

RURAL DEVELOPMENT IN MIZORAM :
A STUDY OF PERSONNEL ADMINISTRATION UNDER
RURAL DEVELOPMENT DEPARTMENT, MIZORAM

Thesis
Submitted to the Mizoram University for the
Degree of Doctor of Philosophy

By
LALTHANCHAMI SAILO

Supervisor
PROFESSOR SRINIBAS PATHI

DEPARTMENT OF PUBLIC ADMINISTRATION
MIZORAM UNIVERSITY
AIZAWL
2014



MIZORAM UNIVERSITY

Aizawl : Mizoram

www.mzu.edu.in

Post Box No . 190
Gram : MZU
Phone 2331606/2331612
Fax : 0389-2331606
Email :
pa_mzu@yahoo.ion

Department of Public Administration
Professor Srinibas Pathi

CERTIFICATE

This is to certify that the thesis, titled *Rural Development in Mizoram : A Study of Personnel Administration under Rural Development Department, Mizoram*, submitted by Mrs. Lalthanchami Sailo, for the award of Degree of Doctor of Philosophy of Mizoram University is her original work. In preparing the thesis, Mrs. Lalthanchami Sailo has complied with all the requirements as laid down in Mizoram University. This thesis has not been published or it has not been submitted to any other University for any other degree.

(Professor Srinibas Pathi)

Supervisor

Professor of Public Administration

Department Of Public Administration

Mizoram University

ACKNOWLEDGEMENT

This is to acknowledge the constant and unwavering guidance and support of my mentor and supervisor, Professor Srinibas Pathi and a much deserved extension of my gratitude for his belief in seeing me complete the study, for which I am greatly indebted.

I would like to extend my acknowledgement to the faculty members of the Department of Public Administration, Mizoram University for their concerted advisories, through the years of my study.

My heartfelt acknowledgement goes to my husband, Thomas Zodinglana, my young daughters, Amber Lallawmzuali and Angeline Lalhrulaitluangi, for believing in me and in being the essential catalysts for the study.

I would also like to extend my acknowledgement to my mother, Lalengphungi Sailo, for giving me the confidence and the will to aspire for the study.

I must acknowledge the undying resonance of my father, Lalhluna Sailo (1935 - 2001) in introducing me to the world of higher education; this stride that I have embarked upon is dedicated in his memoriam.

Lastly, I would like to express my sincere gratitude to the indispensable team consisting of invaluable fronts, for providing me with all necessary logistic support; but for which this research study would not have seen the day of completion.

Date :

(LALTHANCHAMI SAILO)
Ph.D.Regno. No. MZU/Ph.D/152/31.05.2007
Extn.vide AC:22:4(19) dt. 01.06.2012
Extn. vide AC:24:4(34) dt. 07.06.2013

PREFACE

Poverty reduction, sustained socio-economic growth and development along with the commensurate transformation of the rural communities in the villages connotes the phenomenon of rural development. A nation which is constituted by a larger proportion of the rural population defines the exacting need and requirement to plan and formulate the correct measures and strategies to ameliorate the plight of the poverty stricken and the general alleviation of the rural communities and to channelise their aspirations to reach parity with the nation's urban populace. It is therefore required that the transfer and the delivery of the required input necessary for the rural population be given the added impetus and the thrust be translated effectively and efficiently, through a regimen of well thought-out and well-defined sets of strategies and deliverables, so as to gain optimum dividends for the well being of the rural population in Mizoram and in India as a whole.

Given the magnitude and the multi-dimensional character that rural development conveys, it cannot be over emphasised that it is a subject of priority and is a subject that needs to be prioritised, for an equitable and all round development of a nation, whether it be under-developed, developing or a developed nation.

As an effort to focus on the actual picture of rural development and its mechanism for delivering the rural development packages and programmes and projects, the study has been centred in and around the subject. The first chapter opens with an introduction to the study, highlighting the research problem, review of literature, objectives of the study, research questions and the methodological aspects of the study.

The second chapter covers the general concepts of rural development, a general overview of rural development administration, as a part of public administration and highlights of the rural development programmes implemented in India, beginning from the colonial days to post colonial days of India. This chapter has also covered the institutional and organisational arrangements for rural

development programmes as conceptualised and executed by the Indian Union, delving on the initiation of the Community Development Programmes and on to the era of Mahatma Gandhi National Rural Employment Guarantee Act.

The third chapter revolves around the historical, political and administrative development of Mizoram, interspersed with the development of the rural people of Mizoram in the early years when it was known as the Lushai Hills. This chapter has also covered the rural development administration in Mizoram.

The fourth chapter deals with the general concepts of personnel administration. It is also an exercise the nuances of personnel administration that had existed during British rule over India and which was continued after India gained its Independence. The chapter also focuses on the evolution of personnel administration in Mizoram in general and in the context of rural development in particular.

The fifth chapter covers the concept of planning and management within the ambit of rural development. The chapter has also diversified into the roles and functions that planning and management have on the rural development programmes of India and along with similar contextual application in respect of Mizoram.

The sixth chapter has been a study central to the problems and challenges of rural development programmes in India and the similar challenges being faced by Mizoram in delivering the rural development packages, with added focus on the issues of personnel administration in the delivery mechanism of rural development in Mizoram.

The seventh and the last chapter covers the concluding observations and remarks in respect of rural development programmes and the significance of personnel administration in rural development of the rural areas of Mizoram. The findings of the study along with the suggestions resulting out of the study have also been duly incorporated.

ABBREVIATIONS

APO	- Assistant Project Officer
ARWSP	- Accelerated Rural Water Supply Programme
ANP	- Applied Nutrition Programme
BPL	- Below Poverty Line
BADP	- Border Area Development Programme
BDO	- Block Development Officer
BRGF	- Border Region Grant Fund
BAFFACOS	- Bamboo Flowering Famine Combat Scheme
CEO	- Chief Executive Officer
COO	- Chief Operating Officer
CDP	- Community Development Programme
CRSP	- Centrally Sponsored Rural Sanitation Programme
CSRD	- Crash Scheme of Rural Development
CSS	- Centrally Sponsored Schemes
CBO	- Community Based Organization
CAPART	- Council for Advancement of People's Action & Rural Technology
DDP	- Desert Development Programme
DPAP	- Drought Prone Areas Programme
DPIC	- District Planning Implementation Committee
DRDA	- District Rural Development Agency
DWCRA	- Development of Women and Children in Rural Areas
DPSU	- District Plan Support Unit
DAVP	- Department of Audio Visual Publicity
DAR & PG	- Department of Administrative Reforms & Public Grievances
DP & AR	- Department of Personnel & Administrative Reforms
EAS	- Employment Assurance Scheme

FFWP	- Food For Work Programme
FAO	- Food and Agriculture Organization
GoI	- Government of India
GKY	- Ganga Kalyan Yojana
GSDP	- Gross State Domestic Product
HADP	- Hill Area Development Programme
IFAD	- International Fund for Agricultural Development
IAY	- Indira Awaas Yojana
IMF	- International Monetary Fund
INC	- Indian National Congress
IEC	- Information Education and Communication
IRDP	- Integrated Rural Development Programme
IWDP	- Integrated Wastelands Development Programme
IWMP	- Integrated Watershed Management Programme
JGSY	- Jawahar Gram Samridhi Yojana
JRY	- Jawahar Rozgar Yojana
MGNREGA	- Mahatma Gandhi National Rural Employment Guarantee Act
MHIP	- Mizo Hmeichhe Insuihkhawm Pawl
MIP	- Mizoram Intodelh Programme
MNF	- Mizo National Front
MoRD	- Ministry of Rural Development
MPC	- Mizoram People's Conference
MUP	- Mizoram Upa Pawl
MWS	- Million Wells Scheme
MZP	- Mizo Zirlai Pawl
MZSRLM	- Mizoram State Rural Livelihood Mission
NGO	- Non Governmental Organization
NREP	- National Rural Employment Programme

NAEP	- National Adult Education Programme
NABARD	- National Bank For Agriculture and Rural Development.
NIRD	- National Institute For Rural Development.
NEC	- North Eastern Council
NER	- North Eastern Region
NFBS	- National Family Benefit Scheme
NHRDP	- National Human Resource Development Programme
NLCPR	- Non-Lapseable Central Pool of Resources
NLUP	- New Land Use Policy
NMBS	- National Maternity Benefit Scheme
NOAPS	- National Old Age Pension Scheme
NREGS	- National Rural Employment Guarantee Scheme
NREP	- National Rural Employment Programme
NRLM	- National Rural Livelihood Mission
NSAP	- National Social Assistance Programme
OBC	- Other Backward Classes
PRI	- Panchayati Raj
PD	- Project Director
PIREP	- Pilot Intensive Rural Employment Project
PMGSY	- Pradhan Mantri Gram Sadak Yojana
PMGY-GA	- Pradhan Mantri Gramodaya Yojana-Gramin Awaas
PMGY-RDWP	- Pradhan Mantri Gramodaya Yojana-Rural Drinking Water Programme
PMRY	- Prime Minister's Rozgar Yojana
PO	- Project Officer
RFD	- Results Framework Document
RBI	- Reserve Bank of India
RLEGP	- Rural Landless Employment Generation Programme

RFLP	- Rural Functional Literacy Programme
RGDWM	- Rajiv Gandhi National Drinking Water Mission
RLEGP	- Rural Landless Employment Guarantee Programme
RGDWM	- Rajiv Gandhi National Drinking Water Mission
SLMC & IAC	- State Level Monitoring Cell & Internal Audit Cell
SC/ST	- Scheduled Tribe/Scheduled Caste
SPSU	- State Plan Support Unit
SLNA	- State Level Nodal Agency
SAY	- Samagra Awaas Yojana
SGRY	- Sampoorna Grameen Rozgar Yojana
SGSY	- Swarnjayanti Gram Swarozgar Yojana
SEGC	- State Employment Guarantee Council
SIRD	- State Institute of Rural Development
SITRA	- Supply of Improved Toolkits to Rural Artisans
TRYSEM	- Training of Rural Youth for Self Employment
UMFO	- United Mizo Freedom Organisation
UNO	- United Nations Organisation
UNICEF	- United Nations International Children's Emergency Fund
WHO	- World Health Organization
YMA	- Young Mizo Association

LIST OF TABLES AND FIGURES

Table	Title	Page
3.1	Mizoram GSDP at Factor Cost by Industry of Origin 2009 - 10 & 2010 - 11.	92
3.2	District wise Fund Releases against Centrally Sponsored Schemes by the Government of India & Government of Mizoram, since inception - 2012.	97
3.3	Organogram of the Directorate of Rural Development, Mizoram.	103
4.1	Organogram of the Rural Development Department, Government of Mizoram.	149
5.1	Illustration of the Inter-Relation of Planning and Management.	159
5.2	Percentage of people Below Poverty Line in India (1973-2004).	161
5.3	Financial & Physical Performance of IRDP to SGSY during Eighth - Ninth Five Year Plan.	167
5.4	Overview of MGNREGA Performance w.e.f. 2006 - 07 - 2011 - 12.	182
5.5	IAY Financial Performance during Eleventh Plan (2007-2008)	187
5.6	IAY Physical Performance during Eleventh Plan (2007-2008)	188
5.7	Physical and Financial Progress of NSAP during Eleventh Plan	190
5.8	Structure of Respondents	212
5.9	Job Satisfaction Level	214
5.10	Recruitment and Selection	217

5.11	Staffing Pattern	219
5.12	Service and Corporate Benefits	221
5.13	Training and Capacity Building	223
5.14	Public and Peer Relations	226
5.15	Service and Tenure Conditions	228
5.16	Motivational Factor and Competency	230
5.17	Intervention and Impact Factor of Rural Development	232

CONTENTS

Certificate

Acknowledgement

Preface

List of Abbreviations

List of Tables and Figures

	Pages
Chapter I Introduction	1- 17
Chapter II Administration of Rural Development Programmes - A conceptual study	18 - 64
Chapter III Rural Development Administration in Mizoram: A profile	65 - 104
Chapter IV Personnel Administration and Rural Development in Mizoram	105 - 149
Chapter V Planning and Management of Rural Development programmes in Mizoram	150 - 233
Chapter VI Problems and Challenges in the implementation of Rural Development Programmes	234 - 260
Chapter VII Conclusion	261 - 292
Bibliography	293 - 304
Appendices	305 - 358

CHAPTER I

Introduction

The term 'Rural Development' is a subset of the term 'Development'¹, which in the broader sense connotes the societal objectives of economic growth, income equity and equitable access to resources, education, health care, employment opportunities and justice, with accent on the overall development of the rural areas and with a focused view to improve the quality of life of the rural people. Rural development is therefore a comprehensive and multi-dimensional concept which covers the broad areas of development within the sectors of agriculture and allied activities, village and cottage industries, socio-economic infrastructure and the development of human resources in the rural areas; encompassing the extensive and multi-dimensional range of activities, to transform the life of the people in the rural areas.

Since time immemorial, India as a nation, has been deeply connected with the strains of the villages, of which the nation is largely comprised of and its prerogative during the British rule and after its independence has been focused on the development of the rural areas and has continued to address the issues of the rural populace. As a developing nation, India in its strive towards being classed as a developed nation, the emphasis of planned development has been in prioritizing the rural development sector through its Five Year Plans and has formulated programmes and packages to ameliorate the conditions of the poor through a succession of eleven Five Year Plans, spanning from 1952 till date ².

-
1. Katar Singh, *Rural Development: Principles, Policies and Management*, 2009, p. 1.
 2. *planningcommission.nic.in*. Accessed on 17.12.2013.

The nation has been on the pathway to accelerate the development pace in the rural areas and has made differences in a large number of the rural population but with the burgeoning population of India, more so in the rural areas, the anticipated effect and end-results have not been encouraging. Such incongruences and disparities have in due time being attended to and reviewed for deriving a novel and revised form of strategy or process in driving home the anticipated objectives and purpose for the welfare of the rural poor. Accordingly, the government has been seen to have revamped and reconstituted its welfare measures for the rural areas in regular succession and these reconstitutions have been arrived at after a series of deliberations and reviews for the welfare of the rural population.³ Through these administrative procedures assigned to bring about transformation and growth to the rural population, the vital element to bring about the phenomenon of rural development has been identified as the 'process of rural development' or the 'rural development process' interchangeably, which implies the engagement of individuals, communities and the nation itself in the pursuit of its goals and objectives, meant for the rural population. It can therefore be said that the sustainable improvement in the quality of life of the rural people is largely vested on the rural development process; a process which is responsible and accountable for the actual delivery of the deliverables for the rural people. The government machinery has not been ignorant nor complacent in recognising and identifying the essentiality and significance of a well defined rural development process. It is within this rural development process that the larger chunk of responsibility is being shouldered by the assigned rural development personnel and functionaries; it is therefore an effort to frame and devise a complementary Human Resource policy, indicating a team of competent and specialized manpower for the staffing pattern.⁴

3. Planning Commission, Government of India, *Towards a Self-Reliant Economy* : India's Third Five Year Plan, 1961-1966.

4. Ministry of Rural Development, Government of India, *Report of the Committee on Restructuring of DRDA*, 2012.

It is within this ambit of study that rural development as a phenomenon be implemented so as to garner the desired end-results. Mizoram, as one of the States of the Indian Union has been partaking in this rural development phenomenon and process since it attained the status of Union Territory and Statehood and has been fortunate to witness a growing economy and decreasing BPL population in the evergrowing rural population.⁵ However, for want of a better and sustained economy, though the State Govt has been deploying its physical and financial resources for the upliftment of the rural poor, for a good number of decades, much is needed to be done in the rural development process; in terms of addressing the requirement of the human resources available at hand and in garnering the best of additional resources for a better mode of delivery mechanism. The rural development personnel of Mizoram, working and functioning for the activities of the rural development sector have been catalysts since the days of the Community Development Programme and Tribal Development Blocks ⁶ and have been rendering their duties and responsibilities in the rural development phenomenon and to attain the desired goals and targets till date but they have been faced with a series of differentials and stumbling blocks in their endeavour to upgrade and transform the rural sector. It is within this perspective that the research study has been attempted and focused on; as a means to find out the actual reality in the ground force.

Scope of the Study

The study covers the general aspects of rural development in Mizoram; the planning and management that have been applied in administering the various Centrally Sponsored Schemes; the State Sponsored Schemes; and other rural development activities taken up by the State government. In order to get a clear picture, the study has covered the rural development administration, with focus on its planning, implementation and exit protocols.

5. Economic Survey, Mizoram, 2012.

6. Lianzela, *Economic Development of Mizoram*, 1994.

The study has probed into the personnel administration of rural development of Mizoram at all levels, rank and grade of the functionaries, elucidating on the structural organisation and the functional administration in the hierarchical set-ups. Since rural development is concerned with a multi-disciplinary amalgamation of different officials, professionals and specialists drawn from different development departments and fields, the functional inter-relationship was also accounted for in the study and how the efforts of the rural development personnel have been facilitating the growth or destabilising such anticipated development of Mizoram in the rural areas.

During the course of the study, we have looked into the limitations and challenges that the different personnel of rural development have been encountering in their line of duty and to obtain an in-depth idea on how an integrated delivery mechanism can effect the execution and implementation of the rural development programmes for the general welfare and development of the rural areas in Mizoram.

Research Problem

Rural Development and administration of rural development in Mizoram as research topics have been taken up as discourses and research topics in the by-gone years but often have been attended to for a particular schematic programme and taken up as a general theme. Till date, there exists no research conducted on the study of Personnel Administration under Rural Development Department, Mizoram, consonant to the delivery of the rural development programmes and its administration within the State. Through the decades of administering rural development in Mizoram, there has been informal and off-beat discussions on the need for a better system of Personnel Administration in the realm of rural development but have been mere discourses without any scientific bend or substantiation based on valid and genuine documents and official records.

Till date, there is no official record or document to support the research topic and an absence of published materials in this account. Whatever materials derived at have been sought from hearsay and from focused interviews with retired officials and serving officials. It may also be pertinent to indicate that official records during the era of Community Development Programme are few due to the irregular and poor maintenance of record during the days of its implementation, a state of affairs which could have been the after-effects of an insurgency torn- state.

Review of Literature

While deciding the research problems, a number of books and other publications were taken into account for our field of research. Some of the literature are as follows :

Durgesh Nandini (1992), in *Rural Development Administration* talks about the issues on the complex nature of functioning of the administrative organisation; where the administrative structure prevalent in the rural development delivery mechanism is not conducive and not people-oriented and has caused to impose hurdles in the active participation of the rural poor and subsequently resulting to the rural poor often being indisposed from receiving their full benefits from the government. Administrative drawbacks have been highlighted as the prime challenges that the rural development as a process has been encountering through the many decades of development in India.

R.D Sharma (1992) in *Development Administration : Theory and Practice* has elucidated on the significant aspects of administration through decentralised delegation of power and that there is requirement to create a pool of administrators for rural development through the local government of Panchayati Raj. He further stressed on the fact that one amongst the

impediments in the implementation of rural development programmes is the administrative ills which heavily relies more on the mobilisation of resources primarily and one which is not positioned in achieving efficient allocation of available resources leading to a growth and transformation strategy.

Vasant Desai (2009) in *Rural Development in India (Past, Present and Future) A Challenge in the Crisis* makes a clear stand that the launching of a large number of programmes, both through the sectoral efforts and other steps has led to the multiplicity of organisations and the multiplicity of the human resources involved, leading to duplication of management efforts. That the delivery system at various levels is largely inadequate and that for effective implementation of poverty alleviation programmes, a clarion call is required for better planning at the state level and the district level, involving a close coordination of various disciplines and departments along with a stream-lined organizational set-up to ensure optimal use of resources, banking on the full utilization of the rural development processes; its functionaries and available manpower.

Harendra Sinha (2012), *Bureacracy and Rural Development in Mizoram* has pointedly brought out the unstructured and disorganized administrative mechanism of the Rural Development Department, Mizoram. The absence of well-defined planning coupled with non-coordination amongst the development departments while executing programmes and projects has been identified as the bane of Rural Development as a department, indicating with clarity that the Rural Development Department, Mizoram, requires administrative re-organisation to correct its administrative procedural norms and policies of personnel augmentation, training, transfer and postings, service conditions and welfare measures for concerted and diligent application rural development initiatives in the rural areas of Mizoram.

S.L. Goel (2009) in *Development Administration : Potentialities and Prospects* talks about development administration as being the essential ingredient for delivering economic development and social upliftment.

Administrative culture mediates among individuals, groups and communities that needs to be strengthened if the new millenium is to be made meaningful and socially productive. The development administration must be based on Rule of Law which means that the society must be governed by law or dharma and not according to whims and fancies of administrators. One of the most important characteristics of development administration is the administrative capability which can translate inputs into outputs and would ensure making administration responsive, citizen-friendly, transparent, ethical, with an objective to bring about equity and social justice, inclusive growth, sustainable environment and development and the government machinery development-oriented.

Katar Singh (2009) in *Rural Development Principles, Policies and Management* has exhorted on the need for organizing rural development by designing appropriate organzational structures, the essentials of facilitating desirable human behaviour within the organsation and in efficient organising of clientele of a programme, so that the goals of the organisation and the programme under consideration are achieved as effectively as possible. The failure to organize properly can result to wasted energy and resources. That the inability to accumulate knowledge, a dependency on the presence of certain people for existence and failure to provide incentives as being stumbling blocks for an effective and efficient organization of rural development has been areas of concern and requiring urgent redressal.

Surendra Kumar Pachauri (1984) in *Dynamics of Rural Development in Tribal Areas* talks about the dynamics of rural development in the tribal areas of Andhra Pradesh, a contextual similarity of Mizoram with reference to the connotation of the word 'tribal'. The author is of the opinion that people should develop along the lines of their own genius and should avoid imposition of factors or elements which are not conducive or irrelevant to the local tribal needs. The area and scope of development ought to be in sync with the social and cultural institutions of the locale and that developmental

results should not be judged by statistics alone but by the quality of human life that evolves through the dispensation of the rural development medium.

S.L.Goel (2008) in *Public Personnel Administration : Theory and Practice* banks on the principle of the human factor being the be-all for churning out managerial effectiveness in any set of organization. As human is more important than the capital that is being assigned for the intended task, the factor of the human remains to be the key to development; that an organization needs to rely on the moulding of behaviour of members of the organization through a leadership, motivation, communication, participation, which all yields to personal commitment and involvement of employees towards the organizational goals, which will in turn produce mutual respect and trust amongst organizational members, resulting to a higher degree of confidence in the job to be delivered and an all-round job-enrichment – to inculcate the enthusiasm and the confidence to give their best abilities in achieving excellence in their own fields of expertise and profession.

Peter F. Drucker (1987) in *Management : Tasks, Responsibilities, Practices* idealizes on the need to invoke the principles of establishing the ethos and machinery of personnel management and the essentials of good leadership in any organization and on the best practices for managing service institutions for performance along with the positive thrust towards an innovative organisation, which is focused on the pre-requisites of planning, organising, integrating and developing people to become more productive. The book emphasizes on developing subordinates in the right direction, helping them to grow and in becoming better in the dispensation of their duties for the general development of the organization and in delivering the organizational goals - all prime indicators that will determine directly whether one will develop, will grow or wither, improve or deteriorate.

S.P. Singh (2003) in *Planning and Management for Rural Development* discusses the absence of co-ordination in the Gram Panchayats, i.e. the lowest but most significant tier of rural self-government and the problems of

communication and the glaring non-involvement of proper assessment of management, problems in financing, planning, organizing and directing the works of rural development.

Surat Singh and Mohinder Singh (Eds)(2006) in *Rural Development Administration in the 21st Century : A Multi-dimensional Study* talks about the need for reducing bureaucratic dominance in the development of the rural areas, while understanding their complementary roles. It is an emphasis on the need to re-introduce the essence of democratic decentralization of the local self-governments with the need for re-structuring the existing administrative machinery, the need for various administrative apparatus responsible for the implementation of the rural development programmes at different levels and the need for integration, role identification and role differentiation of functionaries involved in the activities of rural development for avoiding duplication and over-lapping of duties and delivery of programmes intended for the rural poor. It also stresses on the need for a strong political will for curbing corruption, providing adequate finances and in removing parallel activities and institutions so as to ensure coordination, efficiency and cost-effectiveness in the rural development strategy and process.

Komol Singha, Gautam Patikar (Eds)(2010) in *Rural Development in North East India* are of the opinion that the essential remedy for rural development to succeed in the global environment is the right application of the human capital and infrastructure, terming it as the public capital along with adequate financing, termed as social capital. Public capital are crucial components for sustainable rural development along with the much required social capital; the translation of which pin-points to the fact that the rural sector that has a thriving social network and institutions and a good human capital is bound to have adequate social capital or finances as well. While infrastructure is no doubt important in the development of the rural economy, the equally important factor but one factor which often goes unnoticed is the human capital and the exacting infusion of this much

required factor and asset makes or unmakes an organisation for rural development.

Ganapathy Palanthurai (2004) in *Rural Transformation and Peoples Entitlements* discusses the instability in the governance of rural development, the rampant corruption in politics and administration of rural development. It is an analysis of the changes in the individuals and the institutions existing in the rural areas, in terms of their perception, behaviour, performance and whether the entitlements of the people have impacted them as planned and anticipated. It is a micro level discourse on the the State discharging its responsibilities, to be discharged under any given condition as duty defines and mandates and the simultaneous portrayal of the efficacy of the State in India, in its dispensation of of responsibility as a job under rural development.

U.N. Roy, J.S. Saini (2009) in *People's Empowerment and Sustainable Rural Development : a Technological Approach* discusses the various experiments initiated by government, non-government and corporate agencies to promote various models of development. It is also a discourse on the agriculture and natural resource management to promote sustainable development and also covers some other technological approaches for sustainable development and is devoted to the application of information communication technologies for sustainable rural development which includes issues like on-line education, knowledge resource centre, rural marketing and people's rights.

R.C. Meena (2010) in *Indian Rural Economy* explains the rural economy of our country. The book talks on the extent of how modern and scientific techniques are useful to improve rural economy of our country and to suggest measures for improving the standard of living of our rural public. The book discusses new changes in rural life, rural reconstruction in India, rural unemployment and of population pressure in rural areas.

Nupur Tiwari (2009) in the article, *Rural Development Through Integrated Planning and Implementation at the Panchayat Level*, discusses the functions of the Panchayat as self-government institutions for preparation of plans and the implementation of schemes for economic development and social justice. However, because of the weak administrative action for effective transfer of the three Fs, 'functions', 'funds' and 'functionaries' have not sufficiently activated the Panchayats to mobilize as units of local self-government. The shortcomings that are manifested in the CSS approach as currently seen are rigid conditionalities, no consistent approach to institutional structures, obsession with financial performance and ineffective monitoring of outcome. It also emphasises participation by users and beneficiaries in fine-tuning scheme guidelines to local situations and requirements for the effective implementation of CSS.

Shalini Goel (2010) in the article, *Education on Satellite Imagery Applications for Rural Development* discusses that development administration is required to optimally manage its resources and generate wealth for the well-being and prosperity of all, especially the poor and downtrodden, a task which is replete with many challenges and constraints. There is a need to identify and appropriately manage resources, beneficiaries and techniques in a transparent and accountable manner. The huge paraphernalia of officials, non-officials and stakeholders need to join hands for making any progressive outcome successful. However, the vastness of developmental domain makes it difficult to manually plan, implement and monitor any activity and has suggested the usage of satellite imagery data generated by Remote Sensing Application, data processed by the Indian Space Research Organisation (ISRO) as a handy tool for development administrators.

Sooyoung Park(2009) in the article, *Analysis of Saemaul Undong : a Korean Rural Development Programme* in the 1970s talks of the historical application of a successful reformation of rural development in Korea based on three factors; (i) radical land reform as a foundation for both rural and

urban-industrial growth, (ii) capacity of the government to mobilize rural households to focus on village modernization through training and indoctrinating leadership; to act as a mechanism to locally integrate rural development activities, on a sense of common purpose beyond sector ministries, through a culture of cooperation launched to raise enthusiasm and mobilize contributions and participation and (iii) to focus on agriculture-green revolution followed by mechanized farming, by allowing the government a high degree of autonomy in carrying out the rural development activities through community empowerment initiatives.

Debi S. Saini (2009) in the article, *Rural Development International* discusses the case of employee retention in the organization and NGO; the Rural Development International (RDI) when faced with a financial meltdown and was having problems in maintaining its existing workforce. The case is indicative of employee relations and the corporate social responsibility of the employer, more so aggravated when it plans on retrenchment of contract employees who had been loyal to the organization for a long time. It is a discussion on whether an organization can be labeled as an unfair management and whether it can be sued if the issue be taken as a dispute.

After going through the above mentioned books and articles on the subject matter, we could not find any relevant study on the situation of Mizoram, which necessitated the present research endeavour.

Research Questions

The following research questions have been formulated to conduct the present study -

1. What is the Human Resource Policy in the Rural Development Department and the other rural development agencies of Mizoram ?
2. What are the service benefits, training facilities and other incentives for the personnel in the department ?

3. What is the role of political will in the rural development process to bring about the anticipated socio economic development of the State?
4. What is the impact of rural development in Mizoram?

Objectives of Study

The research study is aimed at identifying the scope and extent of involvement and the intervention capacity that the rural development personnel bear on the rural development process and rural development as a phenomenon. It is also an attempt to address the deficiencies in the implementation of the rural development programmes while simultaneously addressing the capacities and the incapacities or the incapacitation of the functionaries in their role as facilitator(s) of rural development. The study is also an endeavour to seek amenable measures and uniform quality standards for incorporation into the Human Resource Policy of rural development and to churn out the best practices and principles for a well-rounded development of the rural areas.

In line, the research has been concentrated as :

- A study of the problems and challenges that rural development as a process has been facing, both institutionally and in implementation and
- A study of the need to reform and re-organise personnel administration including the organizational structure and functions for ensuring an effective and efficient rural development administration.

Methodology

The research study is based on the collection of primary and secondary data, sourced from the erstwhile Community Development Programme officials, Rural Development Department, Govt of Mizoram, Directorate of Rural Development, Mizoram, District Rural Development

Agency, State Institute of Rural Development, Mizoram and the Ministry of Rural Development, Government of India. Data and information have also been collected from books, journals, magazines, newspapers - both national and local, booklets and other information banks, both published and unpublished. In order to collect first hand information and to ascertain their viewpoints, focused interviews were held with the Rural Development officials and staff of the Rural Development Department, Government of Mizoram, with the help of Interview Schedules, having both structured and unstructured questions. As a means to ascertain the ground reality faced by the rural development personnel, one hundred samples from different rank and grade of officers and staff of the Rural Development Department, Mizoram have been taken into account.

Chapterisation

The research study is presented in seven chapters. The first chapter is a brief introduction on the concepts and focal ideas of the study, highlighting on the main subject, the objectives of the research study alongwith the research problems, review of literature, hypotheses and methodological aspects of the study.

The second chapter generalises the concept of Rural Development and on the aspect of Rural Development Administration as a part of Public Administration. It has also been an exercise to highlight the rural development programmes that had been made functional since the dawn of planned development in India and on to the new generation rural development programmes of today, inclusive of an elucidation on the institutional and functional arrangements for rural development programmes.

The third chapter is a study on the history of rural development from the days of the Lushai Hills to the 21st century Mizoram and tracing the historical genesis of Mizoram and the Mizo people in general, while attending

to the rural development aspects and its administration in the state of Mizoram.

The fourth chapter deals with the concept of Personnel Administration general and it also discusses the constitution and growth of Personnel Administration from the days of the British Raj and the transition into the post- colonial days when India devised and formulated its own set of personnel policies and principles to run the government. The study further emphasises on the sustenance of Personnel Administration within the state government of Mizoram and its continuous transformation through the days of the District Council to the Union Territory and Statehood, followed by the organizational system of Personnel Administration in rural development, highlighting the different levels of governance.

The fifth chapter focuses on the analysis of the principles of planning and management and the implementation of rural development programmes in the context of Mizoram.

The sixth chapter deals with the problems and challenges in the implementation process of rural development programmes, through its personnel.

The seventh chapter summarises on all the previous chapters, that is, Chapter 1-6, under Part-I. Under Part-II, the study concentrates on answering the research questions and in proffering justifications for arriving at the consolidated explanation for the study, followed by general observations emerging out of the research endeavour along with suggestions and indications for improvement of the scenario and possible scope for any future research study.

Relevance

Since the foundation of any development is derived from the development of the rural areas and its people, the application of the best of practices and technology and the intervention of an efficient and effective

team of professionals and specialists in delivering the chartered plans and objectives through well- defined and strategically framed procedural principles, amenable and conducive to the needs and requirement of the intended is significant in any set of organisation. Given that the rural development phenomenon is a major perspective of any State government, be it of the developed and developing nations, the thrust and the magnitude to bring about socio-economic parity amongst its citizen is pertinent to the welfare of the rural people as this defines the socio-economic stability of a nation.

Accordingly, it has never been more significant to lend our thoughts, our viewpoints and research towards the delivery of an accurate measurement of rural development and the essential linkage of the personnel and the manpower within the strategy; the main brunt of the workforce who are responsible to ensure that the development of the nation from the level of the grassroots is implemented with effectiveness. Factors like the rapid growth of population, an element which is more pronounced in the rural areas, urbanisation growing at a speed which may not be commensurate to the growth of the rural areas and industrialisation leading to an aggravated situation of economic disparity: all speaks for an accelerated but rational and prudent delivery of rural development through a process manned by a dedicated and competent team of professionals, who have been infused with the principles of rural development and committed towards that end and backed up with a set of incentives and permanency in their service for the nation and development of the rural areas singularly.⁷

Till date, there has not been an indepth study on the close and deep-seated co-relation between the rural development phenomenon and the rural development processes; no study has ever been conducted on the much needed active association and relevance between the administrative mechanism and the manpower which runs the machine; attention has not been drawn toward the close relationship between the institution and the

7. S.L. Goel, *Public Personnel Administration : Theory and Practice*, 2008.

organization made up of a veritable class of personnel; a situation much pronounced in the Rural Development Department of Mizoram. While it has been an established principle that the management of human resources makes or unmakes an organisation, however big or small,⁸ it has been indicative that human resource development in the activities of rural development within Mizoram may yet require a complete re-constitution of its structural organisation along with a well-defined transaction of business; a definitive assignment of roles and functions, between the personnel or manpower in the governmental machinery, the autonomous bodies and other stakeholders in the delivery mechanism of rural development in Mizoram.

The research study is an attempt to place on record the administrative nuances and the actual delivery mechanism of rural development in Mizoram, focusing on the functionings of the rural development processes, manned by a multi-disciplinary manpower generalists and technocrats, professionals and specialists in the endeavour to transform and develop the well being of the rural poor of Mizoram.

8. P.S. Rao, *Personnel and Human Resource Management*, 2009.

CHAPTER II

Administration of Rural Development Programmes

- A Conceptual Study

In the previous chapter, that is, Introduction, an attempt has been made to introduce the subject matter of the present study. The chapter covers the scope of study, research problem, review of literature, objectives, methodology, chapterisation and relevance of the study.

The terminology “development” can be described as the holistic enrichment of the quality of man’s life. Development is an age-old concept and has been portrayed in different perspectives; perceived as political development, as nationalism and development, as modernization, as change and growth: which could broadly mean change in social, economic and political aspects of life, instilling the fact that development brings about change + growth with social justice. It can therefore be assigned that a considered reduction or removal of poverty, inequality and unemployment can be a basic index of development. It would be apt to portray Dudley Seers definition of development as “the questions to ask about a country’s development are therefore: What has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all three of these have declined from high levels, then beyond doubt this has been a period of development of the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the result ‘development’ even if per capita income doubled.”

Development has been defined by social scientists on the basis of their ideological commitment, often being defined to one particular concept. Development is not a static concept, it is a terminology bearing variances, dependent on the fabric of the content and aspect, example, development for sociologists bear social overtones or social transformation while economists

would align development in relation to economic development.¹ As there exists an inherent trend as to how the term ‘development’ can be adjudged, a general agreement by Edward E. Weidner can be summed up as “process of dynamic transformation. Development as a process is never ending and never complete.”

It is within this vast process of dynamic transformation of ‘development’ that rural development bears a distinctive and all important assignment, encapsulating the major and central dimensions for the development of not only the poor rural masses but is a major indicator of the term ‘development’. Rural development is the total development or over-all development of all sections of village community: rural development is in fact a process aimed at improving the well being of the rural people, encompassing all the policy efforts directed towards rural uplift and can be summed up as the planning and executing changes in the rural areas, in all dimensions of development and not merely focusing on economic development.

Rural development generally refers to the process of improving the quality of life and generating the economic well-being of people living in relatively isolated and sparsely populated areas. Traditional connotation of rural development had purely focused on the “expansion, development and modernization of agriculture” and was made synonymous for agricultural development.² Over the years, rural development has emerged as a strategy designed to improve the economic, social and cultural life of a specific group of people living in the rural areas while bringing about the desired transformation. The term, rural development, when used in a wider connotation implies the integrated development of rural areas. However, the emerging focus rests largely on human development, to provide a

1. Edward. W. Weidner, *Development Administration in Asia*, 1970. pp. 3-24.

2. Planning Commission, (Rural Development Division). Government. of India, *Report of the Eleventh Plan Working Group on Poverty Elimination Programmes*, 2006.

balance between the individual, community and the country – where the strategy of planning is concentrated on the grass roots and vested into the lap of the rural people. The goals of economic equity, social justice and self reliance demand that man should be considered as the focus of development : of which the poor and the deprived are slotted as priority sectors, therefore, it can be summarised that “Rural Development is a strategy designed to improve the economic and social life of a specific group of people – the rural poor”.³

Fundamentally, development of the rural areas means not only the aggregate development of the area but also the development of the people living in the rural areas : with development objectives pin- pointing towards sustained increase in per capita output and income, expansion of productive employment and greater equity in the distribution of growth benefits, ensuring an all-round development of the rural community at large.

Rural development is therefore multi-dimensional, it aims at achieving higher levels of employment, higher productivity, higher income as well as minimum acceptable levels of food, clothing, shelter, education, health and building up of a sound value system, in keeping with the heritage of the country. Rural Development is an essential aspect in the lives of the rural masses and must constitute a major part of the development strategy.

Mahatma Gandhi, a visionary of India had with clarity emphasized on the concept of rural development as “India lives in her villages, if village perishes, India will perish too.”The assertion made by Gandhi points towards the core concept of rural development, relating to the fact that the progress of a country lies in the development of a majority of its rural villages : for the development of the rural economy, industry, honing of its rural skills and capacity.

3. World Bank, *Policy Paper*, 1975.

Rural development as outlined by Gandhi contained self-sufficiency, inter-dependence for wants and bringing about the pathways for rural reconstruction with sound scientific values.⁴

Rural development implies the total development or over-all development of all sections of the village community; inferring the total convergence of social and cultural development, politico-administrative development, economic development, environmental development and intellectual development within the rural areas, by systemic planning and executing changes within the localized rural community. The conceptual core of rural development can be said to be directly pertinent to economic development, especially so in the developing countries, where a substantial majority of the population comprises of the rural mass, over 7 billion people thrive in the world, out of which 3.3 billion of them live in the rural areas.⁵

Although millions of the rural populace have stood to escape the bitterness of poverty as a direct end-result of rural development, a large majority yet languishes in abject poverty. The socio-economic disparities between the rural and urban areas are yet widening and creating pressure on the socio-economic fabric of the world, more so in the developing countries – indicating the close symbiosis of the core essence of Rural Development.

Every country, every nation which aspires to grow into an economically strong nation cannot under-estimate the synonymous growth and development of its rural villages and its rural poor. While the urban areas have witnessed growth, the rural areas are yet to see the dawn of a better day. For an economy to be strong, the rural economy needs to simultaneously grow. If the rural areas and its populace are poor, the country as a nation is still rated as poor. Rural villages need to grow in

4. M. K. Gandhi, *The Harijan*, 1936.

5. United Nations, Department of Economic and Social Affairs, *The State of World Population*, 2011.

tandem with the urban cities so as to bring about an inclusive growth – which can only materialize with the application of rural development.

For decades, the socio-economic fabric of the rural population has undergone changes. Nevertheless, 48 percent of the world's population living in the rural areas, more so in the developing countries do not have adequate income nor employment opportunities, ravaged by illiteracy and ignorance, rampant with degraded ecology, inadequate infrastructural facilities and belong to an unorganized lot – the apathy which can only be responded through the pattern and mechanism of rural development. Though man cannot overcome all the limitations imposed on by the existing environ, the system needs to attempt modify the limitations, to the best possible convenience, through gradual adaptation of changes + growth + development. To lift the rural masses from these limitations, integrated rural development is the only answer : as rural development is the core of development, with a continuous process.

It can therefore be indicated that the conceptualization of rural development stems from an adjective, "POVERTY". Poverty has many dimensions. In addition to low income, illiteracy, poor health, gender inequality, environmental degradation are all the aspects of being poor. The phenomenon of poverty does not only affect the poor but is counter-productive to every individual, irrespective of their being poor or non-poor. The Philadelphia Charter had highlighted that "poverty anywhere constitutes a danger to prosperity everywhere" while Townsend has defined "poverty must be regarded as a general form of relative deprivation which is the effect of the maldistribution of resources. That section of the population whose resources are so depressed from the means as to be deprived of enjoying the benefits and participating in the activities which are customary in that society can be said to be in poverty." Poverty can be said to be directly linked to deprivation : i) deprivation of the basic needs of life, in terms of food,

housing and clothing ii) deprivation of what one is entitled to; right to decent standard of living.⁶

The system, process and mechanism to usher in the required changes and amelioration of the “poverty factor” is the campaign slogan of rural development. Targeting the eradication or reduction of poverty, achieving parity in education without gender biasness, ensuring child survival, better access to medical treatment and halting ill health and death through diseases, decrease in vulnerable employment, concentrating more on women and youth, increase in gender equality and women’s empowerment, decrease in maternal and child mortality, stemming hunger and under-nourishment through food security, use of improved sources of water encapsulates the essential constituents of rural development. Similar constituents which share similar agenda with the United Nations Millenium Development Goals, has propagandized eight objectives for Ending Poverty and Hunger, Universal Primary Education, Gender Equality, Child Mortality, Maternal Health, Combat HIV and AIDS, Environmental Stability and Global Partnership For Development; all constituting the campaign to end poverty,⁷ by 2015.

Given the myriad and multi-faceted dimensions of rural development, the contributions of national governments, international communities, civil society and the private sector is all the more required to tackle the challenges; challenges which are factors under the domain of rural development.

Rural Development Administration

Rural Development, when taken as a primary activity may need to be magnified within the context of ‘Development Administration’ and within the realm of ‘Development’ and ‘Administration’ as a separate entity.

6. Vasant Desai, *Rural Development in India, A Challenge in the Crisis*, 2009, pp. 37-39.

7. www.undp.org/mdg, *United Nations Millenium Development Goals, 2000*. Accessed on 16.05.2012.

Development is a complex issue, with many different and sometimes contentious definitions. Different schools of thought have no doubt evolved varied definitions, based on their ideas, backgrounds, their work spheres and areas. In line, there have emerged many sets of principles wherein development have been confused with 'modernization' or singularly with 'growth' or with 'change'. Development is a concept with varying degrees of being translated into different streams, continuously changing with the theory of the State, government, political system and political will.

Development has been defined by Weidner as "Development means more of the good things of life. To the man on the street, development means the ability to attain his goals in life. To the man in the planning office, it means attaining more of the national goals. To the man in the ivory tower, it means that mankind maximizes its happiness. Development is fundamentally an equalitarian goal. It is equalitarian within a given people. Development means more of the good things of life and a greater fulfillment of individual happiness." Most of the presumptions and assumptions made by different schools of thought have more or less given more emphasis on 'development' than on 'administration'.⁸ A good number of assertions have defined development from sources which are not exacting within the confines of development administration; where the needs and characteristics of a developing country require a special kind of administrative character consistent to its variations for growth + change, the developmental targets so emphasized would need to be attended by a specific set of administration – the different set of characteristics and features requiring a specialized set of administrative application can be construed as "Development Administration." These special characteristics, these expanded or emphasized role of the Government, State and local bodies, directly affecting

8. Edward Weidner, "Development Administration, A New Focus for Research", In Ferrel Heady and Sybil L Strokes (eds), Papers in Comparative Public Administration, 1962.

the socio-economic inclusiveness would necessarily define the work and operations of a public administrator, in a different perspective. Where such differences exist, public administration can be termed as being synonymous to development administration.

Development does signify a relative change in a given time period, either in an organizational form or behavioural aspect. Development of administration would ipso facto, imply that administrative development or development of bureaucracy translates as development in its organization, process, functions and culture.

Therefore, it can be asserted that development administration is a carrier for innovation and upgradation, based on a defined set of structures, organizations and agencies involved in the primary activity of developing a particular society or community, by enabling the transformation of a poor degree of socio-economic status to that of a higher degree. Development administration is a kind of public administration involved in the primary activity of the socio-economic transformation of the people. It is the specific part of an administrative set-up engaged in the socio-economic transformation or development, where the State or government administration is involved in developing people. Development Administration is therefore akin to administration for development and cannot be inferred that development is a separate entity from administration.

Rightly so, Development Administration is the optimum utilization of all resources required for moving in the direction of the planned and accepted objectives, that is, development with growth, with systematic and planned change towards a particular goal. Development as planned growth, towards nation building and socio – economic progress involves substantial differentiation and variances. Development from the viewpoint of economists rests largely on the structural change needed to make growth a part of development, in terms of identifying growth with the factor for capacity to produce. Economic aspects of development therefore can be stressed as the accelerated economic growth, with equitable distribution of wealth and

income, coupled with the full utilization of manpower and available resources.

While the economic aspect of development stands crucial in determining the growth and change of a particular society, the role of social development cannot be under-emphasized. Social development when literally translated is the social services essential to the needy society along with protection of the human environment. Development is thus the “process of social and economic change from a retrogressive to a forward looking progressive society” and the administration of development or development administration as termed by Swerdlow “is that part of administration concerned with the development of a country’s economy and society”.⁹

The context of Development Administration necessarily includes an all-encompassing discipline as :

Educational Administration

Health Administration

Rural Development Administration

Urban Development administration

Roads and Communications Administration

Forest Development Administration

Public Sector Administration

Cooperative Sector Development Administration

Power Generation Development Administration

Water Development Administration

Agriculture Development Administration

9. Lucien Pye, “*The Political Content of National Development*,” in Irving Swerdlow (ed), *Development Administration: Concept and Problems*, 1963.

Horticulture Development Administration

It can therefore be construed that Development Administration is a set of an administrative system to mobilize and bring about socio-economic change, modernization and development in a society, whether democratic or an authoritarian system of government. Development Administration is moreover not just related to the Third World (developing) countries, it is equally relevant to the developed countries too: wherein development in the field of agriculture, industries, education, public health - all the concerns of development administration remain to be key aspects of their developmental stride; as these factors form the backbone of an economy¹⁰.

Swerdlow further emphasizes on the constant that “the concept of Development Administration is a particular type of Public Administration”, having added bearings and meanings in less developed and developing countries and different bearings in high income countries. The “structure” of the government, on which the economic and social change of the developing countries depend upon remains to be relatively different in high income countries and the corresponding work profile of the officials and their performances maybe different in developed countries. As such, it can be assumed that the different features and characteristics would require a different and specialized administrative set-up and system; which can specifically be termed as “Development Administration”. It may even be said that the defined and specific role of the government to bring about an emphasized socio-economic transformation directly relating to the distinct role that a public administrator is required to play in the larger and specific ambit of work performances can be termed as “Development Administration”. It may be stated that Development Administration is the set of structures, organizations and agencies involved in the primary activity of development for the needy. It can therefore be said that Development

10. World Bank Working Papers, 2011.

Administration is a well defined and specific form of Public Administration; with a primary activity of socio-economic change within a system. It is the specific part of the administrative system which is wholly concentrated for developing people.

Thus, Development Administration is synonymous to administration for development. However, it may be stressed that any particular framework of organization for development or blueprints or chartered plans for development may be senseless and meaningless unless manned by corps of trained administrators, equipped with the knowledge and resources to translate programs and policies into accomplished tasks of transformation for the specific society intended.

It can further be highlighted that Public Administration in developing countries is Development-oriented-administration, which in effect is “Development Administration” and essentially “Rural Development,” with core issues to be addressed being:

- Illiteracy
- Hunger, wants, needs
- Housing
- Inter-connectivity, in terms of roads, communication
- Health and medicines
- Environmental degradation.

Rural Development therefore is an assimilation of multiple objectives, to derive more production, more employment, more equitable distribution of income and improved local level planning amenable to the rural poor. ¹¹

A basic perspective equates development with economic and social metamorphosis based on the set standards and principles; a process which

11. R.D. Sharma, *Development Administration: Theory and Practice*, 1992, pp. 21-22.

is never-ending and never reaching completion. The United Nations Development Programme (UNDP) uses a more detailed definition as “to lead long and healthy lives, to be knowledgeable, to have access to the resources for a decent standard of living and to be able to participate in the life of the community”.

Development is an engagement to consciously try and bring about changes in a particular direction. Development, when viewed from the rural perspective would be directly linked to human development, opening the viewpoint that it is a process of freeing people from the obstacles that affect their ability to develop their own lives and related communities. Development is therefore “Empowerment”; it is about the rural masses and the rural poor engaged in the path of taking charge and controlling their goals and objectives, by expressing their demands based on required determinants and identifying the solutions to address and redress their problems.

Development in order to be successful, the implementing organization must develop the ways of means of effectively and efficiently utilize the men, money and material, as a continuous activity, a case in point which is apt in the realm of rural development.¹²

The area and the inhabitants; the entity which bears the pivotal point in the development of the rural environ projects the principle factor of administration in the field of rural development; that Rural Development Administration is not a mechanical form of development but a form of development mechanism, hugely vested on the human process and their lives. Rightly so, Rural Development Administration is the association and contribution of the State government, civil communities, private sectors - synchronizing the system to evolve and harness the positives in the socio-economic lives of the rural lives, so as to channelize increased employment,

12. S.L. Goel, *Development Administration: Potentials and Prospects*, 2009. p.742.

higher productivity, higher income, minimum acceptable levels of food, clothing, shelter, education, health, sound value system, in keeping with the heritage of the nation.

Administering rural development in any country or nation is a task which consists of over-hauling and addressing every aspect of the socio-economic fabric of the rural people and rural poor. Rural development in India, with more than one billion people, of which 78 percent of the total population is of the rural population, 29 percent of the rural population living below the national poverty line, out of which 9 percent belong to the small marginal farmers and landless labourers, dependent solely on agriculture) had all along shown keenness towards the development of the rural areas even during the colonial days and worked its way to gain greater momentum in rural development, through adaptation of focused planning and priority on rural development and its related spheres, more so, during the post independence years.

Rural Development and its administration has been closely inter-linked and has been steeped in a long history in India. Varied measures introduced during pre-independence days, such as the passing of the India Co-operative Societies Act in 1904, legislation on tenancy and rents, consolidation of land holdings, regulation of agricultural produces and its markets; factors all related to rural development had already made deep imprints.

The administration of rural development in India made varied attempts at rural reconstruction though initiation of the Model Villages, that is, villages of Gurgaon, Rahi, Moga, Martandam, Vadmalapuram, Pratapgarh, initiation of the cooperative efforts in villages, introduction of the community projects modeled on the lines of extension services in the agriculture sector of the United States of America. Despite the myriad hypotheses on the probable impact of such rural reconstruction initiatives, one needs to understand that the rural community does not face a single problem in their lives but are plagued by a host of problems; where it may

not be possible to address only agriculture development, even though agriculture forms the main bulk of under-development but that the process of development requires to address a multi-dimensional problem in a multi-pronged stance.¹³

Through the years and in entering the era of planned development, the concept of rural development has undergone changes, evolving as a strategy designed to improve the economic and social life of a specific group of people; the rural poor. The strategic designs and plans were targeted towards the benefit of development to the poorest among those who seek livelihood in the rural areas. These groups include the small and marginal farmers, landless labourers and rural artisans. Rural development has sought to bring about improved productivity, increased employment, higher income for target groups, minimum acceptable levels of food, clothing, shelter, education and health. Since planned development was initiated, India has been moving with the mantra of 'growth with social justice', even though the passing of the years has instead largely focused on the growth factor rather than the social justice factor, due to the high incidence of unprecedented population rise, with less or no commensuration in food production and unstable economy.

Despite the obstacles faced by India, the removal of poverty has held a central dimension; which has urged planning in India to continue its emphasis towards the need for meeting the basic needs, increased employment, balancing the in-equalities in income and wealth, increased productivity of the poor in the rural areas – all integrated within the central aspect of human development and the essence of socio-economic development package, in keeping with the metaphor exhorted by Jawaharlal Nehru as “seventy six percent of our people live in the villages. India is poor because the villages of India are poor. India will be rich if the villages of India are rich. Therefore, the basic problem is to remove the poverty from the Indian villages.”

13. Vasant Desai, *Rural Development in India, A Challenge in the Crisis, 2009*.

With this concept of rural development, India set up the administrative infrastructure, to devise and implement the development programmes, so chalked out by the Planning Commission of India. It was with this perspective in mind that India started the Community Development Programme in 1952, through a set of broad-based and well-planned effort to launch a comprehensive rural development programme in India, by instilling the priority sectors as :

- Providing substantial increase in agricultural production
- Improvement in education
- Improvement in rural communications
- Improvement in rural health and hygiene
- Added thrust in infrastructure creation

The National Extension Scheme was also launched alongside the Community Development Programme, as a complementary scheme. These initial schemes however failed to evoke the set objective of 'self-reliance' in the village communities nor did the schemes improve or increase income or skill capacities of the rural poor. With the non satisfactory results, the plans and designs were translated into targets of 'employment and poverty alleviation', thereby establishing the much needed revamping of the administration of rural development.

Till the Fourth Five Year Plan, developmental strategy carried out by India was based on a 'trickle-down theory' and gradually progressed on to a developmental strategy poised towards a 'target-oriented theory' from the Fifth Five Year Plan.

Rural Development Administration being a broad-based operation is reliant on two aspects:

- Plans, policies and strategies for rural development.
- Modus operandi for the implementation of the plans, policies and strategies.

- Bridging the urban-rural divide by ensuring fast track and time bound development, with ample budgetary support.
- Guarantee of wage employment, self employment and food security.
- Creation of rural infrastructural facilities – in terms of all weather connectivity, shelter, water supply, education, health and sanitation.
- Assurance of people’s participation, without the arbitrary intervention of external factors – so as to open platforms to the needs of the poor and translated into demand driven elements.

Consistent to the rural development objectives by the administrative machinery of India, the Government of India (Allocation of Business) Rules, 1961, the Ministry of Rural Development was charted out to execute its roles and functions as :

A : Department of Rural Development :

Public cooperation, including all matters relating to voluntary agencies for Rural Development, Council for Advancement of People’s Action and Rural Technology (CAPART) and the National Fund for Rural Development, other than aspects which fall within the purview of Department of Drinking Water Supply.

Cooperatives relatable to the items in this list.

Road works financed in whole or in part by the Central Government in tribal areas of Assam, as specified in Part I and Part II of the Table appended to paragraph 20 of the Sixth Schedule of the Constitution.

All matters relating to cooperation with the Centre for Integrated Rural Development for Asia and Pacific (CIRDAP) and the Afro-Asian Reconstruction Organization (AARDO).

