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# VILLAGE INSTITUTIONS IN PUNJAB

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B. S. KHANNA

Local Government Monograph-I

# WORKING OF VILLAGE AGENCIES WITH SPECIAL REFERENCE TO PEOPLE'S PARTICIPATION

*A study in*  
VILLAGE  
INSTITUTIONS  
(PUNJAB)

B. S. KHANNA

Research Assistance  
*by*  
D. V. Dhingra



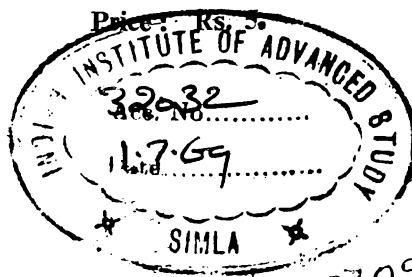
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## PREFACE

This monograph deals with an empirical study of three important village institutions—Panchayat, rural Co-operative Societies and rural Schools. It is based upon a research report, dealing not only with these institutions but also with community development administration in twenty-one panchayat areas in Rajpura block and seven Panchayat areas in Simla block. The research project was conducted in 1961-63. At first it was thought that the research report would be available only in a mimeographed form. Later on, however, it was felt that a highly-condensed version of the Report should also be made available to a larger circle of those interested in rural India. Though the facts and figures have become out of date for a monograph to be printed now, it could still usefully be treated as a bench-mark survey of the working of village institutions before the impact of the newly established panchayati raj system upon them and general developmental tempo began to take place. It is hoped that the study would be repeated, in a suitably modified form, in these areas after the lapse of a decade (i.e. in 1972-73) when the full impact of panchayati raj institutions upon the rural development could be assessed with this bench-mark survey as a part of the background.

This research project was sponsored by the Research Programmes Committee of the Planning Commission and was financed by a grant from it. My cordial thanks are, therefore, due to the Committee.

In the conduct of the field work and in regard to the preparation of the tables I wish to record my high appreciation of the hard work put in by Mr. D. V. Dhillon, research assistant. I also wish to express my thanks to Dr. S. Bhatnagar for help in preparing the condensed version of the research report in the form of this monograph.

Two civil servants of the Punjab Government, Shri J. S. Dhillon, the then joint economic adviser and Ch. Net Ram, the then joint director of Panchayats, also extended their help to me, not only in regard to my visits to the villages but also in regard to the clarifications of some of the points emerging out of the rural survey. My hearty thanks are thus due to them.

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## CHAPTER I

### INTRODUCTORY

#### (A) Objectives and Methodology:

In 1961 there were 22,053 villages in the Punjab. In most of these, three main rural institutions at work are the Panchayat, the Co-operative Society and the rural School. In 28 villages an intensive study of these institutions was undertaken with the following objectives :—

- (a) Analysis of their organization and functioning;
- (b) Gauging peoples' attitude towards these institutions and also their participation in their functioning.

For making an analysis of the working of these village institutions, three methods were jointly used. First, the available village and block-level records and reports were examined. This was supplemented by discussions with the rural leaders and rural civil servants. Second, visits were paid to the villages selected for observing the working of these institutions by attending some of their meetings. Third, survey research techniques were used for selecting a number of persons on sampling basis and interviewing them personally with the aid of a comprehensive written questionnaire.

In 1960-61 there were two hundred and twenty-eight development blocks spread over nineteen districts of the Punjab. Out of these, two hundred and twenty-two were those in which community development programme had been in operation for varying periods since 1952. These were thus in various stages of development as a result of the phased community development programme. After careful discussion with the officials of the state government community development department it was decided to select two blocks in advanced stage of development—commonly called post-stage II phase. It was also considered pertinent that these blocks should be situated in such areas as have different socio-economic features based on geography and demography. In this way the choice was narrowed down to a few development blocks. Within this cluster of blocks, considerations of convenience of research with its centre located at Chandigarh, as well of some familiarity with certain areas, ultimately led to the selection of Rajpura development block located at a distance of 25 miles from Chandigarh and Simla development block situated in the Himalayas at a distance of 70 miles from Chandigarh.

Every development block has been divided by the Government into ten development circles and each circle has been further divided into panchayat

areas, each of which may comprise one or more villages. It was decided to select half the circles at random in each block and then to select panchayat areas in each block on a systematic random basis. In this way twenty-one panchayat areas comprising forty villages were selected in the Rajpura block and seven panchayat areas comprising eighty villages (each with a small population) were chosen in Simla block. The actual sample taken turned out to be 25.6 per cent of the total panchayat areas in Rajpura development block and 20.6 per cent in Simla development block. The selected Panchayats were:

Rajpura block : Aluna, Basantpura, Bhoglan, Chamaru, Chatt, Gaddo Majra, Hulka, Jansua, Jalalpur, Jangpura, Nalas Khurd, Nilpur, Nabha, Pehar Kalan, Ram Nagar, Rampur Khurd, Shamdo, Surajgarh, Thua, Urdan and Uksi.

Simla block : Banjni, Dumi, Jhajja, Mahi, Srinagar, Satrol and Tutoo.

For making selection of the respondents only male inhabitants were taken into consideration for two reasons. First, it is generally the males who participate mostly in the working of the three institutions under study here. Second, the females in rural areas are not willing to be interviewed by a male and it is very difficult to find educated female interviewer to visit the villages.

Using the list of voters published by the Government Election Department a sample of males of 21 years or above in age was taken in the selected panchayat areas. It was taken on a systematic basis with a random start. In this way 1,225 men were selected in the panchayat areas in Rajpura development block and 454 men in the selected areas in Simla development block. This sample was fairly representative of the rural people.

#### **(B) Socio-economic Characteristics of the Two Selected Blocks—Rajpura & Simla**

Rajpura development block was created in 1953-54, one year after the inauguration of the National Extension Scheme which was later on transformed into Community Development Programme. The block at that time fell in the provincial jurisdiction of the erstwhile state of the Patiala and East Punjab States Union. It, however, came within the jurisdiction of Punjab State after the merger of the two states in 1956. The administrative headquarters of the block are located outside the block in a small industrial town—Rajpura, 25 miles away to the south-west of Chandigarh.

Simla development block was established in April, 1955. Its headquarters were originally located in the city of Simla, but later on shifted to Kandaghat, a small town which is 21 miles down-hill on the Kalka-Simla main road.



According to the 1961 census, Rajpura block, comprises of a population of 77,919 covering an area of 1,07,723 acres and eighty Gram Panchayat areas. Simla is comparatively a small block. It comprises a population of 28,426, covering an area of 70,539 acres and thirty-four panchayat areas. The hilly nature of the terrain makes the means of communications scarce and the population sparse. As pointed out earlier, a random sample of twenty-one and seven Gram Panchayat areas was taken from Rajpura and Simla blocks respectively.

Three of the twenty-one sample panchayat areas of Rajpura block (Jansua, Basantpura, and Jalalpur) are situated on the pucca road. Six of them (Aluna, Uksi, Nilpur, Shamdo, Nabha and Jangpura) are situated at a distance of 2 to 4 furlongs, another six (Gaddo Majra, Bhoglan, Ram Nagar, Thua, Chammaru and Chatt) at a distance of 5 to 8 furlongs, two each (Pahar Kalan—Rampur Khurd and Urdan-Surajgarh) at a distance of 2 and 3 miles respectively and one each (Hulka and Nalas Khurd) at a distance of 4 and 5 miles respectively from any pucca road. On the other hand, only one of the seven sample panchayat areas in Simla block (Tutoo) is situated on pucca road. While another one (Banjni) is situated at a distance of about three miles, two (Jhajja and Mahi) are situated at a distance of about five miles and another two (Dumi and Srinagar) at a distance of about six miles and one (Satrol) at such a long distance as 18 miles from any pucca road. It shows that the sample panchayat areas in Rajpura block have better means of communication than those in the Simla block.

Out of a total area of 25,365 acres of the sample panchayat areas in Rajpura block as much as 85.6 per cent was under cultivation, 8.8 per cent was cultivable waste land and only 5.6 per cent uncultivable waste. On the other hand, out of a total area of 10,578 acres of the sample panchayat areas in Simla block only 17.6 per cent was under cultivation and the rest was all waste land. The result was that average land holdings in Simla sample panchayat areas tended to be lower than those in Rajpura sample panchayat areas. The average size of land holdings in Rajpura sample panchayat areas was 8.1 acres, whereas it was as small as 3.4 acres in Simla sample panchayat areas. In Rajpura sample panchayat areas 51.8 per cent of the cultivators had land holdings of less than 5 acres each whereas in Simla panchayat areas as many as 71.1 per cent of the cultivators possessed below 5 acres of land each. 21.9 per cent of cultivators in Rajpura sample panchayat areas and 19.0 per cent in Simla sample areas possessed land holdings between 6 and 10 acres each. In Rajpura sample panchayat areas 17.8 per cent cultivators possessed land holdings between 11 and 25 acres each and 8.5 per cent of the cultivators possessed even more than 25 acres of land each. On the other hand, in Simla sample panchayat areas, only 7.8 and 2.1 per cent of the cultivators owned land holdings between 11 and 25 acres and more than 25 acres



of land each respectively.

The major crops of both (Rajpura and Simla) sample panchayat areas are wheat and maize. In Rajpura sample panchayat areas other crops grown are gram, rice, sugarcane, barley and cotton, whereas in Simla sample panchayat areas crops grown other than major ones are only potatoes, barley and rice.

Males predominated in Rajpura as well as in Simla sample panchayat areas with the exception of Banjni in Simla block.

The percentage of scheduled castes was higher in Simla sample panchayat areas than in Rajpura. In Simla they constituted as much as 40.9 per cent of the total population whereas in Rajpura they constituted only 11.9 per cent of the total population of the sample panchayat areas. It may be interesting to note that in one of the sample panchayat areas in Rajpura block (Jalalpur) not a single family belonged to these castes, whereas in one of the sample panchayat areas of Simla (Satrol) they constituted as much as 83.7 per cent of the population and in another panchayat area of Simla (Banjni) they constituted 58.8 per cent of the total population.

The level of literacy in Rajpura sample panchayat areas was, however, much lower than in Simla sample panchayat areas. In Rajpura sample panchayat areas only 18.5 per cent of the people were literate, whereas in Simla sample panchayat areas as many as 30.4 per cent of the people were literate. Undoubtedly, there was more literacy among men than among women in both the areas, but illiteracy was more among women in Rajpura sample areas than those in Simla areas. In 1960-61 the percentage of literacy among men and women in Rajpura sample panchayat areas was only 14.34 and 3.18 respectively whereas in Simla sample panchayat areas it was as much high as 42.5 and 16.1 per cent respectively.

Agriculture was the principal occupation in Rajpura as well as in Simla sample panchayat areas. Nearly three-fourth of the total working force in Rajpura sample panchayat areas and 68.9 per cent in Simla sample panchayat areas were directly engaged in agriculture. Of these, 85.6 per cent in Rajpura areas and 97.6 per cent in Simla areas were cultivators and the rest were agricultural labourers. Next to agriculture household industry and manufacturing industry were the important means of livelihood in Rajpura areas, whereas in Simla areas other important occupations were household industry, trade and business, construction work, mining and fishing and transport. One pertinent feature of Simla sample panchayat areas is that there women work shoulder to shoulder with men and nearly one-fifth of them were directly engaged in one economic activity or the other.

In 1961, per capita income of the sample respondents was found to be higher by Rs. 10 in Rajpura block than in Simla block. The per capita income in case of Rajpura respondents came to be Rs. 116 whereas in case of Simla respondents it came to be Rs. 106. They were, however, almost similarly distributed in various income groups. 48.0 per cent of the respondents in Rajpura and 49.1 per cent in Simla block fell in the monthly income group of Rs. 0—Rs. 49, 36.0 and 29.31 per cent respectively in the income group of Rs. 50—Rs. 99, and 9.9 and 9.5 per cent respectively were in the income group of Rs. 100—Rs. 149.

#### Distribution of Respondents by their Income

<i>Income Groups</i> <i>Rs.</i>	<i>Percentage of Respondents</i>	
	<i>Rajpura Block</i>	<i>Simla Block</i>
0—49	48.0	49.1
50—99	36.0	26.9
100—149	9.9	9.5
150—199	1.8	2.9
200—249	2.4	0.7
250—299	—	0.4
300—349	1.1	0.4
350—399	—	—
400—1000	1.0	0.9

The age pattern was almost the same in both the blocks. 25 per cent of the respondents in Rajpura and 20.5 per cent of them in Simla block were in the age group of 21-29 years, 26 and 29.7 per cent respectively in the age group of 30-39 years, 24 and 23.6 per cent respectively were in the group of 40-49 years, 12 and 13 per cent respectively in 50-59 years' group, 9 per cent in both the blocks were in the age group of 60-69 years and 3 and 3.9 per cent in Rajpura and Simla blocks respectively were in the age group of 70 years and above.

**Distribution of Respondents by Age**

<i>Age groups</i>	<i>Percentage of Respondents</i>	
	<i>Rajpura Block</i>	<i>Simla Block</i>
21—29 years	25.0	20.5
30—39 „	26.0	29.7
40—49 „	24.0	23.6
50—59 „	12.0	13.0
60—69 „	9.0	9.0
70 years and above	3.0	3.6
No reply	1.0	0.3
Total :	100.00	100.00
Number.	1225	454

Majority of respondents in Rajpura block (60.82%) belonged to Sikhism, although Hindus were also in substantial number (37.79%) and Muslims and Christians were only in nominal number. On the other hand, in Simla block as many as 97.14 per cent of the respondents were Hindus and only 2.64 per cent were Sikhs.

**Distribution of Respondents by Religion**

	<i>Percentage of Respondents</i>	
	<i>Rajpura Block</i>	<i>Simla Block</i>
Hindus	37.79	97.14
Sikhs	60.82	2.64
Muslims	1.33	0.22
Christians	0.16	0.00
Total :	100.00	100.00
Number.	1225	454

A general survey of the nature of village communities in 1961 indicated that nine out of twenty-one sample panchayat areas in Rajpura block and two panchayat areas in Simla block were infested with inter-factional rivalries.

Five sample panchayat areas in the former block and two in the latter had, however, less of tension and the communities therein were comparatively better integrated. The rest of sample panchayat areas in both the blocks were free of any social tension and thus the communities therein were well integrated. This was due to strong, energetic and progressive leadership. On the other hand the major factors hindering social cohesion and creating tension in the communities were found to be serious personal rivalries and jealousies, strong caste feelings, lack of smooth relationship between immigrants from West Pakistan and the original inhabitants of the villages and allergies of the members of the scheduled castes in regard to high castes.

