240
Total ..	20,718	6,918	2,400	18,016	15,156
<i>Expenditure (Rs.)</i>					
1. Staff salary ..	960	720	..	1,200	840
2. Allowances ..	200	50	..	50	50
3. Other office expenses ..	2,325	635	150	1,250	770
4. Expenses on compulsory functions ..	6,725	2,000	..	4,610	2,500
5. Expenses on optional functions ..	5,000	1,589	1,250	6,410	3,100
6. Other expenses ..	3,450	600	..	950	475
Total ..	18,660	5,594	1,400	14,470	7,735

The approved budgets modified the amounts of income and expenditure in 1958-59 and 1959-60 considerably. Expenditure on establishment was reduced to roughly 40 per cent in 1958-59 and 66 per cent in 1959-60. Expenditure on compulsory functions was cut down by roughly

Expenditure :

2.45 Appendix Table No. 4 gives in a consolidated form the expenditure on establishment and collection charges of taxes, municipal services, and building up of community assets. Expenditure on the last item includes imputed value of labour, at the rate of Rs. 1½ per day, contributed to the creation of these assets. The bulk of the expenditure has been incurred on the formation of community assets. The panchayat had to allocate most of its resources to this purpose, as the villages had very few facilities and badly needed a few over-heads such as roads, sanitary wells, buildings for general and social education etc. It is only after these were provided that more money could be spent on current services, such as conservancy, lighting, repair of roads and buildings. The trend has already set in. During the last year expenditure on community assets has declined and that on municipal services increased.

2.46 There has been a large increase in the expenditure on establishment and collection of taxes since 1956-57. Roughly the expenditure has risen to 3 times in 1958-59, though it still constituted only 6 per cent of the total expenditure. This rise is due to the expansion of the activities of the panchayat, the appointment of a full-time secretary and a peon.

Activities of the institution :

2.47 The activities undertaken by the panchayat since 1952 are given in Appendix Table No. 5. In the table, the compulsory and optional functions under the Act are given in the first column and the activities undertaken by the institution in the other columns. However, the aforesaid table gives only a limited perspective of the activities of the institution. It is essential to know the process of growth of these activities, their nature and effect on the constituent villages. Then only can one get an integrated view of the institution's activities.

Pre-1952 period :

2.48 Before 1952 the panchayat was authorised to undertake a variety of activities, but, in practice, it carried out only the judicial function and other functions were completely neglected. This was due partly to lack of finance and governmental assistance, and partly to lack of initiative in the panchas. Most of the panchas were traditional leaders (Patels, mukatias and chowdharies) and were not emotionally conditioned to undertake new functions. The principle of compulsory taxation by panchayats had been introduced in the Holkar State in 1946, but the Rangwasa panchayat failed to impose a single tax or develop any other source of income. The entire outlook and pattern of behaviour was dominated by tradition.

1952—55 period :

2.49 However, conditions have gradually changed since then. Extension of literacy, changing economic activities and growing contacts with urban areas have made serious inroads into tradition. A new elite is interested in community work and affairs of general interest have been coming into focus. Even the first election was contested and in the very first year people agitated against the

elected sarpanch. The change in social outlook was graphically explained by an ex-Sarpanch. "I had a civil case before the Sarpanch of the pre-1952 panchayat and unconsciously sat on the carpet where he was sitting. He considered it a serious outrage to his prestige and the chowkidar was directed to remove me from the carpet. When I became Sarpanch in 1956, the same person had a case before me. I persuaded him to sit on the carpet with me".

2.50 Between 1952 and 1955, the panchayat did a number of useful things for the villages. It deepened the village tank, cleaned drains, built the Rao-Rangwasa road, sanitary wells, extended the building of the girl's school and established a reading room and library. There was, however, no dynamism. A good deal of the credit for the construction work done by the panchayat should go to the compulsory mobilization of labour. There was no spontaneous inner urge towards achievements and for self-sustained growth.

2.51 This lack of enterprise on the part of the panchayat was due to the uncertain position of the new leadership. The traditional leaders derived their authority from two sources, their status in the village and their association with the collection of revenue. The new leaders had neither of these supports. But a greater responsibility attaches to the circumscribed view of the role of the gram panchayat taken by the Act of 1949. Under it, the panchayat was to look after a few municipal functions only. This was a retrograde step. While the Indore Panchayat Act assigned a range of wide functions—regulatory, judicial, administrative, developmental—to the panchayat without concurrently giving it resources for their execution, the new Act transferred developmental functions, such as adult education, promotion of agriculture etc. to higher bodies.

Post 1955 period:

2.52 The board of panchas elected in 1956 was innovation-minded and keen to develop the institution. However, in the first year it achieved limited success. In trying to remove encroachment on public land, it came up against powerful influences. Again, it tried to collect the labour tax in the wrong season, i.e., when the people were busy in their own fields. But the things improved as the year drew to its close. The panchayat had a new sarpanch willing to cooperate with others, a full time secretary ready to carry out its orders, and a few members who worked with team spirit. The panchayat carried a number of useful projects including the establishment of a cattle pound which reduced unlawful grazing. But the most important work of the panchayat during this year was the extension of abadi land. The village suffered from acute shortage of land for housing and encroachments were rampant. But these offered no solution to the problem. After persistent efforts, the panchayat succeeded in getting Gaon Uthan land and allotted plots for the construction of houses.

2.53 Since 1957-58, the activities of the panchayat have further developed. In addition to construction work, it has directed its attention to the improvement of agriculture. It has secured loans and fertilizers. In 1958-59 it provided Rangwasa with electricity and conservancy services. Again, in that year, the panchayat prepared for

the first time an annual programme of development of the area in its jurisdiction. Though some of the projects were ambitious, the significant fact was that a conscious effort was made to list the needs of the area and prepare an annual plan on their basis. The activities of the panchayat during the year 1959-60, however, received a set back from the decision of the government to hold elections and then to postpone them. The budget was approved only in January, 1960. Meanwhile, instructions were issued not to increase non-recurring expenditure. The panchayat, however, took up the construction of a link road between Rangwasa and Narlai, a constituent village.

Conciliation activities:

2.54 The panchayat has been looking after the conciliation of disputes. Its Sarpanch is acting as the Sarpanch of the conciliation board. The following table gives the number of cases referred to the board and the number referred to the nyaya panchayat:—

TABLE NO. 2.2—NUMBER OF DISPUTES SETTLED BY THE PANCHAYAT CONCILIATION BOARD

	Civil cases			Criminal cases		
	No. of cases referred to the board	No. of cases settled	No. of cases referred to nyaya panchayat	No. of cases referred to the board	No. of cases settled	No. of cases referred to nyaya panchayat
1957-58	36	33	3	7	5	2
1958-59	25	23	2	6	5	1
1959-60	5	4	1	10	9	1

2.55 The panchayat has, on an average, handled 22 civil and 8 criminal cases and settled 20 civil and 6 criminal cases in a year. As no case can go directly to the nyaya panchayat, the figures indicate the measure of success achieved by the panchayat in the settlement of disputes. It is reported that the conciliation work has not obstructed its developmental work.

General impressions of a sample of residents about the working of the panchayat:

2.56 23 persons were interviewed and their views on the various aspects of the institution's working obtained. Of these, 12 belonged to the higher castes and 11 to the lower castes. 13 respondents were cultivators, 6 agricultural labourers, 2 artisans, 1 washerman and 1 in milk business. All these respondents were heads of their households. Questions on a wide range of subjects were put to them and their answers recorded. Their views were obtained among other topics on the 1952 and 1956 elections, the activities of the panchayat, taxation, collection of taxes, working of sub-committees and work transacted

in the meetings of the general body. In addition, questions on the future working of the institution were also put to them. These included the system of selection of panchas, measures to increase revenue, steps to improve tax realisation, and activities which the institution should further take up. Most of the replies were spontaneous.

1952 and 1956 elections:

2.57 Most of the respondents had either not participated in the 1952 election or had no idea about it. Only 13 per cent of the respondents considered it to be satisfactory. On the contrary, 21 per cent said that the election by show of hands in 1952 was unsatisfactory as the voters were subjected to influence. 43 per cent of the respondents considered the 1956 election satisfactory on the grounds that more voters and woman voters participated and they were not exposed to influence.

Taxation and other sources of revenue:

2.58 65 per cent of the respondents were opposed to the tax on professions and shops and advanced the reason that the tax had led blacksmiths, cobblers, carpenters and milk venders to increase their charges disproportionately. Most of the respondents were also opposed to the auction of cow dung and dead animals, but their opposition was not strong. There were a few respondents who on second thought were prepared to tolerate it. To the question, whether the panchayat had imposed too many taxes, 91 per cent of the respondents replied in the affirmative. A few respondents said that the rate of the house tax was even higher than that imposed by the Indore Corporation. This seems to be an exaggerated statement.

Method of tax collection:

2.59 Only 13 per cent of the respondents considered the method of tax collection satisfactory. The rest complained of the rigid attitude of the panchayat. They thought that the realisation of taxes was not distributed evenly over the year, that due dates for the payment of the taxes and the periods of grace allowed were not announced in time and cases were referred to the Tehsildar without giving the defaulter an adequate opportunity to pay the dues. Not all these complaints could be corroborated by facts, but they give the impression that the system of tax collection may be improved.

Activities undertaken by the institution:

2.60 Only 55 per cent of the respondents could mention one or two activities undertaken by the 1952 panchayat, the remaining 45 per cent could not name any activity or work done by it. Of the former, 52 per cent knew about one activity only; either, the construction of the Rao-Rangwasa road or the extension of the girls' school building. The remaining 48 per cent knew about both these activities. No other activity of the panchayat was known to them. In respect of the 1956 panchayat, the respondents were asked to name in order of their preference the three most important activities. The

following table gives the distribution of the answers in the order of preference shown for different activities:—

TABLE NO. 2.3—PANCHAYAT ACTIVITIES ACCORDING TO ORDER OF PREFERENCE

Serial No.	Items	No. of respondents giving						Total No. of entries
		1st preference		2nd preference		3rd preference		
		Culti-vators	Others	Culti-vators	Others	Culti-vators	Others	
1	Construction of roads	5	3	2	3	2	1	16
2	Construction of school buildings	3	2	2	4	1	..	12
3	Provision of electricity	2	1	1	..	1	3	8
4	Balwadi & ladies classes	1	1	1	1	2	1	7
5	Deepening of pond ..	..	2	2	..	..	..	4
6	Taccavi for electric motor pumps	1	..	1	1	1	..	4
7	Construction and repair of wells ..	1	..	..	..	..	1	2
8	Construction of cremation building ..	..	..	..	..	1	..	1

2.61 The construction of roads is the most widely known activity of the panchayat. Construction of school buildings is a close second. The other entries are widely diffused over the 6 other activities mentioned by the respondents. Most of these activities relate to concrete projects which the villagers see all the time. The panchayat has also done notable work in the sphere of co-operation and irrigation, in organising functions and festivals and in extending abadi area. Yet only few entries refer to irrigation, while the other activities are not even mentioned. Nobody mentioned the judicial work of the panchayat; this is taken for granted as a traditional activity and no importance is assigned to it. The respondents were also asked whether there was any activity which the panchayat should have taken up but had failed to do so. 12 respondents had some answers. Of these, 10 mentioned some construction project or other. Only 2 respondents mentioned work in relation to agriculture, namely, the propagation of better methods of cultivation and distribution of land to landless labourers. These answers show that the people have a low awareness of the panchayat activities other than construction works.

Sub-committees:

2.62 The respondents were asked whether they were aware of the existence of two sub-committees on agriculture and education formed by the panchayat and the work done by them. Only 21 per cent of

the respondents had some knowledge of the work of the sub-committee on agriculture and only 13 per cent of that of the sub-committee on education.

General meeting of the voters:

2.63 30 per cent of the respondents said that they had attended the general meetings of the voters called by the panchayat. Most of them said that the work-programme was discussed. 13 per cent said that the budget was also presented by the Sarpanch.

Future selection of panchas:

2.64 To the question as to how the panchas should be selected, 91 per cent of the respondents said that they should continue to be elected. But 86 per cent were of the opinion that the election should be by secret ballot. One respondent said that only the Sarpanch should be elected and the panchayat should be formed of the presidents of the different sub-committees which should each comprise of 10 to 11 persons selected from the general body.

Measures to increase income of the institution:

2.65 Most of the respondents had no idea as to how the panchayat could increase its income. Only 12 per cent of the respondents said that it should collect the land revenue and get the commission of one anna per rupee now paid to the Patel. One respondent said that the Government should give a sizeable share of the land-revenue to the panchayat. Most of the cultivators did not agree to an increase of the land cess. The opposition came chiefly from the small cultivators. Twenty respondents suggested some measure or the other to improve the system of tax collection. 52 per cent suggested that more time should be given to the tax-payers to pay their dues. The remaining 49 per cent suggested a variety of measures, e.g., realisation of taxes by instalment, payment in labour by these not able to pay cash, better publicity about the amount and time of payment of the taxes.

Activities to be taken up in future:

2.66 When asked to suggest further activities which the panchayat should take up, 73 per cent of the respondents mentioned some road construction project or other. The answers of the remaining 27 per cent were distributed, more or less evenly, for other activities.

Some suggestions:

2.67 The previous sections indicate certain directions in which steps may be taken to make the panchayat a more effective instrument of local government. In the first place there is not as yet enough awareness of the panchayat and understanding of its role among the village people. The panchayat has probably moved too fast for the people in recent years. Most of its decisions were taken and executed by a few without the people being brought into the picture. It is here that the gram sabha, or general body of voters, should be made a more effective instrument for bringing the panchayat and the people nearer to one another. More specifically, the panchayat should place

its accounts properly checked, before the general body for information. This would disarm suspicion. The sabha should be consulted on all important decisions and efforts should be made to gather the maximum number of persons at the meetings of the sabha.

2.68 The leadership of the panchayat is not broad-based. Functional sub-committees were formed with a view to bring in more workers but these bodies have generally speaking remained ineffective. The panchayat should earmark funds for these committees and authorise them to incur expenditure subject to later review by the panchayat. This procedure would give the sub-committee real incentive to work.

2.69 Hitherto the panchayat has devoted its own funds mostly to construction projects. It should now spend more on municipal services and productive activities. In Moklai, Narlai and Sindhori agriculture is relatively backward. The villages have considerable population of Harijans, for whom craft societies should be organised.

III

FACTORS OF SUCCESS OF THE PANCHAYAT

3.1 Several factors have contributed to the success of the panchayat. Some of these factors are easily noted, while others are less visible.

Leadership:

3.2 The most important role has been that of the leadership. Before 1952 the institution was in the hands of traditional leaders, the Patel (the top leader) and Mukatias, Chowdharies and the elders of different castes, interested in the dispensation of justice, and the maintenance of the status quo. After 1952 new leaders came up; they were not entirely traditional but they lacked enterprise and a persistent desire for progress. But since 1956 the panchayat has been guided by leaders who are development conscious and are prepared to take risk in introducing innovations. Most of them were not acknowledged as leaders in the first year or so nor had they social status or prestige. It was the development of the activities of the panchayat and their association with them that enabled them to reach the position of leaders. The men who helped to build up the institution were helped by it to build up their position in the community. One of them has moved from the panchayat to a wider field of action.

Internal harmony and team spirit:

3.3 Another factor has been the team spirit among the panchas. After an initial check, they were able to divide among themselves responsibility for the different branches of activity of the panchayat.

Outside contacts:

3.4 During its last term the panchayat built up extensive contact with the outside bodies and persons, both official and non-official. This contact helped it to mobilise support for its activities from higher organizations. It has also reciprocated by participating in the programmes sponsored by these bodies.

Expansion of non-tax resources:

3.5 Though the panchayat imposed a number of taxes in recent years, it has relied for its development work mainly on non-tax sources of income. Since 1956 it has collected a larger income from these sources. This, in its turn, has enabled the Panchayat to take up projects for which the Government is prepared to make matching grants.

Peoples' response:

3.6 Finally among the factors directly helpful to the success of the panchayat should be counted the willingness of the people to contribute in labour and cash to projects of common interest. The compulsory labour levy was of great assistance, but the people of Rangwasa and other constituent villages had given their labour and money before the labour tax was due.

Proximity of Rangwasa to Indore:

3.7 Proximity of Rangwasa to Indore has helped the panchayat in two ways. Its leaders are able to maintain contact with the outside world and the people from outside are able to visit the village frequently. The panchas have been in touch with new policies and programmes. Again, the growth of communication has helped modernise the peoples' outlook and attitude.

Caste composition:

3.8 There are no caste-rivalries in the constituent villages, due partly to the social composition of Rangwasa, where no one caste has a decisive majority and partly to the growing contacts of the people with urban areas. The influence of caste has been further reduced by the disintegration of the caste panchayats and weakening of caste leadership. The presence of Kulmies and Vaish castes, who are more receptive than others to new ideas and programmes, has helped the panchayat. The importance of this factor is brought out by the experience narrated by a Sarpanch of another panchayat. The panchayat of his village, whose inhabitants are mostly Rajputs, found it difficult to persuade them to use the irrigation facilities it had provided. The Sarpanch then invited a Kulmi Sarpanch of another panchayat to a meeting and announced that the Government was planning to settle a few Kulmies in the village so that irrigation facilities could be utilised by the immigrants. His statement was confirmed by the Kulmi Sarpanch. There was a stir in the village and many families agreed to utilise the irrigation facility.

Developing village economy:

3.9 Finally, the general development of the economy of the village has helped the panchayat in increasing its income. Cultivation of cash crops and the income of the cultivators have increased with the extension of irrigation facilities. Side by side dairy and tertiary economic activities have expanded. Rangwasa is today a busy village.

APPENDICES

TABLE NO. 1—VILLAGE DATA

Items	Constituent villages				
	V1 Rangwasa	V2 Dehri	V3 Moklai	V4 Narlai	V5 Sindhori
Name of the Village/Villages	Rangwasa	Dohri	Moklai	Narlai	Sindhori
Name of the Taluk	Indore	Indore	Indore	Indore	Indore
Name of the District	do.	do.	do.	do.	do.
Area (in acres)	2,582	725	600	970	742
Population (1951 Census)	1,678	Nil	30	226	120
On date of visit	2,026	..	38	307	139
Total number of Households	395	..	8	57	27
<i>Distribution of households by high and low castes:</i>					
High (Kulmi, Khati, Brahmin and Rajputs)	227	..	4	20	23
Low (Balai, Bagri, Dholi, Chamar, Lohar and Sutar)	168	..	4	37	4
<i>Distribution of households by size of holdings (acres)—</i>					
Nil	159	..	2	6	3
Upto 2	45	..	..	11	..
2—5	58	..	..	11	4
5—10	58	..	1	14	2
10—15	33	..	2	1	5
15—25	23	..	2	4	5
Above 25	19	..	1	10	8
Total number of adults	1,120	..	18	167	75
Males	523	..	8	70	35
Females	597	..	10	97	40
<i>Literacy (1951)</i>					
Litrates & upto primary	219	..	6	20	5
Above primary upto Matric	76	..	3	2	..
Above matric	12	..	..	..	..
Other professional qualifications	..	..	..	..	..
Number of persons employed in the nearest town	15	..	..	1	..
<i>Occupational distribution (1951)—</i>					
Cultivating owners	853	..	18	137	103
Cultivating tenants	94	..	4	..	..
Agricultural labourers	334	..	7	68	10
Non-cultivating owners	26	..	..	6	..
Artisans	201	..	1	14	..
Trade/profession	76	..	..	..	..
Others	94	..	..	1	7
Gross cropped area (acres)	1,575	606	475	731	636
Net sown area (do.)	1,348	564	467	674	617
<i>Major crops and area under each (acres):</i>					
1. Jowar	415	166	169	220	97
2. Cotton	63	16	6	27	16
3. Groundnut	54	17	0.3	0.14	..
4. Wheat	455	264	242	265	328
5. Gram	61	0.58	37	110	134
6. Sugarcane	72	6	..	..	..
Total area irrigated (acres)	270	37	7	0.7	..
<i>Main sources of irrigation and area commanded (acres)—</i>					
Wells	290	37	7	0.7	..

TABLE NO. 1—contd.
STATEMENT SHOWING COMMUNITY FACILITIES IN THE CONSTITUENT
VILLAGES

Village	Facilities	When started or constructed	How maintained
Rangwasa	Panchayat library and reading room.	1954-55	In the beginning this library was functioning with the books received from Mandal panchayat on loan basis. In 1958-59 panchayat purchased 500 books and started subscribing for news papers and periodicals.
	Radio centre	1958-57	Panchayat purchased one radio. Later this radio went out of order. In 1958-59 another radio was purchased. It has also gone out of order.
	Entertainment centre	Oct., 1958	The panchayat constructed a building for the centre during the year. The activities of the centre are being organised by a social education teacher of the Education Department. Panchayat also gives, on suitable occasions, grants for special activities.
	Panchayat aushdhalaya	1952	One aushdhalaya is run by an honorary worker and the medicines are received from Kendra panchayat. In 1958 a hospital was opened. The Midwife on its staff is provided by the Government. A Government Ayurvedic doctor visits it thrice a week.
	Cattle pound	1957	Panchayat has constructed a building for cattle pound and is maintaining it from its receipts.
	Public latrines	1958	12 latrines and 2 urinals have been constructed in Rangwasa Village. Panchayat has engaged 2 sweepers for cleaning them.
	Balwadi	1958	Panchayat has constructed a building for Balwadi and provides refreshment to children from its own funds. It is run by a Gram Sevika of Social Welfare Board.
	Sanitary wells	1954-55	12 sanitary wells were constructed in the constituent villages. Occasionally these are repaired by the Panchayat as and when need arises.
	Middle school	1956-57	It is maintained by the Education Department. Science apparatus were provided by the panchayat.
	Girls school	1956-57	Panchayat has provided building for school and a lady teacher.

TABLE NO. 1—contd.

Village	Facilities	When started or constructed	How maintained
Rangwan— cond.	Mahila welfare centre ..	1953-54	One Gram Sevika employed by the Social Welfare Board is running the centre. The building was constructed by panchayat. Electricity and other sundry expenses are met by the panchayat.
	Live stock hospital ..	1956-57	It was maintained by the Veterinary Department. Two pedigree bulls were kept at the centre for improvement of breed. It was closed a few months back but will again start shortly.
Narial ..	School-cum-panchayat Bhavan	1957-58	The panchayat constructed a school building-cum-panchayat bhavan. The school is run by the Education Department.
	Sanitary well for Harijans	1956-57	It was constructed by the panchayat.
	Drinking place for animals	1957-58	It was constructed by the panchayat.
Sindhori ..	Sanitary well	1956-57	It was constructed by the panchayat.

TABLE NO. 2—PANCHAYAT MEMBERS FROM 1952-53 TO 1956-57

Member	Age (Yrs).	Caste	Education	Occupation	Size of holding (owned) (in acres)	Any record of outstanding work	Remarks
1. A	45	Kulmi	Primary	Cultivator	13.40	Nil	Had to resign due to the allegation of having encroached on the public land.
2. B	50	Kulmi	Primary	Cultivator & milk supplier	1.78	Assisted in the construction of Rao-Rangwana road.	
3. C ..	45	Kulmi	Primary	Cultivator	13.25	..	..
4. D ..	51	Kulmi	Literate	Cultivator	20.43	..	..
5. E ..	45	Kulmi	Primary	Barber	Nil	..	..
6. F ..	50	Kulmi	Primary	Cultivator	4.35	..	..
7. G ..	47	Rajput	Literate	Cultivator	6.67	..	..
8. H ..	38	Balsi ..	N.A.	Agri. Labourer	Nil	..	..
9. I ..	46	Balsi	Literate	Cultivator	5.22	..	..

TABLE NO. 2(a)—PANCHAYAT MEMBERS FROM 1956-57 TO DATE

Member	Age (Yrs.)	Caste	Education	Occupation	Size of holding (owned) (in acres)	Any record of outstanding work	Remarks
1. C	48	Kulmi	Primary	Cultivation	13.25	Nil	He resigned in 1957 & in his place Serial No. 10 was elected.
2. J	46	Rajput	Primary	Artist and cultivation	2.27	Takes active part in conciliation proceedings and nyaya panchayat.	
3. G	50	Rajput	Literate	Cultivation	6.67	Has been taking considerable interest in the construction works of Narlai.	
4. K	48	Rajput	Literate	Cultivation	33.30	Has taken considerable interest in the construction works of Narlai.	
5. L	38	Kulmi	Primary	Cultivation & dairy occupation.	13.05	..	
6. M	28	Kulmi	Primary	Cultivation	8.18	Takes active part in social & cultural activities of panchayat-organiser of Garba, annual festival of the village.	
7. N	48	Baloi	Literate	Cultivation	5.22	..	
8. O	45	Baloi	Literate	Agricultural labour	Nil	..	
9. P	50	Kulmi	Literate	Cultivation	1.62	..	
10. Q	50	Kulmi	Primary	Cultivation	20.43	Takes active interest in the social & cultural activities of the panchayat.	
11. R	40	Kulmi	Primary	Cultivation	7.70	Takes active interest in the co-operatives and construction works of the panchayat.	
12. S	38	Vaish	Middle	Business	Nil	Takes keen interest in the working of the panchayat.	He has recently resigned.

TABLE NO. 3—INCOME OF THE PANCHAYAT FROM THE MAJOR SOURCES AND THEIR PROPORTION TO THE TOTAL INCOME FROM 1952-53 TO 1958-59

Year	Taxes		Non-tax sources (Rs.)	Govt. grants (Rs.)	Total Income (Rs.)	Percent- age of Col. 2 to 6	Percent- age of Col. 3 to 6	Percent- age of Col. 4 to 6	Percent- age of Col. 5 to 6
	Land cess (Rs.)	Other taxes (Rs.)							
1	2	3	4	5	6	7	8	9	10
1952-53 ..	116	3,618	Nil	1,000	4,734	2.5	76.5	Nil	21.0
1953-54 ..	98	1,096	Nil	290	1,484	6.6	73.8	Nil	19.6
1954-55 ..	Nil	6,730	Nil	1,000	7,730	Nil	87.0	Nil	13.0
1955-56 ..	88	2,878	Nil	12,717	15,683	0.5	18.3	Nil	81.2
1956-57 ..	687	6,088	3,110	8,278	18,163	3.7	33.5	17.2	45.6
1957-58 ..	450	8,335	5,214	14,916	28,915	1.5	29.0	18.0	51.5
1958-59 ..	465	10,084	6,578	31,436	48,563	0.9	20.7	14.4	64.0

TABLE NO. 4—EXPENDITURE OF THE PANCHAYAT UNDER MAJOR HEADS FROM 1952-53 TO 1958-59

Year	Expendi- ture on establish- ment and collection of taxes (Rs.)	Expendi- ture on municipal services and re- pairs (Rs.)	Expendi- ture on formation of social assets (Rs.)	Total expendi- ture (Rs.)	Percent- age of Col. 2 to 5	Percent- age of Col. 3 to 5	Percent- age of Col. 4 to 5
1952-53 ..	Nil	Nil	2,290	2,290	0.0	0.0	100.0
1953-54 ..	270	351	Nil	621	43.4	56.6	0.0
1954-55 ..	309	111	6,657	7,077	4.3	1.5	94.2
1955-56 ..	519	115	12,317	12,951	4.0	1.0	95.0
1956-57 ..	1,071	448	17,204	18,723	6.0	2.0	92.0
1957-58 ..	1,857	449	24,480	26,786	7.0	2.0	91.0
1958-59 ..	2,860	3,271	44,728	50,840	6.0	6.0	88.0

TABLE NO. 5—ACTIVITIES OF RANGWASA PANCHAYAT 1952 TO 1959

	1952-53	1953-54	1954-55	1955-56
<i>Compulsory functions:</i>				
1. Construction & repairs of public streets.	Construction of Rao-Rangwasa road taken up, 1½ miles in length.	Rao-Rangwasa road completed 1½ miles in length.
2. Construction and repair and cleaning of public roads, lanes and drains within the village.	Village drains cleaned.	.. .. .	.. .. .	.. .. .
3. Construction and repair of wells.	A well in Rangwasa deepened.	.. .. .	Two sanitary wells constructed in Narkai and Rangwasa; and one in Moklai.
4. Construction, maintenance of water supply for washing and bathing purposes.	Village tank of Rangwasa deepened.	.. .. .	.. .. .	Tank cleaned.
5. Public sanitation	Skinning of dead animals regulated, cattle restricted from going to tank.	.. .. .	.. .. .
6. Assistance in extinguishing fire and providing necessary help.	People who suffered [from fire were given help.	.. .. .
<i>Optional functions:</i>				
1. Construction, maintenance and repairs of dharamshala.	Repairs to old dharamshala made.	.. .. .
2. Planting and maintenance of trees.	Allotted land for panchayat garden.	.. .. .	.. .. .
3. Establishment and maintenance of club, gymnasium and play grounds, entertainment centres and other buildings.	Play ground in the school extended.	Girls' school building extended.
4. Establishment and maintenance of village library.	One reading room and public library opened with the books received from mandal panchayat on loan basis.	.. .. .

TABLE NO. 5—contd.

Functions	1956-57	1957-58	1958-59
<i>Compulsory functions:</i>			
1. Construction and repair of approach roads.	Construction of an approach road from burial ground to the village completed.	Approach road to Narlai partly completed; a few kacha roads repaired.	One road repaired.
2. Construction and repair of internal roads and drains.	..	Internal roads in Rangwasa constructed in few localities.	Internal roads further constructed.
3. Construction and maintenance of wells.	3 wells constructed in Narlai and Sindhori villages and one sanitary well in Rangwasa.	..	Sanitary wells constructed in the village; one near the cremation building.
4. Maintenance of public cremation building.	..	..	Constructed one cremation building and a tin shed.
5. Construction and maintenance of water supply for washing and bathing purposes, and for animals.	Village tank deepened.	One temporary dam constructed in Rangwasa; one drinking water place constructed in Narlai and wire fencing done round the tank.	..
6. Public sanitation ..	..	..	Cleaning of public roads and latrines arranged.
7. Repair of panchayat buildings.	Building repaired	..	Building repaired.
8. Promotion of adult education.	Adult literacy centre organised.	Adult literacy classes continued during the year.	Adult literacy class continued.
9. Improvement of agriculture and livestock.	..	Helped people in securing taccavi for bullocks and wells.	Helped people in securing taccavi loans for pumps; helped in installing 30 pumps in the village.
10. Spread of co-operation	..	Helped to form one multipurpose co-operative society.	Helped to form one landless labour cooperative society and one large scale cooperative society.
11. Establishment of cattle pound.	Construction of cattle pound building started.	Cattle pound building completed.	..
12. Arrangement of cattle and population census.	..	Population census undertaken but not completed.	..
13. Control and improvement of village site.	Allotted plots for buildings and village abadi area extended.	Allotted plots for buildings, and abadi site further extended.	Plots allotted for construction of houses.
14. Regulation of building constructions.	Unauthorized construction of a house stopped.	..	..

TABLE No. 5—contd.

Functions	1956-57	1957-58	1958-59
<i>Optional functions:</i>			
1. Lighting of streets and public places.	80 street lighting points installed; all public buildings connected with electricity.
2. Establishment and maintenance of public library and reading room.	500 books for the library purchased, a few periodicals and daily papers subscribed; one radio installed.
3. (a) Establishment and maintenance of club, vyayam shalas, and places of recreation and games.	Mahila and children's centre started.	1. Construction of entertainment centre taken up. 2. Extension of girls school building taken up.	Construction of entertainment centre building completed. One baiwadi bhavan constructed.
(b) Other public buildings	..	3. One school-cum-panchayat building constructed for Narlai.	One lady teacher's residence constructed.
4. Construction of public latrines.	..	Two urinals and ten public latrines constructed.	

RAMANATHAPUR PANCHAYAT, HASSAN DISTRICT, (MYSORE)

I

THE VILLAGE: GENERAL BACKGROUND

Location, area, population, etc.:

1.1 The village of Ramanathapur is situated in Arakalgud Taluk of Hassan district, Mysore, at a distance of 12 miles from Arakalgud town which is both the taluk and block headquarters. It is about 32 miles from Hassan the district headquarters and 56 miles from Mysore city. It is situated on the banks of Cauvery river. The roads from Mysore to Cannanore, Hassan to Mercara (via Konanur) and Hassan to Mysore, meet at this village. All these roads are pucca State-fund roads and maintained by the Public Works Department. Nearly 40 buses ply every day on these roads. The village is thus well connected with the outside world.

1.2 The village owes its good communication with other areas to two construction projects: the anicut on the Cauvery river about 2 miles from the village which was constructed in 1882 and the bridge across the river built in 1938. The village was used as the local headquarters for the former project and roads were built to facilitate the movement of construction materials. The bridge provides the only road across the river within thirty miles of the village. Both projects have greatly influenced the economic life of the village, though the approach road to the bridge which cuts across the village, has interfered with the unity of its religious life.*

1.3 The village became a business centre after the advent of irrigation. It does not, however, occupy this position today; the neighbouring villages have got their own shops, and those in Ramanathapur mostly cater to the local needs. The chief markets in which the local traders buy their goods are at Hassan and Mysore. The village has got a Branch Post-Office which the villagers are urging the authorities to up-grade into an extra departmental Sub-Office with a telephone. Thus, the village enjoys very good facilities in almost every respect.

1.4 The village is about a square mile or about 628 acres in area. The total cultivated area of the village is 375.38 acres. Of this 315.32 acres are canal irrigated, on which a single crop of paddy is raised. Ragi and horsegram are the two other important crops. The present population of the village is 835, in about 172 households. 98 of the households or 57 per cent are Brahmins. The remaining 74 households or 43 per cent belong to 16 other castes which are commonly found in the area. Vokkaligas (13), Ganigas (Oil-pressors) (12), Viswakarma (9), Gangamathas (Fishermen), (9) and Barbers (8) are the more important of the non-Brahmin castes and the rest can be treated as minor communities. The village has a fairly high percentage of

*The chariot of one of the local deities cannot pass under the over-bridge on the approach road and visit the section of the village on the other side.

literacy. About 262 persons or 31 per cent of the population were reported to be literates at the time of this enquiry.

1.5 The households are almost equally divided between the agricultural and non-agricultural classes. 89 households or about 52 per cent follow agriculture and the rest other occupations. Of the former, 52 are owner cultivators, 23 non-cultivating owners, 9 are tenants and the remaining 5 are agricultural labourers. Among the families following non-agricultural occupations as many as 50, belong to trading and other professions. There are 12 artisan households and the remaining 21 follow various other occupations. The village is not quite typical of the area as a considerable proportion of the households pursue non-agricultural vocations which is not the normal feature of villages in this part. A good number of Brahmin households here, have taken to various trades and professions like hotel-keeping, shop-keeping, teaching, etc.*

Cultural background:

1.6 This village is an important centre of pilgrimage. It is situated on the banks of sacred Cauvery river and has some ancient temples which are supposed to have been built during the Hoysala Dynasty. All through the year pilgrims from far off places visit the temples. A cattle show is held at the time of the annual car-festival of Subrahmanyaswamy in the month of December and cattle from all parts of the State assemble.

Facilities in the village:

1.7 The village since long had both primary and middle schools. There are high schools at Konanur and Basavapatna both 2 miles from the village. Konanur has also an intermediate college. For higher education the villagers go mostly to Mysore city. The local fund dispensaries at Konanur and Basavapatna are availed of by the people. There is a veterinary dispensary in the village housed in a new building which was built by the panchayat in 1956 at a cost of Rs. 5,000. The dispensary serves some 30 villages in the neighbourhood. There is a Community Recreation Centre, equipped with a radio, in the village run by the panchayat and the 'Social Club'. The NES granted Rs. 400/- towards equipping this recreation centre. There is a proposal to start a mahila mandal shortly. There is a large sized co-operative and also a House Building co-operative. The Rural Industrial co-operative which existed in the village till recently has been shifted to Arakalgud town in conformity with the new rules which lay down that there should be only one such co-operative at the taluk level.

1.8 During the past decade ten new pucca houses have been constructed and about 30 houses had their floors cemented. Some 4 to 5 new buildings are under construction. During the past three years nearly 15 houses have put up hand-flush latrines as a result of the propaganda undertaken by the NES and the Health department. After the introduction of electricity in 1954, 75 houses or about 43 per cent of the total obtained connections for domestic lighting and all the four major temples in the village also have electricity. After the introduction of the rural water-supply scheme in 1956, five public

* See details in Appendix Table No. 1.

taps have been installed and nineteen households have taken connections. There is only one main road in the village which runs through both the parts of the village. This was recently asphalted by the Public Works Department and is maintained by it. Pucca drains constructed by the panchayat in 1952 are maintained by it. It also maintains two scavengers on its staff.

Economic position :

1.9 Since the advent of irrigation towards the end of the last century, the prosperity of the village has increased even though irrigation is provided for one crop only of paddy. The major improvements advocated by the development block including the Japanese method of paddy cultivation have been adopted on a large scale in the village. These have contributed to increased yields per acre of paddy. There has not, however, been much improvement of dry crops like ragi, horsegram, groundnut, etc. The electricity operated lift irrigation is now becoming popular; 5 irrigation pump-sets have been newly installed in the village and 20 acres brought under irrigation. This is the only double cropped area.

1.10 During the past decade, the villagers seem to have become thrift minded. Nearly 40 households have taken Life Insurance. Besides, deposits at the local co-operative society have increased significantly. The total deposits (both fixed and current) held by the large-sized co-operative society rose from Rs. 822.75 in 1950-51 to Rs. 17,366.35 at the end of last year. The savings bank accounts at the local branch post office have also risen considerably. On the other hand expenditure on religious festivals, marriages, etc., has not decreased appreciably; there might have been some increase in such expenditure specially on community feasts on social and religious occasions.

Social relations :

1.11 The village is free from factions. The essential goodness of the people mainly governed by a philanthropic temperament (the place being an important centre of pilgrimage) and the progressive outlook that has gradually taken shape among the leadership all these years, are in no small measure responsible for their absence. The unanimous elections to the panchayat during 32 years of its life clearly prove this fact. The only occasion on which there were signs of rift among the members of the panchayat was in connection with the acquisition of a piece of land for village extension last year. A group of members brought up a no-confidence motion against the chairman, alleging that he was not taking sufficient interest. After these members were assured of prompt action by him, this move was withdrawn and thereafter the panchayat has worked smoothly.

1.12 Another important factor that has contributed to unity of the people and harmony among leaders has been the absence of external political influence. An immigrant to this village became the president of the Mandal Congress two years ago, and enrolled some 75 persons as members of that organisation. No other political party has found its way into the village. This recent intrusion of political influence in it has not yet disturbed its peaceful life.

Leadership:

1.13 There are 17 leaders in the village. They constitute the traditional panchayat and some older people among them are its leaders when disputes are to be settled. Of them 10 are Brahmins, the rest belong to other castes. Again nine leaders are fairly old, while 8 are young or middleaged. (The present chairman of the official panchayat is the youngest of all). All except one own land, seven having large holdings. Most of them have been associated with various development activities in the village, chiefly as members of the co-operative society or the official panchayat. Two leaders are mainly caste leaders, but others command the respect of all castes in the village. The village accountant too by virtue of his official position, is looked upon as a leader.

1.14 The key note of leadership in Ramanathapur is the cordial relationship that exists between the leaders belonging to the same or different castes. The differences that have cropped up from time to time have been mainly on matters of public interest; they have been resolved by mutual discussion and have not been allowed to affect personal relations. Likewise personal differences are not brought up to the level of village institutions. In fact the leaders have ignored personal differences wherever they had to fight for some common cause of the village.

Ad-hoc groups or committees:

1.15 In the year 1954, an *ad-hoc* Committee was constituted to raise funds for the construction of the veterinary dispensary. The building was constructed at a total cost of Rs. 5,000/- of which nearly Rs. 4,000/- were raised by the committee, and the balance of Rs. 1,000/- obtained as a grant from the Community Development Block, Arakalud. In 1955, a "college committee" was constituted to raise funds for an Intermediate College. One of the ex-chairmen of the panchayat took initiative. But as the funds raised by the village were insufficient they were handed over to the Deputy Commissioner. The funds have not been utilised so far and are still lying with him. The members of the village panchayat were nominated on these *ad-hoc* committees and since the chairman took the initiative such committees used to function more or less as sub-committees of the panchayat though they were not recorded as such. Persons other than members of the panchayat were also represented on these committees.

Traditional panchayat:

1.16 There is only one traditional panchayat in the village. It includes the leaders of all the castes and there are no separate panchayats of the different castes. In this respect the situation in this village is different from what obtains in other parts of the State. Perhaps this is due to the fact that castes other than Brahmins are small in number.

1.17 The main role of the traditional panchayat is judicial; it is to settle disputes. Custom and tradition govern its working. It meets only when a dispute arises in the village and even to-day the people honour its decisions. The following story as narrated by some leaders illustrates its authority. A member of a party of pilgrims visiting the village had, through inadvertence, left a silver vessel in a shop.

Later when they remembered it and returned to the shopkeeper to claim the article, he pleaded ignorance. The matter was referred to the leaders of the village who met in a panchayat, found the local merchant guilty and obliged him not only to surrender the vessel but pay a fine of Rs. 50/-. This fine money was spent by the panchayat on furniture for the veterinary hospital. There are other instances of the judicial role which the traditional panchayat has played effectively. In the other social affairs of the village this panchayat does not play any significant part.

II

THE PANCHAYAT

Formation and structure:

2.1 The official panchayat which replaced an earlier panchayat union was formed in the year 1927 in accordance with the "Mysore Village Panchayat Act of 1926" revised in 1952 as the "Mysore Village Panchayat and District Boards Act 1952". The body came into existence as the result of a State-wide drive to establish panchayats simultaneously, in every village, big or small. No serious thought was then given to provide the panchayats with adequate resources, staff, training, guidance etc. As a result most of the panchayats particularly in the smaller villages hardly functioned. There was also absence of knowledge and experience in local administration in most villages.

2.2 Most of the changes in the constitution, resources, functions and powers of the panchayats envisaged by the Mysore Panchayat Act of 1952 were not given effect to. For example the Government was to establish, except in special cases where the limit could be 1,000, one panchayat for a population of not less than 2,000 and not more than 5,000. In fact, panchayats which had been constituted even for a population of 200, continued after the Act. Similarly the Government was to assign to a panchayat an amount equal to twelve and a half per cent of the land revenue collected in its area. The measure was intended to increase the resources of the panchayats. But the measure was not given effect to, except in the cases of a few bigger panchayats. Ramanathapur has not received any share of land revenue. The Act also envisaged the appointment of a secretary to the panchayat, but this could not be given effect to because of the meagre resources of a large number of panchayats. The only change that is noticed as a result of this act is that the financial power of the chairman in respect of sanctioning works etc., was raised from Rs. 50/- to Rs. 250/- on each item of work and this facilitated, to some extent the speedy execution of works. A new Panchayat Act on the lines recommended in the report by COPP team, has been enacted recently by the State Government and this is under implementation.

2.3 Only one village i.e. Ramanathapur is covered by this panchayat. The sanctioned strength of the panchayat is 12 (including the chairman). The village is divided into two parts, one known as the Rameswara temple block and the other Bazar Street block. From the first block only one member is represented and the remaining 11 members belong to the second block. Of the 12 members 8 are Brahmans and the remaining four belong to four different castes (Vaisya, Viswakarma, Ganiga, Bhavasar). There are no women members

There are no members belonging to the Scheduled Castes as no such families exist in the village except the two households of Harijans who are scavengers employed by the panchayat.