All matters pertaining to rural employment or unemployment, such as working out of strategies and programmes for rural employment including special works, wage or income generation and training related thereto.

Implementation of the specific programmes of rural employment, evolved from time to time.

Micro level planning related to rural employment or unemployment and administrative infrastructure thereof.

Integrated Rural Development including small farmers development agency, marginal farmers and agricultural labourers etc.

Rural Housing Policy and all matters germane and incidental thereto under country or rural planning, in so far as it relates to the rural areas.

All matters relating to rural connectivity including the Pradhan Matri Gram Sadak Yojana.

B : Department of Land Resources :

Land Reforms, land tenures, land records, consolidation of holding and other related matters.

Administration of the Land Acquisition Act, 1894 (1 of 1894) and matters relating to acquisition of land for purposes of the Union.

Recovery of claims in a State, in respect of taxes and other public demands including arrears of land revenue and sums recoverable, such as arrears arising outside that State.

Land, that is to say, collection of rents, transfer and alienation of land, land improvement and agricultural loans excluding acquisition of non-agricultural land or buildings, town planning improvements.

Land revenue, including the assessment and collection of revenue, survey of revenue purposes, alienation of revenues.

Duties in respect of succession to agricultural land.

National Wastelands Development Board.

National Land Use and Wasteland Development Council.

Promotion of rural employment through wastelands Development.

Promotion of production of fuelwood, fodder and timber on non-forest lands including private wastelands.

Research and development of appropriate low-cost technologies for increasing productivity of wastelands in sustainable ways.

Inter-departmental and inter-disciplinary coordination in programme planning and implementation of the Wastelands Development Programme including training.

Promotion of people's participation and public cooperation and coordination of efforts of Panchayats and voluntary and non government agencies for Wastelands Development.

Drought prone area programmes.

Desert Development Programmes.

The Registration Act, 1908 (16 of 1908).

(i) National Mission on Bio-Fuels; (ii) Bio-fuel plant production, propagation and commercial plantation of bio-fuel plants under various schemes of the Ministry of Agriculture and the Ministry of Panchayati Raj; and (iii) Identification of non-forest land and wastelands in consultation with State Governments, the Ministry of Agriculture and the Ministry of Panchayati Raj for bio-fuel plant production.

As is indicative, development of the rural areas has been the prime objective of planning in India. Poverty alleviation and the welfare of its people when translated means increased production, equal distribution of wealth, productive employment opportunities to the rural people, encapsulating coverage of the rural environment, the rural poor and other weaker sections of the rural environ. Rural development being a strategy designed to alleviate and improve the economic and social life of a specific group of people, the rural poor involves extending the benefits of development to the poorest

among those who live in the rural areas. The process of rural development therefore aims at providing the assurance of socio-economic development to the common man – the rural poor through varied portals as :

- Bridging the urban-rural divide : assurance of fast track and timely development modules and schedules with ample budgetary support
- Wage employment guarantee and food security
- Guarantee of self employment and secure market for rural products
- Creation of rural infrastructural items
- Safeguarding the rural environ in its natural habitat and ensuring restoration or preservation of environment

Rural development as a strategy is the application of administrative structures and organizations, to turn the wheels of transformation for the overall growth and development of the nation. The mobilization of rural transformation and to enable the full extension of the benefits of rural development to the rural poor can be a vehicle to transcend under-development and social-economic deprivation of the rural poor.

Rural Development Programmes in India

Rural Development has a long history in India. Rabindranath Tagore's Sriniketan experiment in West Bengal can be taken as one of the foremost attempts at rural development, even though it was initiated in an isolated pocket of India.¹⁴ Attempts at rural reconstruction were also launched at South Travancore, Kerela, as the Martandum Experiment, the Gurgoan Experiment, introducing a new technique of village development, the Baroda Experiment, emphasizing on an economic package with an education and ~~moral~~ programme of reconstruction, followed by the Bombay Experiment, an intensive scheme for rural reconstruction started by the Bombay Government with a view to carry on Mahatma Gandhi's programme of Sarvodaya, earning the reputation of it being the first rural reconstruction

14. Vasant Desai, *Op.Cit.*, p.71.

programme sponsored by a government in the pre-independence era, through the medium of self-help, free education, local self government, self-employment through village industries.

In 1944, the Government of India initiated the establishment of a Planning and Development Board, culminating to the publication of The Bombay Plan, The Gandhi Plan and The People's Plan, which was later defined and resulted to the establishment of the Planning Advisory Board, in 1946, under the Interim Government headed by Jawaharlal Nehru.¹⁵

The basic ground for initiating the aforesaid Plans and Boards after the Independence of India was spurred on by the need to promote a balanced socio- economic development; to provide the foundation for sustained economic growth, for promoting equity in income and raising the living standards of the Indian populace : in consonance to the declaration of India as a secular, socialist republic and "welfare state", under the Constitution of India, Part II, Articles 35 (b,c) and that the operation of the economic system does not result in the concentration of wealth and that the means of production to the common detriment.

Following the recommendations of the Advisory Planning Board of 1946, the Planning Commission was established by a Cabinet Resolution of March 15, 1950, with a clear concept that the Planning Commission would function as an agency to prepare national plans for economic development within the framework of a federal government, a parliamentary democracy and a welfare state, by way of tendering suggestions, coordination, evaluation of policies and programmes, for the benefit of the nation.

Under the aegis of Jawaharlal Nehru, in July, 1951, the Planning Commission of India drafted an outline of plan for development, for a period of five years from April, 1951 to March, 1956,¹⁶ with an accent on an economic and social change; stemming from the factor of poverty and of the

15. Vasant Desai, *Op.Cit.*, pp.72-76.

16. Government of India, Planning Commission, *First Five Year Plan*, 1951-1956.

inequalities in income and wealth. Planning in India took upon the task for enabling the demands for right to work, right to adequate income and right to education as enshrined in the Directive Principles of State Policy, under Articles 36-51 of the Constitution of India.

India, being a land of villages, is a nation where the majority of its people depend on farm and non-farm livelihoods, with varied levels of poverty. The providence of opportunities to tide over poverty in a sustainable way has been a challenge for the nation of India. Since independence, it has been the task of the Indian Government to fight poverty and inequality in the rural areas and to provide sustenance and upliftment to the rural poor.

During the post-independence days, the nation has been engaged in bringing about sustainable development and socio-economic transformation in rural India. The desired change in social life and the production process of the agrarian economy was initiated by introducing various schemes of socio-economic development programmes. In its attempt to establish rural reconstruction, India introduced the instrument of the Panchayati Raj System along with a synonymous programme known as the Community Development Programme during the First Five Year Plan to the Fourth Five Year Plan (1952-1974), for the transformation of the social and economic life of the villagers in the rural areas. Community Development has been defined as a “movement designed to promote better living for the whole community with the active participation and initiative of the community.” Community development was essentially an integrated approach to local development within the spectrum of planned national development, inclusive of the National Extension service Programme, introduced from 2nd October, 1963, to provide the extension of resources, complementary to the Community Development Programme, projecting the following objectives as:

- Rural masses be assured full employment
- Rural masses be guided through scientific knowledge, to attain full agricultural production and agro-employment

- Rural masses attain credit-worthiness through the principle of cooperation and extension services
- Rural community efforts are concentrated for community benefit, in terms of creating village roads connectivity, schools, wells and water tanks, community centres, through maximum utilization of available manpower

In essence, Community Development Programme aimed to change the basic attitude of the rural folk, from that of a traditional mind-set to that of a mind-set in keeping with modernity. To accomplish this aim, community development embraces all the related programmes concerned with the lives of the rural masses, that is, agriculture, education, health, employment, housing, capacity training, social welfare benefits, in keeping with the projected outline of the Planning Commission of India.

The Community Development Programme launched on 2nd October, 1952, was conceived primarily as a programme of intensive development of selected areas, which would contribute to raising the level of agricultural production, by mobilizing local manpower for a concerted and coordinated effort at raising the level of rural life : a synthesis of ideas gathered for the rural development works. The Community Development Programme started off with 55 (fiftyfive)pilot projects on an experimental basis, which was later extended to the entire nation. In the initial stages of it being introduced, only 55 (fifty five) blocks were covered under the Community Development Programme , that is, coverage of 18 (eighteen) Community Development Area; given that one Community Development Area covered 3 (three) Development Blocks, each consisting of approximately 100 (one hundred) villages, with a rural population of 60,000 - 70,000 persons. Each Development Block was divided into groups of five villages, each group under the operative supervision of a village level worker. The initial activity under the Community Development Programme was focused only on agricultural development, which was later diversified as agriculture and related matters, irrigation, communication, education, health, supplementary employment,

housing, training and social welfare. 5000(five thousand) National Extension Service Blocks were created under the Community Development Programme by the end of the Second Five Year Plan.¹⁷

Community Development envisaged the establishment of a network of extension workers through the expanse of India: through the establishment of a viable network of administrative units, termed as 'blocks'. The approach was to bring about a multi-dimensional activity for development by gathering material and human resources of an area, by utilizing the cooperative efforts of the people with the active support of the State. The initial attempts at rural development through Community Development Programme and the National Extension Scheme failed to evoke the main objective of 'self-reliance' in the rural village communities and failed to improve the income generation capabilities of the rural poor. However, the initiation at rural development progressed on with emphasis attached on employment and poverty alleviation. In order to ensure that the fruits of economic reforms are to be benefited by all sections of people, the Government of India has devised a number of rural development programmes.

Simultaneous to the launching and implementation of the Community Development Programme, the Government of India started a fresh Rural Development policy, to identify growth and to assume Integrated Area Planning, as a pilot research project, in collaboration and jointly financed with the Ministry of Food, Agriculture, Community Development and Cooperation and the FORD Foundation, New Delhi, during 1970-1980, which provided proven ground-base for implementing the varied sectors of Rural Development for the Indian future. However, it may be indicated that the Fourth Five Year Plan (1968-1972) was devoid of any chapter on Rural Development issues and Rural Development was constrained from being accorded as 'priority' sector; where the requisite Articles of the Directive

17. www.rural.nic.in. Accessed on 12.4.2013

Principles of State Policy, “The State shall strive to promote the welfare of the people by securing and protecting, as effectively as it may, a social order in which justice, social, economic and political shall inform all institutions of national life” was to be effected.

During the Third Five Year Plan, momentum was reached through a series of developmental schemes, though the allocations under the National Extension Scheme tapered down. This was succeeded by the Small Farmers’ Development Agencies, the Marginal Farmers’ Development Agencies, Crash Schemes for Rural Employment, Food for Work Programme, Drought Prone Areas Programme and Desert Development Programme in the early seventies; the programmes were planned for strengthening the rural base of the economy, accentuated on the primary sectors of agriculture, animal husbandry, providence of employment through labour intensive works while creating infrastructure of roads and other community assets for the rural masses.

In recognizing the needs of the rural people and the complexities of rural poverty and the ingrained ignorance, the Indian government devised a number of rural development programmes to ameliorate the under-developed rural society as :

A. Wage Employment Schemes:

- Crash Scheme of Rural Development (CSRSD). Started in April 1971 and operated for three years, by generating employment for a working season of ten months for the production of tangible assets. Unemployed persons were given preference.
- Pilot Intensive Rural Employment Project (PIREP). Implemented during 1972-1976 in fifteen selected blocks as a pilot study on employment in the rural areas.
- Food for Work Programme (FFWP). Initiated during 1976-77 with the objective to create additional employment in the rural areas through utilization of surplus foodgrains

available in the buffer stock for payment as wages, while creating durable community assets.

- Training of Rural Youth for Self Employment (TRYSEM). Started in 1979, wherein training on skills and technical knowledge is imparted to the rural youth, aged eighteen – thirty five years, to achieve gainful vocations.
- National Rural Employment Programme (NREP). Scheme is the restructured FFWP, in terms of funding, where expenditure is shared by the Central and state governments and where wages are paid in part as foodgrains and part cash.
- Rural Landless Employment Guarantee Programme (RLEGP). Started in 1983 with a plan to improve and expand employment opportunities for the rural landless, where at least one member in a landless labour family or household is provided hundred days of employment in a year.
- Million Wells Scheme (MWS). MWS was started as a sub scheme of the NREP and the RLEGP during 1988-89. It continued as a sub scheme of the JRY from April 1989 - 31.12.1995 and later made to operate as an independent scheme from 1.1.1996. MWS was introduced so as to provide open irrigation wells, irrigation tanks, water harvesting structures and for the development of lands belonging to the target groups, free of cost to the rural poor, small and marginal farmers living below the poverty line.
- Jawahar Rozgar Yojana and Jawahar Gram Samridhi Yojana (JRY & JGSY). JRY was started in April, 1989, by merging the on-going NREP and the RLEGP into a single stream rural employment programme, for generation of additional gainful employment for the unemployed men and women of the rural areas while creating durable community and social assets; thereby contributing improved quality of life by

providing supplementary source of income through wage employment and creation of community and social assets.

- Jawahar Rozgar Yojana (JRY). The programme was launched on 1st April, 1989 by merging the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP). The main objective of the programme is the generation of gainful employment for the unemployed and under-employed persons, both men and women, in the rural areas, through the creation of rural economic infrastructure, community and social assets.
- As an added impact, the programme was reviewed and operatives targeted to the backward areas, characterized by the concentration of the poor and the under-employed, with additional resources along with introduction of special and innovative projects, aimed at migration of labour, enhancing women's employment and undertaking special programmes, through voluntary organizations, for drought proofing.
- Employment Assurance Scheme (EAS). EAS was started on 2nd October, 1993 and initially introduced in the districts where the Revamped Public Distribution System (RPDS) was in operation; in areas classified as drought prone areas, desert areas, tribal areas and hill areas. The main objective of EAS is to provide hundred days of assured casual manual employment during the lean agricultural season, at statutory minimum wages, to all persons between the ages of eighteen to sixty years, in need and seeking employment on economically productive and labour intensive social and community works.

Jawahar Rozgar Yojana was merged with EAS from 1.1.1996.

- Pradhan Mantri Gram Sadak Yojana (PMGSY). As rural road connectivity is one amongst the key components of rural development in India, it is considered to be an effective poverty reduction tool and machinery. PMGSY was started on 25th December,2000, for construction of new roads and for the upgradation of existing roads, so as to achieve rural connectivity through all-weather roads.
- Sampoorna Grameen Rozgar Yojana (SGRY). Programme was started on 25th September, 2001, by merging the on-going schemes of JGSY and EAS, to provide additional wage employment in the rural areas along with food security, i.e. every worker seeking employment under SGRY will be provided minimum five kgs of foodgrains (in kind) per manday as part of wages, the balance of wages will be paid in cash, as an assurance of the notified minimum wages and simultaneous creation of durable community, social and economic infrastructure in the rural areas; with emphasis on targeting the women, scheduled castes / tribes and parents of children withdrawn from hazardous occupations.
- National Rural Employment Guarantee Scheme (NREGS). SGRY was merged with the NREGS from 1st April,2008. The NREGS programme is an enacted scheme and made operative through the National Rural Employment Guarantee Act in September 2005 and introduced in two hundred districts and one hundred thirty districts during 2006 and 2007-08 respectively, with the aim to enhance the livelihood security of the rural people by providing guaranteed wage employment through works that develop the livelihood resource base and creation of durable assets. It is a programme creating a social safety net for the rural poor by providing an alternate employment avenue when other sources of employment is inadequate or scarce :

through rights-based structures, by conferring legal entitlements and the right to demand employment while making the government accountable for providing employment in a time-bound manner. During 2009-2010, through an amendment, the NREGA has been re-christened as the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA).

B. Self Employment Programmes and Entrepreneurial Development :

- Integrated Rural Development Programme (IRDP). The programme was started in April 1978, by integrating the Small Farmers' Development Agency (SFDA), Marginal Farmers' and Agricultural Labourers' Development Programme (MFALDP) and Command Area Development Programme (CADP), so as to bring about a multi-dimensional and multi-sectoral approach and effort into one stream of programme, the IRDP. The target group being small and marginal farmers, agricultural labourers, village artisans and others living below the poverty line (annual income of ₹ 6400), to create productive assets through minor irrigation, dairy, poultry, fisheries, through finances of a margin of 25 – 50 percent of the Central Subsidy per unit cost and term credit from financial institutions.

IRDP aims at providing self employment to the rural poor through acquisition of productive assets or appropriate skills, so as to generate additional income on a sustained basis to enable them to cross the poverty line for the rural poor.

- Training Of Rural Youth For Self Employment (TRYSEM). Started on 15th August, 1979, TRYSEM is a facilitating

component of the IRDP, to provide basic technical and entrepreneurial skills to the rural youth, in the age group of eighteen to thirty five years, belonging to families living below the poverty line, to enable them to take up self employment in the fields of agriculture and allied sectors, industries, services and business activities. TRYSEM seeks to impart new skills and upgrade existing skills of the rural youth through trainings and enable them to take up sustainable livelihoods.

With a means to strengthen the programme, the government reviewed its initiatives and evolved increases in stipend and honorarium, emphasis on professionalized training through established and recognized institutions that is, the Industrial Training Institutes, Community Polytechnics, Krishi Vigyan Kendras.

- Supply Of Improved Toolkits To Rural Artisans (SITRA). Started in July,1992, as a sub scheme of IRDP, with the objective to enable the rural artisans living below the poverty line to enhance the quality of their products, increase their production, increase their income. The rural artisans are supplied with a kit of improved hand tools, with a financial ceiling of ₹ 2000, for which the artisans are required to pay 10 percent and 90 percent as subsidy from the Government of India. The supply of power driven tools, subject to a ceiling of ₹ 4500 is also permitted under this scheme and additional finance can be augmented as loans under IRDP along with training under TRYSEM.
- Development of Women and Children in Rural Areas (DWCRA). Started during 1982-1983, as a sub-scheme of IRDP. As the Schemes of IRDP and TRYSEM were found to be wanting in addressing the benefits of poor women, it

was felt that exclusive focus needed to be given on economic empowerment of rural women, so as to build working capital and credit, training, employment, management skills; which is the essence of the programme. The main strategy adopted under this programme is to facilitate access for poor women to employment, skill upgradation, training, credit and other support services to the women groups to take up income generating activities, to supplement their income. It seeks to encourage collective action in the form of group activities which are known to work better and are more sustainable than individual effort. It encourages the habit of thrift and credit among the poor rural women and in guiding them towards self-reliance. The programme also envisages that this target group would be the focus for convergence of other services like family welfare, health care, nutrition, education, child care, safe drinking water, sanitation and shelter to improve the welfare and quality of the family and the community at large.

DWCRA was further strengthened by the component of Child Care Activities(CCA) in 1995-96 with the objective of providing child care services to the children of DWCRA women. The Information, Education and Communication (IEC) was also introduced to generate an awareness among rural women about the development programmes being implemented for their upliftment and welfare along with the extension of the Community Based Convergent Services (CBCS), during the Eighth Five Year Plan (1988-1992) and the introduction of the District Supply and Marketing Societies (DSMS), for the sale of DWCRA products.

- Prime Minister's Rozgar Yojana (PMRY). The PMRY was launched on 2nd October, 1993, as a credit linked subsidy scheme, to provide financial assistance to the less educated unemployed youth, both in the urban and rural areas.
- Rural Employment Generation Programme (REGP). The KVIC launched the Rural Employment Generation Programme (REGP) and the Gramdyog Rozgar Yojana from 1st April, 1995, to generate employment in rural areas by developing the entrepreneurial skills and aptitude amongst the rural unemployed youth, with accent on rural industrialization.
- Ganga Kalyan Yojana (GKY). Launched as a sub scheme of IRDP during 1996-97, with an aim to provide irrigation through exploitation of groundwater (borewells and tubewells) to individual and groups of small and marginal farmers living below the poverty line, through subsidy from the government and term credit from financial institutions.
- Swarnjayanti Gram Swarozgar Yojana (SGSY). The SGSY was started as on 1.4.1999 as a revamped self employment programme. With its launch, the earlier programmes of Integrated Rural Development Programme (IRDP), Training of Rural Youth and Self Employment (TRYSEM, Development of Women and Children In Rural Areas (DWCRA), Supply of Tool Kits in Rural Areas (SITRA), Ganga Kalyan Yojana (GKY) and the Million Wells Scheme (MWS) were abolished. The objective of the SGSY is to bring the assisted poor families (swarozgaris) above the poverty line by providing them income generating assets through a mix of bank credit and government subsidy; by establishing a large number of

micro enterprises in the rural areas, based on the ability of the poor and potential of the area.

C. Rural Housing Programmes :

- Indira Awaas Yojana (IAY). The IAY has been introduced since 1985-86, with the objective of providing dwelling units free of cost for families of Scheduled Castes and Schedules Tribes and free bonded labourers in the rural areas and for those living below the poverty line. The scheme has been extended to non SC and ST rural poor families of ex-servicemen of the armed and para military forces killed in action and 3 percent of the allocation reserved for disabled persons or families living below the poverty line. IAY being a 100 percent subsidized Government programme, the financial resources are shared by the Central and State governments on a 75:25 basis.
- In 1998, the Central government initiated the National Housing and Habitat Policy, with an objective of 'Housing for All', emphasizing on extending the benefits to the poor and the deprived, with a commitment to end deprivation in housing by the Ninth Five Year plan. A comprehensive Action Plan for Rural Housing was introduced as :
- Provision for upgradation of unserviceable kutcha houses in Indira Awaas Yojana (IAY), in addition to new construction of houses under IAY. Assistance was provided at the rate of ₹ 10,000 per unit by utilizing 20 percent of the available funds under IAY, with a mandatory insistence for provision of a sanitary latrine and smokeless chullah.
- Pradhan Mantri Gramodaya Yojana : Gramin Awaas.
- Credit-cum-subsidy Scheme for Rural Housing. The sub scheme of IAY will be targeted to families living above the

poverty, having an annual income limit of ₹ 32,000, but with poor repayment capacities to take benefit of loan based programmes as offered by housing finance institutions.

- Innovative Stream for Rural Housing and Habitat Development. The programme has been introduced with the sole aim to harness and provide sound and cost effective housing materials and technologies for rural areas by providing financial assistance to housing related organizations such as HUDCO, Building Material Technology Promotion Council (BMTPC), Central Building Research Institute (CBRI) and NGOs involved in such initiatives.
- Rural building Centres. The primary objective for introducing the Rural building Centres is to transfer technology and disseminate information, to impart trainings on skill upgradation and the production of cost effective and environment friendly material components to rural carpenters, masons and builders.
- Samagra Awaas Yojana. The programme was launched during 1999 – 2000 and aims to infuse a comprehensive package of housing and corresponding facilities and infrastructure within a cluster for the rural poor.
- Enhancement in equity contribution by the Ministry of Rural Development to HUDCO.
- National Mission for Rural Housing & Habitat. The adoption of a ‘mission’ approach to alter the scenario of rural housing by enabling the induction of science and technology through community intermediation is the thrust of the National Mission, in order to sustain quality construction techniques, habitats and practices.

D. Area Development Schemes :

- Intensive Agriculture District Programme (IADP). The IADP was initiated to tackle the Indian food crisis during the fifties by way of enabling adequate and readily accessible farm supplies, farm credit, intensive agro education programmes, assured prices for produce, reliable marketing facilities, rural public works, evaluation and analysis and a coordinated approach – to improve the farmers’ lot in the areas selected for the purpose and creation of a sound agricultural base for the overall economic development and social upliftment.
- Intensive Agricultural Area Programme (IAAP). The IAAP was to intensify the development of crops, by the adoption of modern technology, use of fertilizers and improved seeds so as to achieve progressive increases in the production of crops.
- Desert Development Programme (DDP). The DDP was initiated to garner the best suitable conditions for raising the levels of production and employment potential in the desert and arid areas, through ground water development, water storage facilities, afforestation, grassland development, rural electrification, development of agriculture, horticulture and animal husbandry.
- Drought-Prone Areas Programme (DPAP). The programme was established during 1973-74 and aims to garner the optimal utilization of available land, water and human resources, where dry farming technology, pasture development through choice and proven technology is initiated.
- Command Area Development Programme (CADP). The objectives of CADP is the optimal utilization of the irrigation potentials by providing on – the – farm infrastructure.

- Tribal Area Development Programme (TADP). The programme aims to bring about an overall development of the tribal areas and to foster the economic development of the tribal population. Under the programme, increased production and development of forest resources were marked as priority.
- Hill Area Development Programme(HADP). The programme was introduced so as to evolve a suitable pattern of development in the hilly backward areas and to remove regional disparities
- Integrated Wastelands Development Programme (IWDP). The area development is being implemented on watershed basis through the programme of IWDP since 1995 -1996, in areas not covered by the Drought Prone Areas Programme (DPAP) and the Desert Development Programme(DDP).
- Integrated Watershed Management Programme (IWMP). DPAP, DDP and IWDP have been integrated and consolidated into a single modified programme called the Integrated Watershed Management Programme in 2009-2010 and is being implemented as per the Common Guidelines for Watershed Development Projects, 2008, on a demand- driven base.

E. Social Welfare Schemes :

- Applied Nutrition Programme. The scheme aims at improving the nutritional standards of people, specially of mothers and children in the rural areas. The programme imparts knowledge on hygienic preparation of foods, retention of nutritional value and demonstration on improved techniques of cooking and feeding. ANP was further diversified to provide minimum services on immunization, health care services,

environmental sanitation, supply of potable water, by joining hands with the UNICEF, WHO and the FAO.

- Educational Programmes. Rural Functional Literacy Programme (RFLP) provides education training in areas of agriculture and allied sectors, health care, free of cost while the National Adult Education Programme (NAEP) provides a comprehensive programme on community upliftment through community action, with emphasis on health, recreation and improved community lives.
- National Social Assistance Programme (NSAP). The programme was launched on 15th August, 1995, initiating a national policy for social assistance, to benefit the poor households, for the old aged, death of primary bread winners and maternity through the following sub schemes :
 - i) National Old Age Pension Scheme : Central assistance of ₹ 75 (increased to) per month is provided to male or female applicants, aged sixty five years and above, with little or no means of subsistence from any source of income or financial support.
 - ii) National Family Benefit Scheme : Central assistance is available as a lump sum benefit of ₹ 10.000 for households below the poverty line, whose primary bread winner (aged 18 -65) dies a natural or accidental death.
 - iii) National Maternity Benefit Scheme : Maternity benefit is provided as a lump sum cash assistance of ₹ 500 to women belonging to families living below the poverty line. The benefit is restricted to pregnant women up to the first two live births, provided they are

nineteen years of age and above and assistance disbursed 8-12 weeks prior to delivery or after delivery.

E. Rural Water Supply Programme :

- Since water availability is highly variable across the Indian states, the provision of safe drinking water and decent water supply system along with proper sanitation system was rated amongst the priority sectors of India, as evidenced in the First Five Year Plan period and thereon, with accent on the rural areas.
 - i) Accelerated Rural Water Supply Programme (ARWSP). The programme was introduced in 1972-73 by the Government of India, to assist the States and the Union Territories in accelerating the pace of coverage of drinking water supply. The prime objectives of the programme are to ensure coverage of all rural habitations with access to safe drinking water, to ensure sustainability of the system and sources and to tackle the problem of drinking water quality in affected habitations and to preserve the quality of water through inflow of scientific and technical inputs, so as to ensure improved and cost-effective means of providing adequate and safe drinking water supply.
 - ii) Rajiv Gandhi National Drinking Water Mission (RGDWM). The Government of India launched the Technology Mission on Drinking Water and related water management in 1986 and was also

called the National Drinking Water Mission (NDWM), later renamed the Rajiv Gandhi National Drinking Water Mission in 1991; overhauling the entire programme by ensuring maximum inputs of scientific and technical know-how into the rural water supply sector.

- iii) Centrally Sponsored Rural Sanitation Programme (CRSP). The programme was launched in 1986, with the objective of supplying safe water by ensuring that the sanitary aspects of water and the issue of sanitation are addressed together, the programme aimed at improving the quality of life of the rural people.
- iv) National Human Resource Development Programme (NHRDP). Sustainable management of rural water supply and sanitation requires the cohesive coordination of the engineering system but also the effort and cooperation of the community participation and empowerment together with the cooperation of adequately trained professionals and sensitized planners, administrators and decision makers. To build up this much required resource base of appropriately trained personnel, the NHRDP was launched in 1994; to introduce rural orientation, infusion of appropriate technology and practices.
- v) Pradhan Mantri Gramodaya Yojana (PMGY). Rural Drinking Water Programme – The PMGY-RDWP is a holistic programme to achieve the objective of sustainable human development at the village level, wherein rural water supply

holds a pivotal factor; by the adoption of socially inclusive policies to spread the benefits of water resource development to the poor, while benefiting the whole society and by improving their living conditions, health, social stability and opportunities for productive employment.

Institutional and Organizational Arrangements for Rural Development Programmes

The goals of social and economic policy are prescribed in the Directive Principles of State Policy, under the Constitution of India. The Five Year Plans represent the attempt of the Indian Government, its States and Union Territories, local self-governing bodies and voluntary social welfare organizations, to translate the package of vision into a national programme. In a democratic frame work of India, the task of turning the wheels of change and growth is largely vested in the realm of public administration along with the cooperation of the people, with a call for a consciousness of social purpose, courage to stand by principles and balanced restraint in the exercise of authority.

With the dawn of planned development in India, the existing agencies in the field of development were to be supplemented and strengthened while other areas required induction of new institutions, largely dependent upon the quality of public administration, the efficiency with which it works and the cooperation which it evokes. The task of administration morphed into a more dynamic and more complex form, with more emphasis attached to the development of human and material resources and the eradication of poverty; when in earlier years, the administrative task would be confined to law and order, collection of revenue among other activities. Since the objectives of development is a task to be fulfilled through national planning, involving the Central and State Governments, the ideals of leadership, organization and cooperation are to be called for into a sustained

partnership. In line, the relationship between the political leadership which forms the government and the public services which execute the administration would bear the main brunt of work and responsibility. Accordingly, the common aim, endorsed by the political leaders and the public services machinery strive towards raising the standards of living through phased economic and social development and better distribution of wealth and income.

As the political leadership and political life largely reflects the will of the people, the government is positioned to maintain close contact with the needs and aspirations of the people and to secure their support and cooperation in the programmes designed to meet those needs. It is therefore the responsibility of the political executive to assess the public wants and needs and how it is to be met; which in effect, is to formulate principles and policies and to translate those principles and policies into action; to be exercised in the interests of the people.

The execution of such tasks further requires devolution of power to a large number of public servants, who, as a body constitute the administration. The public services, work within a different arena from that of the political executives; however, the knowledge and expertise gained through years of experiences no doubt places the public servants in a level where their hand is much required in shaping the principles and policies, by diligently and honestly administering and implementing the task of the nation.

While exhorting on the nuances of planning of principles and policies in India, it is necessary to bear in mind the scale and dimension of the problem along with the basic values to be instilled and inculcated. It is no longer possible to refer development as a process for increasing the available supplies of material goods, it is in fact necessary to ensure that a steady advancement is made towards the realization of wider objectives, such as employment, attainment of economic equality and social justice, which constitute the accepted objectives of planning; working together on a series

of related and connected aims with a balanced emphasis on all the sectoral plan package.

During the 1950s, the working population of India comprised of 68 percent engaged in agriculture, 14 percent in industry, 8 percent in trade and transport and remaining 10 percent engaged in services and professions, including domestic services. Despite the large percentage of the agricultural work force, productivity was low, leading to insufficiency in food grains and raw materials for the industry; the problem all the more compounded with the growing population of the country and giving rise to large scale under-employment in the rural areas and the associated phenomena of mass poverty.¹⁸

Notwithstanding the phenomenon of planned development, the consistent policy decisions were aimed at promoting the doctrine of 'community development' in the early years of post independence, followed intensively by the doctrine of 'inclusive economic growth' during the Tenth and Eleventh Plan periods, with focus on the social sector and priority accorded on the subject of rural development have sought to insulate the rural economy to some extent.

Since the concept of rural development had been idealized by the nation's visionaries, it was realized that if the poverty of India's millions is to be removed, attention is to be drawn towards the rural areas where 80 percent of the Indian population are living. Several experiments in rural reconstruction were undertaken by official and non-official agencies, proving along the way that the intensive area projects and activities in various fields of development had been operated in an integrated way.

The rural development programmes, introduced in the First Five Year Plan aimed at initiating and directing a process of change, with a view to transform the the rural fabric of life. The desired change in social life and the

18. Department of Statistics and Programme Implementation, Government of India, *Handbook of Statistics on the Indian Economy, 2006-2007*.

agrarian economy was sought to be achieved by initiating various progressive schemes of socio – economic development programmes. Community Development Programme was the result of this initiative : an integrated approach to local development as a part of a bigger scheme of planned development, under the Ministry of Agriculture and Irrigation, Government of India.

The success or otherwise of the Community Programme, after two and a half decades of operation had evoked semblance of how to move ahead; to identify and establish a remedy for rural afflictions. This resulted in providing a stepping stone for stimulating the aspirations for planned development and the strengthening of the existing programmes.

Simulating on the Community Development Programme, the rural development programmes were renamed and recast over the years by the government and with the network of facilitating organs in the form of extension services, voluntary bodies and farmers' fora, the rural populace has been positioned for the process of change and development. Once where the process of transformation was doled out, even to the extent of coaxing and spoon feeding the rural poor, the rural programmes took a turn towards obligatory 'participatory approach', in the form of voluntary contribution of labour and finances. The State was seen as a channel to direct people's resources and the State seemingly acquired the the status of the 'provider', setting their sights in achieving the set objectives and targets; and making the rural masses the protagonist(s) in the process of transformation and development.

The developmental and welfare initiatives undertaken by the Government in the rural areas brought about perceptible changes through the inculcation of the 'convergence approach', adopted for the optimization of initiatives, resources and results, translating visions into tangible policies and programmes. Based on the experiences and performances, initiatives have been undertaken to bring about correctives in the process of implementation, insertion of modifications where required and inclusion of

new elements and essences in the existing schemes and programmes, for example, the Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) from that of the Crash Scheme of Rural Development, Rural Landless Employment Guarantee Scheme, National Rural Employment Programme, Indira Awaas Yojana, Integrated Watershed Management Programme, National Social Assistance Programme. To make them more effective, blueprints have been drawn up for new schemes or to improve on-going schemes and programmes like the introduction of the Aajeevika – National Rural Livelihood Mission (NRLM) from that of the Swarnjayanti Gram Swarozgar Yojana (SGSY); to bring about a paradigm shift in the approach to alleviation of poverty and to harness self-reliance in the rural areas. Through the decades, new strategies have been worked out and initiatives taken to strengthen the implementation and to enhance coverage under various programmes as:

- The governmental strategies and strides have envisioned better employment opportunities through guaranteed public works programme like MNREGA, envisioned enhanced livelihood opportunities through SGSY, Watershed Development, stronger social safety nets provided through NSAP, welfare measures like providing dwelling units and homestead plots to the homeless under IAY, combined with better infrastructure under the Government flagship programme of Bharat Nirman, envisioning improved rural connectivity.
- The Ministry of Rural Development plays a cardinal role in the overall development of the 70 percent of the rural population of India's 1.2 billion strong population. The mission of the Department of Rural Development, Government of India is spelt out in the Result Framework Document (RFD) of 2010-2011,¹⁹ envisioning a sustainable and inclusive growth of rural India, through a multi-pronged strategy

19. www.rural.nic.in . Accessed on 11.12.2012.

for the eradication of poverty; by increasing livelihood opportunities, providing a stronger social safety net and developing infrastructure for growth and improvement of quality of life in the rural areas. The mission stands to correct the developmental imbalances of the rural areas with an aim to reach out to the disadvantaged sections of the society. The thrust of these programmes are an all-round economic and social transformation in the rural areas.

- Capacity building through 'Training' of the rural development functionaries, elected members of the Panchayati Raj institutions, NGOs and CBOs is an essential requirement for effective implementation of rural development programmes of the Ministry of Rural Development and the Ministry of Panchayati Raj. The constant upgradation of capacities of these functionaries requires assessment of capacity building requirement, imparting training and study of the issues at hand. For upgradation of such knowledge and skills besides developing pro-poor attitudes of the rural development functionaries, the Ministry of Rural Development has a network of training Institutions, that is, the National Institute of Rural Development (NIRD), Hyderabad, twenty eight State Institutes of Rural Development (SIRDs) and eighty nine Extension Training Centres (ETCs). The NIRD is a national level autonomous Training and Research Institution under the Ministry of Rural Development, Government of India, while the SIRDs and ETCs are State government institutions, imparting training to Rural Development functionaries and elected PRI members at the State, district and sub-district levels, governed by its own established governing bodies.
- A mechanism for monitoring and evaluation of the schemes and programmes is sine qua non for ensuring efficiency and transparency in the line of operation – to keep watch over the proper utilization of funds released under the myriad schemes and to ensure optimum utilization of resources. The Central Government has devised comprehensive multi-level and multi-tool system of 'Monitoring and

Evaluation' for the implementation of its programmes. Appropriate objective and verifiable performance indicators have been developed for each of the specific programmes and for effective programme monitoring at the district, block, gram panchayat and the village levels; even to the extent of placing scope for mid-course corrections.²⁰

- With the multiple number of programmes under rural development, the role of 'Information Education and Communication' (IEC) as a change agent to facilitate the desired transformation has been idealized too. During the Eleventh Plan, India has witnessed a move in the realm of technological capacity to transfer information and communicate extensively and rapidly; to harness the capacity to develop communication strategies that promote the transfer of information relevant to the livelihood of the rural masses. In the past years, IEC activities were carried out in a centralized manner, primarily by disseminating information through mainstream media like the Radio, TV, Press Communique and production of printed communication materials in the form of hand outs, pamphlets, brochures and guidelines.

Other options like the contact programmes and outdoor publicity are also being used in select areas by the government agencies that is, Directorate of Audio-Visual Publications(DAVP), Directorate of Field Publicity, Department of Posts and Railways. In line, during 2011-2012, a decentralized IEC strategy, with emphasis on community-based mobilization and communication targeting the rural households through a cadre of village-based volunteers known as the Bharat Nirman Volunteers (BNVs) was initiated : catering to the dissemination of information, awareness generation and rendering assistance to prospective beneficiaries, not only towards Bharat Nirman but towards

20. Ministry of Rural Development, Government of India. *Eleventh Plan Concept Paper*, 2007-2008.

other departmental programmes too. This articulation of demand and service delivery and participation of beneficiaries in the decision making process through the Gram Sabhas is being initiated through the State Institute of Rural Development.²¹

- International cooperation for research and exchange of expertise in the field of rural development has been tapped by the Ministry of Rural Development, Government of India, wherein inter-government, international organizations and fora, like the Afro-Asian Rural Development Organization(AARDO) and the Centre on Integrated Rural Development for Asia and the Pacific (CIRDAP), South Asian Association for Regional Cooperation (SAARC), Bay of Bengal Initiative for Multi Sectoral and Technical Cooperation (BIMSTEC).²²
- The system of proactive disclosure of information, provision for monitoring and vigilance by the citizens, beneficiaries and civil society organizations have been placed as the cornerstone for ensuring transparency in the operation of most of the programmes and schemes of rural development. With the time-bound and multi-pronged approach for transparency and accountability along with an established monitoring mechanism, the focus of development in the rural areas will enable the nation to realize its potential and secure its rightful dues.

Rural Development is a complex task, as it is associated with a myriad of typical yet dynamic factors; having a direct bearing on the lives of people in the rural areas and requiring amelioration for their woes. The complexity of rural development lies in its multi-sectoral character as against a single sector, where one cannot wholly affix the

21. Ministry of Rural Development, Government of India, *Op.Cit.*

22. *Ibid.*

agriculture sector as being the rural development sector per se, as the agriculture sector is multi-dimensional and multi-pronged. To sum it up, rural development simply means an all-round development of the rural areas and the people living in it : touching upon the lives of the rural people for a better tomorrow.

In this chapter, we have made an attempt to analyse the rural development administration and the programmes that have been and are being implemented in India from a general and theoretical perspective. We have also tried to analyse the institutional and organizational arrangements for the rural development programmes within the context of rural development administration, again at a theoretical perspective. The existing arrangements for the organizational set-up and the institutional frame-works as devised and executed by the government have been highlighted as a means to better grasp the dimensions of rural development in India.

CHAPTER – III

Rural Development Administration in Mizoram : A Profile

In the second chapter, we have tried to present a theoretical analysis of rural development administration in India, touching on the concepts of rural development, the erstwhile and existing rural development programmes planned and implemented by the Government of India along with the institutional and organizational arrangements for executing the rural development programmes in the rural areas of India. The present chapter discusses rural development administration in Mizoram; it discusses the profile of Mizoram in a historical content and outlines the origin of traditional rural development in the State and its progression into Statehood, till date.

Since the dawn of Independence, it has been an abiding task for the government to speed up the process of development in the rural areas, where the majority of the population lives. Many schemes and programmes aim at the welfare of the rural population and development of the rural areas, envisioning the assurance to ameliorate the conditions of the poor and to find the ways and means to assuage their plight and converge the rural poor into the mainstream. Rural development is a committed process and a necessity for the large magnitude of the populace in the villages, so as to provide the development of rural activities and secure the pace of social and economic development of a country. The extension and attainment of the benefits of development to India's 5.75 lakh villages and improving the everyday lives of the rural people, particularly those living below the poverty line has been a persistent objective of India's Five Year Plans and the Twenty Point Programme. The on-going programmes have been enabling the rural poor to a certain extent but the statistical indications portraying unabated increase of rural poverty has been cause for alarm. To compound the problem, the rise in rural population, ignorance, illiteracy, social disorder and crime adds to the rigours of development; indicating that rural

development needs to be planned on, reconstituted, restructured and implemented with professional efficiency and effectiveness.

Brief Outline Of Mizoram

Mizoram, as it is known today was once the Lushai (Lusei) Hills or the hills of the Luseis or Lushais, located in the Patkai range and extending into Tripura, in the north-eastern area of India. The Lushai Hills was once a mountainous district of Eastern Bengal and Assam, south of the Cachar, on the border of Assam and Burma. As per the extant geography of India, Mizoram lies in the north-eastern tip of India; its west borders with the Chittagong Hill Tracts of Bangladesh, bounded in the east and south with the Chin Hills and the Northern Arakans of Myanmar and the States of Assam, Manipur and Tripura in the north and north-east.¹

Despite the absence of authentic recorded history of the Mizos or the Luseis; the Mizos, a conglomeration of different ethnic groups of the Chin people are believed to have migrated from the Chin State in Burma or Myanmar. The westward migration towards the present day Mizoram is based on oral history and archaeological inferences, yet requiring definitive base; and establishing their final settlement in the present day Mizoram during the close of the 18th century; by annexing the territories inhabited by the early settlers, the Kukis.² The history of the Lushai Hills starts presumably from the immigration of its people from North-west China, at Shinlung or Chhinlungsan, by the banks of the river Yalung, China, moving on to the Shan State during the 5th century and thereon to the Kabaw Valley around the 8th century and to the Khampat , thence to the Chin Hills,

1. *mizoram . nic. in .* Accessed on 12.07.2013.

2. A.G. Mc Call, Anthony Gilchrist, *Lushai Chrysalis*, Aizawl Research Institute, Mizoram, Reprint, Aizawl, 2003.

in the Indo-Burmese border, during the 16th century and settled in the land now called Mizoram by the 18th century. The aforesaid ancestral lineages and migration trends of the Mizos have largely been based on the traditions, legends, oral history, customs, folklore, linguistic affinity and similarity in dietary habits.

Such migratory movements were often inferred to be led by the institution of the ‘warrior chieftainship’, which later morphed into ‘hereditary chieftainship’, under the aegis of a ‘Chief’ and ‘Chieftain’, or ‘Lal’, which is affixed to the term, ‘leader of the tribe or clan’ or when literally translated as ‘Lord or Lordship’. All the tribes of the Mizos adopted and practised hereditary chieftainship, with their mode of governance relegated to the ideals of rural development in the Mizo inhabited areas of pre-independent Mizoram or Lushai Hills.

The authority of the Chief was absolute in nature but was democratized by a body of the ‘Council of Elders’ or ‘Upas’, an advisory body appointed by the Chief; to assist him in the performance of his duties; the Upas were selected by the Chief from amongst different clans or sub clans of his land, so as to represent and safeguard the distinct interests of the specific clans. The people living under the Chiefs evolved a political system, hinting on the divine and the autocratic at the same time. The Chief was the absolute ruler and the ‘all in all’ in the affairs of the administration, which may have prompted T.H. Lewin, the then Superintendent of the Lushai Hills to describe the institution of the chieftainship as a “democracy tempered by despotism” and an institution “classed among the visions of Utopian philosophy”.³

The privileges and rights of the Chiefs were as :

- Right to order capital punishment
- Right to seize food larders and property of the subjects and villagers

3. Exercises in the Lushai Dialect, 1874.

- Right over land in neighbouring lands or areas under British India
- Right to tax traders rendering commercial business within the Chief's land
- Right of action against their offsprings
- Right to help the slave(s), 'bawih', who could not be redeemed through customary laws
- Right to attach property of villagers

By the time the present Mizoram was annexed to the Imperial Crown, the British sought the best possible ways and means on governing the land and created a system of administration on self-government, based on the traditional chieftainship: which in effect was a diplomatic method in bearing minimal expenses in administering the Lushai Hills, reliant on the system of chieftainship. The Chiefs were assigned responsibility over the internal administration of the villages, maintenance of law and order and collection of revenue with the support of the British administrative officers ; all the while maintaining status quo in the influence and authority that the Chiefs held over their land(s).

The presence of the Luseis or the Mizos was not realized until 1840, when they made an expedition into the district of Eastern Bengal from the north, furthering their incursive expeditions into British territory. The Lushai country came under British influence during 1871 – 1872 and the skirmishes were quelled by diplomatic interventions of the British, led by T.H.Lewin, the then Superintendent of the Chittagong Hills Tract, which later led to the Lushai country being formally annexed and mapped within the Chittagong Hill Tracts, which was formerly a part of the Arakan (Burma) and the Lushai occupied land, as on 06.09.1895 and designated the land as the Lushai Hills.⁴

In 1901, the Lushai Hills was under the Province of Bengal, but with the realization that the Bengal government was excessively over-burdened in

4. B.C. Allen, *Gazetteer of Bengal and North-East India*, 1979, pp – 458-460.

Administering a wide expanse of area and consequential deterioration in the standards of governance, more so in Eastern Bengal, redistribution of territory was initiated, resulting to the establishment of the Province of Eastern Bengal and Assam in October 1905, under the Bengal and Assam Laws Act.

The administration of the Province was entrusted to a Lieutenant – Governor, acting immediately under the orders of the Government of India, with the executive staff drawn from the Covenanted Civil Service and a certain portion of officers drawn from the Indian Army. The Province was replete with its own Legislative Assembly, Board of Revenue and other regular machinery concerned with public works, post and telegraph, police, prisons, land records and agriculture, education, medical, sanitation etc. The unit of administration being the District, charge was entrusted to the District Magistrate and Collector or Deputy Commissioner.⁵

The population of the Lushai Hills as recorded in the Census of 1901⁶ is :

Area in square miles	: 7227
Number of towns	: Nil
Number of villages	: 239
Total population	: 82434
Male	: 39004
Female	: 43430
Urban population	: Nil
Population per sq mile	: 11

The Lushai Hills was administered under the Chin Hills Regulation, 1891 and thereon by the Government of India Act, 1919, wherein the Imperial Crown initiated the consolidation of the tribal dominated areas of Assam and declaring the Lushai Hills as one of the “Backward Tracts”.

5. B.C. Allen, *Op.Cit*, pp. 9 -10.

6. *Ibid.*, p. 14.

Similar actions were later undertaken by the British by proclaiming the Government of India Act, 1935, which enacted the exclusion of the Lushai Hills as the “tribal areas, means the areas along the frontiers of India or in Baluchistan which are not a part of British India or of Burma or of any Indian State or of any foreign state”, instilling the principle of “excluded area” for the Lushai Hills; invoking that the Lushai Hills are excluded from the legislative jurisdiction of the Provincial or the Assam Legislature or the Federal Legislature and under this Act, the subject of backward areas was termed as a “reserved subject”. The Mizos and other tribes living in erstwhile Lushai Hills were administered by the Governor of Assam in Council. The area was under the governance of the Imperial Superintendent, under the orders of the Assam Governor; the Governor being the representative of the Imperial Crown. The Lushai Hills was further administered similar concessions under the Sixth Schedule of the Constitution, introducing a two tier system of administration, comprising of the District Council and the Village Council. Besides its law-making powers, the District Council was empowered with the exclusive jurisdiction and authority of establishment, construction and management of primary schools, dispensaries, markets, cattle pounds, ferries, fisheries, roads and waterways; a clear indication that the administrative ambit of the District Council had established the features of Rural Development in the then Lushai Hills. By the 1940s, the Superintendent, Mc Call, recognized the need to introduce a fair share of economic and welfare measures; as a means to better the lives of the Mizos. The economic condition of the Lushais or the Mizos was devoid of growth even after years of being a protectorate state under the British. In order to harness some semblance of economic development, Mc Call initiated cottage industries, which was the first of its kind; and in organizing village welfare committees in every village, which did not take off but nevertheless can be attributed to an initiation into the affairs of Rural Development.⁷

7. T. Raatan, *Encyclopaedia of North-East India, Volume. 2*, 2008. p. 236.

This administrative system under the District Council continued till 1972 when the District Council was replaced by the Legislative Assembly of the Union Territory of Mizoram, as on 29.04.1972. The Administrator of the Union Territory, Chief Commissioner of Mizoram, passed several orders transferring the assets and liabilities of the Council to the Government of Mizoram, wherein provisions were kept for the continuance of the laws made by the District Council and in force immediately before the dissolution of the District Council.

The Lushai Hills as per the Census 1941 covered an area of 8143 sq miles, with a population of 1,46,900.⁸

During the early 1930s, the majority of Mizos who had been initiated to Christianity by the Welsh missionaries with effect from 11.01.1894, had embraced the religion. The church had set up schools and created awareness on the basics of health and sanitation, which duly resulted to a growing literacy rate alongwith improved and changed perspectives in the life of the Mizo society.⁹ At the same time, the mass movements for independence in mainstream India started to influence the Mizo mindset, particularly in the stream of politics. Such purposes ignited the establishment of the first non-political community based organization known as the “Young Mizo Association”, originally named as the Young Lushai Association, with effect from 15.06.1935. The very same year saw the establishment of the Mizo Zirlai Pawl (Mizo Students’ Union). The two spring organizations grew to encapsulate the mantra of unity and belongingness amongst the young Mizo community throughout the Lushai Hills in a few years. The mind set of the Mizos was further influenced by the onset of World War II and the simultaneous anticipation of India’s independence from British rule and the obvious insinuations of the British administrators that the Lushai Hills had a

8. Directorate of Economics and Statistics, Government of Mizoram, *Statistical Handbook, Mizoram*, 2010.

9. P.K. Bandhyopadhyay, *Leadership Among the Mizos*, 1985. p.260.

clear and open avenue to opt out of India's or Burma's dominion, consequent to the Independence of India Act, 1947.¹⁰

Necessitated by the current scenario of the times, the Mizo Common People's Union, later renamed the Mizo Union, was formed by reflecting on the governance of chieftainship and the sentiments of the common people : which arose out of the suspicion that the British administration was in cohorts with the Chiefs and were planning on instilling independence for the Lushai Hills, apart from the dominion of India or otherwise. In the wake of India's Independence, the political scenario in the Lushai Hills was also drawn along too. Though the Mizo Union was drawn towards India, a faction group inclined towards merger with Burma or Myanmar arose, supported by the majority of Chiefs and formed a political party, the United Mizo Freedom Organization (UMFO), as on 05.07.1947.¹¹

Through the changes in the political and societal structure of the Lushai Hills, the Constituent Assembly of India, on 25.01.1947, appointed an Advisory Committee on minorities, tribal areas and related issues under the chairmanship of Sardar Vallabhai Patel. The aforesaid Committee thereon constituted a Sub-Committee for the North-Eastern tribal areas and the Excluded and Partially Excluded Areas, under the chairmanship of Gopinath Bordoloi.¹²

A series of conferences, discussion of the pertinent issues in different fora culminated to a recommendation that the tribal areas and its people be vested full freedom to practise their traditions, customs, village

10. T. Raatan, *Encyclopaedia of North-East India, Volume. 2*, 2008. p.252.

11. *Ibid.* p.251.

12. This Sub-Committee was set up under the Chairmanship of Gopinath Bordoloi, Premier of Assam. The members of the Sub-Committee were: Rup Nath Brahma, A.V. Thakkar and Aliba Imti. Khawtinkhuma and Saprawnga were co-opted as members for the Lushai Hills area, R.K. Ramdhiyani was the Secretary of the Sub-Committee.

administration and be provided safeguards from exploitation, resulting to the recommendation for a distinct pattern of administration in the tribal areas of the North-East and subsequently postulated in the Sixth Schedule of the Indian Constitution, which was adopted on 26.01.1952; introducing a two tier system of administration, comprising of the District Council and the Village Council. This system continued till 1972 when the District Council was replaced by the Legislative Assembly of the Union Territory of Mizoram.

As envisaged by the Sixth Schedule to the Constitution of India, six autonomous District Councils were constituted in Assam, of which the Mizo District Council was one amongst such, with a Regional Council set up in the Pawi-Lakher region of southern Mizoram. The Advisory Council set up earlier in 1948, as a prelude to the District Council was dissolved in November 1951 and the formal election of the District Council was held on 04.04.1952, for a total strength of twenty four Council members, of which eighteen were to be elected and six nominated. The first District Council election saw a landslide win by the Mizo Union bagging seventeen seats and one seat by the UMFO : thereby establishing a fully functional Mizo District Council from. 25.04.1952, the nomenclature of which was later changed to the Mizo Hills District in 1954.¹³

Under the Constitution of India, the Mizo District Council was empowered as : ¹⁴

- Regulation of the jhum practice
- Management of land and forests, other than the forest reserves
- Use of canal or water for the purpose of agriculture

13. T. Raatan, *Op. Cit.*

14. *Report of the North-East Frontiers (Assam) Tribal and Excluded Areas Sub-Committee*, 1947.

- Establishment of village or town committee and matters relating to village or town administration, that is, social and economic facets of the people
- Constitution of the village councils and courts, appoint its officers and to prescribe procedures
- To levy taxes, fees, tolls and to control and regulate trading and money lending by non-tribals within its areas
- Appointment or succession of the Chiefs
- Inheritance of property
- Marriage and divorce matters
- Traditional social customs

As the Mizo Union gathered greater strong holds in the Mizo Hills, the Assam Government passed the Lushai Hills District (Village Council) Act, 1953 with effect from 01.12.1953, as a precursor to democratise the village administration and brought the Chiefs under the supervision and control of the Mizo District Council, by abolishing the institution of Chieftainship through the promulgation of the Lushai Hills (Acquisition of the Chief's Rights) Act of 1954, with no provision on compensation or privy purse, which was later amended to compensate land rights and amounting to meagre grant of grains and or cash. The rights and privileges of the two hundred and fifty nine Chiefs were taken over by the Mizo District Council and the Regional Council took over the charge of the fifty Chiefs in the Pawi-Lakher region. Village Councils so constituted took over the mantle too and discharged the functions earlier executed by the Chiefs and Council of Elders or Upa. The Mizo Union swept the first Village Council hustings held on 24.07.1954.