In brief, the two blocks varied substantially in regard to the extent of agricultural production, economic standards of the people, percentage of literacy percentage of harijans, the availability of the means of communication and religious break up. At the same time, the community development programme had been going on in both the blocks for almost the same period of time.

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## CHAPTER II

### PANCHAYATS

#### (i) Setting

The beginning of the statutory Panchayat in place of the decadent traditional Panchayat in the Punjab can be traced to the recommendations of the Royal Commission on Decentralization made in 1907-8. The Punjab Government passed the first Panchayat Act in 1912 as the result of these recommendations. Panchayat was a nominated rural institution with highly restricted functions. The hesitant attitude of the government in regard to its establishment in various villages was obvious as only 16 Panchayats were established in the province by 1916 while there were as many as 36,000 villages. The introduction of the Montagu-Chelmsford Reforms in 1921 which partially democratised the provincial government, however, gave an impetus to the partial democratisation and extension of the panchayat system in the rural areas. The promulgation of further constitutional reforms in the Punjab in 1937 under the Government of India Act 1935, provided the constitutional and political milieu for more decentralisation of powers to the Panchayat for more democratisation of its structure and for an accelerated extension of panchayat system in the rural areas. A new Panchayat Act for this purpose was passed in 1939. Number of Panchayats recorded a continuous increase. The number of Panchayats in the Punjab increased from 1,489 in 1938-39 to 7,853 in 1945-46. After the partition 4,414 Panchayats came to the share of this side of Punjab.

After the national independence the importance of the Panchayat as a 'grass root' democratic entity was recognized by the framers of the new constitution of India and also by the Central as well as by several State Governments. In the Directive Principles of State Policy<sup>1</sup> there is a mention that the State Governments should undertake vigorous measures for decentralization of more powers to the Panchayat and for its extension to those rural areas in which it had not been established so far. The inauguration of the Community Development Programme during the fifties in the country made the Government and the rural people realize the importance of the Panchayat in the field of development. As time passed, Panchayat began to be associated increasingly with this Programme and the climax came in 1957 when a high-

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1. Constitution of India, Article 40.

powered Study Team<sup>1</sup> recommended that the Panchayat, as one of the tiers in a proposed three-tier Panchayati Raj system for taking over Community Development Programme from district administration, should have the direct responsibility for the execution of the village-level development programmes. This recommendation was, however, put into practice in the Punjab in 1960-61 and its impact upon the Panchayat began to be felt in the period following 1961 with which we are not concerned here.

As the result of these developments a new Panchayat Act was passed by the State Government in 1952. It was later on amended for further reorganization of the Panchayat. The net result was that the structure of the Panchayat was democratized thoroughly, its functions and powers were extended considerably by a further decentralization of State Government's powers to it, and as the consequence of a later major amendment (1960) it was made accountable to the village assembly, commonly called the Gaon Sabha.

The new public policy of the State Government aimed at the extension of the panchayat system to every nook and corner since the system, if it could function properly and comprehensively, would strengthen the foundations of the national democratic system and would also ensure a more effective implementation of the Community Development Programme whose dimensions were being increased to cope, more and more, with the socio-economic needs of the depressed rural people.

As the result of the vigorous measures adopted by the State Government the panchayat system which suffered some disruption as the result of the partition of the Punjab on the eve of independence, was not only rehabilitated but also strengthened and extended. Besides, merger of PEPSU and Punjab also increased the number of Panchayats in the integrated state. While in 1948 there were 4,423 Panchayats, the number shot up to 13,439 by 1960-61, covering all the 22,053 villages in the State. As a matter of fact, the extension of the system in the countryside had been carried on so rapidly by following the slogan of 'one village, one panchayat so far as possible' that many of the Panchayats were financially very weak and poor in their leadership.

The Government provided increasing assistance to Panchayats in the form of larger grants-in-aid for specific purposes of development. Moreover, ten per cent share of the land-revenue collected by the State Government from the farmers was also allocated to Panchayats. Third, more and more of Government land and the land released by the consolidation of land holdings of the farmers were transferred to Panchayats as common land to enable them

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1. Report of the team for the study of Community Projects and National Extension Service (Chairman—Shri Balwantray G. Mehta), 1957.

to augment their resources by leasing it or by putting it under plough. Fourth, the Government legally empowered Panchayats to levy more taxes than hitherto.

The Table No. 1. (Appendix) indicates the growth of the income from various sources. The average receipt from grants-in-aid rose from an average of Rs. 60.62 per Panchayat in 1950-51 to Rs. 734.4 per Panchayat in 1960-61. Grants-in-aid from District Boards, etc. rose from Rs. 0.76 to Rs. 26.53 during the same period. The yield from the taxes went up from an average of Rs. 98.86 per Panchayat to Rs. 270.63. The income from the common land rose from an average of Rs. 55.13 in 1953-54 to Rs. 423.91 in 1959-60. Ten per cent of the land revenue went up to an average sum of Rs. 178.40 in 1959-60 from Rs. 152.54 in 1954-55. Yield from other sources also went up. The result was that the average income of the Panchayat increased from Rs. 209.03 in 1950-51 to Rs. 924.29 in 1953-54 and to Rs. 1745.83 in 1960-61. Though a very substantial increase in the average income of Panchayats took place, many of them individually were in weak financial condition.

Besides the problem of financial viability arising from the policy of the establishment of a separate Panchayat for each village so far as possible, there were several other reasons for the inadequacy of the finances of Panchayats in terms of the expenditure needed to be incurred on local services and developmental activities. The grants-in-aid were still inadequate; there was a hesitation on the part of Panchayats to collect existing taxes effectively and to impose new taxes; the common land was not put to highly profitable use; the ten per cent share of the land revenue allocated to Panchayats was small; the panchayat leaders had not sufficiently stimulated rural people in regard to voluntary contribution; there was no effective machinery for panchayat tax collections from the rural people.

The major fields of activities of Panchayat were the construction of rural public works (roads and buildings etc.), maintenance of libraries and adult education centres, and promotion of public health. Somewhat less important fields were the promotion of agricultural production and of rural industries. Then there were activities of a minor nature such as veterinary aid for cattle, plantation of trees, etc.

The Table No. 2. (Appendix) indicates the growth in expenditure in regard to these activities. Expenditure on education and libraries shot up from an average of Rs. 27.21 in 1950-51 to Rs. 332.33 in 1960-61 and on public works from Rs. 110.97 to Rs. 580.55 during the same years. Public health claimed an average expenditure of Rs. 209.71 in 1960-61 as against Rs. 10.72 in 1950-51. The average expenditure on Agriculture was small in 1960-61, though it had increased considerably since 1950-51. The reason



for it was that some of the agricultural development programmes were still being conducted directly by the district administration without the involvement of Panchayats.

Though the average total expenditure rose from Rs. 182.19 in 1950-51 to Rs. 1580.68 in 1960-61 (about 8 to 9 times), still it fell much short of the needs of rural development. The average expenditure per head of rural population amounted to only Rs. 1.91 in 1961. Surely, this is too small a sum for any meaningful activities of the central rural institution (Panchayat) for the benefit of the village inhabitants.

The elections to the offices of the Sarpanches and Panches within the Panchayat on adult franchise basis attracted considerable interest and involvement among the rural people. These elections resulted not only in more public consciousness in rural areas but also in an increasing emergence of a new leadership in place of the one based upon tradition, heredity, wealth and caste. This new leadership was more representative in character and somewhat more sensitive to the needs of the common man. But its calibre so far was not up to the mark. Many of the Panches and some of the Sarpanches were illiterate, faction-ridden, not sufficiently dynamic and lacking in the requisite extent of sense of responsibility.

Panchayat activities could not be carried on as comprehensively and effectively as needed in term of the dimensions of the developmental problems, not only because of the inadequacy of resources and poor quality of much of the panchayat leadership but also because of inadequate and ill-equipped administrative support available to it in the form of a part-time secretary and that too of poor calibre. Moreover, the State Government did not always have the right attitude towards Panchayats. It did not provide the requisite remedial measures to them in a sympathetic and liberal fashion. The state bureaucracy dealing with them, did not invariably display an understanding, patience and trust in regard to this democratic institution. Lastly, most of the rural people, being socially and economically backward, did not always provide a 'spur' to Panchayats for good work nor a check to the malfunctioning of several of them.

In spite of these deficiencies in the working of Panchayats, one conspicuous impact of their existence appeared to be an increasing civic consciousness and participation among the individuals living in the rural areas. Panchayats, in other words, served as one of the important levers for the gradual democratisation of the minds of the people and the progressive fading away of traditional-authoritarian leadership and outmoded ways of life. A new pride in regard to existence of Panchayat in the villages was increasingly visible among expanding number of rural people.

## (ii) Empirical Analysis

The working of the Panchayat is strongly affected by a number of factors :

- (a) calibre and orientation of the elected representatives (i.e. panches and sarpanches) as well as their capacity to mobilise public co-operation;
- (b) capacity and integrity of the rural bureaucracy which is to assist the Panchayat and implement its decisions and programmes;
- (c) scale and management of financial resources; and
- (d) attitude of the people towards the Panchayat as a unit of democracy and as development agency.

Here the working of the sample Panchayats in terms of these factors has been examined.

**A. Leadership.**

**Sex :** Twenty-one sample Panchayats in Rajpura block were manned by 21 sarpanches and 104 panches, while seven sample Panchayats in Simla were manned by 7 sarpanches and 56 panches. One obvious feature of the panchayat leadership (here as elsewhere in the State as well) was that it continued to be over whelmingly male in composition. Out of a total of 104 panches in sample Rajpura Panchayats and 56 panches in sample Simla Panchayats only one woman had been elected in both blocks each. 20 and 6 women had been co-opted in sample Rajpura and Simla panchayat areas respectively. Had the Punjab Gram Panchayat Act, 1952, not made a specific provision for the co-option of the women<sup>1</sup> so that there was atleast one woman on every Panchayat their number through election would have been almost negligible on the Panchayats. This indicates how politically backward the women were. The position in both the blocks was identical. Women in one block were no more politically conscious than those in the other block.

**Sex Break-up of Panchayat Leaders**

	<i>Total No. of leaders</i>	<i>Elected</i>				<i>Co-opted</i>
		<i>Sarpanches</i>		<i>Panches</i>		
		<i>Men</i>	<i>Women</i>	<i>Men</i>	<i>Women</i>	
Rajpura	125	21	—	83	1	20
Simla	63	7	—	49	1	6

1. The Punjab Gram Panchayat Act, 1952, Section 6(i).

**Age :** Majority of the panchayat leaders belonged to the age-group 36-55 years. The position in both these blocks was almost the same. Sixty per cent of the panches and 50 per cent of the sarpanches in Rajpura block belonged to this age group; similarly in Simla block percentage of these belonging to this age group came to be 50 and 72 respectively. Again, the number of leaders in the old age-group (i.e. past 55 years) was very small—15 and 18 per cent for the panches and 10 and 14 per cent for the sarpanches in sample panchayat areas of Rajpura and Simla respectively. This could be indicative of the preference of voters for somewhat younger leaders as compared with their choice of old ones in the past.

#### Age Break-up of Panchayat Leaders

<i>Age</i>		<i>Rajpura</i>		<i>Simla</i>	
		<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Panches	25-35	26	25	18	32
	36-55	61	60	29	50
	Above 55	17	15	9	18
Sarpanches	25-35	9	40	1	14
	36-55	10	50	5	72
	Above 55	2	10	1	14

**Education:** An analysis of the educational background of the leaders shows that literacy among Simla panchayat leaders was higher than among those of Rajpura panchayat leaders. In the former block the percentage of illiteracy among the panches was only 14 per cent as compared to 51 per cent in the latter. All the sarpanches in Simla block were literate while the percentage of literate sarpanches in Rajpura block was 90.5. Even the majority of literate panches in sample Rajpura Panchayats (61 per cent) and a substantial percentage of them in Simla (48 per cent) appeared to have hardly attended any school, their education did not go beyond the knowledge of a few words. 29 per cent of the literate panches in Rajpura and 42 per cent in Simla block had studied ranging from primary to middle standard while 8 per cent in each block were matriculates and only one panch in each block (i.e. only 2 per cent of literate panches) were graduates. The position among sarpanches was slightly better.

### Educational Break-up of Panchayat Leaders

#### (a) Literacy :

		<i>Rajpura Block</i>		<i>Simla Block</i>	
		<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Panches	Illiterate	53	50.9	8	14.3
	Literate	51	49.1	48	85.7
Sarpanches	Illiterate	2	9.5	—	—
	Literate	19	90.5	7	100.0

#### (b) Educational Level :

Panches	Below Primary	31	61	23	48
	Primary	5	10	10	21
	Middle	10	19	10	21
	Matric	4	8	4	8
	Graduates	1	2	1	2
Sarpanches	Below Primary	8	42	2	29
	Primary	3	16	1	14
	Middle	4	21	1	14
	Matric	—	—	1	14
	Graduates	4	21	2	29

**Occupation :** A study of the occupational pattern of the leadership indicates that a high percentage of the panches and sarpanches was directly engaged in agriculture. The position in both the blocks was almost identical in regard to panches. 68 per cent of them in Rajpura block and 61 per cent in Simla block were engaged in agriculture. There was, however, substantial difference in the occupational pattern of the sarpanches in the two blocks. In Rajpura 16 out of 21 sarpanches (i. e. 76 per cent) were engaged in agriculture, whereas in Simla the percentage of the agriculturist sarpanches was only 43.0.

In both the blocks most of the leaders who were engaged in agriculture (69 per cent in Rajpura and 77 per cent in Simla block) belonged to the class of owner-cultivators. The landless labourers, who resided in the villages in large numbers, were also represented. Their percentage came to just 18 per cent in Rajpura and 5 per cent in Simla block. It was a happy thing to note that the rural leadership was mostly in the hands of the cultivators of land as that was likely to promote an equilibrium between stability and change in rural areas.

### Occupational Break-up of Panchayat Leaders

#### (a) Occupational Pattern :

Category	Occupation	Rajpura		Simla	
		No.	percentage	No.	percentage
Panches	Agriculture	71	68	34	61
	*Others	33	32	22	39
Sarpanches	Agriculture	16	76	3	43
	*Others	5	24	4	57

#### (b) Nature of the occupation of those given to agriculture :

Panches	Owner cultivator	49	69	26	77
	Tenant Cultivator	9	13	6	18
	Agri. Labourer	13	18	2	5
Sarpanches	Owner cultivator	16	76	6	86
	*Others	5	24	1	14

#### Caste :

The caste background of leadership indicates that 65 per cent in Rajpura block and 61 per cent of the panches in Simla block and 95 per cent of sarpanches in Rajpura block and 86 per cent of them in Simla block belonged to various higher castes. The remaining panches and sarpanches belonged to the socially backward class of scheduled castes.