2.4 The resources of the panchayat and with them its functions have developed in recent years. The taxes realised by it increased from Rs. 640 in 1950-51 to Rs. 1,288 in 1958-59. The panchayat proposes to revise the taxes still further. It has not received any substantial grant from the government and has relied on its own resources and on local contributions for its developmental work. The arrears of taxes are low; during the year 1958-59, for example, only Rs. 69 were in arrears against a total demand of about Rs. 1,350*.

Elections, members and staff:

2.5 The last election of the panchayat was held in June 1954. Twenty-two persons filed nominations for the 12 seats. But subsequently as a result of mutual discussion some 10 members withdrew their candidature, and the elections were unanimous. All the previous elections were also reported to have been unanimous. There were no group alignments in the village; the leaders met in advance at the time of the election and arrived at unanimous selection.

2.6 The chairman of the panchayat is elected from among the members. This election too has always been unanimous. The position has been held mostly by a Brahmin. The chairmen, generally well-to-do and educated, belonged to traditionally and economically influential families†. Two village officials viz., the headman and the Shanbhogue (Patwari) are effectively associated with the panchayat in as much as the patwari collects the taxes and maintains the accounts, while the village headman remits the tax amount to the treasury. Both get small commissions on the collection. There is no vice-president or a paid secretary. The only employees of the panchayat are two scavengers and one water-supply operator. A monthly salary of Rs. 20/- is paid to each.

Meetings of the panchayat:

2.7 According to official records, since 1934, the panchayat has held meetings regularly. There has also been continuity in the subjects discussed, and generally speaking the panchayat has followed up its decisions. The average attendance at the meetings ranged from 7 to 10 members. The meetings were presided over by the chairman but sometimes, by some Tehsil or Revenue official. These were probably the occasions on which official guidance was sought by the panchayat. Except a few special or emergency meetings which are held in day time, most meetings are held only after 8 p.m. The members find it convenient to meet after dinner. Perhaps this is the secret of the very satisfactory attendance. The discussions generally last for two to four hours, for a longer period when there are disputable subjects on the agenda. The impressions of the conduct of a meeting attended by the Project Evaluation Officer shortly before the old panchayat was dissolved are given below:

2.8 Eleven of the 12 members were present. The chairman presided. About 10 non-members also witnessed the deliberations. As usual,

*See Appendix Table No. 2 for details.

†See details for chairman and members in Appendix Table No. 2.

routine matters like pay of scavengers and water-supply operator, contingencies, etc., were taken up first. Normally these matters do not provoke discussion. But on this occasion the oldest member of the panchayat vehemently opposed the payment of the scavengers' pay for the month on the ground that they had not properly attended to their work. Two more members supported him and it was quite a job for the chairman and a few other members to convince them that the bad state of sanitation was due to the absence of one of the scavengers. The expenditure was approved only after sufficient assurance had been given by chairman. Other subjects of importance discussed at the meeting related to the purchase of furniture for the panchayat, repairs to the building in which it is housed and shortage of teachers at the village primary schools. The meeting was quite interesting. There were lively discussions by the members, though the presence of the outside observer also might have stimulated some of them. The discussions were lively but the entire proceedings were marked by discipline.

Relations with other bodies:

2.9 The accounts, budget and report of achievements are not presented to the general body. The explanation offered by the chairman is that there is no precedent and also the law does not envisage this. The general body takes interest only in the election of members to the panchayat. Otherwise the general body and the panchayat come into contact only on the occasion of special meetings or gatherings e.g. cultural shows arranged by latter.

2.10 A cattle show is held annually in this village by the District Board. Since the show is held within its jurisdiction, the village panchayat gets 1/5 of the proceeds collected by the District Board. But there is no constitutional link between the panchayat and the District Board.

2.11 Eleven out of the twelve members of the panchayat are executive members of one or other of the three cooperative societies in the village. In consequence, the relations between the two institutions are cordial. The panchayat has, on occasion, passed resolutions requesting the co-operative societies to take up the sale of fertilisers, implements, sugar, etc. But there are no fields in which both these types of institutions are required to cooperate or coordinate their activities.

Inspection:

2.12 There is no special machinery for the inspection of panchayats. The Revenue Inspector, the Tehsildar and the Deputy Commissioner are expected to do the job in the course of their routine visits. The records of the Ramanathapura panchayat do not contain any evidence of such inspection. It was reported that the revenue authorities inspected the panchayat during their visits but their observations are recorded not in the books of panchayat but in the official diaries. But extracts from these diaries are not sent to the panchayat. The panchayat feels that this is not in order. The accounts of the panchayat are regularly audited by the staff of the Local Audit Section of the State Accounts Department. Copies of audit reports are sent to the panchayat and these are utilised to bring about improvements in the maintenance of accounts. The system of auditing has been in force for the past one decade. The audit reports indicate

several lapses and irregularities, which are, however, considered by the chairman and the members as routine objections. The records do not show any misuse of powers or funds by individual members or office-bearers; they indicate rather a lack of training in administrative procedures.

Financial position:

2.13 The panchayat has been preparing budgets of income and expenditure since 1938-39. Prior to this year rough estimates of income and expenditure were presented to the panchayat. The Patwari who is in-charge of collection of taxes and maintenance of accounts, prepares the budget in consultation with the chairman. The preliminary budget is placed before the panchayat and after discussion and modification sent to the Deputy Commissioner for approval. All expenditures above Rs. 1,000/- have to be sent to the Deputy Commissioner for approval and this is being done. The budgets seemed to have been prepared according to the needs of development and other routine expenditure. Since the members and the office-bearers are well educated they have not felt the need of special assistance in preparing the budget.

2.14 *Income*—Ramanathapur panchayat has got four distinct sources of income, the most important being the taxes. The second important source is the cattle-fair quota received from the District Board, and the third occasional grants from the Government. There are two other minor sources, viz., auction of the right to collect *offals* (used for manuring) in the village lanes and streets, and ground rent for shops on special occasions when outside traders come to the village*.

2.15 *Taxes*—Taxes have been by far, the most important source of income of the panchayat. Of these the house-tax has been the major item while the tax on shops and vacant sites constitute two minor sources. Till 1941-42 a weekly shandy (market) was held in the village and this used to fetch a small income by way of toll. The total tax demand remained more or less constant between 1939-40 and 1949-50. In the latter year, the house-tax and the shop tax were revised upwards and the total tax demand of the panchayat excluding other taxes increased from Rs. 233.75 to Rs. 463.50. Further revisions were made in later years, with the result that over the past two decades the tax demand of the panchayat increased by about 230 per cent. In 1954-55 the panchayat obtained electricity for street lighting and in 1956-57 got water-supply facility. A small cess at the rate of As. 0-2-0 per rupee of house-tax to meet the light charges and at the rate of As. 0-4-0 to meet the charges on water-supply are levied. As stated before, the panchayat has not received any share of land revenue nor has it itself imposed any land cess.

2.16 Though taxes have been the steadiest and most important source of income of the panchayat, tax realisation has not been satisfactory except in the past 4 or 5 years during nearly two decades. The amount realised has been on an average 57 per cent of the total demand including arrears and 41 per cent of the total income from all sources. There is no full time employee to look after this job. The village accountant (Shanbhogue) is entrusted with this work in addition to his main duty of collecting the land revenue.

*See Appendix Table No. 4.

2.17 *Cattle-fair quota*—The District Board organises in the village cattle fair every year in December on the occasion of the car festival of the village deity, Lord Subrahmanya. It auctions the right to collect tolls on cattle and ground rents for stalls, cinemas etc., set up for the occasion, and pays to the panchayat one fifth of the net proceeds i.e. after deduction of its own expenses. In the last two years, the income of the panchayat from the source amounted to about Rs. 700/- per annum and during the last twenty years it has contributed 32 per cent to the total income of the panchayat from all sources. The panchayat is, therefore, anxious to manage the fair and have the whole of the net income accruing from it.

2.18 *Government grant*—In eight out of the 20 years under reference the panchayat received government grants of varying amounts. Such grants were given whenever the panchayat urged the government with a view to take up development works like construction or improvement of drains, dispensary building, culverts, roads, etc. But this source of income has been rather sporadic and the panchayat could not anticipate the assistance with full assurance. During 20 years the panchayat received a total of Rs. 4,728.00, or an average of Rs. 236/- per annum, amounting to 19 per cent of its total income. Since the establishment of the NES programme in the area, a grant of Rs. 1,000/- (during 1955-56) was made to the Panchayat towards the construction of the veterinary dispensary on which the panchayat invested nearly Rs. 5,000/-.

2.19 *Auctioning of manure and jatra toll collection*—The panchayat has itself two minor sources of revenue, the yearly auction of the right to collect manure in the village lanes and streets and tolls levied on the occasion of yatra. During the last 20 years the auction has contributed about 4.19 per cent to the total revenue. The panchayat proposed to take up the conservation of night soil in the village and has sought the assistance of the Development Block, but nothing has materialised so far. The other source viz., the toll levied during the car-festival is of minor importance. Whenever the cattle-fair is not held due to epidemics etc., the panchayat collects tolls from shopkeepers and others, who assemble for the religious occasion. Some times, even after the end of the cattle-fair, a few shops, hotels, etc., continue to remain in the village and the panchayat collects some toll by way of ground rent. The income from this source amounted to 3.67 per cent of the total revenue of the panchayat over the last 20 years.

*Expenditure :**

2.20 The chief items of expenditure of the panchayat are (1) staff, (2) contingencies, (3) civic and other development works, (4) miscellaneous. Appendix statement No. 5 has been prepared under these items only.

2.21 *Staff*—The panchayat has maintained two scavengers right from its inception. There are two strong reasons for this measure. The village is a place of pilgrimage and all through the year devotees come there for worship. The panchayat wants to keep the village clean and tidy to impress the visiting devotees. Secondly, the innate sense of cleanliness of the people coupled with sufficiency of resources has made the regular maintenance of staff feasible. Since 1956-57 the

* For details see Appendix Table No 5.

panchayat has had rural water-supply and an operator has been recruited to be in-charge of the water works. The scavenger's pay has been raised from Rs. 7.50 per month in 1939-40 to Rs. 20/- per month at present. The operator is paid Rs. 20/- per month. Besides, the panchayat pays commission to the village officers (Patel and Shanbhogue) who attend to the collection of its revenues and maintain its accounts. The expenditure on staff accounts for Rs. 7,123/- or about 28.00 per cent of the total expenditure of Rs. 25,446/- incurred by the panchayat over the last twenty years. During the last two years the expenditure on staff has nearly doubled due mainly to the additional staff engaged for rural water supply. The panchayat also maintained a village park for about five years from 1939 to 1944. The park no longer exists as the site has been taken over for the construction of fish breeding centre.

2.22 *Contingencies*—This mainly relates to the expenditure incurred on postage, stationery and travel expenses of the chairman. For a long time after its creation, the chairman used to draw a rupee a month towards such expenditure. This was enhanced to two rupees per month ten years back and three years ago this was further enhanced to rupees four a month. The expenditure on this item has more than doubled during the past two years and forms 2.55 per cent of all expenditure.

2.23 *Civic and other developmental works*—The main items under this head have been the construction of pucca drains, a building for the veterinary dispensary, the improvement of village roads from time to time and the service charges paid to the electricity department for both street lighting and power house maintenance (water-supply). Other minor items like contributions made by the panchayat to start a library, buy radio, furniture for the panchayat office, contribute to newspapers etc., are also included under this head. The expenditure under this head has naturally varied from year to year according to variations in developmental work undertaken by this panchayat. During the two later years i.e. 1957-58 and 1958-59, the major item under this head is the cost of electricity purchased. On the average of 20 years about Rs. 17,346.67 or nearly 68.17 per cent of the total expenditure incurred by the panchayat has been on municipal facilities and social over-heads.

2.24 *Miscellaneous*—The expenditure under this item includes item like contributions made by the panchayat towards Red-Cross, War fund, celebration of birth days, Independence Day, Republic Day, etc. Though the amount spent is meagre (about 1.28 per cent of the total expenditure), this item of expenditure speaks of the interest which the panchayat has in the observance of various national festivals.

*Achievements:**

2.25 During the 32 years of its existence this panchayat has continuously striven to bring about an all-round improvement of the civic and social life of the village. Its contribution to the improvement of the economic life of the villagers has not been much, but certain facilities which the panchayat has provided may have contributed indirectly to economic progress e.g. the veterinary dispensary, the electric water pumps etc. The economic activities particularly credit and

* For details See Appendix Table No. 6.

supply are looked after by the village co-operative which came into being much earlier than the panchayat. Primary education facilities had existed in the village before the panchayat came into being. But the panchayat got the government to sanction a middle school in 1936. It is agitating to get at least an Ayurvedic dispensary in the village. Again when there was a proposal in 1941 to start a veterinary dispensary in the area, the panchayat seized the opportunity and by providing suitable accommodation etc., got it established in the village. The dispensary serves some 30 villages in the neighbourhood. In the year 1956 a new building was provided by the panchayat for this dispensary at a total cost of Rs. 5,000/-. Two years ago the fisheries department was in search of a suitable site for a fish-breeding centre. The panchayat came forward and suggested an ideal site near the village on the banks of the Cauvery river. Water for the breeding ponds will be drawn from the village water supply tank. Construction work on this is going on briskly. This activity is all the more commendable in view of the fact that the people of the village are mostly strict vegetarians. There is a branch Post Office in the village. The panchayat has been agitating for the past few years to get this upgraded to an extra departmental sub-office. It obtained electric supply in 1954 after continued efforts for nearly a decade. The lift irrigation pump sets now installed in the village, directly help increase income. A community recreation centre was started equipped with a radio, library, reading-room and sports equipments in 1955-56. The panchayat has yet to construct a building of its own as it is housed in a rent free building given by the temple authorities. In the current year's budget the panchayat had earmarked a sum of Rs. 2,500/- for the construction of a community hall. The Community Development Block had also promised a grant of Rs. 900/-. But this could not be taken up as the panchayat was dissolved from 1st November, 1959. The villagers now propose to constitute an *ad-hoc* committee known as the "Community Hall Construction Committee" to utilise the block grants by the end of March 1960.

2.26 Besides taking interest in the various social fields, the panchayat has tried to develop municipal facilities. It has built pucca drains, arranged electric lighting of streets and water-supply for the villagers. All this required increased tax levy by the panchayat. But this has not met with any great resistance from the people. In fact proportion of tax realised has risen in recent years.

III

FACTORS RESPONSIBLE FOR THE SUCCESS

3.1 First and by far the most important factor has been the harmonious relationship between the various minor castes and the major caste, seen for example in the working of the traditional panchayat consisting of representatives of all castes.

3.2 The achievements of the panchayat were made possible by selfless and progressive leadership. The members have shown a keen desire to understand the panchayat Act and apply its various provisions. There are numerous references in the proceedings of its meetings to the sections and sub-sections of the Act. To quote a resolution

passed at one of the meetings: "Subject No. 5: on 15-2-1955, the Tehsildar, Arakalgud has debited a sum of Rs. 650/- from V.P. Fund, Ramanathapur without bringing the same to the notice of the panchayat. It is not known on what item this expenditure was charged. This act of the Tehsildar undermines the prestige of the panchayat and also makes it difficult to account such expenditure. The Tehsildar is requested to let this panchayat know as to how this amount was spent. It is also resolved that such debiting of our panchayat fund should be done only by prior consultation with the panchayat"

3.3 Thirdly, the panchayat received guidance from officials in a greater measure than similar institutions elsewhere. This is probably due to the facility of rest house in the village and its good communication with other places.

3.4 The importance of these factors to the success of the Ramanathapur panchayat is brought out by a comparison with the panchayat of a nearby village. This village which is comparable in respect of the size of population and its caste composition is more prosperous than Ramanathapur, though it is less well connected with the outside world. But its panchayat constituted in the same year as the Ramanathapur panchayat has, however, been an inactive and inefficient organization which has done little for the village. The chief reason for this failure of the panchayat is to be found in the continued existence of a feud between two leading Brahmin families which has affected other castes and divided the village into two camps. Another reason is the inadequate guidance the panchayat has received from officials, mainly because of its less convenient location.

IV

PEOPLE'S OPINIONS AND ATTITUDE TOWARDS SOME CURRENT REFORMS ON PANCHAYATS

4.1 An attempt was made to ascertain the general awareness among the villagers about the panchayat and its work, and their views on some questions of current importance. Suitable questions were framed and addressed to the heads of a sample of 10 per cent of the households in the village. Of the 18 respondents interviewed 8 were Brahmins, 3 Ganigas (Oil-pressers), 2 Muslims, one each belonged to the other castes in the village. Again 9 respondents were owner cultivators, 4 traders, 2 carpenters and 3 were following various other occupations like watch-repairing, agency for bus services etc. Thirteen of the respondents, were literate and the rest illiterate. Only two respondents were not paying any tax; they were new comers and did not own property. Incidentally, the amounts paid by the respondents give an interesting picture of the level and distribution of taxes in the village.

Respondents paying Rs.	Number
1. No tax	2
2. Less than a rupee	Nil
3. Rs. 1—3	2
4. Rs. 3—5	3
5. Rs. 5—10	3
6. Rs. 10—15	3
7. Rs. 15—20	2
8. Rs. 20 and above	3

4 respondents were ex-members of the panchayat of whom one was also an ex-chairman. The remaining 14 had never been members. Two of this latter groups were caste leaders. All the non-members (14 respondents) had knowledge of the panchayat over periods varying from 4 to 25 years. Thus a fair amount of knowledge of the panchayat exists among the village population. Again all respondents except one knew about the main achievements of the panchayat.

4.2 Six out of the 18 respondents stated that they had attended meetings of the panchayat. Of these 4 were ex-members and two non-members. The figures suggest that the general public of the village do not show much interest in panchayat meetings. However, the impressions of the six members are recorded below:—

- (1) "I have attended the meeting several times although not a member. I have observed that the discussions were thorough and even some of my suggestions were considered several times". (non-member).
- (2) "As a member I have mostly attended all the meetings of the panchayat. Thorough discussions used to take place on all subjects and majority opinion always used to count in taking decisions". (ex-member).
- (3) "I used to attend almost all the meetings. In my time there used to be very little opposition on the subjects brought up although discussions used to be thorough and critical". (ex-chairman).
- (4) "I have attended nearly 90 per cent of the meetings held. In good old days the general tendency in such meetings was to accept whatever the elders used to say. During our time this was not the situation as the members were quite critical and decisions were taken only after considering all points of view". (ex-member).
- (5) "I have attended all the meetings. As a result of our detailed discussion on every subject, there has been no room in our panchayat either for wasteful expenditure or for defalcations, etc." (ex-member).
- (6) "I have occasionally observed these meetings. I have found these meetings quite interesting as decisions were arrived after critical examination of the subjects", (non-member).

4.3 An attempt was also made to find out the extent of people's participation in community works. Ten out of the 18 respondents reported having made voluntary contributions to several works in the village. Two of these had contributed labour and materials. The rest had made cash contributions. The projects to which they contributed were sponsored by the panchayat.

4.4 Fourteen respondents stated that the various facilities like street lights, water supply, etc., were maintained well, while the remaining 4 thought that the maintenance was not satisfactory. These four were paying the surcharge on water-supply even though they lived in the part of the village (Rameswara temple block) where no water-supply was provided. Only 5 out of the 18 respondents had an idea of the annual income of the panchayat, while the rest had no knowledge. Of these 3 were ex-members and two non-members. These five had also some idea of the different sources of the income, e.g.,

taxes, government grants, cattle-show quota, proceeds of mature auctions etc.

4.5 13 respondents were aware that a move was on to bring the nearby villages under this panchayat in the near future. Of them eight were in favour of the measure and 5 against it. Only one ex-member favoured the change while the other three opposed it. The opinions of the respondents are listed below:—

- (1) "The constitution of group panchayats should prove beneficial in so far as it increases the resources of the panchayats and also brings in better leadership". (ex-member).
- (2) "I think that the formation of group panchayats will be beneficial in so far as the resources of the panchayat would increase". (non-member).
- (3) "I think that the grouping may enhance the resources of the panchayat which will help further development of the village concerned". (non-member).
- (4) "It is good that the grouping of villages is done as the outside experience can also be brought into the panchayat". (non-member).
- (5) "This can bring better leadership from the other villages also and broader outlook may develop". (non-member).
- (6) "This grouping of villages may be good in bringing better representation of all castes". (non-member).
- (7) "I think that this may do good for the panchayat as opinions from outside the village may also benefit this village". (non-member).
- (8) "The present type of single panchayat is good. When group panchayats are formed it will be difficult to represent the grievances of this village to outside members". (non-member).
- (9) "I do not think that this will be successful as proper leadership is not likely to come up from backward villages". (ex-chairman).
- (10) "This is not likely to work satisfactorily as the conflict of interests between villages will bring up factions. It is also likely that facilities will be concentrated in the villages where aggressive leadership exists". (ex-member).
- (11) "I do not think grouping of villages will be conducive for harmonious development. Since other villages are to be represented on the Panchayat this will lead to quarrels and factions between these". (ex-member).
- (12) "In my opinion this group system is not likely to work well. Firstly it is difficult for members from different villages to attend the meetings as a result of which the programmes of development will be held up. Secondly this also does not ensure progressive leadership because of educational backwardness in the other villages". (non-member).

4.6 The respondents were also asked whether there were any other sources of revenues (other than land revenue) to augment the resources of the panchayat. Only five respondents, three ex-members

and two non-members, suggested some concrete proposal. Three suggested that the entire proceeds of the cattle-show should be given to the panchayat while one suggested 50 per cent of the net proceeds of the cattle show to be assigned to the panchayat. Two of the respondents also suggested construction of a bus-stand and a hotel which would also fetch some income to the panchayat. Another suggestion was to levy a toll on the traffic that passes through the bridge near the village.

4.7 Every one of the respondents reported that two scavengers and one water-supply operator are employed by the panchayat. Similarly every respondent reported that the village accountant collects the taxes of the panchayat and also maintains the account thereof. Also the respondents were generally aware, that the village accountant gets a small commission on the collections made, but is not a paid staff of the panchayat. Regarding the maintenance of the accounts and collection of taxes eleven respondents reported the collection and maintenance either as very good or good while six respondents expressed no knowledge of this. Only one of the respondents reported that the maintenance of accounts has been unsatisfactory. Two respondents suggested a full-time secretary to the panchayat after the formation of group panchayats and the rest did not have any suggestion of this kind. Regarding audit, eight respondents knew that the accounts of the panchayat were audited from time to time and not much of adverse remarks were passed by the auditors as the discrepancies were few.

4.8 Regarding the functions of the panchayat only ten respondents listed some functions or other and the rest were ignorant. They were not aware of the division of the panchayat's functions into obligatory or optional. These respondents were of the opinion that given adequate resources, the panchayat could perform all these functions satisfactorily.

4.9 Only six respondents stated that they had participated in panchayat elections. The rest said that no elections had been held and hence they did not participate. Of the six who reported participation, four said that the elections were by ballot and the other two that they were unanimous (according to the information of the Evaluation Officer only once election by ballot took place in this panchayat and it is possible a large number of these respondents did not take part in it). All the six respondents were of the opinion that the elections were fair. Twelve respondents were in favour of elections as the only or the best means of bringing out good leadership while four respondents were against them on the ground that they were likely to bring about communal factors into play. These four favoured nominations as this would, according to them, facilitate representation of progressive persons and also serve minority interests.

4.10 Only ten respondents had some knowledge of the constitution of the taluk boards and district development councils according to the new Act. Three of these ten could not say whether these bodies were necessary or not. Two were opposed to the constitution of taluk boards on the ground that the existing set up at the taluk and district levels was adequate and there would be frictions between taluk boards and panchayats particularly on the raising of local resources. None of the respondents had any idea of the precise functions envisaged for these

new bodies. Similarly none of them could say whether direct or indirect elections would be beneficial. But when asked whether the constitution of these would be of any help to the panchayat, four respondents said that they did not hope for great benefit from them. Another five, however, thought that the taluk boards might exploit the resources of the taluk much better and provide greater facilities to the panchayat. Some of the opinions expressed are summarised below:—

- (1) "Increased grants may be made available by the taluk boards. Because of the closer relations of the taluk boards with the panchayat there would be better appreciation of the panchayat problems. (ex-member).
- (2) "I think these are necessary for better exploitation of resources and all-round development. By taking up developmental functions like minor irrigation, improved agriculture, better facility for education and public health, the taluk boards can raise the general level of income in the area". (non-member).
- (3) "I do not think that these will be of any help to the panchayat, because the members of the taluk board are likely to be more interested in their own areas". (non-member).
- (4) "The present type of administration prevailing in the taluk and district level is quite good. I do not see any need for new institutions". (non-member).
- (5) "I do not foresee any advantages from the taluk boards. But I feel that the district council may be of greater assistance to the panchayat". (ex-member).

4.11 Finally an attempt was made to ascertain the views of the respondents on entrusting increased resources and greater powers to the village panchayats. Nine of the respondents had some opinions on this issue, some of which are given below:—

- (1) "Giving more powers and resources to panchayats is bound to do good in view of the fact that taluk board's supervision would be available and the paid secretary of the panchayat will be able to exercise better supervision of panchayat work". (ex-member).
- (2) "Decentralisation of power and resources at the village level will work better where there are no factions, but in villages with factions this may worsen the position and also may lead to abuse of power and funds". (non-member).
- (3) "Given proper supervision and guidance this will greatly facilitate the development of our villages". (non-member).
- (4) "Since there are no factions in the village, I think that giving more power and resources will do good to our village". (non-member).
- (5) "Increased resources and power to the panchayat will benefit poor people like me". (non-member).
- (6) "With more frequent audit, supervision and guidance, decentralisation is bound to prove practicable in local administration". (ex-member).
- (7) "I do not think that we have reached a stage when this process of decentralisation can work efficiently". (non-member).

APPENDICES

TABLE NO. 1—VILLAGE DATA

Name of the Village/Villages	.. .. .	Remansthapur
Name of the Taluk	.. .. .	Arkalgud
Name of the District	.. .. .	Hassan
Area (in sq. miles & acres)	.. .. .	About 1 sq. mile and 628 acres.
Population on (date of visit)	.. .. .	835
Total No. of households	.. .. .	172
<i>Distribution of households by size of holdings (Acres)</i>		
Nil	.. .. .	90
0—2	.. .. .	20
2—5	.. .. .	22
5—10	.. .. .	19
10—15	.. .. .	16
15—25	.. .. .	3
Over 25	.. .. .	3
Total Number of Adults—	.. .. .	446
Males	.. .. .	218
Females	.. .. .	228
<i>Literacy—</i>		
Literates & upto primary	.. .. .	247
Above Primary and upto Matric	.. .. .	13
Above Matric	.. .. .	2
Other professional qualifications	.. .. .	Nil
Number of persons employed in the nearest town	.. .. .	8
<i>Occupational distribution—(Households)—</i>		
Cultivating owners	.. .. .	52
Cultivating Tenants	.. .. .	9
Agricultural labourers	.. .. .	5
Non-cultivating owners	.. .. .	23
Artisans	.. .. .	12
Trade/Profession	.. .. .	50
Others	.. .. .	21
Total cultivated area	.. .. .	375—38 acres.
<i>Major crops and area under each—</i>		
(1) Paddy	.. .. .	315.32 acres.
(2) Ragi	.. .. .	42.15 acres.
(3) Horsegram	.. .. .	38.09 acres.
<i>Area under improved crops—</i>		
(1) Paddy under Japanese method	.. .. .	9.00 acres.
(2) Paddy area under improved varieties (Bangarkovi, Ratnachudi, etc.)	.. .. .	300.00 acres.
Total area irrigated—	.. .. .	335.33 acres.
<i>Main industries and crafts—</i>		
	.. .. .	(1) Rice Mill.
	.. .. .	(2) Cart making.
	.. .. .	(3) Making leaf plates.
	.. .. .	(4) Oil-pressing.

TABLE NO. 2*—STATEMENT OF D.C.B. OF RAMANATHAPUR VILLAGE PANCHAYAT

D—Demand
C—Collection
B—Balance

Year	Demand					Total demand	
	House-tax	Tax on vacant site	Shop-tax	Other taxes			
	1	2	3	4	5		6
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		
39-40	185 0 0	18 12 0	30 0 0	30 0 0	363 12 0
40-41	185 0 0	18 12 0	30 0 0	30 0 0	363 12 0
41-42	185 0 0	18 12 0	30 0 0	55 8 0	389 4 0
42-43	185 0 0	18 12 0	30 0 0	..	333 12 0
43-44	182 0 0	18 12 0	30 0 0	..	330 12 0
44-45	182 0 0	18 12 0	30 0 0	..	330 12 0
45-46	182 0 0	18 12 0	30 0 0	42 12 0	374 8 0
46-47	182 0 0	18 12 0	38 0 0	..	338 12 0
47-48	182 0 0	18 12 0	30 0 0	..	330 12 0
48-49	182 0 0	18 12 0	38 4 0	..	339 0 0
49-50	387 0 0	16 8 0	60 0 0	..	463 8 0
50-51	387 0 0	16 8 0	60 0 0	82 4 0	545 12 0
51-52	387 0 0	16 8 0	60 0 0	..	463 8 0
52-53	387 0 0	16 8 0	60 0 0	..	463 8 0
53-54	387 0 0	16 8 0	60 0 0	..	463 8 0
54-55	387 0 0	16 8 0	60 0 0	115 14 0	579 6 0
55-56	590 0 0	17 0 0	152 0 0	(Light tax)	759 0 0
56-57	590 0 0	17 0 0	158 0 0	..	765 0 0
57-58	590 0 0	17 0 0	165 0 0	379 4 0	1151 4 0
58-59	590 0 0	17 0 0	165 0 0	379 8 0	1151 8 0

*Data were collected from the panchayat records and the discrepancies among figures in columns 8, 9 and 10 are due to defective maintenance of records.

Year	Arrears	Grand Total	Collection	Balance		
1	7	8	9	10		
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		
39-40	1,159 12 0	1,413 8 0	515 0 0	898 8 0
40-41	898 8 0	1,152 4 0	59 8 0	1,100 12 0
41-42	1,100 12 0	1,390 0 0	401 8 0	988 8 0
42-43	988 8 0	1,222 4 0	617 12 0	604 8 0
43-44	604 8 0	836 4 0	296 6 0	541 14 0
44-45	541 14 0	772 10 0	490 6 0	283 4 0
45-46	282 4 0	556 4 0	285 0 0	271 4 0
46-47	271 4 0	510 0 0	256 12 0	251 4 0
47-48	251 4 0	482 0 0	209 12 0	272 4 0
48-49	272 4 0	510 4 0	358 12 0	166 8 0
49-50	166 8 0	620 0 0	434 12 0	185 4 0
50-51	185 4 0	721 0 0	639 8 0	91 8 0
51-52	91 8 0	555 0 0	363 8 0	171 0 0
52-53	171 7 0	634 15 0	417 6 0	217 9 0
53-54	217 9 0	681 1 0	277 9 0	403 8 0
54-55	403 8 0	962 14 0	322 9 0	640 8 0
55-56	640 8 0	1,419 5 0	1,140 7 0	278 14 0
56-57	278 14 0	1,043 14 0	868 9 0	176 5 0
57-58	176 5 0	1,227 1 0	1,121 12 0	206 8 0
58-59	206 8 0	1,336 13 0	1,267 18 0	69 1 0

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<i>Area under improved crops—</i>		
(1) Paddy under Japanese method	9.00 acres.
(2) Paddy area under improved varieties (Bangarkovi, Ratnachudi, etc.)	300.00 acres.
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Year	Demand					Total demand
	House-tax	Tax on vacant site	Shop-tax	Other taxes		
	1	2	3	4	5		6
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
1939-40	185 0 0	18 12 0	30 0 0	30 0 0	263 12 0	
1940-41	185 0 0	18 12 0	30 0 0	30 0 0	263 12 0	
1941-42	185 0 0	18 12 0	30 0 0	55 8 0	289 4 0	
1942-43	185 0 0	18 12 0	30 0 0	..	233 12 0	
1943-44	182 0 0	18 12 0	30 0 0	..	230 12 0	
1944-45	182 0 0	18 12 0	30 0 0	..	230 12 0	
1945-46	182 0 0	18 12 0	30 0 0	43 12 0	274 8 0	
1946-47	182 0 0	18 12 0	38 0 0	..	238 12 0	
1947-48	182 0 0	18 12 0	30 0 0	..	230 12 0	
1948-49	182 0 0	18 12 0	38 4 0	..	239 0 0	
1949-50	387 0 0	16 8 0	60 0 0	..	463 8 0	
1950-51	387 0 0	16 8 0	60 0 0	83 4 0	545 12 0	
1951-52	387 0 0	16 8 0	60 0 0	..	463 8 0	
1952-53	387 0 0	16 8 0	60 0 0	..	463 8 0	
1953-54	387 0 0	16 8 0	60 0 0	..	463 8 0	
1954-55	387 0 0	16 8 0	60 0 0	118 14 0	579 6 0	
				(Light tax)		
1955-56	590 0 0	17 0 0	152 0 0	..	759 0 0	
1956-57	590 0 0	17 0 0	158 0 0	..	765 0 0	
1957-58	590 0 0	17 0 0	165 0 0	379 4 0	1151 4 0	
				(Water tax)		
1958-59	590 0 0	17 0 0	165 0 0	379 8 0	1151 8 0	

*Data were collected from the panchayat records and the discrepancies among figures in columns 8, 9 and 10 are due to defective maintenance of records.

Year	Arrears	Grand Total	Collection	Balance
1	7	8	9	10
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
1939-40	1,159 12 0	1,413 8 0	515 0 0	898 8 0
1940-41	898 8 0	1,152 4 0	59 8 0	1,100 12 0
1941-42	1,100 12 0	1,390 0 0	401 8 0	988 8 0
1942-43	988 8 0	1,222 4 0	517 12 0	604 8 0
1943-44	604 8 0	838 4 0	296 6 0	541 14 0
1944-45	541 14 0	772 10 0	490 8 0	282 4 0
1945-46	282 4 0	556 4 0	265 0 0	271 4 0
1946-47	271 4 0	510 0 0	238 12 0	251 4 0
1947-48	251 4 0	432 0 0	209 12 0	272 4 0
1948-49	272 4 0	510 4 0	238 12 0	168 8 0
1949-50	168 8 0	520 0 0	434 12 0	185 4 0
1950-51	185 4 0	731 0 0	609 8 0	91 8 0
1951-52	91 8 0	555 0 0	363 9 0	171 0 0
1952-53	171 7 0	634 15 0	417 0 0	217 9 0
1953-54	217 9 0	681 1 0	377 9 0	408 8 0
1954-55	408 8 0	983 14 0	333 9 0	690 8 0
1955-56	690 8 0	1,419 5 0	1,160 7 0	378 14 0
1956-57	378 14 0	1,043 14 0	968 8 0	175 6 0
1957-58	175 6 0	1,267 1 0	1,121 12 0	206 8 0
1958-59	206 8 0	1,398 13 0	1,267 12 0	80 1 0

TABLE NO. 3—PANCHAYAT MEMBERS

(From 1955 to date)

Serial No.	Mem. No.	Age	Caste	Occupation	Size of holding (owned)	Any record of outstanding work (specify the year & work)	Remarks
1	2	3	4	5	6	7	8
1	A	30	Brahmin	Agriculturist	15-00 wet 6-00 dry (Joint family)	(1) Organised young farmer's club in the village. (2) Tried for the fish-farm. (3) Completion of water supply work in the village.	Chairman of the panchayat.
2	B	47	Brahmin	Landlord and post-master.	3-00 wet 20-00 dry 1-20 garden	(1) Completion of electricity work. (2) Construction of veterinary hospital. (3) Drainage improvement works.	Ex-chairman of the panchayat.
3	C	56	Vaisya	Shopkeeper	4-00	Pursued the matter of getting land for village extension.	..
4	D	40	Brahmin	Shopkeeper & stamps vendor.	Nil	Nil	..
5	E	35	Brahmin	Agriculturist	3-00 wet 4-00 dry 0-20 garden	Nil	..
6	F	73	Brahmin	Agriculturist	5-20 wet 6-00 dry 1-00 garden	Nil	..
7	G	42	Viswakarma	Agriculturist & goldsmith	5-00 wet	Nil	..
8	H	39	Bhavasara-Khastriya	Cloth merchant & tailor.	Nil	Nil	..
9	I	40	Brahmin	Agriculturist	1-00 wet 3-00 dry	Nil	..
10	J	26	Brahmin	do.	2-20 dry	Nil	..
11	K	40	Brahmin	do.	3-20 wet 1-20 garden 10-00 dry	Nil	..
12	L	40	Ganiga	Agriculturist & oil-presser	0-16 wet 4-20 dry	Nil	..
<i>From 1948 to 1955 (upto end of June 55)</i>							
1	B	37	Brahmin	Landlord and postmaster.	3-00 wet 20-00 dry 1-20 garden	(1) Completion of electricity work. (2) Construction of veterinary hospital. (3) Drainage improvement works.	Chairman of the panchayat.
3	M	49	Brahmin	Agriculturist	15-00 wet 6-00 dry	Society was upgraded to large-sized.	Sanakrit scholar.
3	F	62	Brahmin	do.	5-20 wet 6-00 dry 1-00 garden	Nil	..
4	N	30	Brahmin	do. and shanbhogua.	0-25 wet 6-20 dry	All the development works done in the village with the assistance of Shanbhogua.	..
5	J	28	Brahmin	Agriculturist	2-20 dry	Nil	..
6	D	30	Brahmin	Shopkeeper & stamps vendor.	Nil	Nil	..
7	U	40	Ganiga	Agriculturist & oil-presser	3-00 wet 4-20 dry	Nil	..
8	P	47	Fisherman	Agriculturist	7-00 dry	Nil	..
9	Q	62	Brahmin	do.	22-00 wet 27-00 dry 4-00 garden	Founder of panchayat and credit co-operative society.	..
10	R	45	Lingayat	Agriculturist & Patel	5-00 wet 10-00 dry 1-00 garden	Nil	..
11	G	32	Viswakarma	Agriculturist and goldsmith	5-00 wet	Nil	..
12	S	60	Vaisya	Shopkeeper	3-00 wet	Nil	..

TABLE NO. 4—REVENUE OF RAMANATHAPUR PANCHAYAT FOR 20 YEARS
(From 1939-40 to 1958-59)

Year	Tax income (actual collection of the year)	Cattle- show quota	Govt. grant	Manure auctioning	Toll collection during Jatra	Total for the year
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1939-40	515-00	..	100-00	26-00	Nil	641-00
1940-41	59-50	307-53	Nil	Nil	Nil	367-03
1941-42	401-50	279-72	Nil	Nil	Nil	681-22
1942-43	617-75	252-79	Nil	Nil	50-00	1,020-54
1943-44	296-37	Nil	60-00	Nil	45-00	401-37
1944-45	490-37	Nil	150-00	Nil	111-00	751-37
1945-46	285-00	Nil	900-00	Nil	285-00	1,470-00
1946-47	417-36	Nil	Nil	42-75	Nil	301-50
1947-48	209-75	Nil	Nil	Nil	Nil	209-75
1948-49	353-75	1,965-00	Nil	Nil	Nil	2,318-75
1949-50	434-75	Nil	Nil	Nil	Nil	434-75
1950-51	639-50	Nil	18-00	Nil	Nil	657-50
1951-52	383-66	Nil	Nil	Nil	Nil	383-66
1952-53	417-36	1,796-18	1,500-00	109-00	Nil	3,822-54
1953-54	277-56	Nil	Nil	137-00	273-00	686-56
1954-55	322-56	393-00	500-00	154-00	15-00	1,384-56
1955-56	1,140-43	1,018-50	1,500-00	140-00	Nil	3,798-93
1956-57	668-56	700-00	Nil	Nil	Nil	1,368-56
1957-58	1,121-75	608-00	Nil	242-00	Nil	1,971-75
1958-59	1,287-75	800-00	Nil	206-00	152-00	2,445-75
Total	10,381-52	8,220-72	4,728-00	1,058-75	930-00	25,318-99

TABLE NO. 5—EXPENDITURE OF RAMANATHAPUR PANCHAYAT, YEAR-WISE
(From 1939-40 to 1958-59)

Year	Staff	Contingencies	Civic and other deve- lopmental works	Miscellaneous	Grand Total
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1939-40	301-00	43-87	514-87	1-00	860-74
1940-41	248-25	19-62	347-19	43-21	658-27
1941-42	177-00	15-00	81-25	2-00	275-25
1942-43	223-50	8-00	39-81	2-00	273-31
1943-44	170-50	48-00	906-37	58-00	1,091-37
1944-45	196-75	11-00	220-00	5-37	433-12
1945-46	322-06	34-00	560-65	60-50	977-41
1946-47	234-99	30-50	166-75	3-00	435-24
1947-48	429-19	21-75	92-75	5-00	548-69
1948-49	315-00	25-75	156-50	5-00	512-25
1949-50	366-00	25-75	18-00	2-00	411-75
1950-51	300-00	19-00	309-19	Nil	628-19
1951-52	409-00	37-00	111-00	20-00	677-00
1952-53	389-00	27-00	3,158-00	35-00	3,509-00
1953-54	373-87	34-00	185-00	8-00	601-87
1954-55	400-83	24-00	2,594-94	5-00	3,024-84
1955-56	384-00	24-00	4,979-12	5-00	5,492-12
1956-57	419-50	60-50	969-44	29-00	1,478-44
1957-58	694-00	73-09	1,196-85	39-18	1,903-12
1958-59	724-00	70-55	1,767-23	10-00	2,571-78
Total	7,123-93	646-29	17,366-87	327-20	25,464-11

TABLE NO. 6—FUNCTIONS

Serial No.	Activities reported	Action taken
1	Providing street lights in the village ..	Efforts started on 1-10-1934 and sanctioned 6 petromax lights on 22-5-1941.
2	Starting of a middle school	This subject was discussed since 1-10-1935 and the school was sanctioned in the subsequent year.
3	Starting of a village park	The move initiated in the year 1937 but nothing has materialised so far.
4	Opening of veterinary dispensary in the village.	Effort started during the year 1940 and the dispensary began functioning from 1943. A new building was constructed in the year 1956.
5	Construction of a tunnel between the P.W.D. new road and road opposite to Subramanyeswara temple.	The work was completed during the year 1942.
6	Construction of a panchayat building ..	Initiated on 17-1-1953. An estimate of Rs. 3,000 was worked at for this building and it was resolved in the year 1952 that the panchayat would finance it to the tune of Rs. 1,000. The Tehsildar was requested to provide the balance. In the year 1956, it was resolved that the panchayat could spend only about Rs. 500 and the balance had to be secured as a grant from the Government in view of the meagre resources of the panchayat. In 1959, requested the Community Development Block for grants. Still pending.
7	Starting of an Aryurvedic dispensary in the village.	Discussed in the year 1942, but no action has been taken by the Government so far. The panchayat is still pursuing this matter.
8	Drainage works in the village ..	Initiated in the year 1941 and completed in 1953.
9	Starting of a public Library	This was initiated on 7-8-43. The Library was started from 23-1-47. An expenditure of Rs. 100 was approved.
10	Filling up of a filthy pond in the village	This was completed in the year 1946.
11	Electrification in the village	This was initiated during the year 1950 and completed in the year 1952. An expenditure of Rs. 468 to provide 26 street lights was sanctioned. Inaugurated by the Deputy Commissioner, Hassan, during the year 1954.
12	Construction of a new building for the veterinary dispensary.	Initiated during the year 1955. Resolved to contribute Rs. 1,500 from the panchayat fund.
13	Construction of a bus stand	This was resolved in the year 1955, but no action has been taken so far as no assistance has been forthcoming by the Government.