With the formation of the Mizo District Council, some measure of autonomy was secured but largely under the jurisdiction of Assam; which was often found to be biased and partial to the Hill States, giving rise to the demand of a separate Hill State, apart from Assam; comprising of Manipur, Tripura, the Autonomous Districts of Assam and the North East Frontier

Agency (present day Arunachal Pradesh) and placed before the State Reorganization Commission, during 1954; a Commission charged to look into the demands of the different parts of India, to recommend re-demarcation of area boundaries and re-constitution of new states. The State Reorganization Commission however did not propose the creation of a separate Hill State but instead suggested review of powers and functions of the District Councils; a recommendation which did not stand ground and in return inciting the political causes of the Hill States to a firmer resolve of their demands, with the exception of Nagaland. After a number of parleys, the Government of India proffered the Scottish Pattern of Autonomy, which was greeted with dissension as the proposal did not stand to appease the demand for statehood.¹⁵

To compound matters, the land of the Mizos was being ravaged with famine, the Mautam Famine of 1959 brought on by the explosion of the rat population consequent to the flowering of bamboos, exacerbated by the Assam government's negligent response on famine relief operations : bringing on a sense of disgruntlement amongst the Mizos. The Mizo National Famine Front was then launched by Laldenga in 1960, enlisting Mizo volunteers to provide relief to the famine stricken families; a movement which witnessed widespread embrace within the Mizo populace. Its popularity increasing, the 'Front' morphed into a political party; the Mizo National Front (MNF), with an objective to gain an independent and sovereign Mizoram, which was lettered to the Prime Minister of India, in the form of a Memorandum. On 28.02.1966, the MNF volunteers embarked on their armed struggle and declared independence for Mizoram as on 01.03.1966; the struggle persisting on for twenty (20) years and wound down with the MNF armed cadres laying down their arms with the simultaneous signing of the "Memorandum of Settlement" or the commonly used parlance, the "Peace

15. Ministry of Home Affairs, Government of India, *Report of the States Reorganization Commission*, 1956.

Accord of Mizoram” in 30.06.1986.¹⁶

Despite the insurgent turmoil reigning over the land, Mizo Hills became the Union Territory of Mizoram with effect from 21.01.1971 and the political reins were held by the Mizo Union till then and briefly thereafter merged with the Indian National Congress. From then on, the political scenario of Mizoram took a turn when the Congress won a majority in the 1984 election to the Union Territory Assembly, under Lalthanhawla, the president of the party.

Shortly after assuming power, Lalthanhawla vacated the Chief Minister’s office and afforded the office to Laldenga, the MNF President; subsequent to the peace settlement and the events shortly translating the history of Mizoram attaining statehood in 20.02.1987, as the twenty third State of India.

The young history indicating the political transformations and struggles in Mizoram can be reflected in the doings and misdoings of the regional and national political parties of the Mizo Union, the United Mizo Freedom Organization, the Indian National Congress, the Mizo National Front, the Mizoram People’s Conference alongwith the involvement of the community organizations; the Young Mizo Association, the Mizo Hmeichhe Insuihkhawm Pawl(MHIP), the Mizoram Upa Pawl(MUP), the Mizo Zirlai Pawl (MZP) and the active intervention of the churches.

Other than the concessions provided under the Sixth Schedule of the Indian Constitution and Regulations , Mizoram, as a State, has been recognized as one amongst the states of the North Eastern Region (NER) needing special requirements and significant levels of government

16. When the Government of India and the MNF came to the conclusion of the negotiation, the Congress ministry could share power with the MNF, the Chief Minister coming down to Deputy Chief Ministership and three other ministers being replaced by the MNF. Ensuing State Assembly elections of 1987, however, saw the defeat of the Congress.

investments. It was in 1969, when the Gadgil Formula for sharing Plan assistance among states was devised and labelled Special Category States; to bring those under-developed states on par with the development levels of other states, amongst which Mizoram was included. These states are given a higher share in the Union Government's resource allocation, due to harsh terrain, backwardness and other social problems. For Special Category States, 90 percent of Plan Assistance is given as grants, 10 percent as loans, 30 percent of the Centre's gross budgetary support for Plan expenditure, significant excise duty concessions, raising the per capita level of Central Assistance to Mizoram reigning as the highest in the country.¹⁷ It may be indicated that against the all India average of ₹ 683.94, the per capita Central Assistance in the North-East was ₹ 2574.98 during 2006-2007, with Mizoram being one of the highest recipients of the Central Assistance for Plan purposes, consistently portraying a heightened trend of growth in the per capita Central Assistance, indicating a growth of 3.93 times during the Tenth Plan.¹⁸

In spite of the exclusive favours afforded to the state, Mizoram has yet been identified as one of the "Less Developed States" by the Raghuram Rajan Committee, chaired by Dr Raghuram G. Rajan, Chief Economic Adviser, Ministry of Finance; to consider backwardness of the states and to evolve a Composite Development Index of States, based on ten sub components of (i) monthly per capita consumption expenditure (ii) education (iii) health (iv) household amenities (v) poverty rate (vi) female literacy (vii) percentage of SC and ST population (viii) urbanization rate (ix) financial inclusion and (x) physical connectivity.¹⁹

Due to the geo-physical location of Mizoram being situated in an isolated north-eastern tip of India, there exists untapped avenues for trade

17. S.S. Chauhan, *Under Development of States*, *Pratityogita Darpan*, December, 2013.

18. Planning Commission, Government of India, *Tenth Five Year Plan, 2001-2002*.

19. S.S. Chauhan, *Op. Cit.*

and commerce along the international borders with Bangladesh and Myanmar, the unexplored natural resources of the state, the inadequate harvest of energy and hydropower, the sub-standard transport and communications and information highway systems for ample generation of electricity and telecommunications, adequate and substantial augmentation of water supply and rain water harvesting, proper sanitation and public health, scientific and effective propagation of agro-horti and forest based sectors being promoted into economically viable sectors, promotion of animal husbandry, fishery, sericulture, cottage and small scale industries and tourism for generation of the State revenues; meaningful and actual financial inclusion through active and efficient banking and finance, even after more than two decades of statehood. The revenue generation of Mizoram, in terms of total Direct Taxes collected: contribution of the states are portrayed as : 2008-09 = ₹ 6.00 crores, 2009-10 = ₹ 8.00 crores and 2010-11 = ₹ 6.00 crores, indicates that Mizoram is the lowest contributor among the states.²⁰ The social and economic pattern of the Mizo life has largely revolved around the “jhum” or the ‘shifting cultivation”, which is a traditional means of eking out their livelihood and sustenance. Prior to the time when the village and district administration was democratized, the people relied on the land so distributed by the Chiefs, on an annual basis and drawn on lots.

There existed no means of sustained and permanent farming or agricultural methods amongst the Mizos and instead were traditionally inclined to shift the arable lands; where they could harvest their seasonal and annual needs of paddy, pulses, vegetables, herbs and spices, leading to a continued depletion of forests and the ecological biodiversity and rapid expansion of wastelands. Several attempts to alter the system of shifting cultivation to that of settled farming, inducing a practice which can reap sustained dividends has been initiated by the past and on-going governments; the Congress had launched the New Land Use Policy (NLUP);

20. incometaxindia.gov.in/cbdt/Org.asp. Accessed on 9.12.2012.

the MNF introducing the Mizoram Intodelh (self sufficiency)Project (MIP); a re-oriented NLUP by the current Congress government are yet stand-alone programmes attempted to re-charge the economic growth of Mizoram. The level of development of a state is likely to be a resultant consequence of a complex set of historical, cultural and sociological factors : a set of factors which require greater impulse and accent by the once predominantly tribal warrior land to metamorphosize into one of the developed states of India.²¹

Rural Development Administration In Mizoram

The Census of the Lushai Hills, held in 1901, indicated an entirely rural population, with no portrayal of urbanity.²² The 1961 Census of India²³ further highlights that the Lushai Hills was predominantly of a backward economy and subsisting on poor and primitive method of agriculture, where there existed no agro-based industry, sporadic traces of traditional small-cottage handicrafts, rustic transport and communications; a condition which has permeated on through the years with minimal growth rates and accentuated more so in the rural areas of Mizoram. Even after more than two decades of statehood, Mizoram is yet an under-developed state : its agricultural sector is yet to flourish, with a meagre 22.75 percent share of GSDP, industrial sector at 19.66 percent of GSDP share.²⁴

In India, where the larger percentage of the population lives in the rural areas, it is an implicit task of the country that developmental processes be targetted in the rural areas, a factor pressing in the context of Mizoram where 50.4 percent of the population comprises of the rural population, of which 20.4 percent belongs to the BPL status, with per capita income of the poor subsisting on ₹ 1066.²⁵ There has been a nominal decrease of 0.7

21. Kalpana Das, *Rural Development in Mizoram: A Study of IRDP*, 2004.

22. Directorate of Economics and Statistics, Government of Mizoram, *Statistical Handbook, Mizoram*, 2012.

23. *Ibid.*, p.7.

24. *Ibid.*, p.122.

25. Mizoram Population Totals, 2011, (Provisional)

percent against 20.4 percent of 2011 to 21.1 percent of 2009-2010 but a marked increase from that of 15.4 percent during 2004 – 2005.²⁶

Added to the statistical projections, the reality prevalent in the existing structure of the Mizo economy is compounded with the static agriculture sector, leading to low agricultural productivity, under-developed, for lack of industries, communications, meagre means of employment avenues and inequitable distribution of wealth. The State is facing a task in devising development strategies mainly concentrated on agriculture development, protection of land from degradation, change-over for permanent and settled farming, instituting small scale and cottage industries, enhancing productivity and seeking self-sufficiency in livestock, pisciculture, horticultural, forestry, sericulture, handloom and handicrafts, a progress which can reap dividends and generate revenue for the state.

Besides the Centrally Sponsored Schemes, the State government has launched various flagship programmes within the realm of rural development; New Land Use Programme in 1990-1991 and revived with certain restructurings in 2009-2010, Mizoram Intodelh Programme in 2002-2003, BAFFACOS in 2005-2006 : programmes meant to wean the jhumia families from the shifting cultivation.

Given the pace of economic development in Mizoram, there exists an urgent clarion call, to rev up the engines of rural development, an aspect which is synonymous and co-existent for the development of Mizoram.

Rural Development of Mizoram During The Pre-Independence Period

The economy of the Lushai Hills during the pre-independence era revolved around the agriculture sector and livelihood was intrinsically woven

26. Planning Commission, Government of India, *Poverty Ratio Estimates, 2011-12*, & Reserve Bank of India, *Annual Report, 2012*.

with the traditional system of 'jhum cultivation' or the 'shifting cultivation', a mode of agriculture perhaps perpetuated with the migratory trend of the Mizos, leading to a system of migratory agriculture; where the means of support for the 93 percent of the population was based entirely on agriculture in 1901.²⁷

The Mizos cultivated rice, maize, millet, cotton, tobacco and vegetables, a form of agriculture which would provide subsistence on an annual basis. Little attempt was made to introduce an improved system of agriculture nor attempts made to improve the existing staples or introduce new varieties. The advent of the Welsh missionaries in 1897 had embarked not only on the introduction of Christianity, education, health and sanitation but had introduced agricultural experiments like the cultivation of irrigated rice, cash crops and even led the Chiefs to sojourn to the Naga Hills on a study tour and learn the ways and means of an alternate mode of agriculture with the then Superintendent. Livestock was mainly based on the domestication of pigs, mithun, goats, fowls and dogs, to a scale enough to sustain the family.

Despite the efforts initiated by the missionaries and despite the fact that the Lushais were open to variances in the system of agriculture, such attempts however proved to be unsuccessful and in turn relegated the Lushais or the Mizos to suffice with their traditional form of agriculture; the jhum cultivation. Such failures were found to be the end-result of the Lushais being faced with problems which did not favour them, in terms of inadequate financial resources, little or no form of administrative support nor the desired technical guidances. It is also clearly indicated in government records that the development of the Lushai Hills had stood to be disrupted and slow-paced due to scarcity of water, no arable lands, non-availability of canal irrigation nor pastures for cattle grazing. The administration of that period did recognize the problems of agriculture and

27. B.C. Allen, *Gazetteer of Bengal and North-East India*, 1979.

the general economic conditions of the Lushais; it had the likely solutions too but there was no concerted medium of dispensation for the government to address the difficulties and pose the means to assuage the problems.²⁸

The land of the Lushais bore no traces of mineral or rock deposits of economic value and it was also further recorded that the only articles manufactured by the Lushais or Mizos are earthen pots, pipes, traditional machetes, hoes or axes, baskets, homespun cotton purely for personal means. Trade and commerce was vested in a few hands and exchanged hands with the merchants from Bengal and Rajasthan, wherein foodstuffs and cloth were imported and forest produce exported.²⁹

For general administrative purposes, the District was divided into two sub- divisions : Aijal (Aizawl) and Lungleh (Lunglei), under the charge of the Superintendent of the Hills, supported by District Engineer for public works and a Civil Surgeon, stationed at Aijal. The political organization of the Lushais was vested solely on the Chiefs and the internal or village administration was largely left in the hands of the Chief. The Aijal sub-division was divided into twelve Circles and the Lungleh sub-division into six Circles; each Circle headed by a Circle Interpreter, through whom all orders are transmitted to the Chiefs, who in turn is responsible for onward execution of the task. The Circle Interpreter is also responsible for collating information and submission of reports on the state of the crops within the circle. Every village has an appointed Writer, who prepares and keeps up the House List and is in return exempted from payment of house taxes and labour for upkeep of the roads. The Chiefs of the villages are held responsible for the morals and ethics in the village community, civil and criminal cases disposed off by the Chiefs, while the Superintendent exercises power over life and death issues. The Chiefs' authority is upheld by the government and any litigation or appeals against the Chiefs is discouraged.³⁰

28. *Government Administrative Report of 1933-1934.*

29. *Report of the Geological Survey Department in the Expedition of 1889-1890.*

30. B.C. Allen, *Op.Cit.*

Land revenues were not assessed but villagers would pay a nominal sum of ₹ 2.00 per house along with labour, on payment of eight annas as wages, when so required by the government. Law and order was assigned to the hands of two sub-inspectors, supported by forty nine head constables, equipped with a jail to house thirteen prisoners. In 1903-1904, there were two schools at Aijal, one maintained by the government and the other by the Welsh Presbyterian Mission and two schools at Lungleh and Khawnbawk, patronized by one hundred and seventy nine pupils. By 1901, 2.5 percent of the population were able to read and write, which prompted the then administrative authorities to assert a positive recording that the Lushais were fast learners with an inclination to progress and learn in the civilized world.³¹

Since the traditional form of agriculture continued to constitute the lives of the Lushais, the impact on their soci-economic pattern remained to be stagnant, showing no signs of growth and changes in the societal structure, with their poverty and crudeness remaining unabated; resulting to a poor and backward economy, even after decades of interaction and amalgamation with the British and the India – the glaring truth indicated in the Census,1961.³² The under- development and backwardness of the pre-independent Lushai Hills can be affirmed by the meagre contribution of 1.5 percent only to the revenues of Assam, of which it was a part and parcel – an indication that the Lushai Hills were not well covered within the scope of what is rural development.³³

31. *Administration Report of the Lushai Hills for the year 1906-1907*, Government. of Assam, Shillong, 1907.

32. *Statistical Abstract, Mizo District, 1961*, District Statistical Officer, Aizawl, Department of Economics and Statistics, Government. of Assam.

33. *Report of the Administration of the Mizo Hills for the year 1954-1955*, Government of Assam, 1955.

Rural Development in Mizoram In Post-Independence Period

With India gaining independence from the British Raj, the prime and foremost task set ahead was the development of the agriculture sector and idealized in the Plan schedules of independent India. The operatives were then channelled through the creation of the Community Development Programme and duly introduced in the Mizo District Council, later renamed the Mizo Hills District, from 01.04.1953.³⁴

Implementation of the Community Development Programme was characterized by the division of the country into “blocks” and establishing the “block level functions” headed by the “Block Development Officer”, supported by a team of Extension Officers and Village Level Workers. Though the Community Development Programme was found to have gained momentum in the early stages of inception, the goals and objectives were not reached in many counts, failing to induce people’s participation in the programme, as envisaged, thereby necessitating a review of the programme.³⁵

Community Development Programme in Mizoram was started by 1953, by the establishment of 9 (nine) Community Development Blocks at Aizawl, Lunglei, Chhimtuipui, Kolasib, Hnahthial, Mamit, Lawngtlai, Saitual and Serchhip; selection was based on the topography of the areas, communication and transport facilities. The Community Development Blocks in the tribal areas were gradually converted into tribal blocks, organized under a special scheme introduced by the Ministry of Home Affairs in 1956. The purpose of introducing the scheme of Tribal Blocks, as ‘intensive development blocks’ was an effort to gauge the best practice of developmental process as suited to the tribal way of life and a concerned effort to wean the tribal people from the agrarian practice of shifting cultivation towards

34. *Report of the Administration of the Mizo Hills, Op. Cit.*

35. Development Commissioner, Government of Mizoram, Aizawl Records.

settled agriculture. Focus under the intensified blocks were in areas of irrigation, agriculture with terracing, drinking water facilities, public health, medical facilities, education. These Community Development Blocks were headed by a Project Executive Officer and continued until the administrative functionings under the Tribal Development Blocks were put to a halt due to uprising of 1966, with little or no growth nor development to be seen until the Mizo Hills saw tranquility in 1972.³⁶

When Mizoram was given the status of a Union Territory, the existing Community Development Blocks were reorganized and eleven additional Community Development Blocks were created, totaling to twenty functional Blocks by 1976 :

1. Zawnuam Development Block (28.08.1974)
2. W. Phaileng Development Block (31.01.1974)
3. Reiek Development Block (19.08.1974)
4. Tlangnuam Development Block (16.08.1953)
5. N. Thingdawl Development Block (01.11.1956)
6. Darlawn Development Block (13.08.1974)
7. Aibawk Development Block (13.08.1974)
8. Serchhip Development Block (04.08.1961)
9. Thingsulthliah Development Block (07.01.1974)
10. Ngopa Development Block (01.04.1974)
11. Khawzawl Development Block (13.08.1974)
12. E. Lungdar Development Block (13.08.1974)
13. W. Bunghmun Development Block (09.09.1974)
14. Lungsen Development Block (11.01.1969)
15. Lunglei Development Block (02.10.1956)
16. Hnahthial Development Block (30.03.1963)
17. Chawngte Development Block (27.08.1974)

36. *Report of the Study Team on Tribal Development Programmes*, Committee on Plan Project, Planning Committee, New Delhi, 1969.

18. Lawngtlai Development Block (01.02.1959)
19. Sangau Development Block (27.08.1974)
20. Tuipang Development Block (19.07.1974)³⁷

Even though thrust was given to the mobilization of the Community Development Programme in Mizoram, the political and administrative changes brought about by the status of a Union Territory initialized the creation of new major Departments; which segregated and caused transfer of the ready manpower along with financial allocations thereby disrupted the operations of the Community Development Programme in Mizoram to an extent. The Plan outlay during the initial operation of the programme in 1972-1973 amounted to ₹ 9.00 Lakh, depicting an increase to ₹ 22.00 Lakh during 1973-1974, with further fund augmentation in the future years.³⁸

The objectives of the programme was laid out as :

- To remove poverty
- To create self-reliance among the rural people
- To uplift the living standards of the backward communities in the rural

During the first two Five Year plans (1952-1956 & 1956-1961), agriculture sector was given priority and the budgetary allocation was accorded in tune towards Minor Irrigation, Wet Paddy Cultivation, Soil Conservation, Land Reclamation, Fisheries and Community Projects. All the developmental works were executed by the Community Development Blocks with the exception of land

37. Department of Rural Development, Government of Mizoram, *Citizens Charter*, 2010.

38. *Annual Plan of Mizoram, 1972-73*, Planning Board, Mizoram.

reclamation works which were undertaken by the Agriculture Department of the districts.³⁹

During the Third Five Year Plan (1961-1966), Agriculture Sector was accorded high priority again, banking on Agricultural Development, marketing of agro-based products along with development of communication and transport. However, the pace of development failed to keep pace as the Mizo Hills District was embroiled in the Mizo National Front led insurgency of 1966. Due to the failure of the Third Five Year Plan, the government was forced to declare 'plan holidays' (from 1966-67, 1967-68, 1968-69) due to insurgency conflicts, lack of resources and increase in inflation. Three annual Plans were drawn during this intervening period. Despite this, equal priority was given to agriculture, allied activities and the industrial sector.⁴⁰

During the Fourth Five Year Plan (1966-971), concentration was again afforded to Agriculture and Allied sectors, banking on the Green Revolution of India, Cooperation and Community Development. Despite the need to execute developmental programmes, the administrative machinery and the populace was weakened by the outbreak of insurgency. There was chaos and despair in the land, food was scarce, developmental works were constrained and in most cases put to a complete halt; a situation worsened when more than twenty thousand families were uprooted and re-grouped into new village clusters called the 'Grouping Centres',⁴¹ as an administrative measure imposed presumably for security measures. The administration assigned for the developmental works were incapacitated with shortage of staff as the regular retinue of manpower were engaged for administering the Grouping Centres, under the charge of the Deputy Commissioner.

39. Department of Economics and Statistics, Government of Mizoram, *Economic Survey*, 2008-2009.

40. *Ibid.*

41. T. Raatan *Encyclopaedia of North-East India*, pp. 278-282.

The Community Development Blocks were assigned the following functions : ⁴²

- Removal of poverty
- To create self-reliance amongst the rural people, upliftment of the living standards of the backward communities in the rural areas
- To popularize improved breeds of livestock and poultry and sell better breeds at subsidised rates
- Construction of Community Halls
- Construction of Playgrounds
- Construction of Steps and Culverts
- Construction of Inter-Village Paths
- Construction of Water Points
- Construction of Urinal Sheds

With the enhanced number of Community Development Blocks, the Government of Mizoram re-allocated the varied works and activities of the Community Development Programme to newly created Departments. The Community Development Programme which had been under the administrative charge of the Deputy Commissioner was then placed under the aegis of a newly formed 'Directorate of Community Development', in the year 1972.

It was in 1983-1984 that the 'Directorate of Community Development' was upgraded to that of a major Department, the "Rural Development Department"; set up with the responsibility to focus on alleviation of rural poverty. From then on, all Community Development Blocks were re-designated as Rural Development Blocks and were made to function as such.⁴³

42. Government of Mizoram, Rural Development Department Records, 2010.

43. *Ibid.*

During the Fifth Five Year Plan (1974-1979), emphasis was laid on self-reliance in agricultural production, employment, poverty alleviation, community development, social justice, roads and communications.

During the Sixth Five Year Plan (1980-1985), the Community Development Blocks were assigned additional development programmes like the IRDP, NREP and other social assistance programmes formulated by the Central government as:

- Construction of Community Hall
- Construction of Playground
- Construction of Water Points
- Construction of Urinal Sheds
- Construction of Jeepable Roads
- Construction of Steps and Culverts
- Construction of Inter-Village Paths
- Construction of Suspension Bridges

During the Seventh Five Year Plan (1985-1990), the Plan was focused on improving the productivity level of industries, but its main objectives and priority lay in the aspiration for increasing the economic productivity, production of foodgrains and generation of employment, anti-poverty programmes, increasing productivity of small-scale farmers for the achievement of self-sustained growth.

Prior to 1971, before Mizoram was a Union Territory, the Plan packages to the autonomous Mizo District Council were of meagre sizes and failed to cover the requirements of the then district.⁴⁴ To compound the problem, Mizoram had been exposed to insurgency and meaningful development had been rendered unreachable for the past six Plan periods,

44. S.C. Barve, *Report on the Autonomous District Councils of Assam*, Government. of Assam, Shillong.

that is, for thirty three long years. Despite the hurdles, Mizoram embarked on the pathway of development, more so when it was provided the status of the Union Territory in 1972 and subsequently statehood in 1987.

It was under a conducive atmosphere that the state of Mizoram during 1985-90, although lagging, poised itself to attain the namesake of a productive state. However, due to its certain distinct identity and constraints, the State of Mizoram is yet lacking in a promising agro-based industries and other allied manufacturing and tertiary sectors, short of productive, developmental and essential infrastructural sectors and has continued to stagnate with focus on primary agriculture, as the main occupation of the Mizos.

During the Eighth Five Year Plan (1990-1997), the State's objectives were focused on agriculture and allied sectors, poverty reduction, employment generation, strengthening infrastructure in consonance to the national objectives. Besides the implementation of the Centrally Sponsored Schemes, the State government institutionalized its own flagship programme, the New Land Use Policy (NLUP), for alleviation of poverty and to induce an increased generation of revenue of the state. With the introduction of the NLUP and the launch of the State sponsored Rural Housing Scheme, in line with the Dr G.K. Rao's Recommendation of 1985, the Rural Development Department created two hundred sixty eight new posts to man and operate the two programmes, resulting to the re-designation of the Department as the "Commissionerate of Rural Development".⁴⁵

During the Ninth Five Year Plan (1997 -2002), Mizoram was again primarily focused on development of self-reliance on agriculture, generation of employment by giving priority to agriculture and rural development, reduction of poverty ensuring proper availability of food and water for the poor, availability

45. Rural Development Department Records, 2010, *Op.Cit.*

of food and water for the poor, availability of primary health care facilities and other basic necessities.

During the Tenth Five Year Plan (2002-2007), Mizoram witnessed a change in government, from that of the Indian National Congress to that of the Mizo National Front holding the helm of governance. The Plan so devised saw similar focus on the introduction of the Twenty Point Programme, reduction of poverty, not only through the Centrally Sponsored Schemes but through the flagship programme known as the “Mizoram Intodelh Programme” or the “Self- Sufficiency Programme”.⁴⁶

By the end of the Plan period, the percentage share to the Gross State Domestic Product (GSDP) of Mizoram, as per the Mizoram statistics, 2010, were projected as :

1. Agriculture sector - 22.75 percent
2. Industry sector - 19.66 percent
3. Services sector - 57.59 percent,

depicting a slow and steady growth rate from that of 1.5 percent contribution made during the 1950s-1960s.

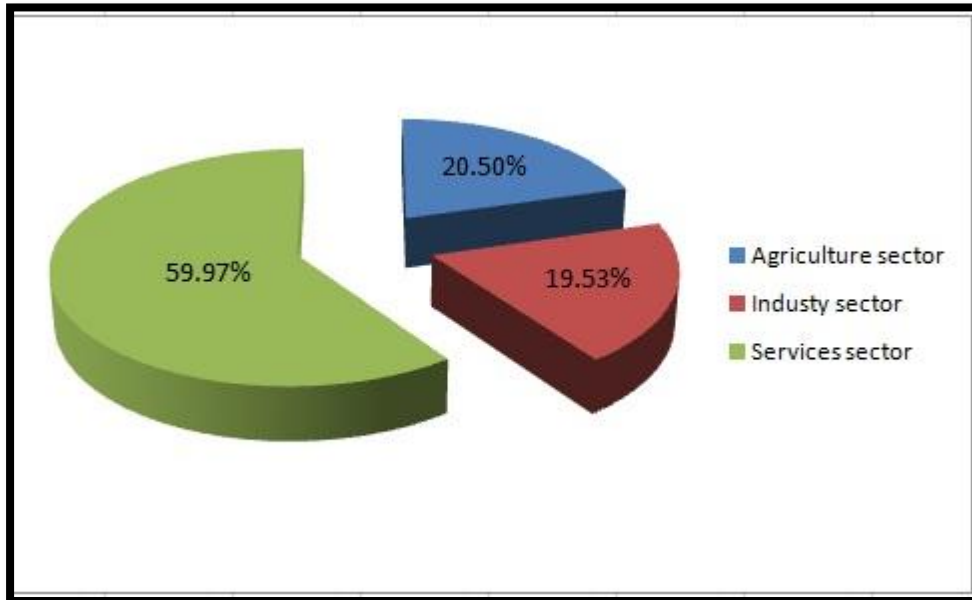
During the Eleventh Five Year Plan (2007-2012), Mizoram planned to increase the growth rate in agriculture and allied activities, industry and services along with a campaign for an inclusive growth through the re-structured flagship programme of the government, the New Land Use Policy, re-launched during 2009. By 2010-2011, the Mizoram Statistics, 2012 projected GSDP at Factor Cost as :

1. Agriculture sector - 18.79 percent
2. Industry sector - 21.40 percent
3. Services sector - 59.81 percent (See Figure 3.1, page 92)

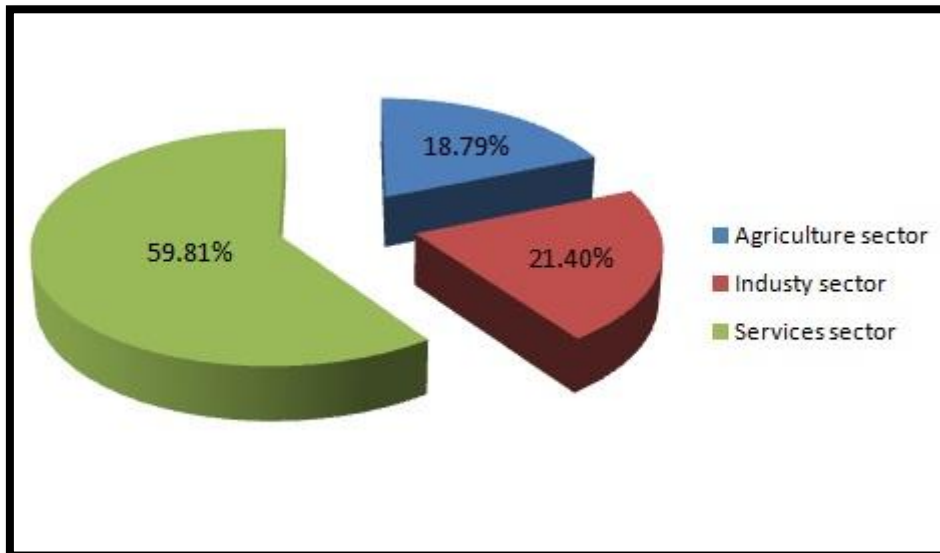
46. *Project Report on MIP, A Project for Self-Sufficiency of the Rural Poor in Mizoram, 2003-2004.* Prepared by the office of the MIP Executive Authority, Government of Mizoram, Aizawl.

Figure 3.1

**Mizoram GSDP at Factor Cost by Industry of Origin at Current Prices
(2009-10)**



**Mizoram GSDP at Factor Cost by Industry of Origin at Current Prices
2010-11 (Q)**



Source : Statistical Handbook Mizoram, 2012.

The Central and State governments follow a comprehensive and yet a fairly simple strategy; to bring about development in the rural areas. The focus of rural development is all-encompassing, focusing not only on individuals, groups or family-oriented benefits but also on community assets, in the form of infrastructure such as roads, drinking water facilities and schools. Therefore, the beneficiaries of rural development schemes include individuals, groups (Self Help Groups), families and the whole village(es). Similarly, the benefits of rural development schemes have come to include financial benefits in the form of loans and subsidies to the individuals, groups, inclusive of assets to families, in terms of land, houses, sanitation facilities, villages, in terms of community assets such as drinking water and sanitation facilities, inter-village or internal roads and schools.

The instrument or the means used to bring about rural development is through the programmes or schemes launched by the Central Government and the State government, through its State Sponsored programmes and the Special Area programmes of the Government of India as :

I. Centrally Sponsored Schemes and Programmes :

- Swarnjayanti Gram Swarozgar Yojana (SGSY): A self-employment programme where assistance is given to poor families living below the poverty line. Village Haats and District Haats were introduced by the Ministry of Rural Development, during 2009-2010 as a sub-component of SGSY, to create better marketing facilities for the SHGs and rural artisans under SGSY. District Haats were established during 2011 -2012 and has been linked with the state government's flagship programme of NLUP.⁴⁷
- National Rural Livelihood Mission or Aajeevika: This programme is a re-structured SGSY, to reach out to all families, link them to sustainable livelihood opportunities and nurture them until they cross

47. MZSRLM, Mizoram Records, 2012-2013.

the poverty line and enjoy a decent standard of life. Under NRLM, the interested youth would be offered skill development after counselling which matches the aptitude for the job requirements and place them in jobs that are remunerative. Self-employed and entrepreneurial oriented poor would be provided skills and financial linkage for establishment. NRLM also encourages public sector banks to set up Rural Self Employment Training Institutes (RSETIs) in all the districts of the State, where banks would run the training schedules with full autonomy. In Mizoram, the State Bank of India is the nodal financial institution for RSETIs and one Institute has been set up in Aizawl District, with further expansion in the pipeline. Currently, MZSRLM is currently being implemented on a pilot basis in the two districts of Kolasib and Serchhip.⁴⁸

- Indira Awaas Yojana: A flagship scheme of the government to facilitate construction and upgradation of houses for the rural poor. During the Eleventh Plan, 14,300 houses have been constructed and upgraded in Mizoram.⁴⁹
- Samagra Awaas Yojana: To provide convergence to activities of construction of houses, sanitation facilities, drinking water schemes through effective implementation and induction of the IEC and innovative ideas, which was taken up by Aizawl District during 2003 - 2004, with funding to the tune of ₹ 50.00 lakh.⁵⁰
- Integrated Wastelands Development Programme (IWDP)- Integrated Watershed Management Programme(IWMP): IWDP covers fifty two projects in the State and are to be wound up and completed during 2011-2012; the newly introduced IWMP was initiated during 2009-2010.

48. MZSRLM Records, *Op.Cit*,

49. Rural Development Department, Government of Mizoram, *Achievement Report*, 2012-2013,

50. DRDA , Aizawl, Mizoram. *Annual Report*, 2003-2004.

- Mahatma Gandhi National Rural Employment Guarantee Scheme(MGNREGS): MGNREGS was first introduced in Mizoram in the two districts of Lawngtlai and Saiha, followed by Lunglei and Champhai during 2006-2007, remaining four districts were eventually covered in the subsequent year. Since introduced into the State till 2012, the programme has sought to generate 1000 lakh persondays of wage employment.⁵¹

II. Special Area Programmes :

Irrigation and Flood Control: Rural Development Department is currently undertaking the “Flood Control and Irrigation of Potential Areas of Ngopa,” funded by the North Eastern Council (NEC), with an estimated cost of ₹ 432.16 lakh; to tap the waters of the Damdiai River, located on the outskirts of Ngopa village, for irrigation of the agricultural lands and drinking water. For this purpose, a dam has been constructed under Border Area Development programme (BADP) and a number of reservoirs, zonal tanks and distribution pipelines are being constructed under this project. Till date, a total of ₹ 317. 33 lakh has been expended for the project.⁵²

- Backward Region Grant Fund. The Government of India had identified the two districts of Lawngtlai and Saiha with 100 percent funding, under the charge of the Deputy Commissioner.

Border Area Development Programme(BADP). BADP is implemented along the borders of Mizoram that is, the Indo-Bangladesh and Indo-Myanmar borders. BADP is currently being operated in sixteen Rural Development Blocks as :

Ngopa	Khawzawl	Champhai	Khawbung
East Lungdar	Zawlnuam	West Phaileng	Bunghmun

51. Rural Development Department, Government of Mizoram. *Annual Report*, 2011-2012.

52. Directorate of Rural Development, Government of Mizoram. *Citizens Charter*, 2010.

Lungsen	Hnahthial	Bungtlang South	Chawngte
Lawngtlai	Sangau	Saiha	Tuipang

(See Table 3.2, page 97-98)

Continued..

Table 3.2

**DISTRICT-WISE FUND RELEASES BY GOVERNMENT OF INDIA & THE GOVERNMENT OF MIZORAM
(CNETRAL + STATE) SINCE INCEPTION OF THE PROGRAMMES**

No	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champ hai	Saiha	Lawngtla i	Kolasib	Lunglei	Mamit	Serchhi p	Total
1	2	3	4	5	6	7	8	9	10	11
1	EMPLOYMENT ASSURANCE SCHEME (1193-2002)	5647.32 9	76.347	1876.6 87	53.708	39.205	1907.7 41	57.709	40.706	9699.94 2
2	JAWAHAR ROJGAR YOJANA (jry) (1989-1999)	1086.04 5	0	295.01 3	0	0	312.36 7	0	0	1693.42 5
3	JAWAHAR GRAM SAMRIDHI YOJANA (JGSY) (1999-2004)	487.584	172.821	243.51 2	145.512	117.03 3	328.86 4	143.069	119.069	1758.08
4	SAMPOORNA GRAMEEN ROZGAR YAJONA (SGRY) (2002-2008)	1257.47 6	522.065	257.79 5	261.438	413.92 5	580.16 1	504.941	416.181	4213.96 2
5	INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRD P) (1987-1999)	1553.18 9	0	519.78 2	0	0	518.84 8	0	0	2592.96 9

6	DEVELOPMENT OF WOMEN AND CHILDREN IN RURAL AREAS (DWCR) (1985-1999) (Central + State)	79.744	0	25.974	0	0	33.118	0	0	138.836
	DWCRA BY UNICEF	25.2	0	17.3	0	0	9.841	0	0	52.341
7	SWANJAYANTI GRAM SWAROZGAR YOJANA (S.G.S.Y) (1999-2012)	649.356	454.588	208.116	361.616	202.798	500.637	277.294	205.719	2860.224
8	MAHATMA GANDHI NREGA	15640.35	17258.24	10520.46	18107	9910.431	22733.19	10397	7800.708	112367.4
9	INDIRA AWAAS YOJANA (IAY)	2545.045	1796.537	2045.637	3559.527	1045.731	3735.627	1907.181	531.436	17175.76
10	INTEGRATED WATERSHED DEVELOPMENT	2281.488	2444.215	1075.76	2387.612	1650.474	3209.147	2976.331	1417.131	17442.16

Source : Rural Development Department, Government of Mizoram, Status Report, 2012.

- North Eastern Rural Livelihood Project (NERLP) : This is a scheme jointly undertaken by the Ministry of Development of North Eastern Region (DoNER) and the World Bank and visualized for implementation in Mizoram; with an aim to transform the rural livelihood, on similar lines with SGSY, after the Project Implementation Plan (PIP) is approved of. The districts of Aizawl and Lunglei are currently being targeted as a first phase project.
- Non Lapsable Central Pool of Resources (NLCPR) : The NLCPR affords the North Eastern States added assistance for the development of infrastructure, that is, roads, irrigation, reservoirs and canal, education and health. Under this scheme, the Rural Development Department is currently undertaking the construction of twenty five Community Halls, with an estimated budget of ₹ 470.00 lakh, out of which ₹ 328.88 lakh has been utilized during 2012-2013.⁵³

13th Finance Commission on Unique Identification (UID) : As envisaged by the Thirteenth Finance Commission Report, the Central Government is poised to undertake the UID of its citizenry. As a means to facilitate the operation, the BPL families of the state, the old and aged and the MGNREGS beneficiaries are to be afforded an incentive of ₹ 100.00 for the UID registration. As per the recommendation of the Commission, ₹ 24.00 lakh has been sanctioned for disbursement by the department.⁵⁴

III. State Sponsored Schemes under State Plan Funds :

- Social Education: To create durable assets of public utility and civic infrastructure, genuinely needed by the society. Initiated to forge closer ties within the community while facilitating their socio-economic development through construction, repair and

53. *Citizens Charter*, 2010, *Op.Cit.*

54. *Ibid.*

restoration of community halls, play grounds, pavilions and civic amenities. The scheme covers the entirety of Mizoram but priority is given to areas not covered by BADP and villages falling under BADP areas but ineligible for funding under BADP. During the Eleventh Plan, ₹ 450.00 lakh was projected, with a physical achievement of three hundred and thirty four items of work.⁵⁵

- Housing for Project Staff : There are twenty six Rural Development Blocks under the Department of Rural Development with more than three hundred existing and functional officers and staff running the offices throughout the state. Majority of these Rural Development Blocks are devoid of office buildings and staff residential quarters, even the oldest establishment of the Tlangnuam RD Block is yet functioning from rented premises. Whatever facilities available in a few of the Blocks are in need of repair and renovation too. To circumvent these problems, the State government has been undertaking these works but often met with meagre funds.⁵⁶

Distribution of GCI Roofings : Distribution of GCI sheets for roofs of houses was initiated during the 11th Plan, in the year 2009-2010 by the State government and has distributed GCI roofings to 2218 rural families (6 bundles of GCI sheets each to one family), with an expenditure of ₹ 400.00 lakh; to help set up quality roofings to rural households and augment rain water harvesting.⁵⁷

As the main objective of the Rural Development Department is to improve the socio-economic conditions of the rural community and to uplift the people living below the poverty line, by providing wage employment, self employment through income generating activities and to

55. Rural Development Department, Government of Mizoram. *Annual Plan Proposal*, 2012-2013,

56. *Ibid.*

57. *Ibid.*

create permanent assets for strengthening the rural infrastructure, the Directorate of Rural Development, Government of Mizoram has undergone a series of make-overs and re-organization in its administrative structures and set-up through the years. The Directorate of Rural Development, Government of Mizoram had been charged to over-see and supervise all the activities connected with the planning, implementation, assessment and monitoring of all rural development programmes, along with the State government's flagship programme, the New Land Use Policy (NLUP), during the first launch of the scheme with effect from 1990-1991. As the Department was assigned as the nodal agency for NLUP, which required the association and cooperation of all the development and line departments, Rural Development Department underwent a major re-organization, by re-designating it as the Commissionariat of Rural Development, Government of Mizoram, during 1989, headed by a Minister of State as the political head and a Commissioner appointed as the administrative head, who was supported by Deputy Commissioners for administration and from the line and technical departments. Supporting officers and staff to man the enlarged Rural Development operative were drawn from nine Development Departments of the State Government as :

1. Agriculture
2. Animal Husbandry
3. Industries
4. Sericulture
5. Fisheries
6. Soil and Water Conservation
7. Forest and Environment
8. Information and Public Relations
9. Finance and Accounts

This re-organization was effected due to the large-scale and comprehensive programme of the NLUP, which encompassed all the development activities under one package and necessitated a diverse amalgamation of experts, to attend to the implementation of an attempt to

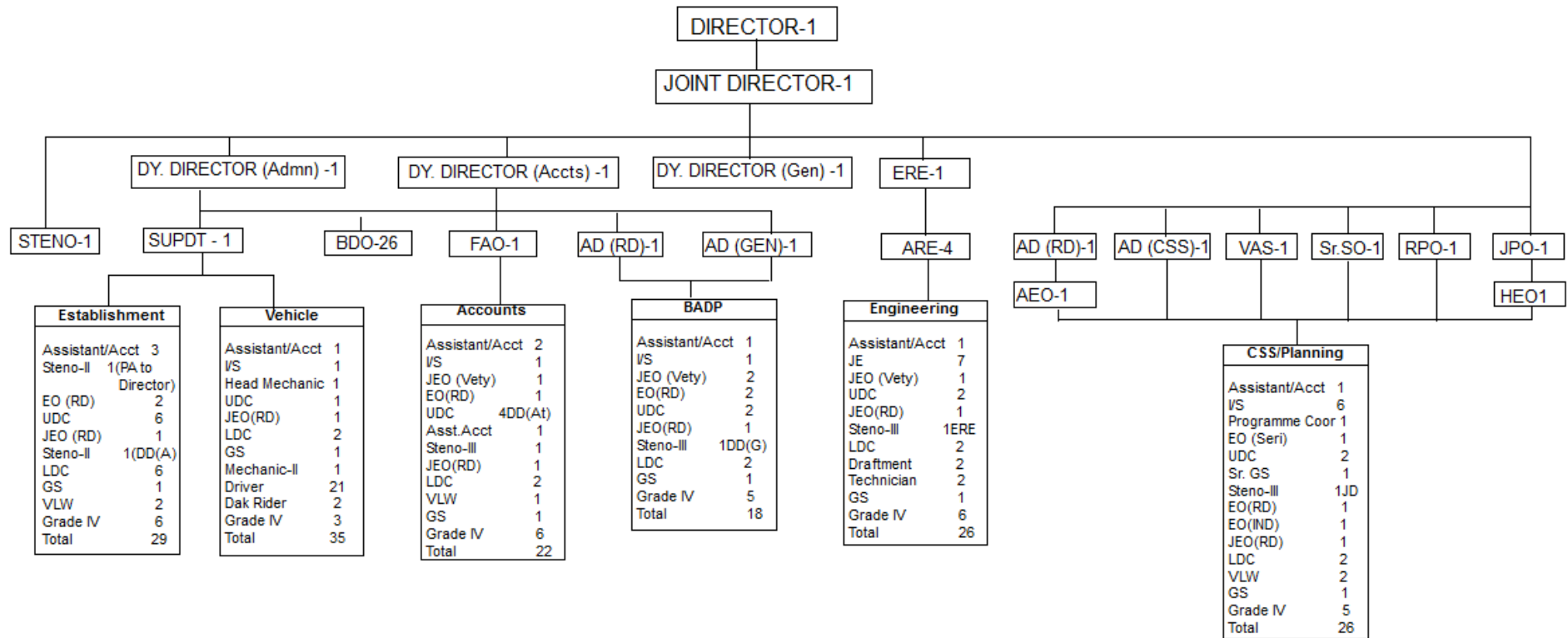
revolutionize the socio-economic fabric of Mizoram through the flagship programme. After the NLUP programme was discontinued, the Commissionariat was subsequently changed to the “Directorate of Rural Development,” in 1999-2000, with some changes effected in the administrative set-up too. ⁵⁸ (See Table 3.3, page 103)

58. Directorate of Rural Development, Government of Mizoram Records. 2000-2001.

Continued..

Table 3.3

ORGANOGRAM OF DIRECTORATE, RURAL DEVELOPMENT DEPARTMENT MIZORAM



Source : Directorate of Rural Development, Government of Mizoram, 2013.

Currently, the Department of Rural Development is headed by a Cabinet ranking Minister, at its political helm, supported by a Parliamentary Secretary, who is a sitting MLA. The administrative head is the Secretary to the Government of Mizoram, at the Secretariat, supported by the regular administrative hierarchy of Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary at the executive level supported by Superintendent(s) and supporting staff.

Mizoram, the twenty third State of the Indian Union is a land largely populated by rural people : the Population Totals, 2011, affirming that the rural population is increasing more than the urban population. As indicated in the extant projections of the Reserve Bank of India (RBI), 2012, poverty ratio is on the other hand declining in the State while the Government of Mizoram's estimates stands in contradiction, a factor which is yet to be documented in the BPL Census, 2011 by the State Government in the near future. At a glance, it can be assumed that the endeavour of the State of Mizoram towards rural development requires to broaden its socio-economic dimensions, so as to embark on a meaningful and fruitful pathway and develop the rural areas and its inhabitants.

To summarize, we may mention that rural development in Mizoram has had a long history and tradition. We have tried to study rural development administration in Mizoram starting from the minute steps that it had taken from the days under the Superintendent of the Imperial Crown to when it is progressing on through as the twenty third State of the Indian Union.

CHAPTER – IV

Personnel Administration and Rural Development in Mizoram

In the third chapter, we have tried to present the picture of rural development administration in Mizoram, outlining its historical and traditional origins within the ambit of rural development and the onward progression to upholding the mantle of discharging rural developmental activities and programmes through its administrative set-up, as a State government. The present chapter discusses the aspects and scope of personnel administration in the realm of rural development administration with accent on the rural development administration in Mizoram.

Alleviation of poverty and the task of developing the socio-economic conditions of the rural areas has been an agenda of the government. Various programmes and initiatives with contrasting methodologies have been tried and experimented, funds expended, yet poverty seems unsurmountable. The government has been infusing changes and additives to its anti-poverty programmes, by taking stock of the loopholes that could have occurred in the erstwhile schemes and introducing fresh strategies for a concerted and collective in-road into poverty through comprehensive packages : with the assumption that the programmes initiated would be able to bring about an intensive and holistic approaches and ensuring a “safer bet” for the rural populace. Development when applied in the specific context of rural India acquires an altered meaning, signifying not just the aggregate development of the rural area(s) but fundamentally means the development of the people living within the area, in terms of sustained increases in per capita income, expansion of productive employment, equity in the distribution of benefits and wealth, upgradation of value systems and culture, adequate provision of infrastructure and other amenities to promote socio-economic growth, on an even keel.

Concept Of Personnel Administration

The French word, “personnel” came into English use in the nineteenth century, a noun used synonymously with “employees.” However, the term, “personnel administration and or management” is a twentieth century terminology, coined after the World War II and is often defined as “people employed in an organization or engaged in an organized undertaking”.¹

Therefore, Personnel Administration means administration of human beings in an organization. Personnel Administration is that branch of Public Administration which guides and supervises an organization in the management of personnel resources, with the use of articulated and planned use of principles, practices and rationalized techniques in selecting, retaining and developing the personnel for the fulfilment of the organizational objectives and goals. “Personnel Administration is the art of selecting new employees and making use of old ones in such manners that the maximum quality and quantity of output and service are obtained from the working force.” It can therefore be asserted that Personnel Administration is the systematized and specialized knowledge and technique to help the organizations in administering their personnel and facilitate the personnel achieve optimum performances.² An efficient and effective Personnel administration is bound to generate development, dynamism, modernization and towards the ultimate goal of nation building. Every organization, every state is adjudged to be heavily dependent upon the quality of its personnel, who are governed by set procedures of standards. The objective of Personnel Administration is to ensure the effective

1. *www.oxforddictionaries.com*. Accessed on 18.10.2012.

2. Felix A.Nigro, *The New Public Personnel Administration*, 2013.

utilization of human resources in achieving its organizational goals. Personnel Administration is the art and science of policy-making, planning, decision-making, organizing, directing, controlling and motivating human resources in an organization, so as to secure, maintain, develop, integrate, involve, compensate and enrich the organizational environment. Personnel Administration implies proper planning for work, selection, placement and training of the personnel so selected along with the assignment and distribution of work amongst them. Personnel Administration is the supervision, conduct and discipline, motivation, communication and welfare, grievance settlement, terms of employment. It, in effect, encompasses the auxiliary functions from recruitment to retirement. Personnel Administration is wide-based and covers the entire work career of the personnel in an organization, whether it be in a government, corporate worlds, industries, hospitals or universities. It is in fact the theory and practice where the principle of the human factor is the be-all for churning out managerial effectiveness in any set of organization. As theorised by academicians, in Personnel Administration, human is more important than the capital that is being assigned for the intended task, the factor of the human remains to be the key to development; that an organisation is required to rely heavily on the need for moulding of behaviour of members of the organisation through leadership, motivation, communication and participation which all yields to personal commitment and involvement of employees towards the organization goals.³

Personnel Administration is also known as Personnel Management and as defined by Pigors and Myers is “a method of developing potentialities of employees so that they get maximum satisfaction out of their work and give their best efforts to the organization.” Therefore, Personnel Administration and Personnel Management centres around similar and synonymous factors and areas of ‘human resources’ as :

3. S.L.Goel, *Public Personnel Administration ; Theory and Practice*, 2008, p.7.

- Getting the people who can make the organization
- Enabling those people to acquire the required capabilities, to make a successful organization
- Motivating the personnel to contribute their resources continuously for running the organization successfully.⁴

Personnel Administration or Personnel Management deals with the procurement, development, compensation, maintenance and utilization of human resources. It deals with the development of human resources for the efficient utilization of these resources in order to achieve the individual, group and organizational goals and objectives. Personnel Administration facilitates the efficient management of the human resources and personnel management pervades all the necessary functions so required for an effective and efficient Personnel Administration.

Personnel Administration has assumed wider scope and significance in the post millennium times. In the absence of proper personnel management, transaction of business in any organization is bound to be disrupted or maybe fail. To source out and to retain capable people in creating and maintaining conducive and productive work for an organization is the first and foremost task of personnel administration. The efficiency of the organizational administration largely depends upon the nature of the personnel within the set-up, as it is the personnel that any organization bases itself on. An organization may formulate and attempt to implement its policies, plans and programmes, rules and regulations but primarily requires the active and consistent involvement of its personnel or employees. However thorough the plans and policies may be, the availability of competent human resources form the backbone of any progressive and successful organization.

4. Pigors and Myers, *Management of Human Resources*, 1973.

Personnel Administration is therefore part and parcel of Public Administration; both aspects are of similar domain, both domain is concerned with the human problem and the quality which makes and runs the organization determines the effectiveness and efficiency of the administrative system. No activity of Public Administration can be performed with competent personnel; well-planned organizational structures have consistently failed due to the inefficiency of its personnel running the organization. H. Finer aptly put it as “Personnel is sovereign, if men and women are competent enough, they can give life even to inexact, confused and rough-hewn demarcations. Personnel is the sovereign factor in Public Administration. Will and mind are first, they engender policy; and mechanism is subsidiary to function.” It can therefore be indicated that the success or failure of organizational or governmental policies and programmes depends hugely on its personnel. Dr Rajendra Prasad had exhorted in the Constituent Assembly as “whatever the Constitution may or may not provide, the welfare of the country will depend upon the way in which the country is administered. That will depend upon the men who administer it”.⁵

However, it is given that principles of good public administration cannot merely be adjoined only on the choosing of the best candidates, but it is the proper management of manpower which will speak for the success of an organization.

The operatives of any organization or the government is complex and vast and cannot be left entirely in the hands of one person, not even to the head of State; it necessitates the wholesome mechanization of the entire network of personnel within the organization. A government of a modern state maintains a retinue of administrative machinery, consisting of a number of officials of different rank and grade, called the civil servants or public servant or public personnel. They constitute an integral and essential part of the administrative machinery. Devising and

5. Recorded Volume of the Constituent Assembly of India of 24th January, 1950.

securing the efficient ways and means for functioning of the public servants is automatically the responsibility of the organization or the government ; which leads to formulation and promulgation of

statutory policy to govern and administer the personnel; thereby churning out the personnel policy. A sound personnel policy is the prime requisite of a sound public or personnel administration and the foundation is based on a number of vital pillars as :

1. Recruitment system : Recruitment is the process to discover the sources of manpower to meet the requirements of the staffing schedule and to employ effective measures for attracting that manpower in adequate numbers so as to facilitate effective selection of an efficient work force. Edwin B. Flippo defined recruitment as “ the process of searching for prospective employees and stimulating them to apply for jobs in the organization”.⁶ Recruitment seeks to attract people with multi-dimensional skills and experiences that suits the present and future organizational strategies, to induct outsiders with a new perspective, to lead the organization, to infuse fresh blood at all levels of the organization, to develop an organizational culture that will attract competent people, to head hunt or head pouch people whose skills fit the organizational aspirations, to seek out non-conventional grounds of talent, to design service conditions that competes on quality and not on quantum so as to garner the best of man power.⁷
2. Conditions of service : A sound personnel policy is the provision of a fair service condition. Every organization or government is required to establish certain conditions or rules or regulations governing the service conditions of its personnel. Service condition is a comprehensive package consisting of the following factors; (i) wages and salary of the personnel while taking into account the prevailing living costs in the state, inclusive of bonus and

6. Edwin B.Flippo, *Principles of Personnel Management*, 1971.

7. P.Subba Rao, *Personnel and Human Resource Management* 2000.

incentives. (ii) allowances in terms of dearness allowances, house rent allowances, medical, travelling, children's education reimbursement allowances (iii) admissibility of leave, which may be granted as earned or privileged leave, medical or sick leave, casual leave, study leave and other non-debitable kinds of leave to its personnel (iv) work amenities and facilities congenial for drawing out the best potential in the personnel, moderate working hours, modern and safe office furnitures and accomodation (v) redressal of grievances machinery which is prompt, dedicated and transparent and (vi) security of job.⁸

3. Training : An organization and its personnel should develop and progress simultaneously for their survival and attainment of mutual goals and objectives. It is in fact the need of every organization to develop the organization through human resource development, that is, training. Personnel training is a specialized function and is one of the fundamental operative functions for human resource management. After an employee is selected and placed in an organization, one must be provided with training facilities so as to enable oneself for adjustment to the job. Training is an act of increasing the knowledge and skill of an employee for executing a particular kind of job. It is a short-term educational process and utilizing a systematic procedure which will hone the administrative or technical skills of an employee for a definitive purpose.