The Punjab Gram Panchayat Act, 1952 provides that "every Gram Panchayat shall have one panch belonging to the scheduled castes if their population is five per cent or more of the population of the Sabha area; and every Gram Panchayat with seven or more panches shall have two panches who are members of the scheduled castes if the population of the scheduled castes is ten per cent or more."<sup>1</sup> It has further been provided that if the requisite number of the panches from the scheduled castes do not get elected, the vacancies would be filled by co-option.<sup>2</sup> According to these provisions, 22 seats in Rajpura block and 14 seats in Simla block were reserved for the members of these castes. It is encouraging to note that as against the total number of 22 reserved seats in Rajpura block and 14 seats in Simla block

\*Other professions include teaching, business, transport, household work, etc.

1. The Punjab Gram Panchayat Act, 1952, Section-6 Sub-section 4 (a).

2. Ibid, Section-6 Sub-section 4.(d).

they had actually got 36 and 22 seats in the two blocks respectively. Besides, one sarpanch in each of the blocks (i.e. 5 per cent in Rajpura and 14 per cent in Simla block) came from scheduled castes. Hence, the necessity of co-option did not arise. The members of the scheduled castes were reported to have contested the elections with great enthusiasm. This is indicative of considerable growth of political consciousness among them in the post-independence period.

#### Caste-Break up of Panchayat Leaders

<i>Category</i>	<i>Caste</i>	<i>Rajpura</i>		<i>Simla</i>	
		<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Panches	Scheduled Castes	36	35	22	39
	Non-scheduled Castes	68	65	34	61
Sarpanches	Scheduled Castes	1	5	1	14
	Non-scheduled Castes	20	95	6	86

#### Development Orientation :

Besides the demographic characteristics of the panchayat leaders, their attitude towards socio-economic development was also examined. The research staff held long discussions with the panches and sarpanches. On the basis of these elaborate interviews, these leaders could be classified into five different categories, namely, those with very high development-orientation, high orientation, average orientation, poor orientation and negative orientation.

Thirty-nine per cent of panches in Rajpura block and forty-seven per cent of them in Simla block seemed to be highly oriented towards the development programmes—ten per cent of panches in Rajpura block and eighteen per cent of them in Simla block were 'very highly' oriented and twenty-nine per cent panches in each of the two blocks were found to be 'highly oriented'. Forty-seven per cent in Rajpura block and thirty-four per cent in Simla block fell in the category of average orientation. This indicates that panchayat leaders in both the blocks (particularly so in Simla block) were fairly interested in the socio-economic development in rural areas.

The sarpanch, who plays a very important role in the working of Panchayats, needs to be a dynamic person who is aware of the rural problems. The inquiry revealed that they seemed to possess an adequate degree of awareness of, and interest in, the rural problems and programmes—81 per cent of them in Rajpura block and 71 per cent in Simla block were highly oriented towards development. Only 9.5 per cent of them in Rajpura block

had displayed lack of interest in development. In other words, in both the blocks the sarpanches under study appeared to be well-informed and enthusiastic leaders.

**Distribution of Leaders According to the Degree of their  
Orientation towards Development**

<i>Category</i>	<i>Degree of Orientation</i>	<i>Rajpura</i>		<i>Simla</i>	
		<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Panches	Very High	10	10	10	18
	High	30	29	16	29
	Average	49	47	19	34
	Poor	13	12	11	19
	Negative	2	2	—	—
Sarpanches	Very High	12	57	4	57
	High	5	23	1	14
	Average	2	10	2	29
	Poor	2	10	—	—
	Negative	—	—	—	—

To sum up, though the panchayat leaders were not well-educated but their comparatively young age combined with their substantial interest in the socio-economic development programmes appeared to make them suitable for playing a meaningful role in the field of development. Another feature of the leadership was that it was fairly representative socially, except in regard to rural women.

**Public Image :**

The selected respondents were asked to express their opinion about the calibre of the panchayat leaders. A majority of them (i.e. 70% approximately) in Rajpura Panchayats were of the opinion that the leaders were of high calibre; while a small percentage of them mentioned that the leadership was of average calibre and still a lower percentage of them thought it to be of poor calibre. In Simla Panchayats as well, a majority of the people held a similar view. Nearly 67 per cent of them thought that the panches were of high calibre and 79 per cent thought so in regard to the sarpanches, while a small percentage of them considered the panchayat leadership to be of average calibre and still a lower one mentioned it to be of poor calibre.

The good image of the panchayat leadership among the rural people can be conducive to the building up of a meaningful cooperation between these



leaders and the rural people for common efforts for the completion of development projects and for the successful functioning of the Panchayat as a democratic institution. The leaders should, therefore, take advantage of this fact and make strenuous efforts for mobilising public support for development programmes and for public participation in the work of the Panchayat.

### Public Image of Panchayat Leaders' Calibre

<i>Category</i>		<i>Rajpura</i>		<i>Simla</i>	
		<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Panches	High	855	69.9	290	67.3
	Average	239	19.6	89	20.7
	Poor	128	10.5	52	12.0
Sarpanches	High	866	71.3	345	78.9
	Average	193	15.7	50	11.4
	Poor	161	13.0	42	9.7

### (B) Developmental Bureaucracy :

In the Punjab Gram Panchayat Act 1952 there is a provision for the post of a secretary in every Panchayat. He is to assist the Panchayat by maintaining records and collecting taxes as well as by giving advice to the panches and sarpanches on the legal aspects of the disputes before them. Since the Panchayats in the two blocks of Rajpura and Simla had very limited finances, they had engaged the secretary on part-time basis. It had been a common practice that a number of Panchayats (6 to 8) engage a common secretary, recruited and ultimately controlled by the Chief Executive Officer of the block administration but paid and directed in day-to-day work, by the Panchayat, specially by its chairman (i.e. sarpanch).

As stated earlier there is also the village level worker who, though appointed and paid by the block administration, works in co-operation with a number of Panchayats situated in the development administration circle in which he is posted. His main responsibility is to serve as a technical assistant as well as to provide liaison between the Panchayat and block specialists (i.e. extension officers) for the initiation and completion of the development projects.

In the successful implementation of the development and social welfare programmes the effectiveness of communication between the development bureaucracy and the citizens is important. To assess the extent of communi-

cation between the rural development bureaucracy and the citizens, the respondents were asked, 'How often have you met the V. L. W., the B. D. O. and extension officers?' An analysis of the data reveals a very disappointing picture of communication between the rural bureaucracy and the citizens in the panchayat areas of both the blocks. A majority of respondents (78 per cent and 61 per cent in Rajpura and Simla blocks respectively) had not come in contact with the village level worker. Similarly, 94 per cent and 91 per cent of them in Rajpura and Simla blocks respectively had never met the block development officer. Of those who had met the V. L. W., only 47 per cent and 45 per cent of them in Rajpura and Simla Panchayats respectively, had met him four times or more than four times in a year. But in the case of block development officer the position was still more disappointing as only 26 per cent of respondents in Rajpura Panchayats and 6 per cent in Simla Panchayats met him during a year.

#### Communication between the Development Bureaucracy and the Villagers

Categories	Rajpura				Simla			
	V. L. W.		B. D. O.		V. L. W.		B. D. O.	
	No.	percentage	No.	percentage	No.	percentage	No.	percentage
No reply	3	—	4	—	9	2	8	2
Never	951	78	1148	94	278	61	414	91
Yes	271	22	73	6	167	37	32	7
Once	61	22	32	44	17	10	18	36
2 to 3 times	83	31	22	30	76	45	12	38
4 or more times	127	47	19	26	74	45	2	6

One of the things which one hears in villages is the discriminatory attitude of the rural bureaucracy in the provision of advice and assistance to the villagers. In response to a question, 'Has the aid been available to everyone in the village without discrimination?', as many as 92 per cent and 50 per cent of the respondents in Rajpura and Simla Panchayats respectively did not reply while 5 per cent in the former block and 15 per cent in the latter block said that the aid was being distributed among the villagers with discrimination. However, as the percentage of 'No reply' was very high in Rajpura panchayat areas and was substantial in Simla panchayat areas, it is difficult to draw a positive or a negative conclusion. But it might be that the large number of persons out of those who did not reply did not wish to create annoyance among the developmental bureaucracy by openly accusing it of partiality in its dealings with the rural people.

**Public Image of the Discriminatory Attitude of Rural Bureaucracy**

<i>Category</i>	<i>Rajputra</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	1122	92	227	50
Yes	59	5	69	15
No	44	3	158	35

**(C) Finances :**

For studying the financial position of the Panchayats within the sample an effort was made to collect the data about their income and expenditure for a period of five years, preceding the year 1960-61. It was, however, not possible to get an accurate statement of the income and expenditure of some of the Panchayats as, their financial records were being maintained haphazardly. Data was available only for six Panchayats in each block. The analysis of the finances of the remaining Panchayats had to be based only on the figures of one year (1960-61) which were available.

There were marked differences in the income of the various Panchayats. Taking the annual financial statement of the year 1960-61, the income of the Panchayats ranged from Rs. 268 per annum in the case of Basantpura (Rajputra) and Rs. 7,056 in the case of Nilpur (Rajputra). Further, sixty-six per cent of the Panchayats in Rajputra block and forty-nine per cent in Simla block had an income ranging between Rs. 1,000 per annum and Rs. 4,000, fifteen per cent in Rajputra and 17 per cent in Simla block an income below Rs. 1,000 and the rest above Rs. 4,000 per annum. Generally, it was found that Panchayats of Rajputra block had somewhat higher income than those of Simla block. One important factor responsible for this difference is the nature of the land. The land in the plains is decidedly more productive than that of in the hills. In the former area most of the land is under the plough whereas in the latter area most of it comprises hills and ravines and hence is just a wasteland. Naturally, the land revenue paid by the farmers in Rajputra villages was higher than that paid by farmers in the hilly areas of Simla. The ten per cent share of the Panchayats from the land revenue therefore came to be 19.5 per cent in Rajputra and 2.9 per cent in Simla villages.

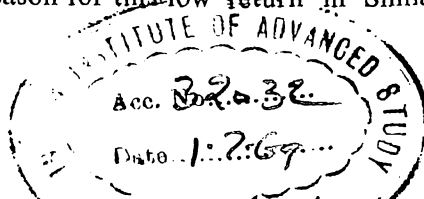
## Income-wise Break-up of the Panchayats

<i>Income Group</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Below Rs. 500	1	5	1	17
Rs. 501 to Rs. 1,000	2	10	—	—
Rs. 1,001 to Rs. 2,000	3	14	2	32
Rs. 2,001 to Rs. 3,000	5	24	—	—
Rs. 3,001 to Rs. 4,000	6	28	1	17
Rs. 4,001 to Rs. 5,000	3	14	1	17
Above Rs. 5,000	1	5	1	17
TOTAL:	21	100	6	100

As regards the contribution of each of the sources of income to the overall finances of the Panchayats, it was found that the grants-in-aid from the Government and other statutory local bodies contributed a very substantial share. In 1960-61 these contributed 36.6 per cent and 83.0 per cent to the revenues of the Panchayats in Rajpura and Simla blocks respectively. The figures for five years from 1956-57 to 1960-61 also indicate a similar trend. The share of grants-in-aid in the revenue during the period was 29.7 per cent in Rajpura Panchayats and 69.5 per cent in Simla Panchayats. In the State as a whole as well grants-in-aid contributed very substantially to the revenues of Panchayats.

Next to the grants-in-aid was the income from the common land and other Panchayat property. The income in 1960-61 was as much as 21.1 per cent in Rajpura Panchayats (14.2 per cent from the common land and 6.9 per cent from the sale of the dust) and 7.1 per cent in Simla Panchayats. The contribution over the period of five years was 40.3 per cent and 20.6 per cent for Rajpura and Simla Panchayats respectively. In the State as a whole also this source had contributed one-fourth (i. e. 23.5 per cent) to the total revenue of Panchayats in 1959-60.

Again, ten per cent of the land revenue collected in a Panchayat area provided a sizeable income to Panchayats, especially in Rajpura block. In Simla Panchayats the income from this source was, however, quite small. While in the former case it came to be 19.5 per cent in 1960-61 and 19.6 per cent during the period of five years (1956-57 to 1960-61) in the latter case this share was as low as 2.9 per cent in 1960-61 and 2.2 over a period of five years. The obvious reason for this low return in Simla Panchayats is that



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the land revenue was small as the agricultural production was small due to the hilly terrain.

The income of these Panchayats from all other sources was very small. The yield from taxes and fees was very low. This was also true of Panchayats in the State as a whole. The budget figures of the sample Panchayats for five years show that the return from all sort of taxes and fees aggregated to 3.3 per cent in Rajpura Panchayats and 0.8 per cent in Simla Panchayats. The yield in 1960-61 in Rajpura Panchayats, however, recorded an appreciable rise as it had gone up to 11.6 per cent. This was encouraging to find. However, measures were needed to sustain the growth of income from this source. The Panchayat needs to learn to depend largely upon its own sources of income rather than on government grants. The panches and sarpanches need to take more interest in levying taxes and fees. They should overcome the fear of getting unpopular with the rural people which might adversely affect their chances of re-election.

People did not pay taxes readily, rather evaded them as much as possible. Among the respondents in Rajpura panchayat areas 55.83 per cent and in Simla panchayat areas 64.32 per cent mentioned that they were not paying any taxes and fees to Panchayats.

An overall analysis of the size of the income of the Panchayats indicated that the total income was too meagre to give them a firm financial base. In fact, Panchayats had hardly any finances of their own worth the name with which they could take initiative on their own in the civic or developmental field.<sup>1</sup>

#### **Expenditure :**

An examination of the figures of expenditure of the various Panchayats for the year 1960-61 indicated that the expenditure varied from Rs. 101 in Mahi Panchayat (Simla block) to Rs. 6,600 in Urdan Panchayat (Rajpura block). As many as 12 sample Panchayats in Rajpura and 2 in Simla block did not spend more than Rs. 2,000 per annum. This miserably low expenditure reflected the restricted scale of the operations of the Panchayats.