TABLE No. 6—contd.

Serial No.	Activities reported	Action taken
14	Installing radio	Radio was installed in the village during the year 1955. Donation of Rs. 200 by a leader and contribution from the MKS of Rs. 200 were accepted in the meeting and the balance of Rs. 80 was contributed by the panchayat. Installation of radio and it was switched on by the L.S.G. Commissioner, in the year 1956.
15	Rural water supply	Initiated in the year 1955 and completed in 1958.
16	Starting of a free milk distribution centre	Started during the year 1956.
17	Starting of a fish farm in the village ..	During the year 1957, 3 to 4 acres of land belonging to the panchayat near the bridge was granted for this purpose and the construction work on the pond is under progress.
18	Soil erosion	Prevention work on the banks of Convery undertaken during the year 1958.
19	Night soil conservation	Programme initiated during the year 1958. Requested the C.D. Block for assistance.
20	Asphalting of village interior roads ..	During the year 1955, this was moved by the panchayat and the P.W.D. executed it.
21	Young farmer's club	Organized every year during the month of July.
22	Vana Mahotsava	Conducted every year during the month of July.
23	Lok Sahayaka Seva Training Camp ..	Conducted it for a period of one month during March 1956 for 500 boys.

KHWAJA NANGLA PANCHAYAT DISTRICT MEERUT, UTTAR PRADESH

THE VILLAGE

Location, area, etc. :

1.1 The village Khwaja Nangla is situated in Raghpat Tehsil of Meerut district in Uttar Pradesh. It does not lie in any community development block. Its geographical area is 937 acres or about $1\frac{1}{2}$ sq. miles; 879 acres constitute the net cultivated area, of which 235 acres or about 27% are under double cropping. The major crops grown in the village are sugarcane, wheat, maize, jowar, cotton and peas. 830 acres or about 95% of the net cultivated area is irrigated, of which about 80% is irrigated by canals and about 15% by wells.

1.2 The present population of the village is 2,345, constituting 345 households. Of the total households, 220 or 64% are cultivating owners, 58 or 17% labourers, 32 or 9% artisans and 35 or 10% in different trades, professions and services. There are no households which are either cultivating tenants or non-cultivating owners of land. The main castes inhabiting the village are Jat, Mohammedan, Chamar, Bhangi, Brahmin and Vaishya. There are a few households of other castes too in the village, such as the Kumhars, the Nais, the Badhais, etc. The largest number is that of the Jat households which constitute 45% of the total, followed by Mohammedans 15%, Chamars 12% and Bhangis 8%. All other castes constitute about 20%. The village is not very well placed in respect of literacy; only 15% of its present population is literate. The main crafts in the village are weaving, carpentry and blacksmithy. These have only a local importance.*

Communications and contact with towns :

1.3 The village is not served by any railway line, but is well connected by road with a number of towns. It is located on the Baraut-Chaprauli pucca road, on which public buses ply regularly throughout the year from Meerut as well as from Delhi to Chaprauli. The village is served by both these routes. Meerut is at a distance of 48 miles and Delhi 40 miles. Baraut which is an important town and a market centre and Baghpat which is a tehsil town lie on these routes and are at a distance of 5 miles and 16 miles respectively from the village.

1.4 The Meerut-Chaprauli bus service was started in 1950, about a year after the panchayat was constituted. Only two buses plyed on this route, but they did not halt at the village. In 1955, the road was made pucca and tarred, and the number of buses and the frequency of the bus service increased. The panchayat, through its president and other influential local people, approached the Motor Owners' Union, Meerut, persuaded them to establish a halt at the village and ultimately succeeded in having one in 1956. The fares charged to and from the village were also adjusted to the distance. The Delhi-Chaprauli route has been operating since 1957 and this village is a halt on this route also.

* For Village data see Appendix Table No. 1.

1.5 Most of the residents of this village have been to Baraut, a neighbouring town a number of times. It has two degree colleges, an overseers' training institute, a number of schools, electricity, telephones, a railway station and a fairly big market centre. The children of the well-to-do families study at Baraut; and almost every cultivator sells his produce there. A majority of the people have also been going to Meerut, the district town, and to Baghat, the tehsil town, from time to time since the opening of a bus route in 1950. They have been visiting these places mainly in connection with administrative, revenue, or court work. A number of persons from the village have also been visiting Delhi. These visits were made mainly for seeing important events like the exhibitions, the republic day, and the independence day functions, etc. The extension of the communication facilities in recent years has naturally led to increased travelling and brought the people in greater contact with the towns. This has broadened the mental horizon of the people and given them a wider perspective of life.

Amenities and facilities in the village:

1.6 A Primary School for boys was started in the village in 1922 and has since been run by the District Board. There is a Junior High (Middle) School for Girls, which was started in July, 1949. It was taken over by the District Board in 1950 and has since been run by it. There is also a hostel attached to the girls' school, which was established in 1953. Twelve girls from the neighbouring villages reside in it. A branch post office has been functioning in the village since 1952 and savings bank facilities were added to it in January, 1959. A mobile library was set up in the village in 1953; it served four other villages till 1957 and two since then. It was set up partly by Government grant and partly by the contribution of the panchayat of this village alone. There are two community listening sets, one in the panchayat ghar and the other in the girls' hostel. The former was installed in 1953 and the latter in 1957. Both the sets have been provided by the panchayat wholly from its own funds.

1.7 An Ayurvedic dispensary and a Maternity and Child Welfare Centre have been functioning in the village since 1956. The former is run by the Medical Department and the latter by the Public Health Department. An Artificial Insemination Centre was established in the village in 1958 and a flaying and hide curing centre in 1959. The former is run by the Animal Husbandry Department and the latter by a cooperative society under the supervision of the Department. A Seed Store was set up in 1958 and is run by the Agriculture Department. A multi-purpose cooperative society was formed in the village in 1956, was converted into a large sized credit society in 1958 and has since been functioning as such. It has 165 members from this village. There is an industrial cooperative society known as the Charmkar Audyogic Sahkari Samiti, Ltd. It was formed in June, 1958; since April 1959 it has been running the flaying and hide curing centre opened in the village. It has 21 members.

1.8 The village also has a panchayatghar. It was an old village 'chaupal' which was taken over by the panchayat on its formation in 1949 and reconstructed in 1953. There are 5 public latrines for women, each containing 8 to 10 seats, 2 public bus shelters, 10 public urinals,

19 pucca and 60 kutchha public compost pits, public bath rooms and hand pumps on seven wells and 6 ornamental public gates. Four of the drinking water wells have pucca sheds and 2 tanks partial pucca embankments. Almost all the village lanes are paved with bricks. The bricks have been tilted on both the sides of the lanes to serve as drains. All these works have come up during the panchayat period from 1950 onwards.

Economic position :

1.9 The village lies in the rich and fertile tract of land between the rivers Ganga and Jamuna. The tract is well-known for its alluvial soil and intensive cultivation. But two factors which have substantially contributed to the prosperity of the village are comparatively of a recent origin. One is the emergence of sugarcane as a cash crop since the early thirties. The cultivation of good quality sugarcane came as a result of special and sustained efforts made by the Agriculture Department over a number of years. This received a further fillip through the efforts of the Cane Development Department which was set up in 1935 as a separate department of the State Government for the sole purpose of the development of sugarcane. This village fully availed of the schemes introduced and promoted by this department; and by the late thirties, two-fifths of the net cultivated area in the village came under sugarcane. As a result of fresh efforts, the area increased to about half. All the sugarcane grown in the village has been of an improved variety since 1950.

1.10 The other factor is the extension of canal irrigation to the village in 1948. Even though the distributaries of the Jamuna Canal had been running close to the village, the benefits of canal irrigation were not available to the villagers, due to the absence of field channels and sluices. The people made considerable efforts and offered specific promises for the intake of canal water in 1947-48, whereupon the Irrigation Department constructed the sluices. The cultivators kept their promise and dug the channels; and canal irrigation was extended to the village. By 1950 about two-thirds of the net cultivated area in the village was canal irrigated. The proportion increased to about 80% by 1952. Another development that was taking place almost simultaneously was the introduction of improved seeds of wheat by the Agriculture Department. The Department subsequently introduced improved seeds of cotton and peas also. Almost the whole of wheat sugarcane, cotton and peas grown in the village are now of improved varieties.

1.11 The above measures have brought considerable prosperity to the cultivators. Their income has increased and with it their capacity to spend and invest. The additional income has been channelled into lines of expenditure like the extension of education to children, improvement in clothing, cash contribution for works of common benefit and the acquiring of more jewellery. Some of the cultivators have spent it also on improved methods of cultivation, making of gur and khandsari and on construction of pucca houses. The increased income of the cultivators has brought about a rise in the earnings of the labourers as well, particularly of the agricultural labourers. The traditional artisans attached to cultivator families have also gained a share in this prosperity.

Social relations:

1.12 There is considerable social amity and cohesion among the people. Untouchability is almost non-existent. Caste feelings are extremely subdued and do not reflect themselves in any manner in the day-to-day life of the people. There are, however, two factions in the village and each is headed by a member of the predominant Jat community. Both the factions cut across the different castes and classes and are based on personalities. The rivalry between the two is mainly for village leadership. As often happens in such cases, one group is more dominant than the other. Fortunately for this village, the dominant group is headed by a person known for his enlightened and progressive views, sincerity, and devotion to the cause of village uplift and development. In a number of neighbouring villages also he is known for these qualities of leadership. The mass of the people have great confidence in him. The leader of the other group, on the other hand, does not have a good reputation and is generally known to be agitating merely for personal ascendancy. His group has not been able to catch the ear of the general public, much less to spoil their day-to-day relations in any manner. The rivalry between the two groups manifests itself mainly at election times. At all other times, barring personal jealousies, there is considerable social amity and concord in the village. The development of the village has proceeded without any let or hindrance, almost everybody joining hands in the common endeavour.

II

THE PANCHAYAT

Formation and structure:

2.1 The panchayat was set up in the village for the first time in August, 1949, in pursuance of the U.P. Panchayat Raj Act passed by the State Government in 1947. According to this Act village panchayats were to be constituted throughout the State and a village having a population of 1,000 or more could form a single village panchayat. As this village had a population of about 2,000 at that time, a panchayat covering this village alone was set up. The sanctioned strength of the panchayat was one president, one vice-president and 36 members, all of whom were to be directly elected. The entire adult population of the village, known as Gaon Sabha, constituted the electorate. The first election to the panchayat was held in January, 1949, but it took a considerable time to complete the preliminaries to constitute the panchayat. The panchayat was formally inaugurated on 15th August, 1949. The Gaon Sabha elected one president, one vice-president and 36 members. No woman stood for any seat. From the scheduled castes seven members were elected, six for the reserved seats and one for a general seat. There was no change in the president, the vice-president or any of the members during the term of the first panchayat which continued till the end of 1955.*

2.2 In the meantime, the Panchayat Raj Act was amended by the State Government. According to the provisions of the amended Act, the strength of the panchayat of this village was fixed at one president and 25 members, the seats reserved for scheduled castes

* See Appendix Table No. 2 and 2(a) for details.

were reduced to 4 and the vice-president was to be elected by the members from among themselves every year. Fresh elections were held in December, 1955. One president and 25 members were elected, among whom 4 were from scheduled castes. No woman stood for membership this time also. The new panchayat came into being in January, 1956. The vice-president was elected for the new panchayat by the members from among themselves for the first time in 1956 and the same person has been re-elected vice-president from year to year. There has been no change of the president, the vice-president or any of the members since the present panchayat came into being.

Election :

2.3 At the time of the first election the village was one unit for returning all the members, but for the second election the village was divided into 3 wards and separate quotas of seats were ear-marked for each. While in the first election any adult resident of the village could stand for presidentship, vice-presidentship or seats other than those reserved for the scheduled castes, in the second, a candidate for membership could stand from only one ward and the voters in that ward were only eligible to vote. At both the elections, as provided for in the Act, votes were cast by the show of hands.

2.4 At the time of the first election held in 1949, there were no group alignments. Generally speaking, canvassing to win votes proceeded on caste and kinship lines. This is attributed mainly to absence of group politics. By the time the second panchayat election was held in 1955 group alignments had emerged and played an important part in supporting or opposing the candidates seeking election. As already stated above, one was the group of the progressive village leader and the other of his opponent. The former group captured 22 seats, including that of the president, and the latter only 4 seats. It, however, redounds to the credit of the general village public as well as to that of the panchayat members that the dust and din of the election was soon forgotten and, amicable social relations prevailed among all the people except in the case of the two leaders. This shows that the people have considerable maturity of thought and that the influence of the traditional social behaviour is fairly strong.

Works undertaken :

2.5 During the ten years of its existence the panchayat has undertaken a number of works of public utility and has successfully completed them. But it may be stated at the very outset that in the large majority of such works the panchayat has been able to carry them out mainly on account of the part played by the village leader, without whose assistance, guidance and efforts these would probably not have been so successful. Although the village leader has never been a member of the village panchayat, he has all along been a friend, philosopher and guide to it as well as to the village people. An account of the works executed by the panchayat is given below.

Girls' school building :

2.6 The school was started in 1949; but it used to be held in a private house until a building was constructed for it in 1951. The site where the building stands was purchased and donated by the village for the construction of the school building. Further, he and other

members of his family also made cash contributions. To collect more cash, he held meetings of the village people. He also invited people from the neighbouring villages where he had influence and exhorted them to contribute liberally for the school building. As a result of his efforts a sum of about Rs. 10,000 was collected in cash. The construction of the building was entrusted to the panchayat and a single-storey building came up in 1951. The school began to meet in the new building. But as the attendance in the school increased, the need for more accommodation was felt. Two rooms were constructed as a part of the second storey in 1953. The school was upgraded from the primary to the middle standard from July, 1954. As a result thereof, the attendance in the school increased further, and the need for greater accommodation began to be felt again. Consequently, fresh contributions were raised from the people, and a grant was secured from the Government. The panchayat also made its own contribution. The second storey was completed and more accommodation built on the ground floor in 1958. It is a strong pucca structure and has chip flooring. The details of the contributions made by the government, the people, and the panchayat for this and other works and schemes undertaken in the village are given in Appendix Table No. 3.

Girls' hostel building:

2.7 The need for a hostel for girls began to be felt as early as 1951 when the girls from the neighbouring villages began to attend the school in sufficient number. The idea of the hostel building also was mooted by the village leader and the initiative in the matter taken by him. Meetings of the village people and those of the neighbouring villages were convened and cash contributions to the tune of Rs. 12,000 were collected. There was an old kutchha house at the site where the hostel building stands. It belonged to a woman of the village and was acquired from her for a sum of Rs. 2,000, half of which was paid to her in cash. As for the other half, she was persuaded to make it her donation. The construction was undertaken by the panchayat and the building came up in 1953; but a part of the building was taken up for holding classes. So a need was felt to erect a second storey for which fresh contribution was raised from the people, some Government grant obtained and some contribution made by the panchayat. The second storey was added to the building in 1958, the work being again executed by the panchayat.

Panchayatghar:

2.8 On the site where the present panchayatghar stands was an old village 'chaupal' which was taken over by the panchayat on its formation in 1949. It was an old and weak structure and the panchayat decided to replace it by a new and more commodious building. Work was started on this in 1953 and completed in 1955. In the intervening period there was some delay occasioned partly by the inadequency of finance and partly by the changes in the design and the plan. The building is a massive, pucca structure, with a large, paved courtyard. It is used for holding meetings of the panchayat and the Gaon Sabha, important functions and congregations, and is a common meeting place of the people in the evening. During the day it is used for holding the classes of the boys' primary school which does not have a separate building.

Vocational training centre building:

2.9 While getting an irrigation well at his farm repaired early in 1955, the village leader was struck by the comparatively low earnings and weak economic position of the labourers, the vast majority of whom belonged to the scheduled castes. An idea passed his mind that if something could be done, to equip them to earn more it would be a real service to them. He hit upon the idea that if the scheduled castes could be given training in some crafts, which they could adopt as a supplementary source of income, they would be able to better their economic position. He discussed this idea with others. The official quarters assured him that arrangements for imparting training to the Harijans of the village in some useful craft would be made by the government, if the village people could cooperate in putting up a building to house a training centre. Resources for the building came partly from peoples' contribution in cash and labour, and partly from Government grant. The land on which the building stands was donated and the construction of the building undertaken by the panchayat. The building came up early in 1956. But about the same time the people in high offices who had given the assurance about the setting up of the training centre were dislodged from their positions. Gone with them were the promises made. It was certainly beyond the capacity of the panchayat to equip the centre, employ a trained instructor and run it. So, the building stands till this day empty and unused.

Building of the centre for flaying and curing of hides:

2.10 Even though the above project did not materialize, the people did not lose heart. They continued to make efforts to get some scheme started for the Harijans in the village and ultimately succeeded in prevailing upon the Animal Husbandry Department to set up a flaying and hide curing centre. For this they first organised a co-operative society, known as the Charmkar Audyogic Sahkari Samiti Ltd., in 1958. It was proposed that the centre would be run by the society under the supervision of the Department. The next requirement was a building, but as flaying and curing of hides is a type of work that has to be done at some distance from human habitation, the building of the vocational training centre lying idle was not considered suitably located. People also nourished a hope that they might some day prevail upon the Industries Department to start a craft centre in the village, in which case the existing building would be used to house it. So, the Animal Husbandry Department was persuaded to get a new building constructed at some distance from the habitation. This was agreed to by the Department, and the construction was entrusted to the Charmkar Audyogic Sahkari Samiti, which had been formed earlier to run the centre. The building came up in 1959. The panchayat donated the land, the Department met all the cash requirement, and the Charmkar Samiti executed the work. The Department also installed a bone crusher to prepare bonemeal and supplied other equipment to provide training in modern methods of flaying and curing of hides. But it could not appoint a trained instructor to give the necessary training until as late as early February, 1960. So, except for occasional flaying and curing of hides by the local method by some members of the Charmkar Samiti, the centre remained more or less defunct until January, 1960. It is only since

February 4, 1960, when a Master Flayer was appointed, that the centre has started functioning in the real sense.

Artificial insemination centre building:

2.11 From about 1956 the people had been clamouring for the establishment of a key village centre in the village. They succeeded in getting the scheme sanctioned by the Animal Husbandry Department in 1957. The village was made the centre of the key village scheme; and an artificial insemination centre was started there in 1958. The construction of the building for the centre was started in 1957 and completed in 1958. The panchayat executed the construction, except for the bull-sheds which were constructed by the Animal Husbandry Department. For the main building of the centre also the Government (District Planning Committee) made a grant of Rs. 5,000. The remaining part of the cost (including the value of the site) was met by the joint contributions of the people and the panchayat. The centre has 4 pedigree animals—2 Hissar bulls and 2 Murrah-buffaloes. It has 4 sub-centres and covers 35 villages in all. Besides artificial insemination, the centre undertakes castration of scrub bulls. It has castrated in this village 1 scrub bull, as there was only one such bull in the village, and 20 bull calves since April, 1958.

Seed store building:

2.12 A seed store was established in the village in 1958 as a result of persistent public demand. The store was started in a rented building. Since the space was inadequate for storing the entire stock of seeds and fertilizers, part of it was kept in a *dharamshala*. This was not a very satisfactory arrangement and the need was felt to construct a building for the store. The building came up in 1959. It has been constructed by the Agriculture Department wholly from its own funds, except for the site which was donated by the panchayat. The store supplies improved seeds, chemical fertilizers and improved implements to cultivators and serves besides the headquarter village, the neighbouring villages as well.

Pavement of streets:

2.13 Nobody took any initiative in the matter of paving of streets until the panchayat came into existence. Among the first few works taken up by the panchayat, the pavement of streets was one. From a small beginning in 1950, the work was completed in 1955. All the village roads, except for a few short stretches, have been paved with bricks which have been tilted at the two sides to serve as drains. The major part of the contribution for this project came from the people, both in cash and in labour, which was supplemented by a grant from the government. The panchayat made a very small, almost a token, cash contribution from its funds. The maintenance of the streets is well looked after and the drains are regularly cleaned.

Public latrines:

2.14 One morning in 1951 while going to his farm, the village leader saw some women in a field close to the road. It struck him that it was a very indecent practice for women to defecate in the open. He discussed the matter with some people in the village; and they all agreed that, to begin with, two latrines might be constructed and the

women should be persuaded to use them. The panchayat undertook the construction of the latrines and completed them in 1951. In the beginning only a few women would go there, but gradually more and more women began to use them. As the number increased, two more latrines were constructed in 1955 and one more in 1959. The latrines are so located as to be convenient to the women living in the different mohallas. Almost all the village women go there these days. The latrines each with 8 to 10 seats, are fine, pucca structures with glazed seats, chip flooring, boundary walls, and have hand pumps fitted therein. For their construction the Government made a grant, the people gave shramdan and the panchayat contributed land and cash. The maintenance of the latrines is well looked after. They are regularly cleaned and kept in a good state of repair.

Public urinals:

2.15 Priority could not be given to public urinals before an adequate number of public latrines was constructed. Early in 1956 the panchayat decided to construct 10 public urinals at convenient places and completed them all during the year. Since then the people mostly use the urinals. For their construction the major contribution came from the Government, which was supplemented by cash contributions from the people and a small, almost a token, contribution from the panchayat. The urinals are regularly cleaned and properly maintained.

Bus shelters:

2.16 The panchayat decided in 1956 to construct a pucca shed as a shelter for passengers, waiting for buses, and built it during the year. But as the number of passengers gradually increased and inadequacy of space was particularly felt on occasions such as during the marriage season, the shed was extended in 1957. The construction of another one was started in 1958 and completed in 1959. For the construction of the shelters the Government made a grant, the people gave shramdan and the panchayat contributed from its own resources. Both the shelters are pucca structures and are properly maintained.

Public wells and bathrooms:

2.17 While the panchayat has not constructed any new drinking water well, it has repaired 10 of them from time to time, fitted pulleys on them for drawing water and covered 4 with pucca sheds. It has also constructed bathrooms near 7 wells and installed hand-pumps on these wells to draw water and carry it to the water closets in the bathrooms. Besides being used for bathing, the bathrooms are utilized for washing clothes. These works have been executed partly from government grants, partly from panchayat's contribution from its own funds and partly by people's contribution of free and voluntary labour. The sheds on the wells are ornamental in design. All the works are maintained in a good state of repair.

Public gates:

2.18 The panchayat has constructed 6 gates at street opening in the village. Five of them face the main Baraut-Chaprauli road passing through the village and 1 lies inside. Two gates were constructed

in 1957 and four in 1958. The gates are pucca, masonry structures and have ornamental arches with portraits of national heroes and saints carved in stone and superimposed on them. The reason given for their construction was that the people thought it a great botheration and waste of money to put up temporary gates and arches every time an important person came to visit the village. So, they decided that pucca ornamental gates be constructed for this purpose as well as for giving an imposing look to the village. These have been constructed by the panchayat almost wholly from its own funds except for a small cash contribution made by some people.

Compost pits:

2.19 In order to improve cleanliness in the village as well as to augment its income, the panchayat constructed 4 compost pits on four sides of the village in 1951. These were kutchra pits and were provided for general use. Those who did not have their own pits were advised to deposit their household refuse and dung in these pits. Besides this, the refuse and dung from the streets were also deposited there. The compost prepared in these pits was the property of the panchayat and was sold to the needy cultivators. Gradually, need was felt for more pits and some cultivators were prepared to make a contribution also for them. So, in 1956, the panchayat constructed 56 more kutchra pits on strips of common land and a number of cultivators made shramdan for them. These cultivators demanded that the pits be leased to them for their exclusive use. The panchayat agreed to this and leased the pits to those cultivators who had made shramdan for them. The lease was given without any charge and for an indefinite period. However, as these pits are located at some distance from the village, they have not proved as popular as the 4 maintained by the panchayat for general use. Besides this, proper attention has also not been paid to the upkeep of the individual pits.

2.20 Early in 1959, the panchayat decided to construct pucca compost pits which were less liable to damage than the kutchra ones. 19 such pits were constructed during the year. Besides land, the panchayat also made cash expenditure on their construction from its own funds. Some cultivators also made cash contribution for them. These cultivators demanded that the pits should be leased to them for their own use. The panchayat agreed to this but charged a sum of Rs. 60 per pit as the lease money. Those who paid this money have been given the lease of the pits for such time as they desire to keep them in their use.

Embankment of tanks:

2.21 Two village tanks have been partially embanked and short parapet walls on 2 others have been constructed by the panchayat. The embankment of one tank was done in 1952 and that of the other in 1954. The parapet walls on two other tanks were constructed to consolidate and stabilize the sides through which storm water came to the tanks. These were constructed in 1954. The works were financed largely by people's contribution in cash, supplemented by their own labour, a grant from the Government and a cash contribution by the panchayat.

Construction of culverts:

2.22 Eight culverts in all have been constructed by the panchayat. They lie on cart tracks and kutchra roads leading to the village and have been constructed at different times. For their construction the Government made a grant, the people gave shramdan and the panchayat made cash contribution from its own funds. They are maintained in a good state of repair.

Repair of kutchra roads:

2.23 The initiative in this work was taken by the panchayat in pursuance of the instructions of the Panchayat Raj Department that the repair of all kutchra roads and cart tracks falling in the jurisdiction of a panchayat should be regularly undertaken by that panchayat. The panchayat has been undertaking this work since 1952 and has repaired about 8 miles of kutchra road and cart track during the last eight years. This was done by the people with their free and voluntary labour.

Provision of other facilities:

2.24 Besides the above works, the panchayat has been instrumental in getting an Ayurvedic dispensary started in the village by the Medical Department in April, 1956, a maternity and child welfare centre by the Health Department in June, 1956 and the girls' school, started as a primary school in 1949 raised to a junior high (middle) school by the Education Department in July, 1954. Among the services directly provided by the panchayat are the installation of two community listening sets (one in the girls' hostel for the use of the inmates as well as the village women and one in the panchayat-ghar for the use of menfolk gathering there in the evening) establishment of a mobile library which besides this village, serves two other villages, supply of two sewing machines to the girls' school, services of 13 scavengers for cleaning public latrines and drains and sweeping the streets and of 1 mistry for attending to repairs of public hand pumps, pulleys on public wells and fixtures in community buildings, etc. It had purchased also equipment for a gymnasium, which is lying in store for want of a suitable site for it.

Mobilisation of resources:

2.25 For the construction of such a large number of works and provision of other facilities as mentioned above the panchayat had to mobilize resources on a fairly large scale from different agencies. Small recurring expenditure on the maintenance of some public buildings and other works and on the employment of sweepers and mistry has been met by the panchayat from its own revenues. However, all the capital expenditure on the different works and facilities, except for a few, as well as the recurring cost on repairs of kutchra roads and drinking water wells etc. have been met largely from people's contributions and Government grants, supplemented by panchayat's contribution from its own resources. The largest single source was the people themselves. The panchayat members as well as other influential persons in the village, particularly the village leader, took considerable pains to explain the utility of the different works and facilities to the people and persuade them to contribute liberally towards their fulfilment. Of the total cost of these works and facilities, which is estimated to be of the order of Rs. 2,19,000 as much as 58%

was contributed by the people—about 37% in cash and kind and 21% in labour.

2.26 The panchayat was successful in getting the seed store and the flaying and hiding centre buildings financed by the Agriculture and the Animal Husbandry Departments respectively. The grant of land, on which the two buildings stand, was made by the panchayat. It was not so successful in getting the artificial insemination centre building constructed wholly by the department. For this the Animal Husbandry Department constructed only the bullsheds and the District Planning Committee made a grant of Rs. 5,000. The rest of the cost was met by the people and the panchayat together, including the value of the site. For other works and schemes the Government have made varying amounts of grant, as may be seen from Appendix Table No. 3, except in the case of a few, such as the public gates, repair of kutchra roads, etc., for which no grant was received. In all, the Government's contribution form 27% of the total cost of the different works and schemes.

2.27 The panchayat has made its contribution for the different works and schemes mainly in the form of allotment of pieces of common village land, cash from its revenues and supply of bricks, which it obtained from brick kilns in exchange for the permits of steam coal issued to it by the district authorities. Instead of directly purchasing coal on these permits at controlled rates and using it for baking bricks, the panchayat made over the permits to some brick kilns which reimbursed the panchayat in bricks the difference between the market and controlled rates of coal. Thus, the panchayat made a substantial profit without any investment or effort on its part. The bricks thus obtained were used by the panchayat in some of the construction works in the village. The total value of the panchayat's contribution amounted to about Rs. 32,000 or about 15% of the total cost of the different works and schemes.

Financial position:

2.28 The accounts of the panchayat have not been maintained properly. No annual statement of income and expenditure is prepared. In a cash book date-wise entries are made and monthly totals are given. During the initial years (1949-50 to 1951-52) the taxes levied by the panchayat were collected by the revenue Amin and credited to the personal ledger account of the District Panchayat Officer who made the withdrawals on demand from the panchayat and remitted them to it. No proper account of income and expenditure for these years is found in the records of the panchayat. From 1952-53 the collection of the taxes was passed on to the panchayat and it has since been collecting all the taxes through a tax collector who is paid a commission of 5½% on the amount collected. However income from different taxes has not been shown separately and has been grouped as 'income from taxes'. Similarly, the figures of expenditure generally do not make it possible to differentiate between recurring and capital expenditure. Further, neither a complete account of the panchayat's own contribution nor that of the people has been maintained. Particularly, the value of *shramdan* made by the people and that of the land donated or utilized by the panchayat for the different works of community benefit has not been shown anywhere in the accounts.

2.29 The cash contributions collected from the people have also not been shown in full in the income of the panchayat. Only about 25% of such collections have been shown in income. The position in this respect was that large amounts of such contributions were collected and directly spent by the panchayat on different works without showing them either in the income or the expenditure of the panchayat. The proper procedure would have been to credit all the collections to the personal ledger account of the District Panchayat Officer, pass resolutions to incur expenditure on specific works, withdraw specified amounts from the personal ledger account and then spend them. Only a small part of these collections was credited and spent in this manner. The amounts which were thus credited and spent have only gone into the income and expenditure record of the panchayat. The larger part of the collections, which was not thus credited and was spent directly, has not gone into the accounts of the panchayat. It was explained by the panchayat president and the secretary and corroborated by the District Panchayat Officer and his assistant that this practice was adopted by the panchayat to obviate the delays often involved in following the prescribed procedure and to circumvent the necessity of obtaining the prior approval of the appropriate departmental authority for incurring expenditure beyond the limits permissible. It was told that the panchayat was competent to spend on its own upto Rs. 500 only on any single work or scheme. Expenditure beyond that limit required the prior approval of the appropriate departmental authority, commensurate with the amount involved. Generally, the panchayat has not followed the prescribed procedure and not taken the necessary prior approvals for incurring expenditure on most of its works and schemes. While it is admitted on all hands that the panchayat adopted this practice with the best of motives and solely with a view to execute the works expeditiously, the fact remains that these irregularities have vitiated the accounts of the panchayat to a large extent.

2.30 Until September, 1958, the accounts of the panchayat were maintained in the personal ledger of the District Panchayat Officer. Since October, 1958, the panchayat has been authorised to maintain an account in the postal savings bank as well. The collections, both of taxes and contributions, made by the panchayat president, or on his behalf by the secretary or members, are permitted to be deposited in the savings bank account, while the collections of taxes made by the tax collector are credited to the personal ledger account of the District Panchayat Officer. The maintenance of these dual accounts is yet another complicating factor in the already irregular and incomplete accounts of the panchayat.

2.31 In view of the defects in the accounts as mentioned in the foregoing paragraphs, it is extremely difficult to present a clear and complete picture of the financial position of the institution. However, some salient features of the revenue resources and the expenditure pattern of the panchayat are described below.

2.32 The panchayat has been levying only a few taxes. From 1949-50 to 1955-56 the taxes levied were the land cess, the profession tax and the house tax. Another the sanitation tax—was added from 1956-57. The land cess is paid, and naturally so, only by the cultivators, but they are exempt from paying the house tax and the profession tax. The profession tax is levied only on specified trades, callings

and professions and not on all. Those paying the profession tax are exempt from paying the house tax. The scavengers are exempt from paying the house-tax as well as the sanitation tax. From 1956-57 those whose annual income is Rs. 300 or less have also been exempted from paying the house tax. These exemptions have been made in accordance with the rules on the subject. The average income of the panchayat from taxes has been of the order of Rs. 1,200 per annum (1950-51 to 1958-59).^{*} The policy of the panchayat to levy only a few taxes and make them equitable for the different sections of the population has paid good dividends. As a result of this policy, the panchayat has never become unpopular with any section of the people, nor have its activities slackened or faltered at any time for want of popular support or adequate finance. What the panchayat has lost in getting by way of taxes, it has more than gained by cash contributions from the people. In fact, the sheet anchor of the different schemes of development undertaken by the panchayat has all along been the contribution of the people and not the revenue of the panchayat.

2.33 The non-tax sources of income of the panchayat, excluding *ad hoc* contributions from the people and government grants, have been the income from village common land, the sale of compost, village refuse, etc., the business undertaking of obtaining bricks in exchange for permits of coal, and miscellaneous items like rent of a room let out in the panchayatghar, etc. The average annual income of the panchayat from these sources has been of the order of Rs. 1,500 (1950-51 to 1958-59). *Ad-hoc* contributions from the people and government grants were made for specific works and schemes and spent wholly thereon.

2.34 The total cash and kind contribution collected by the panchayat from the people during its ten years of existence amounted to Rs. 81,310. But of this, only Rs. 20,310 or about 25% have been shown in the accounts of the panchayat, the rest being directly spent by the panchayat as explained above. The total financial assistance from the Government during the same period amounted to Rs. 59,962. Of this, Rs. 10,000 were directly spent by the Agriculture Department on the construction of the seed store building in the village, Rs. 3,000 by the Animal Husbandry Department on the construction of bull-sheds in the artificial insemination centre, and Rs. 6,000 made over by the latter department to the Charmkar Audyogic Sahakari Samiti Ltd., for the construction of the flaying and hiding centre building. As these three amounts, totalling Rs. 19,000, were spent directly by the departments or made over to an institution other than the panchayat, these have not been shown in its accounts though the balance of Rs. 40,962, has been.

2.35 The income from sources other than *ad hoc* contributions from the people and grants from the Government may be considered to be the general purpose revenue of the panchayat. Out of this the panchayat had been spending on an average (1950-51 to 1958-59) about Rs. 233 or 8.7% per annum on establishment, which included payment of commission for collection of taxes, part of the pay of the group panchayat's peon and expenditure on T.A., stationery, etc., about Rs. 42 or 1.6% per annum on items like contribution to T.B. fund, cattle shows and nyaya panchayat, games or tournaments,

^{*}For details see appendix Table No. 4.

court cases, etc.; and the remaining about Rs. 2,400 or 89.7% per annum on municipal functions, such as the maintenance of community facilities, conservancy staff, disinfection of drinking water wells, etc. capital cost of construction works and other schemes of development.*

Inspection and audit:

2.36 The inspection of the panchayat is done by the Panchayat Inspector. The present Inspector has inspected the panchayat once every quarter during the last one year (April, 1959 to March, 1960). Previously, inspections were held at much longer intervals, generally once in six months on an average. The Assistant District Panchayat Officer and the District Panchayat Officer are also authorised to inspect the panchayat, but the inspections made by them had been few and far between, although the visits made by them were quite frequent. The audit of the accounts of the panchayat is also done by the Panchayat Inspector. The audits have generally been done by the Inspector simultaneously with his inspection of the panchayat. Annual accounts are audited in April every year, but this was done only on the basis of the monthly accounts maintained in the cash book. No consolidated annual statement of income and expenditure had ever been prepared.

2.37 Several of the inspection and audit notes have drawn the attention of the panchayat to improper and inadequate maintenance of accounts, pointed out irregularities and omissions in following the prescribed procedure for incurring expenditure and to unauthorised custody of panchayat funds. Some of the notes also objected to the heavy expenses incurred on some construction works and sought details of such works. For some of these works details were supplied by the panchayat, while for others they were not. Generally, the panchayat did not pay heed to observations in the audit and inspection notes. Its contention was that most of them related only to irregularities in procedure. If the panchayat had bound itself to the prescribed procedures, most of the works executed by it would have languished on account of long delays and circumlocution often involved in them and flagging of popular interest in the meanwhile. However, since October, 1959, the panchayat has become more conscious of the prescribed procedures. This is attributed to the strictness of the authorities about proper procedures.

Meetings of the panchayat:

2.38 The term of the first panchayat lasted from August, 1949 to December, 1955, while that of the second (the present) commenced in January, 1956 and is continuing. 83 meetings of the panchayat in all were held since the inception of the panchayat in August, 1949 to October, 1959, making an average of about 8 meetings held per year. The frequency of meetings during the term of the first panchayat was 7.2 per annum. It increased to 9.7 per annum during that of the second till October, 1959. Similarly, a proportionately smaller number of members attended the meetings of the panchayat during the first term than during the second. On an average about two-fifths of the members of the first panchayat attended the meetings as against three-fifths of the second. The members of the present panchayat

*For details see Appendix Table No. 5.

have been taking greater interest in panchayat work than those of the first.

2.39 All the important proposals that came up before the panchayat were generally known both to the panchayat members and the general public and a sort of a consensus of opinion of the people in their favour formed. Nevertheless, the panchayat considered all of them and passed resolutions thereon unanimously. The resolutions passed by the panchayat, both former and present, were followed up and were in a large majority of cases implemented. The general body of the villagers hardly ever evinced any interest in the panchayat meetings, but a large majority of them willingly assisted to get the decisions implemented.

Panchayat secretary and other staff:

2.40 The panchayat secretary who is appointed by the Panchayat Raj Department attends to the work of 5 village panchayats and a nyaya (judicial) panchayat. The panchayats have no administrative control over him, but the Panchayat Inspector is expected to consult the presidents of the village panchayats and the Sarpanch of the nyaya panchayat in making an assessment of his performance and submitting the annual confidential report about him to the District Panchayat Officer. The duties of the panchayat secretary are mainly ministerial; he maintains accounts and records, and attends to the correspondence work of all the panchayats in his charge. He is also expected to help the panchayats in the realization of taxes, raising contributions from the people for community works and to attend to other development work in the villages covered by the panchayats. The present panchayat secretary has studied upto the matriculation and has taken charge only since October, 1959. His two predecessors had passed the Hindi middle examination. As the accounts and records of the panchayat are maintained in Hindi, they might not have experienced any difficulty in doing their job. But there are many discrepancies and omissions in the accounts and records. The predecessor of the present secretary had done very little for the development work, but the one preceding him is reported to have helped the panchayat a good deal. The discharge of ministerial duties in respect of 5 village panchayats, and one nyaya panchayat, is by itself a fairly heavy charge.

2.41 The panchayat employs (i) a peon jointly with 4 other panchayats (each panchayat pays Rs. 5 per month towards his salary of Rs. 25); (ii) thirteen sweepers for cleaning public latrines and drains, sweeping the streets and removing the garbage (they are part-time employees and are paid Rs. 3 per month each); and (iii) one mistry for attending to repairs of public handpumps, pulleys on public wells, etc., (he is a part-time employee and is paid a salary of Rs. 10 per month).

Working of the institution:*

2.42 Ever since its inception the panchayat has been functioning with a great deal of cohesion and unanimity of opinion. This is evidenced by the fact that an overwhelming majority of the resolutions passed and decisions taken by it have gone by a unanimous vote. All

*For details see Appendix Table No. 6.

the works undertaken had been successfully completed and although there had been temporary delays in the case of a few, no work ever languished for want of finance or popular support. Further, the amenities and facilities created in the village have been so located as to provide their benefit to all the people without any distinction of caste, class or locality.

2.43 The U.P. Panchayat Raj Act provides that the panchayat may form sub-committees of their members for attending to work in particular fields. Six sub-committees of the panchayat for attending to work relating to finance, health, development, education, sanitation and village defence were formed in August, 1949. These sub-committees were expected to frame schemes of work in their respective spheres, put them up before the panchayat and after the panchayat had taken decisions on them, follow them up for action. But in actual practice the sub-committees, known as samities, hardly ever did anything in the matter. The main reason for this was that the panchayat took counsel in every matter with all the members and attended to all the work itself. An *ad hoc* sub-committee of the panchayat was formed in November, 1951 to supervise and report on the work of pavement of streets. This committee did supervise the work and reported the progress to the panchayat for some time, but as the work expanded and the panchayat as a whole began to supervise the work and note its progress, the sub-committee lost its identity. Another *ad hoc* sub-committee was formed in April, 1953 for the purpose of getting the boys' primary school in the village raised to a middle school. The sub-committee approached the district education authorities in the matter, but did not succeed in its mission.

2.44 During the term of the second (the present) panchayat also six sub-committees for attending to works relating to finance, health and sanitation, education, village defence, agriculture and development were formed in October, 1956. These sub-committees continued to exist for a period of about 2 years, but hardly ever attended to any work. The agriculture sub-committee was re-constituted in July, 1958 and the others in October, 1958. The agriculture sub-committee has since done some propaganda for the khariff and rabi drives launched by the State Government and has helped in the selection of Gram-sahayaks. The other sub-committees have remained dormant as before.

III

FACTORS RESPONSIBLE FOR THE SUCCESS OF THE PANCHAYAT

3.1 The panchayat has achieved a phenomenal success in creating a large number of community works and other facilities in the village. Going into the causes of this achievement, one finds that this was partly due to certain circumstances obtaining in the village and partly to certain situations created purposefully. The first consisted of the presence of a person in the village possessing all the qualities of a leader, the strength of character of the people, and the existence of certain favourable physical circumstances. The second set of factors included the creation of a consciousness in the people of their needs and requirements, building them up for rendering the necessary service and making the necessary sacrifice for these causes and

organising and executing the works in a competent manner. It is mainly in the latter sphere that the panchayat has played an effective part. An analysis of the factors which have contributed to the development of the village and thus to the success of the panchayat is given below.

Enlightened and devoted leadership:

3.2 The village is fortunate in having a very enlightened and devoted leader. He is a very conscientious, honest and straightforward man and has progressive ideas, zeal and enthusiasm for serving the people. It is the combination of these qualities in him which exercise influence on the people. He is fairly rich also and, being a member of a joint family of seven brothers, can devote sufficient time to social service. His father had contributed large amounts of money to institutions like gurukul, orphanage, etc., and had inspired others to contribute. He has more following and influence than his father in this as well as in the neighbouring villages.

3.3 His main contribution to the development of the village lies in the fact that the majority of the schemes were conceived by him and given shape to in collaboration with the panchayat. Considerable efforts were made, and the weight of his personality lent to get them through at every stage. Although he has never been a member of the village panchayat, he has always acted as a friend, philosopher and guide to it. He passed on his ideas to the panchayat which drew up the schemes in consultation with him, deliberated upon them, passed resolutions to get them executed and finally executed them itself or got some of them executed by govt. departments. He helped the panchayat also in mobilising resources for the different works. For this he organised meetings of the village people to some of which people from neighbouring villages were also invited, explained to them the schemes, convinced them of their utility and benefits, and brought them round to make the sacrifice involved therein. He inspired the people by his own example also. His and his family's contribution to all the works undertaken in the village had been the largest; and he always took the spade for shramdan himself before anybody else did. He has also been maintaining good relations with the officials and it is largely due to his contacts and efforts that a number of facilities, such as the Ayurvedic dispensary, the maternity and child welfare centre, etc. have been provided and sizable amounts of government grants received for a number of community works undertaken in the village.