The objectives of training which would be in keeping with goals and objectives of the organization are as; (i) to prepare the employee, both new and old, to meet the present and changing requirements of the job and organization (ii) to impart new entrants the basic knowledge and skills for their defined jobs (iii) to prepare employees for higher responsibilities and higher job profile (iv) to build up a a

8. P.Subba Rao, *Op.Cit.*

succession plan from amongst the competent employees (v) to ensure smooth and efficient working of a department (vi) to promote individual and collective morale, a sense of responsibility, cooperative attitude and relationships in the work force. No organization can obtain a candidate who would exactly match the job profile and the organizational requirements, it is through training that the employee is moulded to the job. Training is value-addition to the employee and to the organization. Job and organizational requirements are not static and are susceptible to changes, given the technological advancements and competition in the market. Organizational efficiency, productivity, progress and development largely depends on training, leading to competence, commitment, creativity and added contribution to the organization.⁹

4. Promotion : A personnel policy which makes provision for a fair scope of promotion and retirement benefits attracts young and able manpower to fill the vacant positions in the organization and to retain them in continuity.

When there are vacancies in an organization, they can be filled up by internal or external candidates. The organization may fill up the vacant positions either from the internal candidates through a selection procedure and when the vacancies can be filled up through tests and selected for a higher level of job in the organizational hierarchy. Such an upward movement in a service career is “promotion.” According to Pigors and Myers, “promotion is advancement of an employee to a better job – better in terms of greater responsibility, more prestige or status, greater skill and especially increased rate and quantum of pay or salary.” Promotion is therefore the re-assignment to a higher level job to an internal employee, delegated to perform higher responsibilities and discharge authority required to perform the higher level of job, with higher pay and allowances.

9. P.Subba Rao, *Op.Cit.*

The scope of promotion is provided with a view to achieve the following : (i) to utilize the employee's skills, knowledge at the appropriate level in the organizational hierarchy, resulting to organizational effectiveness and employee satisfaction (ii) to develop a competitive spirit and inculcate the zeal to acquire added skills and knowledge required for a higher level of job (iii) to develop the competency levels of the internal source of employees (iv) to infuse job satisfaction and the enthusiasm to be more productive for the organization (v) to reward committed and loyal employees.¹⁰

5. Code of Ethics : One of the essential factors of a sound personnel management is the establishment of comprehensive rules of conduct for its personnel or employees; to uphold integrity, honesty, dedication to duty along with the procedural norms to handle misconduct of its personnel, as and when required and called for. The Government of India is fortified with the Central Civil Services (Conduct) Rules and the Central Civil Services(Classification, Control and Appeals) Rules, to govern the government servants.¹¹
6. Grievance and suggestion procedures : The concept "grievance" has been defined in several ways by different authorities. Grievance is any dissatisfaction or feeling of injustice in connection with one's employment situation that is brought to the notice of the management. Such dissatisfaction which arise out of demands for individual wages, complaints against the incentive system, objections to the general methods of supervision, misinterpretation of seniority, disciplinary discharge, transfer to another department, inadequacy of safety and health services, violation of contracts, fines, victimization, all form the nomenclature of a grievance(es). Instances of any grievance in any organization needs to be handled efficiently through well thought out procedures so as to quell the dissatisfaction at the earliest possible by fulfilling certain factors as

10. P.Subba Rao, *Op.Cit.*

11. *Ibid.*

(i) the grievance machinery and procedure must be charted out in conformity to the prevailing statutory provisions of the organization
(ii) grievance procedures need to be specific and each step of representation is to be slated out with clarity, in that, an aggrieved person must be well informed about the person and designation to whom the representation is to be submitted, whether submission is viable in oral or written alone or both, specification of time limit for redressal of grievances and it is vital that the authority to redress the grievance is clear of what is expected of him or her. What measures one can take and the limitations thereof (iii) training is required to be imparted to all the supervisory levels in an organization and to the service associations and unions, so that an impartial and speedy process of grievance redressal is assured with transparency.

While endorsing the general concepts of personnel administration, its association in the world of rural development is all the more required, as it is in the rural areas and remote areas that the efficacy of a sound personnel administration is required. The extension and application of services to people at their doorsteps and on the spot is therefore the responsibility of the governing machinery.¹²

Personnel Administration In India

The Pre-Independence Period

Indian history can be traced back to the Indus Valley civilization, a civilization establishing the basic foundation which has shaped the administrative features of the ancient, medieval and the British administration of India. It can be highlighted that the major contributors to charting out the tenets of public and personnel administration were the Mauryan, the Gupta and the Moghul administration. In fact, it was

12. S.L. Goel, Shalini Rajneesh, *Public Personnel Administration: Theory and Practice*, 2008. p. 7.

Kautilya's political treatise, the Arthashastra of the Mauryan empire which had drawn up the initiation of the state administration, the theories and principles for effective governance, consisting of unity of command, hierarchy and delegation of authority, decentralization of authority, planning and formulation of policies, division of work, coordination, budgeting and accounting, recruitment on merit, paid civil service, welfare initiatives in the administrative set-up.¹³

In the Mauryan administration, the king was assisted by the 'parishad' and the 'sabha' and was the authority over the 'constituent' functions related to law and order, security and defense along with the 'welfare' functions which were related to the provision of the welfare services to the people. The provinces were divided into districts, sub-divided into villages and manned by assigned and paid officials. The administration was run on an amalgamated element of bureaucratic and military system of the state through the different sets of departments.

The Guptas form of administration was similar to that of the Mauryan empire, where villages and town councils were given their own autonomy under the guidance and supervision of the officials appointed by the king.

The Moghul administrative system was centralized under the authority of the king, who was supported by appointed officials to man the state, the revenue, finances and land systems, with the 'suba' or provincial authorities assigned as the administrative agencies, headed by the 'subedar' or executive head. The 'suba' or province was divided into

13. Artha means material well being and in the wider sense is the material means to meet human requirements. The Arthashastra authored by the Indian Brahmin scholar, Kautilya was composed around 300 B.C. and is a seminal work which deals exhaustively with statecraft, economics, espionage, administration, war science, ecology and various other aspects pertaining to human living. The entire text is divided into 15 books, each containing several chapters and is written mainly in slokas, that is, the Sanskrit verse consisting of two lines. For details see Upinder Singh, *A History of Ancient and Early Medieval India : From The Stone Age To the 21st Century*, Pearson Education India, 2008, pp. 322-323.

‘sarkars’, further sub-divided into ‘parganas’ and thereon into ‘chaklas, each hierarchical rank held responsible with assigned tasks.

The administrative system before the advent of the British was centralized and paternalistic. There existed a large machinery at the centre, a framework of machinery repeated on similar means at the provincial and local levels, with authority revolved around the autocratic rule of the king. Land revenue was the principle source of income, land tenures were complex, with the executive and judicial system functioning under set rules and regulations, customs and traditions and under the total control of the king. Society was feudal and the masses were often left at the mercy of the system. It can therefore be summed up that the principles of public administration during the Mauryan, Gupta and Moghul period was a system which established centralization of governance, the civil service, setting up of different departments, manned by a hierarchy of officials and a bureaucracy run on the lines of the military.

Before 1858, British administration in India had begun on commercial terms through the East India Company, a mercantile company established during the 1600s; a company granted through a charter trading rights in the eastern parts of the colonial empire by the British crown. The system of governance was commercial in nature and administrative powers vested on the government in Council. With the growing levels of corruption, company losses on the increase and mismanagement of the territorial acquisitions, the British government intervened by imposing a series of Acts, to regulate the affairs of the Company. Such Acts of Regulation are The Regulating Act of 1773, which created a centralized administration in India, relating to military, financial and administrative matters, followed by the Pitt’s India Act, 1784 and The Amending Act of 1786, which witnessed the establishment of the Central Secretariat of four branches, that is, general administration, revenue, commercial and the judicial branches, functioning under segregated

transactions of business and ensuing transformations with the initiation of administrative re-organization.

As the responsibilities of governing the territorial acquisitions increased in India, the Governors and the Councillors needed assistants in the Central offices and in the districts. During the East India Company's governance, the men who held these positions were drawn from the ranks of writers, factors and merchants of the Company. But after 1773, the administration was drawn away from the traders and merchants with the realization that the administration needed better equipped man power, churning out a policy wherein all the higher positions in government service were manned by the Company's British Covenanted Servants, promulgated through The Charter Act of 1793, detailing defined duties of different departments, proportionate salaries, promotion by seniority and essentially concerned with the law and order administration along with the revenue administration. In due time, with the British Parliament passing a series of Acts, the East India Company was deprived of its authority and power in India along with the curtailment of its privileges. The Central Secretariat so established was fine tuned over the years and alligned to respond to the exigencies of the times, creating a reputation of its own.

While the British established a regular system of government in India during the year 1857-1947, the slow pace of constitutional experiments for the Indian masses at large were increasingly uneasy, leading to the creation of the Indian National Movement, organized by the Indian National Congress of 1885; as a means to voice their right of representation in all interests that were Indian. Such movements were however suppressed by the British government through the principle of 'divide and rule'- the Morley Minto reforms of 1909 and subsequent reforms of 1919, leading to the constitutional development of India.

Constitutional reforms were then reflected in the changed structure of the governmental machinery, as the government was steered towards the federal form; a representative government. This led to the creation of a

structured administration with defined departments for a particular subject, where the administrative activities in agriculture, education, health and labour were conducted by the provincial governments, due to the introduction of a decentralized form of government under the Acts of 1919 and 1935. This period saw the growth of departmental responsibility and well defined delegation of authority in the administrative set-up and the introduction of the 'classification of papers' as urgent, routine, important, file noting systems etc through the declaration of the Preamble of the Government of India Act, 1919, which provided for the increasing association of the Indians in every branch of the Indian administration and the gradual development of the self-governing institutions, within the confines of the British Empire.

Over time, the period witnessed the expansion of the uncovenanted services as opposed to the covenanted services, which favoured the demand of the Indian' participation and representation in the affairs of the government.

Personnel Administration During The Post-Independence Period

Free India inherited a governmental machinery as developed by the British, a federal structure of government with unitary features, formulated through a succession of Parliamentary induced Acts and reforms. The British administration was district-centred and was headed by a generalist, who was made to represent the government at the district, a framework which is still predominant today. The All India Services, a replica of the covenanted services provides the base of the administrative machinery of today along with the legislative and judicial cultures and institutions , reflecting the British legacy.

After India gained her independence from the colonial empire of the British in 1947, power was transferred to the people of India by replicating the administrative organization and framework that had existed during

the British empire; an exercise required urgently due to the partition of India which had depleted the administrative cadres to a large extent.

However, with the adoption of the Constitution of India in 1950, the administrative arrangements took a turn from the prevalent conditions under the British. The Constitution declared a democratic administrative machinery by setting up its own Parliament at the Centre and the State Legislatures, control over the executive and expression of popular opinion. The Constitution of India further sought to guarantee the liberties of its citizens, through the establishment of an independent judiciary, to protect and safeguard the rights and privileges of its people. It set up the federal political system based on the Union, that is, the Central and State governments, local governments, representing the urban and rural communities, Public Service Commissions at the Central and State levels under the Constitution of India – all concentrated to increasing the roles and functions of public administration within the framework of a parliamentary democracy.

After independence, there existed eighteen Departments, later designated as Ministries, namely; (i) External Affairs and Commonwealth Relations, (ii) Defence, (iii) Finance, (iv) Home, (v) States, (vi) Legislative, (vii) Commerce, (viii) Industries and Supplies, (ix) Railways, (x) Transport, (xi) Communications, (xii) Labour, (xiii) Agriculture, (xiv) Food, (xv) Education, (xvi) Health, (xvii) Information and Broadcasting, (xviii) Works, Mines and Power, with increased strength of personnel required to run the administration. Through the years, the Indian government has reinvented new Ministries and Departments, innovated forms of public corporations, government companies and national level advisory and subsidiary offices to complement the tasks of the government, for example, the setting up of the National Academy of Administration in Mussoorie. Internal organization and operatives of the different departments have not undergone much change since pre-independence times with the elements of hierarchy and bureaucracy based on the

British defined manuals yet governing the administrative set-up to a large extent.

Post independence, India's administration was in the hands of the Indian Civil Service and the Indian Police Service, which had replaced the Imperial Police Service, the prior service holding a pivotal position in the administrative organization. The All India Services consisted of the technical experts from the fields of medical, engineering, economics, finance and accounts, forests and education. The members of the Indian Civil Services occupied positions in the Executive Councils of the Governor General of India and the Provincial Governors held focal posts as Secretaries to the Departments in the central and provincial governments which radically formed the elite circle. After independence, under the India Independence Act of 1947, the ICS and other officers in the All India Services were automatically assigned as officers to the Government of India. The All India Services Act, 1951, thereafter provided for the formation of the Indian Administrative Service and the Indian Police Service, followed by the Indian Forest Service, the Indian Services of Engineers, the Indian Medical and Health Services in 1966. These developments brought about a conspicuous shift in the administrative set-up, wherein the services were no longer the imperial masters of a colonial government but were assigned officials in a democratic state; to serve the people and not to be served.

The personnel belonging to the services are assigned to function in varied departments of the Central government, under well defined "classification of posts," categorized into Group "A", "B", "C" and "D", on the basis of their pay scales and the grade of posts held by them. However, with the implementation of the Sixth Pay Commission, group "D" posts have ceased to exist and instead merged with the Group "C" posts.¹⁴

14. *Central Civil Services (Classification, Control & Appeal) Rules, 1965.*

The All India Services and the Central Services further diversified into the formation of services exclusively drawn from the specialists, along with similar action taken up by the state governments too. The newly established services followed the core attributes of the Indian Civil Service and other services of pre- independence days, by way of retaining the essences of political impartiality, selection by merit and integrity but the public services of an independent India were established to function in consonance to the Constitution.

In 1926, a Central Public Service Commission had been established by the British to ensure impartial selection of meritorious civil servants to the All India Services and the Central Services. Its functions were to undertake recruitment to the public services, formulate standards of qualification, methods of examination, screening of disciplinary cases and other vital advisory functions relevant to recruitment, promotion and discipline of public servants. The Commission was re-designated as the Federal Public Service Commission under the Government of India Act, 1935. Under the 1935 Act, the provincial or state governments were assigned to form its independent Public Service Commissions, in groups of provinces or as stand-alone Commissions, with functions similar to that of the Federal Commission.

After independence in 1950, India formed its own Public Service Commission for the Union and a State Public Service Commission for each State or a group of Joint Public Service Commissions for a group of States, under Article 315 of the Constitution, with an autonomy of its own.

The Constitutional directives seek to promote the ideals of a social and economic order and idealizes on a welfare state and not the form of governance concentrated on law and order and regulatory content alone, which was predominantly the case during the British rule. After her independence, India, through its Preamble to the Constitution made it a requisite to secure to all citizens social and economic justice and equality of status and of opportunity. Part IV of the Constitution, under the

Directive Principles of the State Policy exhorts the State towards minimising inequalities in income, status, facilities and opportunities among individual and groups, equal pay for equal work, equal justice and free legal aid, free and compulsory education for children aged fourteen years, welfare of the Scheduled Castes and Scheduled Tribes and other weaker sections of the society, right to work, education and public assistance in old age and unemployment to be secured for every citizen of India.

Personnel Administration In Mizoram

India had simultaneously sought to uphold the virtues of a democratic and welfare state by setting up the Planning Commission in March 1950, to guide the economic development of the country by formulating Five Year Plans with effect from 01.04.1951, with an objective to bring about a rapid and all-round economic development of the resources of the country. The administration at the different levels of the Central, State and local governments are assigned to ensure efficient and effective implementation and realization of the goals and objectives set forth in the Plans.

Planned development has been the hallmark of the Indian administration since independence and it is within this framework that the administration of development in the rural areas has been delivering its initiatives. The task for alleviation of poverty, to gain increased productivity and employment, to end inequality in status and income, to provide the basics of civic amenities and facilities to the rural areas on par with the urban areas, to provide better medical and health standards, providing economic means, techniques, tools and inputs, with ease of access in the rural areas and assuring the transformation and development so required through administrative, political and apolitical institutions of the nation has been an on-going process in the State of Mizoram too.

Prior to the consolidation of the Mizo Hills by the British, the inhabitants, who were then known as the Lushais have been recounted by researchers and historians to be a powerful and independent people, comprising of different clans and sub-clans, with a singular form of traditional governance and policies. The administrative organization of the Lushais or the Mizos was largely rural, dependent on the village system, composed of a series of petty states, each under a “Chief” or “Lal”. The system of traditional chieftainship has been labelled as being autocratic and at times democratic, dependent on the personality of the Chief or the disposition of the Council of Village Elders, empowered with an advisory function and who were personally appointed by the Chief, at his whim and will. The illustration of the Chief on personnel administration by Thomas Robert Lewin, the Superintendent and Deputy Commissioner and Political Agent of the Chittagong Hill Tracts (of which Mizoram was a part of then) in 1866, as recorded, indicates that on a visit to the village of one of the leading Chiefs among the Lushais and while traversing the streets of the village, a drunken Lushai or Mizo happened to stumble along and seized the Chief by the neck, admonishing him as to why the Chief had stood in the way and blocked his path. When questioned of the outright disrespect shown by a subject or villager to one’s Chief, the response was, “on the warpath or in the council I am Chief and my words are obeyed; behaviour like that would be punished by death. Here, in the village, that drunkard is my fellow and equal.”¹⁵

But in due time, the traditional rights of the chiefs were considered to be arbitrary and was abolished; instead its people was governed by its elected autonomous council, under the charge of the Superintendent, a representative of the British crown and by a number of Regulations and Acts, subsequently leading to the creation of a distinct Mizo District Council, leading to the status of a Union Territory and Statehood under

15. T.H.Lewin, *Wild Races of The Eastern Frontier*, 1984, p.250.

the Indian Union. Mizoram, has been functioning as a State for nearly three decades, with effect from 20.02.1987.¹⁶

With the transition of Mizoram into a full fledged State of India, the Government of Mizoram embraced a vision to enable an environment for the development and management of human resources of the government, so as to deliver an efficient, effective, accountable, responsive and transparent governance, with a mission as :

- Providing a dynamic and responsive framework of personnel policies and procedures for the effective functioning of the government.
- Developing competence and innovation in government.
- Building the capacity of human resources at all levels of government for efficient delivery of public services.
- Inculcating and supporting a culture of transparency and accountability.
- Institutionalizing a system for a constructive on-going engagement with various stakeholders.¹⁷

The entire business of the Government of Mizoram is transacted in the departments of the government as specified, classified and distributed between the departments under the Government of Mizoram (Allocation of Business) Rules, 1987, as amended upto 17.07.2012. Currently, the Government of Mizoram has forty five functional departments. The existing departments under the Government of Mizoram are as :

1. Agriculture Department
2. Animal husbandry and Veterinary Department
3. Art and Culture Department
4. Co-operation Department

16. P.Lalnithanga, *Political Development in Mizoram*, 2006.

17. Government of Mizoram, Department of Personnel and Administrative Reforms, *Citizen's Charter*, 2012.

5. Disaster Management and Rehabilitation Department
(erstwhile Department of Relief and Rehabilitation)
6. District Council Affairs Department
7. Environment and Forests Department
8. Excise and Narcotics Department
9. Finance Department
10. Fisheries Department
11. Food, Civil Supplies and Consumer Affairs Department
12. General Administration Department
13. Health and Family Welfare Department
14. Higher and Technical Education Department
15. Home Department
16. Horticulture Department
17. Industries Department
18. Department of Information and Communication Technology
19. Information and Public Relations Department
20. Labour, Employment and Industrial Training Department
21. Land revenue & Settlement Department
22. Law and Judicial Department
23. Local Administration Department
24. Minor Irrigation Department
25. Parliamentary Affairs department
26. Personnel and Administrative Reforms Department
27. Planning and Programme Implementation Department
28. Political and Cabinet Department
29. Power and Electricity Department
30. Printing and Stationery
31. Department Public Health Engineering Department
32. Public Works Department
33. Rural Development Department

34. School Education Department
35. Secretariat Administration Department
36. Sericulture Department
37. Social Welfare Department
38. Soil Conservation Department
39. Sports and Youth Department
40. Taxation Department
41. Tourism Department
42. Trade and Commerce Department
43. Transport Department
44. Urban Development & Poverty Alleviation Department
45. Vigilance Department

All the Departments are headed by a Principal Secretary or Commissioner or Secretary, designated or appointed by the Government from time to time. The administrative head is assisted by an Additional Secretary and Joint Secretary, Deputy Secretary, Under Secretary, Superintendent and a number of ministerial staff and Group "D" staff. The Secretariat Departments are under the control of the Secretariat Administration Department (SAD), while the service conditions of its officers and staff are administered and controlled by the Department of Personnel and Administrative Reforms or the Secretariat Administration Department, as allocated in the transaction of business rules of the State government.

The function and duties of the Administrative department is directive and regulative in nature for implementation and execution of plans and programmes relating to each specific department. All financial proposals and policies of the department requiring explicit decisions, directives, orders and approval of the Government are dealt in the departments concerned. The details of business for transaction and the norms for discharge of functions are executed in consonance to the Government of Mizoram (Allocation of Business) Rules and (Transaction of Business) Rules, extant Acts, Rules and Regulations, Orders and

Instructions of the Government of India, as adopted and issued by the State Government from time to time.

The major department assigned to undertake the details of the afore stated business is the Department of Personnel and Administrative Reforms (DP&AR), headed by a Secretary to the Government of Mizoram, who supervises and controls the functioning of all the five wings of the department; namely the General Service Wing, the Civil Service Wing, the Administrative Reforms Wing, the Secretariat Service Wing and the Training Wing, through a chain of officers and staff. The Department of Personnel and Administrative Reforms (DP&AR) is the nodal agency of the Government of Mizoram for administrative reforms, redressal of public grievances relating to the status in general and those pertaining to the state Government agencies in particular. The Department endeavours to document and disseminate successful good governance practices by way of audio-visual aids, media and publications. It also takes up activities in the field of national exchange and cooperation to promote public service reforms.¹⁸

The Department of Personnel and Administrative Reforms (DP&AR) is the Administrative Department of the Mizoram Public Service Commission and that of the Administrative Training Institute, Mizoram. The Mizoram Public Service Commission (MPSC) conducts examinations of candidates for appointment to the services in the state and to advise the government on all matters concerned with methods of recruitment to the civil services, the principles to be followed in making such appointments and in effecting promotions and transfers from one service to another and such other matters so laid out under Article 320 of the Constitution of India. The Mizoram Public Service Commission (MPSC) was established in 1987 and made fully functional by 1991.¹⁹ A state level training institute was established in 1983, with the sole purpose of catering to the training needs of various levels of employees under the

18. *www.mizoram.gov.in*. Accessed on 3.09.2013 / 27.02.2014.

19. *www.mpsc.mizoram.gov.in*. Accessed on 13.8.2013.

government of Mizoram and to build the capacity for an efficient and effective governance, an institute which was revamped and re-named as the Administrative Training Institute (ATI) of the Government of Mizoram, entrusted with the task of devising the Mizoram Training Policy, 2013 and to conduct Refresher and Foundation Training courses to the employees of the state government and other stakeholders within the state.²⁰

Personnel Administration In Rural Development – Context of Mizoram

The administration of development in the rural areas has been faced with a dynamic task since independence and have prompted the government to review and re-invent its techniques, its strategies and its role of mechanism a number of times. The task for alleviation of poverty which in effect translates to increased productivity and employment, to end inequality in status and income, to provide the basics of civic amenities and facilities to the rural areas on par with the urban areas, to provide better medical and health standards, providing economic means, techniques, tools and inputs in the rural areas and the assurance for change and development through the administrative, political and apolitical institutions has been the essence of the rural development strategy and process in Mizoram, in line with the goals and objectives of the nation.

Administrative machinery and the administrative dispensation of delivering the rural development schemes and programmes for the actual and maximum benefit of the intended population, the rural poor in the rural areas in India, as conceptualized and framed by the Central government has been attended to by the State of Mizoram since the launch of its First Five Year Plan in 1950 -1951; within the concept of “balanced growth” that India visualized in its planned development strategies, by adopting the area development approach and the

20. www.ati.mizoram.gov.in. Accessed on 13.8.2013.

institutional approach for rural development through the Community Development Programme, agrarian reforms and institutions of community Development Blocks. However, the institutional approach as introduced during the Second Five Year Plan in the form of the Panchayati Raj – local self- governance at the village, block and district level is however not applicable to the State of Mizoram; the State being a scheduled tribal area under Clause (2) of Article 244 of the Constitution and instead is enshrined under the Lushai Hills District (Village Council) Act, 1953, an institutional framework to democratize village administration. In effect, the institutional bodies to undertake the mantle of delivering the rural development programmes is vested in the grassroots-village level administration through its Village Councils along with the association and the functional involvement of the personnel or man-power or functionaries for the development of the rural areas.

Rural Development and Personnel Administration at the State Government :

Since the area of operation of Rural Development programmes and schemes lie in the villages, the first line of interaction that the villagers or the rural people have is the State Government and rightly so, the subject of Rural Development is the direct responsibility of the State Governments.²¹ The State governments function as per the mandate and instructions of the Central government, the State governments do not play much of a role in the formulation of plans, policies and programmes; the role of the States is to perform as per the dictat of the Central government. Policies and programmes when devised and formulated for implementation are within no reach for review or revision, if at all the scope for participation in the plan or programme formulation is afforded, it may not happen at the initial stages.

21. Department of Administrative Reforms and Public Grievances, Government of India, *Fifteenth Report of the Second Administrative Reforms Commission*, 2009.

The organizational set-up and the personnel are drawn on similar lines with that of the Central Government, wherein the focal point of rural development administration rests at the State Government Secretariat, headed by a Secretary and a team of bureaucratic officials, to initiate and oversee the implementation process at the village level.

The administrative operatives are further delegated to the Directorate of Rural Development, which often functions as the apex line department; given that this administrative level is the hub to devise the process of implementation, to aid, guide, facilitate and supervise, by proffering professional and technical expertise, to be augmented from the line departments and development departments of the State Government, normally borrowed on deputation terms. As a matter of norm and practice, the State level functionaries for Rural Development may not be termed as professional officials, infused with the knowledge and aptitude to deal with a complex and yet dynamic chord of the State, which is the subject of Rural Development.

In effect, the mechanism of delivery for rural development at the Directorate level is similar to that of a post office, where the work load is dispensed off in an automated mode, with the sole objective to reach a certain slotted target and arrive at abstract figures and to plan for the next annual perspectives.

Rural Development and Personnel Administration at the District level :

District governance is the product of a legacy inherited from the British colonists. The establishment of an autocratic state and the central authority, setting certain limitations upon local political power, providing bureaucratic officials a degree of professional autonomy in the performance of their duties while invoking a complex set of checks and balances is the remnant of governance retained by India till date.

The district administration of rural development has been placed in the hands of the District Rural Development Agency (DRDA) since 1980, an agency made responsible to oversee and proffer the required guidance

and supervision for the implementation of the rural development programmes and schemes, headed by a senior Civil Services officer and various other district heads of offices, dealing with the development areas, from the sectors of agriculture, animal husbandry and veterinary, industries, cooperation, horticulture inclusive of the financial and credit institutions, NGOs and CBOs.²²

The creation and establishment of the DRDAs is an innovation of the Government of India, Ministry of Rural Development, constituted with the sole purpose to bring all the concerned development sectors together under one umbrella of an agency; registered as a society under the Societies Registration Act and the polity to function as an autonomous organization. This status enabled the DRDAs to operate its assigned activities flexibly along commercial lines and to escape from the “rule of lapse,” which is applicable to all departmental activities, whereby funds remaining unspent by the financial year end cannot be utilized. The element of infusing ‘agency’ form of organization was with an aspiration to help build up a cohesive and coordinated articulation of development programmes. The DRDAs were created to constitute a mechanism for effective delivery of the rural development schemes and programmes; to be implemented with focus and clarity of purpose and commitment to the task.

The DRDAs are visualized as a specialized and a professional body, a central hub of knowledge and expertise in the realm of applying, managing, assessing and redressing the rural development issues of the localised areas and to provide the assurance of actual socio-economic transformation in the rural areas without the tag of ‘officialdom or babudom’ nor be disrupted with the affairs of political affiliations or political colour. The DRDAs are not the implementing agencies but are the catalysts for enhancing the quality of implementation, effective and judicious utilization of funds, to develop the capacity to build a

22. Government of India, Ministry of Rural Development. *DRDA Guidelines*, 1999.

synergy among the different development departments, institutions and other stake holders in the development of the rural areas; to deliver the goods of development in an apolitical manner.

The DRDAs, since labelled to function as an autonomous agency are to maintain a distinct and separate identity but made to function under the Chairman of the Zila Parishad or the Deputy Commissioner, where local governments like the PRIs cease to exist, a case in point prevalent in Mizoram. The DRDAs of Mizoram are to support and facilitate the Deputy Commissioner, by providing the necessary executive and technical support in the poverty reduction efforts of the district.

Incases like Mizoram, where the Deputy Commissioner assumes the charge of Chairman of the DRDA, it may be recognized that the 'chairmanship' deposes the traditional post of the Deputy Commissioner and is to automatically assume the charge as head of the developmental activities in the district and not as the official regulatory head of the district. It may therefore be an apt point of discussion as to how the rural development processes can uphold its legitimate autonomy and to enable it to function as a professional body when it is being governed by a district bureaucrat, the Deputy Commissioner. Certain factors may be brought to light in this account :

1. Where regulatory functions and responsibilities concerning law and order, elections, revenue administration, protocol duties require strict adherence to rules and procedures at the cost of efficiency and effectiveness, the Chairman of the DRDA is empowered to function with operational freedom and to adopt flexible and prompt decisions.
2. As developmental activities are enshrined with the mantra of "growth with equity", the institutional head of the DRDAs is meant to be confined with the sole objective of uplifting the under-privileged sections of the society, the poor, the down trodden, the SCs and STs, OBCs, and minorities.

3. The Deputy Commissioner's work performance is measured in terms of abstract reports and returns regarding regulatory functions while the Chairman of the DRDA is meant to produce quantifiable performance with a high degree of accountability to the people of the rural areas, where development purposes are meant to reach.
4. With the establishment of the DRDAs, the key word is 'coordination' and not 'control', where the concept of roles and functions is defined by a participatory approach and not governed by the rigidity of hierarchy, authority and control of the system or the organization.
5. The scope and aspects of rural development is dynamic and therefore requires manpower or personnel who has the insights, the aptitude and the dedication to answer to the multi-faceted problems and aspirations of the rural populace. Furthermore, the Deputy Commissioner is liable to transfers to an administrative department, leaving the on-going developmental activities incompleting, to be continued by a different individual with different sets of ideals and views; which could in effect disrupt the smooth dispensation of the Rural Development programmes, a sector which requires and demands 'continuity' of operation or mobilization.

The Staffing structure of the DRDAs, as devised by the Ministry of Rural Development, Government of India, mandates that the DRDAs must have an 'appropriate' staffing structure, to suit the nature of the organization and suitable to work for the purpose that the DRDAs are mandated to function : and for which the State governments and the DRDAs are to formulate and maintain a 'suitable' personnel policy. Certain factors maybe elucidated in the context of Mizoram :²³

1. Even though the DRDAs are fortified with their autonomy, the mechanism of operations along with the establishment of its personnel or manpower is left to the discretion of the State machinery. Since the size and

23. Government of India, Ministry of Rural Development, *DRDA Administration Guidelines*, 2002.

specificity of the DRDA staffing pattern or the personnel principle is vested on the State's affairs and on the financial health and stability of the State government, the DRDA personnel are prone to be recruited, retained or retrenched as per the State government decisions, leaving the DRDAs with minimal manpower and a manpower without a sound personnel policy.

2. Despite the fact that the Ministry of Rural Development, Government of India's issuance of the DRDA Administration Guidelines, it may have faltered in creating the DRDAs without a uniform policy for engaging and recruiting the staff of the DRDAs. The cases in different States differ vastly, while some States directly recruit, others depend on personnel sought on deputation and in some instances have constituted an 'organized service' for the DRDA manpower or for that matter, established a distinct 'Rural Development Service', a service interspersed with an assortment of deputations from professional and specialist services of the State government concerned. This can manifest a sense of confusion and dissension amongst the DRDA personnel to a debilitating effect.
3. In 2002, after more than a lapse of 2 (two) decades that the DRDAs had been made to function as the district administration of the Rural Development process, the Ministry of Rural Development, Government of India had sought to convey that the DRDA staff are not to be made permanent staff and that the DRDAs are not to resort to direct recruitment, along with setting a condition that the DRDA employees are to be purely deputationists for specific periods or contractual employees, while paradoxically inserting an appeasement for the staff currently borne on the DRDAs that they be afforded the avenue for absorption into the line departments, on a three to five year plan of action.²⁴ The Ministry of Rural Development, Government of India directive had further instructed

24. Government of India, Ministry of Rural Development, *Recommendation of the Shankar Committee*, 1998.

that such staffing procedures would ensure a better choice of staff and invoke flexibility in the staffing pattern.

As opposed to the standing instructions from the Government of India, the State Governments had absorbed the services of forty-six personnel of the directly recruited staff under the DRDAs of Aizawl, Lunglei and Saiha into the State Government service under the Rural Development Department with effect from 05.01.2009, vide Govt of Mizoram, Rural Development Department, Notification No. A. 14011/1/2007-RD. Dt. 10.09.2009, against the posts converted from various technical posts vide Government of Mizoram, Rural Development Department No. A. 11011/6/99-RD dt. 17.3.2009. The past services of these DRDA officers and staff prior to their absorption was made countable for pension benefits, leave and pay only. After due absorption of their services, these DRDA staff were 'deputed' back to their exact posts in the DRDAs of Aizawl, Lunglei and Saiha. These staff are currently borne on the DRDAs on deputation or transferred to the Rural Development Directorate or Rural Development Blocks, as junior recruits, irrespective of their seniority in the DRDAs : all at the behest of a long drawn High Court Judgement.²⁵

It is further pertinent to indicate that the officers and staff drawn thereafter 2002 have been appointed purely on contractual terms for a period of three years, after exercise of the Agreement Deed between the DRDA and the contract appointee(s). However, the DRDA contract appointees have been made to function in their contractual services for more than ten years and more, without termination of services or regularising the services of the contract employees under the DRDA or the Government of Mizoram.²⁶

25. Refer Government of Mizoram, Rural Development Department Records, 2009.

26. Refer DRDA, Aizawl, Lunglei and Saiha Records, 2002- 2012.

It may be indicated that manpower for dispensing with rural development is a process of activity that demands continuity and stability in an organization and human capital cannot be relegated to a situation that does not speak for continuity of service nor permanence in service. It can therefore be indicated that the mechanism of the State government may not be in keeping with the universal principles of Personnel Administration and a sound Human Resource Policy

4. By 01.04.1999, the Government of India, Ministry of Rural Development had introduced the new Centrally Sponsored Scheme for strengthening the DRDAs, on a funding pattern of 75:25 basis between the Centre and the States, aiming to strengthen and professionalize the agency, that is, the DRDAs. Within this scheme, the Ministry had mandated that each DRDA is required to have the following wings :

- Self-employment Wing
- Women's Wing
- Wage employment Wing
- Watershed Wing(in districts where IWDP,DPAP,DDP is in operation)
- Engineering Wing
- Accounts Wing
- Monitoring and Evaluation Wing
- General Administration Wing

These Wings were to be headed by Project Officers for Self-employment, Wage-employment, Watershed Wings, Assistant Project Officers for Planning, Social Mobilisation, Credit, Technology and Women, Assistant or Junior Engineers, Senior Accounts Officer and separate Accounts Officer for each self-employment, wage-employment and watershed programmes, duly assisted by

Accountants along with a separate Accountant for IAY, with one of the Accounts Officer to perform the role of Internal Audit. The Monitoring Wing was also to be headed by a Project Economist to carry out evaluation and impact studies regularly by independent institutions or experts including NGOS and to monitor issues relevant to poverty in the concerned districts.

In concert to the Government of India, Ministry of Rural Development's mandate, the State Government issued a Notification²⁷ for the approved staffing strength of DRDAs in Mizoram as :

• Project Director	-	1 no.
• Asst Project Officer (APO-M)	-	1 no.
• Asst Project Officer (APO-WD)	-	1 no.
• Asst Engineer (AE)	-	1 no.
• Accounts Officer (AO)	-	1 no.
• Junior Engineer (JE)	-	1 no.
• Head Assistant	-	1 no.
• Accounts Assistant	-	1 no.
• Steno-Grade III	-	1 no.
• UDC	-	2 nos.
• LDC	-	5 nos.
• Driver	-	2 nos.
• IV-Grade	-	4 nos.
TOTAL	-	22 nos.

The Project Director was to be appointed in accordance to the provision of Para 4:3 of the DRDA Administration Guidelines and all other specified posts were to be filled up by deputation or on contract, with a disclaimer that any contract or co-terminus employees should not be engaged beyond the retirement age fixed by the Govt of Mizoram, i.e. 60 years. It can affirmed that the Eight

27. Refer Government of Mizoram, Rural Development Department Records, 2012.

Wing structure as envisaged in the DRDA Guidelines is not followed by the State Government; the DRDAs were made to function as a small core group and not enabled to function as an agency to coordinate scheme implementation than being a professional body thriving with knowledge and innovations : leading to a regressive stage where proficient talent were no longer attracted to the services of the DRDAs and acute shortage of staff plaguing the agency.

5. Though there is a possibility that rural development programmes will undergo changes in objectives and operationalizations, it however cannot be overlooked that the personnel or manpower within the system require a stable length of tenure of service.
6. Personnel so recruited and appointed are regularly meant to undergo a series of trainings, workshops and seminars, at the expense of the State governments. A personnel who has been moulded and shaped singularly for the rural development process through trainings and capacity building may not be labelled as being 'expendable'. Instead, such personnel are valuable and require constant upgrade so as to maximise and further enhance their innate potential and attitude for the cause of rural development. This would stand up for the ethos of 'Professionalism of the DRDA personnel', so propounded by the government.
7. As opposed to the government officials who are functionaries of a bureaucracy, a professional team of the DRDAs, backed with a sound and stable personnel policy would be enabled to ensure the effective and efficient administration, as the personnel would be sworn to ownership and permanency in the DRDAs.

Rural Development and Personnel Administration at the Block and Village level :

Block and village administration is the decentralized state administration, wherein the regulatory and service functions of the state are placed in the local areas, for ease of access to the people. With the advent of time, situations have demanded for a greater participation of the people in policy planning and implementation process which thereby signifies the need for an efficient functioning of the administration. As such, the field administration constitutes the area where the policies are translated into reality and where the programmes are implemented in earnest. In line, the State level machinery consisting of the Ministries and Departments establishes a large number of field offices, delegating their powers and functions to the field officers so as to enable them to discharge the plans and programmes. Field administration has evolved due to historical traditions, political considerations, administrative requirements and necessities, development imperatives and the need to establish a deeper bond and connection with the people and the community. The field administration undertakes a wide range of activities associated with the life of the people and is considered to be the pivot of the district administration too.

With the need to align the administrative system to the temper of a democratic government, the First Five Year Plan had to sought to re-organise the district administration by providing for (i) establishment for development at the village level of an appropriate agency which derives its authority from the village community (ii) integration of activities of various developmental departments in block and village level and the provision of a common extension organization (iii) linking up, in relation to all development works, of local self-governing institutions with the administrative agencies of the State government (iv) regional coordination and supervision of district developmental programmes and (v) strengthening and improvement of the machinery of the general administration. In keeping with these principles, structural arrangement

was effected in the field administration by the establishment of the office of the “Block Development Officer”(BDO); to support the district administration from the field, by discharging different functions of revenue, general administration and development. The Block Development Officer forms the focal point of grass root democracy, where they are in constant touch with the people and assume the mantle of a grass roots executive and ensuring actual delivery of development process through the government programmes and policies. Besides the Block development Officer, a number of subject-matter specialists function at the block level, to initiate and implement the specified programmes for the general welfare and uplift of the people.

The Block Development Officer’s office is the main operational wing of the Government for the development administration in the rural areas. The officer is assisted by a team of staff responsible for proper and successful execution of the development works, a team drawn from the other development-oriented departments of Agriculture and allied departments, Horticulture, Veterinary, Industries, to draw up plans and schemes, obtain approval from the Block Development Committee, District and State Level Committees for onward sanction and towards the actual execution and implementation of such proposed activities. The functions of the Block Development Officer are dually advisory and executive along with coordinating the entire schedule of development activities in the block and village level as :

- To render practical advisories on the formulation of each year’s plan of development within the general framework of the Central and State Five Year Plan and the Annual Plan
- Periodical review on the progress of implementation of approved programmes of development
- Recommending measures for the effective and speedy fulfilment of schemes for the socio-economic development, local development works, social services and village small industries

- Promoting public participation and cooperation in development programmes and expanding local community efforts
- Assisting the development of cooperatives and Village Councils
- General supervision over the works of the Village Council, in respect of land reforms, land management and rural development in general.

However, there have been instances wherein the block level machinery is found to be unable to provide the correct and appropriate delivery system. The efficacy and the authority of the Block Development Officer as the coordinating head at the grass roots has considerably waned. There exists cases of role conflict within the block organization, where the Block Development Officer is tied down with other general administrative duties and with the continual expansion of its roles and functions in line with the needs of the new generation society, the functions to be dispensed with have largely diversified, leaving the Block Development Officer entrusted more as the 'Block Officer' and disabled in discharging the developmental roles. It has also been recognised that the loyalty of the Extension Officers from other development departments has been divided between the Block Development Officer and their superiors in the parent departments, thereby affecting the cohesiveness of the block team. Further, the Block Development Officer's office is being manned by a dwindling manpower, where the minimal or absence of the specialist experts is being observed. Insufficiency of staff to perform the multi-pronged development activities needs address, which often defeats the very purpose on which the administration was founded : the basic unit of development administration and rural development administration.

Another significant aspect of the rural development administration in India and in Mizoram is the post of the Village Level Worker (VLW). This functionary, a ubiquitous feature in rural India today was conceived and placed in the field by Albert Mayer, the architect of the Etawah pilot project in 1946. The Village Level Worker is man-friday at the village level,

providing a direct link between the people at the village level and the service department at the block.

Mizoram, with its predominant rural fabric calls for the need to bring about a sustained form of development for the rural areas and its people if Mizoram is to achieve development in the true sense of the concept. However, despite efforts, rural Mizoram has not been able to keep pace with its urban counterpart. The reasons for this are many and include besides others, certain historical as well as geographical marginalization within the state itself. In recognizing the significance of correcting these developmental differences and imbalances with the need to accord due priority to development in the rural areas, the State has been progressing on since independence, to address the problems of rural development.

To complement the efforts of the Central Government, every State has a State Rural Development Department with a mandate similar to that of the Ministry of Rural Development, Government of India, however, confined to its state jurisdictions. At the state level, under the Mizoram government, holding the administrative mantle is the Rural Development Secretariat - to formulate and design working policies in the implementation of the schemes and programmes along with the monitoring and evaluation of the programmes. The Department of Rural Development, Mizoram implements schemes for generation of self-employment and wage-employment, provision of housing and minor irrigation assets to the rural poor of Mizoram. The Department is also mandated to provide support services and quality inputs to the rural development implementing agencies of the DRDA Administration, training, capacity building and research through workshops and seminars for the efficient implementation of the programmes at hand. The major programmes of the Rural Development Department are the Indira Awaas Yojana (IAY), Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), the Mizoram State Rural Livelihood Programme (MZSRLM), the Integrated Watershed Management Programme (IWMP), the Border

Areas Development Programme (BADP) and the (BRGF) along with other State Sponsored Schemes funded from State resources and by the North Eastern Council (NEC), Ministry of Development of North Eastern Region(DONER) and the Non-Lapsable Central Pool of Resources (NLCPR).²⁸

The Secretariat of Rural Development is the administrative department, headed by a Secretary, supported by an Additional Secretary, a Joint Secretary, two Deputy Secretary, two Under Secretary, two Superintendents and ministerial and clerical staff. The Secretary, Rural Development Department is a personnel drawn from the Indian Administrative Service or the Central Services; the posts of Joint Secretary to the Under Secretary are drawn from the Mizoram Civil Services and from the Mizoram Secretariat Services, while the Superintendent is drawn from the Mizoram Ministerial Services. The other ministerial and clerical staff are drawn from the Mizoram Ministerial Services and interspersed with Rural Development functionaries.

The administrative department is the nodal executing department for Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Border Areas Development Fund(BADP) and the Backward Region Grant Fund (BRGF), with special cells made functional to execute the schemes.

The Directorate of Rural Development, Government of Mizoram is the apex arm of the State Rural Development Department, entrusted to oversee the execution and implementation of the Rural Development programmes, both of the Centrally Sponsored Schemes and State sponsored schemes. It is headed by a Director, supported by a Joint Director, Deputy Director- three posts (all vacant), Executive Rural Engineer – one post, Veterinary Assistant Surgeon – one post, Assistant Director – four posts (3 vacant), Finance and Accounts Officer – one post Rural Planning Officer – one post (vacant), Senior Scientific Officer – one

28. Rural Development Department, Government of Mizoram, *Annual Report*, 2011- 2012.

post (vacant), Assistant Rural Engineer – four posts (1 vacant), Junior Project Officer (Horticulture) – one post, Assistant Project Officer- one post (vacant) Horticulture Extension Officer – ten posts (10 vacant), Agriculture Extension Officer – one post (vacant) Superintendent – one post, Assistant or Accountant- thirty seven posts (20 vacant), Inspector of Statistics – thirty three posts (14 vacant), Junior Engineer – twenty five posts, Extension Officer (RD) – six posts (6 vacant), Extension Officer(Sericulture) - one post (vacant), Extension Officer (Forest) – eight posts (8 vacant), Junior Extension Officer (Vety) – twenty posts(9 vacant),Junior Extension Officer(RD) – twenty two posts (1 vacant) Extension Officer (Industries) – eighteen posts (17 vacant), totalling to two hundred and eighty seven posts and further supported by four hundred and seventy four posts; manned by technical and non technical staff, inclusive of the ministerial staff and Rural Development functionaries to attend to the following functions within the mandate of rural development. The functionaries under the Rural Development Department account for three hundred and sixteen functional personnel out of the seven hundred and seventy six sanctioned positions and posts, inclusive of the task force at the Directorate and the Rural Development Blocks along with the forty six staff absorbed from the District Rural Development Agencies of Aizawl, Lunglei and Saiha; indicating a percentage of 41.5 percent discharging their roles and functions against the total composition of the Rural Development work force in Mizoram as :²⁹

- Establishment
- Works
- Planning
- Accounts
- Technical
- Block administration

29. Directorate of Rural Development, Mizoram Records, 2013.

The Directorate, stationed in the capital city of Aizawl, is responsible for overseeing the planning and formulation of various Rural Development programmes, to ensure mobilization of activities connected with the implementation of the Centrally Sponsored Schemes and the State-sponsored schemes and programmes, in terms of mobilizing funds, timely submission of reports and returns, preparation of Detailed Project Reports, coordination of programmes and activities.

The District Rural Development Agency (DRDA) is the principal organ at the district level that is vested with the responsibility of supervising and monitoring the implementation of various anti-poverty programmes. Mizoram has eight functional DRDAs in all the districts of the state, that is, districts of Aizawl, Lunglei, Saiha, Kolasib, Mamit, Champhai, Serchhip and Lawngtlai. Each DRDA is headed by a Project Director, supported by Assistant Project Officer (Monitoring), Assistant Project Officer (Women's Development), Assistant Engineer, Accounts Officer, Junior Engineer, Head assistant, Stenographer Grade III, two UDCs, five LDCs, two Drivers and four IV Grade, as per State specific staffing norms. The post of the Project Director is however filled up from the State Civil Services, in conformity to the provisions under Para 4.3 of the Guidelines for DRDA Administration as prescribed by the Government of India, Ministry of Rural Development.

For better administration and implementation of the rural development programmes, Rural Development Block Offices are set up at the Block level. These Rural Development Block Offices are entrusted to oversee the smooth implementation of schemes for poverty alleviation, as well other Centrally and State Sponsored Schemes, planning the frame work of selection of beneficiaries, process and procedure of implementation and monitoring at the grass roots level. At present, the state of Mizoram has twenty six functional Rural Development Blocks. Inclusive of the erstwhile twenty Community Development Blocks, additional Rural Development Blocks are as :

1. Khawbung RD Block (20.06.1995)
2. Phullen RD Block (05.04.2001)
3. Bilkhawthlir RD Block (02.08.2004)
4. Saiha RD Block (11.11.2005)
5. Champhai RD Block (17.11.2005)
6. Bungtlang RD Block (01.03.2006) ³⁰

The state of Mizoram has a State Institute of Rural Development (SIRD), to impart training, workshops and seminars to rural development functionaries, beneficiaries and stake holders of the rural development process, NGOs and CBOs, line departments, financial institutions and other parallel functionaries involved in the rural development process through training schedules, workshops, seminars, field trips, study tours, to undertake research activities on rural development sectors and parallel fields. Mizoram has one such State Institute of Rural Development (SIRD), established in 21.08.2000, with a State Level Advisory Committee and a Governing Body of its own and set up in Kolasib. Two Extension Training Centres (ETC) are currently functional at Pukpui, Lunglei and at Thingsulthliah, Aizawl.³¹

The mission of the such State Institute of Rural Development SIRD is “capacity building for the transformation and upliftment of the rural society for sustainable progress and development” and has been effortlessly been conducting the following as :

- Conducted one hundred and seventy nine training courses covering eight thousand seven hundred ninety four participants during 2003-2008. In 2008-2009, thirty seven courses under BRGF covering one thousand eight hundred and eighty one participants were conducted.
- Conducted mid-term evaluation of eighteen IWDP projects during 2003-2008 and sixteen projects during 2008-2009.

30. Rural Development, Government of Mizoram, *Citizens Charter*, 2010.

31. *Status Report of State Institute of Rural Development, Mizoram*, 2008.

- Institutional monitoring of two CAPART projects during 2007-2008.
- Acted as nodal agency for capacity building under Backward Region Grant Fund (BRGF).

Participants of the State Institute of Rural Development (SIRD) and the Extension Training Centres (ETCs) training schedules during 2003-2009 are as : Government Functionaries – six hundred and eleven, PRIs and Local government –eight hundred and forty two, NGOs and CBOs – five hundred and seventy, SHGs –six hundred and fifty four, Other Categories –one thousand one hundred and three, totalling to three thousand eight hundred twenty nine participants, indicating a 16 percent participation from the government functionaries, 22 percent from PRIs and Local government, 15 percent from the NGOs and CBOs, 17 percent from the SHGS during the indicative years.³²

As per the mandate of the Ministry of Rural Development, Government of India, the rural development programmes are to be consistently assessed and monitored on periodical bases. In conformity to the mandate, the State government had established the State Level Monitoring Cell and Internal Audit Cell (SLMC & IAC) during 1982, headed by a Project Director and supported by a Deputy Project Director, Statistical Officer, Accounts Officer and supporting clerical staff.

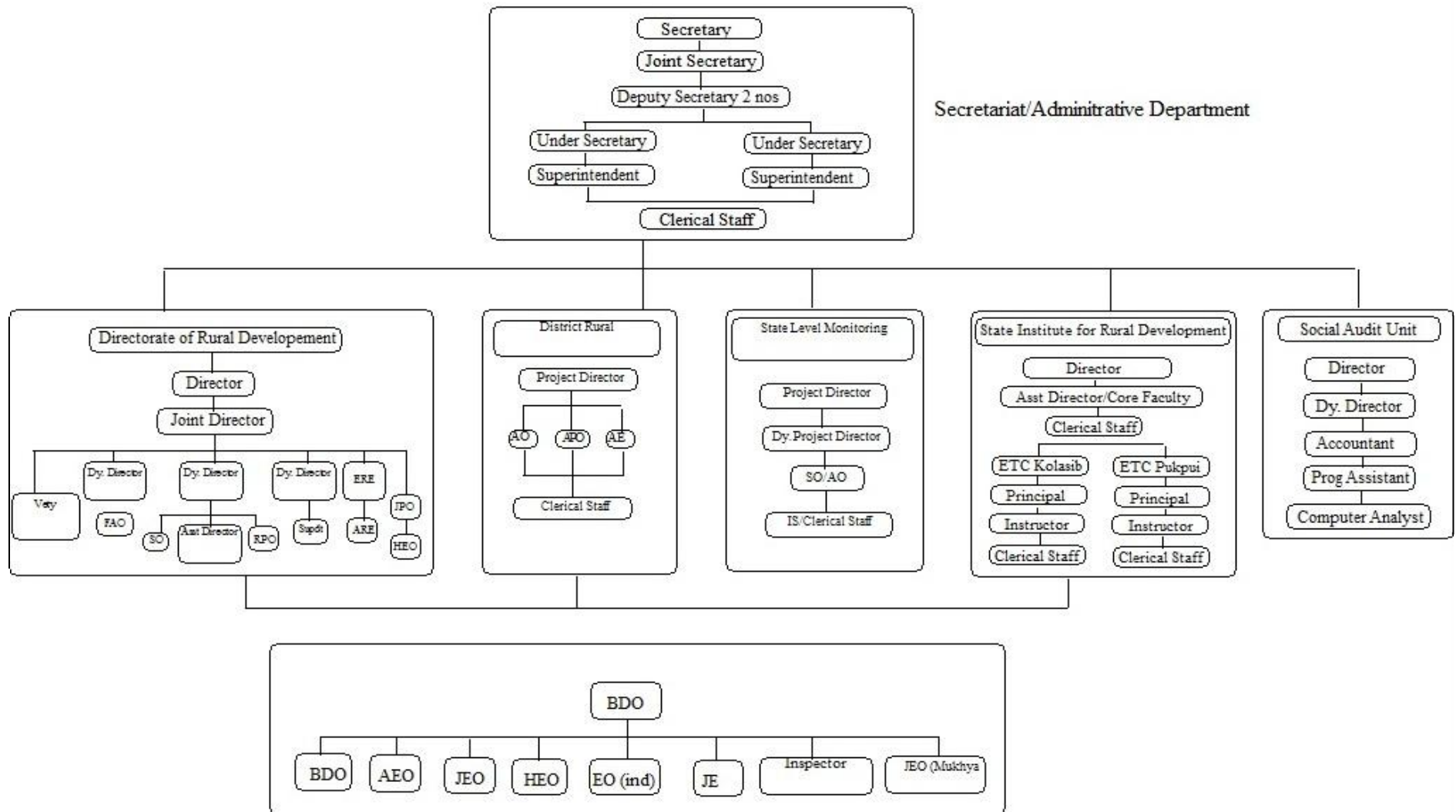
To sum it up, it maybe indicated that Personnel Administration had had its rustic beginnings under the chieftainship of the Mizo Chief or Lal and progressed into formal frameworks and institutions with the turn of the century, more so in the rural development administration of Mizoram. There were however scope

32. www.sirdmizoram.in. Accessed on 19.09.2013.

for improvements in the administration and management of the rural development personnel and functionaries of the department concerned. (See Table 4.1, page 149)

Continued..