Three items, namely public works, education and health and sanitation,

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1. The study team on 'Panchayati Raj Finances, 1965' appointed by the Ministry of Community Development and Co-operation, Government of India, and the study team on 'Panchayati Raj in Punjab' appointed by the Punjab Government in 1965 have revealed the same painful financial position of the Panchayati Raj institutions in India and particularly in the State of Punjab. Both the teams have also pointed out the main source of income of Panchayati Raj institutions as Government assistance in the form of general, schematic and judicial grants,

had together absorbed the major portion of the total expenditure of Panchayats in both the blocks. In sample Rajpura Panchayats in 1960-61, 54 per cent of total expenditure was spent on public works, 11.7 per cent on education and 3 per cent on health and sanitation. Similarly in sample Simla Panchayats, 24.1 per cent of the total expenditure in 1960-61 was spent on public works, 26.3 per cent on education and 31.2 per cent on health and sanitation. The analysis of the expenditure over a period of five years of these Panchayats whose statistics were available also indicated the same trend. The sample Panchayats in Rajpura block had, however, spent more on public works (54.0 per cent) and less on education (11.7 per cent) and small amounts on health and sanitation (3.0 per cent). In Simla block, on the other hand, the expenditure on all the three items had been more or less even. These three items represented some of the chief needs of the rural people. On the whole, however, the scale of each activity was limited largely due to the lack of adequate funds and partly due to the inadequate local planning.

One of the features of the expenditure pattern was that agriculture had not been allotted any substantial funds out of the normal budget. In 1960-61 only 0.7 per cent of expenditure had been incurred in Rajpura Panchayats whereas nothing had been spent on agricultural development in Simla Panchayats. The reason for this was that until 1960-61 the development of agriculture had been the responsibility of the block administration and separate provision for it had been made in the budget of the community development administration.

#### Item-wise details of the Expenditure for 1960-61

<i>Item</i>	<i>Rajpura (percentage)</i>	<i>Simla (percentage)</i>
Education	11.7	26.3
Public Works	54.0	24.1
Health and Sanitation	3.0	31.2
Agriculture	0.7	—
Administration	13.1	6.7
Miscellaneous	17.5	11.1

Another deficiency noted was that the Panchayats had not been particular about the quality of work. A visit to the panchayat areas under study indicated that enough attention had not been given to the qualitative aspect of development projects. In Rajpura block, for instance, three Panchayats namely Aluna, Chamaru and Bhoglan have invested as much as 57.3 per cent, 60.7 per cent and 30.9 per cent respectively of their total income during the period 1955-61 on the construction and repairs of the school buildings. But it was noticed on visit to these buildings that they leaked during rain and

were in dilapidated condition. Similarly, the libraries were found to be poorly stocked and the children parks were ill-equipped and poorly managed.

**(D) People's Opinion and Participation :**

The functioning of the Panchayat as a rural institution depends substantially upon its wide acceptance by the people, their willingness to co-operate with it and their actual participation in the elections to it as well as in its activities. The selected respondents in the sample panchayat areas were, therefore, asked a number of questions in order to gauge their attitude and their participation in regard to the Panchayat.

When they were asked to express their opinion about the utility of the Panchayat as a rural institution concerned with civic and development functions, an overwhelming majority of them in the selected panchayat areas in both the blocks, mentioned it as a very useful or useful institution. Eighty-six per cent of them in Rajpura panchayat areas and 82 per cent of them in Simla panchayat areas were of this opinion. The remaining were either indifferent to this institution or considered it useless.

It was noted that in 81 per cent of the selected panchayat areas in Rajpura block and 72 per cent of these in Simla block the percentage of persons considering the Panchayat as a useful institution ranged between 76 and 100. In about 14 per cent of these areas in both the blocks the percentage of such persons varied between 51 and 75. Only in one panchayat area in each of the two blocks, a minority of persons held this view.

**Opinion regarding the Usefulness of Panchayat as an Institution**

<i>Attitudes</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	2	0.2	2	0.5
Useful	1053	86.0	369	82.0
Indifferent	64	5.0	38	8.0
Useless	106	8.8	45	9.5
Total :	1225	100.0	454	100.0



**Panchayat-wise Break-up of the Respondents holding that Panchayat is a Useful Institution**

<i>Percentage of respondents</i>	<i>No. of Panchayats where people felt Panchayat to be a useful institution</i>			
	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero	—	—	—	—
1—25	1	5	—	—
26—50	—	—	1	14
51—75	3	14	1	14
76—100	17	81	5	72
Total :	21	100	7	100

This wide acceptance of the Panchayat as a useful institution contributed to its legitimacy. It indicates that the people in these rural areas were, consciously or unconsciously, in favour of decentralization in the political system of the country. This trend in rural thinking was further indicated by their replies to the subsequent questions.

As mentioned earlier, during the year 1960-61, the system of rural local bodies was being reorganised in the Punjab and three-tier system of local bodies (commonly called the panchayati raj) was being set up all over the State. The new system is based upon the principle of substantial decentralisation of the political powers in order to strengthen the foundations of the Indian polity and to accelerate the processes of democratization. The respondents were asked to give their views on decentralization. An overwhelming majority of them (87% in Rajpura areas and 83% in Simla areas) supported the extension of the panchayati raj system (i.e. decentralization) to the various rural parts of the State as a whole. In 76 per cent of the selected panchayat areas in Rajpura block and 72 per cent of those in Simla block, this opinion was held by 76-100 per cent of respondents while in nearly one-fifth of these in Rajpura block and one-fourth in Simla block it was held by 51-75 per cent of the respondents. Only in one village in each of the two blocks, however, a minority held this view. In none of these, however, there was any strong opposition to decentralization i.e. the panchayati raj system.

### Opinion of Respondents regarding the Extension of Panchayati Raj

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	60	5	56	12
Yes	1059	87	376	83
No	106	8	22	5

### Panchayat-wise Break-up of Those who Favour it

<i>Percentage of respondents</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero per cent	—	—	—	—
1 to 25 per cent	—	—	—	—
26 to 50 per cent	1	5	—	—
51 to 75 per cent	4	19	2	28
76 to 100 per cent	16	76	5	72

The general liking of the rural people for the institution of Panchayat was indicated also in reply to another question. They were asked whether they would like the Panchayat to play a more extensive and active role as an agency for developmental work, by being entrusted with more functions and powers for this purpose. An overwhelming majority of them in both the blocks expressed themselves in favour of further decentralization of powers to the Panchayat. Except in one panchayat area in Rajpura block i.e. Gaddo Majra the majority of respondents in other panchayat areas in both the blocks held this opinion. In 76 per cent of these areas in Rajpura block and in 72 per cent in Simla block this opinion was expressed by big majorities, ranging from 76 per cent to 100 per cent.

### Opinion regarding the Entrusting of more Developmental Functions to the Panchayats

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	21	2	34	8
Good Idea	1026	84	374	82
Indifferent	88	7	29	6
Bad Idea	90	7	17	4
Total :	1225	100	454	100

**Panchayat-wise Break-up of those who Favour it**

<i>Percentage of respondents</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero	—	—	—	—
1—25	1	5	—	—
26—50	—	—	—	—
51—75	4	19	2	28
76—100	16	76	5	72

**Opinion About the Panchayat Activities :**

The actual working of the Panchayat had, however, not been free from certain deficiencies. A careful observation of its working indicated the existence of factionalism among the panches and sarpanches at many places. Again, the performance of the civic functions (i.e. maintenance of streets and sanitation) by the panchayat had been below the mark in several villages. Third, even the restricted scale of developmental functions (e.g. building new roads or sanitation system) had not been carried on in such a manner as to be beneficial to all the inhabitants in the villages. Based upon these observations a few questions were asked from the villagers themselves so as to find out whether they were aware of any of these deficiencies.

Majority of the respondents in both the blocks did not seem to be aware of the existence of factionalism in the Panchayats. But one-third of them in Rajpura panchayat areas and one-fourth of them in Simla panchayat areas, did point to the existence of factionalism. Again, it was only in seven sample panchayat areas in Rajpura block and one in Simla block that even the majority of the respondents testified to the existence of factionalism among the panches and sarpanches. These areas were Pehar Kalan, Gaddo Majra, Jansua, Nilpur, Chamaru, Jalalpur and Nabha in the former block and Srinagar in the latter block. Besides, nearly fifty per cent of the respondents in Shamdo panchayat area who replied to the question, held a similar view. On the whole, among the respondents in Simla block there seemed to be less reference in regard to the existence of factionalism than was the case among the respondents in Rajpura block.

**Opinion regarding the Existence of Factionalism in Panchayats**

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	55	4	42	9
Yes	375	31	111	25
No	795	65	301	66
Total :	1225	100	454	100

**Panchayat-wise Break-up of the Opinion regarding Existence of Factionalism**

<i>Percentage of respondents</i>	<i>No. and percentage of panchayats where people felt its existence</i>			
	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero	5	24	1	14
1—25	6	29	3	44
26—50	3	14	2	28
51—75	4	19	1	14
76—100	3	14	—	—
Total :	21	100	7	100

The performance of the civic functions by the Panchayat was not considered satisfactory by many respondents in several areas. Nearly half of them held this view in the selected panchayat areas in Rajpura block. In nine of these areas, majority of the respondents held this opinion, this majority being very high in the panchayat areas of Jansua, Nilpur, Shamdo, Thua and Jalalpur. In Simla block also a majority of respondents in four panchayat areas were of the view that the performance of the civic functions by the Panchayat was unsatisfactory. In none of the areas the majority of the respondents considered it as good or as very good.

**Opinion regarding the Performance of the Civic Functions by the Panchayat**

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	18	2	13	3
Satisfactory	329	27	88	19
Average	273	22	89	20
Unsatisfactory	605	49	264	58
Total :	1225	100	454	100

**Panchayat-wise Break-up of the Opinion regarding Performance of Civic Activities**

<i>Percentage of respondents</i>	<i>Number and percentage of respondents who are unsatisfied</i>			
	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero	—	—	—	—
1—25	6	29	—	—
26—50	4	19	3	44
51—75	6	29	2	28
76—100	5	23	2	28
Total :	21	100	7	100

In Rajpura panchayat areas under study only fifty eight per cent of the respondents could identify important development programmes being undertaken by the Panchayat. Again, in thirteen out of the twenty-one panchayat areas a minority of respondents showed awareness of the panchayat-sponsored development projects, while in one area none seemed to possess any knowledge of these projects. Only in seven panchayat areas there was more wide-spread awareness as the majority of the respondents could identify the development programmes being implemented by the Panchayat.

Similarly, in the selected seven panchayat areas in Simla block only 48 per cent of the respondents indicated their awareness of the development programmes. In three of these a majority of the respondents had such awareness while in three others a minority of them had it and in one, none showed any knowledge of the development programmes.

The partial failure of the Panchayats to mobilise public interest in development programme, indicated the need for more vigorous efforts on the part of elected leaders and bureaucracy to stimulate this interest.

**Knowledge of People about the Developmental Activities undertaken by Panchayats**

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
No reply	—	—	—	—
Yes—aware of the activities	713	58	218	48
No—Not aware	512	42	236	52
Total :	1225	100	454	100

**Panchayat-wise Break-up of Respondents who have knowledge of Developmental Activities**

<i>Percentage of respondents</i>	<i>No. of Panchayats</i>			
	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>percentage</i>	<i>No.</i>	<i>percentage</i>
Zero	1	5	1	14
1—25	5	24	—	—
26—50	8	38	3	44
51—75	7	33	2	28
76—100	—	—	1	14
Total :	21	100	7	100

On a visit to these panchayat areas several people complained to the research staff that the quantum of development schemes was small and the development programmes were not administered by the village level worker (Gram Sewak) in an impartial manner. Moreover, the share of resources for development programme allocated to Panchayat also varied. It was small in some panchayat areas and substantial in others.

A question was asked from the respondents in the selected panchayat areas whether they had been benefitted personally by the operation of the development programmes in their respective villages. In Rajpura panchayat areas 16 per cent of the respondents did not reply to the question while among the remaining one-half of them acknowledged that they had been benefitted by

the development programmes. In ten panchayat areas a small minority of respondents made this acknowledgement and in two areas the percentage of such persons was higher. But in three areas the majority of them admitted the beneficial effects of these programmes and in another six panchayat areas still a large majority admitted the accruing of benefits.

Appropriate steps were needed for increasing the scale of development programmes and for improving the distribution of their benefits to the rural people without discrimination.

### **Participation :**

The participation of people in the meetings of the recently-constituted village assembly (i.e. 'gaon sabha') was rather small. Some panchayats among those under study here did not convene these meetings regularly twice a year as prescribed by law. Again, the attendance in the meetings of several village assemblies was found to be thin. The purpose of new legal provision for the establishment of village assembly was that the Panchayat should be accountable to the people for its programmes, activities and budget. The people were expected to provide both a spur to the constructive activities and a check to mal-practices of the panches and the sarpanches. The village people were expected to have free discussions in the meetings of the village assembly. They were given the power to insist on the holding of such meetings when the Panchayat leadership hesitated to do so because of their unwillingness or awkwardness in facing the public discussion.

The people had, however, participated in very large numbers in the panchayat elections held in November-December 1960 in Rajpura block. In these elections 6 sarpanches and 36 panches were elected unanimously while there were contests in regard to the office of 15 sarpanches and 47 panches. The turn-out of the voters was very high. Examining the figures in regard to the election in fourteen panchayat areas in which contest took place, it was found that in the case of six Panchayats the turn-out was ninety per cent and above, in the case of four Panchayats it was between 80 and 89 per cent, in the case of two it was between 70 and 78 per cent and in the case of the remaining two it varied between 56 and 67 per cent. Similarly, in the panchayat elections in Simla block participation was very high. Contest took place in five out of seven panchayat areas under study. The polling figures for four panchayat areas indicated that polling had been above 90 per cent and in one area it had been nearly 83 per cent.

On the whole, participation in polling was higher in the case of the Panchayats than it was in the case of the elections to the State legislature or to the Union Parliament during the 1962 General Elections. Polling percentage for the Punjab Vidhan Sabha was 64.6 per cent and for Lok Sabha 65.1



per cent. Local democratic institutions generally attract more attention, especially in a developing polity in which many people lack knowledge about, and interest in, national and state affairs due to the existence of under developed system of education and of media of communication.

In the execution of a Panchayat's development programme people's participation can take two major forms. People can give donations to augment the meagre finances of the Panchayat for development programmes, or else they can offer their services for the execution of a project without asking for any wages. Such participation can help the Panchayat to a substantial degree to implement a development programme for which it has not enough resources due to poor yield from taxes and restricted grants-in-aid from the Government. Moreover, this can also create a spirit of self-reliance and of collective action among the rural people in dealing with the local problems.