3.4 He has been the leader of the village for a long time; but his role as a leader can be definitely identified since about 1947-48 when he led a campaign to secure the benefits of canal irrigation to the village. As a result of his efforts an extension of the canal system was made, which now provides irrigation to about 80% of the net cultivated area in the village. Later on, he took the lead in starting a girls' school in the village in July, 1949 and running it on his own for a year when it was taken over by the District Board. He donated the site for the girls' school building and also successfully persuaded a village woman to surrender the site where the hostel building stands. He took the lead again in the construction of public latrines in 1951 and the vocational training centre building in 1955. He was

also the leading man in promoting a co-operative society in the village in 1956. He was again the first to enlist himself as a member of the Charmkar Audyogic Samiti Ltd., formed in 1958. Although he did not belong to that class (Charmkars) either by caste or by profession, he offered himself to be a member of their society simply to encourage others to follow suit. He has been the chairman of this society since its formation.

3.5 He has not only inspired and organised the people, but also trained a number of workers. They have been working in close collaboration with him.

Strength of character of the people :

3.6 The people of this village are hardworking, ambitious and unorthodox; and are thus progressive in their outlook. They can adopt improved practices to any extent and are rather keen to do so. The overwhelming majority of them are not addicted to any vices such as drinking, gambling or litigation.

3.7 An unorthodox outlook in them has been brought about by certain extraneous forces, not the least among which is the influence of the Arya Samaj on their lives. The Samaj has been propagating the principles of brotherhood, social unity and broadmindedness for a long time. There has been the influence of the congress and the Gandhian ideology also on the people. As a result of these influences the people have developed a progressive outlook; and the social life in the village has been placed on an even keel. Untouchability has become almost extinct and casteism does not play any part in the day-to-day life of the people. Factions are extremely few and do not affect the social relations of the people in any manner.

3.8 These innate qualities and social virtues in the people have contributed in a great measure to the development of the village. Once these people who are ambitious and hard-working, were awakened to a consciousness of the needs and requirements of the village, they spared no pains to achieve them. They were wise enough not to squander their earnings in wasteful pursuits, but to save and contribute part of the savings for works of common benefit. Special care was taken of the scheduled castes for whose benefit mainly certain schemes, such as those of the flaying and hide curing centre and the vocational training centre, were prepared and the buildings constructed by the joint effort and contribution of all the village people. They were not neglected in other respects also and have been co-beneficiaries in all the amenities.

Economic prosperity :

3.9 The economic prosperity of the village has contributed its share to the village improvement.

3.10 An indirect benefit of the prosperity has been that the labourers, particularly the agricultural labourers, have also been earning better wages. The traditional artisans attached to the cultivators have also gained in this prosperity.

3.11 The economic prosperity has increased the capacity of the people to pay larger amounts of cash contribution than they would otherwise have been able to do. There is little doubt that without

this capacity to pay, many of the community works created in the village would have either not come up at all or would have languished for want of adequate finance. The best of will in the world cannot take the place of cash contributions, because shramdan alone cannot provide for all the items involved in a construction work.

Communication with towns:

3.12 Another favourable condition has been the situation of the village on the roadside and the provision of regular bus services connecting the village with the market centre, the tehsil and the district towns, and lately with the capital of the country. As a result of this facility, the contacts of the village people with the towns have been quite frequent and fairly intimate. Nearness to the market centre, which is the biggest in the district for gur, has provided good marketing facilities. And being on the roadside, it has attracted more attention of the officials than the land-locked villages.

3.13 These communication facilities broadened the mental horizon of the people and gave them an awareness of what constituted the good things of life. The inflow of ideas increased and made their own contribution to the development of the village.

Building up of the people:

3.14 It was not much of a task to prepare the people to undertake the development of the village. Public meetings, personal talks, group discussions and individual persuasion played an important part. A campaign for a scheme was initiated by the village leader and a number of panchayat members and other influential persons in the village took a leading part in it. This process of preparing the people to undertake development activities was slow and gradual during the early years of the panchayat. This is why the emphasis during this period was laid on immediate problems of village cleanliness, environmental sanitation and personal hygiene. As the people became convinced of their utility, they were asked to make some sacrifice to get the things done. Those who could pay cash were asked to do so and those who wanted to make shramdan were enrolled for it. No pressure or compulsion was brought to bear on them in any shape or form. It was all a process of understanding and voluntary contributions.

3.15 The leaders of the campaign not only preached but practised too what they preached. They were the first to construct compost pits for depositing cattle dung and refuse, start pavement of streets before their own houses and make cash contributions as well as shramdan before asking others to do so. The people had a fairly good understanding of what they were expected to do to bring about an improvement in their lives. They reacted favourably and rallied round to carry out the allotted tasks. Of course, a few dissidents had been there, but their voice did not count.

3.16 As the spirit of development gained momentum, a shift in the emphasis came about. People were now prepared to make the necessary contributions for the provision of such amenities as pucca community buildings, public bathrooms, shelters at bus stop, etc. So, by and by, these and many other facilities were created in the village. By then the people became fully prepared to undertake any work

of community benefit and make their contribution towards its fulfilment.

Organisational efficiency:

3.17 The panchayat has displayed considerable organisational efficiency in executing different works. It did not entrust any work to a contractor, but executed them all itself. For some works, such as the construction of public latrines, vocational training centre building, etc., it engaged paid labourers, masons, etc., as well as got shramdan from the people; for others, such as the school and hostel buildings and panchayatghar, etc., it got the work done entirely by paid labourers and artisans; and for yet others, such as the repair of kutchra roads, digging of kutchra compost pits, etc., the work was got done entirely by shramdan. The supervision of all the works was exercised by the panchayat. For the pavement of streets, it divided the work according to localities, selected a leading man from each locality and made him responsible for getting the work executed. This worked very well. For other works, such as the school building, panchayatghar, bus shelters, embankment of village tanks, etc., the panchayat itself organised the work by placing each such work in the charge of one or more its members, coopting other influential persons of the village and mobilising participation from the people in one form or the other. The majority of these were completed in good time and all are of a high quality. There has been no instance of misappropriation of any money or of frittering away of community's resources in any manner. There is also no instance of any person having sulked from the allotted task.

Government assistance:

3.18 Government assistance is also a factor to be reckoned with in the success of the panchayat. Not only did the Government make ample financial assistance available to the panchayat for a large number of works undertaken by it, but some Government departments themselves started certain facilities at its request, such as the Ayurvedic dispensary, the maternity and child welfare centre, etc., and some created assets like the flaying and hide curing centre, the seed store, etc., largely out of their own funds. Without favourable response and adequate financial assistance from the different Government agencies, the panchayat would have felt considerably handicapped both in putting its own schemes through, and in getting others accomplished in the village.

APPENDICES

TABLE NO. 1—VILLAGE DATA

Name of the village/villages	..	..	..	..	Khwaja
Name of the Taluk	..	..	..	..	Baghat
Name of the District	..	..	..	..	Meerut
Area (in sq. miles and acres)	..	..	..	..	937 acres or about 1½ sq. miles
Population (1951 Census)	..	..	..	..	2052
On (date of visit)	..	..	..	..	2345
Total No. of households (1959)	..	..	..	..	345
<i>Distribution of households by size of holdings (acres)—</i>						
Nil	..	..	..	..	125
0-2	..	..	..	..	81
2-5	..	..	..	..	45
5-10	..	..	..	..	50
10-15	..	..	..	..	34
15-25	..	..	..	..	12
Over 25	..	..	..	..	2
Total number of adults (1959)	..	..	..	..	1212
Males	..	..	..	..	709
Females	..	..	..	..	503
<i>Literacy—(1959)</i>						
			Total literate	..	353	
Literates and upto primary	..	..	..	..	106
Above Primary upto Matric	..	..	..	..	150
Above Matric	..	..	..	..	85
Other professional qualifications	..	..	..	..	12
Number of persons employed in the nearest town	..	..	..	..	17
<i>Occupational distribution (Households) (1959)—</i>						
Cultivating owners	..	..	..	..	290
Agricultural and other labourers	..	..	..	..	56
Artisans	..	..	..	..	22
Trades/professions/services	..	..	..	..	25
Net cultivated area	..	..	..	..	879 acres
Double cropped area	..	..	..	..	285 "
<i>Major crops and area under each—</i>						
1. Wheat	..	..	..	..	398 "
2. Sugarcane	..	..	..	..	425 "
3. Maize	..	..	..	..	175 "
4. Jowar	..	..	..	..	53 "
5. Cotton	..	..	..	..	30 "
6. Peas	..	..	..	..	15 "
<i>Area under improved crops—</i>						
1. Wheat	..	..	..	..	282 "
2. Sugarcane	..	..	..	..	425 "
3. Cotton	..	..	..	..	20 "
4. Peas	..	..	..	..	15 "
			Total area irrigated	..	530 "	
<i>Main sources of irrigation and area commanded and irrigated</i>						
1. Canals	250 acres	250 acres
2. Wells	280 "	280 "

TABLE NO. 2—PANCHAYAT MEMBERS FROM AUGUST 1949 TO DECEMBER 1955

Member	*Age (years)	Caste	Occupation	Size of holding (owned). Acres	Educational qualification	Any record of outstanding work	Remarks
1	2	3	4	5	6	7	8
1. A	40	Jat	Cultivation	9	Middle	Got a no. of community works Constructed.	President of the panchayat.
2. B	38	Vaishya	Business	2	Primary	Assisted the President in getting a no. of community works constructed.	Vice President of the panchayat.
3. C	43	Jat	Cultivation	12	Below Primary	Cash contribution of a sizeable amount by self and mobilization of shramdan.	
4. D	27	Jat	Cultivation	8	Prathma	Cash contribution of a sizeable amount by self and mobilization of shramdan.	
5. E	25	Jat	Cultivation	3	Illiterate	Nil	
6. F	32	Jat	Cultivation	6	Primary	Nil	
7. G	34	Jat	Cultivation	4	Primary	Nil	
8. H	47	Bunker	Weaving	Nil	Below primary	Nil	
9. I	45	Jat	Cultivation	5	Below primary	Nil	
10. J	30	Jat	Cultivation	8	Primary	Nil	
11. K	52	Muslim	Cotton and oil pressing.	Nil	Illiterate	Mobilization of shramdan.	
12. L	30	Muslim	Tailoring	Nil	Illiterate	Nil	
13. M	36	Muslim	Business	Nil	Illiterate	Nil	
14. N	33	Jat	Cultivation	8	Primary	Nil	
15. O	35	Coastal	Cultivation	3	Illiterate	Nil	
16. P	34	Badhai	Carpentry	2	Illiterate	Nil	
17. Q	26	Vaishya	Business	1/2	Primary	Collection of cash contributions from the people.	
18. R	45	Jat	Cultivation	6	Illiterate	Nil	
19. S	47	Jat	Cultivation	5	Illiterate	Nil	
20. T	32	Jat	Cultivation	7	Illiterate	Nil	
21. U	42	Jat	Cultivation	10	Illiterate	Nil	
22. V	40	Bunker	Weaving	Nil	Below Primary.	Nil	
23. W	28	Kumhar	Pottery	Nil	do.	Nil	
24. X	45	Dhinwar	Labourer	Nil	Illiterate	Nil	
25. Y	32	Nai	Labourer	Nil	Primary	Nil	
26. Z	44	Vaishya	Business	2	Matriculate	Mobilization of shramdan and collection of cash contributions from the people.	
27. A-1	40	Brahmin	Cultivation	3	Illiterate	Nil	
28. B-1	38	Chamar	Labourer	Nil	do.	Nil	
29. C-1	48	Chamar	Labourer	Nil	do.	Nil	
30. D-1	53	Chamar	Labourer	Nil	do.	Nil	
31. E-1	46	Bhangi	Scavenging	Nil	do.	Mobilization of shramdan.	
32. F-1	43	do.	do.	Nil	do.	Nil	
33. G-1	45	do.	do.	Nil	do.	Nil	
34. H-1	59	Chamar	Labourer	Nil	do.	Nil	
35. I-1	43	Nai	Barber	Nil	Below primary	Nil	
36. J-1	40	Jat	Cultivation	6	do.	Nil	
37. K-1	38	Muslim	Washerman	Nil	Illiterate	Nil	
38. L-1	43	Bunker	Weaving	Nil	do.	Nil	

*At the time of the constitution of the panchayat.

TABLE NO. 2(A)—PANCHAYAT MEMBERS FROM JANUARY 1956 TO JANUARY 1960

Member	Age* (years)	Caste	Occupation	Size of holding (owned) acres	Educational qualifications	Any record of outstanding work	Remarks
1	2	3	4	5	6	7	8
1. D	37	Jat	Cultivation	8	Prathma	Got a no. of community works constructed.	President of the present panchayat and was a member of the former panchayat.
2. M-1	35	Jat	do.	10	Middle	Assisted the president in getting a No. of community works constructed.	Vice-president of the panchayat.
3. N-1	52	Chamar	Tanning	Nil	Illiterate	Organization of shramdan.	
4. E-1	56	Bhangi	Scavenging	Nil	do.	do.	Also a member of the former panchayat.
5. O-1	38	Chamar	Labourer	½	do.	do.	
6. P-1	30	Chamar	do.	Nil	Below primary	Nil	
7. Q-1	40	Muslim	Washerman	Nil	Illiterate	Nil	
8. R-1	35	Badhai	Carpentry	2	Below primary	Nil	
9. S-1	32	Jat	Cultivation	6	Primary	Nil	
10. T-1	36	Mali	Gardner	Nil	Illiterate	Nil	
11. U-1	42	Jat	Cultivation	7	Middle	Cash contribution of a sizeable amount by self.	
12. V-1	33	Vaishya	Business	3	do.	Nil	
13. W-1	35	do.	do.	2	do.	Collection of cash contributions from the people.	
14. X-1	46	Muslim	Workman (Mistry).	Nil	Illiterate	Nil	
15. Y-1	42	Nai	Barber	Nil	do.	Nil	
16. Z-1	40	Bunker	Weaving	Nil	Primary	Nil	
17. Q	36	Vaishya	Business	½	do.	Collection of cash contributions from the people.	Also a member of the former panchayat.
18. A-2	41	Brahmin	Cultivation	3	do.	Nil	
19. B-2	56	Jat	do.	10	Illiterate	Cash contribution of a sizeable amount by self and organization of work relating to community construction works.	
20. C	53	Jat	do.	12	Below primary.	Cash contribution of a sizeable amount by self and organization of shramdan.	Also a member of the former panchayat.
21. C-2	46	Muslim	Cotton ginning	Nil	Below primary	Nil	
22. D-2	37	Jat	Cultivation	5	do.	Nil	
23. E-1	35	Jat	Cultivation	3	Middle	Nil	
24. F-2	38	Jat	Cultivation	4	Primary	Cash contribution of a sizeable amount by self.	
25. G-2	34	Jat	Cultivation	8	do.	do.	
26. H-2	28	Jat	Cultivation	½	Illiterate	do.	

* At the time of visit for the study.

TABLE NO. 3—CONTRIBUTION OF DIFFERENT AGENCIES IN THE DEVELOPMENT SCHEMES UNDERTAKEN IN THE VILLAGE

(In rupees)

Serial No.	Work	Govt.'s contribution	People's contribution		Panchayat's contribution from its own resources (cash and kind)	Total
			Cash and kind	Shramdan*		
1	2	3	4	5	6	7
1	Girls' school and hostel buildings ..	5,000	33,600	Nil	2,705	41,305
2	Panchayatghar ..	1,500	18,000	Nil	3,490	22,990
3	Artificial insemination centre building ..	8,000	5,179	7,287	2,574	23,040
4	Vocational training centre building ..	2,977	1,751	3,500	1,000	9,228
5	Flaying and hide curing centre building ..	6,000	Nil	Nil	500	6,500
6	Seed store building ..	10,000	Nil	Nil	1,00	11,000
7	Pavement of streets (about 2 miles) ..	8,000	13,180	11,607	130	32,927
8	Public latrines (5 sets) ..	12,037	Nil	5,277	6,700	24,014
9	Public urinals (10) ..	400	150	Nil	17	567
10	Public gates (6) ..	Nil	87	Nil	1,913	2,000
11	Repair of wells, construction of sheds and bathrooms and installation of handpumps on wells ..	3,000	Nil	3,550	4,998	11,548
12	Public bus shelters (2) ..	200	Nil	2,043	2,260	4,503
13	Partial embankment of two village tanks and construction of parapet walls on two others ..	990	8,453	1,120	933	11,496
14	Construction of culverts (6) ..	933	Nil	620	325	1,887
15	Repair of kutchas roads (8 miles) ..	Nil	Nil	10,791	Nil	10,791
16	Construction of compost pits (19 pucca and 60 kutcha) ..	Nil	900	344	2,721	3,965
17	Purchase of radio sets (3) ..	Nil	Nil	Nil	380	380
18	Purchase of sewing machines (3) ..	400	Nil	Nil	Nil	400
19	Purchase of material for a gymnasium ..	500	Nil	Nil	150	650
20	Setting up of a mobile library ..	25	Nil	Nil	25	50
Total ..		59,962	81,310	46,148	31,821	3,19,241

* The value of shramdan is reported to have been calculated at the prevalent daily rate of wages in the village for unskilled labour, taking 8 hours' work done as equivalent to one day.

† Break-up for the two buildings is not available.

TABLE NO. 4—INCOME

(In rupees)

Heads	1949-50*	1950-51	1951-52	1952-53	1953-54
1	2	3	4	5	6
1. Taxes—					
House tax, land cess and profession tax	51-50	845-58	44-30	2153-57	365-31
2. Ad-hoc contributions—					
People	90-00	Nil	Nil	297-00	161-97
Nyaya Panchayat	Nil	115-31	Nil	Nil	Nil
3. Other sources—					
Income from common land ..	Nil	Nil	63-00	66-00	1004-00
Sale of compost, refuse, etc. ..	Nil	Nil	126-00	216-00	166-00
4. Grants from Government ..	150-00	150-00	25-00	1500-00	1530-00
5. Miscellaneous	0-75	Nil	7-75	Nil	4-37
Total	292-25	1110-89	376-05	4232-57	3651-65

*As the panchayat was inaugurated on 15th August, 1949, the income for the year 1949-50 relates to the period 1st October, 1949 to 31st March, 1950.

TABLE NO. 4—INCOME—contd.

(In rupees)

Heads	1954-55	1955-56	1956-57	1957-58	1958-59
1	7	8	9	10	11
1. Taxes—					
House tax, land cess, profession tax and sanitation tax.*	21,10-05	401-75	1455-07	1441-10	1645-54
2. Ad-hoc contributions—					
People	10,106-02	5500-00	15-00	1774-00	2365-50
Nyaya-Panchayat	Nil	Nil	Nil	Nil	Nil
3. Other sources—					
Income from common land ..	283-00	Nil	Nil	421-00	1400-00
Sale of compost, refuse, etc. ..	179-59	265-00	262-00	244-00	396-00
4. Grants from Government ..	6,500-00	10,616-00	1687-00	12,000-00	6,194-00
5. Miscellaneous	Nil	44-54	Nil	8,400-00†	1917-47‡
Total	19,178-66	16,827-31	2379-07	22,190-10	14,048-51

*This tax has been levied since 1956-57.

†Value of bricks received in exchange for permits of coal.

‡Includes Rs. 1050 of the value of bricks received in exchange for permits of coal.

TABLE NO. 5—EXPENDITURE

(In rupees)

Items	1949-50*	1950-51	1951-52	1952-53	1953-54
1	2	3	4	5	6
1. Establishment. (including payment of commission for collection of taxes) ..	23·91	238·27	180·65	363·97	106·51
2. Ad-hoc contribution (to T.B. fund, Nyaya panchayat, cattle shows, etc.) ..	1·00	15·00	Nil	12·50	10·00
3. Education and recreation† ..	Nil	16·00	31·56	10·00	209·50
4. Health and sanitation‡ ..	Nil	14·00	42·50	33·00	28·00
5. Construction works ..	150·00	186·37	691·87	3774·92	2171·77
6. Games and sports ..	Nil	Nil	5·65	29·00	1·00
7. Miscellaneous§ ..	55·00	17·50	2·94	Nil	Nil
Total ..	229·91	487·14	955·17	4223·39	2526·78

* As the panchayat came into being on 15th August, 1949, the expenditure relates to the period 1st October, 1949 to 31st March, 1950.

† Includes items such as purchase of books and magazines, radio sets, play material, etc.

‡ Includes items such as in tallation of dust-bins, purchase of hand-carts for removal of garbage, salary of conservancy staff, etc.

§ Includes items such as organisation of village defence corps, court cases etc.

TABLE NO. 5—EXPENDITURE—contd.

(In rupees)

Items	1954-55	1955-56	1956-57	1957-58	1958-59
1	7	8	2	10	11
1. Establishment (including payment of commission for collection of taxes) ..	62·36	498·61	157·53	401·68	83·99
2. Ad-hoc contributions (to T.B. fund, nayaya panchayat, cattle shows, etc.) ..	Nil	Nil	Nil	Nil	Nil
3. Education and recreation ..	85·25	Nil	500·00	346·00	Nil
4. Health and sanitation ..	23·00	212·37	639·87	473·00	508·18
5. Construction works ..	23,263·54	13,160·94	1,370·84	19,906·59	10,611·54
6. Games and sports ..	Nil	20·00	Nil	Nil	Nil
7. Miscellaneous ..	Nil	7·00	38·00	Nil	223·41
Total ..	23,434·15	13,898·92	2,706·34	21,127·27	11,427·12

TABLE No. 6—ACTIVITIES

1950

1. Cleaning of two village nallahs.
2. Pavement of 7 yards of a village street.
3. Repair of a drinking water well.

1951

1. Pavement of 400 yards of village streets.
2. Digging of 4 kutcha compost pits.
3. Construction of 2 public latrines for women.
4. Construction of the girls' school building.
5. Installation of 3 hand pumps.

1952

1. Repair of 1½ miles of kutcha road.
2. Repair of a drinking water well.
3. Embankment of a village tank.
4. Pavement of 75 yards of village streets.
5. Construction of a culvert.

1953

1. Setting up of a library.
2. Purchase of a community radio set.
3. Reconstruction of the panchayatghar.
4. Expansion of the girls' school building.
5. Construction of the girls' hostel building.
6. Repair of 4 furlongs of kutcha road.
7. Installation of a hand pump.

1954

1. Repair of 2 miles of kutcha road.
2. Construction of boundary wall of the panchayatghar.
3. Embankment of a village tank.
4. Construction of a culvert.
5. Construction of parapet walls on 2 tanks.
6. Repair of 2 drinking water wells.
7. Construction of a diversion wall on a nallah.
8. Pavement of 2,130 yards of village streets.

1955

1. Reconstruction and renovation of the panchayatghar.
2. Repair of 2½ miles of kutcha road.
3. Construction of 2 culverts.
4. Repair of 7 drinking water wells.
5. Construction of 7 sets of public bathrooms.
6. Pavement of 600 yards of village streets.
7. Construction of 2 more public latrines for women.
8. Installation of 10 hand pumps.
9. Purchase of a sewing machine for the girls' school.

TABLE No. 6—ACTIVITIES—contd.

1956

1. Repair of 2 furlongs of kutchra road.
2. Digging of 56 kutchra compost pits.
3. Renovation of a drinking water well.
4. Construction of the vocational training centre building.
5. Construction of 10 public urinals.
6. Construction of a waiting shed for bus passengers.
7. Construction of 2 culverts.
8. Purchase of play material for a gymnasium.
9. Installation of 8 dust-bins.

1957

1. Expansion of the waiting shed for bus passengers, and construction of pucca benches therein.
2. Construction of pucca sheds on 2 wells.
3. Removal of an obstruction wall on a nallah.
4. Construction of 2 pucca ornamental gates at village street openings.
5. Construction of a Gandhi Chabutra in the Bhangi locality. locality.
6. Construction of a culvert.
7. Construction of a pucca platform in the compound of the panchayatghar.
8. Purchase of a community radio set.
9. Repair of drains.

1958

1. Construction of 4 more ornamental gates at village street openings.
2. Repair of 4 furlongs of kutchra road.
3. Repair of village streets.
4. Expansion of the girls' school building.
5. Construction of a second storey on the girls' hostel building.
6. Construction of a pucca shed on one well.
7. Construction of the artificial insemination centre building. ing.
8. Construction of a culvert.
9. Purchase of another sewing machine for the girls' school.
10. Donation of plots of land for the construction of the seed store and the flaying and hiding centre buildings.

1959 (Till October)

1. Construction of one more waiting shed for bus passengers. ers.
2. Construction of 19 pucca compost pits.
3. Construction of a pucca shed on one well.
4. Construction of one more public latrine for women.
5. Repair of 4 furlongs of kutchra road.
6. Repair of public bathrooms and hand pumps.

ATKUR PANCHAYAT, DISTRICT KRISHNA, ANDHRA PRADESH

I

THE VILLAGE

Historical background:

- 1.1 Atkur is a revenue village in Gannavarām taluk of Krishna District in Andhra Pradesh. Gannavaram which is only 4 miles from the village is a rail-head and block headquarters.
- 1.2 Till about 1918 the life in the village was relatively simple and free from urban influence. The Vijayavada-Eluru canal served as the chief means of communication for passenger traffic and for the export of paddy to Eluru which was and continues to be an important centre for rice milling. Only rich cultivators travelled by rail. A post office was opened in the village as far back as 1907.
- 1.3 The village was formerly full of prickly pear bushes. Mud houses and wick lamps were common. But even then it was considered to be a leading village in the taluk because of its resourceful and progressive inhabitants. The leadership of the village was with a few individuals whose word was law. One of them was even called a 'dictator'.
- 1.4 The isolation of the village began breaking down since about 1918. In that year a recognised leader of the village had become a member of the taluk board. His contact with important officials enabled him to prevail upon the District Board to undertake useful developmental works in the village. In 1921 a bridge was constructed by the Board across the Eluru canal which separates the village proper from its irrigated lands. The construction of the bridge was a landmark in the history of the village as it rendered easy the transport of agricultural produce from the canal irrigated lands into the village. Prior to the construction of the bridge, the produce had to be towed across the canal on catamarans. It was again through the efforts of this leader that the Atkur cooperative society was established in the village in 1919. About the year 1923, the District Board constructed a drinking water well on the canal bank. Even to this day this is the only well which provides drinking water to the village population. Several subsequent efforts made by the panchayat to strike drinking water in other parts of the village have proved unsuccessful. About the year 1926 two residents of the village ventured to run a private bus service from Vijayavada to Nizvidu passing along the village. In 1927, the first District Board road called the Rajendra Prasad Road was laid in the village. In 1928, a railway station was constructed about 4 furlongs from Atkur as a result of the efforts of the people of this village and a neighbouring village, Peda Ayutapalli. It appears that when the idea of constructing a railway station was mooted, the enlightened and educated leaders of Atkur pressed the case strongly with the railway officials. Close on the heels of the construction of the railway station two rice mills came to be established in the village. A savings bank was added to the village post office in 1929. The District Board constructed a pucca school building in 1933.

1.5 While the above developments were taking place inside the village, the country-wide movement for independence began to affect the village leaders. When Gandhiji passed through the village in 1932, women offered valuable jewels and ornaments to him as a token of their contribution to the freedom struggle. One of the residents of the village was the first to participate in the Salt Satyagraha movement. When Dr. Rajendra Prasad paid a visit to the village library in 1936, he was welcomed with great warmth and respect. The call from the national leaders and social reformers to root out untouchability and other social evils like animal sacrifice, etc., found ready response from the people of the village. The family to which the present panchayat president belongs took the lead in banning the practice of animal sacrifice. Gradually, the practice of untouchability also came to an end during the nineteen thirties and the only drinking water well in the village was thrown open to the Harijans, who are now allowed access even into the houses of the caste Hindus.

1.6 Then came the impact of the second World War. The construction of an airport at Gannavaram, the introduction of controls, better prices for agricultural produce, greater employment opportunities for workers in construction works, increased credit facilities provided by the cooperative credit society etc. helped to increase the tempo of economic activity. Later on, the achievement of independence, the abolition of the zamindari system, the launching of the First Five Year Plan and the Community Development Programme and finally the creation of a separate Andhra State generated a new zeal in the people, who have since been working with greater devotion and renewed hope of a better life.

Population, area, etc.:

1.7 Atkur is one of the 46 villages included in the Gannavaram stage I Community Development block. The block was inaugurated in October, 1956. The village has an area of 3,675 acres or about 5.7 miles. The net cultivated area is 3,497 acres of which 1902 acres or about 54% are double cropped. The major crops grown are paddy, mung, pillipesara, sunhemp, udid and groundnut, 2,231 acres or about 64% are irrigated, of which nearly 93% is by the canal and the remaining by tanks. The entire irrigated area is sown with paddy which is not only the staple food of the people but also the main income-bearing crop for the cultivators. The irrigated land served by the canal consists mostly of heavy black cotton soil, while the upland area is formed of sandy red soil. Groundnut and red gram are the important dry crops grown in the village. Irrigation, chemical fertilizers and green manuring are on the increase as a result of the realisation by the farmers of their efficacy. The village has strong, healthy cattle, 25% of the cattle belong to the Murra and Ongole stocks, thanks to the efforts of the Animal Husbandry Department and the Panchayat Board.

1.8 The village has 780 households and a population of about 4,000 persons. Of the total households, 410 or 53% are cultivating owners and 300 or 38% are labourers. The Kammas are the dominant group in the community and most of the land is in their possession. The main crafts in the village are carpentry, weaving, smithy and basket making. These are of local importance only*.

*For details see Appendix Table No. 1.

Literacy, interest in current events, etc.:

1.9 The villagers are making good use of the educational facilities available within and outside the village. More than 50% of the village population is literate. The increased income of the villagers, in particular of the cultivators, is being utilised to increase educational facilities for children. 120 families (86 cultivators, 30 agricultural labourers and 4 others) and 34 institutions regularly subscribe to newspapers, periodicals, etc.

Communications and contact with towns:

1.10 The village has very good communication facilities. The Madras-Calcutta rail route and the Madras-Calcutta G.T. road pass by the village. The Peda-Ayutapalli railway station is about 4 furlongs from Atkur. All passenger trains halt at the station. There is a round-the-clock lorry service on the Madras-Calcutta road. Important places like Kakinada, Vijavavada, Eluru, Visakhapatnam, etc., where higher educational facilities are available are easily accessible by rail and road. Eluru town, which is 21 miles from Atkur, is an important centre for paddy and is also the headquarters of the West Godavari District. Vijayavada, at a distance of 18 miles, is an important educational centre. These two places are frequently visited by the villagers for purposes of commerce, education, social contacts and recreation.

Amenities and facilities in the village:

1.11 By the time the panchayat board came to be established in 1935, the village had had a higher elementary school, a well equipped library, a cooperative credit society, a marketing society, a sub-post office and a rural dispensary.

The schools:

1.12 An elementary school was started in the village in 1895. In 1933, the Nizvidu Taluk Board constructed a tiled building comprising 4 rooms and a verandah for the school. In the same year the elementary school was upgraded to a higher elementary school. In 1940 eighth standard was added to the school. In 1958 a pucca tiled building was constructed as an extension to the original school building. The village panchayat, the block, the villagers and the District Board contributed funds for its construction. The following are the details of contributions made by the different agencies.

	Rs.
(1) The panchayat board	3,000
(2) The Gannavaram Block	3,200
(3) The cooperative society	244
(4) Villagers' cash contributions	1,150
(5) Shramadan by villagers	1,500
(6) The District Board	2,000
Total ..	11,104

1.13 The present strength of students in the school is 335. Its teaching staff comprises 9 teachers, of whom one is a pre-vocational instructor. The number of Harijans students in this school is only five. A Christian Mission school which has been functioning in the Harijan locality since 1930 has about 50 boys and 50 girls most of whom are Harijans.

The library:

1.14 The village library building was constructed in 1936 at a cost of about Rs. 10,000. The District Board donated Rs. 1,000. The initiative was taken by some leading members of the village community in response to a strong representation by the village youth who were anxious to be conversant with the national freedom movement.

1.15 It is one of the finest libraries in the district. It contains many valuable books on religion, philosophy, politics, science, history, etc. The panchayat office used to be housed in a room of the library building and the relations between these institutions were smooth till 1953 when as a result of differences of political opinion, the panchayat office shifted to an independent building. The library lost an income of Rs. 30 per month which it had been receiving as rent from the panchayat and its activities became very much limited. It was only a few months ago that the Government took over the library and placed it under a duly constituted library authority. Now the library appears to be running well.

The Ayurvedic dispensary:

1.16 In 1931 a rural Ayurvedic dispensary was opened at Atkur. From 1935 to 1939 the dispensing of Ayurvedic medicines was stopped and Allopathy was introduced. Subsequently, Ayurvedic system was re-introduced chiefly because of the non-availability of qualified allopathic doctors. The dispensary now has an Ayurvedic doctor, a mid-wife and a ward boy. It is reported that the dispensary rendered useful service to the villagers during the period when it ran as an allopathic dispensary.

The panchayat ghar:

1.17 The panchayat office is located in a pucca building which was purchased at a cost of Rs. 3,482 in 1953. It is spacious, has electricity and a septic tank latrine. The panchayat subscribes to a few English dailies and Telugu newspapers which are kept in the panchayat building for the convenience of the reading public.

The mahila mandal:

1.18 A mahila mandal was started by the block in 1957. The block bore the cost of two sewing machines, a carrom board, a pin board and instruments for knitting and embroidery work for the mandal, its members have been contributing Rs. 50 p.m. towards the salary of the sewing master. The members feel that the work of the mandal is much handicapped for want of adequate funds. The block contributed only Rs. 10 p.m. during the first five months of the constitution of the mandal towards its recurring expenditure.

The stree samaj vikas kendram:

1.19 This institution was opened in 1947 by a prominent social worker. Its activities were initially confined to teaching Hindi and embroidery to women. Six years later it was registered as 'The Atkur Stree Samaj Vikas Kendram'. It trains girl students for jobs such as those of the Gram Sevika, the mid-wife etc., arranges coaching of girls for the matriculation examination and of older women for the

E.S.L.C. examination, and imparts training in embroidery, lace-making, tape-weaving, spinning and dress making. It has hostel accommodation also for its students. It also runs a Bal Vihara for children and a recreation centre for girls and women. It receives aid from the Central Social Welfare Board. The mandal and the vikas kendram appear to be functioning as rival institutions. While the promoters of the vikas kendram regard the mahila mandal as a leftist organisation, those of the mahila mandal justify their institution on the ground that the vikas kendram is tending to become an exclusive institution.

Youth club:

1.20 A youth club was started by the block in 1958. It is housed in the residence of the president of the cooperative society. The main activity of the club is to circulate newspapers and magazines among its members.

Social structure:

1.21 The village population may be broadly divided into cultivators and landless labourers. The dominant in the village is the Kamma caste. The leadership rests with this group. Even the spokesmen of the landless labourers belong to the Kamma caste. A large percentage of the landless labourers, however, are Harijans. Till 1930, the leadership in the village was based on caste loyalty only. By 1938, the leaders began to align themselves with political parties in the country. The youth of the village also began to evince greater interest in the affairs of the village. The panchayat which till then comprised mainly aged members was captured by young men in 1942. This was the period when the political situation in the country was critical. The young president of the panchayat became involved in political activities and the administration of the panchayat suffered.

1.22 Since then the village has not had a united leadership. The present panchayat is entirely manned by the members of one party. The cooperative credit society and the marketing society are controlled by two different groups of another party, with the result that admission to membership of these institutions is limited to those who are prepared to vote the dominant group to power in the managing committee.

1.23 Of late, the peaceful atmosphere of the village has been disturbed by drunken brawls, thefts of produce from the fields, and gambling. The drink evil is on the increase. Gambling is also reported to be rampant, particularly among the ranks of the labour.

II

THE PANCHAYAT

Formation and structure:

2.1 The Atkur single village panchayat was set up on 15th July 1935 as a minor panchayat. The sanctioned strength of the panchayat was 11 members, including the president and the vice-president. One seat was reserved for the scheduled castes. The election of the members was held by show of hands. This practice continued till 1950,

when the system of secret ballot was introduced. The first president of the panchayat was a prominent member of the village community. He was also the president of the cooperative credit society, the village Munsif and a member of the village library. He was respected by all for his honesty, sincerity and spirit of self-sacrifice. He ceased to be the president in 1940 when the Government decided that a village officer should not hold the post of the panchayat president.

2.2 From 1935 to 1938 practically no work was undertaken by the panchayat due to paucity of funds. This was the formative stage of the panchayat. But some resolutions passed by the panchayat indicate a strong desire to improve the condition of the village. At different meetings the panchayat resolved to construct a bore-hole latrine for women, a water-trough for the village cattle, and a platform around the drinking water well; decided to request the District Board to supply stud bulls for improving the breed of the cattle and to make over to the panchayat the right to auction the grass grown on the P.W.D. canal bunds. But it was only in 1938 that the panchayat started incurring expenditure on a few developmental activities. In November, 1945, the panchayat was superseded and placed under the control of a departmental officer, because it had mis-managed its funds and failed to observe rules regarding expenditure.

2.3 In 1946, fresh panchayat elections were held. But although the term of each panchayat was 3 years, the next election was not held until 1953. The panchayat had 11 members including the president and the vice-president. While there was no representation for women, the Harijans were represented. The method of election continued to be by show of hands. There was no division of the village into wards for returning members. During this period the panchayat consisted mostly of members from rich cultivator families. Its staff comprised a clerk and 3 scavengers.

2.4 In 1953, the membership of the panchayat was reduced from 11 to 8. The village was divided into 4 wards and the president elected by the entire electorate. An important feature of the election in 1953 was the capture of 6 seats by a leftist party for the first time in the history of the panchayat. It was during the term of this panchayat that a bill collector was appointed on the panchayat staff.

2.5 The next election was held in 1956. The leftist party secured 2 seats. During this term the system of cooption of a woman member was introduced, the panchayat notified as a class II and a major panchayat and a panchayat Executive officer appointed.

2.6 The next election was held in 1959. It was at this election that the method of secret ballot was introduced. The leftist party captured the panchayat wholly.*

The achievements of the panchayat :

2.7 The panchayat has achieved success in providing some of the much needed facilities to the community. In the absence of internal roads the villagers were suffering considerable hardship. The panchayat tackled the problem with considerable zeal. It laid about 14 miles of roads, in most part kutcha, in the village. The roads are not

*For details see Appendix Table Nos. 2, 2(a) and 2 (b).

however, well maintained. The panchayat also constructed 19 wells in different parts of the village. These wells are used for washing only. The panchayat has brought electricity to the village. It has installed two radios with loud speakers. The panchayat maintains a small reading room in the panchayat ghar where important local dailies and periodicals are kept for the reading public. It has constructed two bathing ghats on the canal, a large number of culverts and a shed for bus passengers. It maintains two pedigree bulls for servicing village cattle. It has recently secured some land near the village tank for laying a public park.

*Income of the panchayat:**

2.8 From 1935, when the panchayat was constituted, to 1939-40 its chief sources of revenue were land cess, licence fees and sale of grass. In 1940-41 another source, viz., the sale of fish from community ponds was added. These four sources continued to provide the major part of the income of the panchayat till 1946-47. From 1947-48 income from three new sources, namely, the house tax, the registration and surcharge fees and fee for servicing by pedigree animals began to accrue to the panchayat. A notable improvement in the income of the panchayat commenced in 1947-48. The then president of the panchayat, who held office till 1959, tried hard to improve the revenue of the panchayat from all sources. He took particular interest in the maintenance of pedigree bulls and prevailed upon the farmers to avail themselves of the services of these animals. In 1951-52 the panchayat added two additional sources of revenue, viz., the profession tax and the vehicle tax. Thus in 1951-52, the panchayat had nine important sources of revenue as against only 3 in 1939-40.

2.9 The overall income of the panchayat registered a remarkable increase from the small sum of Rs. 972 in 1938-39 to Rs. 11,164 in 1948-49, an increase of more than ten times in ten years. It reached a record figure of Rs. 19,345 in 1957-58. Between 1948-49 to 1958-59, excluding the year 1952-53 when it slumped to Rs. 7,437, the annual income of the panchayat varied between Rs. 11,000 and Rs. 19,000. This gives an annual average of about Rs. 13,000 during the last 11 years. This is quite a creditable achievement.*

Expenditure: †

2.10 The panchayat has met almost its entire expenditure from its own resources. Only in 1957-58 it took financial assistance from the block to construct an extension to the school building, and it proposes to lay a park near the village tank, with the help partly of a donation by a village leader. The expenditure incurred by the panchayat has shown an upward trend along with its income. From a sum of Rs. 1,526 spent in 1938-39 the expenditure rose to Rs. 13,725 in 1958-59, and it reached the highest figure in 1957-58 (Rs. 18,344). Construction and maintenance of village roads and water supply sources have been the major items of expenditure during the last ten years. The maintenance of street electric lights has been another important item. The panchayat has succeeded in tapping part of the increased

*For details see Appendix Table No. 3.

†For details see Appendix Table No. 4.

income of the villagers for developmental activities by the imposition of the house tax, the profession tax, the land cess and the vehicle tax.

The panchayat staff :

2.11 The panchayat staff comprised an executive officer, a clerk, a bill collector and three scavengers. Only major panchayats with an annual income of Rs. 10,000 or more are entitled to the services of an executive officer. The panchayat under study was sanctioned an executive officer in 1957. The present executive officer is a graduate and was appointed by the Government in 1957, on a salary of Rs. 95 per mensem which is met out of panchayat funds. The relations between the executive officer and the present president are not harmonious. The president feels that departmental decision to appoint the executive officer should be made in consultation with the panchayat concerned. The panchayat secured the services of a clerk as early as 1937. The first incumbent of this post was removed from service in 1944 by the then panchayat due to some personal friction between him and the president. Subsequently he was reinstated by the department. He has lately been transferred to a neighbouring panchayat and another clerk has succeeded him. A bill collector was first appointed in 1955. He receives a salary of Rs. 40 p.m. The panchayat spends about Rs. 100 p.m. on the wages of the three scavengers in its employ.

The execution of panchayat works :

2.12 Till 1957, the panchayat was executing works directly. Since 1958, the system of calling tenders was instituted. The people very much appreciate the work done by the panchayat, particularly since 1946. The panchayat department's supervisor and overseer are responsible for the works undertaken by the panchayat out of its own funds. But for the works undertaken by the panchayat with the assistance of the block funds, the block extension officer for works is responsible. The large area to be looked after by the former functionaries, however, makes it difficult for them to discharge their duties effectively.

Audit :

2.13 Till 1954 the Deputy Panchayat Officer was vested with the responsibility of audit. Subsequently, this work was entrusted to the staff of the Local Fund Department, working under the control of the Examiner of Local Fund Accounts. Creation of a separate panchayat audit staff may considerably expedite the disposal of audit work.

2.14 The audit has generally been satisfactory. The fact that the panchayat was superseded in 1945 due to mismanagement of the panchayat funds and other irregularities indicates the vigilance shown by the inspecting personnel.