Table - 4.1
ORGANISATIONAL CHART OF RURAL DEVELOPMENT DEPARTMENT



Source : Directorate of Rural Development, Mizoram, 2013.

CHAPTER V

Planning And Management of Rural Development Programmes in Mizoram

In the last chapter, that is, Chapter IV, we have tried to analyse the concept of Personnel Administration in a generalised way and have highlighted the constituents of personnel administration in India, banking on pre-independence and post independence period, indicating the conceptualisation of the civil services, ministries and departments and general administrative structures and organisation. As a part of the study, personnel administration in the context of Mizoram was also undertaken along with an elucidation on the Personnel Administration in the Rural Development Department, Mizoram. The present chapter discusses planning and management of Rural Development programmes in the context of Mizoram with highlights in the national context.

“Planning” is the preparation for action. Planning is the conscious effort to achieve the desired ends . It is the rational method of application of resources for the fulfillment of specific objectives. Planning has to do with individual, collectives or cooperative effort or the endeavour to achieve pre-concieved goals and targets. It is the rational process characteristic of all human behaviour. It is the utilization of rational design as contrasted with chance. Plan is a scheme, a formulation of programmes for action : to formulate a policy or programme of action or to devise a method for attaining a goal or a target or the action of charting out a series of goal-oriented objectives.. Planning is therefore the process of rational and conscious utilization of the economic resources for the achievement of pre-determined goals, with the deployment of human and material resources, consisting of manpower, finances, materials and machinery. Planning is a “means” to an “end,” the conscious effort of coordination and cooperation, with a purpose for action.¹

1. R.D.Sharma, *Development Administartion : Theory and Practice*, 1992.

The concept of planning thereby encompasses the rational, dynamic and comprehensive process to identify a specific need or requirement, the method and system to attain the need, to specify the medium of instrument to do the work, to devise the strategies for accomplishing the work, to estimate the financial requirement and to identify the resources for augmenting the required sum and amount and to anticipate the time limit for completion of the desired need and requirement.²

The term planning has been widely defined and general definitions have highlighted similar viewpoints. Millet defines planning as “ the process of determining the objectives of administrative effort and of devising the means calculated to achieve them.” According to Urwick, “ planning is fundamentally an intellectual process, a mental pre-disposition to do things in an orderly way, to think before acting and to act in the light of facts rather than guesses. It is the anti-thesis of speculative tendency.” Seckler-Hudson also defined planning as “ the process of devising a base for a course of future action.” It can therefore be said that planning is the conscious process of selecting and developing the best course of action to accomplish a defined objective; an exercise of action for a defined goal.

The need for planning is more accentuated in today's world, where every course of action in every aspect of our lives is a pre-determined and decisive step. In fact, the growth of human knowledge and its manifestation in the environment has increasingly accentuated the importance of planning. Every society, every organization is steered by the policy of the future which emanates from a set of pre-determined plans. Every aspect of the governmental action is planned; its policies, objectives, finances, operation of its organization, work manuals and charters, incentive systems, pension and retirement of its personnel are listed under the umbrella of planning. Programmes and schemes based on well-reasoned priorities guide a nation with specificity and quality

2. Katar Singh, *Rural Development : Principles, Policies and Management*, 2009.

standards, without the wastage of time, resources, both financial and material. It is the current norm for developed and developing countries to bear an attitude and to look ahead of the times; to determine long term goals and arrive at priorities in the light of probable demands of varied sectors. Drawing up and formulating plans, in the form of Five Year Plans, to launch programmes for public expenditure and capital formation is now the accepted norm of responsible governments.

The context and scope of planning is dynamic and broad-based in any organization and is more intense and essential in the governance of a country. A nation's development is entirely based on the administrative prowess and mechanism for planning. The process of planning within a governmental machinery can be termed as 'administrative planning'.³

Planning undertaken by the government or administrative planning is related to administrative policies and programmes. It seeks to provide a broad framework for action by defining major objectives and establishing policies for the administrative machinery to operate and execute for the interests of the nation. Administrative planning is the process to provide detailed shape to the plan policy; to give clarity to the set objectives and to provide the tools and medium to reach the goals and objectives. Administrative planning undergoes a series of phases and are categorized as :

- i) Policy Planning : Policy planning is the development of broad general guidelines of the government. It is the basic principles by which a government is guided and is the declaration of objectives that a government seeks to achieve and preserve in the larger interests of national community.
- ii) Programme Planning : It is concerned with the preparation of specific goals to be realized along with the preparation of the

3. R.D.Sharma, *Op.Cit.*

procedures to be employed by the administrative agencies, within the framework of existing public policy. It is the detailed plan for implementing programmes in a particular department, by the review of the proposed programme, to determine the volume of services involved, the financial and material resources, the general procedures required to accomplish the set task and the review of the organizational structure to undertake the task of implementation.

- iii) Operation Planning : It is concerned with the systematic analysis of an authorized programme and the determination of the detailed means of executing the objectives. Operational planning involves the laying out of specific procedures to carry out the task at hand, by invoking a series of time-frame, acceleration of production and increase of output. The different units are assigned specific functions and their performance measured in the context of programme implementation.

Planning is a central concept and a major process in public administration, “of the many functions of leadership and administrative direction, a central one is in knowing what to plan for, how to plan it and how to carry out the plan.” As the states of today are dedicated towards a welfare state, planning automatically takes the form of an administrative function and a state activity in the public and governmental sector; planning cannot be construed as merely attending to the economic and development aspects but also encompasses a political nature in spirit, form and content.

Planning therefore assumes the following nature :

1. Planning in any sphere of human life is initiated by the identification of the problem(s) and their innate connection with society in the welfare.

2. The determination of the community's objectives in dealing with each problem or determining the ways and means to tackle the problems as a whole.
3. The existing plans, policies, programmes and the strategies that were employed to deal with the extant problems are to be appraised in detail, so as to enable the organization to arrive at an alternate solution.
4. The formulation of an alternate strategy to reach and attain the goals and objectives and simultaneously solving the problems according to the requirements of the community.

The parlance, '**manage**' comes from the Italian word '**maneggiare**' which means 'to handle, especially tools', a derivative of the Latin word 'manus' which means 'hands.'

The French word 'mesnagement' influenced the meaning of the English word "**management**" during the 17th and 18th centuries.⁴ Management, in business and organizations is the function that coordinates the efforts of people, to accomplish goals and objectives by using the available resources efficiently and effectively. Management comprises of planning, organizing, staffing, leading or directing, controlling an organization or initiative to accomplish a goal. Resourcing encompasses the deployment and manipulation of human resources, financial, technological, technical and natural resources. There is no universally accepted definition for management, but, a simple traditional definition defines it as the "art of getting things done by others". This definition brings in two elements, the accomplishment of objectives and the direction of group activities towards a particular goal. Management is defined as the organization and coordination of the activities of an enterprise in accordance with certain policies and in the achievement of clearly defined objectives. Fredmund Malik defines it as "the transformation of resources into utility". "Management is the coordination

4. www.oxforddictionaries.com. Accessed on 13.05.2013.

of all resources through the process of planning, organizing, directing and controlling in order to attain stated goals”, as defined by Henry Sisk, while Joseph Massie defines “management is that process by which cooperative group directs actions towards common goals”.

Management involves the manipulation of the human capital of an organization, to contribute to the success of the enterprise. This implies ‘effective communication’ in an organizational environment along with human motivation translating into a successful progress or system outcome. Management involves humans, communication and a positive organizational endeavour.

Through the years, the concept of management has evolved into the five basic functions as :

- **Planning** : The first management function that an organization undertakes is the process of planning. A plan is created to accomplish the mission and the vision of the organization. The plan must define the time component and to plan necessary resources to fulfil the plan. Accordingly, plan of an organization is developed together with the required personnel; method of leading people is defined and the controlling instruments for monitoring the realization of the plans. Planning is the executive action that embodies the skills of anticipating, influencing and controlling the nature and direction of change.
- **Organizing** : It determines the range of management, type of organizational structure, authority in the organization, ways and means of delegating and developing lines of communication. The organization and its sub-systems are placed under the plan, which is created as part of the functions that is, planning. Organizing basically involves analysis of activities to be performed for achieving organizational objectives, grouping them into various departments and sections, so that these can be assigned to various individuals

and the delegation of appropriate authority so that the assigned work can be properly executed.

- Staffing : It consists of a selection of appropriate staff for the organization to reach a goal or goals efficiently. Staffing in an organization is one of the most important and most valuable resources in an organization. For this reason, good planning of personnel policies and the corresponding execution of selection of high quality people is increasingly considered important. Staffing basically involves matching jobs with the individuals, requiring a number of functions like manpower planning, recruitment, selection, training and development, performance appraisal, promotion and transfers. The responsibility for staffing rests on the management at all levels of the organization.
- Directing : It is related with instructing, guiding and inspiring the human factor of an organization, to achieve the organizational objectives. Direction is a continuous process and is manifest in the entire life of the organization. It initiates at the top level and follows to the bottom of the hierarchy. It emphasises that a subordinate is to be directed by one's superior. Direction has dual objectives; it aims at getting things done by the subordinates and to provide the superiors to attend to other areas which the subordinates are not assigned to undertake.
- Controlling : Control is any process that guides activity towards some pre-determined goals. Control process tries to find out the deviations, if any, between planned performance and the actual performance and to suggest corrective actions wherever needed.

Management can be said to be 'multi-disciplinary' as it integrates the ideas and concepts taken from disciplines such as sociology, psychology, economics, statistics, history, ecology and presents concepts for managing organizations. Contributions to the field of management can be expected from any discipline which deals with the human aspect. Each organization may differ from the other and the differences may occur due

to time, place, socio-economic cultures, therefore, the principles of management should be applied in the light of the prevailing situations.

When the word 'management' is invoked in an organizational system, the word 'profession' may perhaps be interchangeably be used and is defined as an occupation based upon specialized intellectual study and training, the purpose of which is to supply skilled service or advice to others for a fee or salary. Profession is an occupation for which specialized knowledge, skills and training are required and the use of these skills is not meant for self-satisfaction, but these are used for the larger interests of the society and the success of these skills is not measured in terms of money alone, therefore, management is a profession.

It may be indicated that the concept of planning and management is significant in the application of rural development and its programmes. Management of rural development programmes can be said to be the sole responsibility of the administrative ministry and department in the Central government and the responsibility to effect the implementation of the plans is further borne by the member States. It is within the scope of planning and management that the usage of resources be carried out in the most efficient manner through a new principle, the SPA principle; S = Strategy – Modifications to be based on an objective and accurate evaluation and medium term evaluation will be useful, P = Planning – In terms of timing, expected outcome, consequent for future modifications, A = Awareness – Of all stakeholders and parts of the administration. The principle postulates on the coordination of policies and the essentialities of examining the implementation and progress through participation and information and preparatory meetings of all the stakeholders.⁵

In effect, it can be indicated that the context of management encapsulates the process of Planning, Organizing, Staffing, Directing and Controlling as an integrated system, where one facet of the process cannot

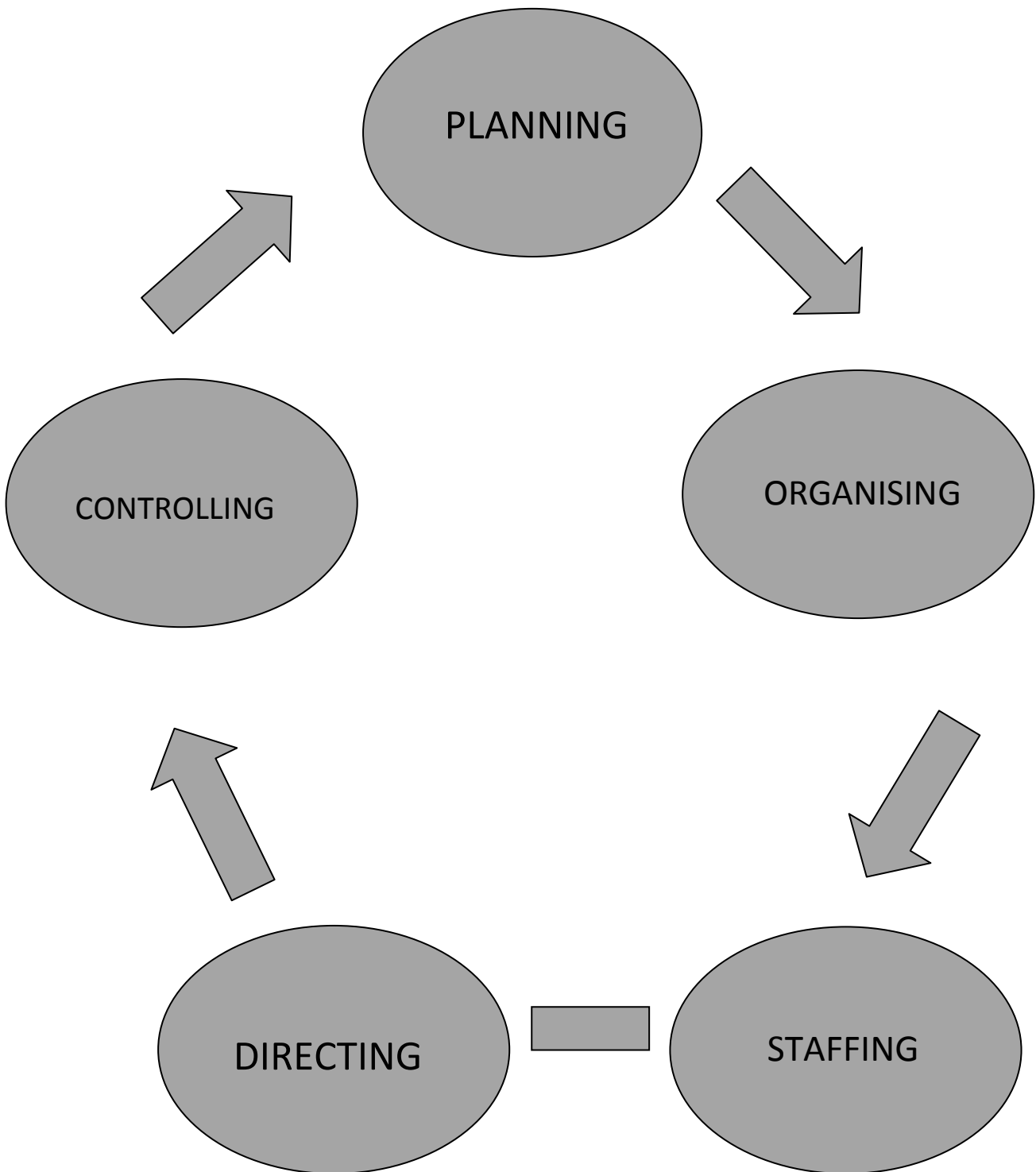
5. European Commission, Agriculture and Rural Development, Good Management of Rural Development Programmes, Brussels, 2007 – 2013.

do without the other facet, where each facet is directly linked and inter-related to one another. As such, the concepts of “Planning” and “Management” are closely inter-linked and the synonymous synchronization of one another depicts the efficiency and effectiveness of the organization. The success of an organization depends upon the mode and mechanism of planning along with the efficiency and effectiveness of management. (See Figure 5.1,page 159)

Continued..

FIGURE 5.1

Illustration of the Inter-Relation of Planning and Management



Source : Computed, 2012.

At the dawn of the new millenium, India was teeming with 260 million people who did not have access to the consumption basket defining the poverty line, with 195 million people from the rural areas, indicating that the Below the Poverty Line (BPL) factor accounted for 75 percent of the entire Indian population. With the closure of the Tenth Five Year Plan (2002 -2007), after sixty years of being an independent nation, India had been enabled to reduce the population of the poor by a long margin; the poverty line in 1973 was estimated at 54.9 percent and dipped to 27.5 percent in 2004, indicating that the population of the poor hovers at a quarter of a million.⁶

Agricultural wage-earners, small and marginal farmers and casual workers engaged in non-agricultural activities form the bulk of the rural poor; wherein the low productivity levels of their land holdings, poor educational base and lack of enterprising vocational skills has permeated the lives of the poor. The creation of employment opportunities through a growth-oriented approach has been recognized and has led the planning process to focus on specific sectors which would enable the poor to augment provisions for participation of the poor in the growth process. The varied dimensions of poverty relating to health, education and other basic services have been internalized in the planning process and has caused enhanced allocations through the years, for the provision of such activities. However, with the high incidence of poverty, the government has felt the need to address the situation by according greater investments in creating employment opportunities, through self-employment, wage-employment and sustainable livelihood for the eradication of poverty and in the quest for sustainable development.

6. Planning Commission, Government of India, *Eleventh Five Year Plan, 2007-12, Volume II, Inclusive Growth*, 2007.

During the transient period of growth and development in the country, the population totals of the poor has increased over the last three decades, in states of Uttar Pradesh (including Uttaranchal), Rajasthan, Maharashtra and Nagaland, while in some states of Haryana, Himachal Pradesh , Orissa and Mizoram, the number of the poor population has remained constant. Despite the static or increasing trend in some states, the country has witnessed some changes in some states where the number of the poor has been reduced, as in Andhra Pradesh, Karnataka, Kerela, Tamil Nadu, West Bengal, with Assam and Gujarat to a smaller extent.

FIGURE 5.2

Percentage of People Below Poverty Line in India (1973-2004)

YEARS	RURAL (IN %)	URBAN (IN %)	COMBINED (IN %)
1973	36.4	49	54.9
1983	45.7	40.8	44.5
1993	37.3	32.3	36
2004	28.3	25.7	27.5

Source: Planning Commission of India, 2012.

Given the chronic cycle of poverty in India, it is imperative that reduction of poverty be addressed on a multi-pronged approach. India comprises of a distinct geography of poverty lent by the social groups of the SCs and STs, OBCs, minorities, weaker sections of women and children and the below the line of poverty concentrated in the areas inhabited by these sections of society. In line, the Government of India has been concentrated on this pathway to plan and manage the varied rural development programmes as :

- Self-employment programmes :
- Integrated Rural Development Programme to Swarnjayanti Gram Swarozgar Yojana :

The Integrated Rural Development Programme (IRDP) introduced in 1978-1979 and universalized from 02.10.1980 has sought to provide assistance to the rural poor, in the form of subsidy and bank credit for productive employment opportunities through successive plan periods. Training of Rural Youth for Self Employment (TRYSEM) , Development of Women and Children In Rural Areas (DWCRA), Supply of Improved Toolkits to Rural Artisans (SITRA) and the Ganga Kalyan Yojana(GKY) were introduced as sub-programmes of the IRDP, to attend to the specific needs of the rural populace.

Even though the scheme of IRDP and the its sub- schemes were introduced for the rural poor, the mode of implementation was on a 'stand alone' basis and the benefits of the schemes were not poised for inter-linkages: an approach which detracted its effectiveness. As these programmes were implemented without the desired linkages, it failed to derive what it had aspired and planned for. The appraisal of the Ninth Plan had indicated that these sub-schemes " presented a matrix of multiple programmes without desired linkages". The programme suffered from the required investments, lack of bank credit and lack of market.

Since the impact of the IRDP along with its sub-schemes was rather marginal and failed to cause effect self-employment opportunities in the rural areas, the Planning Commission set up a committee to review the self-employment and wage-employment programmes in 1997. With the recommendation of the Committee, the self-employment schemes of IRDP, TRYSEM, DWCRA, SITRA, GKY along with the Million Wells Scheme (MWS) were integrated, causing a shift from the individual beneficiary approach to a group-based approach, which would emphasise on the identification of activity clusters in specific areas, incorporated with trainings and market

linkages. Eventually, IRDP and the allied programmes, inclusive of the Million Wells Scheme were merged into a single programme known as the Swarnjayanti Gram Swarozgar Yojana (SGSY), as on 01.04.1999, for want of a group and participatory approach.

SGSY was conceived as a holistic programme of micro-enterprise development with emphasis in organizing the rural poor into Self-Help Groups through a process of capacity building, planning of activity clusters, infrastructure support, technology, credit and marketing linkages and to focus on key activities and on activity cluster, to create wide spread income generating activities through the empowering mechanism of the SHGs, where group dynamics are to compensate for the basic weaknesses of the individual rural poor and present them as credit worthy and financially accountable units.

The formation of Self-Help Groups (SHGs) by itself contributes to the empowerment and economic well-being of the poor by improving their collective bargaining position. The group formation also emphasises on social capital and enables the poor to interact with other social groups from a position of strength. Group formation is the focus and strength of SGSY. The SHGS move through various stages : social mobilisation and formation of groups (initial phase); savings and internal lending among the members of the group on their own, augmented by revolving fund grants from the government and linkages with banks and other credit agencies (second phase); obtaining micro finance (third phase) and setting up of micro enterprises (fourth phase), involving a long gestation period to reach maturity.

The SGSY programme's objectives is to mould and facilitate the SHGs to mature into groups, to take up viable and successful economic activities. This process is effected through the establishment of micro-enterprises, which caters to the specific needs of an area. The identification of key activities and planning of

activity clusters is an important component of SGSY with the involvement of the PRIs, banks, micro-finance institutions, NGOs and the district level officers of different development departments, to work in close coordination in the preparation of a District Plan for the economic activities under the programme.

Marketing strategy is an in-built component of the SGSY programme too since marketing is an integral part of every self-employment venture. Under the programme, it is envisaged that Rural Haats or village markets be promoted at the block, district centres and other larger towns, through the construction of permanent spaces and pucca sheds along with the provision of storage facilities and godowns, with transport links in the vicinity; thereby progressing to linkages to bigger ventures through private channels, industrial enterprises and export houses. This model was successfully demonstrated in Andhra Pradesh, where Philips India and Hindustan Lever had forged links with DWCRA groups for marketing their products. Intermediate aggregate mechanisms like producer cooperatives and marketing agencies which can facilitate the transaction between dispersed rural producers with the industrial enterprises and export houses is one of the core issues that the programme aims to objectify.

SGSY seeks to promote a network of agencies, namely, the District Rural Development Agencies(DRDAs), line departments under the state government, banks, NGOs and the Panchayati Raj Institutions for implementation of the programme. The programme is credit driven and subsidy is back-ended, marking a shift in the intervention of financial resources from that of the erstwhile IRDP; with the credit-subsidy ratio at 3:1 and subsidy fixed at 30 percent of the project cost subject to a maximum of ₹ 7500 per individual beneficiary and 50 percent of the project cost to a maximum of ₹ 10,000 in the case of SCs and STs. In the case of group projects, the subsidy is 50 percent of the project cost, subject to a ceiling of ₹

1.25 lakh. Funds under the programme are shared between the Centre and the State governments in the ratio of 75:25. The programme has in-built safeguards and concessions for the weaker sections, insisting on 50 percent of SHGs be formed exclusively by women and 50 percent of the benefits to flow to the SCs and STs, along with a provision for the disabled.⁷

The SHG approach helps the poor to build their self-confidence through community action, group processes and collective decision enabled them in the identification and prioritization of their needs and resources. This process would ultimately lead the SHGs to the strengthening and socio-economic empowerment of the rural poor.

The new approach to the self-employment programme, SGSY, made significant contribution to the empowerment of the beneficiaries, more so of the women beneficiaries. The scheme has been successful in delivering the outcomes, in terms of poverty alleviation where ever capacity building and beneficiary mobilization have been carried out. Thrift, multiple lending, participatory process of identification and the pursuit of economic activities have ensured success in states like Andhra Pradesh, Tamil Nadu and Kerala substantially.⁸

Since inception till the end of the Eleventh Plan period (2012), close to 2.6 million SHGs have been formed under the programme, SGSY, sixteen lakh SHGs have crossed the Grade-I stage, eight lakh SHGs have passed the Grade-II stage and five lakh SHGs have taken up economic activities. Out of the ` 25,000 crore credit flow targetted under the programme, less than 50 percent has been achieved.

7. Ministry of Rural Development. Government of India, *SGSY Guidelines*, 1999.

8. Planning Commission , Government of India, *SGSY Success Story Report*, 2012.

Despite the substantial coverage of beneficiaries under the SGSY, the coverage was considerably lower than the 2.2 million coverage under IRDP, on an annual basis, during the Eighth Plan period (1993-1998), prior to the scheme being re-constituted as SGSY.⁹

Implementation of the SGSY programme though found successful in a few states, the majority of the states were not impacted as envisaged. While the IRDP concentrated on individual beneficiaries oriented on subsidy, the SGSY laid emphasis on social mobilisation and group formation, oriented on credit linkages and back-ended subsidy. Even though there were marked changes in the mode of operation, the assigned institutional facilitators like the DRDAs, the financial institutions, the involvement of the NGOs were found wanting on a number of counts, resulting to poor mobilisation of credit and further growth. (See Table 5.3, page 167)

9.Planning Commission SGSY Success Story Report, 2012.

Continued..

Financial and Physical Performance under Poverty Alleviation Programmes

Sl No	Years	IRDP /SGSY		
		Total Allocation (Centre + State)	Total Expenditure	Lakh Families Swarozgaries
1	2	3	4	5
Eight Plan				
1	1992 – 93	662.22	693.88	20.69
2	1993 – 94	1093.43	956.65	25.39
3	1994 – 95	1098.22	1008.31	22.15
4	1995 – 96	1097.21	1077.16	20.89
5	1996 – 97	1097.21	1131.68	19.24
Total		5048.29	4867.68	108.36
Ninth Plan				
1	1997-98	1133.51	1109.54	17.07
2	1998-99	1456.28	1162.28	16.77
3	1999-2000	1472.34	959.86	9.34
4	2000-2001	1332.50	1116.27	10.30
5	2001-2002	774.50	555.15	6.25
Total		6169.13	4716.17	56.92

Source : Ministry of Rural Development, Government of India, 2012.

- National Rural Livelihoods Mission (NRLM-AAJEEVIKA) :

The National Rural Livelihood Mission (NRLM)¹⁰ is the reformed package programme of the Swarnjayanti Gram Swarozgar Yojana (SGSY), introduced during 2011, with a mandate to reach out to all the poor households in the country, on a phased mission. Its mission is “to reduce poverty by enabling the poor households to access gainful employment and skilled wage employment opportunities, resulting in appreciable improvement in their livelihoods on a sustainable basis through building strong grass roots institutions of the poor.” The NRLM promotes the formation of self-help institutions of the poor - the Self-Help Groups (SHGs) and their federations and building their capacities to improve their livelihoods on a sustainable basis. The NRLM-Aajeevika will work simultaneously on five critical dimensions of rural livelihoods and human development :

- i) Strengthening the package of credit-cum-technology support to strengthen rural livelihoods
- ii) Empowering institutions of the poor that will fundamentally alter the balance of power in rural India
- iii) Facilitating the poor to compete on more equal terms in the market so that they can derive real benefits from the new opportunities opening up in rural India (rather than being at the receiving end)
- iv) Improving the quality of human development programmes such as drinking water, sanitation and housing by making higher private investments possible through credit component being added to the subsidies being currently provided

10. Ministry of Rural Development, Government of India, *National Rural Livelihood Mission Manual*, 2011.

- v) Imparting the much needed skills to the rural population in order to meet the demands of both the growing rural and urban economies and ensuring placement of skilled workers in appropriate jobs

The NRLM is being executed in a phased manner, specifically keeping in mind the experience of the SGSY implementation and to ensure quality of outcomes and to avoid spreading resources too thin and too quickly. In each Phase, select districts and blocks will be identified by each state for intensive implementation of the NRLM activities. The 'intensive blocks' that are taken up for NRLM implementation would be provided a full complement of trained professional staff to undertake a range of activities under the key components of the mission :

- Building institutions of the poor
- Promotion of financial inclusion
- Diversification and strengthening of the livelihoods of the poor
- Promotion of convergence and partnerships between institutions of the poor and the government and non-government agencies
- Promotion of skills and placement support
- Support for livelihoods and social innovations

The lack of quality in the earlier self-employment scheme of SGSY outcomes had a great deal to do with the absence of high quality professional support at the block and sub-block level for undertaking intensive social mobilization, institution building, capacity building, financial inclusion and promotion of multiple livelihoods of the poor. NRLM ensures that professional support in the exact measure is executed with the professional support costs incurred at the block and sub-block levels be treated as costs of the institution and capacity building and not as administrative costs. In the phased approach to be adopted under NRLM, the block level

professionals will move from one block to another, after promoting and nurturing the community institutions of the poor for a certain period. Gradually, the trained Community Resource Persons (CRPs) would take over the responsibility of the institutions from the professional staff, whose costs would progressively be absorbed by the institutions as they financially grow stronger.

The major focus of the NRLM is to develop the skills of the rural poor, focusing more on the rural youth, both for self-employment in micro-enterprises and job placements, given the emerging employment opportunities in high growth sectors of construction, textiles, hospitals, retail, security, automobile services. The services provided by NRLM in the 'jobs' component include (i) mapping the demand for jobs (ii) skill development training (iii) counselling the youth in matching their aspirations and existing set of skills with demand (iv) placement and post-placement support. The self-employment and micro-enterprise component defines (i) micro-entrepreneurs and the enterprise directly nurtured by Rural Development and Self-Employment Training Centres (RUDSETIs) (ii) micro-entrepreneurs through apprenticeship by practising micro-entrepreneurship (iii) working with other training partners, including the NGOs and CBOs.

- Wage Employment Programmes :
- Jawahar Rozgar Yojana to the Mahatma Gandhi National Rural Employment Guarantee Scheme :

Wage employment programmes, an important component of the anti-poverty strategy have sought to achieve multiple objectives. They not only provide employment opportunities during lean agricultural seasons but also in times of floods, droughts and other natural calamities. The schemes seek to create rural infrastructure which support further economic activity. These wage employment schemes tend to regulate the market wage rates by attracting the people to public works programmes thereby reducing the labour

supply and pushing up the demand for labour. The first wage employment schemes were the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP), launched during the Sixth and Seventh Five Year Plans.

The NREP and the RLEGP were merged in April 1989 under the banner programme of Jawahar Rozgar Yojana (JRY). The JRY was launched to generate meaningful employment opportunities for the unemployed and the under-employed of the rural areas, through the creation of economic infrastructure along with community and social assets. In the initial years of launching the JRY, the programme had in-built components akin to the Indira Awaas Yojana (IAY) and the Million Wells Scheme. However, both the schemes of IAY and the MWS were bifurcated into independent schemes during 1996.

Under JRY, 73,764.83 lakh mandays of employment were generated from 1989-1999 in the rural areas. Employment generation however declined, partly due to paucity of fund allocations and the increasing cost of employment generation. As per the indicative statistics of the Government of India, it was found that a major portion of the JRY funds were spent on roads and buildings and that the village community found the community assets being created were directly beneficial for them. 47 percent of the SC and ST population benefitted from the employment generation opportunities under JRY but statistics showed that only 45 percent of the intended rural people were actually employed under the scheme while reports indicated a 100 percent employment generated to the rural unemployed and under-employed.¹¹

A synonymous programme under the wage employment sector, namely, the Employment Assurance Scheme (EAS) was launched by

11. Ministry of Rural Development, Government. of India. *Annual Report, 2002-2003*.

the government on 02.10.1993, covering one thousand seven hundred and seventy three drought-prone, desert, tribal and hilly area blocks and later extended to all the blocks in 1997-1998. The EAS was intended to provide employment in the form of manual work in the lean agricultural seasons. The works taken up under the programme were expected to lead to the creation of durable economic and social infrastructure and address the felt needs of the people. Taking cognizance of the on-going infrastructural items in the village, the programme prohibited the construction of buildings for religious purposes, monuments, memorials, welcome gates, panchayat buildings, government office buildings and buildings for the higher secondary schools and colleges. It also provided for maintenance of assets created under the scheme. Initially, the programme was demand-driven but was later changed, with effect from 1999, as the resources were allocated to the states based on the incidence of poverty, thereby annulling the demand-driven aspect in the programme. The highest point of mandays generated under the programme was under the Eighth Plan period when statistics portrayed 10,719.59 lakh mandays generated but however tapered with the simultaneous tapering off of the funds because of the watershed items under the programme being transferred to the Integrated Wasteland Development Programme (IWDP), during the end of the Ninth Plan period (2001-2002).¹²

While considering on the impact factor of the programme implementation, the Jawahar Rozgar Yojana was revamped as the Jawahar Gram Samridhi Yojana (JGSY), with effect from 01.04.1999, into a programme intended to create rural economic infrastructure with employment generation as a secondary objective. The programme is implemented by the Village

12. . Annual Report, 2002 – 2003, *Op.Cit.*

Panchayats and provides for specific benefits for the SCs and STs, the disabled and for the maintenance of the community assets created in the past.

Since its inception, the programme, JGSY has generated 27 crore mandays of employment on an annual basis approximately, indicating a marked drop from a high of 103 mandays of employment generated under JRY, during 1993-1994. There exist reports that there was fund inadequacy in every state, district and village, as the available funds proved to be meagre in order to cover every Panchayat.

The implementation of these wage employment programmes undoubtedly provided the leeway for creation of rural community assets and would have caused the upliftment of rural poverty to a certain extent, but in the absence of evaluated impact factors, the exact effect on employment and income is rather limited. Allocations were based on a fixed criterion, that is, 'resource allocation based on incidence of poverty', which did not cater to the needs of the regionally differentiated needs of the country, leading to a thin and often inadequate spread of funds, resulting to employment being provided for only 31 days even in the poor pockets of the country.¹³

Despite the sporadic cases of deviations from the programme mandate, wage employment schemes have proved to be beneficial to the rural poor to a certain extent. The wage employment programmes are self-targeting in nature, since it is only the poor who are willing to come for the labour-intensive works at the minimum wages rates. The works taken up under the programme have created demand for unskilled labour and raised the wage rates, thereby protecting consumption patterns of the rural poor during natural calamities.

13. Planning Commission, Government of India, *Programme Evaluation Organization Study*, 2001.

With the need to provide food security to the rural poor, the Food for Work programme was launched in 2000-2001, as a component of the EAS programme in eight notified districts of drought-affected states of Chhatisgarh, Gujarat, Himachal Pradesh, Madhya Pradesh, Orissa, Rajasthan, Maharashtra and Uttaranchal. The programme aimed at augmenting food security through wage employment. Foodgrains are supplied to the states, free of cost, with the lifting of foodgrains from the Food Corporation of India (FCI) godowns left to the state government's prerogative. Evaluation of the programme implementation showed that lifting of foodgrains was slow and failed to reach the intended rural poor at their time of need. Against an allocation of 35.31 lakh tonnes of foodgrains sanctioned, only 21.26 lakh tonnes were lifted by the target states during 2000 – 2002 (January).¹⁴

By September, 2001, the government initiated a revised wage employment programme known as the Sampoorna Gramin Rozgar Yojana (SGRY), by merging the on-going wage employment schemes of JGSY, EAS and Food for Work Programme. The basic aim of the SGRY was complementary to the principles of the earlier schemes and continued to encompass the generation of wage employment opportunities, creation of durable economic infrastructure in the rural areas along with the provision of food and nutrition to the poor. The works taken up under the programme are labour-intensive and the rural workers are paid the minimum wages, as notified by the respective states. Payment of wages is provided partly in cash and partly in kind that is, five kilograms of foodgrains and the balance in cash. The Centre and the State share the cost of the cash component in the ratio of 75:25.

14. Annual Report, 2002 – 2003, *Op.Cit.*

Through the succession of Plan periods, a large number of rural facilities have been built under the varied programmes of rural development. But, due to certain elements, the rural infrastructural items so built up have degenerated, perhaps due to faulty design and poor construction or lack of maintenance in the initial years of implementing the programme of SGRY. Subsequently, redressal of the issue emerged by the specific allocation being apportioned for maintenance of the established assets.

Wage employment programmes in India has sought to establish itself as one of the prime movers for development of the rural areas. These programmes have sought to provide short-term employment to the unskilled workers in the rural areas by providing income to poor households during periods when there exists no opportunity of employment. In areas of high unemployment and under-employment, these programmes have brought succour to the poor by the transfer of income benefits and sustaining them from the indignities of poverty worsening, more so during lean agricultural periods. Durable assets that these programmes have created have sought to provide second dosages of employment benefits to the rural poor too.

The Indian Government has since 1989 introduced the element of the much needed focus; the workfare programmes, into the folds of the rural masses through the launch of the Jawahar Rozgar Yojana and has been committed to the principles of the workfare programmes and along the way has sought to heighten its significance through 1989-2006. With the launch of the National Rural Employment Guarantee Act (NREGA)¹⁵, India initiated a radical innovation by legalizing a programme, by an Act of

15. National Rural Employment Guarantee Act, 2005.

Parliament. Based on the past experiences on wage employment implementation, the NREGA was enacted to reinforce the commitment towards livelihood security in the rural areas. The Act was notified on 07.09.2005. The significance of the NREGA lies in the fact that it creates a rights-based framework for wage employment programmes and legally binds the government to provide employment to those who seek employment; providing a social safety net and to ensure absolute guarantee of employment.

The objective of the NREGA is to enhance the livelihood security of the people in rural areas by guaranteeing one hundred days of wage employment in a financial year to a rural household whose members volunteer to do unskilled manual work. The Act further aims at creating durable assets and strengthening the livelihood resource base of the rural poor in areas with chronic poverty, caused by drought, deforestation, soil erosion and to ensure that the process of wage employment or employment generation is on a sustainable basis. Employment under NREGA is dependent upon the choice of the workers to apply for registration, obtain a job card and seek employment through a written application stating the time and duration chosen. The legal guarantee has to be fulfilled within the prescribed time limit and this mandate is underpinned by the provision of the unemployment allowances too. The Act is thus designed to offer an incentive structure to the States for providing 90 percent of the cost for employment provided is borne by the Centre along with a concomitant disincentive for not providing employment, if demanded, as the States bear the double indemnity of unemployment and the cost of unemployment allowances. While the bygone wage employment schemes were allocation based, NREGA has sought to be demand-supply driven. Funds from the Centre to the States is entirely based on the demand for employment, providing a critical leverage to the State governments

to meet with the employment needs of the rural poor. The delivery system has been made accountable as it envisages an Annual Report on the outcomes of the NREGA, to be presented to the Central Government and laying of the papers in the Parliament and to the State Legislature by the State governments.

Starting with two hundred districts across the country in Phase-I during 2006-2007, NREGA was extended to additional one hundred and thirty districts in Phase-II during 2007-2008, covering the whole country with effect from 01.04.2008. As a district is notified under the National Rural Employment Guarantee Act, the on-going Sampoorna Gramin Rozgar Yojana (SGRY) was automatically merged with the NREGA and ceased to exist therefrom.

The Central Government bears the costs of the programme as ¹⁶ :

- Entire cost of wages of unskilled manual workers
75 percent of the cost of material, wages of skilled and semi-skilled workers
- Administrative expenses, as maybe determined by the Central Government, including the salary and the allowances of the Programme Officer and supporting staff and work site facilities
- Expenses of the National Employment Guarantee Council

The State government bears the costs of the programme as :

- 25 percent of the cost of material, wages of skilled and semi-skilled workers (ratio of 60:40 is to maintained for wages of the unskilled manual workers and the material, skilled and semi-skilled workers' wages, the State government has to bear only 25 percent of the 40 percent component, which means a contribution of 10 percent of the expenditure.)

16. Ministry of Rural Development, Government of India, *NREGA Guidelines*, 2006.

- Unemployment allowance, payable in case the State government cannot provide wage employment on time
- Administrative expenses of the State Employment Guarantee Council

For the full optimization of the programme, the Central Government has inserted certain principles for policy implementation as :

- Since the NREGA is a right-based programme, the articulation of employment demand by the rural poor is a pre-requisite, that is accentuated when the rural workers are often illiterate and unorganized. As a means to enhance the effectiveness of the programme, generation of awareness among the local communities through the medium of Information, Education and Communication (IEC) plays a vital element, critical for enabling the poor to articulate demand for employment. States have devised a variety of methods for communication and invoke the social mobilisation process which would include the preparation of communication material on NREGA in simple language, one day orientation of the stakeholders, convening Gram Sabhas, using district teams for village level interactions, local vernacular newspapers, TV and radio spots, pamphlets and brochures, local cultural forums, setting up of information counters on market days, village information wall, fixing a Rozgar Day in a week and establishing helplines. Full knowledge of the rights that NREGA confers to the rural poor remains to be the pre-requisite for attaining the goals of the programme.
- Since the Act guarantees the providence of employment within fifteen days of demand and the instrument for providing employment consists of unskilled manual work to be selected from the list of permissible list of works, it has a direct bearing that the works have to be meticulously

planned on, as bound by the legal guarantee. A Labour Budget, as stipulated under the Act is required to be prepared so as to facilitate advance planning, whereby the districts estimate their labour demand for the ensuing financial year, by preparing an annual shelf of projects and accounting for the estimated benefits in terms of persondays. At the same time, planning has to ensure that the physical targets are correctly quantified while focusing on the creation of durable and productive assets. Display of list of works to be taken up on the work site has been stipulated, so that the workers know the work opportunities available in their local areas.

- The NREGA Guidelines mandate the preparation of a Five Year District Perspective Plan, indicating the village mapping of natural resources and social; infrastructure, identification of gaps and works that can be taken up as per the permissible list of works, assessment of works that are in alignment to the needs of the locality, to identify the livelihood base so as to enable the poor develop themselves for sustainable employment, other than relying on NREGA. For this, the planning capacity of the PRIS and the district level functionaries has to be capacitated and enabled to provide the necessary service as required.
- NREGA places a strong emphasis on vigilance and transparency. A web enabled management information systems (MIS), www.nrega.nic.in has been developed to place all information in the public domain. It is meant to be a household level database and has internal checks for ensuring consistency and conformity to processes along with all the critical parameters set to be met within the programme.
- Since the Act contains certain specific provisions for public accountability, the entire process of the programme relates

to public accountability; to following the Right to Information (RTI) in letter and spirit, resulting to proactive disclosure of information and a transparent social audit process of all works in the Gram Panchayat, where civil society organizations are to play a significant role in the social audit processes.

- The Act vests the responsibility for grievance redressal with the Programme Officer. To ensure prompt redressal of grievances, it is mandatory that a Grievance Redressal Cell be set up, with a toll free helpline, where the Programme Officer and the District Programme Coordinator (DPC) offices review the redressal exercises on a monthly basis and that the aggrieved persons be appraised promptly.
- The administrative systems of the programme are to be strengthened by bringing in multi-disciplinary professional expertise in the Ministry of Rural Development so as to provide resource support in critical areas, inter alia assisting the Ministry in formulating and codifying standard operating procedures for measurable outcomes, programme delivery systems, to design appropriate MIS for monitoring the programme outcomes and to transfer the professional facilitation to the State governments, the district and sub-district levels in terms of capacity building and trainings. Trainings are to be rendered to all the stakeholders of the programme including the functionaries, PRIs and the local vigilance committees, without compromise on the quality.
- NREGA is a rights-based programme and its effectiveness lies in the extent to which the workers or wage seekers can exercise their choice and assert their right to claim their entitlements under the Act. The issues involved in empowering the workers are in the range of enhancement of knowledge levels, development of literacy skills, organizing the work force and enhancing the social security levels of the

wage seekers and to enhance their livelihood without the requirement of seeking manual jobs, in the future.

- The Act envisages on the empowerment of workers and the creation of durable assets by the formation of strong linkages between NREGA and other development schemes, linkages with National Rural Health Mission (NRHM), National Mission for Literacy and Elementary Education along with other livelihood and infrastructure initiatives undertaken so as to ensure basic human entitlements to the workers and to strengthen the natural resource base of livelihood. It is anticipated that the full potential of the works permissible under NREGA can be fully tapped with the coordination of other development programmes, example, watershed development, agriculture and horticulture projects.

(See Table 5.4, page 182)

Continued..

Table 5.4

OVERVIEW OF MGNREGA PERFORMANCE, 2006-12						
	2006-07 (200 Districts)	2007-09 (330 Districts)	2009-09 All Districts Hereon	2009-10	2010-11	2011-12
Households Employed (Crore)	2.10	3.39	4.51	5.26	5.49	4.99
Person-days of Employment generated (Crore)	90.50	143.59	216.32	283.59	257.15	211.41
Work Provided per year to Households who worked (days)	43.00	42.00	48.00	54.00	47.00	42.00
Central Release (Rs. Crore)	8,640.85	12,610.39	30,000.19	33,506.61	35,768.95	29,184.85
Total Funds Available (including Opening Balance) (Rs. Crore)	12,073.55	19,305.81	37,397.06	49,579.19	54,172.14	43,273.59
Budget Outlay (Rs. Crore)	11,300.00	12,000.00	30,000.00	39,100.00	40,100.00	40,100.00
Expenditure (Rs. Crore)	8,823.35	15,856.89	27,250.10	37,905.23	39,377.27	37,548.79
Average Wage per day(Rs)	65.00	75.00	84.00	90.00	100.00	117.00
Total Works taken up (lakhs)	8.35	17.88	27.75	46.17	50.99	74.13
Works completed (lakhs)	3.87	8.22	12.14	22.59	25.90	15.01

Source : Ministry of Rural Development, Government of India, 2012.

- Rural Housing :
- Indira Awaas Yojana :

Housing is a basic human need, the providence of a roof for the shelterless is a vital asset that can be endowed on a person and acknowledged as a right,¹⁷ that “ everyone has the right to a standard of living adequate for the health and well-being of himself, and his family, including food, clothing, housing.....” India had also acted in accordance, by enthusing the principle of “housing for all’ and that the provisions of public housing assistance be provided to all shelterless families.¹⁸ The National housing and Habitat Policy, 1998, stated that the ultimate goal of the policy was to ensure “Shelter to all’ and a better quality of life for everyone.

Though the earliest housing programmes taken up by the government was for rehabilitation of the refugees immediately after the partition of the country in 1947, the government actually started implementing its major housing scheme of Indira Awaas Yojana (IAY) from 01.01.1996.

The role of the government is confined to facilitating the use of local, low cost, environment friendly, disaster-resistant technology and in encouraging the construction of sanitary latrines and the smokeless chulhas. The beneficiaries construct the houses as per their own choice of design, technology and requirement, on a full grant of subsidy; factors which lead to high levels of occupancy and satisfaction of the beneficiaries, as revealed in evaluation studies.

The funds for the IAY scheme are shared between the Centre and the State Governments in the ratio of 75:25. The Central budget is allocated to the States based on 75 percent weightage to housing shortage

17. *Article 25 of the Universal Declaration of Human Rights* as adopted by the General Assembly of the United Nations, 1948.

18. Basic Minimum Services (BMS) Programme, 1996.

and 25 percent to the share of the SC and ST population. To introduce transparency, the selection of beneficiaries which was earlier done through the Gram Sabhas is currently selected from the Permanent IAY Waitlists. These Lists are prepared on the basis of rankings given to families, as part of the standing BPL Census. Further, 60 percent of the IAY funds are earmarked for the SCs and STs, 3 percent for the disabled and 15 percent for the minorities, with houses to be sanctioned in the name of the women beneficiary or jointly with the husband, another indication that the gender issue or weaker section is being attended to in toto.¹⁹

However, inadequacy of cash assistance for construction has indicated that the houses so built are often of the poor quality, non-fulfilment of requirements for disaster-prone areas and debt-trap on account of the beneficiaries having to borrow funds to complete the construction of a pucca house, despite the contribution of their labour to a large extent. Realizing the state of affairs and the constraints posed by the inadequate in-flow of cash assistance, the government has increased the unit cost a number of times, resulting to the extant ceiling of grant of assistance as : (i) Construction of House - ₹ 45,000 in plain areas and ₹ 48,500 in hilly and difficult areas (ii) Upgradation of unserviceable households - ₹ 15,000 in both areas (iii) in addition to the assistance provided under IAY, an IAY beneficiary can avail a loan upto ₹ 20,000 per housing unit under the Differential Rate of Interest (DRI) Scheme, at an interest rate of 4 percent per annum (iv) Construction of sanitary latrines and smokeless chulhas are to be undertaken as a convergence scheme, to be funded in accordance under the Total Sanitation Campaign (TSC) (v)

19. Ministry of Rural Development, Government of India, *Indira Awaas Yojana Guidelines*, 2010.

IAY has been dovetailed with the Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY), so as to ensure free electricity connections to the IAY houses.

The implementation of the IAY, through the years, has seen many changes in anticipation for a better strategy and interventions laid down by the government from time to time, in terms of selection of beneficiaries, funding system, adequacy of the unit cost for construction of houses and upgradation of unserviceable houses, structural facilities and the provision of infrastructure, ownership issues of the IAY houses and has been devising specific initiatives as : ²⁰

- Financial assistance provided under IAY was raised twice during the Eleventh Plan, as on 01.04.2008; the ceiling of assistance was raised from ₹ 25,000 in the plain areas and ₹ 27,500 for hilly and difficult areas to that of ₹ 35,000 and ₹ 37,500 respectively and to ₹ 45,000 in the plain areas and ₹ 48,500 in the hilly and difficult areas as on 01.04.2010. The higher assistance is also provided to districts under the Integrated Action Plan (IAP) for select backward and tribal districts.
- The IAY funds were being directly released to the DRDAs for further disbursement, but with the observation that there did not exist uniformity in disbursing the amount to the beneficiaries, the government has streamlined the process for speedy disbursement of the funds and to speed up the physical progress of the construction, the implementing agencies of IAY at the district level are mandated to disburse the IAY funds directly to the beneficiaries, by depositing in the bank accounts of the beneficiaries and Post Office accounts of the beneficiaries.
- To ensure transparency and fair selection of beneficiaries, the State governments are to prepare and finalize their Permanent IAY

20. Ministry of Rural Development, Government of India, *Eleventh Five Year Plan, 2007-12, Inclusive Growth, Volume I, 2007.*

Waitlist in such a manner that the poorest of the poor get the top slot in receiving the benefits under the scheme. Another significant step undertaken by the Central Government is the introduction of the social audit system, to ensure proper utilization of funds and to make the system leak proof. In addition, the State governments are charged with making the database of the IAY beneficiaries and to be posted in public domain.

As a complementary effort, the State governments are being urged to synchronize the IAY with their state-run housing schemes so as to provide a wider outreach of 'housing for all' to all the poor. Despite the stimulation and the decision, the gap between the supply and demand is yet a wide vacuum. The State governments are required for added sensitivity towards this sector.

- The landless poor are vulnerable as they are disadvantaged by both being shelterless and landless at the same time. There is a provision for making available homestead sites to those rural BPL households whose names are on the IAY permanent wait lists but do not have a house site. ₹ 10,000 per homestead site is currently provided, this funding being equally shared by the Centre and the States. The States are also incentivised by allocating additional IAY houses equal to the number of homestead sites provided through any of the stipulated means- regularisation of existing occupied lands, allotment of government land or purchase and acquisition of land. If the amount falls short, the balance amount is contributed by the State government. BPL families allotted land through purchase are to the extent feasible, provided assistance for house construction in the same year.

There have been progress made through the institutional revisions made but has failed to catch up as desired. The drive towards convergence with other rural infrastructure schemes has not been up to the mark, with an average convergence of 25 percent with

Total Sanitation Campaign, 20 percent with smokeless chulhas, 1 percent with RGGVY till date and only a few states like Karnataka, Andhra Pradesh, Kerela, Bihar, Rajasthan, Gujarat, Maharashtra, Uttar Pradesh, Sikkim have availed of the funds for purchase of homestead land under this scheme.

Table 5.5

IAY-Financial Performance during 11th Plan (2007-2012)

Year	Total Available Fund (Rs Crore) *	Utilistion (Rs. Crore)
2007-2008	6,527.17	5,464.54 (83.72)
2008-2009	14,460.35	8,348.34 (57.73)
2009-2010	15,852.35	13,292.46 (83.85)
2010-2011	17,956.54	13,465.73(74.99)
2011-2012	18,982.69	12,451.12(65.59)

Source : Ministry of Rural Development, Government of India, 2012.

Notes: (i) * includes Opening Balance and Centre and State Releases
(ii) Figures in the parentheses are percent utilisation to total available fund.

(See Table 5.6, page 188)

Continued..

Table 5.6
PHYSICAL PERFORMANCE OF IAY DURING 11TH PLAN
(2007-2012)

IAY HOUSES (In Lakh)

Year	TARGET	CONSTRUCTED
2007-2008	21.27	19.92 (93.66)
2008-2009	21.27	21.34(100.32)
2009-2010	40.52	33.85(83.55)
2010-2011	29.09	27.15(93.36)
2011-2012	27.27	22.30(81.80)

Source : Ministry of Rural Development, Government of India, 2012.

Notes : Figures in the parentheses are percent achievement of the total target.

With the gradual shift of transferring credit through financial institutions and banks as opposed to the grant-based assistances, the participation of the National Housing Bank (NHB), the National Bank for Agriculture and Rural Development (NABARD) and Housing and Urban Development Corporation (HUDCO) are extending support for rural housing. The National Housing Bank is the apex financial institution for housing in the country and runs schemes such as the Rural Housing Fund (RHF) the Golden Jubilee Rural Housing Refinance Scheme (GJRHRS) and the Productive Housing in Rural Areas (PHIRA). Since 2001-2002, NABARD has identified rural housing refinances as an eligible activity and extends refinance to banks for provision of loans to individuals and cooperative housing societies and the HUDCO supporting the activities of the PRIs, Housing Board and Development Authorities in their endeavour towards rural housing too.

- Social Protection :
- National Social Assistance Programme :

The Constitution of India, under Article 41 states that “ the State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want”. Social protection therefore signifies public assistance in all cases of undeserved want and in providing human security to the poor and the destitute.

The National Social Assistance Programme (NSAP) was launched in India by 15.08.1995, with the basic aim to providing social assistance benefit to the rural poor, in case of old age, death of primary bread winner and for poor women during maternity. It aims at providing a modicum of dignity and support so as to ensure a minimum quality of life from the community at large. It provides an opportunity to link the social assistance package to other schemes meant for poverty alleviation and the provision of basic needs to the poor. The NSAP is a 100 percent grant assistance from the Central Government provided to the States and the Union Territories, under the direct supervision of the DRDAs, in close collaboration with the PRIs. Initially, the NSAP consisted of three components, namely, the National Old Age Pension Scheme (NOAPS), the National Family Benefit Scheme (NFBS) and the National Maternity Benefit Scheme(NMBS).

Subsequently, on the recommendation of the Group of Ministers (GoM), a new scheme was launched as the Annapurna on 01.04.2000, as a Centrally Sponsored Scheme, to provide food security and to meet the requirement of those senior citizens, who though eligible, have remained uncovered under NOAPS, with an entitlement of 10 kilogram of foodgrains per month, free of cost, to eligible beneficiaries aged sixty five years and above.

These schemes continued to be implemented as Centrally Sponsored Schemes and were thereon transferred as Central Assistance for State Plans during 2002-2003, on the recommendation of the National Development Council (NDC) and funds are now released as Additional Central Assistance (ACA) to the States. Guidelines are issued by the

Ministry of Rural Development at the Centre and the Ministry of Rural Development monitors expenditures under the Additional Central Assistance, but it is the responsibility of the State governments to identify the beneficiaries, sanction benefits and disburse payments.