In the selected panchayat areas in the two blocks the actual participation by the people in the execution of the development programmes was very limited. Forty-nine per cent of the respondents in Rajpura areas and as high as seventy-five per cent of them in Simla areas did not contribute anything in the form of cash or voluntary labour in this connection. Among those who made some contribution for this purpose, the majority was of those who had contributed voluntary labour for development projects. This is understandable as the rural people have more leisure than money to offer in connection with the developmental work.

Examining the percentage of respondents who mentioned having made some contribution, it was only in twelve panchayat areas out of twenty-one in Rajpura block that majority of them did so, especially in half of these areas the percentage was very high. In two panchayat areas (Srinagar and Mahi) no one mentioned to have made any contribution. In the remaining areas a minority only has made some contribution.

In none of Simla panchayat areas majority of the respondents mentioned that they had made any contribution. In two areas a small minority of them stated that they had made some contribution and in three others a larger percentage did so.

It is thus clear that the Panchayat had not succeeded in stimulating people's participation in the execution of development programmes to the extent needed in terms of the magnitude of development problems. A large percentage of people had not made any contribution towards these programmes and others did so on a very restricted scale.

**Attitude of Respondents regarding Voluntary Contribution to the Panchayats**

<i>Nature of contribution</i>	<i>Rajpura percentage</i>	<i>Simla percentage</i>
No contribution	49	75
Contribution Made :	51	25
(a) Cash	6	23
(b) Voluntary labour	79	58
(c) Both	15	19

## CHAPTER III

### CO-OPERATIVE SOCIETIES

#### (i) Setting

The co-operative system originated in the Punjab in 1904 when a legal basis for it was provided in the first Co-operative Credit Societies Act of 1904. After a chequered but on the whole encouraging development over the years it acquired a new importance after the national independence as one of the agencies for economic development and mutual help. The inauguration of the Community Development Programme in 1952 further emphasised the developmental role of the Cooperative Societies in rural areas. The passing of a new cooperative Act in 1954 in the Punjab constituted an important landmark in the re-organization and elaboration of the cooperative system. This was followed by a new law in 1961 for the moderanisation and rationalization of the cooperative system.

The number of all types of Cooperative Societies and their membership recorded an impressive increase after independence. While in 1948 there were 10,562 Cooperative Societies of all types mainly in the rural areas with a membership of nearly five and a half hundred thousands, by 1960-61 the number of Societies had increased to 32,169 with a membership of nearly two millions. In the year 1960-61 the Punjab State was much ahead of other States in respect of number of Societies per capital and the percentage of rural population covered by the Cooperative Societies. It had 170 Cooperative Societies per one hundred thousands of inhabitants, while the all India average during 1959-60 was only 61. The percentage of rural population covered was 61 as against the all India average of 38 during 1959-60.<sup>1</sup>

The various categories of Cooperative Societies in existence in the Punjab are : (a) agricultural credit societies; (b) agricultural non-credit societies; (c) non-agricultural credit societies and (d) non-agricultural non-credit societies. Besides, there are central financing agencies at the district and state levels, to provide long-term and medium-term credit for agricultural purposes to these societies.

Since we are here concerned only with rural cooperative institutions attention would, therefore, be confined only to a brief description of primary

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1. The Punjab Cooperative Journal, Nov. 1961. Vol. VII, No. 5. The Punjab Cooperative Union, Jullundur. p. 6.

agricultural societies (credit as well as non-credit) which operate at the village level. The agricultural credit societies began to be converted into service cooperatives, providing services such as the supply of seed, manure and marketing of the agricultural produce besides agricultural credit facilities. Accordingly, the State Government took vigorous steps to organise service cooperatives through a phased programme, so that by the close of the Third Plan there was only one category namely agricultural service cooperative.

All these Societies made a substantial progress in numbers and membership, during the period 1950-51 to 1960-61. In 1951-52 there were 8,751 Societies with a membership of 3.69 hundred thousands. Within five years i.e. by 1955-56 their number increased to 12,389 and their membership to 5.73 hundred thousands. During the next five years the progress was still more rapid as the slogan adopted was to have a Cooperative Society in every village so far as possible. By 1960-61 the number of Societies rose to 18,448 with a membership of 12.98 hundred thousands. In other words, in the course of a decade the number of societies had more than doubled itself while the membership had also increased even more substantially i. e. more than three and a half times. In June, 1961 the position was as follows :—

(a) agricultural multipurpose societies:	439
(b) agricultural credit and thrift societies :	7,122
(c) agricultural service societies :	10,887

It may be added that one of the features of agricultural credit in Punjab was the existence of agricultural credit societies exclusively for scheduled castes. There were 624 such societies with a membership of 27,000 at the end of 1961. The working capital of these societies stood at Rs. 39.82 lacs.

These societies occupied a prominent position within the cooperative system, constituting about 60 per cent of the total number of all categories of societies in 1960-61.<sup>1</sup> Nearly 94 per cent of the inhabited villages in the State were covered by the operation of these Cooperative Societies of one kind or the other mostly of the agricultural credit societies by 1961. Approximately 61 per cent of the total rural population was estimated to be covered by the operation of these institutions.<sup>2</sup> The working capital stood at 2,109 hundred thousands of rupees. The owned capital consisting of share capital, reserves etc. was rupees 771 hundred thousands and the ratio of the owned capital to working capital was 36.2 per cent.

These societies suffered from a few deficiencies. In the first place, they

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1. Annual, Administrative Report of the Cooperative Department Punjab, 1960-61. p. 54.

2. Ibid. p. 1.

were not in a position to advance short-term loans to the agriculturists. Second, there were certain procedural delays and rigidities in the grant of loans. Third, several of these societies were in a weak economic position and needed requisite capacity to undertake the enlarged functions. The societies having been organized on the basis of 'one village one society', some of them were uneconomic units as their membership, working capital, scale of transaction were low.

However, none of the societies exceeded a population of 500 cultivating families, efforts were made by the Government to amalgamate smaller units so as to make them viable. In view of this, it was decided that the scheduled caste societies which were not viable units, would not be encouraged as separate units in future.<sup>1</sup>

Qualitatively among the existing agricultural credit societies in 1960-61 only 22 per cent belonged to A and B classes and 47.3 per cent belonged to C class which is deemed to be of average standard. The rest of them were below par and had been graded as C<sub>2</sub> and D.

Besides these credit societies, there are non-credit societies of various types : (a) cooperative marketing societies; (b) consumers' cooperative societies; (c) industrial cooperative societies; (d) labour and construction societies (e) land owning cooperative societies; (f) bee-keeping cooperative societies; (g) better farming cooperative societies; (h) tenant farming cooperative societies and (i) joint and collective farming cooperative societies.

The non-credit societies did not record an impressive headway as did the agricultural credit societies. In 1950-51, there were 3,638 agricultural non-credit societies with a membership of 281,764 and working capital of Rs. 50.73 lacs. By 1960-61 their number, membership and working capital went up to 4,111; 1300,787; Rs. 12,24,26,937 respectively. Besides these agricultural non-credit societies, there were 2,404 non-agricultural non-credit societies in 1950-51, with a membership of 112,446 and working capital of Rs. 84.82 lacs. By 1960-61 their number increased to 7,269 and their membership and working capital to 249,894 and Rs. 7,52,00,596 respectively.

In 1960-61, there were 941 labour and construction societies with a membership of 85,053 and owned capital of Rs. 29.16 lacs. While better farming societies and tenant farming societies had existed for sometime, some joint and collective farming societies began to be started by the State Governments as the result of new public policy decided for the country as a whole. It was only in 1960-61 that the Government began to lay more emphasis upon their formation in view of the small size of agricultural holdings

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1. Ibid. p. 64.

which tended to make individual farming uneconomic in some cases. In June, 1961 the number of farming societies was as follows :—

(a) better farming societies:	139.
(b) tenant farming societies:	35.
(c) joint and collective farming societies:	836.

On the whole, the Cooperative Societies needed amalgamation and consolidation in the State after a decade of rapid expansion since 1950-51. They had to be made financially more viable units. The calibre of the leaders at the helm of these Societies needed to be raised, the expertise and integrity of their bureaucracy substantially improved and their liaison with the newly established three tier rural local government system (called panchayati raj) became meaningful in the context of the challenge of rural development.

But in spite of these deficiencies Cooperative Societies seemed to have struck roots in the minds of the rural people. On the whole, the Cooperative Society had become an integral part of the rural socio-economic system.

## (ii) Empirical Analysis

In order to know the nature and extent of Cooperative Societies as well as to understand how far these societies had been able to relieve the rural masses from heavy indebtedness—a study of Cooperative Societies in the select panchayat areas of Rajpura and Simla blocks was conducted. The study reveals that in fourteen panchayat areas of Rajpura block and in five panchayat areas of Simla block, Cooperative Societies of one type or the other were in existence. There were seven panchayat areas in Rajpura block (i.e. Pehar Kalan, Gaddo Majra, Jansua, Aluna, Surajgarh, Jalalpur and Nabha) and two in Simla block (i.e. Jhajja and Mahi) which did not have any Cooperative Society.

The total number of Cooperative Societies functioning in Rajpura block was 27 and in Simla block 11 in 1961. Among these the largest number was that of 'agricultural credit societies'—10 in Rajpura block and 8 in Simla block. The panchayat areas of Simla block did not have any agricultural service society while 9 such Cooperative Societies were functioning in the panchayat areas of Rajpura block in 1961. Besides, there were three industrial cooperative societies in Rajpura Panchayats and one in Simla Panchayats four scheduled caste land owning cooperative societies in Rajpura Panchayats, and one in Simla Panchayats and one labour and construction society each in two blocks.

### Type and Number of Cooperative Societies

<i>Type of cooperative society</i>	<i>Rajpura</i>	<i>Simla</i>
1. Agricultural Credit Society :	10	8
2. Agricultural Service Society :	9	—
3. Industrial Cooperative Society :	3	1
4. Scheduled caste land-owning Society :	4	1
5. Labour and construction Society :	1	1
<b>Total:</b>	<b>27</b>	<b>11</b>

It was encouraging to find that besides agricultural service and credit societies, there were industrial cooperative societies like weaving, shoe-making and construction societies. It was also gratifying to note that in the panchayat areas of both the blocks the scheduled castes had also started organizing their own cooperative institutions for the economic uplift of their community. They had started the land-owning cooperative societies in order to acquire land for cultivation purpose by its members. The establishment and development of such type of society needed to be encouraged as it can serve as an important agency for the economic uplift of the scheduled castes.

#### **Membership :**

The membership of the agricultural credit and agricultural service societies had multiplied more than ten times during the period 1954-55 to 1960-61 in the panchayat areas of Rajpura block whereas this increase in the number of membership had been only three and a half times in the panchayat areas of Simla block. This increase was partially due to increase in the number of societies and partially due to the popularity of the institution among the villagers. The membership which was 161 in 1954-55 in the panchayat areas of Rajpura block, went up to 1563 in 1960-61 with the increase in the number of Cooperative Societies from six to sixteen during the same period. Similarly the membership of these Cooperative Societies in the panchayat areas of Simla block had also gone up from 113 in 1954-55 to 327 in 1960-61 with the increase in the number of such Cooperative Societies from two to eleven.

### Strength of the Membership of the Societies

<i>Year</i>	<i>Rajpura</i>	<i>Simla</i>
1954-55	161	113
1955-56	246	175
1956-57	854	168
1957-58	925	192
1958-59	1,079	245
1959-60	1,232	283
1960-61	1,563	327

As regards the membership of the individual societies over a period of time, it was found that the increase in certain cases had been very large. In Jangpura village in Rajpura block, a large-size cooperative agricultural thrift and credit society was formed in 1951. To begin with, it had a membership of only 16 persons but in 1960-61, it had on its rolls a membership of 640. On the other hand, the Himalayan labour and construction society was established in Tootu (Simla block) in 1954-55 with 101 members but its membership remained stationary till 1960-61. Similarly, the eleven member land-owning cooperative society of Banjni (Simla block) has not made any progress at all. It had not added even a single member during the three years of its functioning. This means that the progress of individual Co-operative Societies had been uneven.

### Share Capital.

There had been a gradual and continuous increase in the share capital of the agriculture credit and service societies from 1955-56 to 1960-61 in the selected panchayat areas of Rajpura and Simla blocks. It went up from Rs. 4,272 and Rs. 1,997 in 1955-56 to Rs. 62,139 and Rs. 19,817 in 1960-61 in the Cooperative Societies of Rajpura and Simla blocks respectively. The obvious reasons for this increase were that during this period the number of such societies had increased and the existing societies also registered an increase in their members.

Viewing the position as a whole, the headway made by the Societies in Simla panchayat areas compared with those in Rajpura Panchayats had been slow. In the case of the latter, the rise in the capital had been very high—(17 times) even though the rise in the number of Societies had been cent per cent. In the case of the former, the rise in the capital was only 6 times while the corresponding rise in the number of Societies was three times.



**Position of the Number and Share Capital of the Rural Credit and  
Agricultural Service Societies (in rupees)**

<i>Year</i>	<i>Rajpura</i>	<i>Simla</i>	<i>Total</i>	<i>No. Rajpura</i>	<i>No. Simla</i>
1955-56	4,272	1,997	6,269	6	2
1956-57	17,041	3,167	20,208	9	4
1957-58	37,447	4,634	42,081	9	5
1958-59	44,171	5,884	50,055	11	8
1959-60	55,252	6,123	61,375	13	11
1960-61	62,139	19,817	81,956	16	11

As regards the share-capital of the four scheduled caste credit societies (Rajpura), it did not register any increase. This seemed to indicate some lack of initiative and interest among the members.

**Position of the Share Capital in the Scheduled Caste Rural-Credit Co-operative  
Societies (in rupees).**

<i>Panchayats</i>	<i>1957-58</i>	<i>1958-59</i>	<i>1959-60</i>	<i>1960-61.</i>
1. Urdan.	—	300	300	300
2. Ramnagar	110	110	110	110
3. Thua	307	307	307	307
4. Chatt	110	110	110	110

**General Progress :**

Examining the transactions made by the Cooperative Societies over the years, it was found that the Co-operatives in Rajpura panchayat areas had made more substantial headway than those situated in Simla. In 1953-54, the loan advanced by the Co-operatives in the selected Rajpura areas amounted to Rs. 8,978. During the course of nine years, it multiplied 15 times. By 1960-61, it had risen to Rs. 1,36,413. On the other hand, the Co-operatives in Simla Panchayats did not register any increase. Either the members did not have savings to deposit or else did not trust the Co-operative Societies with their money. Moreover, some of the Societies, (i.e. in Tootu panchayat area) gave loan mostly to their members. The members did not care to pay their loan back in time, with the result that the credit of these Societies suffered in the eyes of the rural people.