2.15 The audit report for the years 1935—37 mentioned that the panchayat had not turned out any useful work during the period and that it should utilise the accumulated funds for the provision of

amenities in the village in consultation with the District Panchayat Officer. The report for 1937-38 drew attention to the travelling allowance drawn which was inadmissible under the rules. An objection was also raised for not holding panchayat meetings during certain months. The audit report for the year 1943-44 suggested levy of a house tax for improving the finances of the panchayat. Other audit objections related to want of check measurement of works, improper maintenance of muster rolls, etc.

Relations of the panchayat with other bodies :

2.16 Till 1951, the panchayat remained an administrative unit of the District Board. The Village Panchayat Act of 1951 made it an independent unit of the Local Administration Department. The dependence of the panchayat on the Revenue and Public Works Departments is considerable. For the acquisition of land and the execution of developmental works thereon and the auctioning of the grass grown on the P.W.D. canal bunds, the panchayat should obtain the prior permission of the Revenue and Public Works Departments respectively. The delay involved in obtaining these sanctions puts the panchayat to a considerable loss of revenue, besides slowing down the execution of works. For instance, in 1956, the panchayat had submitted a proposal for the acquisition of 0.25 acre of land for the construction of latrines. The owner of the land expressed his willingness to surrender the land to the panchayat. But the authorities concerned have not so far inspected the sites to fix the rate of compensation to be paid for the land. Similarly, a proposal to acquire 0.04 acre of village land for laying an important road is still pending for want of action by the Revenue Department.

2.17 The cooperation between the panchayat and the block has been very little. It was only in 1958 when the panchayat undertook the construction of an extension to the village school building with the assistance of block funds that they came into contact with each other. There is a general feeling that there is likelihood of greater coordination and cooperation between the block and the present panchayat which came into being only last year.

2.18 There is no functional relationship between the panchayat and the village officials or between the panchayat and other village institutions such as the cooperative societies.

Judicial powers of the panchayat :

2.19 Till 1950, the village Munsif was responsible for the disposal of civil suits of the value upto Rs. 50. In 1951, the panchayat was authorised to deal with civil suits involving a sum of not more than Rs. 100. The panchayat is also authorised to dispose of petty criminal cases. The opinion in the village favours the retention of these judicial functions with the panchayat.

The panchayat samiti :

2.20 The Gannavaram Block Panchayat Samiti was constituted on 3rd November 1959. It comprises 34 panchayat presidents and six co-opted members. The Samiti's president is a co-opted member. It has not yet taken a definite shape. The Block Development Officer and the Samiti president feel that it is too early to say anything

about the impact of the Samiti on developmental programme. One important fact, however, is that the setting up of the Samiti has made the political groups of this village view, the panchayat elections from quite a different angle. They now intend to fight for seats in the panchayat with a view to capture the Samiti at the block level.

III

CONCLUSION

The people are becoming more and more aware of the advantages accruing from the panchayat. There is considerable scope for development schemes in the village; this places a great responsibility on the panchayat. A sizeable section of the village population is made up of landless labourers. Their economic condition is bad and they are discontented. The panchayat has to give priority to such schemes as will benefit this section of the population more than others. Besides, considerations of party politics and personal prestige are serious hurdles to the achievement of common welfare. They prevent the entire community from participating in development effort; with more unity in the panchayat, the assistance from the block and the regular departments would be more easily secured and more efficiently utilised.

APPENDICES

TABLE NO. 1—VILLAGE DATA

Name of the Village	.. .. .	Atkur
Name of the Taluk	.. .. .	Gannavaram
Name of the District	.. .. .	Kistna
Area in acres	.. .. .	3,675
Population (1951 Census)	.. .. .	3,240
On date of visit	.. .. .	4,000 (Approx.)
Total No. of households	.. .. .	780
<i>Distribution of households by high and low castes—</i>		
<i>High caste—</i>		
Brahmins	.. .. .	20
Kamma	.. .. .	300
Kapus	.. .. .	70
Muslims	.. .. .	60
Christians	.. .. .	150
Viswa Brahmins	.. .. .	10
Golla	.. .. .	20
<i>Low caste—</i>		
Harijans	.. .. .	70
Dhobies	.. .. .	30
Dommari	.. .. .	5
Yorukala	.. .. .	5
Barbers	.. .. .	10
Uppari	.. .. .	20
Weavers	.. .. .	10
<i>Distribution of households by sizes of cultivation holding—</i>		
		(acres)
Nil	.. .. .	370
upto 2	.. .. .	138
2 to 5	.. .. .	121
5 to 10	.. .. .	68
10 to 15	.. .. .	32
15 to 25	.. .. .	39
Over 25	.. .. .	12
<i>Total number of adults—</i>		
Males	.. .. .	1,200
Females	.. .. .	1,000
<i>Literacy—</i>		
Literates and upto Primary	.. .. .	500
Above primary and up to matric	.. .. .	1,500
Above matric	.. .. .	55
Other Professional qualifications	.. .. .	20
No. of persons employed in the nearest towns	.. .. .	10
<i>Occupational distribution—</i>		
Cultivating owners	.. .. .	410 households
Tenant cultivators	.. .. .	Nil
Non-cultivating owners	.. .. .	Nil
Agricultural labourers	.. .. .	900 "
Artisans	.. .. .	25 "
Traders and professions	.. .. .	26 "
Others	.. .. .	19 "
Net cultivated area	.. .. .	3,486.60 acres.
Double cropped area	.. .. .	1,901.68 "
<i>Major crops and area under each</i>		
1. Paddy	.. .. .	2,231.42 "
2. Mung	.. .. .	812.81 "
3. Sunhemp	.. .. .	488.66 "
4. Pilliponara	.. .. .	413.77 "
5. Udid	.. .. .	184.34 "
6. Groundnut	.. .. .	174.04 "
7. Red-grass	.. .. .	75.00 "

TABLE NO. 1—VILLAGE DATA—contd.

Area under improved crops	.. .. .	2,231.42	acres.
(Paddy is the only improved crop grown in the area).			
Total area irrigated	.. .. .	2,231.42	acres.
<i>Main sources of irrigation and area irrigated—</i>			
1. Canal	Area irrigated	.. .. .	2,071.52 acres.
2. Tank	Area irrigated	.. .. .	159.90 "

TABLE NO. 2—PANCHAYAT MEMBERS FROM 1953 TO 1956

Member	Age (years)	Education	Caste	Occupation	Size of owned holding (acres)	Remarks
A	44	S.S.L.C.	Kamma	Cultivation	40.00	President.
B	35	Higher Elementary	do.	do.	20.00	Vice president.
C	25	Elementary	do.	do.	10.00	
D	26	do.	Kapu	do.	3.00	
E	30	do.	Kamma	do.	10.00	
F	50	Illiterate	Harijan	Ag. labourer	Nil	
G	30	S.S.L.C.	Brahmin	Cultivation	10.00	
H	30	Elementary	Christian	Ag. labourer	Nil	

TABLE NO. 2(A)—PANCHAYAT MEMBERS FROM 1956 TO 1959

1. A	47	S.S.L.C.	Kamma	Cultivation	40.00	President.
2. I	38	Primary	Kamma	do.	7.00	Vice-president.
3. C	28	Elementary	Kamma	do.	10.00	
4. D	29	do.	Kapu	do.	3.00	
5. H	33	do.	Christian	Ag. labourer	Nil	
6. J	30	do.	Kamma	Cultivation	30.00	
7. K	50	Illiterate	Harijan	Ag. labourer	Nil	
8. L	50	do.	Christian	do.	Nil	
9. M	30	do.	Kamma	Cultivation	5.00	Coopted lady member.

TABLE NO. 2(B)—PANCHAYAT MEMBERS FROM 1959 ONWARDS

1. N	42	S.S.L.C.	Kamma	Cultivation	6.00	President.
2. C	31	Elementary	do.	do.	10.00	Vice-president.
3. O	48	do.	do.	do.	40.00	
4. P	35	do.	do.	do.	8.00	
5. D	32	do.	Kapu	do.	3.00	
6. Q	30	do.	Kamma	do.	10.00	
7. R	35	Illiterate	Harijan	Ag. labourer	Nil	
8. S	41	Primary	Kamma	Cultivation	7.00	
9. T	40	Elementary	Kamma	do.	20.00	Coopted lady member.

TABLE NO. 3—INCOME OF THE PANCHAYAT

(In rupees)

Serial No.	Head of account	1954-55	1955-56	1956-57	1957-58	1958-59
1	Land cess .. ..	..	408	39	374	..
2	House tax	2,919	2,513	1,754	2,719	2,515
3	Profession tax	624	398	365	819	673
4	Vehicle tax	663	36	..	..	451
5	Miscellaneous receipts .. ..	..	..	54	..	58
6	Warrant fees etc.	10	19	..	2	13
7	Fisheries sales	1,300	2,021	1,655	1,513	471
8	Magisterial fees etc. .. ..	..	108	..	..	..
9	Library cess	81	70	49	103	96
10	Grass sales	1,123	877	1,196	1,606	1,073
11	Usufructuary .. ..	..	24	6	..	177
12	Other sales .. ..	..	33	28	..	29
13	Licence fees	1,723	1,606	1,202	1,453	1,343
14	Investments	200	..	100	..	..
15	Recoveries	847	43	45	7	109
16	Bull fees	318	103	341	362	233
17	Registration surcharge	6,034	5,131	4,384	6,999	5,773
18	Interest	18	14	11	11	21
19	Entertainment tax .. ..	..	623	..	..	..
20	Advances .. ..	..	50	..	1,280	..
21	Contributions .. ..	..	..	..	1,000	560
	Total	15,865	14,077	11,230	19,245	14,389

TABLE NO. 4—EXPENDITURE OF THE PANCHAYAT

(In rupees)

Serial No.	Head of account	1954-55	1955-56	1956-57	1957-58	1958-59
1	Office establishment	609	632	671	1,696	1,549
2	Collection establishment	330	523	523	594	623
3	Travelling allowance	7	5	1	93	28
4	Contingencies	338	496	551	..	339
5	Law Suit charges	35	..	30	10	49
6	Other items—office building	154	100	664	..	619
7	Roads	2,754	1,835	2,964	142	733
8	Street lighting	1,432	1,574	1,765	2,157	2,085
9	Reading room	54	176	223	258	343
10	Radio	713	272	546	432	654
11	Payment of library cess	154	59	..	..	132
12	Medical relief	538	158	..	270	..
13	Conservancy staff	891	1,021	969	1,213	1,241
14	Water supply	1,617	1,493	1,546	673	2,177
15	Lease amounts—grass watchman	100	213	236	314	319
16	Compensation—contributions	373	..	..	3,439	699
17	Refunds—land cess	78	1,180	1,007	..	29
18	Balls maintenance	1,496	697	679	699	699
19	Latrines .. ..	..	433	..	..	..
20	Deposits .. ..	..	..	100	1,931	66
21	Land acquisition and park .. ..	..	..	216	4,133	..
	Total	12,624	19,795	13,792	18,644	23,723

TEHTA VILLAGE PANCHAYAT, DISTRICT GAYA (BIHAR)

I

THE VILLAGE AND THE INHABITANTS

Area, population, etc.:*

1.1 Tehta village panchayat is in Jehanabad sub-division of Gaya District in Bihar. It came into existence in May, 1950. It has in its jurisdiction 3 villages, viz., Tehta, Pirganj and Tehta Math. Tehta is the main village and is the headquarters of the panchayat. The total area of the 3 villages is 550.2 acres, and the net cultivated area is 405 acres of which 352 acres are double cropped. The major crops are paddy, khesari, wheat and potato. The entire cultivated area is reported to be irrigated—about 87% by ahars and pynes i.e. kutchra rain water reservoirs and channels respectively, and 13% by wells.

1.2 At the 1951 census the population of the 3 villages was 1941. There were 361 households of which 72 were those of cultivating owners, 35 cultivating tenants, 119 agricultural labourers and 12 non-cultivating owners. There were 16 households of artisans while 60 were engaged in trade. The main crafts in the village are carpentry and blacksmithy, but they are of local importance only.

1.3 An over-whelming majority of the households belongs to backward or low castes among Hindus and Muslims. Only 55 households are of high castes; 42 among them belong to Mahuri caste. Among the backward or low castes, the main are Kahar, Teli, Koeri, Kandu, Mallah, Harijans and Muslims. Castes like Bhumihar, Kayastha, Brahmin, Rajput and Kurmi, with which caste frictions in Bihar are often associated are virtually absent.

1.4 50% of the houses in Tehta at present are pucca while Pirganj has no pucca house. In the third constituent village, viz., Tehta Math, about 25% of the houses are pucca. Before the advent of the panchayat about 10 years ago, not more than 10% of the houses were pucca. More pucca houses came up in recent years because of the growing prosperity of the villagers.

Communication and contact with towns:

1.5 Tehta lies on the broad gauge section of the Eastern Railway connecting Gaya with Patna and has a railway station. The other two villages are close by. There is a pucca road connecting Tehta with Gaya, the district headquarters and Jehanabad the sub-divisional headquarters. The village has also good contact with Patna the State capital. Buses ply on these roads quite frequently. The nearest market centres are Makhdumpur (3 miles), Jehanabad (7 miles) and Gaya (22 miles). Tehta itself a sub-mandi for rice and khesari (a kind of pulse) and has a rice and dal mill. The milled rice is exported to the neighbouring districts while dal (khesari) is exported to far off States like Madras and Kerala. The mill does not purchase paddy or khesari direct from cultivators. The purchases are made through businessmen and agents from Gaya and adjoining

*For details see Appendix Table No. 1.

districts. Finally, the panchayat is covered by Makhdumpur block. The officials of the block have been frequently visiting the village to propagate various schemes. This, coupled with the intimate contact with the towns, has broadened the mental horizon of the people. 31% of the people are literate.

Facilities in the village :

1.6 A boys' lower primary school has existed in the village for a long time. A girls' lower primary school was started in 1934. A middle school for boys was started in 1940 and a high school in 1957. There is a mahila kalyan kendra in an old building provided by the panchayat. The centre which is run under the auspices of the Central Social Welfare Board imparts training to the women folk of the village in sewing, knitting and making of articles, such as durry, dolls etc. A library and a reading room were started in 1950 and a building constructed for them in 1954. Most of the books have been purchased by the panchayat from its own funds while some on development topics have been received from the block office. A non-recurring grant of Rs. 500 was also received from the Panchayat Department. At present the library has about 1,100 books which are issued not only to the residents of the panchayat but also to the people of neighbouring villages. Membership of the library is constantly increasing and the reading room has become popular.

1.7 There is no dispensary in any of the villages covered by the panchayat. People have to go to Makhdumpur or Jehanabad to get medical help. There is also no veterinary centre at the village but a veterinary doctor pays visit once a week on the market day to vaccinate the cattle which are brought in large numbers for sale on that day. One stud bull of Haryana breed has been provided for the improvement of livestock in ten villages, including the three covered by the Tehta panchayat.

1.8 There is a multi-purpose cooperative society in Tehta. It distributes only chemical fertilizers among members. It does not advance cash loans. Its own resources are small and it does not receive loans from any central financing agency. The relations between the panchayat and the cooperative society are reported to be cordial. Only one member of the panchayat is also a member of the society. The panchayat once advanced a loan to the society to purchase chemical fertilizers.

1.9 Only 4 kutchha wells had been in existence before the panchayat came into being. But later, new wells were constructed and old ones renovated. At present there are 14 wells, of which 10 are located in the main village Tehta, while Pirganj and Tehta Math have 2 wells each. Between 1954 and 1957 the panchayat constructed pucca drains to improve sanitary conditions. One more amenity which has been provided, is the street lights. The panchayat took advantage of the proximity of Tehta to the D.V.C. transmission line and with the help of the State Electricity Department provided street lights in the villages. The entire installation cost was borne by Electricity Department which is also responsible for the maintenance, including replacement of bulbs. After the village got electric connection, several houses and shops obtained the service. The village has, in consequence, the appearance of a small town.

1.10 There is no mahila mandal but there is a youth club known as "Kishore Dal" established in 1954. In addition, there is a dramatic club for which the panchayat has spent about Rs. 1,000 on costumes. The club stages dramatic shows in the village as well as in the adjoining villages. A kirtan mandal has been in existence since 1950. The musical instruments were purchased by the panchayat. There is also a gymnasium in the village and wrestling contests are organised once a year and winners given prizes by the panchayat. Thus quite a few amenities and facilities have come into existence since the panchayat was created.

Economic condition :

1.11 During the past 10 years the economic condition of the villagers has improved, mainly because of the spread of better methods of cultivation, land reform and increased irrigation facilities. All the three villages under the jurisdiction of the panchayat were zamindari villages. There were about 30 zamindars, who used coercive methods and extorted high rents. Forced labour was the order of the day, tenants being compelled to work on the zamindar's fields before working on their own. As a result the tenants' own fields were not adequately looked after and the yield was poor. The ahars which were owned by the zamindars were not properly maintained with the result that there was chronic scarcity of water for irrigation. In the thirties about 50% of the peasants had their lands under mortgage while at present hardly 10% have their lands so encumbered.

1.12 With the abolition of zamindari in 1955, ownership of land was transferred to actual cultivators. Ahars were repaired by the panchayat with the help of grant-in-aid from the Government. Since 1956, the block staff started propagating improved seeds, fertilizers and better methods of cultivation. These efforts too have contributed to increase the yield of crops. According to knowledgeable villagers, the increase in agricultural production in the villages covered by the panchayat has been of the order of 25 to 30 per cent. Since 1950, the population of these villages is estimated to have increased by about 15% over the same period. The increase in agricultural production has enabled several cultivators to purchase land, construct new houses and clear off old debts. The post office located in the village started providing savings bank facilities from 1958 and since then 10 persons have opened accounts.

1.13 It was reported by the villagers that there is a decline in the custom of buying ornaments. But the dowry system continues and large sums are spent on ceremonial occasions like marriage. The members of a particular community in the village have now switched over from the custom of 'bride-price' given by the boy's family to dowry given by the girl's side. The panchayat is reported to have criticised the dowry system at its meetings. It has made no other efforts to root out the evil.

1.14 Owing to their intimate contact with towns, significant changes have taken place in food and clothing habits of the village people. Superior food-grains, vegetables and milk are consumed in greater quantities than a decade ago, while urban clothes have become popular, particularly among the younger generation.

Leadership:

1.15 According to well-informed villagers, there are no political groups in the villages covered by the panchayat. There are, of course, some primary members of a political party. But they do not take any active part in politics and there is no political leader. According to local report factions based on caste do not exist in the villages. The villagers recognise only one person as their leader, a Muslim businessman-cum-agriculturist. He is rich and runs a rice and dal mill. Villagers have faith in him. He is reported to have been in the forefront of every activity started by the panchayat and has made contributions in money and material. Ever since the panchayat came into existence, he has been its unanimously elected mukhiya. According to report he has never exerted undue pressure on people to remain in office. He is not a money-lender nor does he take advantage of his superior financial position. The other influential person is the secretary of the village panchayat. He was a social worker formerly and used to be in the forefront of all agitations against high-handed zamindars. When the panchayat came into existence, he became its secretary. The villagers have great regard for him. He is an energetic worker and devotes his time fully to the affairs of the panchayat. He belongs to the village. It is interesting to note that the ex-zamindars do not have any place among the village leaders.

II

THE PANCHAYAT

Formation and structure:

2.1 The Tehta village panchayat was set up in May 1950 under the Bihar Panchayat Raj Act of 1947. Before the statutory panchayat was formed, there used to function some caste panchayats in Tehta. These panchayats were helpful in resolving certain intracaste disputes. With the advent of the village panchayat, their influence is reported to have considerably declined.

2.2 The sanctioned strength of the executive committee of the panchayat is 10, while that of the gram cutcherry (the judicial arm of the panchayat) is 15. The present panchayat (formed in 1953) however, has 9 members on its executive committee and 14 on the gram cutcherry. None of these 2 bodies has a woman member. Personal characteristics of the members of the executive committee and the panchas of the gram cutcherry are given in appendix Table Nos. 2 and 3, respectively. Five out of the 9 members have been in the executive committee since the inception of the panchayat. Five of them are between 50 to 70 years old and the other 4 fall in the age-group, 30-50. Two are Muslims, 3 belong to the high castes and the remaining 4 are backward caste Hindus. None is a Harijan. The mukhiya is a B.A., three other members are matriculates, and all the remaining are also literate. Three members have cultivated holdings between 10 and 25 acres, 4 between 2 and 6 acres and the remaining 2 are not cultivators. A Harijan has been included in the gram cutcherry. Eight of its panchas have continuously held the post since the first cutcherry was formed in 1950. All of the panchas are literate; one amongst them is a graduate. Most of them fall in the age-group, 30-50 years and have either no land or small holdings.

Elections :

2.3 The two elections, which have so far been held (in 1950 and 1953 respectively) are reported to have been unanimous. There was no rift among the people. The villagers are, by and large, strongly opposed to elections being fought on the basis of political affiliations. In fact there are no political leaders in the village.

Works undertaken :

2.4 The panchayat has undertaken the construction of various works of common benefit. It was learnt that the initiative came from the panchayat secretary, who, with the support of other leading members of the panchayat got them accomplished. In every activity he has remained in the forefront and has made efforts to raise public contributions. A brief description of these works is given in the following paragraphs:

Repair of lanes :

2.5 Ten years ago, the village lanes used to be extremely dirty and uneven. In the rainy season, in particular, it was difficult to go from one place to another. As soon as the panchayat was formed, it decided to repair the lanes. People contributed voluntary labour and earth work was done on all the village lanes. The lanes were levelled but not paved. They are maintained properly.

Construction of drains :

2.6 The panchayat decided to construct drains as in the absence of proper outlet for water from the houses, the lanes used to become muddy and dirty. As noted earlier over 5,000 feet of drains were constructed (mostly in the main village Tehta) between 1954 and 1957. For this programme, the block made a grant-in-aid equal to 25% of the cost of constructing 1,500 feet of drains. The remainder of the cost was met by the panchayat out of people's contribution, in cash and labour. The drains are being maintained properly.

Construction and repair of drinking water wells :

2.7 As mentioned earlier, the panchayat got constructed 10 drinking water wells. It received subsidy from the block for the construction of 4 wells only at the rate of 25% of the total construction cost, and the remaining cost was met by voluntary labour and people's contribution. The cost of other wells was borne by the panchayat and the people. The wells are being maintained properly.

Construction of a village gate :

2.8 A village gate was constructed by the panchayat with people's contribution in money, material and labour. This gate has only an ornamental value.

Construction of bathrooms :

2.9 Four bathrooms have been constructed by the panchayat for washing clothes and bathing. These have become quite popular and are maintained properly.

Construction of a kutchra road:

2.10 A kutchra approach road linking the village with the neighbouring pucca road was constructed by the panchayat with the aid of voluntary labour. This approach road is repaired periodically and is properly maintained.

Repair of ahars: -

2.11 Formerly zamindars were responsible for the maintenance of ahars. After the abolition of zamindari, the ahars are maintained and repaired by the panchayats. The Tehta panchayat repaired about 1 mile length of ahars. This proved useful to the cultivators.

2.12 In addition to the above-mentioned facilities, a high school and a community hall are under construction. A children's park has been laid out, but the equipment promised by the block has not so far been received.

2.13 It will be seen from the above that the panchayat has, so far, undertaken mostly municipal functions, such as construction of drains, repair of village lanes, provision of drinking water, street lighting etc. The only programme undertaken by the panchayat to augment agricultural production, has been repair of ahars.

Maintenance of works:

2.14 Most of the construction work completed by the panchayat is still quite new and no need for repairs has so far been felt. The only exception is the kutchra approach road which is repaired every year with the aid of labour contributed by the villagers. The panchayat secretary stated that repairs and maintenance of the works would be carried out by the panchayat whenever necessary.

Working of the panchayat:

2.15 The meetings of the panchayat (i.e. the executive committee) were normally held once a month. Discussions were held on various subjects, such as community works, exhorting people to keep the village clean, planting trees on road-sides, etc. The members are reported to take active interest in the discussions. As there were no rival groups in the panchayat, most of the decisions were unanimous. They were carried out with the help and cooperation of the general body of the villagers. The general body, on its own, did not, however, take any initiative.

2.16 The gram cutcherry is entrusted with the task of settling disputes. Cases can be brought before the panchayat by either party or both the parties to a dispute. As a result of the effort of the panchayat, the number of cases or suits registered with the cutcherry progressively declined from 16 in 1952 to nil in 1958 and one in 1959. The fall in the number of cases referred to the panchayat, represents a real decline of litigation in the villages. It is not offset by an increase in the number of disputes referred directly to higher judicial bodies.

2.17 There is a panchayat supervisor in charge of two blocks. He inspects the panchayat records once a month. The B.D.O. also pays frequent visits and inspects the panchayat. The Sub-Divisional Officer and the Collector inspect the records of the panchayat, once a year.

The officers of the Panchayat Department are reported to have paid several visits to this panchayat in the past few years. Grants have been received from the Department for various projects, such as the library and the reading room.

Village volunteer force:

2.18 The panchayat organised a village volunteer force (Raksha Dal) in 1951. It is responsible for watch and ward. It has 251 members and is headed by a trained chief officer who receives a monthly nominal honorarium from the panchayat. The members keep vigil during the night to ward off thieves and burglars. The Dal is also responsible for fighting fire if it breaks out in the village. The Dal did not perform any specific function at the elections as the two elections held so far were uncontested. The chief officer of the Dal takes part in the constructional activities of the panchayat, particularly in organising labour. The members of the Dal are reported to have always taken lead in offering their labour and in persuading others to do so.

Finances of the panchayat:

2.19 The main sources of income of the panchayat are taxes, public contributions for specific works, Government grants, and commission on land revenue collection. The income and expenditure of the panchayat in the years, 1950-51 to 1958-59 is given in Appendix Table No. 4-A (income) and 4-B (expenditure). The average annual income of the panchayat during the 9 years was Rs. 2,944, of which Rs. 1,388 or 47% was accounted for by taxes including labour tax, Rs. 658 or 22% by voluntary public contributions, 19% by Government grants and 9% by the commission received from the Government on the collection of land revenue. Three fourth of the tax-revenue constituted the value of manual labour rendered by the people as tax.

2.20 The panchayat prepares its budget for the coming financial year with the help of the panchayat supervisor at the meeting of the executive committee which is generally held in the month of December. The budget proposals are then examined and approved by the B.D.O. on behalf of the Government. After the B.D.O.'s approval has been received, the budget is placed before the general body of the panchayat for formal adoption. So far budgets have been approved by the B.D.O. without any change.

Taxes:

2.21 The panchayat levied various taxes, such as the labour tax, the bazar tax, the property tax, the light tax, etc. The labour tax which is a compulsory one was levied at the rate of half a man-day per adult per month or in lieu thereof the value of labour in cash calculated at the rate of Re. 1 per man-day. On an average, over Rs. 1,000 worth of labour was realized by the panchayat as tax every year. This tax was the most important single source of income of the panchayat. Most works of common benefit are reported to have been executed with the help of the labour tax. The income from the bazar tax, was, on an average, Rs. 211 per year. It was the highest (Rs. 555) in the year 1957-58 and the lowest in 1958-59 (only Rs. 61). Over Rs. 1,000 were reported to be in arrears. The property tax which is

also a compulsory tax, yielded only a nominal income as most households had not paid it.

Ad-hoc contributions by the people:

2.22 Ad-hoc contributions by the people have provided good financial support to the panchayat. According to the panchayat secretary, whereas people do not like taxes, they do not mind making ad-hoc contributions for specific projects, such as the construction of school building, drains etc. The figures of ad-hoc contributions are given in the following table:—

TABLE NO. 2.1—CASH AND KIND CONTRIBUTIONS OF THE PEOPLE

Year	Total income of the panchayat from different sources (in Rs.)	Contributions from people in cash and kind (money value in Rs.)	Per cent to total income.
1950-51	4,198	605	14
1951-52	1,563	187	12
1952-53	1,077	165	15
1953-54	2,712	635	23
1954-55	1,854	475	26
1955-56	2,605	35	1
1956-57	2,224	443	20
1957-58	4,518	1,939	43
1958-59	5,743	1,437	25
Average	2,944	658	22

It will be seen that the ad-hoc contributions constituted 12 to 15 per cent of the income of the panchayat in the first 3 years, whereas the percentage varied between 20 and 26 in the subsequent years, excepting the years 1955-56 and 1957-58 when the figures were rather extreme.

Government grants:

2.23 The grants received from the Government (the block and the Panchayat Department) varied greatly from year to year. They were quite substantial, more than Rs. 1,800, in 1955-56 and 1958-59 and sizable in 1950-51 and 1953-54. In other years, they were nil presumably because the panchayat had no activity for which it required Government grant.

Commission on land revenue collection:

2.24 Since 1954-55 the panchayat was entrusted with the task of collecting land revenue. It gets 10 per cent of the annual collection as commission. The commission is a good source of income. In the years 1956-57, 1957-58 and 1958-59 the panchayat received Rs. 876, Rs. 555 and Rs. 931 respectively. It has still to receive Rs. 900 of the arrears.

Expenditure:

2.25 Appendix Table No. 4-B shows that the average annual expenditure of the panchayat was Rs. 2,811, of which Rs. 2,652 or 94 per cent were spent on development or municipal activities like the construction or repair of wells, latrines, drains, roads, village sanitation etc. The panchayat spent Rs. 1,958 in 1958-59 and over Rs. 1,000 in

1950-51, on the repair of ahars. In other years also some money was spent on this item. Expenditure on the construction and repair of drains, roads and paths was incurred in several years. Some money was spent on the construction and repair of wells almost every year. In 1950-51 Rs. 286 were spent on the construction of a village gate. Small sums were spent every year on establishment, including the honorarium to the chief officer of the V.V. Force.

Views of the villagers on the working of the panchayats:

2.26 The views of the villagers were obtained on several issues such as the share of land revenue received by the panchayat, the employment of full-time secretary, sub-committees, obligatory or optional functions etc. The villagers feel that it is the right of a panchayat to have a portion of the land revenue collected in its area to meet its expenses on development activity. They are in favour of increasing the panchayat share from the present 10 percent to at least 15 per cent of the total collection. The villagers are satisfied with the work of the secretary who is a full-time worker and several of them expressed the view that one very important reason why the panchayat had been able to make some progress was the effort of the panchayat secretary. According to them, the success of a panchayat depends greatly on the secretary. No sub-committee has so far been formed by this panchayat. But individual members of the executive committee were entrusted with different functions or portfolios, such as sanitation, maintenance of roads, library etc. The panchayat did not feel the necessity of creating sub-committees to execute these different programmes. Decisions are taken by the entire body of members and there seems to be no need of changing the present system. The villagers had little to say about obligatory and optional functions of the panchayat. They agreed that all the municipal functions of the panchayat should be made obligatory. But the panchayat should be entrusted also with the task of increasing the productive potential of the village. For instance, the panchayat should be associated with the irrigation programme. Government should allot land to it for a model farm. The model farm would be run by the panchayat to demonstrate improved techniques to the villagers. The respondents suggested that education upto the primary standard and elementary training in various crafts should be included among the optional functions of the panchayat. They also wanted the Government to give grants for machines and tools and train a few craftsmen to act as instructors for the villagers.

III

CAUSES OF SUCCESS OF THE PANCHAYAT

3.1 The success achieved by this panchayat has been chiefly in respect of municipal functions such as the construction of drains, drinking water wells, opening of library and reading room, etc. It has made no significant progress calculated to increase production, except to repair the ahars. The factors which have helped the panchayat in its performance are given in the following paragraphs:

Harmony in the village:

3.2 There are no factions or hostile caste groups in the three villages covered by the panchayat. The people live amicably and do

not hesitate to contribute in money, material and labour to programmes of common benefit. There are no political parties in the village nor are there any political leaders. In the opinion of the villagers, panchayats should keep aloof from politics if they want to make headway. Most decisions on construction have so far been unanimous and have received the full support of all sections.

Enlightened leadership:

3.3 The mukhiya of the panchayat executive is an enlightened man. He owns a mill in the village and has been taking keen interest in the development of the village. He has contributed in money and material to various works undertaken by the panchayat. He has a good team of workers in his executive committee who help in the planning and execution of various programmes.

Good panchayat secretary:

3.4 The panchayat secretary is an enthusiastic worker. He had been a social worker before he became the secretary. Before the abolition of zamindari, he was an active worker of the kisan sabha which used to agitate against high-handed zamindars. He has a large following and people, by and large, have confidence in him. As he belongs to the village, he has been taking pains for its uplift. The initiative for most activities has come from him. He has also good organising ability and has always been successful in raising contributions from people and mobilising voluntary labour. Although formally he is the panchayat secretary, in reality he is a leader of the village.

Easy accessibility:

3.5 As mentioned earlier, Tehta is very well connected with other places by rail and road. The villagers visit the neighbouring towns quite frequently, and have become familiar with municipal facilities. They naturally desire to have some of these in their own village. Again, owing to its accessibility, the village has been able to get its requirements easily. In addition, several eminent persons have visited the panchayat and addressed meetings. This has stimulated them to work for the betterment of the village.

Growing prosperity of the village:

3.6 With the abolition of zamindari, ownership of land was vested in the tiller. This coupled with several other agricultural improvements introduced by the Government and the block organisation has raised agricultural production. In addition, trade and commerce too have expanded; there are at present about 99 shops in the main village. Besides, there is the rice and dal mill, on account of which a sub-mandi has developed in the village. All these factors have increased the prosperity of the villagers, who have, in consequence been able to contribute to the programmes undertaken by the panchayat.

APPENDICES
TABLE NO. 1—VILLAGE DATA

	Constituent villages			Total	Source
	Tehta	Piraganj	Tehta Math		
Area (in acres) ..	450.8	15.6	83.8	550.2	Khatia register
Population (1951 census)	1507	108	326	1941	Census book
Total No. of households (1951) ..	271	25	65	361	Census book
<i>Distribution of households by important high and low castes—</i>					
HIGH: Total ..	55	Nil	Nil	55	Census book
Mahuri ..	42	..	..	42	
Brahmin ..	5	..	..	6	
Rajput ..	4	..	..	4	
Others ..	4	..	..	4	
LOW: Total ..	216	25	65	306	Census book
1 Kahar ..	19	..	65	84	
2 Teli ..	42	..	..	42	
3 Scheduled castes ..	29	12	..	41	
4 Koeri ..	35	..	..	35	
5 Kandu ..	22	..	..	22	
6 Mallah ..	17	..	..	17	
7 Thalhera ..	14	..	..	14	
8 Jolaha (Muslms) ..	..	11	..	11	
9 Others ..	38	2	..	40	
<i>Distribution of households by size of holding (acres)—</i>					
Nil ..	185	12	25	222	} Property assessment register
0-2 ..	52	13	33	98	
2-5 ..	22	Nil	6	28	
5-10 ..	9	Nil	1	10	
Over 10 ..	3	Nil	Nil	3	
Total number of adults ..	792	55	160	1,007	Electoral roll
Males ..	422	28	60	510	do
Females ..	370	27	80	477	do
<i>Literacy—</i>					
Literates upto primary	474	10	15	499	Panchayat Records
Above primary upto metric	92	5	8	105	do.
Above metric ..	4	1	Nil	5	do.
Other professional qualifications.	3	Nil	Nil	3	do.

TABLE No. 1—contd.

	Constituent villages			Total	Source
	Tehta	Piraganj	Tehta Math		
<i>Number of persons employed in the nearest town</i> ..	65	Nil	40	105	Version of panchayat secretary.
<i>Occupational distribution—</i>					
Cultivating owners	59	6	7	72	Panchayat records
Cultivating tenants ..	25	5	5	35	do.
Agricultural labourers ..	100	9	10	119	do.
Non-cultivating owners ..	10	Nil	2	12	do.
Artisans ..	13	3	Nil	16	do.
Trade/Profession ..	60	Nil	Nil	60	do.
Others ..	4	2	41	47	do.
Net cultivated area (Acres)	336	10	59	405	Revenue register
Double cropped area (Acres)	295	8.6	48.8	352.4	do.
Major crops and area under each (Acres).					
1. Paddy ..	295	9	49	353	Khatian
2. Khesari (Pulse) ..	295	9	49	353	do.
3. Wheat ..	20	1	5	26	do.
4. Potato ..	10	1	2	13	do.
<i>Area under improved crops (Acres).</i>					
1. Paddy ..	5	1	2	8	do.
2. Wheat ..	2	Nil	Nil	2	do.
Total area irrigated Main sources of irrigation and area commanded (Acres)	336	10	59	405	
1. Ahars } ..	296	9	49	354	
2. Pyasa }					
3. Wells	30	2	10	42	
4. Electric pump ..	10	Nil	Nil	10	

TABLE NO. 2—PERSONAL CHARACTERISTICS OF THE MEMBERS OF THE EXECUTIVE COMMITTEE.

Name	Age (Yrs)	Education	Caste	Occupation	Size of holding (owned)	Any record of outstanding work	Since when member
1	2	3	4	5	6	7	8
1. A1	52	B.A.	Muslim	Business	25.00	Donated in cash & kind for school building	1950
2. B1	40	Matric	Brahmin	Vaidya	2.00	No	1953
3. C1	53	Middle	Mahuri	Cultivation & business	4.00	No.	1950
4. D1	35	Primary	Thathera	Goldsmithy	0.00	No	do.
5. E1	35	do.	Muslim	Business	0.00	No	do.
6. F1	52	Middle	Kahar	Cultivation	16.00	Helped in the improvement of agriculture, repair of Ahar etc.	do.
7. G1	70	Able to read & write	Beldar	Cultivation	5.00	No.	1953
8. H1	50	Matric	Vaishya	Service	6.00	No.	do.
9. I1	30	Matric	Mahuri	Homoeopath Doctor	10.00	Free medicine distribution	do.

TABLE NO. 3—PERSONAL CHARACTERISTICS OF THE PANCHAS OF THE GRAM CUTCHERRY

Name	Age	Education	Caste	Occupation	Size of holding (owned)	Since when panch
1	2	3	4	5	6	7
1. A	60	Middle	Thathera	Cultivation	10.00	1950
2. B	35	Primary	Mahuri	Business	0.00	1950
3. C	30	Below Middle	Teli	Business	1.00	1950
4. D	35	Primary	Thathera	Goldsmithy	0.00	1953
5. E	40	Able to read & write	Kahar	Cultivation	8.00	1953
6. F	42	do.	Kahar	do.	5.00	1950
7. G	30	Primary	Halwai	Sweet shop	0.40	do.
8. H	54	Below Matric	Brahmin	Cultivation	12.00	do.
9. I	60	Able to read & write	Muslim	Mason	0.00	do.
10. J	65	do.	Chamar	Cultivation	2.00	do.
11. K	35	do.	Kandu	do.	3.00	1953
12. L	35	Middle	Koeri	Cultivation	3.00	1953
13. M	70	Able to read & write	Teli	Shopkeeping	0.00	1953
14. N	40	B.A.	Brahmin	Service	4.00	He was a member of the executive committee in the first panchayat (1950).

TABLE NO. 4-A—INCOME OF THE PANCHAYAT

Serial No.	Heads of income	1950-51	1951-52	1952-53	1953-54	1954-55
1	2	3	4	5	6	7
1. <i>Compulsory taxes—</i>						
(i) <i>Labour tax—</i>						
	(a) Value of labour rendered ..	2,774	1,002	500	1,350	712
	(b) Realised in cash ..	..	17	..	..	246
	Total ..	2,774	1,019	500	1,350	958
	(ii) Property tax ..	..	..	..	..	89
2. <i>Supplementary taxes—</i>						
	(i) Bazar tax ..	192	337	250	188	149
	(ii) Other taxes (Light tax, etc.) ..	..	..	..	..	55
3. <i>Commission on land revenue collection</i> ..						
4. <i>Fees of gram cutchery</i> ..						
5. <i>Ad-hoc public contributions</i> ..						
6. <i>Government grants</i> ..						
7. <i>Miscellaneous</i> ..						
	Total ..	4,198	1,563	1,077	2,712	1,654

TABLE NO. 4-A—contd.

Serial No.	Heads of income	1955-56	1956-57	1957-58	1958-59	Average per year
1	2	8	9	10	11	12
1. <i>Compulsory taxes—</i>						
(i) <i>Labour tax—</i>						
	(a) Value of labour rendered	578	508	502	1,255	1,020
	(b) Realised in cash ..	21	148	51	..	54
	Total ..	599	656	553	1,255	1,074
	(ii) Property tax ..	2	103	25	..	24
2. <i>Supplementary taxes—</i>						
	(i) Bazar tax ..	64	101	555	61	211
	(ii) Other taxes (Light tax etc.) ..	..	..	405	254	79
3. <i>Commission on land revenue collection</i> ..						
4. <i>Fees of gram cutchery</i> ..						
5. <i>Ad-hoc public contributions</i> ..						
6. <i>Government grants</i> ..						
7. <i>Miscellaneous</i> ..						
	Total ..	2,005	2,224	4,019	5,743	2,944

was contributed by the block, the rest having been raised as peoples' contribution. The villagers have also donated about 2 acres of land part of which is intended to be used for training students in agricultural operations. In 1958 a well was dug on this land (the construction has not been completed yet). The estimated expenditure of the well is Rs. 1,200. The block has contributed 66 per cent of the cost.

1.6 The building is very well maintained and it houses a school with VII Gujarati standards. The school has been in existence for more than 70 years. Formerly it was housed in a one-room building. About 270 students are on its roll.

Bal Mandir:

1.7 In 1955 a Bal Mandir was constructed at a total cost of Rs. 8,550 of which 2/3rd was contributed by the community development block; the rest was contributed by the people. It consists of three rooms with a varandah. 42 children attend this institution supervised by 2 montessory trained lady teachers.

Sanitary well:

1.8 An ambitious scheme of constructing a sanitary well, with adjoining sanitary latrines and pucca bathrooms, was taken up in 1957. Government contributed Rs. 15,000 and the balance of Rs. 2,000 was contributed by the villagers. A pucca well with overhead water-reservoir (tank) has been constructed. It is being fully used for drinking water supply. Five bathrooms, six latrines and eight washing ghats have also been built. However, these bathrooms, and washing ghats are not used because adequate arrangement for the disposal of the waste water has not been made. Similarly, the latrines are also not used as the people are not accustomed to them.

Grass godowns:

1.9 The village has made a unique effort to provide grass to its cattle all the year round, through an institution named Gaushala. details of which are given elsewhere. The Gaushala constructed two grass godowns (one costing Rs. 5,100 and the other Rs. 6,000), in 1955 and 1957. The Government contributed 1/3rd of the cost for both the godowns. The godowns are being used for storing grass from the panchayat's reserved grass land.

Approach road:

1.10 An approach road, about 2 miles long, joining the village with the main Mangrol-Keshod road was constructed in 1953. The entire cost including labour, was borne by the villagers. The road is generally damaged by rains and enough repairs are not carried out. At present the road is in a bad condition.

Village roads:

1.11 The condition of village roads is very poor. The village panchayat has repaired these roads on many occasions but a stream running on the south-east and north-west sides of the village inundates some parts during monsoons. A diversion has been dug to change the course of the stream but the menace has not been removed. Recently

the block offered a grant of Rs. 5,000 for the construction of pucca roads. The villagers had decided to accept the grant and construct pucca roads. All the stone requirements for the road were to be met from the old dilapidated stone building in an estate, called Darbargadh which was purchased previously for a paltry sum of Rs. 6,000. The work was to be started by the end of February 1960, and completed before the end of March.