By the Eleventh Plan period , the NSAP was revised with the Indira Gandhi National Old Age Pension Scheme (IGNOAPS), the Annapurna Scheme and the National Family Benefit Scheme(NFBS). In February 2009, two more schemes were added under the NSAP – the Indira Gandhi National Widow Pension Scheme (IGNWPS) and the Indira Gandhi National Disability Pension scheme (IGNDPS), as a means to extend the social welfare benefits to the uncovered sections of the society . Although the quantum of the assistance is small when compared with other schemes, these pension schemes have been described as veritable lifelines for widows, the elderly and the disabled. The Physical and Financial Progress of NSAP during the Eleventh Plan is given at Table 5.7, a quantifiable measure of development given that the NSAP allocations have increased eight-fold since 2002-2003 till the end of the Eleventh Plan period.²¹

Table 5.7
NSAP Progress in the Eleventh Plan

Year	Expenditure Reported Rs. Crore	Beneficiaries (in lakh)
2007-08	3,110.99	128.89
2008-09	3,875.31	167.63
2009-10	4,718.83	216.06
2010-11	5,480.60	231.12
201-2012	5,121.95	253.64

Source : Ministry of Rural Development, Government of India, 2012.

21. *Eleventh Five Year Plan, 2007-12, Op. Cit.*

Planning And Management of Rural Development Programmes : Mizoram Context

Since the early days of the Lushai Hills and progressing on into the era of India's planned development since 1951-1952, the State of Mizoram has been striving to reduce poverty and unemployment; aiming to walk in line with the pace of development. From the days when the economy of Mizoram was classed as being 'static', Mizoram has grown into one of the states of India with good prospects for a thriving economy.

Prior to 1972, when Mizoram was but a minor district of Assam, funds for development of Mizoram was a paltry sum of ₹ 63.02 during the First Five Year Plan (1952-56), increasing to ₹ 483.21 during the first three years of the Fourth Five Year Plan (1966-70) and witnessing an allocation of ₹ 6300.00 crore during the Eleventh Plan period (2007-2012). Gradually, the state of Mizoram has witnessed growth as indicated in the per capita income of ₹ 8319 in 1993-94 accelerating to an estimate of ₹ 54,689 in the year 2011-12, as compared to the national per capita income of ₹ 61,564 of the same period.²²

The average monthly per capita expenditure (consumer expenditure) during 2004-2005 indicated ₹ 778.35 in the rural areas while the urban areas was estimated at ₹ 1200.51.²³

As Mizoram's economy is predominantly rural in character, Rural Development is sine qua non of the overall development, therefore the resultant outcome of the rural development operatives bear a crucial indicator on the economy of the state. Poverty alleviation has been one of the guiding principles of planning in India

22. Department of Economics and Statistics, Government of Mizoram, *Mizoram Statistics*, 2012.

23. Ministry of Statistics and Programme Implementation, Government of India, *Survey of the 61st Round of the National Sample Survey*, 2004-2005.

and the same process has been attached to the state of Mizoram in toto. As per the 1991 Census, the BPL population in Mizoram was clocked at 57.07 percent, decreasing to 36.09 percent during the 2001 Census and on to 35.43 percent as recorded in the 2011 Census and the current estimation clocking at 20.4 percent, as portrayed in the Reserve Bank of India, 2012 Annual Report. While economic growth is an essential component of development it needs to be reiterated that development is not purely an economic phenomenon nor can the status indices indicate or predict the actual development process and effects. Besides the improvements found in the level of income and expenditure, it is a necessity that there exist a co-related association of transformation in the institutional, social and administrative structures and in the principles and standard of the people and the community of a select area or State.

The major Rural Development programmes and Anti poverty programmes and their implementation in Mizoram is in line with the set norms as mandated by the Government of India, Ministry of Rural Development as :

1. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA):

The MGNREGA was started in Mizoram during the first phase of the programme implementation. The Mizoram State Rural Employment Guarantee Council (SEGC) is headed by the Secretary, Rural Development Department and dually functions as the Employment Guarantee Commissioner with an established body of functionaries at the State Secretariat. The Project Directors of the DRDAs are entrusted the dual charge of Programme Officers, supported by Additional Programme Officers (APO) and supporting staff, so recruited in accordance with the MGNREGA Guidelines. ²⁴

24. Mizoram Mahatma Gandhi Rural Employment Guarantee Rules, 2014.

As per the Government of India, Ministry of Rural Development Guidelines for Framework for “Planning for Work and preparation of Labour Budget” and “Work and Execution”, to be rolled into a Labour Budget(LB), effective from the financial year 2013-14; wherein a shelf of projects is to be prepared and prioritized after due assessment of the quantum of work likely to be demanded and to ascertain the timing of such demand are prerequisites for the successful implementation of MGNREGA.

A baseline survey of job card holders is conducted in every village and to obtain information on the seasonal demand for labour from each job card holder and translated into a Annual Labour Budget to be presented for approval of the Gram Sabha by second October each year. It is experienced that this schedule of date does not give enough time to enable completion for consolidation of the Labour Budgets and onward submission to the Central Government by thirty first December. It has therefore been decided to advance the date to fifteenth August of each year. Once approved by the Gram Sabha (GS) the Annual Plan, with the resolution of the Gram Sabha is to be submitted to the Additional Programme Officer, who will scrutinize the Annual Plans against the permissible works as specified in MGNREGA, collate all works within the block and present the Plan before the Block Development Committee (BDC) and thereon to the District Programme Coordinator (DPC) of the programme. After approval of the Labour Budget by the District authorities, (i) month-wise projection on number of households to be provided (ii) persondays to be generated (iii) estimated expenditure on works (iv) list of works to be undertaken would be disaggregated, village-wise for data entry in the MIS, non-entry into MIS leads to consequences where no expenditure can be booked against. The time-bound sequence of approvals for the Labour Budgets ensures prompt coordination at specified time periods and to translate the work priorities into actuality. It is therefore legally imperative that there are no delays in the approval of the development plan at any level. Delay in finalizing the development plan will in turn affect fund release and flow of funds to the State and

district, after adjustment of unspent balance at the close of the previous financial year as figured in the MGNREGA Soft MIS.

At the State level, the State Rural Employment Guarantee Council is headed by the Rural Development Minister as Chairman and the Secretary, Rural Development Department or the State Rural Employment Guarantee Council Commissioner as the Secretary, supported by the dedicated MGNREGA Cell in the Mizoram Government Secretariat.

The District Rural Employment Guarantee Committee is headed by the Deputy Commissioner as the District Programme Coordinator, supported by the Project Director, DRDA as the District Programme Officer (DPO). The District Programme Officer is supported by the regular officers and staff under DRDA Administration and a dedicated staff of Accounts Manager, Additional Programme Officer (one for each District and one each for the Rural Development Blocks), Programme Assistants, clerical staff, further strengthened by the MIS Nodal Officer (one in each district), supported by a Computer Assistant in each Block, along with the Engineering Cell and the Works Manager in the district and Junior Engineers and Technical Assistant (one each in the DRDA and in each Block).

It is a given that wherever there exists unemployment as demanded by the volunteer workers, the State Rural Employment Guarantee Council is to promptly disburse the “Unemployment Allowances”; of which sanction and disbursal has not been effected till date, as the need has not arisen, as documented in office records. However, the picture in the field speaks a different tune, with unemployed workers not applying for the unemployment allowances, due to reasons that the Government is uncooperative in providing the allowances and for reasons that the process of seeking unemployment allowances is cumbersome and entails a long process. It may further be indicated that the State Council has recently devised “The Mizoram Unemployment Allowance Rules 2014” along with the “The Mizoram Payment of Delay Compensation Rules 2014”.

As against the salient features of the Act, wherein the wage employment is to be provided on a ‘time-bound’ guarantee of fifteen days, employment is not granted within the stipulated date when demanded. As observed from the field trips, wage employment is seldom demanded or when demanded is not done through an application by the workers requiring work. It has been recognized that work as proposed in the Labour Budget is not the actual work demanded but labour of work is only provided when funds exist, therefore, the ‘rights-based framework’ may not be exercised in actual reality.

Another aspect of significance in the implementation of MGNREGA is the component of Social Audit; to maintain transparency and accountability with an objective to ensure public accountability in the implementation of the projects through a public assembly where all the details of projects are scrutinized. Social Audit under MGNREGA, in Mizoram has been made mandatory under the “Mahatma Gandhi Rural Employment Guarantee Audit of Scheme Rules, 2011.”

Social Audit is a vital process of public vigilance and has to be attended with a high level of priority and that Social Audit be conducted in a campaign mode under the charge of the District Programme Coordinators with mandatory review of all aspects of Social Audit at public meetings, to be held at least once in every six months. Though Social Audit is very important and mandatory under MGNREGA, many of the villages have not conducted Social Audits on a regular basis, as recently reflected in the Ministry of Rural Development website. Under Mizoram MGNREGA, the process of Social Audit has been constituted as an autonomous body or society under “The Mizoram State Society for Social Audit, Accountability and Transparency Rules, 2011”, headed under a ‘Directorate of Social Audit- MGNREGA’, entrusted to a Director and supported by a Deputy Director, two State Resource Persons, one Computer Analyst, one Programme Assistant, one Accountant and two supporting staff, with effect from 2012; the Director’s post is held by a

retired State Civil Service officer and the post of Deputy Director held by a faculty member from the State Institute of Rural Development, Mizoram.²⁵

A pilot social audit was conducted in the Rural Development Blocks of Tlangnuam and Thingsulthliah, Aizawl District during August 2013 - February 2014 and the report is highlighted as : ²⁶

- Daily wages rate was less than the government approved rate of ₹ 250 per day, suggestion made that the Central government raise the bar to ₹ 170 per day.
- During the audited period of seven months, only thirty three days of employment had been provided.
- The participation of the Gram Sabha was very low, voice of the people had not been accounted, Labour Budget being revised at different levels, as opposed to the programme's mandate.
- Works were not taken up from the Annual Action Plan, with diversion of work items rampant, works executed were not commensurate to the estimates and that land development items be increased.

Advisory was issued that the Village Monitoring Cell should be informed of any relevant information for the smooth implementation and quality monitoring, in that copy of sanction orders be made transparent. During 2005-06, the Government of India, Ministry of Rural Development released a sum of ₹ 666.44 lakh for the implementation of MGNREGA for the two districts of Saiha and Lawngtlai; ₹ 131.44 lakh and ₹ 535.00 lakh for both districts respectively.

25. Rural Development Department, Government of Mizoram, *Social Audit Unit Records*, 2013.

26. Rural Development Department, Government of Mizoram, Social Audit Unit, *Summary Report of the Pilot Social Audit*, 2013-2014.

During 2006-07, the implementation of MGNREGA was extended to Champhai and Lunglei districts as second phase. The total fund released by the Government of India during 2006-07 for the first and second phase, that is, Saiha, Lawngtlai, Champhai and Lunglei was ₹ 2152.90 lakh. No State Matching Share was released. Total available funds during 2006-07 inclusive of opening balance and miscellaneous receipt was ₹ 2954.21 lakh, with total expenditure being ₹ 2031.339 lakh.

During 2007-08, implementation of MGNREGA was extended to all the remaining districts of Mizoram, that is, Aizawl, Kolasib, Mamit and Serchhip districts. The Government of India released ₹ 3398.49 lakh for the three phases and ₹ 56.50 lakh each for the third phase districts for the exclusive preparation of the Perspective Plan. It was in 2007-08 that the State Government released its State matching share of ₹ 490.739 lakh for the first and second phase districts.

During 2008-09, the actual implementation of MGNREGA, for wage employment was put into action in all the eight districts. During this period, ₹ 15562.15 lakh was released by Ministry of Rural Development inclusive of ₹ 368.00 lakh as late receipt for the first and second phase districts. State matching share of ₹ 1533.75 lakh was released, totaling to ₹ 16727.90 lakh. Total available funds inclusive of miscellaneous receipt, unspent balance and late receipt amounted to ₹ 17426.305 lakh, with total expenditure of ₹ 16455.695 lakh.

The average employment provided during 2008-09 was 73 days.

During 2009-10, the Government of India released ₹ 22433.83 lakh and an additional sum of ₹ 5263.20 lakh as upfront release for the first two months of 2010-11, totaling to ₹ 27697.03 lakh. State Matching Share excluding that of upfront release amounted to ₹ 2336.93 lakh and upfront release amounted to ₹ 548.267 lakh but actual release of State Matching share amounted to ₹ 965.114 lakh, resulting to a shortage of ₹ 1920.083 lakh; resulting to discredit and non re-validation in the next financial year. Social Audit was held in 812 villages (100 percent). Complaints received was 37 and 36 disposed off with 3150 works taken up.

During 2010-11, the Central Government released ₹ 26866.03 lakh with upfront release of ₹ 5263.20 lakh. Accounting the previous year of outstanding balance, the State Matching Share was short of ₹ 1275.368 lakh. The wage rate per personday during 2010-11 till 31.01.2011 was ₹ 110.00 and the wage rate was revised as ₹ 129.00 per personday and effected as on 01.02.2011 and actual payments made accordingly. Households demanded wage employment during the year 2010-11 was 1,66,567 and persondays generated was ₹ 165.99 lakh. Average number of days completed was 99 and households completed 100 days was 1,44,514. Social Audit was held in 619 villages, complaints received was 31 with 100 percent disposal.

During 2011-12, the revised and approved Labour Budget was ₹ 40605.612 lakh, out of which ₹ 32956.72 lakh was released by the Central Government and State Government released ₹ 2411.869 lakh, with an outstanding balance of State Matching Share amounting to ₹ 2298.112 lakh. Average number of days provided wage employments was 99 days.

Physical and Financial Achievement under MGNREGA during 11th Five Year Plan period 2005 -2012 at Appendix I. ²⁷

2. Indira Awaas Yojana (IAY) :

The genesis of IAY can be traced to the programmes of rural employment which began in the early 1980s. Construction of houses was one of the major activities under NREP and RLEGP, with however, no uniform policy for rural housing in the States. While some States permitted only part of the construction cost to be borne from NREP and RLEGP funds, the balance was to be met by beneficiaries from their savings or loans, other States permitted the entire construction costs to be borne from NREP and RLEGP funds. Some States allowed construction of new

27. Rural Development Department, Government of Mizoram, *Status Report on the Implementaion of Centrally Sponsored Schemes*, 2012.

houses while others permitted renovation of existing houses of beneficiaries.

IAY is a flagship scheme of Ministry of Rural Development to provide houses to BPL families in the rural areas. The funding of IAY is shared between the Centre and State in the ratio of 75:25. However, in the case of North- East States, the funding pattern have been changed at a ratio of 90:10. The financial assistance provided under IAY for construction of a new house is ₹ 45,000 per unit in the plain areas and ₹ 48,500 in the hilly and difficult areas with effect from 01.04.2010.

To ensure transparency in the process of selection of beneficiaries under IAY, every Gram Sabha or public meeting is required to finalize the Permanent Waitlists from the BPL Census list so as to ensure that the poorest of the poor are at the priority list. Mizoram is among the States which has finalized the IAY Waitlists.

Since 1999-2000, provision for upgradation of unserviceable kutcha houses, providing credit with subsidy, utilization of cost-effective, disaster resistant and environment friendly technologies in rural housing, convergence and dovetailing of IAY with Total Sanitation Campaign(TSC) for providing sanitary latrines in the IAY houses, providing free electricity connections through Rajiv Gandhi Grameen Viduyutikaran Yojana (RGGVY) has been mandated in the IAY Guidelines. It may however, be indicated that the convergence activities have not been initiated by the State Government till date, but rudimentary initiatives are underway, at the behest of the Government of India, Ministry of Rural Development.

Since 1987-92 (Seventh Five Year Plan) till 2007-12 (Eleventh Five Year Plan), a total of 38,264 number of houses have been constructed and upgraded under IAY.

IAY Physical Achievement-Year-wise and District-wise number of IAY houses constructed / upgraded w.e.f. 1987-2012 is placed at Appendix – II.²⁸

28. Status Report on the Implementaion of Centrally Sponsored Schemes,2012,
Op. Cit.

3. Swarnjayanti Gram Swarozgar Yojana and Mizoram State Rural Livelihood Mission :

A new programme known as “Swarnjayanti Gram Swarozgar Yojana” (SGSY) has been launched from April, 1999. This is a holistic programme covering all aspects of employment such as organization of the poor into Self Help Groups (SGHs), training, credit, technology, infrastructure and marketing. SGSY is funded by the Centre and the States in the ratio of 75:25. Subsidy is back-ended. Funds under SGSY is shared by the Central and State Government at the ratio of 75:25 while it is at the ratio of 90:10 for the State of Mizoram.

The SGSY requires a close involvement of different agencies consisting of the banks, line departments and the NGOs under the coordination of the DRDAs. Given that a close coordination between different agencies is critically responsible for the successful implementation of SGSY, the programme is to be treated as a joint programme of all the identified agencies. To ensure such coordination, planning from the grassroots is emphasized upon and the first level committee, that is, the Block Level SGSY Committee, headed by the Project Director, DRDA and representatives of all the agencies chalk out the basic plan of the programme implementation. At the district level, the District SGSY Committee under the Chairmanship of the Deputy Commissioner is set up to review the progress and to suggest corrective action for the programme, as and when required. A State Level SGSY Committee is headed by the Secretary, Rural Development, Government of Mizoram, to oversee the functioning and performance of SGSY. The Rural Development Department, Government of Mizoram as the administrative department is entirely responsible for planning, implementation, monitoring and evaluation of the programme at the State Level.

The success of SGSY largely depends on the choice of activities, based on the local resources, the skill and cohesiveness of the beneficiaries and the general aptitude along with the cooperation of the

institutional organization inclusive of the financial institutions and banks.²⁹

Credit Linkage under SGSY :

SGSY and the SHG world was responded to at the initial stages and continued to thrive into the third and fourth year of its implementation in Mizoram. However, the full impact of the programme could not be witnessed as there were instances of the SHGs not being obliged by the financial institutions and banks. Though there were positive cases that were credit worthy, the banking institutions would non-concommitantly sanction the credit portion but refrain or delay disbursement of credit amount. This is not to relegate the banks from non-performance as there were verily a good number of SHGs linked with credit and loans and progressing into economically stable groups with lucrative activities. Since inception, all the State governments have sponsoring SHGs for credit linkages under the programme of SGSY.

As on February 2009, the Report of the Committee on “Credit Related Issues Under SGSY”,³⁰ had portrayed the cumulative distribution of two hundred and forty nine SHGs with ₹ 174.88 lakh as credit amount linkage in Mizoram. Out of the seven north-eastern States, Mizoram was ranked sixth position in SHGs formed and thriving and ranking fifth in credit linkage during the reporting years of 2004-2006.³¹ Parallel statistical records of credit linkages (in lakh) for SHGs, as depicted by the State Level Monitoring Cell & Internal Audit Cell, Rural Development Department, Government of Mizoram indicates the following :

- 2007-08 – ₹ 170.244
- 2008-09 - ₹ 170.85
- 2009-10 - ₹ 143.35

29. Ministry of Rural Development, Government of India, *SGSY Guidelines*, 2003.

30. Ministry of Rural Development, Government of India, *Report of the Committee on Credit Related Issues under SGSY*, 2009, p.48.

31. *Ibid.*

- 2011-12 - ₹ 174.83
- 2012-13 - ₹ 98.10

As per the Government of Mizoram records in its Monthly Progress Reports, during the span of five years, that is, 2007-2013, a total of 757.374 lakh of credit was disbursed to the SHGs under SGSY, with a decreasing trend. There exists an uneven distribution of SHGs and credit linkage in the State, pointing to the fact that Mizoram may not be making headway in SGSY and in the SHG movement.

Performance of the SHGs is also reliant on the association of the group members, moulded and nurtured by the assigned rural development functionaries, financial institutions, the PRIs, Village Councils, NGOs and CBOs; a process closely inter-dependent to form a synergetic force.

Since inception up to 2011-12, a total of 2,660 SHGs and 1,611 SHGs have taken up economic activities under SGSY and assisted 1,226 BPL families in crossing the poverty line; with a mean average of 188 SHGs formed annually in Mizoram. Evaluation and impact factor has not been undertaken by the Government on whether the amelioration of poverty has been sustained.³² The total funds received under SGSY, inclusive of funds from DWCRA amounted to ₹ 2880.728 lakh with effect from, 1987-2012.

Financial achievement of SGSY and DWCRA with effect from 1987-2012 at Appendix-III; the Physical Achievement of SGSY 1999-2012 and the Physical Achievements and Credit Linkages under SGSY 2007 - 2012 is portrayed at Appendix - IV. ³³

32. SLMC & IAC, Rural Development Department, *Consolidated Monthly Progress Report*, 2012.

33. Rural Development Department, Government of Mizoram, *Status Report on the Implementaion of Centrally Sponsored Schemes*, 2012 .

The scheme of SGSY has been phased out by the Government of India, Ministry of Rural Development and a revamped programme has been launched with effect from, 2011, known as the National Rural Livelihood Mission or Aajeevika, for which the Mizoram State Rural Livelihood Mission (MZSRLM) has been established since 2011, with pilot projects initiated in the two districts of Serchhip and Kolasib. The MZSRLM is in its formative stages and establishing the ground work for implementing the mission.

The “*Mizoram State Rural Livelihood Mission*” (MZSRLM) ³⁴ functions under a Governing Body which is headed by the Rural Development Minister. The Executive Committee is headed by the Secretary, Rural Development Department, Government of Mizoram who also has the dual charge of State Mission Director for the State Mission Management Unit. At the State level, the State Mission Management Unit is under the control of the Chief Executive Officer, post of which is currently held by a retired State Civil Service officer, supported by the Deputy Chief Executive Officer, post held by a Rural Development Department officer and the Chief Operating Officer, post held by a State Institute of Rural Development faculty member, on deputation for a period of three years. The Deputy Chief Executive Officer looks after the accounts and finances and is supported by a State Mission Manager, Accountant and Assistant, Deputy Executive Officer and supporting staff. The Chief Operating Officer is in-charge of the mission operations and is supported by a team of four State Mission Managers and five District Functional Specialists concerned with institution building, livelihoods, skills, monitoring and evaluation and financial inclusion.

The District Mission Management Unit is headed by the Project Director, DRDA as the District Mission Director, supported by the team of APO(Women’s Development) and Account Officer, who are further supported by the District Functional Specialists (Financial Inclusion, Monitoring and Evaluation) and the MIS Assistant.

34. Rural Development Department, *MZSRLM Human Resource Manual*, Mizoram, 2013.

The Block Mission Management Unit is under the charge of the Block Development Officer, acting as the Block Mission Director, supported by a Block Mission Manager, a Cluster Coordinator, Accountant and Assistant. The structural organization has been altered with a clear chain of command along with infusions of new nomenclature of posts but it can be seen that the general mandate has not changed from the institutional structure of a regular rural development programme. With the mission anticipated to cover a span of seven years or more, much can be anticipated as the gestation period can make the difference or otherwise.

4. Integrated Wasteland Development Programme, Hariyali and Integrated Watershed Management Programme :

IWDP aims at an integrated development of wasteland and degraded lands based on village and micro watershed plan. There are fifty two IWDP projects covering an area of 4,33,808 hectares in the State. Out of these projects, six projects have been fore-closed and final instalments released to thirty projects. The remaining sixteen projects are phased out after the Eleventh Five Year Plan. Total funds recieved amounted to ₹ 19,187.76941 lakh with effect from 1992-2013.³⁵

IWMP in Mizoram was started from 2009-10. The implementation of the IWMP is headed by a State Level Nodal Agency (SLNA), which functions from the Directorate, Rural Development Department, Mizoram, under the charge of Director, Rural Development Department, Government of Mizoram, who dually functions as the Chief Executive Officer of the State Level Nodal Agency, supported by the Joint Director who functions as Deputy Chief Executive Officer, State Level Nodal Agency and backed up by a Junior Project Officer(JPO), a technical expert deputed from the Department of Horticulture, Government of Mizoram and a dedicated team of technical and professional experts who constitute the IWMP staff.

35. *Status Report on the Implementaion of CSS, 2012, Op. Cit.*

The State Level Nodal Agency staffing position as mandated by the Central Government is being followed in toto by the Mizoram State Level Nodal Agency. All appointments in the State Level Nodal Agency is sought on deputation basis for the posts of Chief Executive Officer and Deputy Chief Executive Officer and purely on contract basis with regard to the dedicated team; with no scope of permanent employment for the hired personnel.

The Rural Development Department has prepared the State Perspective and Strategic Plan (SPSP). Till date, the State Level Nodal Agency has prepared and approved thirty two Detailed Project Reports (DPR) and seventeen Detailed Project Reports are in progress. Capacity Buildings activities have been undertaken with 2,304 trainings conducted at various levels (SLNA-WC level).³⁶

The District level functions from the eight DRDAs in Mizoram, under the DRDA Project Directors respectively heading the Watershed Cell cum Data Centre (WCDC), comprising of thirty technical personnel and two hundred and thirty four PIA personnel, as a dedicated team of the programme within Mizoram.

IWMP intends to restore ecological balance by harnessing, conserving and developing natural resources such as oil, vegetative cover and water, while at the same time provide sustainable livelihood options to the people residing in watershed areas, through the State Perspective and Strategic Plan (SPSP). IWMP will cater to livelihood intervention for landless households too. Evaluation and monitoring of the programme is undertaken by the State Institute of Rural Development, Mizoram in collaboration with the Mizoram University faculty members.

A total of one hundred seventy projects covering an area of 6,31,046 hectares. The IWMP is anticipated for operation upto the Fourteenth Five Year Plan with an estimated project cost of ₹ 94,656.90 lakh.³⁷

36. State Level Nodal Agency Nodal Office, Directorate of Rural Development, Government of Mizoram Records, 2013.

37. *Ibid.*

5. Border Area Development Programme :

The BADP was implemented in Mizoram during 1993-1994, covering four Rural Development Blocks then, along the Indo-Bangladesh borderline. In 1997-1998, the programme was extended on the eastern side of Mizoram bordering Myanmar. The programme has its coverage over sixteen Rural Development Blocks of Lungsan, Bunglemun, Chawngte, West Phaileng and Zawlnuam along the Indo-Bangladesh border and the Rural Development Blocks of Ngopa, Khawzawl, Champhai, Khawbung, East Lungdar, Hnahthial, Sangau, Saiha, Tuipang, Lawngtlai and Bunglelang along the Indo-Myanmar borderlines, totalling to 12,665.09 sq.kms of international border.

The Nodal Officer for the BADP is the Director, Rural Development Department, Mizoram and the Annual Action Plans are prepared by the Block Development Officers at the Blocks, in the Block Development Committee, which is then scrutinized by the Directorate of Rural Development and Nodal Officer for onward approval of the State Level Screening Committee under the chairmanship of the Chief Secretary, Government of Mizoram.

The BADP is a 100 percent centrally funded programme and has the main objective of meeting the special development needs of the people living in remote and inaccessible areas located along the international border, where preference and priority is given to the villages and habitations which are closer to the international border. Villages and habitations located within 0-20 kilometre range from the international border is covered by the programme. The components taken up under the Education sector are school buildings, playgrounds and pavilions, under the Health sector are the sub-centre buildings, medical quarters, under the Agriculture and allied sectors are irrigation channels, link road and under the Social Welfare sector are community halls and NGO and CBO buildings.

The total funds expended during the year 2010-13 amounts to ₹ 10,786.73 lakh.

6. Backward Region Grant Fund :

The Backward Region Grant Fund is an untied fund that seeks to fill up infrastructural gaps in the most backward districts of the country. In Mizoram, it is implemented in the two southern districts of Mizoram, namely, Lawngtlai and Saiha Districts through the funding window of (i) Development Grant (ii) Capacity Building Grant.

- (i) Development Grant : Funds under Development Grant are utilized for filling up of infrastructural gaps in the District. For achieving this objective, infrastructural works like construction of inter-village roads including Internal Roads, RCC bridges, Retaining Wall, Land Development, Irrigation, Drinking Water Supply, Health Sub Centres, Play Fields, Community Halls and House for Homeless Families.
- (ii) Capacity Building Grant : State Institute of Rural Development, Mizoram is the implementing agency for the two Districts. Capacity Building and Training Grant is meant for upgradation of knowledge and skills of elected political parties and citizens for effective level of local governance. The fund is utilized for training of the elected representatives in District level, Block level and Village Councils.

The Government of Mizoram has constituted a High Powered Committee on Backward Region Grant Fund, headed by the Chief Secretary, Government of Mizoram, with the Secretary, Rural Development Department, Government of Mizoram as the Member Secretary, with members constituted by the Joint Secretary, Ministry of Panchayati Raj, Government of India, Chief Executive Members of the Mara, Lai, Chakma Autonomous District Councils (political heads of the programme area in Mizoram), Secretaries of the Planning, Finance, Urban Development, District Council Affairs, Local Administration Departments,

Deputy Commissioners, Director, Rural Development Department and Deputy Secretary, Rural Development Department.

The District Nodal Officers are the Deputy Commissioners (DC) of the respective districts. Prior to 1997, the Backward Region Grant Fund was directly implemented by the concerned Deputy Commissioners but the onus of responsibility was shifted to the Rural Development Department, as the office of the Deputy Commissioner was found to be incapable of executing the task due to insufficient manpower. However, the execution of programmes continued under the explicit supervision of the Deputy Commissioner concerned, by his continued chairing of the District Level Planning and Implementation Committee, with the Project Director, DRDA, as the official Secretary of the Committee.

The DRDAs concerned are equipped to enhance the work operations of Backward Region Grant Fund by employing an Asst Engineer and Junior Engineer (one each) for the technical works portion and appointing a District MIS Nodal Officer on contract basis.

The total funds in receipt with effect from 2011-13 amounts to ₹ 8547.94 lakh under the Backward Region Grant Fund and ₹ 450.00 lakh for State Institute of Rural Development, Mizoram for utilization of funds for capacity building and trainings.

The Mizoram Rural Development Department also executes the State Sponsored Schemes of Social Education, the North Eastern Rural Livelihoods Project (NERLP), the Non-Lapseable Central Pool of Resources (NLCPR) assistances and North Eastern Council (NEC) funded projects. The Department is also a stakeholder in the on-going flagship programme, the New Land Use Policy. However, Rural Development Department does not partake as an implementing department, as opposed to the functioning of the earlier phases of New Land Use Policy, despite the fact that the target objectives are rural development oriented.

Responsive Samples with reference to the process of Planning and Management of Rural Development in Mizoram :

Given the magnitude of the Rural Development sphere, it can be reiterated that the need for the right principles and processes in the planning and management of Rural Development is an essential element in Mizoram. To translate those operatives, it is required that an efficient administrative organization be made functional and thriving as the primary instrument for the preparation and implementation of the development plans and programmes. The personnel under the Rural Development Department are faced with challenges to alleviate poverty in the rural areas and to harvest optimum results for the rural communities. With challenges comes the problems; requiring prompt, balanced and prudent address and redressal when required : challenges and problems that are attended to by the manpower at hand.

The manpower recruited and retained in the Rural Development Department, Mizoram along with the personnel of the development departments and other cadre services forming the large constituent of Rural Development Department are in the face of problems; associated with the political insinuations and administrative limitations, often posing as stumbling blocks in the exercise of their duties and responsibilities.

The Rural Development task force is an eclectic mix of government servants, bureaucrats and technocrats, professionals and technical experts, local governments with their localised set of authority and the infusion of NGOs and CBOs; all requiring a dynamic and unique mode of mechanism to activate the operations of planned development. It is therefore a given that a particular set of procedures or norms cannot be applied as a universal case, but instead requires concurrent study and review of the system and personnel administration in a consistent and balanced way, so as to draw out the best of practices, methods and procedural norms to run the task of rural development in Mizoram.

In taking cognizance of the varied problems and challenges faced by the Rural Development Department functionaries and officials, one hundred samples were taken from the different rank and grade of Rural Development personnel, as an endeavour to gauge the exacting situation as :

- Twelve samples taken from the Administrative Department, at the Secretariat, Rural Development Department, Government of Mizoram, ranging from the Technical Assistants to the rank of Joint Secretary, personnel drawn from the State Civil Services, State Secretariat Services, Ministerial staff, Rural Development functionaries and those employed on contract terms and Muster Rolls.
- Thirty four samples were taken from the State level machinery of the Directorate, Rural Development Department, State Level Monitoring Cell & Internal Audit Cell, Directorate, Social Audit (MGNREGA) and the State Institute of Rural Development and Extension Training Centres, ranging from the LDCs to the rank of CEO, COO, Director and Project Directors. The survey was carried out in a series of occasions, with each change of incumbency to a post, so as to gain a clarified sample. The manpower consisted of State Civil Services, State Secretariat Services, Ministerial staff, Rural Development functionaries and those employed on contract terms and Muster Rolls.
- Thirty two samples were taken from the District level offices, that is, the DRDAs and office of the Deputy Commissioners, ranging from the ranks of Grade IV personnel to the highest order, the Deputy Commissioner. The manpower consisted of the Indian Administrative Services, State Civil Services, State Ministerial Services, Rural Development Ministerial staff, Rural Development functionaries and those employed on contract terms and Muster Rolls.

- Twenty two samples were taken from the Block level, ranging from the Village Level Worker, Gram Sevak, Gram Sevika to the rank of Block Development Officers, Block level officers and staff of the development departments like Agriculture, Horticulture, Industries, Soil Conservation. The manpower consisted of the State Civil Services, Rural Development Ministerial staff, Rural Development functionaries and those employed on contract terms and Muster Rolls.(See Table 5.8, page 212)

Continued..

Table 5.8
STRUCTURE OF RESPONDENTS
(RD OFFICIALS AND FUNCTIONARIES)

Variable	Frequency	Percentage
Age		
20-30 years	22	22
30-35 years	37	37
35-40 years	35	35
40 + years	6	6
Educational Qualifications		
HSLC	2	2
HSSLC	7	7
Graduate degree	23	23
Post Graduate degree	30	30
Professional/Technical Graduate degree	15	15
Professional/Technical post graduate degree	22	22
Doctoral Degree	1	1
Length of service		
0-3 years	21	21
3-5 years	14	14
5-10 years	20	20
10-15 years	9	9
15-20 years	18	18
20 + years	18	1

Source : Field Study

The respondents were posed with queries on their job satisfaction level. On being asked of the Rural Development and DRDA's Human Resource Policy, 80 percent of the respondents were largely dissatisfied. The dissatisfaction level was highest due to no or poor promotion avenues at 60 percent, followed by 15 percent each on account of instability of tenure and frequent or abrupt transfers, with 10 percent due to inferior service conditions. Dissatisfaction of jobs was most vocal at the District and Block levels.

Satisfaction levels on the assignment of duties and responsibilities were however high at 60 percent, indicating that the officials and functionaries were immersed and dedicated to their job profiles of Rural Development sector.

- As rural development activities involve the integrated services of other development services, thriving relationships in the work fields is necessary. While 55 percent were satisfied with the inter-departmental and inter-services relationship, it is evident that the relationship is cordial at 40 percent and cooperation low at 5 percent. The non cooperation would perhaps stem from the element of disregard at 20 percent and dispute over authority at 15 percent, thereby resulting to 60 percent of the work force willing to leave the Rural Development services, at any given time. (See Table 5.9, page 214)

Continued..

TABLE 5.9**Job Satisfaction Level**

Query		Frequency	Percentage
How would you rate the HRD Policy in RD Dept / DRDA	Excellent	0	0
	Good	20	20
	Not Good	80	80
If Not Good, Give reasons as	No stability of tenure	15	15
	No/ poor promotion	60	60
	Frequent/abrupt transfer	15	15
	Inferior service condition	10	10
Are you satisfied with the duties and responsibilities assigned to you?	Yes	60	60
	No	40	40
Is there Satisfactory work relationship?	Yes	55	55
	No	45	45
If yes, please specify	Cordial	40	72
	Supportive	10	18
	Cooperative	5	9
If no, please specify	Disregard	20	44
	Dispute over authority	15	33
	Non-Cooperation	5	11
	Non-Coordination	5	11
Do you have plans to seek employment elsewhere?	Yes	60	60
	No	40	40

Source : Field Study

The sample survey was carried out on recruitment and selection procedures and norms of the Rural Development Department, which depicted 36 percent of the manpower belonging to the contract appointment for one year, followed by 24 percent by those of contract appointment for three years and the regular appointees against substantive posts of the department, registering at 16 percent. It may be pertinent to highlight that out of the 761 sanctioned positions under Rural Development Department, only 316 posts have been filled and 382 posts rendered vacant for a considerably long period.

As the larger chunk of the work force is made up of contractual employees, it is indicative that the rural development processes is run by a floating work force, with minimal association and connection with the department.

The contract employees are made to enter a 'terms of agreement' for a certain period, which often fluctuates, dependent on the administrative whims. Where there exists scope of renewal of contract, the exercise is carried out only for 60 percent of the contract employees and 30 percent were not serviced renewal of contract (30 percent), out of which 40 percent know that their future is not assured, as their services have not been renewed but nonchalantly assume the contract is on similar terms and continue to serve in their respective positions, regardless of non-renewal of contract, while 20 percent are bemused with the situation and continue with the contract service, with or without renewal of contract of service.

On being asked why they had knowingly entered a contractual service with no permanency or stability of tenure, the reasons given clocked high at 50 percent for financial necessity, 45 percent due to job requirement, exacerbated by the need to support families and a miniscule 5 percent claiming over-age and enforced contentment.

Since the major Rural Development programmes are now being run on mission modes, the Human Resource Policy under MGNREGA, NRLM, IWMP are quite distinct and pronounced and on being asked of their

perspectives in this account, 57 percent cited the Human Resource Policy as not good, while 12 percent regaled on the mission thrust.

Elucidate that the Human Resource policies of the current Rural Development schemes are incongruent and run on dissimilar lines, for example, while the policy of NRLM has probation and induction period, MGNREGA does not, while NRLM has medical benefits, MGNREGA does not; despite the fact that both schemes cannot be clubbed as one stream. But, it was opined that the administrative machinery needs to review its Human Resource policies.

As recruitment is a precursor to service conditions and onward career growth or contract renewals, it is surprising to note that 70 percent of the employees work performance is not appraised, depicting that 30 percent of contractee's service renewal was done without any form of performance appraisal. However, of the 25 percent attending to Annual Performance Appraisal Report (APAR), 80 percent conveyed that the APAR was not attended to, as it failed to speak for promotion or otherwise in their service contract. Through the survey, it was registered that the contract employees comprised of the best brains and that the best brains do not have any avenue for retention in the noble job of rural development. (See Table 5.10, page 217)

Continued..

TABLE 5.10
Recruitment/Selection Procedures/Norms

Query		Frequency	Percentage
What is the nature of your appointment	Regular appoinment through SPSC*	16	16
	Contract appointment through DSC**	24	24
	Contract for 1 year through DSC	36	36
	Contract for 3 years through DSC	24	24
If on contract, is a contract agreement signed between you/DRDA/GoM	Yes	100	0
	No	0	0
Is contract renewed after expiry of term	Yes	30	
	No	60	60
If Yes, is it on similar terms	Yes	30	30
	No	0	0
If No, what terms ar in use	Assumed to be on similar terms	40	40
	Do no know what terms are in use	20	20
State reasons as to why you entered service contract	Job requirement	45	45
	Financial necessity	50	50
	Age factor not favouring delay of employment	5	5
What is your perspective of HR policies of MGNREGA, MZSLRM,IWMP	Excellent	0	0
	Good	12	12
	Not Good	57	57
Is work performance appraised on an annual basis	Yes	25	25
	N o	70	70
If Yes, whether APAR or other profoma is in use	APAR	25	25
	Other Profoma	0	0
If NO, specify reason	Non-Insistence by Govt/DRDA	20	20
	Non promotion, no need for APAR	80	80

*SPSC – State Public Service Commission

**DSC –Departmental Selection Committee

Source : Field Study

As human resources constitute the bulwark of an organization and provides the mechanism to steer the processes in the right direction or otherwise, the harnessing of optimal dividends for rural development lies squarely on the manpower and personnel. In line, a good administration aims to seek and provide a fertile land to nurture and grow and churn out optimum production with efficiency and effectiveness. Consonant to this, the respondents when asked whether the Government of Mizoram took cognizance of their service conditions, 42 percent gave their dissent, 32 percent were not sure as to what the government was taking up, while 27 percent responded in the affirmative. While 44 percent thought of the government as being understanding, 62 percent blamed it on the inaction of the government with regard to their service conditions.

In order to view their service conditions, 89 percent had represented their cases to their superiors and the State government, out of which 51 percent had submitted official representations while 49 percent had been satisfied with having verbal discussions with their superiors. 80 percent responded that the outcome level was lukewarm, with the usual official tag that the needful would be taken up and the reason which can be summed up can be identified from the 40 percent blaming it on the complacency of authorities . (See Table 5.11, page 219)

Continued..

Table 5. 11
Staffing Pattern

Query		Frequency	Percentage
Has the Govt of Mizoram taken cognizance of the Rd/DRDA/Block Level Service Condition	Yes	27	27
	No	42	42
	Not sure	31	31
If yes, what is the response level	Understanding	12	44
	Sympathetic	11	40
	Listens but response likewarm	4	15
Have you represented your service condition?	Yes	89	89
	No	11	11
Representation in what form	Verbal discussions with superiors	49	49
	Written to authorities	51	51
Whether representation responded	Yes	21	21
	No	79	79
If yes, what is outcome level	Action oriented	4	19
	Lukewarm	17	80
If No, what is outcome level	Insensitivity	18	22
	Complacency of authorities	32	40
If No, what is the response level	Disregard	0	0
	Apathy towards issue	4	9
	Inaction of govt	26	62
	Inaction of superiors	12	28

Source : Field Study

50 percent of the respondents ranked the service benefits of Leave and Travel and Daily Allowances as valued benefits while 16 percent ranked medical benefits as secondary values, retirement benefits ranking third with 12 percent and 11 percent each for the need of Employment, Contributory Provident Funds and New Pension Scheme, with no response on the exit plan. 42 percent of the respondents were found to be satisfied with the service benefits provided to them while 58 percent were not. Dissatisfaction was due to the fact that there existed different measures in different areas and different schemes and the disparity was not attended to by the State government. The general contention was that the State government was not proactive in doling out corporate benefits, therefore, the confirmation on the non-existence of performance-based incentives stands to be true. (See Table 5.12, page 221)

Continued....

Table 5. 12
Service/Corporate Benefits

	Query	Frequency	Percentage
What are the service benefits provided?	Leave	25	25
	TA/DA*	25	25
	Medical	16	16
	GPF/NPS**	11	11
	CPF/EPF***	11	11
	Retirement	12	12
	Exit Plan	0	0
Are you satisfied with service benefites?	Yes	42	42
	No	58	58
If No, specify reasons	Different norms under different schemes	14	24
	Different welfare measures in different areas/districts	16	27
	No State intervention to correct disparity	13	22
	No state intervention to provide corporate benefit	15	25
Pay performance linked incentive introduced	Yes	0	0
	No	100	100

*Travelling Allowances/ Daily Allowances

** General Provident fund/New Pension Scheme

*** Contributory Provident Fund/ Employees Provident Fund

Source : Field Study

As training and capacity building is a vital component for the development of employees and professionals, more so in the realm of rural development, the respondents were asked on the capacity trainings provided to them at the initial appointment and during their service periods. Samples indicated that 42 percent had undergone Foundation Training, 43 percent had undergone Periodic Trainings with a dismal rate of 15 percent having participated for In-Service trainings.

47 percent of the Rural Development man power had been imparted trainings from the NIRD, Hyderabad and SIRD, Mizoram, 13 percent of the trainings were scheduled by the DRDAs, 10 percent initiated by the Government of Mizoram. An intriguing yet noteworthy trend was the 30 percent of trainings undergone by the Rural Development personnel, at their own initiative. Upon being asked as to how many trainings the respondents had undergone in 3 years, the highest rate was the single attendants of training accounted at 37 percent, 29 percent having attended training twice in 3 years, 20 percent of personnel had attended trainings more than 3 times in three years.

It can be surmised that training and capacity building at the government level needs to be taken up with added impetus and the relegation of Rural Development employees to take up trainings at their own initiatives is commendable. (See Table 5.13, page 223)

Continued..

Table 5. 13
Training and Capacity Building

Query		Frequency	Percentage
Type of training imparted	Foundation training	42	42
	Periodic trainings	43	43
	In-service training	15	15
Who schedules trainings	Govt of Mizora	10	10
	DRDA	13	13
	NIRD/SIRD	47	47
	Own initiatives	30	30
How many trainings have you undergone in 3 years	Once	37	37
	Twice	29	29
	Thrice	14	14
	More than 3 times	20	20

Source : Field Study

With regard to the issue related to public and peer relationships initiated and maintained by the Rural Development personnel, 60 percent affirmed that they had good rapport with the public, PRIs, NGOs, CBOs and related agencies while 40 percent confided that they were still in the process of maintaining the required rapport.

Given that a larger percentage of the Rural Development personnel consisted of contractual man power, it is essential that sample surveys be conducted as to the time period when the respondents can earn the trust of public and PRIs within a short duration in the field. 40 percent of the respondents cited that they needed five years to earn the trust of public and PRIs, while 37 percent required three years and a minimal 23 percent said that they would be able to garner public trust within one year.

On being asked to rate their effectiveness and efficiency in their work performance, it was heartening to obtain the response of 60 percent rating themselves at 9/10, 30 percent rated themselves at 8/10, while 10 percent rated themselves as 7/10. It may however be indicated that none of the Rural Development personnel gave themselves a rating of 10/10.

40 percent of the Rural Development personnel considered themselves as professional experts for Rural Development services while 60 percent did not consider themselves as such.

On being further asked whether a separate administrative cadre is required for Mizoram as is being done in other States of India, a staggering 90 percent voiced the need for a separate administrative cadre and a small percentage of 10 responded that status quo is enough and were content with the present functioning.

Since the DRDAs form the district organ and the district administration, sample was taken whether DRDAs are equipped with sufficient man power, 38 percent responded with an affirmative while 62 percent responded that the DRDAs were being manned by a miniscule number. With regard to their work relationship 61 percent responded that

they were satisfied and 39 percent were not satisfied. The reasons for having a satisfactory work relationship accounted to 60 percent on cordial terms, 32 percent on cooperative terms and 16 percent being supportive. The downside was that 61 percent of the personnel who were not satisfied reasoned to a large scale non-coordination, 20 percent on non-cooperation and 17 percent opined on dispute over authority as being the reason for dissatisfaction.

On being asked to rate their team working skills, 59 percent accounted for an average rating, 26 percent rated the team working skills as below average and only 15 percent rated their skills on team working to be excellent. (See Table 5.14, page 226)

Continued..

Table 5. 14
Public and Peer Relations

Query		Frequency	Percentage
Do you have good rapport with public/PRI/NGOs/CBOs/ Related Agency	Yes	60	60
	No	40	40
Can you earn the trust of Public/PRI etc within a short duration in the field, specify period	1 year	23	23
	3 years	37	37
	5 years	40	40
Rate your effectiveness and efficiency	6/10	0	0
	7/10	10	10
	8/10	30	30
	9/10	60	60
	10/10	0	0
Do you consider yourself a professional expert for RD services	Yes	40	40
	No	60	60
To professionalise RD, is a separate Administrative Cadre required like other Indian state	Not Required	0	0
	Required	90	90
	Status quo	10	10
Is DRDA with sufficient manpower	Yes	38	38
	No	62	62
Work relationship satisfactory	Yes	61	61
	No	39	39
If yes, specify	Cordial	31	50
	Supportive	10	16
	Cooperative	20	32
If No, specify	Disregard	0	0
	Dispute over authority	7	17
	Non-cooperation	8	20
	Non-coordination	24	61
Rate your team working skills	Excellent	15	15
	Average	59	59
	Below average	26	26

Source: Field Study

The respondents were further given samples to respond on issues concerning their service and tenure conditions. 97 percent indicated that at least 10 years plus is the ideal duration of tenure and voiced their concerns over the 3 to 5 years of contractual tenure as per the extant norms. With regard to the system of transfer and posting, 89 percent were dissatisfied and 11 percent were satisfied. Dissatisfaction accounted to 51 percent citing that there existed no procedural norms in the transfer and posting, 39 percent responded that transfer and posting were at the behest of political interventions and 10 percent of the respondents stated that the favourites of the authorities in power obtain the best postings with minimal transfers.

During the course of the survey, 96 percent reiterated the urgent necessity to create a Rural Development cadre service. The sample was further devised on the lines of the 2002 DRDA Administration Guidelines wherein plans for absorption of Rural Development personnel into line departments was recommended. Banking on this Government of India, Ministry of Rural Development recommendation, 4 percent responded that there were plans for absorption, 17 percent responded that there were no plans for absorption to the line department, while 79 percent were not aware of any absorption plans. (See Table 5.15, page 228)

Continued..

Table 5. 15**Service and Tenure Conditions**

Query		Frequency	Percentage
What is the ideal duration of tenure	3 years	0	0
	5 years	0	0
	10 years +	97	97
Are you satisfied with the system of transfer and posting	Yes	11	11
	No	89	89
If No, specify reason	No procedural norms	51	51
	Political interventions	39	39
	Favouritism by authority	10	10
Is creation of RD cadre service necessary	Yes	96	96
	No	4	4
Are these plans for absorption into line departments	Yes	4	4
	No	17	17
	Not aware	79	79
Does RD Department need administrative re-organisation	Yes	91	91
	No	9	9

Source : Field study

Given that the Rural Development processes and its management depends on a multitude of Rural Development functionaries, the sample was conducted to gauge motivational factor and competency. 78 percent responded that the rate of employee motivation in Rural Development Department, Mizoram is average, 9 percent rated employee motivation as above average and 13 percent rated employee motivation as below average. On being asked to prioritize the set factors within the sample, 39 percent prioritized productivity in the highest order, 28 percent with quality as the second priority, 21 percent responded that a good succession plan was the requirement of the day, 10 percent responded that a good administration is founded on people relationship and a meagre 2 percent responded for development of subordinates.

As for the motivation factors, 16 percent further prioritized the need for an administration to provide an incentive and reward for good performance, salary and trainings were rated as second priority with a 14 percent each, welfare and knowledge rated as third priority at 13 percent, organizational value and performance appraisal on an annual basis was rated at 11 percent with a rather dismal 8 percent opting for transparency.

The respondents were further asked whether de-motivational factors aggravated work quality, 87 percent confided in the affirmative with 13 percent replying in the negative. 43 percent of the respondents idealized that the system of organization and service could stand to be motivational or de-motivational, while 31 percent idealized on leadership, communication, systems of organization and service and lack of knowledge and experience as the prime motivational factor or de-motivational factor. (See Table 5.16, page 230)

Continued..

Table 5. 16**Motivational Factor and Competency**

Query		Frequency	Percentage
How would you rate employee motivation in RD?	Above average	9	9
	Average	78	78
	Below average	13	13
What factors do you prioritize?	Productivity	39	39
	Quality	28	28
	Succession Plan	21	21
	People relationship	10	10
	Development of subordinates	2	2
Prioritize the following motivational factors	Knowledge	13	
	Training	14	14
	Salary	14	14
	Welfare	13	13
	Systems	0	0
	Organisational value	11	11
	Transparency	8	8
	Performance Appraisal	11	11
De-motivational factors aggravate quality, do you accept	Yes	87	87
	No	13	13
Motivational factors or de-motivational factors that influence quality of service are :	Communication	4	4
	Leadership	4	4
	System of organisation/service	43	43
	Lack of knowledge and experience	14	14
	All the above	31	31

Source: Field Study

As a capping to the sample survey, intervention and impact factor of Rural Development processes and its management was attended to. On being asked whether 'political will' is a given to bring about socio-economic development of a State or nation, 69 percent responded that it is the political authority and its willingness that brings about quantum leaps in development and transformation of a society or community.

Since the essence of Rural Development is largely concentrated on assistance packages, involving large amounts of financial resources, whether it be provided in cash directly to the beneficiaries or through bank accounts or postal savings accounts, the involvement of funding itself opens free avenues for manipulation or otherwise, requiring integrity at all levels of the administrative ladder, which is supervised by the political head. In response to the sample drawn in this line, 42 percent of the respondents confided of frequent arbitrary political intervention in the Rural Development processes, 37 percent confided on infrequent arbitrary political intervention while 21 percent rarely met with any arbitrary political associations or interventions.

Though monitoring and evaluation of the Rural Development programmes and schemes are being periodically undertaken by the government through its own establishment or through consultancy firms, it is a rational procedure that impact factors be drawn and assessed by the immediate functionaries within the department. When asked of the impact that Rural Development programmes had in Mizoram, 39 percent opined that the impact factor was 'strong', 31 percent opined as 'not being strong', 22 percent were 'not sure of the impact' and 8 percent of the respondents opined that the impact that Rural Development programmes had was 'feeble'. However, an interesting pointer given through the samples accounted for 43 percent labelling the impact factor purely due to the Rural Development programmes being a means to 'assuage financial distress' while 28 percent each labelling the impact factor as to 'providing socio-economic stability' and in 'providing durable assets and infrastructure'. Further, 33 percent intense responses labelled the impact

factor in a way that Rural Development programme packages are ‘free gifts’, 30 percent felt that Rural Development programmes are perceived as ‘provider’ alone, 30 percent opined that political intervention is not positive while 5 percent felt that there existed an uneven spread of development in the rural areas.

Table 5.17

Intervention and Impact Factor of Rural Development

Query		Frequency	Percentage
In your opinion, is political will a given in the RD processes, to bring about the anticipated Socio-economic development of the nation state?	Yes	69	69
	No	31	31
Have you been faced by any arbitrary political intervention in the RD processes?	Frequently	42	42
	Sometimes	37	37
	Rarely	21	21
What is the impact of RD in Mizoram	Strong	39	39
	Not Strong	31	31
	Feeble	8	8
	Not sure	22	22
If strong, specify	Provides socio-economic stability	11	28
	Provides durable asset & infrastructure	11	28
	Assuages financial distress	17	43
If not strong/feeble, specify	Uneven spread of development	2	5
	RD perceived as provider & not facilitator	12	30
	RD programmes packages are free gifts	13	33
	Political intervention is not positive	12	30

Source : Field Study

As planning is the “means” to secure an end, the wholesome process of coordination and acting on the means to reach the target and objective is the process of management. Planning and management are closely inter-related and are critical elements in the growth of a country. Without proper planning and management, a country’s resources of manpower, finances, material and machines cannot lead to economic development. A nation with enough capital, manpower and other natural resources can still be a poor nation if it does not have the proper system of planning or the effective management to combine and coordinate the resources. In the context of rural development, the process of decentralised planning and management had taken its first steps with the Third Five Year Plan, instilling the reconstruction of the Blocks and the Districts along with Block level planning and has progressed on to an intensive decentralised participatory mode, not only at the planning stage but throughout the management process through the medium of Gram Sabha and further strengthened with the medium of social audit; providing the assurance of decentralised administration with transparency and accountability at the village, block and district levels.

As a summary, we may mention that India has had a chequered history in rural development. We have tried to study the role of planning and management in the implementation of rural development programmes, prior to the nation gaining Independence with added focus on the post Independence days, highlighting on the intricacies and the mechanism of the governmental role and the roles that the rural development functionaries have been applying in their regimen and whether that is translated into success or otherwise. We have also tried to study the application of the planning and management process in the development of the rural areas of Mizoram.