**People's Opinion :**

With a view to gauge the awareness of the people in regard to the objec-

tives of the co-operative movement, their interest in and opinion about the Co-operative Societies, a series of questions were asked from the respondents. Since all the villages within the sample did not have Co-operative Society, most of the questions were asked from the respondents from only those villages in which these societies existed. Two general questions, pertaining to the service co-operatives and the farming societies were, however, asked from respondents of all the panchayat areas under study.

It was found in the panchayat areas in Rajpura block that the percentage of the members among respondents was high (i.e. 27.4 per cent) as compared with the position in Simla panchayat areas (i.e. 9.02 per cent).

In Rajpura block, 43.8 per cent of the respondent-members did not care to attend even a single meeting of their respective Co-operative Society. On the other hand, in Simla block, 46.3 per cent of the respondent-members did attend all the meetings and 43.9 per cent attended some of the meetings.

#### **Distribution of Members by Attendance in the Meetings**

<i>Block</i>	<i>All meetings percentage</i>	<i>Most of the meetings percentage</i>	<i>None percentage</i>
Rajpura	12.9	43.3	43.8
Simla	46.3	43.9	9.8

It was encouraging to find that an overwhelming majority of the respondent-members of these Societies—88.7 per cent and 97.5 per cent in the selected panchayat areas of Rajpura and Simla blocks respectively seemed to be very well conversant with the objectives of the cooperative movement. In eight panchayat areas of Rajpura block (i.e. Basantpura, Ram Nagar, Nilpur, Shamdo, Chamaru, Rampur Khurd, Chatt and Jalalpur) and four panchayat areas of Simla block (i.e. Banjni, Dumi, Tootu and Srinagar), cent per cent members were conversant with the objectives while in the remaining panchayat areas of both the blocks, where the Cooperative Societies were in existence, more than 75 per cent of the respondent-members were conversant with the objectives of cooperative movement.

Again, 77.5 per cent and 73.2 per cent of respondent-members in the panchayat areas of Rajpura and Simla blocks respectively, mentioned to have frequent dealings with their Cooperative Societies. Moreover, there was hardly a panchayat area in which less than half the respondent-members did not have frequent dealings with the Cooperative Societies in panchayat areas of both the blocks.

**Percentage of Respondents having Regular Dealings with their Co-operatives**

<i>Percentage Group</i>	<i>No. of Panchayats</i>			
	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
1—25	—	—	—	—
26—50	—	—	—	—
51—75	5	33	2	40
76—100	10	67	3	60

As regards the utility of Cooperative Societies, an overwhelming majority of respondent-members in the Panchayats of Rajpura block (i.e. 90.3 per cent) and a majority of them in Simla panchayat areas (i.e. 73.2 per cent) considered them useful institution.

The respondent-members were also asked to evaluate the functioning of the Cooperatives. A majority of them in the panchayat areas of both the blocks (i.e. 71.9 per cent in Rajpura block and 80.5 per cent in Simla block) expressed their satisfaction in regard to their functioning. No doubt, the percentage of such persons vary from one panchayat area to the other, but a majority of respondent-members in every panchayat area in which a Co-operative Society was located, expressed their satisfaction. However, in one panchayat area of Rajpura block—namely Urdan, a sizeable number of respondent-members (40 per cent) were not satisfied with the functioning of Co-operative Societies which existed in that area.

During 1960-61, the Government conducted propaganda in favour of service co-operatives in place of rural credit societies as the former could deal with the various needs of the villagers, ranging from the supply of credit and provision of seeds and tools to the marketing of their farm produce, thereby freeing them from any exploitation by the traders. The Government also advocated the establishment of farming cooperatives so that the small tenant-cultivators might pool their land and their meagre resources for joint cultivation which might bring better yield per acre.

A substantial number of respondents (i.e. 50.40 per cent) in Rajpura panchayat areas considered the service co-operatives useful; on the other hand, in Simla panchayat areas their percentage was much less (i.e. 18.51 per cent). Most of the respondents in the latter case (i.e. 79.51 per cent) were found to be either indifferent or did not have any definite opinion to express. On the whole, however, the idea of the service co-operatives found favour with a large number of respondents.

### Opinion regarding the Service Co-operatives

<i>Nature of the reply</i>	<i>Rajpura Block</i>		<i>Simla Block</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
No reply	291	23.45	148	35.59
Very good Idea	101	8.84	5	1.10
Good idea	509	41.56	79	17.41
So so	246	20.08	213	46.92
Not a good idea	78	6.07	9	1.98
Total:	1,225	100.00	454	100.00

Farming co-operatives were found to be comparatively less acceptable to the respondents as only 49.45 per cent of respondents in the panchayat areas of Rajpura block indicated their liking for them. Their acceptance among the people in Simla panchayat areas appeared to be still more limited as only 8.8 per cent of the respondents therein approved of them. One fourth of the respondents (i.e. 21.9 per cent) disliked them altogether.

### Opinion regarding the Farming Co-operatives

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
No reply	75	6.15	115	25.35
Very good idea	223	18.20	2	0.45
Good idea	383	31.25	38	8.35
So so	267	21.80	214	47.15
No good idea	277	22.60	85	18.70
Total:	1,225	100.00	454	100.00

To sum up, the objectives of cooperative movement appeared to be widely known among the rural people. Some more initiative on the part of the Government and rural leaders can enable the co-operative system make more headway than hitherto, thus contributing to economic and psychological development of the people. At the same time, steps need to be taken to improve their operations substantially as a highly successful Co-operative Society tends to attract an increasing number of new members.

## CHAPTER IV

### Schools

#### (i) Setting

Education has always been considered as a vital factor in the improvement of socio-economic standards. Much of the social friction and tension are due to lack of proper understanding and communication among the people and this is mostly due to illiteracy and general backwardness. Much of the backwardness is due to inadequacy of economic resources, lack of entrepreneurship and mismanagement of economic affairs. These prevail in an economic system if the people are illiterate and conduct their affairs casually and through 'rules of thumb', rather than by rational and scientific manner.

The partition of the Punjab in 1947 disrupted the educational set up. A large number of uprooted Schools and Colleges had to be rehabilitated. This entailed big expenditure as well as taxed a good deal of energy for some years. The Government remained quite preoccupied with this problem for several years.

The dawn of Independence in 1947 opened a national debate on the system and quality of education then being imparted in the country. Several suggestions were put forward with a view to reforming the system. The Punjab Government decided in 1948 to extend the duration of the four year primary education to five years. It also decided that a new pattern of education, commonly called basic education, should be given a trial along with the existing system. With that end in view, a number of basic-primary schools were established while the existing type of Schools also continued to function.<sup>1</sup>

For advising regarding the improvement of the scale and standard of instruction at the primary and secondary levels, the State Government established the Advisory Board on Education in 1949. The Board constituted four committees to study the primary, secondary, physical and social education. Highly impressed by the utility of the 'basic education' which, in its opinion, had been modelled to some extent on the American Demay system and the British New Method Schools – it recommended that progressively all the existing primary schools should be converted into basic education schools.

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1. Annual Administrative Report, Department of Education, Government of Punjab, 1952-53, p. 1.

In the meantime, the new Constitution for the country had been framed. The Directive Principles of State Policy incorporated in the Constitution, called upon the State Governments in India to provide within 10 years free and compulsory education to all children between the age of 6 and 14.<sup>1</sup> This constitutional directive made the Punjab Government to pay still more attention to the problem of educational expansion in the State. Moreover, people also began to demand the establishment of Schools in the State. In 1952, the State Government decided to expand the educational facilities rapidly. The new programme arrived at the progressive establishment of a primary school within a radius of one and a half miles in the course of time. This big and bold decision involved a number of administrative and financial problems. It was difficult to recruit a large number of teachers to man hundred of schools which were proposed to be opened in stages. Because of this difficulty, it was decided to set-up single-teacher schools in hired premises. Consequently 3,900 single-teacher Schools were established by the end of the First Plan period i.e. 1956. The establishment of these Schools also proved helpful in solving the problem of the educated unemployment to some extent.

In the meantime, the local body schools which numbered about 10,000, had been causing some worry to the Government. These were not efficiently maintained. The teachers in particular were not satisfied with the service conditions available therein. The Government ultimately decided to take over their management in 1957. This was a very significant development in the field of school education. The direct responsibility of the State Government for school education increased very considerably.

As the Constitution has enjoined upon the State to provide within ten years, free and compulsory education to all children up to the age of 14 years, the State Government became increasingly keen to achieve this target if possible. The education had been free up to the primary standard in the Punjab even before national independence. In 1958, the Government decided to extend this facility of free education to the sixth class. That decision aroused some opposition from those voluntary associations which had been running private Schools in the State, for they now faced financial difficulty because of the lack of income from tuition fees. The Government, therefore, decided to share their burden and provided a special grant of rupees four hundred thousands to them.<sup>2</sup>

The mass-scale spread of educational facilities brought in its wake a number of problems. One of these problems which in due course assumed

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1. Constitution of India, Article, 45.

2. The Annual Administrative Report of the Department of Education, Government of Punjab—1954-55 (i).

dimension was the supply of textbooks to fast growing number of students in various classes. It often resulted in the sale of books in black market, both in urban and rural areas. To deal with this problem effectively the Government nationalised the school books in 1953. Within a year, it published as many as 108 books. In 1955, it was made obligatory for all the Schools in the State to prescribe for all classes up to 8th standard only the nationalised books.<sup>1</sup> This eased the position to some extent. But nationalisation of school textbooks soon brought in the problems of adequate supply and proper standards in regard to these books.

Another equally baffling problem was that of providing an adequate number of suitable buildings to house the fast-growing number of primary schools. Not only this problem cropped up in regard to the starting of new Schools but even the existing Schools did not have satisfactory housing facilities. Most of those Schools had been in existence for a long time and their buildings had become dilapidated. The building problem regarding the erstwhile local body schools was still more serious. The State Government passed a part of the burden of proper building for rural schools to the Gram Panchayats under the Punjab Gram Panchayat Act, 1952. It entrusted the responsibility of maintaining the primary school buildings to the Gram Panchayats.<sup>2</sup> They were required to repair the existing buildings and to construct new ones (if they needed a School or wanted the existing School to be upgraded) with the help of the voluntary contributions from the local people. A part of the construction cost could be given to them by the Government in the form of small grants-in-aid. In the year, 1961, the Government disbursed to the Gram Panchayats under this programme, an amount of one million rupees.

By the end of the Second Five Year Plan (i.e. 1961) the stage was set for the introduction of free and compulsory education. Every village now had a School of one kind or another. The total number of Schools in the State had gone up to 11,480<sup>3</sup>. In 1960 the State Government enacted the Punjab Primary Education Act which sought to make education not only free but also compulsory for all children between the age of 6 and 11. A phased programme was to be initiated in April, 1961, so that the target of extending this facility to all the children in this age group could be achieved by the end of the Third Five Year Plan period (i.e. 1966).<sup>4</sup> It may not be out of place to mention here that the element of compulsion at the primary stage already

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1. Ibid, 1958-59, p. 1.

2. The Punjab Gram Panchayat Act, 1952, Sec. 34.

3. The Annual Administrative Report of the Deptt. of Education, Govt. of Punjab, 1960-61, p. iii.

4. Annual Administrative Report, Govt. Punjab, p. 2-4.

existed to some extent since as early as 1919. But it was confined to a few selected areas of the State—and it extended only to the male children. Girls were not compelled to join Schools. By March 31, 1953, compulsory education extended, however, only to 1,298 rural and 37 urban areas in the State. The erstwhile State of PEPSU had, however, a more comprehensive legislation in this respect. There education was compulsory for both the sexes, though in a few geographical areas.<sup>1</sup> The new Punjab Primary Education Act, 1960, sought to eradicate all these anomalies and thereby to give an impetus to educational development.

The various measures thus taken from time to time tried to put the educational system of the State on new lines, both quantitatively and qualitatively. The number of all types of rural schools—primary, middle, high and higher secondary—had increased from 4,905 in 1950-51 to 11,960 in 1960-61. An examination of the data reveals that there had been a continuous steady expansion in the number of primary schools upto the year 1955-56. Thereafter, the number of these Schools began to gradually fall (it came down from 10,197 in 1955-56 to 9,822 in 1960-61). The only probable reason that accounts for this decrease, is that the rural people now began to ask for the upgradation of their primary schools to the middle and high standards. This explains why the number of middle schools in the corresponding period (1955-56 to 1960-61) had shown a constant increase. Similar had been the case with the high and higher secondary schools. Their number had increased from 213 in 1950-51 to 753 in 1960-61.

As regards the educational institutions for girls, there has been noticed a substantial increase. The number of Schools had increased from 983 in 1950-51 to 3,035 in 1960-61.

The number of students in the rural schools had also increased quite substantially. In 1950-51, 5,95,438 students used to attend the rural schools. By 1960-61, their number went up to 13,06,876. The increase in the number of students was roughly in the same order as had been the case with regard to the increase in the number of Schools. It was 2.2 times in the case of students and 2.4 times in the case of Schools. The girls' education had, however, shown somewhat greater progress. Their number had increased from 69,216 to 1,92,885 i.e. 2.7 times.

The educational consciousness which has been a post-independence feature of the rural areas in India, also seems to have had an impact on the Harijans. The number of their students in the rural schools in the Punjab had increased

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1. Ibid, 1952-53, p. 13.



from 2,16,587 in 1956-57 to 3,78,923 in 1960-61. This increase had been steady over this period of five\* years (Tables 3 and 4).

### (ii) Empirical Analysis

During the period, 1953-54 to 1960-61, there was an increase in the number of Schools in the selected panchayat areas. The rise had been from seven Schools to twenty Schools in the panchayat areas in Rajpura block. Out of these, nineteen were elementary or primary schools and one was middle or lower secondary school. Two panchayat areas (Urdan and Jalalpur) were, however, still without a School. In Simla panchayat areas there were ten primary schools, two in each of the five areas. Besides, there were two middle-standard schools and one higher secondary school set up in Srinagar panchayat area in 1960.

The total number of school-going students had also recorded a very substantial increase. In Rajpura panchayat areas it went up from 1,006 in 1955-56 to 1,728 in 1960-61. In Simla panchayat areas it went up in the case of elementary schools from 130 to 165 during the same period. Similar rise in the number of school-going children was also visible in the State during 1955-56 to 1960-61. In the two middle-standard and in the one higher secondary school, however, there was no increase in the student enrolment during this period; rather there was a small decline.