Vikas mandal building:

1.12 A building, costing Rs. 16,000 to house the head office of Keshod Mahal Vikas Mandal was constructed in this village in 1952. The villagers contributed Rs. 1,200 in cash and about Rs. 300 in the form of labour. The remainder was provided for by the vikas mandal. Details of the Vikas Mandal which have a significant bearing on the development of the village are given elsewhere.

Electrification:

1.13 Electricity was installed in this village in 1957 by the Bombay Electricity Board (a corporation) at a total cost of Rs. 1,80,000 which has been entirely borne by the Board. The panchayat has provided for about 40 street lights in the village. So far about 30 households have taken connections and 42 electric motors are being operated for irrigation purposes. The Board has not been able to meet the demand for electricity for irrigation purposes in full.

Maternity sub-centre:

1.14 Sub-centre of the Keshod primary health centre was started in 1956 for villages Kevadra and Eklera. A qualified nurse and a trained dai look after the prenatal, delivery and postnatal work and also give necessary medical help. The post of the nurse has been vacant since December 1959. The doctor and midwife from primary health centre at Keshod pay weekly visits to the centre and the residences of patients.

Ayurvedic dispensary:

1.15 This was started in 1953 by the District Local Board. A vaidya looks after the dispensary in this village and also serves three villages around. On an average, about 60 patients take advantage of this dispensary daily. Medicines are given free of charge. Antidiphtheria, antitetanus and antivenom (for snake bite) injections are also provided. Besides, under the village relief scheme, each of these villages is provided with medical boxes containing essential ayurvedic medicines which the vaidya visiting the villages regularly dispenses.

Veterinary service:

1.16 One villager was sent to Junagadh for training in veterinary aid. A veterinary box is maintained by the panchayat and first-aid is given to the village cattle. The panchayat also maintains two certified pedigree bulls for improvement of village cattle.

Libraries:

1.17 A library is being run in the building of the gram vikas mandal. The library contains 1,200 books on various subjects with the

main emphasis on Gandhian literature. The panchayat is also running a library containing 400 books on various subjects.

Post Office:

1.18 A branch post office is being run by the headmaster of the village primary school, on a part-time basis. It serves the needs of the village as well as that of three neighbouring villages, since its start in December 1956.

Factions:

1.19 There are no factions in the village and this was confirmed by villagers during the interviews and talks with them. The younger generation has firm faith in the present leadership. The ordinary villagers seem to follow the Sarpanch blindly.

Village leadership:

1.20 There are about 13 persons in the village who can be called leaders. These leaders are jointly responsible, for the growth and development of the village institutions. In fact, the panchayat, co-operative, gaushala and vikas mandal are all manned by persons from this group of leaders. There is also a sort of mutual understanding among them about the work of different institutions. About four leaders devote special attention to panchayat works, three to co-operative society four to the Vikas Mandal and two or three to the *gaushala samaj*. The Sarpanch is the most powerful leader among them and overshadows all others in village activities.

Ad-hoc groups or Committees:

Keshod Mahal Gram Vikas Mandal:

1.21 The area was formerly under a nawabi estate and the villages were neglected by the administration. However, this should not lead to the belief that there were no constructive activities. Gandhian philosophy had a deep influence on Katheyawad as a whole. A number of bodies like Khadi Gram Udyog Board, Harijan Sevak Mandal, Gaushala Mandal etc. were working for the upliftment of villages. These bodies were affiliated to and working under the overall supervision of the Saurashtra Rachanatmak Samiti. Under the auspices of this body, the Keshod Mahal Gram Vikas Mandal was established in June 1948, to co-ordinate the activities of the aforesaid bodies in Keshod.

1.22 This is a Taluka level institution covering the whole Keshod block area. The Mandal has its head office in this village. Both its president and secretary reside in Kevadra and are the guiding force for all its development activities. These two leaders started in the village activities like adult education, *Bal Sanskar Kendre*, *Charkha Katai*, *Gram safai*, etc. about ten years ago. The activities were not quite acceptable then. After the establishment of the panchayat and the co-operative, the mandal's active working in and for this village ceased. But its president who is also the Sarpanch of the panchayat and the secretary continued to be actively associated with the village bodies.

Gaushala Samaj:

1.24 *Gaushala* is a proud achievement of the village. It was started in 1956 with the object of providing fodder (grass) all the year round for the village cattle. This necessity was felt because there was shortage of grass for 3 to 4 months every year and it was difficult to get it even in the market.

1.25 The *gaushala* has two godowns each measuring 48 ft. x 21 ft. The panchayat has allotted a reserved grass land of 82 acres for the *gaushala*. About 1½ lakhs of grass bundles are obtained from this land. These bundles are stored in the godowns.

1.26 The *gaushala* has a compound of 300 ft. x 200 ft. with a boundry wall 6 ft. high. The village cattle are brought to it in the months of scarcity, (March to June) for feed. No charges are levied for this. Any individual who has surplus grass gives it to the *gaushala*. If any grass is left after the scarcity months, it is either distributed among the villagers or (rarely) sold.

1.27 The *gaushala* arranges dramas, bhajans, kirtans, etc. and uses the income therefrom for the development of cattle. Two pedigree bulls are maintained by it.

1.28 The idea of establishing this institution took shape under peculiar circumstances. On the death of the wife of the Sarpanch, considerable expenditure was expected to be incurred on rituals. It was suggested to the bereaved leader that a portion of this expenditure may be utilized for the welfare of village cattle. The suggestion was readily agreed to. A practice has now been established that on every occasion of death, birth or other events attended by rituals and functions, the family concerned would donate some funds to the *gaushala*. From this income, the *gaushala* gives ad-hoc grants for development activities of the panchayat.

Co-operative society:

1.29 The village multipurpose co-operative society was established on 10th September 1949. It advances credit, runs a grocery shop and cloth store and prepares manure mixture and sells it in the village and outside through its depot at Keshod. It owns a flour mill, purchased at a cost of Rs. 24,000 and manufactures cement pipes, drains, benches, tiles, grills, latrine equipment etc. It has two godowns for storing groundnut and manures, purchases and sells groundnut and runs an oil mill with a baby expeller and sells the oil in and outside the village.

Traditional panchayat:

1.30 Prior to the second world war all quarrels and disputes of minor nature were usually brought to the old and respected villagers for arbitration. Generally, both the parties to the dispute accepted the decision given by the arbitrators. Some sort of security arrangements were also made by the village leaders if dangers were anticipated (from decoits etc.). The panchayat then meant only coming together of the village elders for discussing ways and means to avoid any rift in village life. This traditional panchayat played no developmental role.

II

THE PANCHAYAT

Structure:

2.1 The Saurashtra Panchayat Act was passed by the erstwhile Saurashtra Government in 1949. It provided for the establishment of village panchayats in all villages. The District Panchayat Officer visited Kevadra village and held discussions with the people who were convinced of the necessity of having a panchayat. A village meeting was called and a resolution that a panchayat should be established in the village was passed. The panchayat was established in January 1950. It is a single village panchayat and had in the beginning, nine members including the Sarpanch. At the time of the second election in 1953 its strength was increased by two. The representation in the panchayat is not based on wards, constituencies, or caste. The panchayat, however, has a reserved seat for Harijans, as also one for women. At present there is one male Harijan member and of the three women members, one is a Harijan.

2.2 It was started as a class 'C' panchayat in 1950. In December 1953 it was upgraded to class 'B' and a year later to class 'A'.

2.3 There has not been any special change in the functions carried out by the panchayat or in the expectations about the panchayat's functions. Its sources of income are what they were at the beginning. But the assistance from the community development block, which provides the bulk of the resources, varied from year to year, depending upon the activities sponsored by the panchayat.

2.4 This was the first panchayat established in Saurashtra. The initiative of course rested with Government agencies. But village leaders, particularly those associated with the Saurashtra Rachanata-mak Samiti and its off-spring the Keshod Mahal Vikas Mandal, shouldered the main responsibility in starting and strengthening the panchayat. The panchayat has generally not experienced any interference in its working by official or non-official agencies. The president and the vice-president of the panchayat, as also most of the members, are actively associated with Keshod Vikas Mandal.

Election:

2.5 The last election (which was the third election since the inception of the panchayat) was held in April 1956. The president or Sarpanch is elected by the gram sabha along with other members of the panchayat executive. There is provision to hold the election by show of hands. However, in none of the elections so far held was there any contest for any seat. Membership of panchayat is not based on the representation of particular interests and those who show a flair for active public work are elected. The elections have been unanimous and hence no question of winning votes by fair or foul methods arose.

President:

2.6 The present Sarpanch was elected in the 1956. He has been holding the office right from the start of the panchayat. He belongs to the middle-class and has a land holding of 27 acres. A middle-aged

gentleman of about 45, he is enlightened and is known for his integrity and sincerity. He takes keen interest in panchayat activities and devotes much of his time to them. He is highly respected by the villagers, and is considered impartial. Not only is he the leader of the village but also a leader of the Taluka. He is president of Keshod Mahal Vikas Mandal, and a member of various development bodies like the Block Development Committee, the District Panchayat Mandal, the District Development Board, the District Local Board etc.

Panchayat secretary:

2.7 The panchayat has a full-time secretary. He is appointed by the District Panchayat Officer and is paid by the Government. He has to manage the panchayat office, keep the accounts, write the minutes of the panchayat and gram sabha meetings, and make arrangements for holding them. He has to supervise the various construction works undertaken by the panchayat. Being an "A" class panchayat, the secretary has also to carry out revenue duties, i.e., he has to work as the village Patwari.

2.8 The secretary has no voting power. Being educated upto matriculation, he is consulted by the panchayat members on many matters involving contact with Government Departments.

2.9 Besides the secretary, the panchayat has the following staff

Serial No.	Post	Salary (In rupees)	Duties
1	One clerk (vacant)	45	To assist the secretary.
2	One agriculture assistant	70	Management of the experimental farm owned by the panchayat.
3	Two assistants to the agriculture assistant	25 20	Helping the agriculture assistant in management of farm.
4	One guard	35	Watching panchayat reserved forest.
5	Two sweepers	20 each	Sweeping and cleaning the village.
6	One veterinary stockman (part time)	10	Attending to minor diseases of village cattle.
7	Two lady teachers	80 each	} (Staff of the <i>Balmandir</i>).
8	One servant of <i>Balmandir</i>	25	

Meetings:

2.10 During the first 4 years, systematic records of business transacted in the panchayat meetings were not maintained. Only some rough notings were made. In 1953-54, under instructions from the District Panchayat Officer, the panchayat resolved to maintain the minutes of each meeting properly. Separate books were to be maintained for each year. But even after this resolution, the minutes have not been maintained in the desired manner.

2.11 The panchayat meetings are generally well attended. It is noticed from the minutes maintained that deliberations and discussions are generally not held on the resolutions brought before the panchayat. The Sarpanch explained that practically all items on the agenda are widely known and fully discussed by the villagers for

many days before they are brought up for formal discussion in the panchayat executive. Only such proposals which are generally approved by the members and by the villagers at large are officially brought up before the panchayat executive and there is no need for much formal discussion at the panchayat meeting. This is also confirmed by the fact that all the proposals were passed unanimously. Since 1953-54, there has been only one case in which a proposal was rejected by the panchayat. The resolutions passed by the panchayat executive are generally implemented, but there is no record in the minutes confirming execution of resolutions of past meetings.

Relations with other bodies:

General body of villagers:

2.12 The gaon sabha (i.e. village assembly) consisting of the entire adult population of the village meets generally once in a quarter. It may, however, meet more frequently, if necessary. Ladies do not attend the meetings generally.

2.13 The panchayat accounts, budget estimates, and achievement reports are presented to the gaon sabha. In fact, all important resolutions of panchayat executive are put up before the gaon sabha. The villagers appear to show interest in the proceedings and activities of the panchayat. However, whatever is put on the agenda of the gaon sabha meetings, has already been widely known to the people and is fully discussed by them before the meeting.

District panchayat council:

2.14 The Bombay Village Panchayats Act, 1958, was extended to the Saurashtra area in June, 1959. At the district level an advisory body called the District Village Panchayat Council has been formed. The Collector is ex-officio Chairman of the Council, and the District Panchayat Officer, its secretary. One Sarpanch from each Taluka is nominated as a member. Other development bodies like the District School Board, District Development Board etc. are also represented on the District Council.

2.15 It is a supervisory body. Its functions are to guide, advise and, if necessary, influence the panchayats in order to help their smooth working and quick and proper execution of their plans. The council has also power to approve the budget and to ensure full implementation of audit reports.

The panchayat and the co-operative:

2.16 The panchayat and the co-operative were started almost at the same time. The persons responsible for establishment of the one were also instrumental in establishing the other. In fact both the bodies are looked upon by the villagers as twin units working for the all round development of the village.

2.17 The elections to the co-operative are held every year and to the panchayat after three years. Some of the members of the panchayat are also members of the executive of co-operative society.

2.18 The Sarpanch of the panchayat who was vice-president of the society in the first few years, is very actively associated with the working of the co-operative. Some persons, who have been on the executive of the co-operative for at least 5-6 years, have taken very keen interest in the planning and execution of panchayat activities

though officially they were never members of the panchayat executive. The two bodies are working as complementary to each other.

Inspection:

2.19 The panchayat is inspected by the Taluka Panchayat Officer and also by the District Panchayat Officer. The Taluka Panchayat Officer inspects the records of the panchayat including its account books and rectifies mistakes. He guides the secretary in maintaining the panchayat records properly.

2.20 The District Panchayat Officer visits the panchayat frequently and holds discussions with the panchayat executive regarding various programmes undertaken by the panchayat and supervises their execution. He also attends some of the meetings of the panchayat executive. The budget estimates of the panchayat are also approved by the District Panchayat Officer.

Functions:

2.21 The panchayat has been in existence for about 10 years now. During this period it has done very impressive work. Roughly, three broad phases in the tempo of activities can be discerned. The first extends from the commencement of the panchayat to the coming in of block assistance, i.e. from 1950 to the end of 1953. The second phase covers the period of existence of the Manavadar-Vanthali-Keshod-Community Project, i.e. between years 1954 to 1956. The third phase represents the period from the closure of the Community Project to date.

2.22 During the first period, activity was at a low level. The majority of the construction activities were carried out during the second period. The reason obviously was that large amounts of funds were received from the block budget. Under the Saurashtra Government the proportion of Government grant (from block funds) to popular contribution for any construction work was 2 to 1. For almost all its construction activities during this period the panchayat received 2/3rd of the total expenditure as grant from block funds.

2.23 But the tempo of activities in the third period, i.e., after the closure of the Project, was also very low, the reason being the stoppage of grants from the Project.

2.24 In the first period, the following important activities were undertaken: Village roads were repaired through shramdan and contributions in the form of construction materials like sand, murrum etc. The village well was desilted with the help of labour contributed by villagers. The panchayat spent about Rs. 150 for this purpose. Other activities included construction of cattle pound, construction of approach road of about two miles, fencing of village trees etc. Social education activities like holding of adult literacy classes for men and women, conducting of bhajan, and kirtan etc., and arranging dramas on social occasions were also undertaken.

2.25 The second period, from 1954 to early part of 1957, was marked by heavy construction activities. During this period a big school building with nine rooms and verandahs on both sides, a bal-mandir with two rooms and verandahs, two godowns for storing grass, one sanitary well along with latrines, five bathrooms, eight washing ghats, etc., were constructed.

2.26 The panchayat purchased an estate consisting of 40 acres of cultivated land (including 12 acres irrigated), two residential buildings with four and five pucca rooms respectively, some agricultural implements, two bullocks, etc. The agricultural land has been developed as a model experimental farm, subsidised by the Government. The buildings have been rented out. Two electric motors were also purchased for this farm. An area of 82 acres was given to the panchayat (from the village waste land) by Government for developing it as a reserved forest and grass land.

2.27 The panchayat also undertook during this period the remodeling of the village. Residential plots were laid out on one side of the village and were sold to the villagers. This area is gradually developing into a well planned locality.

2.28 *In the third period, an important activity carried out by the panchayat was developing the reserved forest. Further improvements on the panchayat's experimental farm were also carried out. Celebrations of various national days, observing of various 'weeks' and celebrations of religious functions were also held every year under the guidance of the panchayat.*

2.29 The village leaders played a very important role in planning the panchayat activities throughout the period of ten years. The Sarpanch, being a very respected man is consulted almost by all persons in the village for amicably settling their disputes and quarrels. It is said that during the last 10 years no quarrel or dispute of a criminal nature has gone to a court of law. The Sarpanch as also other members of the panchayat are generally successful in giving decisions that satisfy both the parties. However, no proper record is maintained of the disputes that came up before the panchayat for arbitration. Only a few cases of settlement of disputes have been recorded in the minutes.

Income and expenditure:

2.30 The income and expenditure of the panchayat for the year 1950-51 to 1958-59 are given in Appendix Table Numbers 3 and 4. It may, however, be stated that these tables do not present a complete picture of the financial position of the institution. The total of government grants received by the panchayat amounted to Rs. 66,284, but those shown in the income amount to Rs. 21,245 only. Contributions raised from the people, whether in cash, labour or material, have not been shown at all in the income of the panchayat. These amounted to Rs. 38,681. Thus, the recorded income of the panchayat falls short of a total amount of Rs. 83,720 over the past 9 years. This amount has not been accounted for in the expenditure also.

2.31 The main source of income of the panchayat in the first 3 or 4 years was a share in the land-revenue of the village. As 'C' class panchayat its share of land revenue was only 17½ per cent. It was also empowered to levy a few taxes and charge fees for services rendered by it. But the villagers were opposed to the levying of taxes and, therefore, the panchayat did not resort to this source of income. However, it tried to collect some income by the sale of manure obtained from the village-wastes and levy of a fee on stray cattle etc. But this did not provide substantial income.

2.32 In the first year, the panchayat was successful in collecting about Rs. 1,700 worth of contribution in the form of labour, materials and cash for the village works that it undertook. The income of the panchayat, excluding this amounted to about Rs. 2,200 and its expenditure to about Rs. 1,400 on establishment, health and sanitation, public works, veterinary aid, etc.

2.33 Next year the panchayat's income rose to a little more than Rs. 3,800 and the expenditure to more than Rs. 3,400. The popular contribution this year amounted to about Rs. 1,100. The income from sale of manure grew up by Rs. 550 over the past year. The panchayat also added a new source of income by letting out a portion of the house, which it had taken on rent for a very small sum. The panchayat earned Rs. 85 from this source. On the expenditure side, more than Rs. 2,600 was spent on various services like education, livestock development and public works.

2.34 From the year 1952-53 onwards, the panchayat entered the field of village development. In December 1953, it was converted into a 'B' class panchayat and its share of land revenue was raised from 17½ per cent to 25 per cent. The most important development activity undertaken by the Panchayat in 1952-53 was the construction of the two mile long approach road joining the village with the Junagadh-Mangrol highway. The total cost of about Rs. 8,400 was contributed by the villagers. This was the first time when efforts of all sections of the village were pooled together for a work of common benefit.

2.35 In October 1953, the community project came into the picture and with it a flow of funds. From then onwards the panchayat concentrated mainly on building up the village assets. Quite a few ambitious schemes were launched by it in 1953-54 and most of them were completed in 1954-55. During these two years the panchayat incurred an expenditure of more than Rs. 27,000, as against the total income of about Rs. 32,000. The main activities were construction of a school building, a *Balmandir* building, and a grass godown. During this period the panchayat took a loan of Rs. 21,000 from the Government for the purchase of an agricultural estate, which was subsequently developed by it into an experimental agricultural farm. In December 1954, the panchayat was upgraded to class 'A' and its share in land revenue increased to 30 per cent. There was thus a substantial increase in the income derived from this source. Popular contribution also rose to a maximum figure of Rs. 16,000 during this period.

2.36 There was some reduction in the tempo of construction activity in subsequent years. The expenditure in 1955-56 amounted to about Rs. 12,400 as against an income of about Rs. 29,200. The important activities during this year were construction of a wall around the compound for feeding village cattle in the dry months, and a children's playground. From this year onwards repayment of government loan taken for the purchase of the agricultural farm formed an important item on the expenditure schedule. This year, Rs. 5,040 were spent for this purpose. This year also saw a considerable increase in the expenditure on maintenance of services, the bulk being spent on education, agriculture and other public services. On the income side, Government contribution for panchayat activities amounted to Rs. 10,632. Popular contribution during the year came to Rs. 4,500

which, however, is not included in the income of the panchayat. The income from panchayat property also increased this year. This was due to the fact that the agricultural estate purchased in the preceding year included two pucca houses which were rented out by the panchayat.

2.37 In 1956-57 the income of the panchayat amounted to about Rs. 33,500 which included about Rs. 6,800 of Government grant. Popular contribution amounted to Rs. 4,000. The expenditure this year amounted to about Rs. 27,400. The main activities were the construction of a second grass godown and a sanitary well with adjoining bathrooms and latrines. About Rs. 4,900 were spent for the repayment of government loan.

2.38 The important construction activities in 1957-58 were building up a compound wall around the school building and construction of a well for the school. The total expenditure of the year amounted to about Rs. 29,500, which included about Rs. 4,800 towards repayment of government loan. The expenditure on maintenance of services was fairly high being about Rs. 11,000. The income amounted to about Rs. 29,800 the bulk of which came from panchayat property, mainly from the agricultural farm. Government contributed about Rs. 2,400 for panchayat activities. Popular contribution during the year amounted to about Rs. 3,000.

2.39 Income in 1958-59 amounted to about Rs. 23,600; the major portion of which came from the produce at the panchayats' agricultural farm. On the expenditure side, repayment of loans formed an important item. The expenditure on maintenance of services was of the tune of Rs. 8,400.

Role of the panchayat:

2.40 Looking back over the last 10 years of the panchayat's existence, it is seen that the growth has been steady in respect of municipal services rendered by the panchayat. It took full benefit of financial assistance available from the community project for building village assets. The panchayat was always able to collect enough popular contribution to match the government share in any work of village benefit and that no activity was given up for want of popular contribution. With the construction of the buildings for the school and the *balmandir*, two godowns for storing fodder for the cattle, one sanitary well with latrines and bathrooms, the two-mile long approach road, and the development of waste land into a residential colony, the village now looks a well planned modern locality.

2.41 In 1955, the panchayat started its agricultural farm in the village. The demonstrations in different crops held in the farm during the last five years were closely observed by the residents of this village as well as by those of the nearby villages. The villagers un-animously said that the panchayat farm played a prominent role in introducing and popularising new techniques and methods of agriculture.

2.42 The panchayat endeavoured to educate the people in spending as little as possible on marriages and religious ceremonies with the result that the expenditure on these has gone down to some extent. Dramas and other functions are also arranged under the auspices of the panchayat for collecting funds for village benefit.

2.43 The panchayat has done a lot of good to the village and the villagers have recognized its benevolent role. They have implicit faith in its utility and capacity for development work. It has been rather inactive during the last two years mainly because the majority of the village assets had already been constructed during the years 1954-55 to 1956-57. The village has built up assets worth more than a lakh of rupees. These include capital assets like the agricultural farm and the reserved forest. These investments would start yielding good income before long, and then the panchayat would be able to stand on its own.

2.44 Whereas the panchayat's field of activity has expanded, the leadership has not changed. It was wholly guided by its Sarpanch who, in turn was guided to some extent by leaders in the wider spheres outside the village. The role played by members of the panchayat lay mostly in mobilizing the required amount of popular contribution in the form of labour, material and cash.

2.45 The role of the panchayat in the village life was also discussed with the Upa-Sarpanch and his predecessor. They vehemently stressed the point that the panchayat's successful functioning depended largely on the funds at its disposal, and that if the panchayat had to make any progress, the State must contribute at least 50 per cent of the cost of panchayat's activities. One of them even remarked that the panchayat had been successful only because it had not levied any taxes and had not in any way exercised any authority over the people. In their opinion the panchayat's responsibility is to provide amenities and services of common benefit. It should be the duty of the State to cater to the needs of individual cultivators in respect of better agricultural production. If the Government wanted to divest itself of this responsibility, it should give enough funds to the panchayat to work as its agent in the village.

Views of the people on current issues:

2.46 With a view to eliciting the opinion of the people on some topics relating to panchayat, discussions were held with 10 villagers who had taken part in the panchayat activities by offering 'shramdan' and other contributions but had no hand in the planning of panchayat works. Besides them, six members of the panchayat executive, including ex-Upa-sarpanch, were also interviewed for the purpose. Their views are summarized below:

Share in the land revenue:

2.48 The non-members had hardly any idea of the panchayat budget or how the income from land revenue etc. was spent. They knew, however, that the panchayat activities had slackened during the past two years because no grants from the block were received. In a general way, therefore, they all expressed the desire that land revenue share should be increased. When they were told that the present income from this source was about Rs. 4,000 they wanted it to be raised to at least Rs. 5,000. They, however, could not support this demand with convincing reasons.

2.49 The consensus of opinion of the members of the executive was that the share in land revenue should at least be raised to 50 per

cent. They argued that the panchayat had to bear recurring expenditure on many items like salaries of teachers (for the balmandir), sweepers, cleaners, etc. and maintenance of village assets. The present revenue of the panchayat was not sufficient to meet all this expenditure and leave a balance for development works.

Panchayat secretary:

2.50 Both the groups interviewed were unanimous in their opinion that this being a big and active panchayat, it could not do without a full-time Secretary. In fact, the executive members pointed out that the panchayat had to appoint an additional hand to attend to office work during the years 1953-54 to 1956-57 when its activities were in full swing.

Obligatory and optional functions:

2.51 Not only the non-members but also most of the members of the panchayat executive did not understand the distinction between the obligatory and optional functions. They did not also have any definite idea of the functions and duties the panchayat was expected to perform under the law. One member of the executive, however, had an understanding of the two types of functions, but had no comments to offer.

Elections:

2.52 Almost all the non-members held the view that there should be no contests in the panchayat elections. They feared that contests in elections would create factions in the village which might adversely affect the working of the panchayat. Except two, all the other members of the executive had the same view. These two stated that contest in elections checks "absolute power". They, however, maintained that persons of good qualities should be unanimously elected.

Panchayat samiti and zilla parishad:

2.53 The Collector has been more actively associated with village administration by forming, the Gram Panchayat Council at the District level, with supervisory and advisory functions. The Block Development Officer has been made ex-officio Assistant District-Gram Panchayat Officer and some of the power of the District Panchayat Officer have been delegated to him. The Block Development Officer is now in a better position to supervise the panchayats in his jurisdiction. The above changes in the administration have, however, not yet come to the knowledge of the villagers, and it was noticed during the interviews that even the members of the panchayat executive had no idea of these changes. They had, therefore, no comments to offer.

III

REASONS OF SUCCESS OF THE PANCHAYAT

People with national outlook and public service spirit:

3.1 The people are truthful, philanthropic, social and religious minded. There is, to a considerable extent, the feeling of oneness

among the villagers. They are deeply influenced by the philosophy of self-help and the way of simple living advocated by Mahatma Gandhi. The village leaders of today (especially the Sarpanch) had taken part in Gandhiji's struggle for independence during the early thirties. Since then they have been working for the improvement of the village.

3.2 Much, however, could not be achieved during the regime of the Nawab for the obvious reasons. From early thirties to about the middle of forties the villagers carried out public service activities like collection of funds for famine relief, cattle welfare, the starting of Gaushala, removal of untouchability, etc. Two temples, one of Rama and the other of Shiva, were also built during this period. The people took to Khadi and today many of the villagers use Khadi. Similarly, prohibition was also adopted and despite the Nawabi rule, the village successfully kept away from the vice of drinking.

Institutions for rural reconstruction:

3.3 As mentioned earlier, the Saurashtra Rachanatmak Samiti, the Saurashtra Khadi Gram Udyog Mandal, the Harijan Sevak Samaj etc. functioned in this area. The Rachanatmak Samiti started a centre to train young men for village service. They were imparted training in the philosophy and the programme of rural reconstruction and sent to different areas for active work.

3.4 Keshod Mahal also got its share of such workers. A separate body called the Keshod Mahal Vikas Mandal was established in 1948 with its headquarters at Kevadra. A prominent Congress worker of Saurashtra guided the activities of the Mandal. He paid frequent visits to this village. He was very closely associated with the village activities and the villagers regarded him as their friend. He was successful, to a large extent, in kindling in them a strong desire for village development on co-operative principles. The village leaders were deeply influenced by his personality. They organized activities like observance of various national weeks, celebration of national days, and other activities like *gram bhojan*, intermixing of high caste Hindus and Harijans, and celebration of 'Krishna Ashthami', 'Ram Navami', 'Shivratri' etc.

Lack of faction:

3.5 Practically all the village people are the followers of one party. This has been very helpful to the smooth working of the panchayat. There has also not been any contest in the panchayat elections. Practically all the proposals that came up before the panchayat were unanimously passed.

3.6 The Kanbis are in a large majority in the village. They have very amicable relations with the Harijans. Untouchability has almost become a thing of the past. Harijans participate in all the religious and socio-cultural activities of the village. A Harijan lady has become a member of the panchayat. The village thus has no caste factions.

Economic prosperity:

3.7 The Kanbis are mainly owner cultivators. Fertile land, cash crops like cotton and groundnut, and bigger holdings (the average

holding in the village is about 15 acres per family) have given a better living standard to the Kanbis and they are comparatively free from economic want. This is quite an important factor; the Kanbis have devoted attention to public service activities in the village and contributed *shramdan*, money and material for the development programmes of the panchayat.

Enlightened leadership:

3.8 The village has been singularly lucky to have a band of selfless workers. Thirteen persons from the village can be described as leaders in the sense that they have helped actively in the execution of the schemes taken up by the panchayat. Two of them have been working for the benefit of the village for more than 25 years. One is now about 60 years of age, and has served the village for about 30 years. Although he was never a member of the executive, the panchayat had the benefit of his guidance and support in all its activities. He is very much respected for the service he rendered to the village during the difficult pre-independence days.

3.9 The Sarpanch is a person in whom the village has found an energetic and foresighted leader with keen business acumen. He has been working for the village since he was sixteen. He is not only the leader of the village but of the whole Keshod Mahal. His membership of the district level bodies like the District Panchayat Council, the District Local Board, the District Development Board, etc. has been of great benefit not only to the panchayat, but also to all village institutions. He has made a good deal of sacrifice which is evidenced by the fact that he gave up his grocery shop and oil-mill in favour of the business taken up by the co-operative society. He worked for marketing the produce through the co-operative society. This has given it a good deal of stability; there are generally no heavy arrears outstanding against the members.

3.10 Mention may also be made in this connection of the young secretary of the Keshod Mahal Vikas Mandal. He is a very sincere, devoted and hard worker. After the establishment of the Keshod Mahal Vikas Mandal in 1948, he settled down in Kevadra. His role in carrying out the various developmental activities in the village, such as the construction of road by *shramdan*, conducting adult education classes, propaganda for the spread of khadi, intermixing of Harijans with high caste Hindus etc. was quite notable.

3.11 The leadership is not confined to high caste Hindus only. Among the leaders there is one Harijan who has been closely associated with the development of the institutions in the village. He enjoys an equal respect of the villagers.

Interest taken by ex-Development Minister of Saurashtra:

3.12 The ex-Minister has been an active worker of the Saurashtra Rachanatmak Samiti. He has been associated with the development of this village almost since the advent of Independence. It was at his instance that the Keshod Mahal Vikas Mandal was established. The Secretary of the Mandal was trained as a village worker under his guidance at the centre started by him for such training. The president of the Mandal who is the Sarpanch of the village is one of his close

associates. He paid frequent visits to Kevadra and guided the village leaders in the planning and execution of the panchayat programmes.

3.13 In 1952 he became the Development Minister of the erstwhile Saurashtra State. When the Government launched a scheme which enjoined that each of the Cabinet Ministers and important officers should select one village for his special attention with a view to its all-round development, the Development Minister adopted Kevadra as 'his' village. As a result the members of the panchayat executive, especially the Sarpanch, could at any time approach the Minister and other high officers with complaints, if any, or for seeking advice and guidance. This resolved many a problem confronting the village institution. In the reorganized Bombay State he became Minister for Panchayats and Prohibition.

Government Assistance:

3.14 The Manavadar-Vanthali Keshod community project took considerable interest in this village. The very fact that the block gave grants of more than Rs. 66,000 for the development programme of this village shows the extent of its contribution to the success achieved by the panchayat.

3.15 The administration viewed panchayat proposals and problems with understanding. Many a proposal put forth by this panchayat was approved without going through dilatory procedures. For example, when the scheme for developing an area of 82 acres as reserved forest was put up to the Government, it was readily approved and the village waste land was made available for the purpose. Similarly, the administration agreed to convert the agricultural farm owned by the panchayat into a subsidized experimental farm like many others maintained by the State Agriculture Department. Most of the Ministers and a good number of senior officers of the former Saurashtra Government also paid visits to Kevadra and encouraged the working of the panchayat.

3.16 The Government encouraged the panchayats also by adopting the scheme of awarding prizes to the panchayats which showed good progress. This panchayat has won two prizes, one for being the best panchayat in the State and the other for being the best in the district. It got Rs. 2,500 and Rs. 1,000 respectively as prizes.

APPENDICES

TABLE NO. 1—VILLAGE DATA

Panchayat	.. ..	Kevadra.
Name of the village	.. ..	Kevadra.
Name of the Taluk	.. ..	Keshod.
Name of the District	.. ..	Junagadh.
Area (acre, and Guntha)	.. ..	4504.37 Acres (about 7 sq. miles).
Population (1951 Census)	.. ..	1810
On date of visit, i.e. Dec. 59	.. ..	2480
Total No. of households	.. ..	399
<i>Total number of adults—</i>		
Males .. ..	.. ..	487 (Source : electoral rolls).
Females .. ..	.. ..	491

Major crops and area (in acres and Gunthas) under each—

1. Groundnut	.. ..	2286.27 (Source : Revenue record)
2. Cotton	.. ..	318.17
3. Paddy	.. ..	132.20
4. Jowar	.. ..	347.25

Area under improved crops—

1. Groundnut	.. ..	303.10 (Source : Revenue record).
2. Co2 cotton	.. ..	297.31
3. Paddy	.. ..	Nil
4. Jowar	.. ..	Nil

TABLE NO. 2—PANCHAYAT MEMBERS FROM 1956 TO 1959

Serial No.	Name	Age	Education	Caste	Occupation	Size of holding (owned)	Remarks
1	2	3	4	5	6	7	8
1.	A	46	V Gujarati	Kanbi	Cultivation	27.10	President of Keshod Vihar Mahal Mandal. Member of BDC, DDB, DLB, Village panchayat Council etc.
2.	B	45	III Gujarati	—do.—	—do.—	70.20	Vice-president.
3.	C	47	IV Gujarati	—do.—	—do.—	35.25	..
4.	D	37	—do.—	—do.—	—do.—	35.00	..
5.	E	35	Illiterate	—do.—	—do.—	32.85	..
6.	F	42	V Gujarati	—do.—	—do.—	32.92	..
7.	G	43	Illiterate	—do.—	—do.—	30.00	..
8.	H	33	IV Gujarati	Harijan	Business	Nil	Member of BDC Harijan worker.
9.	I	63	Illiterate	Kanbi	House wife	Nil	..
10.	J	57	—do.—	Harijan	—do.—	Nil	..
11.	K	27	VI Gujarati	Kanbi	—do.—	Nil	..

TABLE NO. 3—STATEMENT SHOWING YEAR-WISE AND ITEM-WISE INCOME OF THE PANCHAYAT

(In rupees)

Serial No.	Particulars	1950-51	1951-52	1952-53	1953-54	1954-55
1	2	3	4	5	6	7
1	Opening balance .. ..	..	820	375	23	21
2	Government grant as provided for under Rule 22 (share in land revenue)	1,910	1,888	1,910	1,662	5,114
3	(a) Grant-in-aid given by government (For development of panchayat reserved forest)	..	..	..	..	266
	(b) Grant-in-aid from other bodies .. ..	..	..	..	..	20
	(c) Prizes, and other sums received from Government .. ..	..	..	..	41	1,000
	(d) Grants given by others .. ..	..	..	..	..	..
	(e) Any other amounts sanctioned by Government from time to time .. ..	..	..	..	..	..
4	(a) Income from sale of manure	250	800	505	567	495
	(b) Miscellaneous income	24	84	121	48	15
	(c) Deposits .. ..	..	..	..	..	..
5	Any other incomes provided for under Rules—					
	(a) Charges for seizure of stray cattle .. ..	..	..	93	202	152
	(b) Income from sale of dead cattle .. ..	..	150	282	288	125
6	Loan from Government under Rule 44 .. ..	..	..	..	..	21,000
7	Income from panchayat Property .. ..	..	85	61	38	232
8	Grants received from Government or any other body for performance of activities (by panchayat) .. ..	..	..	484	..	..
9	Income from taxes or fees levied by the panchayat—					
	(a) Cycle fee .. ..	..	..	..	24	24
10	Fine realised under Rule 34 of the panchayat rules .. ..	..	..	..	15	17
11	Advances received by gram panchayat .. ..	..	..	..	499	..
12	Income from registration charges for sale and purchase of landed property .. ..	..	..	..	..	..
	Total	2,184	3,827	3,781	3,407	28,991

TABLE NO. 3—STATEMENT SHOWING YEAR-WISE AND ITEM-WISE INCOME OF THE PANCHAYAT—*contd.*

		(In rupees)			
Serial No.	Particulars	1955-56	1956-57	1957-58	1958-59
1	2	8	9	10	11
1	Opening balance	4,604	16 822	6,049	255
2	Government grant as provided for under Rule 22 (share in land revenue)	3,916	4,002	3,960	3,722
3	(a) Grant-in-aid given by Government (For development of panchayat reserved forest)	1,149	368	..	..
	(b) Grant-in-aid from other bodies .. .. .	..	..	..	..
	(c) Prizes, and other sums received from Government	2,500	..	..	..
	(d) Grants given by others .. .. .	..	82	250	..
	(e) Any other amounts sanctioned by Government from time to time	2,000	..	..	..
4	(a) Income from sale of manure	421	63	33	186
	(b) Miscellaneous income .. .. .	..	105	1	..
	(c) Deposits .. .. .	..	11	..	..
5	Any other incomes provided for under Rules—				
	(a) Charges for seizure of stray cattle	128	62	97	44
	(b) Income from sale of dead cattle	125	..	..	..
6	Loan from Government under Rule 44	..	..	..	..
7	Income from panchayat property	2,067	4,507	15,298	17,732
8	Grants received from Government or any other body for performance of activities (by panchayat)	10,632	6,826	2,353	1,000
9	Income from taxes or fees levied by the Panchayat—				
	(a) Cycle fee .. .. .	..	..	..	..
10	Fine realised under Rule 34 of the panchayat rules .. .. .	..	..	..	..
11	Advance received by gram panchayat	1,600	..	728	34
12	Income from registration charges for sale and purchase of landed property .. .. .	..	647	1,023	604
	Total	29,222	33,495	29,797	23,577

TABLE NO. 4—STATEMENT SHOWING YEAR-WISE AND ITEM-WISE
EXPENDITURE OF THE PANCHAYAT

(In rupees)

Serial No.	Particulars	1950-51	1951-52	1952-53	1953-54	1954-55
1	2	3	4	5	6	7
1	General Administration—					
	(a) Salaries of Staff ..	90	202	550	678	508
	(b) Dearness allowance ..	..	..	..	..	..
	(c) Travelling (Staff) ..	..	..	7	23	26
	(d) Travelling (panchayat .. members) ..	..	..	..	27	75
	(e) Miscellaneous: expendi- ture of office—					
	(i) Stationery and postage	26	21	55	36	109
	(ii) Dead stock ..	103	21	76	4	189
	(iii) Rent of the office ..	50	70	22	35	20
	(iv) Miscellaneous: expendi- ture like maintenance of stray cattle etc. ..	..	..	1	18	11
2	Repayment of loan deposits etc.—					
	(a) Interest on loans ..	..	..	..	..	..
	(b) Repayment of loans ..	..	..	..	..	..
	(c) Repayment of advances	..	..	..	490	..
3	Expenditure incurred for activities entrusted to panchayat by Government or any other body ..	..	..	..	..	..
4	Miscellaneous	152	308	66	6	100
5	Expenditure for performing duties prescribed under Rules 18 to 21 of the Gram Panchayat Act—					
	(i) "Community life" ..	..	..	..	..	1
	(ii) Health and sanitation	300	..	..	48	108
	(iii) Education and culture	6	26	20	24	283
	(iv) Public works ..	380	2,354	649	1,472	267
	(v) Agriculture and forestry	..	..	1,169	10	21,065
	(vi) Cattle development and Veterinary services ..	50	250	400	50	7
	(vii) Cottage industries ..	..	..	204	..	20
	(viii) Street lighting ..	..	..	169	192	187
	(ix) Village safety and security ..	..	..	100	..	..
	(x) Contribution for running a free water-booth ..	..	..	50	65	43
	(xi) Promoting of moral conduct	7	..	..	..	..
6	Deposits (at the rate of 10%) (including famine relief fund)	200	200	200	200	200
	Total ..	1,364	3,452	3,788	3,396	22,897

TABLE NO. 4—STATEMENT SHOWING YEAR-WISE AND ITEM-WISE
EXPENDITURE OF THE PANCHAYAT—contd.