CHAPTER – VI

Problems and Challenges in the Implementation of Rural Development Programmes

In the fifth chapter, we have tried to present a theoretical analysis of the roles and process of planning and management in the context of rural development of Mizoram and whether the techniques and dosages in application are cause effecting the actual growth and development of the rural people and the rural poor. The present chapter discusses on the ingrained and persistent problems and challenges in the execution of rural development programmes through the Centrally Sponsored Schemes and the State Sponsored Schemes. The present chapter is also focused on the study to understand the delivery mechanism of development and anti poverty packages.

The planning and management of rural development programmes and packages are significant tasks since the dawn of civilisation and require concerted effort and a coordination of aspirations with that of realisation of tasks in convergence with different sets of tasks in the political, administrative, executive, professional and specialised fields. The planning and management component, for devising, formulating and deciding on the best possible strategy and process to deliver the task for improving and ameliorating the living standards of the rural poor has been proven to be a complex and difficult task; mooting consistent reviews through evaluation and assessment studies and researches and resulting to reconstitution and revamping of the established strategies and processes.

Problems And Challenges of Rural Development Programmes In India

The existing operatives for the effective and efficient implementation of the Rural Development programme revolves around the administrative aspects to a large extent. Since every Rural Development programme

emanates as Centrally Sponsored Schemes (CSS), planned and idealized from the Government of India or in the Planning Commission of India, the entire mechanism of planning and the mode of implementation at the grassroots level is structurally devised at a level which often may not account for the multifarious distinctions of a particular locality area of the country. India's commitment to planned development has been reflecting the Government's initiatives to improve the socio-economic conditions of the masses and the parallel affirmation of the role of the Government in bringing about a certain level of outcome through a variety of social, economic and institutional means.

But given the chronic and multi-dimensional nature of poverty in India, the need to address and re-address ameliorative mechanisms for alleviating poverty cannot be underestimated nor undermined, for which the Government of India has been exercising a whole gamut of Centrally Sponsored Schemes for the welfare of the rural poor. The planning and implementation of the said Rural Development programmes have caused to provide succour to the rural poor and at a greater proportion have enabled the rural masses and the community in general a chance to rise above their poverty levels and attain a certain level of quality of life. Through the decades of operating and managing the Rural Development schemes and programmes, India has been faced with a number of challenges and problems as :

- The poor are geographically concentrated in India. The poor are concentrated in the rural areas where their means of sustenance is basically through the sector of agriculture. Without effective agricultural services and land reforms, the rural poor remain poor in their traditional livelihoods and are left without any means for reduction of poverty. Despite the infusion of finances and other resources provided to the agriculture and allied sectors through multiple assistance programmes, the constant burgeoning of population in the rural areas along with the fact that the intended programmes often do not reach the poor have been identified as the

detracting elements in the implementation of rural development programmes.

- The poor have been dependant on casual labour and poverty levels have been made even more chronic by the dependency on waged labour. It has been found through various studies that casual labour and waged labour have no doubt brought about remedy for the instant moment of hunger and deprivity but constrained the rural poor and the rural people at large from realizing a sustained form of livelihood and eventually bringing about the desired changes and transforming their socio-economic lives for the better. In the true sense of development, the rural poor have not been introduced to a better quality of life, altering their socio-economic standards and a general well-being and have instead been reduced to their regular fares and therefore their status cannot be assumed to be developed through wage employment alone. The poor have been made to subsist and rely for the scanty sustenance of the 100 days of wage employment, that too, if they are fortunate to gain the numbered days of waged employments and has constrained them from leading a life better from that of the sub-standard lives that they lead.
- The Government has formulated, provided and facilitated the poor through multiple programmes and projects through the many decades but results have depicted that the system procedure needs an over-haul. The rural poor need to be enabled to increase their income, by way of diversifying their livelihood activities and wean them away from the traditional means of agriculture and the transfer for reliance on non-farm sources of activities. Such transformations can be addressed through the process of social mobilization by the formation of SHGs, progressing into federations and onto cooperatives, supported with ample and timely endorsed credit linkages, bearing nominal and uniform rate of interests from the financial institutions, leading to a diversified and enhanced form of activity and the onward progression above the poverty line and

socio-economic stability. With such social mobilization processes already making their forays into the world of the rural poor through SGSY and Aajeevika, the brunt of the responsibility will however lie in the nature and mode of delivering the medium meant for the development of the rural areas; a task which will bear a long gestation period and will in turn require administrative will and tenacity.

- The poor need a safety net to pull them out from the quagmire of deprivation and homelessness. Provision of shelter and homestead alongwith the required land to build on the shelter and homestead is the primary step to do away with poverty, as the shelterless poor will be enabled to diversify one's activity and to increase one's income when a homestead is in place.
- The area of operation lies in the battle field, so is the case with the execution of rural development programmes. It is the assigned role and duty of the Central Government to formulate and devise schemes for the rural areas but the actual implementation, monitoring and evaluation lies in the hands of the State governments : a state of condition enshrined in the Constitution of India; that all the major components of Rural Development is the direct and sole responsibility of the State Governments while the Central Government's prerogative is defined for formulation of plans, to provide the required leadership to effect the programmes and to provide the necessary funds. It is therefore, required that identification of roles be properly made between the Central and State governments in the strategy and process of rural development.
- With the introduction of the Community Development Programmes since 1952, India has been mobilizing revenue to facilitate the operatives of the Plan schemes without employing a proper system of regulatory administration for such tasks and its role has been warped and ill-defined at times. Funds have been apportioned into the rural development programmes as a matter of course and without any medium of regulation nor a process of monitoring of

dividends against the release of funds. To compound the problem, the implementing agencies and departments are assigned as the medium to apply the required checks and balances, possibly opening wide the avenue for red tapism and nepotism in the discharge of developmental roles and functions.

- Public bureaucracy being manned by generalists are often associated and entrusted with a whole gamut of departments and subjects and not merely confined to the developmental needs of the people and the locale. Even if the public officials so assigned for the job do possess the aptitude and the dedication for development activities; the objectivity of the bureaucratic performances may need assessment and re-thought.

Besides the foregoing challenges and predominant problems existing in the rural areas, the synonymous yet significant challenges and problems being faced in the planning and management processes of the Rural Development programmes and schemes will however be focused in the light of the current scenario, that is, on the major rural development programmes of wage employment, self employment, rural housing issues and the DRDA Administration scheme :

Wage Employment – Mahatma Gandhi National Rural Employment Guarantee Act :

Since 1989, workfare programmes have been launched under Jawahar Rozgar Yojana (JRY) and outreach of similar programmes has witnessed its culmination into a rights-based and demand driven MGNREGA in 2005 and actual implementation in 2006-07. MGNREGA, an entitlement programme in its early years of inception saw a time of hope and progress with millions of workers finding employment at the MGNREGA work sites. As per the Annual Report 2012-13, Ministry of Rural Development, Government of India, since its inception, MGNREGA has disbursed ₹ 1,29,000 crore as wage payments to rural households, 1348 crore persondays of employment generated which means that on an

average 5 crore households has been provided with employment every year since 2008. Since the beginning of the programme, total number of works taken up account to 146 lakh persondays, the inclusion of the SC and STs has accounted to 51 percent, women have accounted for 47 percent of the total persondays generated, which is well above the mandatory 33 percent as required by the Act. As recorded in the Annual Report 2012-13, the average wage per personday has gone up by 81 percent since inception of the scheme, with state level variations.

Despite the indications of the Government of India Annual Report, 2012-13, the possible and ingrained challenges are manifest as :

- i) A non-lapseable Central Employment Guarantee Fund has been set up to ensure that the availability of funds match with the seasonal working demands, a similar set-up made available in all the MGNREGA districts, with dedicated accounts for funds and the proposals for funding to be adapted to as per guidelines. The funds are to be released on the basis of demand for employment, clearly projecting the annual requirement of funds based on an estimation of labour demand in the Labour Budget, after an exhaustive and comprehensive appraisal for both financial and physical indicators of outcomes.

However, the estimation of labour demand in the Labour Budget may not always be commensurate to the actual needs of the workers in need of wage employment and there is always the possibility of under-calculation or over-calculation of the demand for labour.

- ii) The financial health of both the Central Government and the State Government are to work in a synchronised mode. Even if the Central funds attend to the labour demands on a 100 percent basis, the actual delivery of labour demand is yet not accounted for unless and until the State Government

promptly dispenses with its State matching share, thereby ensuring that the work demanded can be translated into wages within the prescribed 15 days of demand for work. In effect, the current ratio of 75:25 of the Central and State matching share may need to be re visited, taking into account the financial health and stability of each and every State Government.

- iii) Since there has to be a detailed report on the financial and physical outcomes on the programme; to track current trends of employment generation, the system of monitoring of funds spent has to be deployed efficiently. Mere submission of the financial and physical reports on employment generation may not ensure that the actual demands of the unemployed have been met since there could be random cases where employment is provided 'not on demand' but only when funds are in position; thereby defeating the mandate of the programme as a demand driven workfare programme.
- iv) MGNREGA being a right-based statute, its effectiveness lies in the scope and extent to which wage seekers can exercise their choice and assert their rights to claim their entitlements under the Act. This would in effect ensure the empowerment of the wage seekers by way of enhancement of knowledge levels, increasing the literacy skills so that they can grasp and understand their rights and priviledges under the Act and as a generality enhance the social security levels of the workers by opening saving accounts and onward thrift and small savings and inclusion of the workers for life and health insurrance schemes. Given the mandate, it may not be a smooth task to enhance the afore stated levels of knowledge, literacy, social security skills as the task involves an inter-

disciplinary and professionalized system of delivery mechanism, which could be absent in the field.

- v) MGNREGA derives its mandate by the empowerment of workers and creation of durable assets linked with other development programmes. Linkages with other development programmes like National Rural Health Mission (NRHM), National Mission for Literacy and Elementary Education and other livelihood and infrastructure initiatives are needed to ensure basic human entitlement to the workers and to strengthen the natural resource base of livelihood. Tapping of the full potential of the development programmes and coordinating the activities towards the MGNREGA mandate may in practice be a far-reaching effort. Initiatives to dovetail the programme with income generation projects so as to enable the worker to move from wage employment to self-employment on a sustainable basis would pose to be a challenge in itself as the system of mechanism may not be in sync.
- vi) In order to garner transparency, MGNREGA has instituted electronic muster and measurement system, e-master verification to be used by field functionaries with all the related information of job seekers loaded therein so as to facilitate online updation and to the MGNREGA website : with the hope that this system would weed out bogus muster roll and ensure that proper work is done for the money spent by the Government and to help in arresting various distortions in programme implementation like delay of payments, benami wage seekers, fake measurement and work duplicacy. The management system for transparency in itself is a novel concept but a concept which demands dedicated levels of effort and integrity on the part of the field functionaries, a mechanism of e-governance which is yet to flourish in a

developing nation like India and the constraint more compounded in the interior villages of the nation.

- vii) Since MGNREGA has taken a universalised concept to provide wage employment to the 300 million poor of India, the size and proportion of the multi-disciplinary professional expertise to provide resource support in all the areas of the programme can be categorised as critical and plays a significant role in the programme implementation. Another critical issue is to strengthen the administrative systems dealing with MGNREGA, with more accentuation on the training and capacity building of different stakeholders within the programme. However, the challenge lies in devising the appropriate content of training and capacity building and the accurate schedule of trainings at different stages to the different target groups which will be able to translate into a pro-wage employment mind-set and mechanism. Studies have revealed that the apex training and research institutions like the NIRD and the SIRDs have initiated such training programmes on a war-footing scale but the actual reality remains to be a trickling effect.

Since inception and into the initial years of operation, MGNREGA witnessed a time of “hope and progress” for the unemployed wage seekers inclusive of women who were provided a privileged status. Unskilled and semi-skilled casual labourers, who constituted the main brunt of the rural poor were enabled to earn income on their own, at the minimum wages rates. The rural development mechanism with its general populist schemes needed to shoulder the rights-based responsibilities by re-educating the local government, PRIs, rural development functionaries and stakeholders to revamp their initiatives. Alongside, a host of institutional and technological innovations, inclusive of social audits to Management Information Systems (MIS) were introduced, with a promise to alter the livelihood of the rural poor in India. But, due to the pervasive

and perceived challenges, MGNREGA and its implementation has proved otherwise, as research and studies have evinced.

According to the Public Evaluation of Entitlement Programmes (PEEP) Survey¹ conducted during May-June 2013, covering the states of Bihar, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu and Uttar Pradesh on MGNREGA, the employment levels have been seen to have sharply declined and expenditure fell from nearly 0.6 percent of GDP in 2009-10 to 0.3 percent in 2012-13. The PEEP Study reveals that there were long delays in wage payment accounting to the reduction of the real value of MGNREGA employment for rural workers. Other entitlements such as basic worksite entitlements and facilities and the unemployment allowances continue to be denied to the vast majority of the demand wage workers. MGNREGA worksites were few and far between, people's awareness of their entitlements did not seem to be higher than what was found five years earlier. The PEEP Study indicates that only Tamil Nadu and Chhatisgarh had sustained the programme's initial momentum. The PEEP survey further indicates that only 8 percent had actually done 100 days of work in 2011-13 while 92 percent of the wage seekers were not given the stipulated number of employment nor were they paid on time; which shows that there is an enormous unmet demand for work under MGNREGA. The helplessness of the rural workers has become a hurdle for the MGNREGA. While the entire operations of the scheme is to provide the people their work entitlements that they can demand as a matter of right, to work on demand, be paid the minimum wages within a defined time period of 15 days, be provided subsistence in the form of 'unemployment allowances' when demanded work is not made available and be provided compensation is seemingly a far-fetched ideal of the programme as portrayed in a number of studies. However, the revival of MGNREGA to work in tandem with its mandate would no doubt require firm and positive action to address the multiple roots of the fall-out : inconsistent

1. *Outlook Weekly Newsmagazine of 23.03.2014/ <http://butkt.com/1fRN35w>*

and sub standard medium of Information Education and Communication, deluded labour demands, delayed wage payments, stagnation of real wages, non-provision of workers' entitlements, the machinations of the technocrats at work and lack of accountability of the functionaries.

Self-employment – Swarnjayanti Gram Swarozgar Yojana – National Rural Livelihood Mission or Aajeevika :

The SGSY is a programme based on group dynamics known as the SHGs, where the groups will take up income generating activities leading to credit worthiness and culminating to financially accountable groups. The system of grading the SHGs has been stipulated to act as an acid test, the successful passing of which would enable the groups to progress on to the higher stages of gaining the incentive of capital subsidy assistance which would in turn augment self-employment oriented livelihood opportunities and the added realization of higher dividends through the process of thrift and credit, multiple internal lending with low rates of interests has been a success in the states of Andhra Pradesh, Tamil Nadu and Kerela.

Through the years of its implementation, there have been a number of challenges and problems as :

- The programme is subsidy driven and studies have proved that the poor simply focus on the subsidy portion and utilize it as an incentive alone, despite the conditions to avail of it being distinctly clear. It would however be an arduous task to identify the exact stage or time period as to when the subsidy is to be provided to the SHGs and to calculate the correct flow of subsidy grants. Even though the current mode of implementation had been arrived at from the change-over made by the government from that of provider to that of facilitator, it is a difficult proposition to identify the apt process of facilitating the assistance packages.
- The programme is infused with credit linkage, to be augmented from the financial institutions and banks after the SHGs reach a

particular stage when they are credit ready. However, after more than a decade of its launch, the credit achievement, in terms of the total volume and rate of credit flow has been note-worthy only in a few states while some states have witnessed stunted growth of the SHGs after they were linked with credit. Therefore, the intervention of credit financing to the SHGs has proved to make or unmake the groups and its continuance in the realm of the SHG movement is a factor requiring a revisit.

- The SGSY Special Projects were simultaneously introduced with the general scheme of SGSY, to be used as a mechanism to harbour innovative and alternate means of reducing poverty in a larger and accelerated capacity. Given the attractive proposal of a larger share of subsidy, the Special Projects would be executed but left to asunder without any means of proper monitoring to ensure the desired end-result. Out of the 231 Special Projects under SGSY, only 29 projects have been completed, the impact study of which is not on record. This would perhaps be able to portray the imagery of providing shares of subsidy prior to the groups' maturity.
- Since the implementation of SGSY consisted of a lengthy and continuous process to gain completion and maturity of the SHGs, the programme required a large coterie of manpower to run the processes. The obvious shortage of manpower in the areas of providing professional support by way of nurturing and guiding the SHGs was evident in almost every state. To compound such constraints, the district rural development organ, the DRDA was often found to be in a contentious situation, faced with the persistent problem of not being fortified enough to shoulder such contingencies. The current administrative set-up postulated by the Government of India, Ministry of Rural Development in its DRDA Administration Guidelines, 2002, grudgingly had to concede that the DRDA personnel were not geared to take up such a complex role of "*facilitator*" for the SHG movement. In spite of the chameleon-like changes continually infused by the Central Government in its

execution of schemes and programmes, it may not be right to put the blame on its established organization or agency but instead may need to focus on the Human Relations Policy effected through its operations, the strength of its body manpower, the competency of its staff along with the job satisfaction level of the personnel within the body agency: an all important factor which has not been accounted for; for all its worth and the commensurate dividends that this aspect could or would have enabled in the mechanism of rural development.

- SGSY being a programme based on group dynamism, there were in-built mechanisms to nurture the SHGs to develop into thriving groups and to grow into federations; a federation of SHGs were anticipated to be empowered with better bargaining powers and to channelise their economic activities, possibly into business houses. Despite such endeavours, the growth of SHGs into viable federations constitute only a small number but it is pertinent to indicate that the small number of SHG federations have made sterling advancements in the business world and literally altered the lives of the rural poor and rural livelihood in general.

Rural Housing – Indira Awaas Yojana :

Since the dawn of civilization, housing has been regarded as a basic human need and the essentialities of the human necessity have been transferred through the national rural housing programme, the IAY since 1996.

- The on-going assistances for construction and upgradation of houses of the rural poor had made headway and provided millions of houses to the shelterless and even the landless. The role of the state was merely confined to that of listing out the ideals of an IAY house to be fitted with sanitary latrines, smokeless chulhas, the incorporation of cost-efficient, environment-friendly technologies but without any stipulation nor facilitation for the providence of

such elements and such in-built mechanisms remained to be merely idealistic guidelines given to the implementing agencies.

- The funds had earlier been released in staggered instalments, dependent on the progress of the construction and certain other essential stipulations, but this mechanism was later revised and took a turn to releasing the assistances directly to the beneficiaries as 100 percent grant assistance, without any credit portion and with the liberty to construct the houses as per their likes and the involvement of their voluntary labour.
- As a means to garner an accurate target of IAY, the state had instituted the IAY Permanent Wait List, based on the scores given to the rural families as per the extant BPL Census; with the sole objective of bringing about transparency in the housing grant assistances. However, the efficacy of the permanent lists may need re-examination; as the poverty level of a particular family or families maybe transient over a minimum period of a 1-2 years, given the magnitude of multiple development packages launched in duplicity, opening wide the corridors for second rounds of duplicity by way of receiving IAY grant assistances, once entered in the permanent waitlists. Therefore, there arises the need to identify the loopholes in the present arrangement.
- Ownership of the IAY house has necessarily been given to the female beneficiary. But given the patriachal system of the Indian society, the rights of ownership may stand questionable in times of marriage or divorce, even though the concept to render privileges to the female gender is note-worthy and commendable.

District Rural Development Administration Scheme :

The DRDAs had been instituted as the principal organ of the district rural development administration in 1980, to oversee and supervise the implementation of the Rural Development anti-poverty programmes under the Ministry of Rural Development, Government of India. But through the years, the novelty and the practical requirement of the DRDAs have been

likened into a debatable issue in that the district agency is not the apt organization to dispense with the load of administration of rural development in the district, more so, in the face of operating the multiple new generation schemes and the need to efficiently manage the inflow of funds to be utilized in diversified ways and methods : despite the fact that the DRDAs have all along been labelled as a professional agency; capable to tender and deliver professional facilitation and advisories, as and when the need calls for.

In order to sustain the delivery mechanism that is the DRDA, the Central Government has incessantly enthused the need to revamp and re-constitute the agency through various sittings of high powered committees. Efforts to re-structure the DRDAs in line with the growing responsibilities and different roles to play, the Ministry of Rural Development had introduced the DRDA Administration Scheme and set broad frame-works to rejuvenate the life of the DRDAs in 2002. But the initiative has yet proved to be rather an off-set for the agency, rendering its activities as being expendable, even to the extent of labeling its body of manpower as being inept and destined for winding up.

However, the challenge lies in the fact that the so called new generation schemes cannot function without a set or sets of manpower and the need to cull out a fresh set of personnel and groom them into a body of professionals is nevertheless going to be a daunting task, with excessive finances to be incurred in the run-in for development. Or would the rejuvenation and re-orientation of the DRDA as a befitting district organ of the rural development processes be classified as an irresolute solution or otherwise remains to be seen in the future span of years.

The challenges pertinent to the DRDA Administration Scheme have been a problem for the Ministry of Rural Development and had activated the stance to conduct an evaluation study, which was taken up by the Development and Research Services Private Limited, New Delhi. Findings of the study are summarised as :

- The 8 wing structure postulated in the Guidelines of 2002 is not followed by the states. This has rendered the DRDAs to become mere agencies for coordinating rural development schemes rather than being a specialized agency. Similar situation prevails even in DRDAs merged with the Zila Parishad.
- Due to the non conformity of the staffing pattern mandated by the Guidelines, DRDAs are faced with acute shortage of staffs and whatever staff in position often do not make the desired specialization. Variation in service conditions, lack of benefits and unwillingness of line departments to be posted on deputation has aggravated the situation.
- Since DRDA staff are to be fully equipped with the latest knowledge and technology, fortification of their skills through trainings is a must. However, the content and frequency of trainings are found to be inadequate to attend to the roll-out of new generation programmes with full understanding and commitment.
- The funding pattern under DRDA Administration Scheme varies from state to state and is often found to be incapable of catering to the increase of pay and allowances of DRDA staff. The provision of enhancing the allocations annually @ 5 percent has been sporadic and found to be inadequate to meet the requirement of the DRDAs.
- There is large scale preponderance of the generalist staff manning the DRDAs which often defeats the very purpose in which DRDA has been established. The administration of the DRDAs has over the years been ineffective due to the bureaucratic style of functioning rendered by the generalist staff.
- The absence of the career prospects for the DRDA officials and staff alongwith a large number of vacancies, more so in the professional line has demoralized the work force and rendered the agency disparate and dysfunctional at times.

Problems And Challenges In Mizoram

After the British left Mizoram and with the subsequent Independence of India from colonialism, the State of Mizoram adapted and adhered to the administration of the Indian Government. Stagnant in its economy, Mizoram was drawn into the general picture of Independent India and the initial Community Development Programme was also brought to cover the State in 1952-53. Coverage of the Community Development Programme and other development plans were basically out of the full reach of the Mizo people as they were made to be satisfied with the meagre plan fundings eked out by the Assam Government, under which Mizoram was but a small District Council. The problems faced by the Mizo Hills continued to be unabated with the rise of insurgency in 1966, leaving the land incapable of mobilizing development and for that matter what little developments existed continued to be ravaged and demolished during the insurgency years. Even though Mizoram subsequently earned the status of Union Territory and Statehood, the after-effects of a stagnant economy remained to be compelling factors of under-development when compared with other states of India.

Despite the hobbling economy, the State of Mizoram has been moving simultaneously with the developmental pace of the nation. About 60 percent of the population of Mizoram depends upon agriculture and allied sector and through the years, the share of agriculture and allied sector has constituted the focal point of rural development. By the Eleventh Plan period, the agriculture sector has averaged at 14 percent, with only 20 percent of the demand for the staple rice being met by the State and only 32 percent of the cultivated area under jhum cultivation. As per the Economic Survey of Mizoram 2012-13, a total of 1,42,8600 tonnes of rice was lifted by the State government from the Food Corporation of India. Mizoram is yet struggling in the industrial development sector which was started in the late 1990s and is still classed as a 'no industry zone'. While the state's power demand is estimated at 107.0 MW, the State's own generation is only 29.35 MW. The receipt from the State's own resources

has increased by ₹ 67.66 crore in 2010-11 as compared to the receipt of 2009-2010. The State economy–GSDP is projected to grow at about 9 percent during 2012-13 while the national economy–GDP is projected to grow at 6.2 percent during 2011-12. The per capita income of Mizoram for the year 2010-11 is estimated at ₹ 48,591 crore as against ₹ 42,715 of 2009-10. Per capita income for the year 2011-12 is estimated at ₹ 54,689 as compared to the national per capita income of ₹ 61,564. Out of 50.4 percent of the rural population in Mizoram, the extant BPL percentage ranges at 20.4 percent as per the Reserve Bank of India 2012 Annual Report (SECC based on 2011 Population Totals is being currently finalized) as opposed to the 57.07 percentage of BPL Census of the 1991 Census.

From once being tagged as a static economy, Mizoram is moving towards development, shifting the focus to community development on a participatory approach while fostering and motivating peoples initiatives in its endeavour for planned development, with the government playing the role of facilitator through extension and nucleus funding – in consonance to the Government of India goals and objectives, accentuated more in the areas of Rural Development sector.

- Through the years, the pace of development in the rural areas of Mizoram has been alligned with the Centrally Sponsored Schemes under the Government of India, Ministry of Rural Development along with a number of State Sponsored Schemes and flagship programmes of the State government. Every initiative under the Central Government and the State government has been conceptualised with an approach meant to transform the social and economic life of the villages. Programmes and schemes have been enabled to provide coverage to the intended rural areas of which majority of the dividends have seeped into the lives of the rural community and brought about a certain amount of transformation in the quality of their livelihood, as can be evinced from the lowering of the BPL percentage in the state. But, the mere change of BPL

percentage is not a strong indicator to make a ruling that rural development processes have been a catalyst for development and have cause effected a metamorphosis in the socio-economic life of the rural masses. The absence of democratically elected local government along with participatory planning and paucity of financial and physical resources in the state has been detrimental from allowing the state to make headway in the area of development of the villages.

- The strategies and programmes have been expanding in the field of rural development, assigning due importance to the provision of basic minimum needs like housing, sanitation, drinking water and rural connectivity and progressing on to the entitlement programmes of self employment and wage employment issues. Simultaneously, regeneration of natural resources have also gained importance, for which wasteland development and watershed development programmes have been making a gradual shift of focus on the rural poor and less on agriculture per se. Further the scope and coverage embraced the critical sectors related to a holistic rural development – pointing towards economic development, social development, human development and infrastructural development; packaged into different schemes and programmes along with the much required element of convergence between the varied schemes and programmes. The MGNREGA, SGSY, MZRLM, PMGSY, NRHM, SSA, RGGVY and other schemes stand testimony to the efforts of the State government.

Given the magnitude of the rural development programmes and schemes with the need to coordinate and converge with different sectoral developmental packages, the role and functions that the State government as an implementing agency is required to play, assumes a complex task. Besides the enormity of the task at hand, Mizoram is plagued by financial instability and constrained to participate fully in the delivery mechanism; in the right proportion and in the right time. A glaring instance lies in the fact that the

State government has been faltering in providing the state matching shares of 25 percent and 10 percent too, drastically hampering the smooth operation of the rural development programmes.

- In the recent years, Mizoram has witnessed a paradigm shift in the process of development where the community at large is focused towards the realization of the ideals of right-based and entitlement development programmes. Right to work is currently being effected through MGNREGA as a demand entitlement; right to livelihood and the right to social security is being moved through the MZRLM; right to food security is being mooted for implementation while the right to education has been partially realized. In the context of Mizoram, there exists two programmes concurrently underway, that is, the operationalisation of MGNREGA and MZRLM which focuses on wage employment and self employment through livelihood mission. In line, rural development therefore means the all round integrated development of the rural areas stressing on the closure of the existing divides in the rural community, in terms of bridging the spatial divide between the rural, semi-urban and urban areas, in bridging the social divides of caste and community, inclusive of gender, and in bridging the economic divide and to do away with the age old connotations of the 'haves' and the 'have-nots', the 'cans' and the 'can-nots'; all to be delivered through the mechanism of an entitlement-rights-based prerogative : for which the State government is to geared up in readiness with sound financial health and a sound delivery mechanism through a competent and professionalized administrative system to attend to the said programmes on mission mode.
- In order to address the challenges, a wholesome approach needs to be applied and followed in prioritizing the developmental targets and goals and to assure development of the intended through the absolute provision of rights based initiatives to be followed in toto along with the provision of a uniform standard and quality of services and facilities, to be acquired through ones own entitlement.

- In order to ascertain holistic development involving the optimum realization of potential and the full engagement of the local resources, it is required that the state level authorities focus on reducing the differentials existing within the village, the block, the district and the state machinery itself. To exact quality and parity in the development activities, it is essential that added impetus be given to reducing the uncertainties and the vulnerabilities and instead effect a robust development action plan.
- The administrative and organizational structure existing in the present frame of rural development institution under the Government of Mizoram is without a proper chain of command. The administrative machinery is situated at the helm of the Government Secretariat where plan formulations, principles of plan implementation, monitoring and evaluation are to be devised and the mechanism to set right the procedures lie within their domain but it is rather a paradoxical situation that the administrative department at the Secretariat level undertakes implementation activities of the major schemes like MGNREGA, BADP, BRGF, supported with a specialized and dedicated cell for each of the given programmes.

The Directorate of Rural Development is at the same time alligned as a state level organisation with functions assigned to formulate the plans and policies of rural development, supervise and oversee the implementation of programmes, preparation of allocation of funds for a limited number of programmes, prepare proposals and sanction of fund releases for a limited number of programmes, consolidate the prepared reports and returns as received from the DRDAs and block level offices, monitor the grants-in-aid and attend to the general administration and direction and to coordinate with the administrative government and the Ministry of Rural Development in generality. The Directorate of Rural Development, Mizoram, functions within limited roles and responsibilities; where it does not have direct administrative control over the district

administration, that is, the DRDAs, but where the BDOs and the block level, village levels are directly accountable to the Directorate indicating that the block and village levels are required to report in a three way process by reporting to the District administration separately and the need to report to the Directorate for certain issues and part ways to the administrative department, the Rural Development Secretariat for certain activities and programmes; indicating that there exists no defined allocation of business, with no proper devolution of power within the different levels of machinery, with no proper set of accountability and reporting; thereby opening undue avenues for administrative loopholes and organizational disarray.

While it is a given that the DRDAs are an autonomous body and are supposed to be outside the bureaucratic and political influences, the present administrative structure and functions where the Directorate of Rural Development has no direct association or linkages through administrative supervision leaves the administration of rural development in a haphazard way; giving the freeway to district administration while limiting the roles and functions of the Directorate of Rural Development, with no standard line of communication and command. At the same time, the block and village level are not made accountable to the district organ, the DRDAs, but are directly under the administrative charge of the Directorate of Rural Development; again an indication that there is poor coordination and administrative conflict between the vital stages and levels of administration of rural development in Mizoram.

- Rural Development programmes when taken as a whole constitute action oriented and development oriented targets but when taken as a singular development plan, each programme is encapsulated within a confined area of development, without any means of association and outreach for the co-existence of one or the other. Though these programmes always bear the stipulated insertions for

convergence of programmes, actual reality in the field of implementation portrays a different picture altogether. Funding from the ex-chequer of India has been provided in substantial proportions, with the expenditure and utilization mechanism spelt out with clarity but the reality in delivering grant assistances, subsidy, subsidy assistances bear a different tune and often does not reach the intended lot; an issue which has persisted on from the beginning of the Community Development Programme to the days of MGNREGA. It is therefore necessary to channelize the rural development propaganda and its operatives through a committed and collective agenda for the improvement and transformation of the rural poor.

- As a means to turn around the developmental pace in a positive manner, the actual implementation of a democratic local government in the form of Panchayat or for that matter in the case of Mizoram, the Village Councils, need to be encouraged and be given their democratic rights and privileges in turning the wheels of change and development; through the bottom-up planning and management system, a system which has been propagated since the Third Five Year Plan. Real and positive development cannot be effected with clarity and depth while the institution to implement the programmes in the field are made to exist in a virtual state. In essence, there is an urgent requirement for a smooth collaboration and affinity between the administrative mechanism and political will.
- Since the objectives of rural development are targetted not merely to financial or physical perspectives but directly attuned to the needs and aspirations of a human being, the administrative mechanism to deliver the action plan of development needs to objectify its efforts, by way of professionalizing the delivery mechanism through a specialized body of personnel. With this primary objective of churning out a body of manpower with different specializations required for attending to the multi-dimensional programmes of rural

development, it is anticipated that the general processes will effectively enhance the quality of implementation of anti poverty programmes. This team of professionals and technical experts for the effective delivery of rural development process is to be further supported by the effective coordination of the line departments, consisting of technical experts, the bank and financial institutions, which are manned by banking, financial professionals and the final tie up with the PRIs and the local government, as well as the involvement of the technical institutions : building an aggregate work-force for the comprehensive effort to be effected for the gathering of best practices, updated knowledge and technology applicable to the rural areas and the infusion of available resources required for poverty reduction and amelioration of the poor and facilitation for a transformed quality of life.

- Rural Development as a process has been characterized by a set of procedures, rules and techniques, guidelines and instructions and has often failed to derive its desired end-results through the efficient organization of human resources. In order to obtain the set goals and objectives within a planned development, the significance of the task force responsible to handle the projects and plans cannot be over-emphasised. Social and political assumptions which have led to studies on the subject have identified the need to form a conglomerate of responsible and committed task-force, to seek the purpose of an action and to render the operation with a result-oriented exit plan.

In the context of rural development, similar principles need to be applied in order to support participatory planning and implementation processes : a process of action which needs to work in a cohesive force and effort, so as to achieve and attain the desired end-result. A successful organization with the best of plans and objectives may dwindle if the task-force at hand are not amenable to dispense their roles and responsibilities effectively and efficiently while an upcoming organization may thrive and succeed within a

short time, if the manpower delivers the best of services in all effectiveness and efficiency. This principle on personnel administration has been propounded and propagated by Elton Mayo, the founder of the Human Relations Movement and known for his industrial research including the Hawthorne Studies (1930s). The research he conducted indicated the importance of groups in affecting the behaviour of individuals at work, where the norms of cooperation and higher output were established because of a feeling of importance, while physical conditions or financial incentives had little motivational value; wherein the people will form work-groups and can be used by the management to benefit the organization. Elton Mayo concluded that people's work performance is dependant on both social issues and job contentment; that an individual worker cannot be treated in isolation and must be seen as members of a cohesive group; that informal or unofficial groups formed at work has a strong influence on the behaviour of those workers in a group; that managers must be aware of these social needs and cater to them so as to ensure that employees collaborate with the official organization rather than work against it; by motivating the workforce with good inter-personal and leadership skills and that monetary incentives and good working conditions are less important to the individual than the need to belong to a cohort of like-minded individuals and employees working towards a common goal.

- Through Elton Mayo's Human Relations Movement, the principle of standardisation and cooperation enabled the guarantee for the highest form of work output from a team. Mayo's experiments concluded that workers who have the ability to impact their working conditions and work requirements are more satisfied with their positions and that a cooperative and a feeling of being part of a cohesive group were more important to productivity. The research also found that people work best when they can have a two-way communication with their leaders and when leaders communicate and share information freely, as part of a cohesive decision-

making process. The human relations movement is seen as a precursor of the modern human resource function. Before the human relations movement, workers were typically seen as replaceable cogs in the organizational system. The introduction and application of the human relations movement effected a general atmosphere of satisfaction amongst the workers and motivated them into productive workers.

- Real time challenges have however been manifest in the rural development scheme of work; where high-end productivity is expected of the task-force, that is, the rural development functionaries, without the probability of job satisfaction, compounded with the atmosphere of being expendable and replaceable; would leave the rural development personnel unattached to their jobs and disenchanting with the rural development mechanism and process in general. Since the start of the Community Development Programme till date, the Central Government and the State governments have not attached due regard to the development of a dedicated work-force nor motivated to be productive assets. Uniform or standard personnel administration or the establishment of a uniform staffing pattern has not been evolved in a sustained manner. Whatever minimal staff recruited and retained in the rural development campaign have been constantly placed under scrutiny and subjected to recurrent reviews with regard to their efficacy in the system. A live testimony of the fact lies in the consistent discussions held with regard to the status and functioning of the DRDAs, the rural development district organ or district administration for rural development. Till date, thirteen Government of India Committees have had extensive and intensive discourses on the same issue since 1973, deliberating on the Human Resource Policy of the district organ alone² : an action

2. Ministry of Rural Development, Government of India, *Report of the Committee on Restructuring of DRDA*, 2012.

which is yet to be made concrete but has rendered the rural development work-force to question the nation's Terms of Reference on the Human Resource Policy within the ambit of rural development.

The concept of rural development, as an alternative strategy for an over-all development has become a world-wide currency in both the advanced and backward nations and has caught on during the last five decades. Every state policy or programme has a direct or indirect bearing on the rural sector and the issues addressed on the rural development phenomenon are focused in organizing the human and natural resources designed to provide a solution to the perennial problems of poverty and deprivation of the rural people, with a concentrated attention to raise their living conditions for the better. Despite the endeavour and the struggle to raise the rural poor from the quagmire of socio-economic stagnancy, the rural development strategy (ies) pursued and adopted have somewhat and somehow failed to attend to the issue, wherein the entire mechanism has been found to be inappropriate, irrelevant to the environment and needs of the people and even to the extent of being misdirected and misplaced : a process which would require and mandate a series of recurrent acid tests all over again.

As a summary, it may be indicated that the delivery of the anti-poverty packages has been implemented along the formal lines outlined by the apex machinery, that is, the Central Government and has had a long history where rural development has not been able to reach the desired end-result. We have tried to study the organizational and institutional challenges and problems in the management of rural development within Mizoram and how the State government is grappling with the situation.

CHAPTER VII

Conclusion

The previous chapter is an indepth elucidation on the problems and challenges of rural development programmes in India and Mizoram with added focus. The previous chapter, that is, Chapter VI also discusses the rural development administration of Mizoram in relation to our field study conducted for the purpose of data collection and analysis. Within the field study, we have discussed the perceptions of the rural development functionaries, of different rank and grade in the Rural Development Department, Mizoram. In line, we have presented the different and varied responses of the rural development functionaries themselves, with regard to the rural development administration and the synonymous personnel administration involved therein, for the effective and efficient delivery of rural development programmes in Mizoram. In this chapter, we present the concluding observations of the entire study, in two parts. The first part presents the summary of all the previous chapters and the second part would present the research findings, banking on the research questions along with the presentation of the concluding observations and suggestions for the improvement of rural development administration in Mizoram.

Part I

Banking on the dictat of Mahatma Gandhi, “ If the villages perishes, India will perish too. It will be no more India. Her own mission in the world will get lost. The revival of the village is possible only when it is no more exploited,” the socio-economic fabric of India in general and of Mizoram in a larger and concentrated perspective has undergone a sea change. Despite a number of interventions initiated by the government, social institutions, financial institutions, NGOs and CBOs, yet, a large number of the rural people do not have adequate income, employment opportunities fall short of demand, associated with illiteracy, complacency and ignorance, where the land resources and ecology is degraded with

inadequate infrastructural facilities to cope with the rising demands of an increasing rural population all add up for the dedicated application of rural development and to sustain the campaign to revive the villages and nurture them into attaining a standard quality of life is the mission of rural development in India and Mizoram as a State. Though man cannot overcome all the limitations that the environment imposes upon him, it is a task sworn to him to attempt and modify the limitations and attend to the possible solutions in the general interest and welfare of the rural people. The present study has been taken up to probe into the actual realities of the rural development processes in Mizoram and as to how the rural development functionaries and personnel are aligned in their commitment for the upliftment of the poor in Mizoram.

The study has been based on a normative empirical data through a system of controlled and critical investigation. The research, is in effect, a blueprint of principles and policies, ideologies, methods and techniques to identify and attend to the loopholes and persistent lacunae in the rural development process and to prescribe suggestions and measures for the best possible practices and principles. Through the research study, contemporary literature on rural development perspectives has been extensively studied and analyzed in line with the research probabilities and for its subsequent outcome.

The research study has been formulated and designed within seven chapters. The first chapter, that is, Introduction, deals with the scope and significance of rural development and the intervention processes that are present in the current scenario of Mizoram. The research is with a focus to the extent of significance and impact that the extant Human Resource policy and the existing rural development personnel or manpower have on the successful or unsuccessful implementation of the rural development programmes in the rural areas of Mizoram. The study is an attempt to highlight the coordination or the negative effect that the rural development personnel have in the application of their roles and functions in the rural development mechanism of Mizoram. Social scientists,

academicians, social debates and political slogans have been deliberating on the planning and implementation processes of rural development in general through a number of decades but a focused study on the singular but pluralistic intervention of the human resources has not been deliberated nor research studies conducted on this particular area; an area which undoubtedly plays a significant part in the rural development planning, implementation and monitoring aspects.

The second chapter is a study on the general concepts of rural development in a universalized medium followed by the scenario of rural development administration within the realm and part of public administration. The study has elucidated on the history of rural development in India; the planning and devising of rural development programmes and schemes in consonance with the general welfare and interest of the rural people; and the institutional and organizational arrangements for rural development programmes, starting from the introduction of the Community Development Programme in the early 1950s till the transition into MGNREGA. The study focuses on the multi-dimensional and multi-hued rural development programmes and packages; the consistent morphing of the government from that of the provider to that of the facilitator; and the changeover of the rural development programmes from once being grant assistances to that of subsidy assistances and credit inclusion and the change over from a 100 percent assistance programme to that of a law based and right based entitlement programmes.

The third chapter is an indepth study on the historical background of Mizoram starting from the days when the Mizos were labelled as warriors, complacent with the traditional village life and basic agrarian livelihood and the slow transition of a competitive economy and the intervention of the rural development services in the lives of the rural community of Mizoram. The chapter also elucidates on the background of rural development in Mizoram and on the details of rural development administration rendered by the State government; with a focused study on

the organizational and administrative arrangements and functions of the rural development personnel under the Community Development Department and thereafter under the Rural Development Department of today.

The fourth chapter deals with the concept of Personnel Administration in general and on the scope and extent that Personnel Administration has within the realm of development administration in general. Within this chapter, the study highlights the system of Personnel Administration in India during British colonialism and post-colonial state of an Independent India followed by the institutional and organizational framework of Personnel Administration in the State of Mizoram, highlighting the administrative development of different governmental departments alongwith their respective allocation of business. During the course of the present study, it has been observed that rural development administration in the State depends upon the structure, nature and working of personnel administration. The Department of Rural Development receives the personnel and organizational set-up from the State administration. Other subordinate and allied institutions and agencies like the Directorate of Rural Development, the State Level Monitoring Cell and Internal Audit Cell, the District Rural Development Agencies, the State Institute of Rural Development and the Rural Development Blocks also perform their tasks and responsibilities in accordance with their personnel administration.

The fifth chapter is a study on the general concept of planning and management in an organization, highlighting the principles of an effective and efficient planning and management process in different situations. There is also discussion on the ideals of planning and management in the rural development perspective. It is within this chapter that the role of planning and management of rural development programmes in the context of India has been deliberated upon extensively, emphasising on the utilization of funds, the mechanism of the implementing agencies; and the related functionaries with an analytical assesment of the targets and

goals of rural development programmes. The chapter highlights the role of planning and management in the context of Mizoram, broadly focusing on the mechanism of operating the rural development programmes, inclusive of the significant but rather virtual state of a functional human resource mechanism as an intervening capacity for the implementation of rural development programmes in the State of Mizoram. There is an analysis of their efficacy in the context of rural development processes.

Within the sixth chapter, the study has tried to discuss the intricacies of the ingrained problems and challenges of rural development programmes in India. It has dealt with the institutional and administrative aspects, the organisational aspects inclusive of the relevant problems and challenges being faced in the human resources domain including that of challenges and problems in the execution of the rural development programmes. Similar focus has been attached to the challenges and problems pertinent within Mizoram, associated with the issues of Personnel Administration which point towards the issues relation to the implementation of the rural development programmes. It may be pointed out that the study can be connected to Elton Mayo's perspective of the Human Relations Movement; a Human Resource principle popular till date. As such, the research study has brought to light the existing and exact picture of the application of Human Resource policy among the rural development personnel of Mizoram. It has tried to indicate its relevance within the ambit of rural development in Mizoram.

Part II

During the course of the present study, we have tried to find out the answers to our set of research questions along with the presentation of the major research findings and discussions that have been derived from the study.

The first question taken up was made pertinent as to what the Human Resource Policy in the Rural Development Department in general is and with regard to extant Human Resource principle in the district

organ of rural development, that is, the DRDA of Mizoram. During the course of the study, a positive and clear finding was that there existed no defined Human Resource Policy nor principle administered by the Rural Department Department, Government of Mizoram and whatever policy in use is not conducive for the general application of human resource development. Human Resource Policy or policies has not been framed nor devised in concerted consideration for the human capital that constitutes the work force of rural development in Mizoram. Whatever principles in vogue has been found to be incongruent and inconsistent to that of a thriving and an amenable Human Resource Policy; which would normally be focused in delivering the best of an action-oriented mechanism, an operative that is required for the process of rural development.

The Rural Development Department, Mizoram is constituted of a manpower consisting of generalists, technocrats and specialists drawn on deputation from development departments and a larger pool of manpower consisting of the Rural Development Department functionaries, drawn from regular and contractual appointments. The make-up of manpower in the Rural Development Department is to be a conglomeration of such generalists, technocrats, specialists and professionals as the very nature of rural development calls for such an infusion of expertise. However, through the course of the study, it has been found that there exists no equilibrium on the nature of drawing and retaining the different sets of expertise and professionalism; when a generalist drawn from the State Civil Services or the Indian Administrative System is appointed at the helm of the administrative structure or at the decision making level, the appointments are invariably done without any competency mapping nor any standard scrutiny for the person's affinity and amenability toward the subject of rural development. Though there exists minimal cases of abiding with such standards of scrutiny and references, majority of the cases are appointments effected from the pool of political affiliations and administrative favouritism. As for the technocrats and specialists drawn on deputation from the development departments, it has been realized

that majority of the deputationists are often not willing to tread on uncharted waters, where their administrative authority is often overshadowed and belittled by the small percentage of generalists and technocrats; giving rise to conflict of authority and the ensuing demoralization in the execution of work. As such, Rural Development Department, Mizoram has not been forthcoming in appointing deputationists from the development departments and whatever deputationists appointed in the Rural Development Department are often personnel shunned out by their parent departments due to inefficiency or other cause factors, resulting to Rural Development Department hosting inept and unwilling specialists in its organization. The study has thus proved that the authoritative level who are assigned to devise and formulate the plans and policies and the implementation procedures and techniques are not inclined to select and retain the best personnel, incongenial for an efficient working environment in the operation to develop the rural poor and the rural areas..

The study has also been able to unearth the fact that there exists a separate class of officials in the Rural Development Department of Mizoram, which is constituted by a sizable number of group 'A' officers and group 'B', 'C' and "D' officials and staff appointed on regular basis and belonging to the Department proper along with contractual appointees making a large taskforce; appointed for a short tenure of one year and in some three years and existing cases where contract appointees are languishing with indefinite service conditions for more than ten years but without any service security. It may also be indicated that out the officials appointed on regular basis in the Department, only 0.6 percent make up for the group "A' grade and rank, thereby implying that there is very little scope of decision-making authority from amongst the regular appointees of the Department and point to the fact that Rural Development Department, Mizoram is being run by a floating team of personnel, with little or no allegiance to the Rural Development perspectives or to the larger interests of the rural poor in Mizoram. The

study has established that the administrators for Rural Development cannot be a brigand pool of human resources but a pool constituted from a team of dedicated and competent professionals and specialists, therefore “recommending the creation of an administrative pool or pool of administrators for Rural Development”.¹

The study has discovered that the number of manpower in Rural Development Department of Mizoram is on the decline from the initial days of its establishment. Out the 761 sanctioned posts in the department, 382 are currently vacant which accounts to 50.3 percent vacancy. Within establishment of the Directorate of Rural Development Department, Mizoram, there are 179 sanctioned posts, out of which 116 posts are filled up and 63 remaining vacant, accounting to a 65 percent vacancy which also indicates that there are many unmanned posts in the Rural Development Blocks where the brunt of the rural development workload exists; a clear indicator that there exists insufficient manpower in the Rural Development Blocks, which could subsequently render the delivery of Rural Development as incomplete and wanting on many counts.

This would indicate the apathy of the State government in not according due credit to the Rural Development processes by refraining from filling up the vacancies and executing the Rural Development programmes without adequate manpower; which is not to mention of the need for competence and effectiveness; an essential professional requirement in the rural development field, which deals extensively with the human factor..

The structural organization is irregular with no defined chain of command in the entire set-up of the department and a glaring absence of assigned delegation of powers between the state level administrative machinery, that is, between the Administrative department at the

1. R.D. Sharma, *Development Administration; Theory and Practice*, 1992, p. 353.

Secretariat, the Directorate, Rural Development, the State Level Monitoring Cell & internal Audit Cell, the DRDAs and the Block level officers. An efficient administrative organization is the primary instrument for the preparation and implementation of plan and programmes. While the organizational set-up at the State level is to guide, supervise and monitor the implementation of the rural development programmes as an apex level machinery, the administrative department at the Secretariat, Rural Development Department, Government of Mizoram is directly associated with the implementation of the major Rural Development programmes like MGNREGA and other parallel programmes of BADP and BRGF. A paradoxical strain of administrative procedure currently existing within Rural Development Department, Mizoram in that the Director, Rural Development has been appointed as Nodal Officer for the major rural development programmes but the actual executive implementation is undertaken by the Secretariat Administrative Department. Such administrative mechanisms have opened the leeway for duplicity in administration; where one area of the administration is not working adjunctly with the other and could indicate a regressive administrative stance where the Directorate is not enabled to function as a Directorate ought to. However, in some cases, it has been found that the Directorate has been charged to oversee and supervise the implementation of certain Rural Development programmes, again causing a two-pronged delivery mechanism arising from the Secretariat Administrative Department and another from the Directorate of Rural Development, often leaving the district organ, the DRDAs and the Rural Development Blocks in disparate situations.

As per general administrative procedures and norms, the Directorate of Rural Development is responsible for overseeing and coordinating the implementation of the various rural development programmes : with the sole objective for amelioration of the rural poor and to ensure the development of the rural areas under the administrative supervision of the State government or the Rural Development Secretariat.

However, the study has found that the situation is not in conformity to the general administrative norms and procedures. Such departure from established procedures and norms may not bode well for an efficient personnel administration; wanting on standards of uniformity and definition.

Simultaneously, the Directorate of Rural Development is seen to function as a general post office with menial roles and functions as; consolidating plan proposals, consolidation of fund requirement proposals, augmenting of State matching shares, consolidation of reports and returns as received from the DRDAs and the onward furnishing of the same to the Ministry of Rural Development; without any means of objectivity and subjectivity in the implementation of the programmes. The study has identified that the Directorate of Rural Development can be rendered to the likeness of a white elephant, unless an administrative reorganization comes to the rescue. This in essence translates to the fact that the rural development process and its mechanism is disconnected and indisposed to deliver the right kind of operatives: elements which may not derive development of the rural poor in a balanced and effective way.

As the Rural Development Department, Mizoram does not follow the PRI system and is dependant on the traditional Village Councils formed during the District Council period, it has automatically banked on the institution of the DRDAs, as the district organ and is in effect the district administrative office under Rural Development Department. But with the DRDAs afforded an autonomy of its own as mandated by the Central Government, it is apparent that the Department does not recognize the DRDAs as the district office as there is no allignment or hierarchical connection between the district or DRDA administration and the Directorate administration : where the DRDAs are not answerable to the Directorate of Rural Development and when the Directorate is not delegated nor empowered to coordinate the function of the DRDAs. The element of disconnect is again evident where the Block Development

Officers at the block level are not directly answerable to the Project Director, DRDA but are instead directly accountable to the Director of Rural Development and the Chairman, DRDA or Deputy Commissioner of the district. Reports and returns from the block and village levels are despatched in a multi-pronged manner, as certain issues are pertinent for reportage to the DRDAs while some are meant exclusively for the Directorate and some reports and returns are directly despatched to the Administrative Secretariat : portraying a picture where the grassroots level institutions and the block level organizations relinquish precious time in relaying to three different quarters. The present system of administration portrays a disorganized and dubious chain of authority leading to chaos and inefficiency in the delivery of rural development activities. The study has thereby concluded that Rural Development Department, Mizoram requires an urgent review of its structural and institutional organization.

The second question which has made the study pertinent is in respect of the conditions of services available, training facilities and other incentives for the personnel in the Department of Rural Development, Mizoram. Through the course of the study, it has been identified that the nature of appointment against regular substantive positions of the Department is dissimilar and whatever Ministry of Rural Development instructions have percolated in these aspects is not taken into due consideration and not attended to promptly and has caused a lot of discontent amongst the workforce as :

- The rural development functionaries appointed against the posts sanctioned under the Rural Development Department proper are regular appointments bearing all the attributes of a government servant and are afforded the service benefits in accordance.
- Some rural development functionaries are against appointments made initially in the DRDAs of Aizawl, Lunglei and Saiha districts against the sanctioned posts conveyed by the Government of India, Ministry of Rural Development and onward approval of the sanctioned posts by the State government. These functionaries have

been appointed on regular terms in the respective DRDAs and had been functioning without any security of service nor service benefits; some employees had rendered services for more than twenty years, without any service benefits, in terms of promotion or career progression nor service security nor in terms of retirement or death. The poor service conditions of these DRDA employees ricocheted the Ministry of Rural Development to review and recommend the DRDA service conditions and had recommended that they be absorbed into the line departments, as per the recommendations of the Shankar Committee, 1998 and that the said issue be settled within a span of 3-4 years, that is, by 2002-03. Regardless of the standing instruction of the Ministry of Rural Development, Government of India, the issue was dispensed off after a legal judgement, resulting to the absorption of the DRDA employees into the regular services of Rural Development Department, Government of Mizoram, during 2009; without recognizing the number of service years and the DRDA employees allotted a junior inter-se-seniority. Currently, these employees have been transferred to far flung areas of the Rural Development Blocks while some few have been posted to the DRDAs on deputation.

- Some functionaries of Rural Development Department and the DRDAs have been appointed on contract for one year, three years and have continued to serve in that capacity for more than ten years in some cases, despite non-renewal of their contract agreement by the State government as their services have not been terminated. These category of functionaries do not have any permanence in service nor do they have any service security nor do they attend to any performance appraisal formats nor are they given any form of incentives for their role performance in the way of nation building.
- Some functionaries of Rural Development Department have been appointed on contract for a period of one year under the mission mode programmes of MGNREGA, NRLM and IWMP, with induction

and probation periods slated as four months and in some for one year; indicating inconsistency in the appointment procedures. The functionaries are provided with travelling allowances and daily allowances and leave, while medical allowances have been made available only under MZSRLM and unavailable for other appointees under different programmes; with no accommodation facilities and no service security provided in the form of provident funds, again an exception under MZSRLM.