### Total Enrolment in the Schools

Year	No. of students		Boys		Girls		Scheduled Castes	
	Rajpura	Simla	Rajpura	Simla	Rajpura	Simla	Rajpura	Simla
1955-56	1006	130	862	65	144	46	91	19
1956-57	1147	176	966	89	181	57	103	30
1957-58	1243	184	995	106	248	47	104	31
1958-59	1380	175	1065	112	315	43	118	20
1959-60	1509	183	1163	113	346	42	130	28
1960-61	1728	165	1293	100	435	42	164	23

One of the developments worth noting was the growing recognition of the utility of school education among the rural people. When the respondents in the panchayat areas in both the blocks were asked to express their views about the utility of education, the overwhelming majority of them considered it either 'very useful' or 'useful'. In Rajpura panchayat areas 60 per cent of them thought it 'very useful' and 38.2 per cent considered 'useful'. Similarly, 68.7 per cent of them in Simla panchayat areas considered it 'very useful' and 28.9 per cent 'useful'. This attitude towards school education indicates some

\*Figures for the period 1950-51 to 1955-56 were not available.

straws in winds regarding social change among the rural people. This attitude might contribute to the acceleration of the processes of democratization and development in the Punjab. Both the State Government and the local rural institutions need to recognise this fact and take requisite steps to promote more and more of school education.

#### Opinion of the Respondents regarding Usefulness of School Education

<i>Nature of Opinion</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
1. Highly useful	735	60.0	312	68.7
2. Useful	468	38.2	131	28.9
3. So so	4	0.3	2	0.5
4. Useless	5	0.4	—	—
5. No reply	13	1.1	9	1.9

While the total enrolment of the students went up substantially in these Schools, the position in regard to two categories of students i.e. girls and scheduled castes continued to be less satisfactory. As regards the girl students there was no doubt an increase in their numbers but their total enrolment lagged behind that of the boys considerably. In 1955-56 there were 144 girls as compared with 862 boys and in 1960-61 there were 435 as compared with 1293 boys in Rajpura panchayat area Schools. A similar trend was also visible with regard to the boys but there was a small decline in the number of girls in Simla panchayat areas. Though the proportion of girl students did show some improvement they were yet to make up a substantial leeway to catch up with the boys. The increasing spread of education among girls is necessary to strengthen the processes of social change in the rural areas since women-folk at present constitute a strong force for traditionalism.

The number of scheduled caste students had no doubt been going up in recent years. It rose in the elementary schools from 91 in Rajpura Schools in 1955-56 to 164 in 1960-61 and from 19 to 23 in Simla Schools. But the number of scheduled caste students still constituted only 9.4 per cent of the total students in Rajpura block and 13.9 per cent in Simla block while scheduled caste population constitute 11.9 per cent of the total population in sample Panchayat areas of Rajpura block and 40.9 per cent of population of sample Panchayats of Simla block. If the socially-depressed section of the village people—i.e. scheduled castes are to be lifted from their present depressed position, strenuous efforts would have to be made to persuade them to send more and more of their children to Schools.

The standards prevailing in the Schools in these panchayat areas were not found to be satisfactory. A visit to these institutions brought out a number of deficiencies. Many of the buildings in which these were located, were badly built and also very poorly maintained. The extra-curricular activities aiming at personality-building were highly restricted in scale. In each of the several elementary schools there was only one teacher to handle five classes of the students. He appeared to be a harassed and overworked person who could not be expected to be a good teacher and an inspiring guide to the students. Again, the audio-visual techniques of teaching elementary classes were not in use. Many of the teachers did not live in the villages in which these Schools are situated, thereby not contributing to the social milieu of these villages after the school hours. Some of their time was spent in travelling from their places of residence to the villages in which the Schools are situated. Lastly, since the working conditions and the salary-scales of teachers were unsatisfactory, the teaching profession could not attract well-qualified persons to the village Schools. If some did come in, their morale began to sag in the course of time.

The respondents in the villages were asked whether they were satisfied with the working of the Schools. The majority of them considered it either 'very satisfactory' or 'satisfactory'. Sixty-eight per cent of them in the selected Rajpura villages and 74.7 per cent in the selected Simla villages held this view. This is, however, not surprising to note, as most of the rural people being poor and illiterate, were not aware of any high educational standards by which to judge the quality of the existing Schools. The mere existence of a School in their villages appeared to them as a boon.

#### Opinion of the Respondents regarding the Working of Schools

<i>Nature of reply</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
No reply	214	17.5	81	17.8
Very satisfactory	283	23.0	94	20.7
Satisfactory	551	45.0	245	54.0
So so	116	9.5	12	2.6
Un-satisfactory	61	5.0	22	4.9
Total :	1,225	100.0	454	100.0

The respondents were asked to offer any suggestions in regard to the school education. Majority of them (60 per cent in Rajpura areas and 75.1 per cent in Simla areas) did not put forward any suggestions. This indicated

the sense of complacency prevailing among the rural people in regard to the existing standards of school education. Among those making some suggestions or the other, the emphasis was either upon upgrading the Schools from the elementary standard to the secondary and higher secondary standards or on both upgrading the Schools and provision of better teachers in Rajpura villages. In the rural areas of Simla block also, the emphasis was laid upon provision of better teachers and better school buildings. This indicated an increasing demand for education above elementary-standard.

In Simla block areas there was also a demand by the people that teachers should stay in the village in which School is situated. This was advocated on the ground that much of the waste of time involved in the movement of teachers on a hilly terrain from their place of residence to the village in which the institution was situated, would be eliminated, thereby contributing to better instruction in the School.

#### Suggestions to Improve the Working of Schools

<i>Suggestion</i>	<i>Rajpura</i>		<i>Simla</i>	
	<i>No.</i>	<i>Percentage</i>	<i>No.</i>	<i>Percentage</i>
No reply	741	60.0	341	75.1
Upgrade the School	209	17.0	11	2.4
Efficient Teachers	15	1.2	37	8.1
Upgrade the school and efficient teachers	226	18.6	—	—
Local teachers	7	0.6	19	4.2
Good school buildings	27	2.6	46	10.2
Total :	1,225	100.0	454	100.0

## CHAPTER V

### SUMMING UP

#### A. Panchayats.

The empirical study made in two blocks seems to confirm the general view that the three chief rural institutions, Panchayat, Cooperative Society and School, have been widely accepted by the rural people. This popular acceptance has strengthened their legitimation in the countryside. This does not, however, mean that they were altogether free from deficiencies. But in spite of it the institutions have struck deep roots in the villages.

The rural people not only showed their liking for the Panchayat but even seemed to demand more decentralization of the powers of the State Government to it. New panchayat leadership appeared to be emerging. This was more representative and also more development-oriented than the earlier leaders who derived their strength largely from heredity, wealth and tradition. The scheduled castes were better represented in this leadership than before, not only because of the existence of statutory provisions but also because of their increasing successes in the open contests.

Panchayats had more financial resources at their disposal than was the case in the past. Their activities in the fields of public works, public health, education and to somewhat less extent, in that of agricultural development, had been growing rapidly. The interest of the rural people in the Panchayats was indicated by their wide spread participation in elections and in their voluntary contributions to the finances and activities of the Panchayat.

In spite of these achievements, however, the Panchayat appeared to suffer from a few shortcomings. Its leadership was ridden with factionalism, to a varying extent, in a number of rural areas. Many of the panchayat leaders were illiterate. Women were not adequately represented among the panches and sarpanches and many of them could be there on the basis of cooption rather than election. The financial resources at the disposal of the Panchayat were still too inadequate to enable it to increase its activities to meet the increasing needs and aspirations of the rural people. The administrative support at its disposal in the form of part-time Secretary of poor calibre was too inadequate to enable it to implement its decisions and programmes in an effective manner. Moreover, the Panchayat had too many functions to perform (judicial, executive and developmental) with the result that their performance tended to be of indifferent quality. The peoples' cooperation towards the

Panchayat was restricted as their voluntary contribution to its finances and activities had been small and their participation in village Assembly (i.e. Gaon Sabha) to exercise a general oversight in regard to the work of the Panchayat had been limited.

For removing or mitigating these shortcomings appropriate legal and administrative measures were needed to be undertaken by the State Government and the rural people.

#### **B. Co-operative Societies :**

The co-operative system made a very substantial headway in Rajpura block and also some in Simla block. The number of Societies went up, the membership multiplied rapidly and the transactions increased considerably. Most of the Societies were agricultural credit societies and these were in the process of conversion into agricultural service societies. The scheduled-caste Co-operative Societies, however, did not record any significant progress. Again, the landless workers in the villages did not set up any thrift or credit Societies.

On the whole, an overwhelming majority of the people, more so in Rajpura than in Simla block, held the view that Co-operative Society was a very useful institution in the rural areas. Again, they appeared to be quite satisfied with its functioning. A substantial percentage of respondents in Rajpura block expressed their liking for the conversion of the existing credit Societies into multipurpose service Societies. In Simla block, however, most of the respondents were either indifferent or did not have any definite opinion to express in regard to it largely because of their lack of any clear idea about the difference between a credit society and a service cooperative. Again, in Rajpura block nearly half the respondents expressed their liking for experimenting with cooperative farming in place of the existing individual basis of farming. In Simla block, however, only a small minority of respondents favoured this idea.

In short, the objectives of the co-operative movement seemed to be widely known among the rural people. But the Co-operative Societies needed reorganization or revitalization in order to play a still more meaningful role in the economic and psychological development of the rural people. Better leadership within the Co-operative Societies, improved calibre of their employees and appropriate amalgamation of the tiny Societies could help the movement gain in strength and resources.

#### **C. Schools :**

In both the blocks the rural Schools recorded a substantial progress,

more so in Rajpura block than in Simla block. The number of Schools increased and still more gratifying to note was a very considerable increase in the number of students. There was also improvement in the number of girls and the scheduled-caste children going to the Schools but much leeway still remained to be made up.

An overwhelming majority of the persons interviewed expressed an increasing appreciation of the utility of school education in the rural areas. Moreover, they seemed to be satisfied with the general working of the Schools.

Among those who put forward suggestions for improvement of school education the growing emphasis was upon the upgrading of the existing elementary schools to secondary schools and of the latter to higher secondary institutions. Some of them in Rajpura and Simla villages also asked for provision of better teachers and better school buildings. In latter villages there was a demand that school teachers should stay in villages in which the institutions were actually situated so that they could play a more effective role in the Schools.

This growing demand among the rural people for not only elementary school education but also for secondary school education for their children, is indicative of the social changes taking place in the villages. Education, in its turn, would accelerate these changes among the largely-traditional people. It can also improve the tempo of economic development. Hence, the State Government might do well to take advantage of the people's demand for education by undertaking still more vigorous and comprehensive measures for the setting up of new Schools. This would accelerate the much-needed social change.

## **APPENDIX**



**Table No. 1****SOURCES OF INCOME OF**

(1950-51 to

Year	Grants from Govt.	Grants from Local Bodies	Taxes	Voluntary contributions
	Rs.	Rs.	Rs.	Rs.
1950-51	3,78,565.01 (60.62)	4,761.11 (0.76)	6,06,424.09 (98.86)	2,18,677.01 (35.02)
1951-52	5,08,572.12 (75.18)	2,731.10 (0.40)	7,17,829.09 (106.11)	15,33,384.69 (226.66)
1952-53	8,24,524.09 (102.63)	20,839.00 (2.59)	8,73,467.03 (108.72)	3,20,001.25 (45.83)
1953-54	10,31,299.25 (112.46)	72,515.62 (7.78)	13,31,055.68 (144.87)	9,17,438.25 (99.85)
1954-55	24,36,037.69 (124.09)	1,90,251.31 (20.68)	12,05,492.24 (158.34)	11,43,172.94 (124.12)
1955-56	36,68,636.56 (398.74)	1,73,929.12 (18.91)	14,55,915.50 (158.32)	12,38,947.06 (132.87)
1956-57	36,69,102.68 (327.71)	2,54,092.90 (23.30)	17,55,485.00 (161.18)	14 63,572.00 (134.38)
1957-58	51,06,614.30 (468.41)	3,11,316.44 (28.55)	15 35,850.80 (140.88)	16,91,422.27 (155.14)
1958-59	64,88,706.61 (595.02)	4,35,032.43 (39.89)	15,39,690.26 (141.19)	18,12,165.92 (166.17)
1959-60	65,93,776.56 (604.54)	5,67,306.44 (52.01)	13,36,183.45 (122.50)	15,95,799.44 (146.31)
1960-61	98,69,640.58* (734.4)	3,56,633.70 (26.53)	36,37,011.64 (270.63)	16,43,382.21 (122.28)

\*It also includes 10 per cent of the land revenue collected from the panchayat area.

\*\*Included in the "Grants from Government".

\*\*\*It also includes income from Shamlat Deh.

N.A.—Not Available.

N.B.—The average income per Panchayat is shown in the brackets below each aggregate figure.

## PANCHAYATS IN THE PUNJAB

1960-61)

Money collected from common secular purposes Rs.	10% of the land revenue Rs.	Income from Shamlat (com- mon land) Rs.	Miscellaneous Rs.	Total Rs.
N.A.	N. A.	N. A.	96,751.76 (15.49)	13,05,179.09 (209.03)
6,767.75 (1.00)	N. A.	N. A.	8,96,599.00 (132.68)	36,65,885.04 (541.88)
764.87 (00.09)	N. A.	N. A.	2,50,520.69 (31.18)	22,90,117.09 (285.05)
26,165.31 (2.73)	N. A.	52,071.25 (5.66)	7,64,955.25 (83.25)	41,95,552.37 (456.63)
32,853.87 (3.58)	14,02,650.62 (152.54)	5,06,892.00 (55.13)	15,85,357.81 (172.14)	84,98,008.50 (924.29)
17,714.75 (1.92)	13,97,832.31 (152.00)	10,56,381.12 (114.87)	15,84,783.50 (172.33)	1,05,77,140.00 (1150.18)
36,106.25 (3.31)	13,96,337.85 (128.21)	20,16,029.16 (185.11)	18,90,239.36 (173.56)	1,24,80,975.00 (1145.99)
94,765.47 (8.69)	25,74,613.00 (238.16)	39,64,401.53 (363.64)	22,39,620.47 (205.45)	1,75,18,504.30 (1606.90)
61,313.31 (5.62)	27,31,168.37 (250.45)	37,88,377.97 (347.31)	27,22,384.80 (249.64)	1,96,17,353.82 (1798.93)
84,382.31 (7.73)	19,45,845.52 (178.40)	46,23,628.80 (423.91)	28,70,959.62 (263.13)	1,96,17,882.14 (1798.65)
1,03,587.02 (7.70)	**		74,94,588.42*** (557.67)	2,30,60,331.68 (1745.83)

(iii)

Table No. 2.