(In rupees)

Social No. 1	Particulars 2	1955-56 8	1956-57 9	1957-58 10	1958-59 11
1	General Administration—				
	(a) Salaries of staff	1,151	525	540	487
	(b) Dearness allowance .. ..	..	..	..	..
	(c) Travelling expenditure (Staff) ..	83	61	78	64
	(d) Travelling expenditure (panchayat members)	59	17	..	..
	(e) Miscellaneous expenditure of office.—				
	(i) Stationery and postage	164	186	62	78
	(ii) Dead stock	165	359	3	..
	(iii) Rent of the office	97	96	96	96
	(iv) Miscellaneous expenditure like maintenance of stray cattle etc ..	12	20	12	165
2	Repayment of loan deposits etc.—				
	(a) Interest on loans .. ..	..	..	..	..
	(b) Repayment of loans	5,040	4,872	4,829	4,648
	(c) Repayment of advances	17	..	1,031	2,386
3	Expenditure incurred for activities en- trusted to panchayat by Government or any other body .. ..	..	7,698	11,855	353
4	Miscellaneous	159	..	..	..
5	Expenditure for performing duties prescribed under Rules 18 to 21 of the Gram Panchayat Act.—				
	(i) "Community life" .. ..	..	..	..	..
	(ii) Health and sanitation	158	398	285	486
	(iii) Education and culture	2,431	1,732	1,930	2,973
	(iv) Public works	222	38	72	..
	(v) Agriculture and forestry	2,003	9,513	8,031	5,022
	(vi) Cattle development and veteri- nary services	78	77	220	290
	(vii) Cottage industries	10	135	..	..
	(viii) Street lighting .. ..	..	1,152	436	469
	(ix) Village safety and security .. ..	..	..	..	..
	(x) Contribution for running a free water-booth	61	58	62	60
	(xi) Promoting of moral conduct .. ..	..	..	..	..
6	Deposits (at the rate of 10%) (including famine relief fund)	500	500	..	1,000
	Total	12,410	27,446	29,542	17,877

TABLE No. 5—contd.
ACTIVITIES FOR THE YEAR 1954-55

Activities reported	Remarks
1. Dead cattle disposal .. .. .	.. .. The panchayat deals with it but no record has been maintained.
2. Preparation of manure .. .. .	.. .. The panchayat has its own manure pits and the records show an equal amount of income and expenditure of Rs. 405 under this head. However, turnover in quantity is not indicated.
3. Cattle pound .. .. .	.. .. This is a measure against stray cattle but the record does not show the number of cattle impounded.
4. Sale of wood .. .. .	.. .. The records show an income of Rs. 232 from sale of dry wood from the panchayat owned trees. The quantity is not given.
5. Experimental farm .. .. .	.. .. The panchayat purchased an agricultural farm of 40.31 acres at a total cost of Rs. 21,000 and has reported an expenditure of Rs. 1,500 during the year.
6. Ceremonies .. .. .	.. .. The panchayat observed children's day on 14th November and has distributed sweets worth Rs. 1.25nP.
7. Health and sanitation .. .. .	.. .. Major activity under this head was sweeping the village lanes; an expenditure of Rs. 168 has been shown against it.
8. Library .. .. .	.. .. The panchayat maintains a library consisting of 400 books and during the year under reference an amount of Rs. 28.15 nP. is shown as expenditure.
9. Radio .. .. .	.. .. The panchayat purchased radio set at a total cost of Rs. 234.94 nP. for community listening.
10. Repair of Roads .. .. .	.. .. The panchayat has incurred an expenditure of Rs. 325.75 nP. for the repair of an approach road of two miles length.
11. Reserved forest .. .. .	.. .. The panchayat has incurred current expenditure of Rs. 85.10 nP. on its forest of 80 acres in area.
12. Veterinary .. .. .	.. .. The panchayat has shown expenditure of Rs. 7.00nP. on medicines for treating animal disease, in the village. The number of animals treated is not recorded.
13. Summer drinking water facility on approach road.	The panchayat maintains this facility for passengers. This year an expenditure of Rs. 42.25 nP. has been recorded.
14. School building .. .. .	.. .. The panchayat contributed Rs. 24,500 towards the construction of school building.
15. Balmendir building .. .. .	.. .. The panchayat also contributed a sum of Rs. 8,500 towards constructing a <i>balmendir</i> building.
16. Grass godown .. .. .	.. .. The panchayat incurred an expenditure of Rs. 5,200 towards construction of this building.

TABLE No. 5—contd.
ACTIVITIES FOR THE YEAR 1955-56

Activities reported	Remarks
1. Dead cattle disposal	As in the case of the year 1954-55.
2. Preparation of manure	No figures of quantity of manure have been kept.
3. Cattle pound	In this case also the number of animals has not been recorded.
4. Experimental farm	The panchayat continued the management of the farm described in the year 1954-55.
5. Health and sanitation	Sweeping the village lanes; it conducted "Bal-pradar shan" (child show) and distributed prizes.
6. Radio	The panchayat has continued to give this facility to the villagers.
7. Library	The panchayat has continued the facility.
8. Repair of lanes	About 150 yards of village lanes were repaired.
9. Crop protection	The panchayat purchased 2 spraying pumps and 1 dustgun for spraying insecticides.
10. Reserved forest	The panchayat continued looking after the forest.
11. Veterinary	Facilities under this head were extended.
12. Self development and basic training	An amount of Rs. 10 was distributed as prizes for spinning competition held on 2nd October.
13. Summer drinking water facility ..	As in the case of the year 1954-55.
14. Small savings	The panchayat also worked as an agent for the small savings drive and an amount of Rs. 520 was collected.
15. Grass compound	The panchayat incurred an expenditure of Rs. 10,000.
16. Play-ground for children	The panchayat also provided a playground with equipments. An amount of Rs. 3,450 was spent.

TABLE No. 5—contd.
ACTIVITIES FOR THE YEAR 1956-57

Activities reported	Remarks
1. Preparation of manure	As in the case of 1954-55.
2. Sale of plots	The panchayat sold newly laid plots.
3. Cattle pound	The panchayat impounded 18 animals this year.
4. Experimental farm	The managerial activities of the panchayat on the farm continued.
5. Health and sanitation	Besides usual activities, the panchayat also conducted a competition for house decorations (Gruh-sushobha).
6. Library and radio	The usual activities continued.
7. Adult education	Petromax and other equipment were purchased for the adult literary classes. No other details are recorded.
8. Reserved forest	Routine supervision was conducted.
9. Veterinary	Medicines were supplied for treating the cattle.
10. Self dependance	A new Ambar Charkha was bought; prizes were distributed for spinning.
11. Lighting	The panchayat provided 32 electric street lights in the village.
12. Summer drinking water facility ..	As in the case of item 13 for the year 1954-55.
13. Children's playground	An amount of Rs. 6,000 was spent for the provision of playing equipment etc.
14. Genes godown No. 2	Another godown was constructed at a cost of Rs. 17,000.

TABLE No. 5—contd.
ACTIVITIES FOR THE YEAR 1957-58

Activities reported	Remarks
1. Preparation of manure	As in the case of the year 1954-55.
2. Cattle pound	The panchayat impounded 24 stray animals.
3. Health and sanitation	As for 1956-57.
4. Library and radio	The usual activities continued. The old radio was sold.
5. Repair of lanes	Usual repair works were undertaken by the panchayat.
6. Experimental farm	Apart from the managerial duties nothing significant was done.
7. Reserved forest	—do—
8. Veterinary	Animals were treated. The number of animals treated has not been recorded.
9. Lighting	As for 1956-57.
10. Summer water facility	As for 1954-55.
11. Small saving	The panchayat collected an amount of Rs. 520.
12. School compound	The panchayat contributed Rs. 7,500 towards the construction of a compound wall around the school building to protect the building and the garden from stray cattle.
12. School well	The panchayat contributed a sum of Rs. 12,000 towards the construction of a well.

TABLE No. 5—concl'd.
ACTIVITIES FOR THE YEAR 1958-59

Activities reported	Remarks
1. Preparation of manure	As in the case of the year 1954-55.
2. Cattle pound	This year 15 stray animals were impounded.
3. Health and sanitation	Sweeping the village lanes.
4. Balmandir	Supervisory function; current expenditure was met.
5. Library	Usual activities continued.
6. Experimental farm	Supervisory functions.
7. Reserved forest.. ..	—do—
8. Veterinary	Sick cattle of the village were treated; the number of cattle however is not given.
9. Lighting	As for 1957-58.
10. Sanitary well	An expenditure of Rs. 353 was incurred by the panchayat for laying of pipes.

**PAGANERI PANCHAYAT, DISTRICT RAMANATHAPURAM,
MADRAS**

I

Area and population:

1.1 The village is situated in the north-east part of Sivaganga Taluk of Ramanathapuram district and has an area of 3.15 sq. miles. It looks very neat with parallel streets and terraced houses, arranged in two separate blocks, the old and the new. The old block consists of houses belonging to the Kallar Caste and the new of the houses belonging to Chettiar caste. Some of the newly built houses have latest sanitary fittings, including latrines. Houses of this type belong to the Chettiar Caste who have earned a lot of money from business in Burma, Ceylon and Malaya. The houses of members of the other castes in the old block are pucca but not with sanitary fittings and latrines. The 1951 Census recorded a population of 3,070. In 1959, the administration report of the panchayat recorded a figure of 4,200. Total number of households were 739 as per 1951 Census. The village officials and other knowledgeable persons estimate a total number of 750 households in 1959. This increase in the number of households is accounted for partly by the return of some Chettiar families from Burma, Malaya and Ceylon since 1951.*

Occupational pattern and caste-groups:

1.2 The traditional cultivators²⁴ belong to Kallar or Ambalam caste; they have 350 households. The other predominant caste is that of Chettiars who number about 300 households. Many enterprising persons of this Community had gone to Burma, Malaya and Ceylon, and earned and saved a lot of money as money lenders. After the emergence of Independent Burma, Malaya and Ceylon, stringent money-lending legislations in these countries compelled most of these people to return to India. Those who stayed at home engaged themselves in commercial activities and money-lending. Very few from this community have been following cultivation as a profession. Out of an estimated number of 454 owner-cultivating households, barely 60 are from this community. Besides the Kallars (Ambalams) and Chettiars, there is a sprinkling of Brahmins, Pillais, Melakars, Naidus, Muslims and Harijans. The Brahmins worked mainly as accountants of rich Chettiars. Their financial position has been affected adversely with the return of many Chettiars from South East Asian Countries. The Brahmin families number about 20.

1.3 There are ten families of Melakars, who are the descendants of old Devadasia. Some of them are reported to be leading respectable life now. One person from this caste is a member of the panchayat. Harijan households are sixty in number. Most of their members are labourers. Some ten families of them are also owner-cultivators.

*For details see Appendix Table No. 1.

1.4 According to the 1951 Census, the population of the village was 3,070 which was distributed as follows:—

	No.	Percent- age
1. Cultivating owners	1,053	34.3
2. Cultivating tenants	100	3.2
3. Agricultural labourers	351	11.4
4. Non-cultivating owners	100	3.2
5. Artisans	200	6.5
6. Trades/professions	352	11.5
7. Others	604	19.7
Total	3,070	100.0

Under 'Trades/Professions' all commercial classes like general merchants, vegetable vendors, cattle dealers etc. are included. All other unclassified persons are included under 'Others'.

1.5 Some of the main industries and crafts of the village and the number of households following them are as given below:—

1. Blacksmithy and carpentry	6 families
2. Goldsmithy	16 ..
3. Cobblery	33 ..
4. Tailoring	10 ..
5. Basket weaving	Almost all Chettiar women do basket weaving as traditional occupation.

Position of women:

1.6 Women belonging to the two predominant castes do not mix freely with the women of other castes. So a *mahila mandal* could not be formed here. But in some rich families they are progressive. For example, one girl from this village is studying in a Medical College.

1.7 In marriages a large amount of money is spent for purchasing jewels and for dowry. Among the Chettiars, the expenses for an average marriage come to about Rs. 30,000. Among the other castes the expenses are less.

1.8 In the marriage among the Chettiars, the tying of the sacred thread (Thali) round the neck of the bride is done by an elderly member of the community who charges for the performance of this rite a fee varying from Rs. 25 to Rs. 100. But this custom is changing with the bridegroom himself performing the rite. Among the Kallars, however, the bridegroom's sister ties the sacred thread.

Nearness to pucca road and contact with urban area:

1.9 The village is connected by a pucca road to the taluk headquarters, Sivaganga and the district headquarters, Madurai. The link road was laid by the people themselves some 45 years ago. Madurai is about 40 miles from the village and Sivaganga 18 miles away. Some people go there to see pictures and some for business. There is a direct bus service to Madurai which has been in existence since long. Some local traders get their wares from Madurai which is the second biggest city in Madras State. Some children of well-to-do families are studying in high schools at Madurai even though there is a high school in the village.

Cropping pattern:

1.10 The cropping pattern in the village has not recorded any change for a long time. Only two crops are raised in a normal year, viz., paddy and green-gram. Paddy is sown in October-November and harvested in February-March. As per revenue records all of the paddy area i.e. 866.86 acres, is irrigated by tank water. Greengram is a dry crop and is raised in unirrigated land. It is also grown from October to February. Agriculture depends on north-east monsoons which breaks in the month of October and continues till February. In other months, there would not be sufficient water in the tanks for cultivation. There are no irrigation wells. Even tank irrigation is possible only during the normal years when there is a rainfall of at least 30". In abnormal years tanks which depend upon rainfall become dry and paddy crops are destroyed. For the past 5 or 6 years rainfall has been scanty; but this year (1959) it is almost normal.

1.11 Since the opening of the N.E.S. Block in 1956, farmers have begun to use fertilizers; but the yield has not increased as expected due to scarcity of water for irrigation. Plant diseases are also checked now by the use of pesticides.

Land-holding pattern:

1.12 Out of 750 households in the village, about 300 or 40 per cent are without any land. 200 households own land upto 2 acres. The following is the classification of land-holders by size:

TABLE 1.1—LAND HOLDING BY SIZE

Serial No.	Acres	Households	Percentage
1	Upto 2	200	44.1
2	2—5	200	44.1
3	5—10	30	6.6
4	10—15	20	4.4
5	15—25	2	0.4
6	Over 25	2	0.4
Total		454	100.0

The land holdings, not exceeding 5 acres, account for 88 per cent. Large-size holders are few. This is due to the fact that the rich Chettliars do not invest money in land. They are traditional money lenders charging an interest of 12 per cent per annum. They invest their money in buildings or in gold and jewels. Only 11 per cent of the land-holders have land between 5 and 15 acres; and only 1 per cent above 15 acres.

Community facilities:

1.13 The village is fortunate in having received generous donations from its wealthy residents. The philosophy of community development through mutual co-operation and contribution for the welfare of the village community is not a new thing to this village. The 'Nagarathars', an organisation of the Chettiar community collects contributions from each Chettiar family in the village towards a

common fund. Out of this fund, they contribute for activities of general welfare as well as feed the poor every year during the days of temple festivals.

1.14 The first community work with cent per cent contribution from the people was accomplished some 45 years ago, i.e. in 1915, when the four mile pucca approach road, connecting this village to Madugapatty-Tiruppathur highway, had been laid at a cost of about Rs. 7,000. This road is being maintained by the District Board. The cost of construction of the road was met by the 'Nagarathars' from their funds. The second community work was executed in 1938-39; another road of a length of 6 miles was laid to connect another village named Chokkanathapuram. The estimated expenditure on this road was Rs. 10,000 and the whole of it was met by peoples' contribution, i.e. from the funds of the 'Nagarathars'. This road is also maintained by the District Board. Another work undertaken without any government aid was the construction of an elementary school building in 1950 at a cost of Rs. 5,000. This is also maintained by the District Board and the building is in good condition.

1.15 In 1952 a resident of the village donated Rs. 35,000 for the construction of a high school building. The government also agreed to contribute an equal amount. But the construction of the building has not been completed. The reason is that the site selected was under dispute and it was settled only recently. The building is half way through and is expected to be complete by the next year. The school is now located in a small rented building. The village has got a very good library with books worth more than Rs. 50,000. They were donated by a resident of the village. The cost of the building itself is Rs. 25,000; it was donated by the 'Nagarathars'. The library was opened in 1939.

1.16 The above community facilities were created during the pre-block period. The works accomplished during the block period may be seen from the following table:—

TABLE 1.2—WORK DURING THE BLOCK PERIOD

Works	Cost	Date of completion	Panchayat's contribution	People's contribution	Government or Block's contribution
1	2	3	4	5	6
	Rs.		%	%	%
1. Road (Furlong) ..	2	1,850 Dec. 58	25	15	60
2. Culverts (Nos.) ..	2	2,100 Dec. 58 Feb. 59 March 59	25	15	60
3. Radio centre (Nos.) ..	1	800 March 58	Nil	50	50
4. Bath rooms for Harijans (Nos.) ..	2	600 March 58	..	Nil	100
5. Elementary school building (Nos.) ..	1	12,000 March 57	..	50	50
6. Park and Radio (Nos.) ..	1	6,000 1957	..	100	Nil

1.17 One person donated Rs. 20,000 and 80 cents of land in 1955 for the construction of a maternity hospital. The block contributed an equal sum. The work has not yet been started due to technical and procedural delays. Besides the above works, a first-aid veterinary centre has also been functioning in the village.

1.18 There are three cooperative organisations in the village—a credit society, one cooperative store and one rural housing society. The credit society has been formed recently and has not started functioning yet. The rural housing society is dormant. The cooperative store is functioning for the last five years and doing good business as may be seen from the following statement:—

<i>Cooperative Store</i>	<i>Rs.</i>
Share Capital	10,290
Reserve Fund	2,785
Total purchases for the year 1958-59	71,489
Total Sales for the year 1958-59 ...	78,315

1.19 In their latest meeting on 28th December 1959, the panchayat board resolved to move the authorities for the construction of an overhead tank for protected water supply. They have also resolved to construct a bus stand with proper protection for buses halting at night.

Leaders of the village:

1.20 There is one very influential leader in the village. He is not much educated but possesses a very wide and varied knowledge of national and international affairs. He is a leading member of one political party and is held in esteem by the villagers belonging to all castes. Sometimes people with petty disputes go to him for settlement; and his advice is generally accepted by them. He is a strong protagonist of the Panchayat as a village democratic organisation.

1.21 Another leader belongs to the Kallar caste and is a member of the same party. He is one of the active members of the Block Development Committee. He is also respected; and obeyed by all his caste people and the Harijans. He had also undergone imprisonment during the national movement. Although not a member, he has contributed a good deal to the smooth working of the panchayat.

1.22 There is one leader of the Pillai caste. He is a panchayat member also. He controls his caste people but has no political leanings whatsoever. He is respected by the other leaders of the village and was elected unanimously to the panchayat board.

1.23 The present Panchayat President is the leader of the younger generation. He was elected unanimously. His father donated Rs. 35,000 for the construction of a high school building in the village in 1952. He belonged to the same party as the first two leaders but has now become a follower of another party. He has a good following among the younger generation of all castes.

1.24 Another leader of the village is a Chettiar. He is the vice-president of the Panchayat. He is respected by all, but more so by his own community. He also belongs to the same political party as the

president. His leadership has emerged only during the last five years. He has done a good deal for the panchayat.

Ad hoc groups or committees:

1.25 There is a village Development Committee consisting of all the panchayat members and five other persons from the village. It was constituted early in 1959 to suggest development schemes for the village to the block. It was formed in accordance with the directives of the block. Since its formation, however, the committee has not done any work.

1.26 A village Agricultural Association was formed in the middle of 1958 by the leading farmers of the village. The gram sevak who resides in this village encouraged them in this. It has a membership of 50. The Association recommends names of its members and non-members for fertilizer permits; and the block authorities give due weight to its recommendations. The Association has contributed half the cost of Rs. 180 for the purchase of a radio for their centre, an equal contribution being made by the block. They meet in the radio centre, listen to radio talks and discuss agricultural matters among themselves. The gram sevak of the village is the adviser to the Association. The Association has no connection with the village panchayat. It is a voluntary, autonomous body of the village farmers. Two panchayat members are members of the Association in their personal capacity. Almost all the members take interest in the working of the Association.

Social relationship:

1.27 Social relationship between various communities is based on caste. Inter-caste social gatherings are very uncommon in the village. But male members attend weddings outside their own castes also. Social intercourse among female members of different castes is very rare; but males do visit families of other castes.

1.28 Harijan children study in schools along with other children. The Harijans also participate in the fairs and festivals held outside the temple premises. But they do not enter caste Hindu temples, though there is no ban on their entry.

Traditional panchayats:

1.29 The major castes have got their traditional communal bodies. The caste organisation of the Kallars is called 'Nattars' and that of Chettiars is called 'Nagarathars'. They were very powerful in olden days. They are still functioning in a limited sphere. For the other castes there is a common body called 'Desathars'.

1.30 The "Nattars" has got its own building. This body consists of six persons with a secretary nominated by the Kallar community. The "Nattars" collects funds for common caste festivals in temples. It has prohibited rearing of goats and lambs in the village in the interest of preservation of plants. This directive has been followed by others also. It nominates members from the community to the panchayat. When this body nominates certain persons to the panchayat, nobody from the community will oppose them. In old days this body used to give decisions even on criminal acts committed by the members of the community, but this is not in vogue now.

1.31 The caste panchayat of the Chettiars "Nagarathars" consists of six members and a secretary. They are nominated by the Chettiar community and the members are selected on the basis of their good character and merit. There is no time limit for their tenure of membership. This body has large funds and has done much for the welfare of the village. This body also tries to settle intra-communal disputes. It also nominates members from their community to the panchayat board and nobody opposes them.

1.32 The two bodies mentioned above work in cooperation for the welfare of the village. They have an understanding as to the number of panchayat members to be elected from their respective communities. Each nominates six persons to the panchayat. These members are returned unopposed. 'Desathars' is not as influential as the other two and nominates members to the panchayat from minority castes.

1.33 According to their convention the Chettiar Community would have the presidentship for a term and their body "Nagarathars" would nominate him. The other community, Kallars, would accept him. For the next term the "Nattars" would nominate a Kallar for the presidentship and this would be accepted by the other body. It has also been decided between them that when a Chettiar president holds office, the office of vice-president would be held by the other community, the Kallars, and vice-versa. By these conventions, contests have been avoided for the panchayat Board elections from the very beginning of its formation in 1949. These bodies have played a vital role in the development of the village. They have been playing a greater role as arbiters of communal disputes and inter-family wrangles. But, with the advent of the present Judicial system coupled with the lessening of traditional communal ties among the people, their judicial role has lost much of its former glory and importance.

1.34 It has been ascertained from knowledgeable persons that there are no factions either in the village or in the panchayat. Of course, there are individual rivalries and family jealousies. There are heated debates in the communal bodies before a person is nominated for panchayat membership, but once the decision is taken, it is respected by all.

II

GROWTH OF THE INSTITUTION

2.1 Since the nineteen twenties the village had been participating in the struggle for national liberation. Mahatma Gandhi visited the village twice, in 1926 and 1933. Some persons from this village were very active members of one political party. Some held various positions in the District Board and in the executive of the same political party. This party was very popular in the village until recently. But, now its hold on the younger generation is not so strong.

2.2 Early in 1939, the village leaders wanted to form a village panchayat and they pressed the Government for it. In 1940, the Government issued a notification allowing the formation of the panchayat. But soon after that, the country plunged into the national struggle. Gandhiji's call to the nation reached this village also. The leaders of the village joined the national movement. They were

arrested and kept behind bars till 1947. During this period the leaderless village came under the influence of some vested interests. These vested interests who were mainly rich Chettiars, approached the then Government and successfully persuaded it to cancel the notification issued earlier for the formation of the panchayat. They did this because they were afraid of the taxes that the panchayat might levy.

2.3 Thus, the village had nobody to work for the formation of the Gram Panchayat till all its leaders were released. The leaders then approached the national Government. In 1948, another notification was published for the formation of the panchayat and in April 1949 it was formally established. The panchayat covers only one village, Paganeri, and is a Class II panchayat. Those panchayats whose annual income is less than Rs. 10,000 and cover a population of less than 5,000 are classified as Class II. Class I panchayats should have an annual income of more than Rs. 10,000 and a population of more than 5,000.

Membership and election :

2.4 The number of members in panchayat depends on population. For a population of 500 to 700 there are 5 members and for every increase of 200 in population, one more member is added, subject to a maximum limit of 15 members. During the term 1953—59, the president and the vice-president had been directly elected. The president and vice president of the present panchayat, constituted in May 1959, were elected from the members as per latest legislation. The panchayat members' general opinion is that indirect election of panchayat president and vice-president, as is done now, is better than the former system of direct election.

2.5 The method of election is by secret ballot. The basis of representation is ward but one seat is reserved for Harijans. Since the formation of this panchayat in 1949 there has been no contest. It has been so due to the convention laid down by the traditional communal bodies as already described earlier. The Harijans themselves nominate one member from amongst them to the panchayat. The term of the first panchayat ended in December, 1952. In January, 1953 another panchayat was formed. Its term of office ought to have ended in 1956 as the statutory tenure was for three years, but the Government of Madras then extended the term of all panchayats for another three years by a Government Order. So the second panchayat continued upto April 1959. The third and the present panchayat was formed in May 1959. Its tenure is for five years as per latest Panchayat Act.

President :

2.6 All the panchayat presidents belonged to respectable and wealthy families, and came by rotation from the two major castes. Their words were obeyed and they were all held in high esteem by the villagers belonging to all castes. The present panchayat president, being an educated youngman, knows panchayat rules. He is interested in panchayat work and devotes his full time to it. He is respected by the villagers for his impartiality. His relations with village officials

*For details: see Appendix Tables No. 2 and 3(a).

like the Patwari and the Gram Sevak are quite normal. But they generally work in their own spheres, as there is no statutory relationship between them.

Panchayat secretary:

2.7 The panchayat has no secretary as it is only a Class II Panchayat. The president himself is the executive authority as per rules. But it has appointed a clerk who is paid from its funds; he does almost all the work which is generally done by a secretary. His duties are to maintain minutes of the meetings, registers pertaining to taxes, collection, arrears, etc., and to do the routine correspondence. He has studied upto Intermediate standard and is able to carry out his functions effectively. To help him, there is a bill collector. The bill collector is responsible for the collection of taxes and serving of demand notices to the assesseees in time. He is also paid from the panchayat funds.

Meetings of the panchayat:

2.8 Ever since its formation, the panchayat has been functioning with considerable cohesion and unanimity of opinion. All the resolutions were passed without any divisions. Sixteen meetings were held in 1953-54 and none was adjourned. Important actions taken during the year were:

1. Street lights extended;
2. Increased Rate of House Tax from 2 annas to 4 annas for every hundred rupees of total capitalized value of a house;
3. Appointed a fulltime clerk.

2.9 Seventeen meetings were held in 1954-55 and 3 were adjourned for want of quorum. One-third of the sanctioned strength of the panchayat constituted the quorum. The following were the important decisions of the panchayat during that year.

1. Construction of a slaughter house;
2. Construction of 3 culverts; the Government granted half the cost.
3. Request Regional Transport Officer to introduce a bus route through the village;
4. Invitation to the Chief Minister to unveil the portrait of Gandhiji;
5. Construction of two ramps.

All the above except item 2 were implemented fully.

2.10 Sixteen meetings were held in 1955-56 and two were adjourned for want of quorum. The important actions of the year are given below:

1. Road repaired by the Auxiliary Cadet Corps. Panchayat met the cost of providing meals;
2. Sanction accorded for the construction of three culverts, resolved in the previous year;

3. Repaired roads and streets damaged by cyclone and heavy rain;
4. Purchase of daily newspapers for the panchayat reading room; (It was implemented in the financial year 1956-57);
5. Licence for the touring talkies recommended;
6. Decided to write off the vehicle tax assessed on persons affected by cyclone.

2.11 During the year 1956-57 twelve meetings were held and one was adjourned for want of quorum. This year no decisions of importance were taken. The vice-president was in charge of the panchayat due to the resignation of the president on grounds of personal inconvenience. The vice-president could not get the confidence of other members and some of the members were even hostile to him. Hence, during his tenure no important decisions were taken by the panchayat. Early next year a new president was elected.

2.12 In 1957-58 eighteen meetings were held and two adjourned for want of quorum. Important actions of the year are given below:

1. A park was opened. The panchayat presented an address to the donor who had given Rs. 8,000 for the park;
2. Metalling of some roads taken up;
3. Condolence meeting to mourn the death of the donor who had given money for the park;
4. Provided a grant for the midday meal scheme of the Madras Government for the primary school children.

2.13 During the year 1958-59, twenty meetings were held and there was only one adjournment for want of quorum. Important decisions of the year are as follows:

1. Construction of a culvert with half the contribution from the block;
2. Licence to touring cinema recommended;
3. Removal of the slaughter house from its present location as it was very near the touring cinema tent;
4. Recommend to the District Board to immediately take up construction of Maternity Hospital for which Rs. 20,000 were deposited by a donor four years back;
5. Removal and election of a new member: (The removal was occasioned by the member's absence for three consecutive panchayat meetings);
6. Election of five outsiders for membership of the village Development Committee as per block directives;
7. Send a petition to the District Collector for the construction of an over head tank.

But for items 4 and 7, all others were fully implemented.

2.14 During the year 1959-60 (from 1st April 1959 to 31st December 1959) eleven meetings were held and four were adjourned for want of quorum. The following are the important decisions taken during this period.

1. Welcome address to the Chief Minister;
2. Welcome address to the Mayor of Madras;
3. Approval to the opening of two children's parks; the block contributing half the cost;
4. Form a panchayat sub-committee of five members to submit a report for taking suitable action for the construction of an over-head tank and a bus stand.

Changes in the functions and responsibilities:

2.15 Since its formation in 1949, the panchayat has been responsible for the maintenance of street lights, roads and streets, sanitation etc., within its area. From 1955 the panchayat has been assigned civil judicial functions, not involving sums more than Rs. 100. After the formation of the Stage I Development Block, Kalayarkoil, in April 1956, the development functions of the panchayat increased. This was mainly due to the desire on the part of the panchayat to utilize the 50 per cent contribution given by the block for the construction of culverts and other works. Consequently, its influence in the village has increased and it is regarded as a new force to be reckoned with in matters pertaining to village development.

Relations with other Bodies:

2.16 *General body of villagers*—There is no such body as there is no provision for it in the Madras Panchayat Act. The panchayat board's accounts are checked only by the Block Extension Officer for panchayats and they are also available to members, if desired. Budget, accounts and achievements are submitted to the District Panchayat Officer every year.

2.17 *District Board*—There is no contact between the District Board and the panchayat board in any administrative matter. It is only in certain works, like the construction of a school building, that the District Board contributes a part of the total cost. It is in no way a supervisory body over the panchayat board. From 1st January 1960 the District Board were to cease functioning giving place to the District Development Council which is being formed.

2.18 *Panchayat and Co-operative*—They work independently of each other. There has been no attempt so far to bring about any co-ordination between their functions. Some panchayat members are members of the village cooperative society but their membership of the society is entirely in their individual capacity and has nothing to do with their membership of the panchayat Board.

Inspection:

2.19 Till the formation of the block, the Panchayat Board used to be inspected twice a year by the Deputy Panchayat Officer who was in charge of about 50 panchayats. This officer used to audit the accounts of the panchayat and issue audit objections, if any. The panchayats were expected to clear the audit objections; and the officer in

the course of his subsequent visits was expected to see that his instructions were carried out. It was his duty to see that the panchayat adhered to the rules framed by the State Government. Besides this, he was authorised to check and measure the panchayat's original works costing upto Rs. 500 and repair works costing upto Rs. 800.

2.20 With the formation of the block, the Deputy Panchayat Officer became the Extension Officer for panchayats under the block set-up. All his former functions are retained in the new set up. Only his designation has changed. Under the new set up, the Block Development Officer has become his administrative superior through whom only he can now correspond with his district technical officer viz. the District Panchayat Officer. The extension officer for panchayats is doing the extension work also. He advises the panchayat about the works that could be undertaken by it with the assistance of the block.

Financial position :

2.21 The budget is prepared by the panchayat itself and sent to the District Panchayat Officer for approval. The bill collector is responsible for the collection of taxes after the rates and assessments are determined by the panchayat board. So far no budget has been disapproved by the District Panchayat Officer.

Income :

2.22 The main sources of income in 1954-55 were the house tax which brought Rs. 2,831.31 (45.5 per cent) of the total income and the surcharge on stamp duty which brought Rs. 1,458.36 or 23.4 per cent. Arrears of the house tax were very heavy. This was due to the increased rate of house tax from that year. Upto 1953-54 the rate was 2 annas for every Rs. 100 of the capitalised value of a house. From 1954-55 the rate was increased to 4 annas. Details of income and arrears since 1954-55 are given item-wise in Appendix Table No. 3.

2.23 In 1955-56 house tax collection came to Rs. 2,982.19 (35.7 per cent) and the arrears were reduced slightly from those of the previous year. The reduction in house tax arrears was being effected progressively over the last five years. This is indeed a welcome feature of tax collection. During this year income from surcharge on stamp duty showed a marked decrease from that of the previous year (from Rs. 1,458.36 to Rs. 848.85) and formed only 10.2 per cent of the total income. This was due to a decrease in the number of cases of transfer of property and other registered transactions during the year. In this year the area had its worst cyclone and rain. There were heavy arrears in vehicle tax. In this year a touring cinema was given a licence and the entertainment tax amounted to Rs. 1,420.62. This source of income grew in importance year by year. The panchayat board is entitled to 90 per cent of the entertainment tax collected by the State Government from its jurisdiction.

2.24 During 1956-57 the entertainment tax figured prominently as a source of income. It contributed Rs. 2,711.31 (30.7 per cent). House tax collection was Rs. 2,841.08 (32.2 per cent) while surcharge on stamp duty accounted for Rs. 1,083.00 (12 per cent). House tax arrears were further reduced during this year.

2.25 In 1957-58 house tax collection amounted to Rs. 2,386.53 (25.8 per cent) and its arrears were only Rs. 920.17. Entertainment tax brought Rs. 1,754.15 (18.9 per cent), while surcharge on stamp duty accounted for Rs. 2,226.46 (25 per cent). The increase in surcharge was due to larger number of transfers of land and other registered transactions during the year.

2.26 The year 1958-59 showed a significant increase in the income from entertainment tax which amounted to Rs. 6,258.53 (36.8 per cent). This was due to the fact that the cinema house was running almost throughout the year. During previous years it used to run for only 3 to 4 months. House tax collection amounted to Rs. 2,693.59 (15.7 per cent) and its arrears were only Rs. 862.63. Surcharge on stamp duty brought Rs. 2,384.43, which marked a slight increase over the previous year's collection. The significant fact in this year was that entertainment tax replaced the house tax as a major item of tax revenue.

2.27 The total income per year over the last five years shows a progressive increase from year to year as may be seen from the following table:—

Year	Total Income
1954-55	6,230.09
1955-56	8,343.52
1956-57	8,820.75
1957-58	9,267.00
1958-59	16,971.38

The panchayat has a total saving of Rs. 13,409.66 as on 31st March 1959.

Tax appeals:

2.28 The villagers can appeal to the panchayat board for reduction in taxes assessed on them. The panchayat board during its sittings considers each case on merit and decide the issue. In the cases of genuine poverty of the individual concerned, the tax assessed is even written off. Tax appeals for the year 1958-59 are briefly described below.

2.29 There were two appeals against the profession tax and seven against the house tax during that year. Out of the former, one was rejected. One clerk working with a rich man was assessed Rs. 2 as profession tax on an assessed income of Rs. 200 per mensem. He appealed that his income did not amount to so much and hence requested reduction. The panchayat was not convinced of this and, therefore, unanimously rejected the appeal and confirmed the assessment. The other profession tax appeal was accepted and the assessed amount was reduced from Rs. 30 to Rs. 25. All the seven appeals against house tax were accepted. Out of these, four individuals were given full relief, in view of their poverty. In the remaining three cases, varying reductions of tax were made.

2.30 It may also be mentioned that all the Harijan houses are exempted from paying house tax, because all these are considered too small for assessment. All decisions of the panchayat board are binding on the parties concerned. No appeal is allowed against its decisions.

Expenditure:

2.31 Expenditure, item-wise and year-wise, is shown in Appendix Table No. 4. The major item of expenditure in 1954-55 was lighting which amounted to Rs. 1,515.12 (36 per cent of the total recurring expenditure). The next in importance were the establishment charges which came to Rs. 842 (20.5 per cent). These included pay of clerk, bill collector and the rent of the building in which the office of the panchayat board is located. The contingency charges came to Rs. 423.31 (10 per cent) and included purchase of stationery, stamps and other office equipment. Expenditure on road and street maintenance (Rs. 505) included minor repairs like gravelling and levelling. The salary of sweepers is included under the item public health conservancy. It amounted to Rs. 610 (14.5 per cent).

2.32 There was not much change in the pattern of expenditure in 1955-56 except for the following items. Contingency charges increased to Rs. 1,323.60 (20.1 per cent). This was due to the purchases of fans, a wall clock and some office furniture. Expenditure under public health and conservancy almost doubled during the year. This was due to the doubling of the conservancy staff from 2 to 4, each being paid a salary of Rs. 25 p.m. Other items of expenditure did not show any significant change.

2.33 In 1956-57 the expenditure on lighting amounted to Rs. 3,001.75 (45.5 per cent of the total recurring expenditure). The expenditure on reading room was incurred for the purchase of journals, daily newspapers and other periodicals for the first time during this year.

2.34 In 1957-58 the establishment charges increased to Rs. 1,274.39 (16.2 per cent). This was due to an increase in the allowances of the clerk and the bill collector. Expenditure on road and street maintenance increased to Rs. 1,908.3 (25.1 per cent). This was due to repair and metalling done on some roads. Other heads of expenditure did not show any marked change.

2.35 In 1958-59 two more sweepers were employed and this resulted in increased expenditure under public health and conservancy. The expenditure rose to Rs. 2,187.00 (26.6 per cent of the recurring expenditure of the year). Under non-recurring expenditure, Rs. 2,262.85 were spent on the construction of a 2 furlong road and Rs. 498.67 on a culvert. Another item of non-recurring expenditure (Rs. 507.17) was the purchase of radio and sports goods and equipment for children. The expenditure this year under the item 'others' showed an increase. This was due to the expenses incurred on the removal of the slaughter house to another site.

Activities:

2.36 Since its inception the panchayat has been discharging routine functions like street lighting, road maintenance, sanitation etc. In accordance with the provisions of the Village Court Act 1906, judicial functions were assigned to it in 1955.

2.37 Before the formation of the panchayat in 1949, all the 50 electric street lights then existing in the village had been installed and maintained by the villagers themselves through the "Nagarathars"

and the "Nattars". They were taken over by the panchayat after its formation in 1949. In 1955 the panchayat constructed a culvert wholly at its own cost and also installed 37 more electric street lights in the village. After the formation of the block in April 1956, the panchayat took up the construction of three culverts in collaboration with the block. This work has been done well by the panchayat.

2.38 From 1956-57 the panchayat board is running a free reading room. This is well appreciated by the public. In 1957-58 one park was opened by the panchayat with the help of the donation given by a rich villager. This park is one of the beauty spots of the village. The panchayat has appointed a watchman to look after it.

2.39 In their meeting held on 28th December 1959, the panchayat proposed to take active steps to construct an over-head tank for protected water supply. They are prepared to share the cost of construction with the Government, but they cannot afford to foot the bill singlehanded. There is a proposal to construct a bus stand also in the village, with sheds to cover the buses during night halts. The panchayat is prepared to meet the entire cost for the scheme. It will be a good investment as the buses will pay rent for this accommodation. The people are eager to see these things accomplished as soon as possible.

2.40 The main activities are planned by the panchayat at its regular sittings. All the members take active interest and participate in the deliberations. The execution of the works is done by local contractors. The 'Nagarathars' and 'Nattars' play a significant role in securing donations and mobilizing collections from the villagers.

Judicial Functions of the panchayat:

2.41 The board meets once a week as the panchayat court to consider cases of civil litigation not involving sums of more than Rs. 100 each. All these are promissory note cases. The panchayat is discharging this duty satisfactorily. This is evidenced by the fact that there has been no appeal against its judgements. Usually the judgements are unanimous.

III

REASONS FOR SUCCESS OF THE INSTITUTION

Influential leadership:

3.1 The village was fortunate in having some influential political leaders. Their influence with the Government of Madras helped the formation of the panchayat in 1949. Later on, the panchayat had the benefit of their mature advice and guidance, which contributed a good deal to its smooth working. Besides them, the rich philanthropic individuals of the village, made large contributions for community facilities. These contributions helped the panchayat in some development works.

The benevolent influence of communal bodies:

3.2 As already mentioned, the communal bodies like 'Nattars', 'Nagarathars', and 'Desathars' have laid down a healthy convention to avoid contest in the election to the panchayat. This convention has been respected by all, as a result of which no rancour or party factions have been created.

Early start and block assistance:

3.3 Ten years ago there were only three panchayats including Paganeri in the present block area. The other 38 were formed only after the inception of the block in 1956. Thus its comparatively long existence and experience helped to lay down definite procedures of work and healthy conventions. It could also avail of financial assistance from the block much more readily than was possible for the other panchayats. This has contributed to its success.

APPENDICES

TABLE NO. 1—VILLAGE DATA

Name of the village	Paganeri.
Name of the Taluk	Sivaganga.
Name of the District	Ramanathapuram
Area (in sq. miles)	3.15 sq. miles.
Population (1951 Census)	3,070
Population on date of visit	4,200
Total No. of households	750 (according to village Karnam)
Distribution of households by high and low castes—	
High—Brahmins 20; Chattiars 280 ;	Total 300
Low—Kallars (Ambalam) 350; Harijana 60;	Total 450
Others 40.	
Distribution of households by size of cultivation holdings (acres)—	
Nil	296
Upto 2	200
2—5	200
5—10	30
10—15	20
15—25	2
Over 25	2
	Total .. 750
Total number of adults 1,837	
Males (4)	884
Females	953
Literacy—	
Literates upto primary	790
Above primary and upto matric	200
Above matric	25
Other professional qualifications	2
Number of persons employed in nearest towns 60	
Occupational distribution of population (As per 1951 Census)—	
Cultivating owners	1,053
Cultivating tenants	190
Agricultural labourers	351
Non-cultivating owners	160
Artisans	298
Trades/Professions/Services	352
Others	666
	Total .. 3,070
Acres	
Net cultivated area	1,586
Doubled cropped area	Nil
Area of tanks	950
Area under forests	150
Uncultivable land (house sites, etc.)	1,526
Fallow land	90
Major crops and area under each.—	
Paddy	866.86
Greengram	719.38
Area under improved crops—	
Paddy	520
Greengram	Nil
Total area irrigated 866.86	
Main sources of irrigation and area commanded—	
Tanks	866.86

TABLE NO. 2—PANCHAYAT MEMBERS FROM JANUARY, 1953 TO APRIL 1959

Member	Age (yrs.)	Education	Caste	Occupation	Size of owned holding (acres)	Remarks
1	2	3	4	5	6	7
1	A	45 B.A.	Chettiar	Rice Mill owner	Nil	President
2	B	43 Literate	Kallar	Cultivation	6	Vice-President
3	C	65 "	"	Cultivation & Temple Trustee.	2	Dead now
4	D	35 "	Chettiar	Money lending and cultiva- tion.	4	
5	E	48 "	Naidu	Cultivation	2	Dead now
6	F	43 "	Kallar		4	
7	G	48 9th stan- dard.	Chettiar	Cloth Shop & cultivation.	5	
8	H	47 5th Stand dard.	Harijan	Cultivation	1	

TABLE NO. 2(A)—PANCHAYAT MEMBERS FROM APRIL 1959 TO DATE

1	I	28 B.A.(Hons.)	Kalla-	Cultivation	10	President
2	J	40 S.S.L.C.	Chettiar	Money lending & cultivation.	2	Vice-President
3	K	32 8th Standard	"	Grocery shop & cultivation.	1½	
4	L	50 Literate	"	Clerk	Nil	
5	M	48 "	"	Cultivation	2	
6	N	44 "	"	Nil	Nil	
7	O	33 9th standard	Kallar	Cultivation	3	
8	P	55 Literate	Pillai	Cultivation	2	
9	Q	45 "	Naidu	Grocery shop	Nil	
10	R	30 5th standard	Harijan	Cooly	Nil	
11	B	43 Literate	Kallar	Contractor & cultivation.	6	
12	S	35 7th standard	Kallar	Coop. clerk & cultivation.	2½	
13	T	48 8th standard	Chettiar	Cultivation	3	
14	U	32 Literate	Kallar	"	2	
15	V	32 "	"	"	1	

* There was no change in the panchayat upto April, 1960 as the Government extended the term in 1956.

TABLE No. 3—INCOME

(In Rs.)