## MAJOR ITEMS OF EXPENDITURE

1950-51 to

Year	Education and Library Rs.	Public Works Rs.	Public Health & Medical aid Rs.	Agriculture Rs.	Veterinary Rs.
1	2	3	4	5	6
1950-51	1,69,942.87 (27.21)	6,92,937.69 (110.97)	66,896.87 (10.72)	9,371.06 (1.48)	7,514.69 (1.22)
1951-52	2,56,780.47 (36.47)	14,03,010.94 (207.39)	1,39,814.75 (20.66)	7,552.00 (1.11)	15,193.87 (2.24)
1952-53	3,11,774.81 (38.80)	11,43,829.25 (142.37)	1,01,518.87 (12.63)	6,712.81 (0.83)	11,120.37 (1.38)
1953-54	6,40,436.81 (69.70)	13,57,386.75 (147.73)	2,00,523.25 (21.82)	8,585.12 (0.93)	15,470.56 (1.68)
1954-55	12,54,139.37 (136.19)	31,94,781.37 (347.48)	7,95,022.44 (86.47)	9,942.19 (1.08)	39,485.94 (4.29)
1955-56	17,91,368.50 (194.77)	44,35,189.62 (438.79)	13,66,962.94 (148.64)	17,579.00 (1.91)	52,244.37 (5.68)
1956-57	27,79,066.91 (255.17)	48,15,836.00 (442.18)	12,38,594.00 (113.72)	50,824.69 (4.66)	39,865.97 (3.66)
1957-58	33,47,728.00 (306.98)	58,12,322.00 (533.14)	18,61,826.00 (170.77)	65,764.00 (6.03)	37,543.00 (7.20)
1958-59	35,79,853.00 (328.276)	63,92,552.00 (586.20)	25,28,850.00 (231.89)	1,69,202.00 (15.51)	1,43,112.00 (13.19)
1959-60	50,35,319.05 (461.65)	71,88,057.67 (659.03)	28,99,336.47 (265.82)	4,06,392.45 (372.25)	1,48,068.10 (13.52)
1960-61	44,66,295.00 (332.33)	78,02,080.00 (580.55)	28,18,403.00 (209.71)	7,17,846.00 (53.41)	2,48,052.00 (18.45)

. B.—The average expenditure per Panchayat is shown in the brackets below each aggregate figure.

(iv)

## OF PANCHAYATS IN THE PUNJAB

1960-61

Tree Planting	Industries	Salary of employees	Other Admn. duties	Misc., works, Contin- gency	Other Total
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
7	8	9	10	11	12
2,729.19 (0.43)	183.00 (0.02)	58,222.56 (9.48)	53,331.00 (8.54)	76,509.00 (12.25)	11,37,639.81 (182.19)
1 252.94 (0.19)	161.00 (0.02)	1,53,524.31 (22.69)	1,27,655.75 (18.87)	6,74,390.72 (99.68)	27,79,175.75 (410.81)
2,398.69 (0.29)	80.25 (0.01)	1,84,552.69 (22.97)	1,50,958.62 (18.78)	4,39,852.00 (54.74)	23,52,798.31 (292.85)
1,996.19 (0.21)	891.87 (0.09)	3,12,325.25 (33.99)	1,35,120.25 (14.70)	3,86,424.25 (42.05)	30,59,080.19 (332.94)
3,255.50 (0.35)	918.00 (0.09)	5,81,374.12 (63.23)	2,11,414.69 (22.09)	5,89,718.00 (64.14)	67,80,049.69 (737.44)
4,562.00 (0.49)	4,234.37 (0.46)	6,44,103.19 (70.04)	1,96,558.87 (21.37)	5,87,845.25 (63.92)	87,00,649.19 (946.13)
4,713.20 (0.43)	7,222.54 (0.653)	6,81,074.46 (62.53)	2,64,308.47 (24.26)	9,43,381.00 (86.62)	1,08,24,887.51 (993.92)
5,900.00 (0.54)	15,077.00 (1.38)	10,34,197.00 (94.86)	3,11,349.00 (28.55)	13,38,044.00 (122.73)	1,35,69,755.00 (1244.70)
8,682.00 (0.79)	28,569.00 (2.61)	11,32,755.00 (103.87)	5,15,543.00 (47.27)	15,64,409.00 (143.457)	1,60,62,931.00 (1472.98)
7,718.00 (0.70)	36,455.22 (3.42)	13,00,941.61 (19.27)	4,82,515.00 (44.23)	16,77,533.00 (153.80)	1,91,85,461.54 (1759.00)
68,913.00 (5.12)	4,43,161.00 (32.97)	16,66,152.00 (123.97)	6,72,224.00 (50.02)	39,44,720.00 (293.52)	2,12,42,836.00 (1580.68)

(v)

**Table No. 3.**  
**Number of Panchayats and their Membership in the Punjab :**  
**(1956-57 1960-61)**

Year	Number of Revenue Estates	Number of Panchayats	Sarpanches	Panches
1956-57	22,053	10,891	10,891	61,176
1957-58	22,053	10,902	10,902	61,379
1958-59	22,055	10,905	10,905	61,400
1959-60	22,053	10,907	10,907	61,405
1960-61	21,462 (villages)	13,439	13,439	72,639

*Note.*—In 1960-61, the rural population in Punjab was 130.68 lakhs.  
It was covered by 13,439 Panchayats, 266 Panchayat Samitis and  
18 Zila Parishads.

Source : Annual Administrative Reports of the Department of  
Panchayats, Punjab, for the years from 1956-57—1960-61.

**Table No. 4****(vi)****Recognised Primary, Middle, High/Higher Secondary Schools in Rural Areas of Punjab (1950-51 to 1960-61)**

Year	General Primary Schools	General Middle Schools	General High/Hr. Secondary Schools	Primary Schools for Girls	Middle Schools for Girls	High/ Higher Secondary Schools for Girls
1950-51	3,641	1,021	213	953	29	1
1951-52	3,942	934	248	966	42	1
1952-53	4,601	948	285	1,045	46	3
1953-54	6,898	811	356	1,248	59	7
1954-55	8,965	758	452	1,283	82	15
1955-56	10,197	741	533	1,429	123	15
1956-57	10,192	749	604	1,440	139	18
1957-58	10,062	888	633	1,455	194	26
1958-59	10,048	940	657	1,505	220	36
1959-60	10,018	965	676	1,944	229	44
1960-61	9,882	1,008	753	2,728	250	67

Source : Statistical Abstract of Punjab : 1963.

(vii)

**Table No. 5**

**Number of Students in Primary, Middle and High/Higher Secondary Rural Schools**

Year	Students in General Pri- mary Schools	Students in General Middle Schools	Students in General High/ Higher Secon- dary Schools	Girl students in Girl Primary Schools
1950-51	2,59,297	1,81,422	85,503	64,055
1951-52	2,94,144	1,70,863	1,05,438	59,937
1952-53	3,30,638	1,88,035	1,19,010	73,286
1953-54	4,29,525	1,66,981	1,39,511	93,381
1954-55	5,01,887	1,61,637	1,77,115	92,800
1955-56	6,17,420	1,55,612	1,95,496	96,773
1956-57	6,24,390	1,57,523	2,36,610	1,07,308
1957-58	6,61,562	1,99,370	2,40,084	1,20,466
1958-59	6,96,240	1,93,983	2,32,896	1,31,689
1959-60	6,72,485	2,06,633	2,28,404	1,21,829
1960-61	6,37,297	2,15,358	2,61,326	1,33,598

Source : Statistical Abstract of Punjab : 1963.

(viii)

**(1950-51 to 1960-61) And Number of Scheduled Caste Students in Rural Schools of Punjab (1956-57—60-61)**

Girls students in Girls Mid- dle Schools	Girl Students in Girl High/ Higher Sec- ondary Schools	SCHEDULED CASTE		STUDENTS IN High/Higher Secondary Schools
		Primary Schools	Middle Schools	
4,629	532	N. A.	N. A.	N. A.
7,602	538	„	„	„
8,277	936	„	„	„
10,360	1,521	„	„	„
12,728	3,104	„	„	„
19,194	2,764	„	„	„
24,291	3,818	1,19,619	27,053	69,915
36,660	4,788	1,51,356	30,735	46,059
36,659	8,801	1,56,029	40,904	60,967
36,926	11,327	1,87,381	41,338	97,498
42,574	16,713	2,07,764	53,119	1,29,821



**Table No.6****Number of Co-operative Societies and Membership in Rural**

Year	AGRICULTURAL			
	Credit Societies		Non-Credit Societies	
	No.	Members	No.	Members
1951-52	8,751	3,68,749	3,919	2,95,628
1952-53	8,744	3,71,006	3,197	1,95,198
1953-54	9,888	4,20,695	2,884	1,62,202
1954-55	11,284	4,99,617	2,636	1,41,533
1955-56	12,358	5,72,563	2,870	2,02,711
1956-57	13,124	6,75,620	3,351	2,35,301
1957-58	14,344	8,04,000	2,322	1,02,205
1958-59	15,623	9,27,000	2,377	1,01,628
1959-60	17,107	11,25,657	2,391	99,646
1960-61	18,448	12,97,906	2,357	99,881

(Source : Statistical Abstract of Punjab—1957 and 1961)

(x)

**Areas of Punjab (1951-52 to 1960-61)**

NON-AGRICULTURAL				Total Number	Total Members
Credit Societies		Non-Credit Societies			
No.	Members	No.	Members		
725	45,140	2,923	1,25,724	16,318	8,35,241
852	51,749	3,060	1,32,869	15,853	7,50,822
1,047	61,432	2,469	1,17,880	16,288	7,62,209
1,853	81,310	2,916	1,31,667	18,689	8,54,127
2,077	94,599	3,672	1,56,259	20,977	10,26,132
2,099	1,02,535	4,514	1,78,876	23,088	11,92,332
2,185	1,12,000	2,638	1,32,135	21,489	11,50,340
2,251	1,22,000	2,664	1,35,291	22,895	12,85,919
2,258	1,31,894	2,872	1,46,505	24,628	15,03,702
2,203	1,32,670	3,072	1,54,446	26,080	16,84,903

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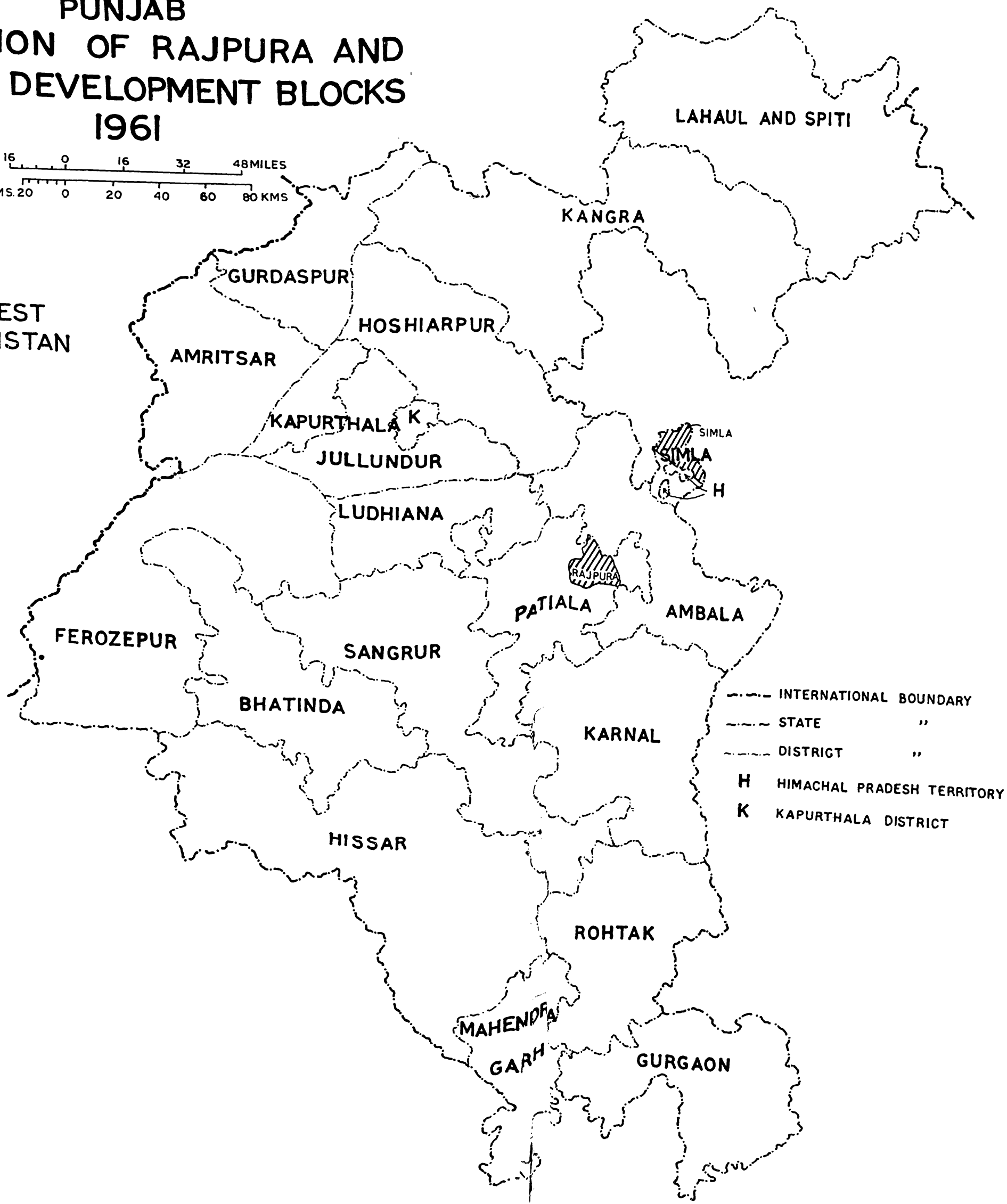
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# PUNJAB LOCATION OF RAJPURA AND SIMLA DEVELOPMENT BLOCKS 1961

MILES 16 0 16 32 48 MILES  
KMS. 20 0 20 40 60 80 KMS

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