Heads	1958-59			1957-58			1956-57		
	Actual income	Arrears		Actual income	Arrears		Actual income	Arrears	
		No. of house-holds	Amount		No. of house-holds	Amount		No. of house-holds	Amount
		3	4		6	7		9	10
1	2	3	4	5	6	7	8	9	10
1. Taxes—									
House tax	2693.59	317	862.63	2386.53	314	920.17	2841.08	302	1044.00
Prof. tax ..	335.00	75	155.50	520.50	7	27.00	484.00	26	78.00
Vehicle tax	242.00	54	392.50	297.50	42	107.00	393.00	30	52.00
Entertainment tax	6258.53	..	..	1754.15	..	..	2711.31	..	..
Library cess	72.39	..	..	..	..	..	..	..	..
Land cess	132.00	..	..	64.80	..	..	..	..	..
2. Fees and licences—									
Warrant and distraint fees	33.04	..	..	18.74	..	..	8.62	..	..
Magisterial fines	33.25	..	..	147.50	..	..	18.75	..	..
Encroachment fees	85.35	..	..	114.94	..	..	67.17	..	..
Slaughter house fees	122.11	..	..	121.33	..	..	131.62	..	..
Licence fees	661.75	..	..	577.50	..	..	618.80	..	..
Rents ..	62.00	..	..	45.33	..	..	53.00	..	..
3. Other sources—									
Surcharge on stamp duty	2284.43	..	..	2226.46	..	..	1083.00	..	..
Interest from investments	129.15	..	..	108.12	..	..	127.62	..	..
Other incomes such as sale of rubbish, deposits etc.	2448.12	..	..	213.12	..	..	282.72	..	..
4. Grants—									
Block	499.67	..	..	..	..	..	..	..	..
Government	..	..	..	670.48	..	..	..	..	..
Others ..	..	..	..	..	..	..	..	..	..
Total	14971.36	..	1410.68	8297.00	..	1654.17	8830.78	..	1174.00

TABLE NO. 3—INCOME—contd.

(In Rs.)

Heads	1955-56			1954-55		
	Actual income	Arrears		Actual income	Arrears	
		No. of households	Amount		No. of households	Amount
	11	12	13	14	15	16
1. Taxes—						
House tax	2982.19	327	1259.77	2831.31	360	1376.76
Prof. tax	452.00	32	138.00	505.50	46	121.50
Vehicle tax	415.00	69	355.50	121.50	45	182.00
Entertainment tax	1420.62	..	..	..	..	..
Library cess	83.70	..	..	..	..	..
Land cess	56.00	..	..	557.00	..	..
2. Fees & licences—						
Warrant and distraint fees	2.80	..	..	2.60	..	..
Magisterial fines ..	38.75	..	..	..	..	..
Encroachment fees ..	80.75	..	..	77.06	..	..
Slaughter house fees ..	117.75	..	..	61.12	..	..
Licence fees	591.50	..	..	67.19	..	..
Rents	131.25	..	..	32.50	..	..
3. Other sources—						
Surcharge on stamp duty	848.85	..	..	1458.36	..	..
Interest from investments	134.36	..	..	46.45	..	..
Other incomes such as sale of rubbish, deposits etc.	677.75	..	..	82.00	..	..
4. Grants—						
Block	310.25	..	..	..	..	..
Government .. ..	..	..	..	387.50	..	..
Others .. ..	..	..	..	..	..	..
Total	6343.52	..	1753.27	6220.09	..	1694.30

TABLE NO. 4—EXPENDITURE

(In Rs.)

Serial No.	Items	1958-59		1957-58		1956-57	
		Recurring	Non- recurring	Recurring	Non- recurring	Recurring	Non- recurring
1		2	3	4	5	6	7
1.	Establishment charges	1491.00	..	1274.39	..	908.50	..
2.	Contingencies	454.48	..	484.51	..	283.25	..
3.	Road and street main- tenance**	967.62	..	1908.34	..	550.00	..
4.	Construction of road	..	2282.85	..	..	..	..
5.	Construction of culverts	..	498.67	..	..	..	655.75
6.	Lighting	2694.30	..	2450.00	..	3001.75***	..
7.	Reading room	57.27	..	97.96	47.07	119.25	..
8.	Radio and sports goods for park	..	507.17	..	..	..	..
9.	Public health and con- servancy	2187.00	..	1404.91	..	1433.25	..
10.	Fairs and festivals	232.25	..	200.00	..	244.75	..
11.	Miscellaneous	134.69	..	32.00	..	59.25	..
	Total	8218.61	3288.69	7852.11	47.07	6600.00	655.75

TABLE NO. 4—contd.

(In rupees)

Items	1955-56		1954-55		Remarks	
	Recurring	Non- recurring	Recurring	Non- recurring		
1	8	9	10	11	12	
1.	Establishment charges	809.75	..	842.00	..	The panchayat had total savings of Rs. 13,409.66 as on 31-3-59. Of these, Rs. 2000 were invested in Govt. loans Rs. 3,000 in National Plan Loans, and the rest were deposited in the Post Office savings bank and the Govt. Sub-Treasury. Generally, the panchayat saves about 10 to 15% of its total income every year.
2.	Contingencies	*1323.60	..	423.31	..	
3.	Road and street maintenance**	694.50	..	505.00	..	
4.	Construction of road	..	..	..	..
5.	Construction of culverts	..	..	..	667.80
6.	Lighting	2207.00	..	1515.12	..	
7.	Reading room	..	..	..	..
8.	Radio and sports goods for park	..	..	..	..
9.	Public health and con- servancy	1271.15	..	610.00	..	
10.	Fairs & festivals	242.36	..	251.50	..	
11.	Miscellaneous	21.75	..	82.50	..	
	Total	6570.11	..	4229.43	667.80	

*Includes purchase of fans, clock and furniture.

**Includes expenditure on minor road repairs like gravelling, levelling etc

*** Electricity bill contained charges for 13 months.

TIRGA GRAM PANCHAYAT, DISTRICT DURG, MADHYA PRADESH

I

THE VILLAGE

Location:

1.1 Tirga village is situated at a distance of 15 miles from Durg, the district headquarter. It is an out of the way village; one has to cover 11 miles from Durg on the Bengal-Nagpur road up to Seoni and then travel on a kutchra road crossing two rivers on the way. Its proximity to the city has been considerably off-set by the absence of a direct road. During the rainy season when the flooded rivers disrupt the existing kutchra roads contacts with the outside world are maintained by boats. This year the river was in an un-precedented spate; it swept away the fair weather road constructed to an adjoining village, flooded fifty to sixty houses of the village and rendered the inmates homeless and caused undoing of considerable work done on the internal roads of the village. It has, therefore, become imperative for its existence that the flow of the river is diverted so that its ravages could be checked, or in the alternative the village has to be shifted to a better site.

*Area and population:**

1.2 The village has a total area of 1.29 sq. miles or 821 acres with a population of 1,029 and has 184 households. The population has grown by about 14 per cent during the last 8 years but the number of households has not increased noticeably. Twenty-one per cent of the population is literate. Of this, 10 per cent are educated above primary standard and upto matric. No villager is educated above matric standard.

Caste distribution:

1.3 58 per cent of the households belong to high castes and 42 per cent to low castes. In the high castes, Kurmis alone form 94 per cent of the households. On the other hand, households of lower castes i.e. Raut, Kewat, Gond, etc. are more or less equally distributed. Most of the land is owned by Kurmis and the lower castes have to depend on them for sustenance.

1.4 The traditional mode of village life, with its pattern of mutual obligations, has hardly changed. The Jajmani system is prevalent. Blacksmiths, carpenters, barbers, cattle grazers (Raut) work for customary payment. The payments vary in some measure according to the size of the cultivator's holding or the number of members in his family. For example, a blacksmith is paid at the rate of 5 seers of paddy per acre and a barber 1 md. per adult and half a md. for each youngster. The bigger cultivators have to pay more as compared to the smaller ones; in a particular year the work got done by them may

*For details see Appendix Table No. I.

not be in proportion to the payments made. The rates of these payments were recently revised at the instance of the Gram Panchayat.

Occupational distribution:

1.5 Agriculture is the principal occupation followed by the people. Of the total households, 169 or 92 per cent are directly dependent on it. Of these, 64 households or 38 per cent are landless agricultural labourers. The remaining households are engaged in activities ancillary to agriculture, 3.3 per cent (6 households) are craftsmen like blacksmiths, carpenters etc., and 2.7 per cent (5 households) are engaged in rendering petty services to the village. The remaining 4 or 2 per cent are engaged in petty trade. With the limited supply of land, the land holdings are constantly being reduced.

Land holdings:

1.6 The land in the village is very unevenly distributed. This is given in the table below:

TABLE NO. 11—DISTRIBUTION OF CULTIVATED LAND

Size of holding (acres)	No. of households	% to total	Cultivated land* (acres)	% to total
Nil	68	37.0	..	..
0—2	28	15.2	37.34	2.9
2—5	31	16.8	92.72	7.1
5—10	34	18.5	239.27	18.4
10—15	12	6.5	149.24	11.4
15—25	5	2.7	101.77	7.8
Over 25	6	3.3	683.06	52.4

(*Including the land outside the village).

1.7 68 families or 37 per cent have no land and 28 families or 15 per cent cultivated less than 3 per cent of total land. These families have to work as labourers. About 36 families are attached to the farms of the Sarpanch who owns about 500 acres. 11 families cultivated more than 60 per cent of the total land.

1.8 The pattern of distribution of land is the outgrowth of the Malgajari system which was prevalent in this area till 1951. The Malgajars own even now large holdings in many villages. This village is no exception to this setting except that its Malgajar had been for the past several years taking active interest in cultivation of land. The course of institutional development has, therefore, taken a different pattern in Tirga from that in most of the other villages.

Land Utilization and crop pattern:

1.9 Table below gives the areas under different uses. Of the total land comprising 821 acres, 741 acres or roughly 90 per cent is in productive use. The figures also show that there is hardly any scope for further extension of the cultivated area.

TABLE NO. 1.2—LAND UTILISATION (1958-59)

Serial No.	Type	Area in acres
1. Total land		831
2. Area under forests		471
3. Barren and uncultivable land		68
4. Abadi land		15
5. Cultivable land excluding current fallow		2
6. Pasture Land		36
7. Net cultivated area		700
8. Current fallow		6
9. Double cropped land		665

1.10 The cultivated area seems to be intensively used. 81 per cent of it is double-cropped and 27 per cent is under irrigation. In the crop pattern, kharif crops are more important than the rabi crops. Paddy is the main crop of the village; 47 per cent of the cropped area is devoted to its cultivation. 'Urd' is the next important crop covering 38 per cent of the cropped area. Of late, vegetable cultivation is also growing. The crop pattern has undergone little change over years.

1.11 As a result of more intensive use of fertilizers and better agricultural practices, the yield per acre of paddy has improved in the village. The average yield is now about 25 mds. per acre. Secondly, paddy has fetched a better price during the last few years. But the economic condition of smaller cultivators has not shown any noticeable signs of improvement.

Facilities in the Village:

1.12 Prior to the formation of the Gram Panchayat, the village had two wells and a primary school. It had an irrigation dam owned by the Malgujar who, however, allowed other villagers to use the water free of charge. It had two boats which were used during the rainy season. After the inception of the panchayat, other community facilities have come into existence. The village has now a community entertainment centre-cum-reading room. It has a community listening set and a library having 100 books and a few periodicals. The entertainment centre has a dramatic club with its own equipment. It organises dramas during festivals. There is a panchayat ghar-cum-mahila mandal centre, which has organised a mahila craft training class. A maternity-cum-subsidiary health centre has been set up in its own building. Recently a midwife took charge of the centre. The equipment for it is being procured.

1.13 The village has a medicine chest for minor diseases. It has equipments for fire prevention, for spraying disinfectants and for plant protection. The village has two sanitary wells and two hand pumps. It has 28 street lights, maintains four pedigree bulls and one agriculture training farm for boys. It has organised one honesty shop where stationery articles etc., for children are provided. There is a small grain bank for supplying seed, and a small poultry farm. Lastly, the village has now sufficiently good internal roads so that one can go from one end to the other even during the rainy season.

1.14 Very few houses in the village are 'pucca'; these are owned by the Sarpanch and a few big cultivators. In recent years, however, better 'kucha' houses have been constructed, and with the better layout of internal roads the inhabited area has improved. The villagers are not much indebted, partly because they are frugal in their habits and have no weaknesses for intoxicants etc., and partly because of the example set by Malgujar family which does not indulge in wasteful expenditure.

Factions and Leaders:

1.15 The village has no factions. A few people may oppose some measure or other of the gram panchayat but there is no well organised opposition group. Probably the social and economic conditions are not conducive to group-formation in the village. Most of the villagers are either small land owners or landless labourers; even middle class cultivators are very few. The Malgujar's family is in a singular position to maintain unity of the village. It can, it is true, sow seeds of dissensions in the village to strengthen its hold but unlike other villages this has not happened. It has added to its prestige and authority. In many other villages the leadership of the erstwhile Malgujars is being seriously challenged. They are no longer considered as unquestioned leaders by the poor and low caste villagers. This is what is happening in a nearby village, Nikum. But in Tirga the traditional structure is still intact, and in spite of large inequalities, economic and social, the villagers have retained the spirit for participation in common works.

1.16 The top leadership is provided by the present Sarpanch and his opinion in disputes and matters of interest is respected. A few other persons are recognised as village elders. This team of village elders with the Sarpanch at the head, has been taking decisions for quite some time. It did not take always unanimous decisions but this did not affect its working. In the past, these elders belonged to the major caste—Kurmi. There was hardly any village elder ever selected from the other castes. Their position as elders was also hereditary. They used to belong to the higher age group. Thus age, caste and status were the three main factors recognising a person as a leader. Consequently leadership was not widely diffused; it was concentrated in a few families. But the situation is now changing. Some belonging to the other castes and a few young persons are taking their place by the side of the traditional leaders. There is as yet no sign of a struggle for power between these groups.

Ad-hoc bodies:

1.17 A few ad-hoc bodies have been formed during the last few years. Seva Dal, Mahila Mandal, Vikas Mandal and Bal Mandal are the notable among them. Sewa Dal was formed in 1945 by the village school teacher. After the teacher was transferred, the Dal became inactive. In 1948 the son of the sarpanch revitalized it and the Dal has now 35 members. It has its own band and its members have uniforms. In the village development work most of the volunteers take active part. Mahila mandal was formed in 1957 and it has ten members. A vikas mandal was formed in the year 1956-57 at the instance of the Community Development Block. Though this village had a statutory gram panchayat, a vikas mandal was formed to broad-base the

panchayat. Its members were invited to attend the meetings of the Panchayat.

Traditional and caste panchayats:

1.18 As mentioned earlier, the village has a traditional body of elders. It is known as Basti Committee or Gram Council. In earlier days it discharged many functions which are now performed by the panchayat. It settled disputes and family partitions. It also decided the dates and periods for commencing harvesting and winnowing operations, so that there might not be seasonal scarcity of labour during peak periods. The agricultural wages payable to casual labourers were also regulated by the council. It kept some boats and engaged boat men to cross river in the event of floods. The boat men were paid a stipulated quantity of grain per acre or per family. Similarly the irrigation dam was also repaired through the efforts of this body. The council also engaged one or two chowkidars to patrol the fields and check anti-social activities. It also organized a few religious festivals.

1.19 Kurmies have a caste panchayat; its main function is to ensure internal social cohesion by insisting on conformity to the traditional behaviour pattern. It keeps utensils and other articles of common necessity for functions of the caste. No change is seen in the nature of activities performed by the panchayat. However, its meetings are getting fewer and restrictions on dining with the other castes are being relaxed. The lower caste people do not have organised caste panchayats, but they have one or two elderly people whose decisions are respected in caste matters.

II

THE PANCHAYAT

Formation:

2.1 The present statutory Gram Panchayat was formed in the year 1948 during the first phase* of the panchayat movement initiated under the Madhya Pradesh and Berar Panchayat Act, 1946. It is a single village panchayat. The village had no statutory panchayat under the earlier Act of 1920 presumably for the reason that in those days panchayats were formed mostly in the villages which had applied for their formation. Even though the present Sarpanch was in those days a member of the District Council, no Inspector attempted to persuade the villagers to form a statutory panchayat in the village.

2.2 The Act provided for the nomination of the first set of Panchas. But the manner in which the nominations were made left much to be desired. The Patwari prepared the list of 9 panchas. He was directed to include the Mukkadam, the Patel and the Lambardar in the list with the result that one of the Panchas was a resident of another adjoining village. On the other hand, the present Sarpanch was nominated as a panch of the adjoining village, as he was Lambardar there, though he was residing in this village. The remaining Panchas were also nominated because of their being in the good books of influential persons. As the list was not scrutinised by higher officers,

* Formation of panchayats in M.P. was undertaken in two phases. In the first phase, panchayats were formed in villages having not less than 1,000 inhabitants, and in the second phase panchayats were formed in villages having not less than 500 inhabitants.

the names recommended by the Patwari were approved. Many important village elders were excluded from the panchas. The villagers too did not attach great importance to the institution.

2.3 The first board of Panchas worked till 1956, when fresh elections were held. The Act provided for the election of panchas by secret ballot. Nominations were invited. However, a meeting was held in the village, and a unanimous list of candidates was prepared. Only these persons submitted their nomination forms, with the result that no election was held. Most of them were selected by a few vocal persons at the meeting and others merely acquiesced. The entire affair was pre-arranged. The residents of the village had no clear idea about the institution and took hardly any interest in the selection of Panchas. Moreover, it is doubtful whether a freely contested election is possible in the circumstances of a village where the people depend overwhelmingly on a few families for livelihood.

2.4 Some of the recognised village elders were excluded from the list of the panchas. The only explanation one could get was: "a few persons' names were recommended to satisfy the authorities. It was never intended that these persons alone would manage the institution".

2.5 The Sarpanch was elected by the Panchas from amongst themselves. The Sarpanch of the first board, was not a recognised leader of the village. It seems that the people had then no idea of the statutory panchayat and what was done by the Patwari was accepted. The Sarpanch of the present board is a recognised leader of the village and a member of various other bodies.

2.6 In the first term the panchayat had no full time paid Secretary. The work was done by an honorary person. In 1957 a trained Gram Sahayak was appointed by the Panchayat Department. He gets a consolidated salary of Rs. 50 P.M. He is under the District Welfare Officer.

Panchayat secretary:

2.7 Under the rules the duties of the Secretary are diversified; he is expected to call the meetings of the panchayat, prepare the budget, help to realize the taxes, send reports and other information to higher authorities, attend to the correspondence, prepare schemes of improvement, and make arrangements for celebration of functions and festivals. But though the Gram Sahayak has been assigned such wide list of duties, he has neither adequate training nor does he receive effective guidance from higher officials. The accounts of the institution have not been properly maintained. In respect of such duties as planning of the programmes of improvement and extension work, he has not been able to do much. From this point of view, the monthly meetings of Gram Sahayaks do not appear to have served any useful purpose.

Panchayat meetings:

2.8 In the first term of the Panchayat (1949-50 to 1955-56) a few meetings were held in the first two years to allocate the initial grant given by Janapada Sabha on different items of establishments. Thereafter there were no meetings for four years. Even in the year 1956-57

when the elected Panchayat was formed, only two meetings were held. The Act did not specify any minimum number of meetings. The people also had not clearly understood the role of the statutory Panchayat; they still recognised the Basti committee as the only village body.

2.9 After 1956-57, the attendance at the meetings showed a marked improvement; on an average 14 meetings were held in the last three years. During these years, the Panchayat took many important decisions to create community assets, to provide municipal services and develop agriculture and animal husbandry. The Sarpanch, his son (another panch) and one or two other vocal persons usually guided the deliberations. The decisions were invariably implemented.

Relations with Gram Sabha:

2.10 No meetings of the Gram Sabha were ever held. Budgets are not presented to it for its approval. The Act provides that the panchayat should seek approval of this body before imposing any tax. The Panchayat imposed the house tax and the profession tax, but no prior approval of the body was secured. The Panchayat Inspector has also been indifferent in this respect. The panchas reported that at no time the inspector or for that matter any other person directed them to hold such meetings.

Relations with the Janapada Sabha:

2.11 Each Tehsil in the Mahakaushal region has a second tier organisation called Janapada Sabha. Tirga panchayat is under the jurisdiction of the Durg Janapada Sabha. The Act requires the institution to submit its budget to the sabha for approval. During the first term, the Panchayat did not submit its budgets to the Janapada Sabha as these were not prepared. But in the last two years the institution has submitted its budgets and these were approved by the Sabha without any objection.

2.12 During the first term, the Sabha gave an initial grant of Rs. 150 to enable the panchayat to meet expenditure on establishment, etc. Thereafter no other assistance was provided. The Panchayat Inspector of the Sabha did not pay any visit to the institution during the entire term. The Janapada Sabha took hardly any interest in developing the institution. The reason was that the Janapada Sabha had very limited funds at its disposal and maintained one Inspector for 150 panchayats spread over the region. Most of its funds were consumed by its activities relating to the provision of educational and medical facilities. Another reason was that the panchayats were formed very rapidly in the tehsil so that the Sabha could not pay adequate attention to all.

2.13 In the present term also the panchayat did not get much assistance from the Janapada Sabha. Besides sanctioning budgets, the Sabha gave Gram Vikas Nidhi usually amounting to Rs. 75 to Rs. 100. Once only the panchayat received from the Sabha assistance for the construction of a sanitary well. It could not exercise any supervision over the panchayat. The Panchayat Inspectors are now being maintained by the District Welfare Department.

Resources:

2.14 The Act requires the panchayat to impose a few taxes: the house tax, the profession tax and licence fee. There is in addition a cess at the rate of 6 pies per rupee on land revenue. The Panchayat is free to impose a few other taxes. The more important among these are the terminal tax, the cattle tax, the lighting and conservation tax. The panchayat can also compulsorily impress labour for a period not exceeding 15 days in a year.^a

2.15 In earlier years the Panchayat was unwilling to impose taxes. Though it planned to impose house tax as early as 1949-50, the measure was put into effect in 1957-58. Even the land cess was not collected and it was in the year 1955-56 that the cess for the preceding three years was collected. During this period it received no Government assistance except grant of Rs. 150 for the purchase of some office requisites. The Panchayat had imposed a tax on the sale of cattle but it was not effectively collected. During the period from 1950-51 to 1955-56 the average income from this tax varied between 3 to 15 rupees per year, whereas during the last three years it yielded from Rs. 60 to Rs. 100. The income from fees and fines went to the Basti Committee. Some ad-hoc contributions were collected to repair the dam and to meet other emergent expenditure, but these were not incorporated in the accounts of the institution. Whenever any such collection was made, it was disbursed separately.

2.16 One of the most important reasons why attempts were not made to build-up a regular income was that the Act required the Panchayat to surrender $\frac{1}{4}$ th of its income to the Nyaya Panchayat of the region. Most of the disputes are settled in the village itself and hardly any case is referred to the Nyaya Panchayat. The people, therefore, strongly resented surrendering any part of its income to the other institution. Consequently, to bypass this provision, no tax was imposed, and whatever income accrued from traditional sources, namely, fines, contribution in the form of grains etc., was kept with the Basti Committee. The traditional needs for community fund were satisfied in this way and as very few new activities were taken up, the panchayat did not feel the need for tapping new sources of income.

2.17 In 1957-58, the Panchayat decided to levy house tax and made it effective from 1956-57. In order that the tax-payers belonging to lower income group may not oppose the measure, it was decided that the tax from them would be realised in the form of services. Out of the 184 households, 60 are exempted from this tax, as their houses are of a value less than Rs. 300. 62 households have to pay a sum between Rs. 1 and 3, 27 between Rs. 3 and 5 and 35 above Rs. 5.

2.18 The Panchayat also imposed during the year a profession tax, though the income accruing from it was negligible and started auctioning the cattle manure of common land. In the following year the panchayat imposed another tax on the purchase of grain. The traders in the village had to pay a tax at the rate of Re. 1 for every Rs. 100 worth of grain purchased. This tax proved to be a good source of income and the panchayat received nearly Rs. 500 during the year.

2.19 The following table gives the income of the institution in 1955-56, 1957-58 and 1958-59 under major heads. In 1956-57 no income was realised nor any expenditure incurred.*

TABLE NO. 2.1—INCOME UNDER MAJOR HEADS (IN RS.)

Year	Taxes	Non-tax sources	Contributions in cash	Government grants	Total income	Percent of total income			
						col. 2	col. 3	col. 4	col. 5
1	2	3	4	5	6	7	8	9	10
1955-56 ..	63	Nil	1,875	2,550	4,488	1.4	..	41.8	56.8
1957-58 ..	1,504	174	1,861	12,133	15,672	9.6	1.1	11.9	77.4
1958-59 ..	1,646	450	11,186	6,077	19,359	8.5	2.3	57.6	31.6

*For details see Appendix Table No. 3

2.20 The total income of the panchayat increased greatly during 1957-58 and 1958-59. The table does not take into account the labour contribution and the donations in kind. The labour contributions in 1957-58 and 1958-59 were Rs. 10,421 and Rs. 11,719 respectively. Donations in kind to the value of about Rs. 23,000 were received.* Voluntary payments in cash, kind and labour formed the largest item of income. Next in importance were the government grants.

2.21 A word may be said about the income of the Basti Committee. Though it is controlled by the same persons who control the Gram Panchayat, its income mostly comes from fines and premium charged for house sites. Some transfers from the Panchayat Funds are also made.

Expenditure: †

2.22 The following table gives the expenditure under a few major heads:

TABLE 2.2—EXPENDITURE UNDER MAJOR HEADS (IN RS.)

Year	Establishment	Municipal services	Community assets	Total expenditure	Percent of total expenditure		
					col. 1	col. 2	col. 3
	1	2	3	4	5	6	7
1956-56 ..	5	81	4,500	4,586	0.1	1.8	98.1
1957-58 ..	313	951	14,227	15,491	2.0	6.2	91.8
1958-59 ..	204	2,465	12,250	15,919	1.3	15.5	83.2

*For details See Appendix Table No. 4.

†For details see Appendix Table No. 5.

2.23 The table illustrates the growth of the institution. In 1955-56 almost the entire expenditure was incurred on the formation of community assets. Expenditure on municipal services and on the establishment was insignificant. The items of expenditure on community assets were roads, *panchayat ghar*, entertainment centre and maternity home. The matching grants received from the Government for these schemes contributed considerably to their creation. In the last two years expenditure on municipal services i.e. repair of roads and provision of lighting registered an increase.

2.24 The Basti Committee was also spending on an average Rs. 820 during the period. Most of the expenditure incurred by it was on religious or other festivals. In the year 1957-58, the committee repaired roads and also constructed one guest house.

Activities:

2.25 As pointed out earlier the panchayat did not undertake any significant activity during the first term. Only one sanitary well was constructed. Even in the year 1956-57, when the present panchayat was formed, no new activity was undertaken. Most of the activities are thus concentrated in the last two years. These are given in Appendix Table No. 6.

2.26 During 1957-58 and 1958-59 the panchayat provided culverts on various cart tracks and constructed a seven furlong approach road towards the dam and the adjoining village, Nikum. Though the entire road is not yet complete, it helps people to reach the dam and go to Nikum for medical aid. Internal roads have been constructed, so that the entire village now presents a clean appearance. Movement throughout the village is now possible even in rainy season. The institution has also repaired the irrigation dam which is the most important economic asset of the village. It has constructed a building for community entertainment and reading room, one sanitary well, one urinal and latrine, installed two pumps, and repaired the bathing ghat. A maternity home has also been completed. It opened a craft centre for women.

2.27 The panchayat has acquired fire-fighting and disinfecting equipments. One fire-fighting squad has been organised and a water storage tank has also been constructed for this purpose. It sprayed D.D.T. and disinfected wells of the village. It has kept a medicine chest and provides some kind of first aid to the residents. Hitherto in the out-skirts of the *abadi* area, deep pits had been dug for manure and these obstructed expansion of the locality and in addition made the entire surroundings unclean and unhealthy. These pits were levelled and the village got additional land for habitation. Lighting has been arranged and the expenditure on Kerosene is met by the panchayat. An adult literacy class was also organised. It provided sports goods and equipment for dramatic club, and opened one honesty shop for children. It has started one grain bank and now proposes to enlarge it.

2.28 The panchayat organised one crop competition. It maintains one agriculture training farm for boys. Four pedigree bulls are also kept. Though the Act does not authorise the institution to hear disputes, it has unofficially carried on its conciliation activities. In the

sphere of regulatory activities, its action on the illegal use of weights may be mentioned. It compelled the traders to use standard weights and measures. On account of these activities the panchayat stood first in the Raipur division in the 1958 *Panchayat Parva*. It was adjudged the best panchayat in the district in the 1958 *shramdan* fortnight. The block awarded a trophy to it for being first in respect of Mahila craft centres.

III

FACTORS RESPONSIBLE FOR THE SUCCESS OF THE PANCHAYAT

3.1 Tirga panchayat has covered much ground. From a traditional Gram Council, it has become an active institution carrying out many-sided activities in developmental, municipal and regulatory spheres. Several factors are responsible for its success. These are discussed below.

Band of voluntary workers:

3.2 Whether it is a social or an economic institution, need of a few persons who could initiate new actions is obvious. So long as we do not have such persons in the village, the traditional pattern of life continues. In this village the traditional Gram Council was functioning since the remote past. Though a statutory body was formed later, in the absence of enterprising leaders, it remained inactive. Emergence of a group of Seva Dal volunteers, opened the way for new activities. By 1957 they had become development conscious. One activity after another was initiated. Credit for the achievements of the institution goes to this group of volunteers. It may be pointed out that four out of the eleven panchas belong to this group.

Co-operation of traditional leaders:

3.3 The task of innovators is made easier if the traditional leadership co-operates with them in the organisation of new activities. Generally, these leaders derive strength from the status quo and, therefore, make persistent efforts to maintain it. In these circumstances the innovators have to come in direct conflict with them and since they are yet to be acknowledged as leaders by the community, their task becomes doubly difficult. The conflict slows down progress of the institution. In this village the traditional leadership has been associated with the panchayat either as panchas or as members of the Gram Vikas Mandal. This led to the avoidance of tension and friction between the traditional leaders and new aspirants to leadership, and made the working of the institution easy.

Unity and absence of social tension:

3.4 Unlike many other villages, the residents of Tirga have a greater sense of unity. A villager in his own spontaneous way said: "In this village two things have brought about unity among the residents: the river and the dam. Both need collective effort and the entire village has to work". In fact, the people are accustomed to give voluntary labour for community works. The village is also free from social tension. Though most of the lower caste people are landless labourers, they have not so far come into any conflict with the cultivators with whom they work as attached labourers.

Ad-hoc contributions from the village and Sarpancha's family:

3.5 In the successful working of the institution, ad-hoc contributions from the villagers have played an important part. In their absence the institution could have hardly obtained matching grants from Government. While for some of the activities the entire village gave donations, for others the family of the Sarpanch alone made contributions from time to time. Government grants are not received generally when these are needed most. In such circumstances either the activities have to be suspended or temporary assistance secured. In such situations the Sarpanch has given assistance to the institution so that the activities, specially construction works, could be completed. Both the factors, ad-hoc contributions and temporary financial assistance provided by the Sarpanch, have been very helpful.

APPENDICES
TABLE NO. 1—VILLAGE DATA

Items	Data	Source
Name of the Village	Tirga	
Name of the Tehsil	Durg	
Name of the District	Durg	
<i>Area—</i>		
Square miles	1.29	Patwari records
Acres	824	do.
<i>Population—</i>		
1951 Census	906	
On date of visit, i.e., December 1959	1,021	do.
Total No. of households (1959)	184	do.
<i>Distribution of households (1959)</i>		
<i>A. By Castes—</i>		
	Total	Village records
	Brahmin	1
	Kurmi	100
	Nai	4
	Others	1
	Total	78
	Rant	25
	Kawat	20
	Gond	15
	Others	18
High		do.
Low		
<i>B. By size of cultivation holdings (Acres)—</i>		
Nil	68	Patwari records
0—2	28	
2—5	31	
5—10	34	
10—15	12	
15—25	5	
Over 25	6	
<i>C. By the principal occupation of the head of the households—</i>		
Agriculture	169	
Artisans	6	
Trade/Profession	4	
Services	5	
Total number of adults	515	Electoral roll
Males	232	
Females	283	
<i>Literacy—</i>		
Literates and upto primary	200	Patwari estimation
Above primary and upto Matric	20	
Above Matric	Nil	
Other professional qualifications	Nil	
Number of persons employed in the nearby towns	Nil	
Net cultivated area (Acres)	700	
Double cropped area (Acres)	565	
<i>Area under major crops (Acres)—</i>		
1. Paddy	595	
2. Urd	478	
3. Tuar (Arhar)	78	
4. Wheat	28	
5. Fruits	24	
<i>Area under improved crops (Acres)—</i>		
1. Paddy	Nil	
2. Vegetables	Nil	
3. Wheat	Nil	
Total area irrigated (Acres)	186	
<i>Main sources of irrigation and area commanded by them (Acres)—</i>		
1. Well	2	
2. Tank	184	

TABLE NO. 2—PERSONAL CHARACTERISTICS OF THE MEMBERS OF THE NOMINATED PANCHAYAT (1948)

Members	Age	Education	Caste	Occupation	Size of holding (owned)	Remarks
A	30	Primary	.. Brahmin	Cultivation ..	2.84	
B	50	N.A.	.. Kurmi	do.	110.00	
C	60	Primary	.. do.	do.	100.00	
D	58	do.	do.	do.	120.00	Since deceased.
E	40	do.	do.	do.	23.00	
F	40	do.	do.	do.	30.00	
G	30	do.	do.	do.	8.00	
H	50	Illiterate	.. do.	do.	4.00	Since deceased.
I	23	Primary	.. Raut	.. do.	3.00	
J	23	do.	Kurmi	.. do.	23.00	
K	40	do.	Kurmi	.. do.	19.00	

TABLE NO. 2-A—PERSONAL CHARACTERISTICS OF THE MEMBERS OF THE PANCHAYAT FROM 1956-57 TO DATE

Members	Age	Education	Caste	Occupation	Size of holding (owned)	Record of outstanding work	Remarks
A1	59	Primary	Kurmi	Agriculture	50.00	Is responsible for most of the work of panchayat.	Sarpanch.
B1	30	Matriculate.	do.	do.	65.00	Taking active part in Sewa Dal and other activities.	..
A	42	Primary	Brahmin	do.	5.00	Took active part in the construction of maternity centre (1958-59).	..
I	35	do.	Raut	do.	7.00	Takes part in youth activities.	Dy. Commander, Sewa Dal.
G	42	do.	Kurmi	do.	10.00	Active part in agriculture promotion (1958-59).	..
C1	43	do.	do.	do.	7.00	..	..
J	35	do.	do.	do.	18.00	Active part in agriculture promotion (1958-59).	..
D1	58	Illiterate	Raut	do.	8.00	..	..
E1	42	do.	Kewat	do.	7.00	..	..
F1	45	Middle	Kurmi	do.	30.00	..	..
E	62	Primary	Kurmi	do.	23.00	Keeps cash of the institutions.	..

TABLE NO. 3—INCOME OF THE PANCHAYAT

(In Rupees)

Heads	1955-56	1957-58	1958-59
1. Taxes—			
House tax	Nil	1,299	655
Land cess	56	75	37
Professional trade tax etc.	Nil	38	693
Purchase tax on cattle	7	60	117
Others (Inspection and fines)	Nil	32	154
2. Ad-hoc contributions* (Cash)			
	1,875	1,861	11,166
3. Grants—			
State	500	Nil	1,000
Block	Nil	12,133	4,903
Others (Janpad)	2,050	Nil	114
4. Other sources—			
Common land of village	Nil	Nil	267
Auction of manure	Nil	174	183
Total	4,488	15,672	19,339

*Contributions made by the people in the form of labour worth Ra. 10,421 and Ra. 11,719 in the years 1957-58 and 1958-59 respectively are not included.

TABLE NO. 4—STATEMENT SHOWING DONATIONS IN KIND (1957-58—1959-60)

	Imputed value of work*
1. Compost pits near the village site were levelled with the tractor of the Sarpanch	3,595
2. One culvert constructed by the Sarpanch	800
3. A plot measuring 10 acres donated to panchayat by the Sarpanch	5,000
4. A plot measuring 1 acre for Krishi Training Farm donated by the Sarpanch	2,310
5. Land measuring 3 acres donated by six cultivators but mostly by the Sarpanch for river diversion	3,500
6. One well constructed by the Sarpanch	1,200
7. Panchayat ghar contributed by Seva Dal	4,126
Total	23,131

*The imputed value is that given by the Sarpanch in the records of the institution.

TABLE NO. 5—EXPENDITURE OF THE PANCHAYAT

(In Rupees)

Items	1955-56	1957-58	1958-59
1. Lighting.. .. .	Nil	298	Nil
2. Provision of latrines/drains/gutters	Nil	Nil	300
3. Adult literacy centre	Nil	Nil	8
4. Library/reading room	Nil	9,917	8
5. Construction of roads	2,000	504	Nil
6. Repair of roads	15	Nil	350
7. Construction of culverts	Nil	1,792	950
8. Repair of panchayat ghar	Nil	Nil	89
9. Construction of drinking water wells	2,500	Nil	1,700
10. Repair of drinking water wells	6	Nil	Nil
11. Repairs and renewals of buildings and other assets	Nil	Nil	193
12. Installation of hand pumps and fencing	Nil	914	Nil
13. Diversion of river	50	Nil	294
14. Maternity centre building	Nil	Nil	10,600
15. Other construction works	Nil	Nil	Nil
16. Equipment for fire prevention and spraying of D.D.T.	Nil	613	Nil
17. Other equipment (for children's centre, dramatic club and plant protection)	Nil	800	Nil
18. Pedigree bulls	Nil	300	Nil
19. Functions and festivals	Nil	14	1,162
20. Medicines and disinfectants	10	26	61
21. Establishment	5	313	204
Total	4,596	15,491	15,919

TABLE NO. 6—ACTIVITIES OF THE PANCHAYAT DURING 1957-58 AND 1958-59

Activities	1957-58	1958-59
I. Creation and maintenance of economic overheads—		
1. Culverts	Three culverts were constructed.	One culvert constructed.
2. Roads	7 furlong fair-weather road towards Nikum (adjoining village) constructed.	One fair-weather road by the side of agricultural training farm constructed.
3. Repair of roads, culverts and dam etc. .. ..	..	Internal roads and lanes extensively repaired; Panchayat Ghar repaired; Boat repaired and for its plying two persons engaged.
4. Others	Diversion of river's flow undertaken, earth work done.	Repair of the irrigation dam undertaken.
II. Creation and maintenance of social overheads—		
1. Panchayat-ghar and other community buildings.	One building for panchayat-ghar acquired; one building for community entertainment centre and reading room constructed. Total outlay involved Rs. 9,917.	One maternity centre and subsidiary primary health centre building constructed. Fencing around centre and school made.
2. Sanitary water supply ..	Two hand pumps installed.	One sanitary well constructed and the old one repaired.
3. Latrines and urinals ..	..	One latrine and one urinal constructed.
4. Others .. ..	..	Repair of bathing ghat done.
III. Municipal services—		
1. Fire prevention, inoculation, use of disinfectants.	One set of fire prevention equipment and another for disinfectants purchased. D.D.T. spraying done on three occasions in the village; ten times wells were disinfected and 280 persons were inoculated.	Wells disinfected. D.D.T. was sprayed, persons were inoculated and medicines provided to prevent outbreak of epidemic.
2. Medical aid	Medicines purchased and kept for use in the village.	Medicines and disinfectants purchased, especially for scorpion bites.
3. Development of abadi land and improvement of village site.	Unused manure pits near the Panchayatghar levelled so that the levelled land could be used for reading room and other buildings.	Unused compost pits levelled and abadi sites developed.
4. Lighting	28 lanterns purchased and installed in the village lighting undertaken by villagers.	Lighting arranged by panchayat from its own funds.

TABLE NO. 6—ACTIVITIES OF THE PANCHAYAT DURING 1957-58 AND 1958-59—*contd.*

Activities	1957-58	1958-59
IV. Community entertainment and social education—		
1. Functions and festivals	Van Mahotsava, Panchayat Parva, Shramdan fortnight, Republic day, and Gandhi Jayanti celebrated.	As in 1957-58.
2. Women welfare activities	..	One Mahila Mandal and craft centre organised.
3. Youth and child welfare activities.	Equipment for sports for children purchased; equipment for dramatic club also purchased; one dramatic club formed.	One honesty shop for children organised with articles worth Rs. 150.
4. Others	Adult literacy class organised and 25 persons made literate.	Three visits to Bhilai Steel Project organised.
V. Promotional—		
1. Agriculture	One grain bank with 19 maunds of paddy organised. Help given in securing loans for fertilizers.	One agricultural training farm for children to grow vegetables etc. organised; Crop competition organised for paddy. 2 persons given prizes.
2. Animal husbandry ..	Four pedigree bulls purchased and maintained by the institution; castration of 27 cattle done.	One poultry centre organised with panchayat grants and 22 improved birds kept. 295 cattle vaccinated.
3. Co-operatives	One vegetable growers' cooperative society and one cooperative credit society formed but did not work actively during the year.	One 'Better Farming Society' organised.
VI. Regulatory—		
1. Conciliation of disputes	Conciliation in ten disputes.	Conciliation of disputes undertaken.
2. Others	Misuse of bathing areas of the river restricted and people prevented from keeping bullock carts and cattle in the lanes.	Storing of mud prevented in lanes; wages of agriculture labour settled; use of false weights and measures checked. Five persons confiscated and fines imposed.

LIST OF P.E.O. PUBLICATIONS

- *1. Group Dynamics in a North Indian Village.
- *2. Evaluation Report on First Years' Working of Community Projects.
- *3. Community Projects—First Reactions.
 4. Training of Village Leaders in Bhopal.
 5. Cotton Extension in P.E.P.S.U.—A case study.
- *6. Evaluation Report on Second Years' Working of Community Projects (Vols. I & II).
 7. Evaluation Report on Second Years' Working of Community Projects. (Summary).
 8. Training of Village Artisans in Bihar.
 9. Leadership and Groups in a South Indian Village.
10. Evaluation Report on Working of Community Projects and N.E.S. Blocks (April, 1956).
11. Evaluation Report on Working of Community Projects and N.E.S. Blocks (April, 1956). (Summary).
12. Bench Mark Survey Report—Batala (Punjab).
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14. Three Years of Community Projects.
15. Study of Village Artisans.
16. Bench Mark Survey Report—Kolhapur (Bombay).
17. Bench Mark Survey Report—Morsi (Madhya Pradesh).
18. Studies in Cooperative Farming.
19. Fourth Evaluation Report on Working of Community Projects and N.E.S. Blocks (April 1957)—Vol. I.
20. Fourth Evaluation Report on Working of Community Projects and N.E.S. Blocks (May 1957)—Vol. II.
21. Bench Mark Survey Reports—Majavalli (Mysore) and Chalakudy (Kerala).
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23. Bench Mark Survey Report (Bengal) and Arunachal
24. Bench Mark Survey Report (Bhadson (Punjab)
25. Bench Mark Survey Report (Madhya Pradesh)
26. Fifth Evaluation Report on Working of Community Projects and N.E.S. Blocks
27. Fifth Evaluation Report on Working of Community Projects and N.E.S. Blocks Summary
28. A study of Panchayats
29. Evaluation Report on Working of Community Projects of the C
30. Evaluation Report on Working of Community Projects of the C
31. The Sixth Evaluation Report on Working of Community Projects and N.E.S. Blocks
32. The Seventh Evaluation Report on Working of Community Projects and N.E.S. Blocks
33. Evaluation of 1954-55 Working of Community Projects in Bihar and Uttar Pradesh