The recruitment and selection of the rural development functionaries is at variance; the distinctions are due to the executive instructions being without clarity from the Government of India, Ministry of Rural Development and the action or inaction of the authorities of the State government, coupled with an inadequate understanding of the situation leading to the non recognition of the poor service conditions of its functionaries, as evinced in the sample surveys of the respondents during the research study. It is upon the organization to ensure that it provides a modicum of service assurances, if not service security to a taskforce it requires and a service for which the organization is dependant on. It is therefore the responsibility of the State government to seek the ways and means to provide a defined and wholesome Human Resource Policy and to develop a satisfied corp of task force, to lead and transform the mandate of rural development into a thriving rural communitization in Mizoram.

During the course of the study, it has also been observed that the Rural Development Department has not been providing a schedule of trainings or capacity building programmes to its personnel, with just 42 percent having attended foundation and basic trainings and another 43 percent attending periodic trainings and a meagre 15 percent attended in-service trainings, with 37 percent having attended any kind of training for just once. Given that the rural development programmes bear a multi-dimensional character and have evolved into different essences through the decades of planned development in India, it is a given that the

personnel within the organization are to be armed and fortified with the latest tools and techniques and to work in tandem with the updated information and knowledge, so as to cull out the best possible medium for an effective and efficient dispensation of services; an element which is all the more required for application in the field of rural development. The study has further evinced that 30 percent of the personnel have been attending training and capacity building programmes out of their own initiatives, which shows that the existing manpower are aware of the training needs and have duly taken the prerogative to attend the trainings on their own accord. It may also be pertinent to point out that the Rural Development Department, a department of more than three decades old is without a training division or section to cater to the training needs of its personnel, besides the State Institute of Rural Development, Mizoram, which was established only in 2001.

The Human Resource principles of the Rural Development Department, Mizoram has been found to be lacking in providing any form of service incentives based on performance or service benefits, leaving a task force of seven hundred and sixty one, without any motivational value factor. One senior official had even commented on this issue that high performance in the department does not translate into any form of recognition nor converts to added incentives nor any form of service promotion or security; therefore, the option remaining is to while away one's time just enough to get your pay package, an indicator pointing to the state of discontent amongst the rural development functionaries of Mizoram. If the personnel who form the workforce are not greeted with any form of motivation, productivity can be compromised and leave the rural development phenomenon into despair.

The study, with reference to the third research question pertains as to what role has political will played in the rural development process in Mizoram and how the political interventions have affected the socio-economic development of the state; in terms of development of the rural areas and how the insinuations of the political machinery has been

swaying the developmental pace and in how the political heads manning the Department of Rural Development have been a deterrent or a facilitator to promote the cause of the poor and the general well being of the rural areas in Mizoram. Recent administrative reforms and campaigns for reorganization have been capitalizing on the need for transparency and the alignment of e-governance in the administrative machinery within every department. In consonance to this move for reforms, it has been indicated that the administrative officers who function under a political head are required to play the balancing act and to provide the equilibrium between the arbitrary intervention of the political machinery into the workings of the administration poised for development of the state; a factor which demands a great depth of integrity from the administrative officials so as to be able to guide and sensitize the political machinery and the political head into steering the developmental pace with full optimum.

However, the study has revealed that there has been a high frequency of arbitrary political intervention ranging at 42 percent, 37 percent confiding of some arbitrary political intervention in their work sphere. During the course of the study, it has been recognized that there is no system for insulation of officials from the undesirable political interventions and that the officials had been functioning on an automated mode according to the whims and fancies of the political heads in power. This in effect gravitates to a situation where the officials are not enabled to function with integrity and accountability. Administration in any governmental area must become accountable and transparent in delivering results along with a conscious effort to establish the political will and align the authority that they wield with the principles of integrity and accountability. While it may be politically correct to comply to the wishes of the political machinery, it is important that the officials who man the administrative rural development machinery always stand firm to ensure objectivity and fairness so that the intended outcome will benefit the society it is meant for : a principle of administration required in the

application of rural development and in assuaging rural poverty as a priority of the nation.

In respect of the fourth research question which banks on what is the impact of rural development in Mizoram; the study has found that the impact of the rural development phenomenon, its strategies and processes have not been strong in changing and developing the lives of the rural poor nor has the medium of transformation provided the required growth and development in rural Mizoram. The rural development functionaries who have close grassroots level connection are of the opinion that whatever rural development programmes being implemented are received as 'free gifts' by the rural population and the rural development programmes are perceived as mediums to assuage their financial distress, relaying the fact that rural development and its activities are construed as a means for the salvation of the rural poor in their time of necessity and abject deprivation, which is in contrast to the ethos and principles by which and for which the programmes and schemes had been formulated upon. Another issue indicating the impact factor is the perception that the rural population still rely on the notion of the government's role as a 'provider' for their bread basket and cannot seem to embrace the fact that the rural development programmes have taken a different tune and stance where they, the rural poor, are to identify their innate resources and to diversify those resources and to hone it into viable economic activities or as a means to translate those programmes for their socio-economic uplift. The rural poor refuse to acknowledge that their involvement is amply required in the rural development implementation and that the government is to simply render the services by invoking the role of a 'facilitator'; instilling the picture that there yet exists much to be done in informing, educating and communicating the all important aspects and facets of rural development to the rural population of Mizoram.

The study has however been able to identify that the rural population are somewhat satisfied that the rural development programmes which have been reaching out to them have provided a

modicum of socio-economic stability in their lives and that certain schemes has been delivering assets and infrastructure for the rural community, but the level of dissatisfaction in the creation of 'sustained' and 'durable' assets and infrastructure is a cause for concern in that the 'creation of a sustainable and durable assets' has been sub-standard in a majority of work items and quality has been compromised. The study has also been able to reveal that arbitrary political intervention exists in programmes where rural community assets and infrastructural items are taken up for construction and is often the cause for the lending of disproportionate and incommensurate activities and works. There is also discontent in the fact that there is an uneven spread of development, where a neighbouring village is wont to be awash with receipt of grant assistances while the other village is left with scanty developmental outreaches if the local government or the Village Council is not in cohorts with the existing political mantle.

When the environ of rural development strategy is concerned with the wholesome achievement of realistic variables required for the rural population, it is essential to develop practical and workable objectives and to identify and propagate the forces and factors that militate against it. Despite the financial expenses and the operations for social and economic development in Mizoram, the rural development strategy and its processes adopted and pursued have been found to be inappropriate and inadequate to the environment and to the needs of the people; often opening up the possibility of the rural development programmes being misdirected at times.

After discussing the research questions and the responses and after duly presenting the concluding observations after completing the present study, we now present some suggestions and indications which can provide constructive changes in the rural development administration of Mizoram and in the context of effecting a wholesome and defined Human Resource principle for the personnel or functionaries of the Rural Development Department in Mizoram.

Any organization, whether government or corporate or private is dependent on its support unit of human capital, without which its goals and targets cannot be attained. The successful growth of an organization is in effect dictated by the efficient and effective dispensation of the responsibilities and functions of the personnel within it. In order to create and gather the required resources of the organization, it is tantamount that Human Resource principles are conducive to attract and retain the its personnel. Likewise, the Rural Development administration of Mizoram may benefit by formulating a standard and uniform Human Resource Policy; to provide the required professionalism and specialized functions that is in sync with the dynamic and complex activities of rural development of Mizoram as :

The Rural Development administration may head hunt and recruit a team of professionals and specialists in the field of rural development and its related domain subjects. The professional positions may be of permanent nature; a cadre selected through the normal recruitment process to facilitate gaining from experience and to inculcate long term stake among the professionals and the recruitment made by the State government may follow the regular procedure of recruitment. However, continuance of such staff would be allowed only after performance assessment on the basis of clear indicators to be developed for the purpose. However, if there exists the need for contract or consultancy arrangements, minor modifications could be made. The selection process may attend to the suggested criteria as:

- i) To be able to give professional advice to departments, implementing anti-poverty schemes at the state and district level.
- ii) To commission surveys and studies for analyzing poverty in the district.
- iii) To have deep knowledge and skills for analysing data and survey reports
- iv) To bring practitioner's perspective in executing tasks.

- v) To look at all issues from the lens of the poor.

Funds for employment of the professional staff would be fully funded by the Government of India, through a specific Centrally Sponsored Scheme or funds apportioned from the existing Centrally Sponsored Schemes by utilizing the administrative cost of schemes viz. MGNREGA, PMGSY, TSC, IWMP, NSAP or in allowing 5 percent of the SGSY allocation as administrative costs till intensive phase of NRLM becomes operational in all districts and in allowing 3 percent of the IAY allocation as administrative costs.

The professional staff would be guaranteed to continue for at least three Plan periods. All recruited staff have to undergo an intensive induction cum immersion programme ranging from 6 months to 1 year. The induction programme may be centrally designed and hosted by reputed national level academic and training institutions. The Rural Development Department, Government of Mizoram in consultation with the Ministry of Rural Development, Government of India, could steer the said induction cum training programme for all new recruits of state, district, block and village level professional units of the State.

There has to be a structured Human Resource Policy for managing the new cadre of professionals. The compensation structure has to be competitive at least at par with what is available in reputed organisations and agencies functioning in the development sector. Special allowances may have to be provided to those working in difficult areas as defined from time to time.

In addition to consolidated monthly pay, adequate provision for insurance, self-learning, communications, pension should also be made available. Further, provision for periodic performance linked increment should also be kept in the range of 5 percent of total pay and allowances.

The professional team would be supported by interns sourced from the academic fields; in terms of students and research scholars. These

interns would be post graduates from any of the development disciplines or graduates from professional courses – either fresh or having upto two years experience. They could be hired for a maximum of three years and one person placed in each block. The young interns would primarily work as social animators and field level monitors besides facilitating preparation of village level anti-poverty plans and their implementation.

Support staff as required, like assistants, pantry help and drivers, may be posted by the State government on deputation following a rigorous merit based, and open selection process. The posts may be determined by the State government subject to the condition that Government of India financial support for these posts would be limited to 30 percent of the expenditure on professional positions. For supporting the district level set-up the State government may put in place a Block level arrangement for performing the functions of coordinated planning and monitoring and this could be in the form of team of officers concerned.

As any successful Human Resource Policy stands for, continuity of service and permanence of service is required to boost the level of confidence and satisfaction. In this perspective, it is suggested that the professional team that would make up the Rural Development administrative cadre be guaranteed service continuation until the extant retirement age that the Government of India stipulates, which currently is 60 years of age. But given the nature of work in rural development which implies a distinct strain of work ethos dictated by the type and number of programmes, the turn over of personnel or manpower has to be taken into consideration with regard to the increasing ages and increase of experience and knowledge in the field of rural development; the worth of the personnel in question may not be classed as expendable but rather be accommodated and nurtured through a process of 'succession plans', to provide promotional avenues as per government or corporate norms. At the same time, the 'need for specialization' as propounded by the First Administrative Reforms Commission had recognised this element as having become one of the diversified functions needed by the government;

a requirement which is all the more needed in the area of rural development. The Administrative Reforms Commission has recommended for a method of selection for the senior management posts in functional areas and non-functional areas : a factor which would favour the succession plans within the administrative cadre of Rural Development Department too, portraying an indication that the growth factor through succession plans is of the right order.

The State government is required to set up a wide mandate and prepare a blueprint for reorganizing the rural development system and mechanism so as to garner a proactive, responsive, sustainable and an effective and efficient Rural Development administrative set up. With the realization observed from the study that the Rural Development Department, Government of Mizoram is functioning sub-optimally and that the rural development programmes have not always yielded the desired results, it is suggested that an administrative reorganisation of the Rural Development Department, Mizoram be initiated on an urgent basis. There is a need to recognize the dynamic and complex challenges of rural development administration in its diverse areas of activities which require the input of different domain expertise along with the much desired experience required for delivering the programmes.

It needs to revamp and reconstitute the administrative structure by setting up a separate and distinct Rural Development administration, rather a Rural Development Administrative Cadre, which will be singularly focused on the principles of Rural Development and its implementation : where the manpower to run the rural development processes will be drawn exclusively from the diverse domain that is required for running the delivery mechanism. As it has been the standing mandate of the Government of India, Ministry of Rural Development to professionalize the manpower within the rural development processes, the existing procedures and practices for utilizing their services may need to be altered so that they can have the freedom and the ease to work, without any conflict of authority in the work environment.

As per the recommendation of the Government of India, Ministry of Rural Development of January 2012, a permanent cadre is to be selected through the normal recruitment process of the State government so as to facilitate maximum gain from experience and to inculcate long term stake among the professionals. However given the leanings of the State government, it may not be a feasible situation where Rural Development Department with its mandate and magnitude of resources be run by a fleet of Rural Development functionaries without the intervention and involvement of the State Civil Services manpower. In this line, it suggested that selection for recruitment or induction into the Rural Development Services be given a wide advertisement by inviting willing departmental officers belonging to the development departments inclusive of the State Civil Services cadre so as to enable them to join the Rural Development Administrative cadre. It is anticipated that such State level set-up will invoke a thriving environ for building up the professionalism that is required in rural development and to foster the conditions of cooperativeness and cohesiveness in the work sphere; which would in turn help to do away with the pervasive cloud of conflict of authority and correct the imbalance in the exercise of power as is the case in the current scenario and as indicated in the study.

Rural Development as a process has been continuously evolving and taking different forms of avatar which has a simultaneous requirement for a concentrated and consistent dose of trainings and capacity building or capacity development – both for induction and foundation and in-service trainings. Training and capacity building is necessary in the rural development perspective as the different schematic programmes and its application in the field is all together a different mechanism and requires a constant update of one's knowledge and technology and also to utilize the medium of training and capacity building as a source of re-sustenance and motivation for the fresh recruits and those serving alike. The Report on Public Administration by A.D Gorwala (1951) highlighted that proper recruitment and training go hand

in hand to constitute an adequate organisation and method set-up. It has also recommended an induction training to equip an employee with the necessary knowledge and skills to perform duties, followed by trainings at designated intervals to refresh one's knowledge and to keep in touch with the new developments and that a Director of Training be appointed, to closely monitor all aspect of training. The First Administrative Reforms Commission also emphasises that training should prepare the employee not only for performing the present job but also for shouldering higher responsibilities and to stay primed for meeting challenges in the future career span.

Accordingly, it is suggested that greater levels of emphasis be attached to the training and capacity development needs of the personnel under Rural Development Department, Mizoram and to seek and give due concert to the best practised Human Resource principles existing in the present conditions and in conformity to the extant recommendations of the Administrative Reforms Commission, while recognizing the distinct nature that rural development revolves around in and to devise such training and capacity building schedules in consonance. It is further suggested that the State Institute of Rural Development, Mizoram and the two Extension Training Centres at Thingsulthliah and Pukpui, Lunglei be fortified with sufficient faculty members, armed with different specializations pertinent to rural development and to provide similar service conditions within the proposed Administrative Cadre of Rural Development. It may also be anticipated that the State institute of Rural Development, Mizoram faculty members be provided with a state-of-the-art Institute so as to enable them to house and to conduct world class trainings, seminars, workshops, debates along with research activities. It may also be ensured that the faculty members are not utilized for services other than which is pertinent to the Institute. As a means to garner the best of training and research facilities, it is suggested that the National Institute of Rural Development, Hyderabad directly coordinate with the State institute of Rural development, Mizoram; in the transfer of domain

knowledge and technology, sharing of research findings and to work in collaborative missions within the rural development perspectives, at a heightened level.

As has been identified in the study, the service conditions of the contract employees in the district organ, the DRDAs of Mizoram may need to be taken up with concern since a large number of the young professionals have been made dysfunctional with the introduction of the new generation programmes and schemes. The services of these professionals have not been terminated but are paradoxically not assigned duties related to their specialization, while they are willing to provide active and participatory service in the rural development campaign, they have been branded to be ill-suited and redundant for the current scenario, after rendering service for 5-10 years in the district administration of Rural Development, despite the fact that they had been appointed as professionals and specialists in their respective positions. However, with the recent turn of events indicating a possible closure of the DRDAs in the wake of the Zila Parishad's existence under the PRI, the services of these personnel has been on shaking ground. Even though the stand of the Ministry of Rural Development is not incorrect in their views on the DRDA Staffing Pattern, it is suggested that the Rural Development Department, Mizoram pursue the issue by factoring on the exemption of Mizoram as mandated by the 73rd Amendment of the Constitution. Unless and until there are extraordinary conditions in the Constitution of India or unless and until the Government of Mizoram introduces a different set of local self-government institutions other than the existing Village Councils, the continuance of the DRDA as the district organ, or the district administration of the Rural Development Department in Mizoram remains to be a debatable issue. This in effect would translate to the fact that the personnel who are in the rolls of the DRDAs be utilized in their full capacities so that their domain expertise which has been enhanced through years of experience can be effectively applied to the rural development activities and its programmes. It is further suggested that

the services of these young professionals of the DRDAs be absorbed into the proposed Rural Development Administrative cadre; with defined career advancements, service continuity and security. It may not be a rational step to disband such professionals and specialists, without any causative reason pointing towards inefficiency or otherwise, a problem that could be compounded since the DRDA functionaries are serving the State without any form of performance appraisal, an indicator to adjudge one's performance of work.

During the study, it has been highlighted that the new generation schemes are stipulated to have their own dedicated working teams or cells on programme-wise basis; personnel to be recruited and selected on contract basis for a period of one year, subject to possible extension of service. It has been recognized that with the influx of these new generation contract employees, the credibility and worth of the previously recruited contract employees under the DRDAs has practically diminished; they are not assigned duties or responsibilities pertinent to their specializations and are attending office merely for the sake of attendance. This clearly shows that the State Government has not considered the efficacy of recruiting new contract employees nor has it considered the financial implications of paying for the services of unutilized staff. In order to set right the situation, it is suggested that the contract employees appointed under the DRDA Administration Scheme and those who had rendered more than ten years of service be fully utilized for the new generation programmes along with the insistence for a refresher course to align them for their tasks ahead and simultaneously absorbing them into the proposed Rural Development Administrative cadre : so as to provide added motivation, incentive and security of service. Though there is likelihood that a few contract employees of DRDA may not be sufficient to handle the task of the new generation programmes, it is suggested that supplementary staff dedicated to a particular programme may be recruited in addition but on a minimal number. This would help circumvent the added financial requirements

needed to support a large team of contract employees who at best have no inclination to render service for more than 2-3 years and which would only compound the problem in implementation of rural development programmes, as in-vacuum.

There is a need to render considered attention in the roles and functions of the Deputy Commissioner as the functional head of the district administration with core functions on land and revenue administration, maintenance of law and order, public distribution and civil supplies, excise, transport, census, protocol, disaster management and general management of the district along with its responsibilities to spearhead and coordinate developmental administration with various district development department, institutions and agencies, NGOs and CBOs. Pertinent to the rural development aspects, the Deputy Commissioner heads the developmental activities in the district by coordinating and approving the Annual Action Plans of the district and is a clear case that the implementation of rural development is one of the primary duties of the district head. However, with the diversified roles and functions of the Deputy Commissioner, it has been observed that its office has not been able to provide the coordination that is required. It is therefore suggested that the district administration under the charge of Deputy Commissioner be modernized for an effective and efficient compliance machinery; in consonance to the Fifteenth Report of the Administrative Reforms Commission, 2009. Or can modernization attend to the malaise of the rural poor and or is modernity that the rural people require, when all they need is development of potential in the rural locale; a task which may be a daunting proposition from a modernized office.

Within the ambit of the district administration, the roles and responsibilities of the Project Director, DRDA may need to be reinforced with wider implications of empowerment in the district administration pertaining to rural development and to enable the Project Director in upholding the autonomy and apolitical nature of the DRDA and to be able to discharge its duty without any scope for political intervention; which

would be in tandem with the principles that had christened the DRDAs. In a State like Mizoram where the PRIs are non functional, it is all the more necessary, in fact, a need of the hour that the rural development phenomenon and its strategy be left under the whole-sole supervision and guidance of the Project Director, DRDA, in the district level. It is further suggested that the post of the Project Director be elevated to a rank and grade which will be able to command a distinct level of authority and enabled to draw resolute coordination amongst the district heads of the development departments, that is, from the District Agriculture Officer, the District Veterinary Officer, the District Soil and Conservation Officer, the District Horticulture Officer, the District Industries Officer and the like. In the absence of the PRI in Mizoram and in the eventuality of a possible retrenchment of the DRDAs by the Government of India, Ministry of Rural Development, as reflected in the Report of the Committee on Restructuring of DRDA, 2012 and in anticipation for the promulgation of a better organizational arrangement, it is suggested that the synonymous post of Project Director, DRDA be entrusted with full empowerment and functionality equivalent to that of Chairman, Zila Parishad or redesignation of the Deputy Commissioner as the Chief Executive Officer and the equivalent of the Project Director as the Chief Operating Officer, to head the Rural Development district administration. It is further suggested that such arrangements be made accountable to the Director of Rural Development Department, Mizoram, indicating a defined chain of command and direction, without an iota of diluting the autonomy that the DRDAs are enshrined upon. The personnel to man the post of Project Director, DRDA may be drawn from the IAS or State Civil Services but appointments made after due scrutiny of their competency and forbearance with the aspects of rural development; in terms of their educational qualifications being relevant to rural development; their past experiences and performances in the rural development activities and their practical connections and liaison with the rural development world. However, in the best interests for the development of the rural areas and the rural poor, the post of Project Director, DRDA may be manned from

within the proposed Rural Development Administrative Cadre; a professional with rural development-orientation and experience and a pro-poor attitude.

Likewise, the office of the Block Development Officer currently being manned by junior grade officers of the State Civil Service, if it were to continue, it is suggested that the post be manned not by junior officers but by senior grade officers, given the responsibility and level of accountability that the post demands. However, with the Block Development Officer posts being held by the Mizoram Civil Service officers, it has been recognized that the tenure of posting is not well defined and the officers posted to the said posts are often liable for abrupt transfers within a short span of 2-3 years, where there has also been cases of officers being transferred by the second year of their posting; posing an inevitable yet disrupted and inconducive atmosphere and situation in the implementation of the rural development processes, which require continuity and consistency of operation. It is thererfore suggested that senior State Civil Service officers when posted as Block Development Officers be appointed through judicious selection and assigned to the job for at least five years. But were the proposed Rural Development Administrative Cadre to materialize within the State government administration and with the anticipation of it being channelized into action, it would be in the best interests of the Rural Development phenomenon and its programme implementation that such crucial posts be manned by professionals and experts from within the system per se; that the internal professionals of the Rural Development Department would be able to provide continuity and consistency in the delivery mechanism as opposed to officers having to learn the basics of rural development or to re-learn the new infusions of rural development Guidelines, instructions, mandate and with the insecurity that the rural population would be harbouring in having to confide and associate with an officer scheduled and posted for a few years. It is therefore suggested that Rural Development Department of Mizoram take considered

viewpoints and seek the best practices of other States in the governance of rural development. In this regard, the particulars of Organisation, Functions and Duties under the Department of Rural Development, Government of Nagaland and the Rural Management and Development Department, Government of Sikkim, may be considered as Terms of References.

As rural development is confined for the upliftment of the rural areas and in particular is a strategy and process to assure the well being of the rural poor, the planning and management of the RD packages emanates in a decentralized format, where the participatory grassroots level planning and its management is undertaken by the Gram Sabha at the village level. In Mizoram, grassroot level planning is undertaken by the Village Councils, who are an elected body but are not over and above the insinuations of bipartisan party politics, thereby opening a freeway for arbitrary political intervention and may sometimes stand to transgress the grassroots democratic functions as mandated under the 73rd Amendment of the Constitution, even though not Mizoram is not encapsulated under it. In this aspect, it is suggested that Rural Development Department, Mizoram review and reconsider the devolution of self-governance through the utilization of social capital wherein the rural population-villagers will have autonomy in expressing their needs and requirements and in charting out the pathways and the means to secure their desired goals and targets for the general welfare and transformation of their socio-economic lives; as a decentralized community self-governance. The Rural Development Department, Nagaland's introduction of the Village Development Boards (VDBs) since 1980 and its perceptible instrumentation in ushering decentralized village self-governance, by communitising rural development delivery schemes is an example worth replicating and it is suggested that Rural Development Department, Mizoram take rational and prudent steps to devise such institutions based with traditional, social and economic demands and participation of the Mizo rural society.

When the system is entrenched with questions on functional efficiency, a system over-haul ought to be the immediate stance. The intervention capacity of a large number of genuine Non governmental Organizations are being currently seen to be forming the support base for a constitutional change and to vest power in the hands of the people and such instances can be seen and testified in the national scenario and have proved to be successful guiding forces holding the mantle of rural development. Likewise, it is suggested that the Government of Mizoram seek out avenues to engage proven Non Governmental Organizations and Social Community Organizations bearing good track records in the States of Andhra Pradesh, Tamil Nadu, Kerala or the State Government of Mizoram could seek the proven services of such organizations already in active domain and working in liaison with the Ministry of Rural Development, that is, the services of PRADAN for instance. However, given the geographical and cultural distinctions that govern the Mizo society and community, it would be favourable to engage the services of local non governmental organizations related to rural development, that is, Community Development and Action Research (CDAR), Aizawl and other bodies or agencies.

Based on the experience of executing the rural development programmes in Mizoram with regard to the budgetary allocations and fiscal management, the Rural Development Department of Mizoram has been seen to falter in this regard; in that the State Government has not been prompt in sanctioning the State Matching Shares, whether it be a percentage of 25 or 10 against the ratio of 100, there has often been lapses and delays in sanctioning its due share and delayed sanctions for six months or more, which invariably affects the full disbursement of grant assistances and subsidy for the rural poor; with the project implementation hampered due to untimely supply of financial resources. Such inadequacies have sometimes even relegated the Rural Development Department, Mizoram to have caused lapses, resulting to fund cuts from the subsequent years allocation; indisposing the privileges of the rural

poor. The State Government needs to attend to the financial shortages under Rural Development with renewed consideration and to take steps in ensuring that adequate funds are allocated for the Rural Development programmes and projects, finalized and approved for in the State Budget. The practice of allocating funds on adhoc basis, without any assurance of translation into monied reality has often brought on-going projects to an abrupt halt. Such unsound financial planning and management resulting to undue results could cause discontent to the rural development functionaries and have in turn affected the confidence that the rural poor have been reposing on the State Government; indicating a case of failure in implementation of programmes and projects. It is suggested that the State Government prioritize Rural Development Department activities by timely allocation of sufficient funds meant for accelerating the development of the rural areas, in consonance to the mandate of the Central government.

The rural sector of Mizoram needs to be primed for rural re-organization through a set of localized and decentralized form of government, facilitated by a dedicated and motivated team of professionals and specialists, to render a viable system of accountability and transparency in governance, forged with personal responsibility, skill development and innovations, replication of the best practices from national and international portals, along with the infusion of principles favouring the local conditions and the rural community. In spite of the multi-faceted problems and challenges encountered by the state in its endeavour to discharge its roles and responsibilities for the development of the villages and its citizenry, there exists appreciable achievements that Rural Development of Mizoram as a department has attained through the years. The body of task force comprising of a multi-disciplinary sector in the rural development assignment are focused and bear the appropriate attitudes to derive the manpower for delivering a proficient and effective mechanism for the noble mission of rural development in Mizoram. It is of considered view point that the personnel of Rural Development,

Mizoram be afforded a concrete and humane Human Resource Policy and framework by the State Government, in the near future.

BIBLIOGRAPHY

BOOKS

- Agarwala, A.N. *The Economics of Underdevelopment*, Oxford University Press, Bombay, 1969.
- Allen, B.C. *Gazetteer of Bengal and North East India*, Mittal Publications, New Delhi, 2001.
- Arora, Ramesh (and) K, Goyal, Rajni *Indian Public Administration: Institutions and Issues*, New Age International Pvt Ltd, New Delhi, 1995.
- Bandyopdhaya, T. *"The Poverty of Nations: A Global Perspective of Mass Poverty in the Third World"*, Allied Publication Pvt. Ltd., Calcutta, 1988.
- Basu, Durga Das *Introduction to the Constitution of India*, Prentice Hall of India Pvt Ltd, New Delhi, 1995.
- Basu, Durga Das *Shorter Constitution of India*, Wadha and Company, Nagpur, 1999.
- Behara, M.C,Edt *Globalising Rural Development: Competing Paradigms and Emerging Realities*, Sage Publications, New Delhi, 2006.
- Bhatia, B.M. *Poverty, Agriculture and Economic Growth*, Vikas Publishing House, New Delhi, 1977.
- Bhattachary, Sibnath *"Rural Industrialisation in India: Its Nature & Problems"*, B.R Publishing Corporation, Delhi, 1980.
- Bhattachary, B.N. *"Indian Rural Economics"*, Metropolitan Book Co., New Delhi, 1984.
- Bhattachary, S.N. *"Community Development: An Analysis of the Programme in India"*, Academic Publishers, Calcutta, 1970.
- Bhattachary, S.N. *"Rural Development in India and other Developing Countries"*, Metropolitan Books Co., New Delhi, 1983.
- Bruce R. Crouch (and) Shankariah Chamala *"Extension Education & Rural Development"*, John Wiley & Sons Ltd., New York, 1981.

- Robert Chambers,
Richard Longhurst
(and) Arnold Pacey *“Seasonal Dimensions to Rural Poverty”*,
Finances Printer. Publishers Ltd., U.S.A.,
1981.
- Chatterjee, N. *The Mizo Chief and His Administration*, Tribal
Research Institute Mizoram.
- Chatterjee, Suhas *Making of Mizoram : Role of Laldenga, Volume*
2, MD Publications Pvt Ltd, New Delhi, 1994.
- Cowan Tadlock,
Foote Ellington. B,Eds *Rural Development*, Nova Science Publishers
Incorporations, New York, USA, 2007.
- Dantwala, M.L. *Dilemmas of Growth: The Indian Experience*,
Sagar Publications, New Delhi, 1996.
- Das, Kalpana *Rural Development in Mizoram : A Study of*
IRDP, Mittal Publications, New Delhi, 2004.
- Delige, R. *The Untouchables of India*, Berg, New York,
1999.
- Deogaonkar, S.G. *“Administration of Rural Development in India”*,
Concept, New Delhi, 1980.
- Deogaonkar, S.G. *Administration for Rural Development in India*,
Concept Publishing Company, New Delhi,
1980.
- Desai, Vasant *Rural Development in India (Past, Present and*
Future) A Challenge in the Crisis, Himalaya
Publishing House Pvt Ltd, Mumbai, 2009.
- Desai, Vasant *Rural Development: Organisation and*
Management, Himalaya Publishing House, New
Delhi, 1998.
- Doungel, J. *Ram Darthlalang, Social Political Issue in the*
Sixth Schedule Areas of Mizoram, Spectrum
Publications, Guwahati, Delhi, 2013.
- Drucker, F. Peter *Management: Task, Responsibilities, Practices*,
Butterworth – Heineman, New York, USA,
1987.
- Dubhashi, P.R. *Administrative Reforms*, B.R Publishing
corporation, New Delhi, 1986.

- Gedam, R.M. *“Poverty, Economic Development and Industrialisation”,* Deep and Deep Publications, New Delhi, 1988.
- Ghate, Prabhu *“Direct Attack on Rural Poverty: Policy Programmes and Implications”,* Concept, New Delhi, 1984.
- Goel, S.L. *Administrative and Management Thinkers (Relevance in New Millenium),* Deep and Deep Publications Pvt Ltd, New Delhi, 2008.
- Goel, S.L. *Development Administration: Potentialities and Prospects,* Deep and Deep Publications Pvt Ltd, New Delhi, 2010.
- Goel, S.L. *Good Governance: An Integral Approach,* Deep and Deep Publications Pvt Ltd, New Delhi, 2007.
- Goel, S.L. *Public Personal Administration: Theory and Practitice,* Deep and Deep Publications Pvt Ltd, New Delhi, 2008.
- Gunnar, Myrdal *Asian Drama- An Inquiry into Poverty of Nations,* Pantheon, New York, 1970.
- Gunnar, Myrdal *The Challenge of World Poverty: A World Anti-Poverty Programme in Outline,* Pantheon, New York, 1970.
- Gupta, Rai Kulwant *Rural Development in India,* Atlantic Publishers and Distributors, New Delhi, 2003.
- Haq, Mahbub Ul *Human Development in South Asia,* Oxford Universtiy Press, Dhaka, 1997.
- Harper, M. *Profit for the Poor,* Oxford and IBH Publishing Company, India, 1998.
- Holcombe, Susan *Managing to Empower The Grameen Banks, Experience of Poverty Alleviation,* Oxford Universtiy Press, Dhaka, 1995.
- Inamdar, N.R. *Development Administration in India,* Rawat Publication Jaipur, New Delhi, 1992.
- Khanna, B.S. *Rural Development in South Asia India,* Deep and Deep Publications, New Delhi, 1991.
- Lalitha, N. *Rural Development in India: Emerging Issues and Trends, Volume 2,* Dominant Publishers and Distributors, New Delhi, 2004.

- Lalitha, N. *Rural Development: Programmes and Strategy*, Himalaya Publishing House, New Delhi, 1998.
- Lalkima, C. *Social Welfare Administration in a Tribal State: A Case Study of Mizoram*, Spectrum Publications, Guwahati, Delhi, 1997.
- Lewin, T.H. *Wild Races of The Eastern Frontier of India*, Mittal Publications, New Delhi, 2010.
- Lianzela *Economic Development of Mizoram*, Spectrum Publications, Guwahati, Delhi, 1994.
- Liff, Stewart *Managing Government Employees: How to Motivate Your People, Deal with Difficult Issues and Achieve Tangible Results*, AMACOM, American Management Association, New York, 2007.
- Maheshwari, S.R. *Rural Development in India*, Sage Publications, New Delhi, 1985.
- Manohar, Murali K., Rao, K.S.R, *Political Economy of Rural Development*, Kanishka Publishers, New Delhi, 1994.
- Mathur, J.S., Mittal, S.K. *Personnel Management*, Kitab Mahal, Allahabad, 1986.
- Mc Call, A.G. *Lushai Chrysalis*, Tribal Research Institute Mizoram.
- Meena, R.C. *Indian Rural Economy*, Shree Niwas Publications, New Delhi, 2010.
- Mehta, S.R. *“Rural Development Policies and Programmes”*, Sage Publications, New Delhi, 1984.
- Mudgal, Rahul *Poverty Alleviation and Rural Development*, Sarup Book Publishers Pvt Ltd, New Delhi, 2006.
- Murley, M. Devida *Rural Development Administration*, Chugh Publications, Allahabad, 1987.
- Nandini, Durgesh *Rural Development Administration*, Rawat Publications, Jaipur, New Delhi, 1992.
- Nanjunda, D.C. *Rediscovering Rural Development: A Reflection on Potential and Prospects*, Sarup Book Publishers Pvt Ltd, 2008.

- Narasaiah, Lakshmi. M. *Approaches to Rural Development*, Discovery Publishing House, New Delhi, 2003.
- Pachauri, Surendra K. *Dynamics of Rural Development in Tribal Areas*, Concept Publishing Company, New Delhi, 1984.
- Palanthurai, Ganapathy *Rural Transformation and Peoples Entitlements*, Concept Publishing Company, New Delhi, 2004.
- Palekar, S.A. *Public Personnel Administration*, ABD Publishers, Jaipur, 2005.
- Parry, N.E. *A Monograph on Lushai Customs and Ceremonies*, Tribal Research Institute Mizoram.
- Patnaik, J.K. *Mizoram, Dimensions and Perspectives: Society, Economy and Polity*, Concept Publishing Company, New Delhi, 2006.
- Pemberton. R.B. *The Eastern Frontier of India*, Mittal Publications, New Delhi, 2012.
- Pillai, Gopinath P. *Rural Development in India*, Pointer Publishers, New Delhi, 2008.
- Prasad, B.K. *Rural Development: Concept, Approach and Strategy*, Sarup Book Publishers Pvt Ltd, New Delhi, 2003.
- Prasad, R.N. *Government and Politics in Mizoram*, Northern Book Centre, New Delhi, 1987.
- Raatan, T. *Enclopaedia of North East India*, Volume 2, Kalpaz Publications, New Delhi, 2008.
- Rao, Janardhan B.
Bjorkman, James W *Politics of Administrative Alienation in India's Rural Development Programmes*, Ajanta Publications, New Delhi, 1979.
- Rao, Narasimha. C. *Rural Development in India*, Serials Publications, New Delhi, 2006.
- Rao, Ramakant M.G. *Good Governance: Modern Global and Regional Perspective*, Kanishka Publishers, New Delhi, 2008.
- Roy, U.N., Saini, J.S. *People's Empowerment and Sustainable Rural Development: A Technological Approach*, Rawat Publications New Delhi, 2009.

- Sen, Amartya *The Idea of Justice*, Penguin Books Ltd, London, 2009.
- Sen, Amartya, Dreze, Jean *The Amartya Sen and Jean Dreze Omnibus*, Oxford University Press, New Delhi, 2006.
- Sethy, E.D. *New Approaches to Rural Development*, Anmol Publications Pvt Ltd, New Delhi, 2002.
- Shah, S.M. *Rural Development, Planning and Reforms*, Abhinav Publications, New Delhi, 1977.
- Sharma, R.D. *Development Administration: Theory and Practice*, H.K Publishers and Distributors, New Delhi, 1992.
- Shyam, Radhey *Public Personnel Administration*, Kings Books, New Delhi, 2002.
- Singh, Bikramaditya *Planning for Rural Development and Poverty Alleviations*, Mittal Publications, New Delhi, 1992.
- Singh, K.K, Ali,S,Edt. *Encyclopaedia of Rural Planning and Development, Volume 2*, Sarup Book Publishers Pvt Ltd, New Delhi, 2002.
- Singh, Katar *Rural Development Principles, Policies and Management*, Sage Publications India Pvt Ltd, New Delhi, 2009.
- Singh, Rajbir *Rural Development Administration*, Anmol Publications, New Delhi, 2004.
- Singh, S.N. *Mizoram*, Mittal Publications, New Delhi, 1994.
- Singh, S.P. *Planning and Management for Rural Development*, Mittal Publications, New Delhi, 2003.
- Singh, S.P. *Planning and Management for Rural Development*, Mittal Publications, New Delhi, 2003.
- Singh, Shakal Ram *Rural Development and Administration*, Anmol Publications, New Delhi, 2006.
- Singh, Shakal Ram *Rural Poverty: An Analytical Study*, Anmol Publications, New Delhi, 2006.
- Singh, Shivraj *Bureaucracy and Rural Development*, Mittal Publications, New Delhi, 1989.

- Singh, Surat, Singh, Mohinder *Rural Development Administration in the 21st Century: A Multi-Dimensional Study*, Deep and Deep Publications Pvt Ltd, New Delhi, 2006.
- Singha, Komol, Patikar, Gautam *Rural Development in North East India*, Concept Publishing Company, New Delhi, 2010.
- Sinha, Harendra *Bureaucracy and Rural Development in Mizoram*, Concept Publishing Company, New Delhi, 2012.
- Sinha, Harendra *Decentralisation and Rural Development in North East India*, Neha Publishers and Distributors, New Delhi, 2012.
- Thakur, Devendra. *“Rural Development and Planning in India”*, Deep and Deep Publications, New Delhi, 1986.
- Tripathy, S.N. *Rural Development*, Discovery Publishing House, New Delhi, 2000.
- U.N.A.P.D.I *“Local Level Planning & Rural Development: Alternative Strategies”*, United Nations Asian & Pacific Development Institute (U.N.A.P.D.I) Bangkok, Concept, New Delhi.
- Woodthorpe, K.G. *The Lushai Expedition, 1871-72*, Reprint, Spectrum Publications, Guwahati, 1981.

ARTICLES

- Boraian, M.P. *‘A micro soft-approach to rural development’ : an experiment by Gandhigram Rural University News*, 47(17), May, 2009.
- Dahiya, Sewa Singh *‘What ails are rural development?’* ASTI Journal of Training and Development, 10(1), January-June, 2009.
- Geol, Shalini *‘Education on Satelite Imagery Applications for Rural Development’*, Indian Journal Public Administration, 56(4), October-December, 2010.

Jagdish, Singh	<i>'District Rural Development Agencies (DRDAs) – the Catalysts of Rural Development'</i> , Kurukshetra, 57(7), May, 2009.
Kharlyngdoh, Freeman	<i>'North East: Empowering Meghalaya Villages'</i> , YOJANA, 54 December, 2010.
Park, Sooyoung	<i>'Analysis of Saemaul Undong : a Korean Rural Development Programme'</i> , Asia-Pacific Development Journal, 16(2), December, 2009.
Saini, Debi S.	<i>'Rural Development International'</i> , Indian Journal Public Administration, 13(1), 2009.
Tarique, Md.	<i>'Rural Infrastructure and Economic Development'</i> . Kurukshetra, 57(6), April, 2009.
Tiwari, Nupur	<i>'Rural Development through Integrated Planning and Implementation at the Panchayat Level'</i> , Indian Journal Public Administration, 55(1), January-March, 2009.
Upadhyay, M.P. Bajpai, R.P.	<i>'Developing Knowledge Centres for Rural Development in India: Existing State of Digital Divide in Knowledge Society'</i> , University News, 48(33), August, 2010.

JOURNALS

- Government of India, Planning Commission: "Rural Local Self Government in India" , Journal of Rural Development, Volume X, Sept, 1991.
- Government of India, Planning Commission: Report of the Team for the Study of Community Projects & National Extension Scheme, 3 Volumes, 1957, Planning Commission, New Delhi.
- IIPA, New Delhi : Indian Journal of Public Administration.
- Kurukshetra, Ministry of Rural Development, Government of India.
- NIRD, Hyderabad : Annual Report, 1977.
- NIRD, Hyderabad : Annual Report, 1986.
- NIRD, Hyderabad : Journal of Rural Development, Volume 16, 1997.

- NIRD, Hyderabad : Rural Development Digest : A Quarterly of the NIRD, Volume 3, 1980.
- NIRD, Hyderabad : Rural Development Statistics, 2001, NIRD.
- YOJANA, Department of Information and Broadcasting, Government of India.

REPORTS AND DOCUMENTS

- Citizens Charter, Government of Mizoram.
- Country Project Action Plan 2013-17 between Government of India and UNDP
- Economic Survey 1996-1997, Ministry of Finance, Government of India.
- Government of India, Reports of the Commissioner of SC & STs, New Delhi, 1998,1999.
- IFAD, Rural Poverty Report, 2001.
- India Rural Development Report 2012-2013.
- NABARD Annual Report, 1999.
- NABARD Annual Report, 2000.
- NABARD Annual Report, 2001.
- NABARD Annual Report, 2010.
- NABARD Annual Report, 2012.
- NABARD Banking with the Poor : Financing SHG, CGM, NABARD, Hyderabad, 1999.
- NABARD Report on Micro Finance, Mumbai. 1999-2000.
- NIRD National Conference on SHG Movement in the country & SYSY, NIRD, Hyderabad.
- NIRD Rural Development Report, 1994.
- Report of the Committee on Administrative Arrangement for Rural Development and Poverty Alleviation Programmes, 1985.
- Report of the Committee on Restructuring of DRDA, 2012.

- Report of the XI Plan Working Group on Poverty Elimination Projects, Planning Commission (RD Division) Government of India, New Delhi, 2006.
- Results-Framework Document for Department of Rural Development, Government of India, 2011.
- SAARC, The Independent Source Asian Commission of the SAARC on Poverty Alleviation, Dhaka, 1992.
- Second Administrative Reforms Commission, 15th Report, 2009.
- SIRD, Mizoram Annual Report 2007-2008, 2010-2011.
- South Asian Association for Regional Cooperation (SAARC), Meeting the Challenge, Report of the Independent South Asian Commission on Poverty, 1992.
- Tenth Five Year Plan (2002–2007) State Plans, Trends, Concern & Strategies, Planning Commission, Government of India.
- The World Bank, World Development Report, Oxford, New York, 1990.
- UNDP Country Project Document for India, 2013-2017.
- UNDP: India: Rural Poverty Report, 2009.
- UNDP: UNDP in India: Results from 2010, Empowered Lives. Resilient Nations, UNDP India, 2011.
- Union Budget & Economic Survey, Ministry of Finance, Government of India, New Delhi, 2008,2013.
- World Bank, World Development Reports on Jobs, 2013 World Bank.

NEWSPAPERS AND NEWS MAGAZINES

- IIPA Newsletters, New Delhi.
- India Today, Noida,NCR Delhi.
- NIRD Newsletters, Hyderabad.
- Outlook, New Delhi.
- The Hindu, New Delhi.

- The Telegraph, Kolkata.
- The Times of India, New Delhi.
- The Week, New Delhi.
- Vanglaini, Aizawl.
- Zozam Times, Aizawl.

WEB SOURCES

- www.rural.nic.in
- drd.nic.in
- mizoram.nic.in
- www.mizoram.gov.in
- http://mizorural.nic.in/planningcommission.nic.in
- www.nird.org.in
- www.mpsc.mizoram.gov.in
- www.ati.mizoram.gov.in
- sirdmizoram.in
- aajeevika.gov.in
- mizonerega.nic.in
- www.in.undp.org/mdg
- www.indiabudget.nic.in
- www.yojana.gov.in
- econmictimes.indiatimes.com
- yojana.gov.in
- incometaxindia.gov.in/cbdt/Org.asp
- nagard.nic.in
- nagaland.nic.in/functionaries/departments/main.htm
- arc.gov.in
- darpg.gov.in/darpgwebsite_cms
- mrunal.org/2012/01/q-ijpa-journals-from-iipa-are.html
- www.iipa.com/
- www.iipa.org.in/

- www.govtempdiary.com/dopt-orders
- Persmin.gov.in/dopt.asp
- Data.worldbank.org/
- www.worldbank.org/a/country/india
- www.unicef.org/india/
- www.unicef.org
- www.finmin.nic.in/
- www.indianeconomicjournal.org/
- www.ierdse.org/

APPENDIX I - 1 a

**MGNREGA – District wise and year wise fund released to the various Districts in Mizoram since inception
2005 – 2006 to 2011 – 2012**

(Rs. in lakhs)

S/ n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	GOVERNMENT OF INDIA									
2	2005 – 06	-	-	131.44	535.00	-	-	-	-	666.44
3	2006 – 07	-	228.00	628.08	1168.82	-	128.00	-	-	2152.90
4	2007 – 08	56.50	1135.51	520.00	616.80	56.50	900.18	65.50	65.50	3398.49
5	2008 – 09	1611.82	3078.01	1871.00	2724.68	526.21	4238.15	538.91	973.37	15562.15
6	2009 – 10	4969.71	2874.34	1580.52	2992.52	2364.47	3639.26	2332.79	1626.22	22433.83
7	2010 – 11	3561.12	3726.07	2453.74	3508.37	2711.11	5698.81	3188.24	2018.57	26866.06
8	2011 – 12	4290.94	4950.45	2525.77	5172.35	3577.18	6284.98	3558.98	2596.07	32956.72
9	Total fund released by GOI since inception till 2011 - 2012	14490.09	15992.38	9710.55	16718.54	9235.47	20943.38	9675.42	7270.73	104036.56

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX I - 1 b

S/ n		NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
	STATE GOVERNMENT									
10	2005 – 06	-	-	-	-	-	-	-	-	-
11	2006 – 07	-	-	-	-	-	-	-	-	-
12	2007 – 08	-	112.101	72.158	227.912	-	78.568	-	-	490.739
13	2008 - 09	161.175	282.094	217.10	238.35	52.617	439.02	53.894	89.50	1533.75
14	2009 - 10	179.28	131.13	61.268	126.452	96.735	221.55	79.758	68.947	965.114
15	2010 – 11	527.12	416.344	261.40	303.691	337.894	638.093	286.763	258.035	2929.34
	2011 - 2012	282.683	324.192	197.983	492.051	187.715	512.581	301.162	113.502	2411.869
16	Total fund released by State Govt. Since inception till 2011 – 2012	1150.258	1265.861	809.909	1388.456	674.961	1789.812	721.577	529.978	8330.812
17	Total fund released by Central & State (9+16)	15640.348	17258.241	10520.459	18106.996	9910.431	22733.192	10396.997	7800.708	112367.37 2
18	Outstanding Balance of State share to be released during 2012 - 2013 against Central released for the previous years	334.684	357.871	158.651	314.221	276.086	364.599	277.884	214.116	2298.112

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX I - 1 c

MGNREGA – District wise and year wise Total fund released to the various Districts in Mizoram since inception 2005 – 2006 to 2011 – 2012

(Rs. in lakhs)

S/n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	GOVERNMENT OF INDIA + STATE GOVERNMENT									
2	2005 – 06	-	-	131.44	535.00	-	-	-	-	666.44
3	2006 – 07	-	228.00	628.08	1168.82	-	128.00	-	-	2152.90
4	2007 – 08	56.5	1247.611	592.158	844.712	56.5	978.748	56.5	56.5	3889.229
5	2008 – 09	1772.995	3360.104	2088.1	2963.03	578.827	4677.17	592.804	1062.87	17095.9
6	2009 – 10	5148.99	3005.47	1641.788	3118.972	2461.205	3914.81	2412.548	1695.161	23398.94
7	2010 – 11	4088.24	4142.414	2715.14	3812.061	3049.004	6236.903	3475.003	2276.605	29795.37
8	2011 – 12	4573.623	5274.642	2723.753	5664.401	3764.895	6797.561	3860.142	2709.572	35368.589
9	Total fund released by GOI ans the State since inception till 2011 – 2012	15640.35	17258.24	10520.46	18107	9910.431	22733.19	10397	7800.708	112367.372

District wise and year wise Total fund released to the various Districts in Mizoram during 11th Five Year Plan 2007 – 2008 to 2011 – 2012

S/n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	GOVERNMENT OF INDIA + STATE GOVERNMENT									
2	2007 – 08	56.5	1247.611	592.158	844.712	56.5	978.748	56.5	56.5	3889.229
3	2008 – 09	1772.995	3360.104	2088.1	2963.03	578.827	4677.17	592.804	1062.87	17095.9
4	2009 – 10	5148.99	3005.47	1641.788	3118.972	2461.205	3914.81	2412.548	1695.161	23398.94
5	2010 – 11	4088.24	4142.414	2715.14	3812.061	3049.004	6236.903	3475.003	2276.605	29795.37
6	2011 – 12	4573.623	5274.642	2723.753	5664.401	3764.895	6797.561	3860.142	2709.572	35368.589
7	Total fund released by GOI ans the State during 11 th Plan 2007 – 2012	15640.35	17030.24	9760.939	16403.18	9910.431	22605.19	10397	7800.708	109548.03

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012

APPENDIX I - 1 d

PERSONDAYS GENERATED SINCE INCEPTION 2005 - 2006 TO 2011 - 2012

(In Lakhs)

S/n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	2005 - 06	-	-	-	-	-	-	-	-	-
2	2006 - 07	-	-	7.29	0.56	-	-	-	-	7.85
3	2007 - 08	0	10.44	3.4	15.67	0	2.02	0	0	31.53
4	2008 - 09	13.53	24.695	11.795	22.33	4.609	36.023	4.7	8.136	125.818
5	2009 - 10	36.99	24.90	11.72	23.74	17.82	27.04	15.62	12.5	170.33
6	2010 - 11	23.978	26.321	12.965	22.247	18.903	31.821	17.154	12.602	165.99
7	2011 - 12	24.477	26.704	12.531	24.417	17.760	33.338	18.051	13.050	170.328
8	TOTAL PERSONDAYS GENERATED (2006 - 2012)	98.975	113.06	59.701	108.964	59.092	130.242	55.525	46.288	671.846

PERSONDAYS GENERATED DURING 11th FIVE YEAR PLAN 2007 - 2008 TO 2011 - 2012

(In Lakhs)

S/n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	2007 - 08	0	10.44	3.4	15.67	0	2.02	0	0	31.53
2	2008 - 09	13.53	24.695	11.795	22.33	4.609	36.023	4.7	8.136	125.818
3	2009 - 10	36.99	24.90	11.72	23.74	17.82	27.04	15.62	12.5	170.33
4	2010 - 11	23.978	26.321	12.965	22.247	18.903	31.821	17.154	12.602	165.99
5	2011 - 12	24.477	26.704	12.531	24.417	17.760	33.338	18.051	13.050	170.328
	TOTAL PERSONDAYS GENERATED DURING 11 th PLAN (2007 - 2012)	98.975	113.06	52.411	108.404	59.092	130.242	55.525	46.288	663.996

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012

APPENDIX I - 1 e

ACHIEVEMENTS DURING 11th FIVE YEAR PLAN (2007 – 2008 TO 2011 – 2012)
District-wise fund released during 11th Five Year plan to the various Districts in Mizoram is as below :
(Rs. in lakhs)

S/ n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	GOVERNMENT OF INDIA									
2	2007 – 08	56.50	1135.51	520.00	616.80	56.50	900.18	56.50	56.50	3398.49
3	2008 – 09	1611.82	3078.01	1871.00	2724.68	526.21	4238.15	538.91	973.37	15562.15
4	2009 – 10	4696.71	2874.34	1580.52	2992.52	2364.47	3693.26	2332.79	1626.22	22433.83
5	2010 – 11	3561.12	3726.07	2453.74	3508.37	2711.11	5698.81	3188.24	2018.57	26866.03
6	2011 – 12	4290.94	4950.45	2525.77	5172.35	3577.18	6284.98	3558.98	2596.07	32956.72
7	Total fund released by GOI during 11 th Five Year Plan (2007 – 2012)	14490.09	15764.38	8951.03	15014.72	9235.47	20815.38	9675.42	7270.73	101217.22
8	STATE GOVERNMENT									
9	2007 – 08	-	112.101	72.158	227.912	-	78.568	-	-	490.739
10	2008 – 09	161.175	282.094	217.10	238.35	52.617	439.02	53.894	89.50	1533.75
11	2009 – 10	179.28	131.13	61.268	126.452	96.735	221.55	79.758	68.941	965.114
12	2010 – 11	527.12	416.344	261.40	303.691	337.894	538.093	286.763	258.035	2629.34
13	2011 – 12	282.683	324.192	197.983	492.051	187.715	512.581	301.162	113.502	2411.869
14	Total fund released by State Govt since inception till 2011 - 2012	1150.258	1265.861	809.989	1388.456	674.961	1789.812	721.577	529.978	8330.812
15	Total fund released by Central & State during 11 th Plan (2007 – 2012)	15640.348	17030.241	9760.989	16403.176	9910.431	22605.192	10396.997	7800.708	109548.032

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX I - 1 f

**PHYSICAL ACHIEVEMENT DURING 11th FIVE YEAR PLAN 2007 – 2012
PERSONDAYS GENERATED DURING 11th PLAN 2007 – 08 to 2011- 2012**

(Rs. in lakhs)

S/ n	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawgtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	2007 – 08	0	10.44	3.4	15.67	0	2.02	0	0	31.53
2	2008 – 09	13.53	24.695	11.795	22.33	4.609	36.023	4.7	8.136	125.818
3	2009 – 10	36.99	24.90	11.72	23.74	17.82	27.04	15.62	12.5	170.33
4	2010 – 11	23.978	26.321	12.965	22.247	18.903	31.821	17.154	12.602	165.99
5	2011 – 12	24.477	26.704	12.531	24.417	17.760	33.338	18.051	12.050	170.328
	TOTAL PERSONDAYS GENERATED DURING 11 th PLAN (2007 – 2012)	98.975	113.06	52.411	108.404	59.092	130.242	55.525	46.288	663.996

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX-II

IAY PHYSICAL ACHIEVEMENT

(NUMBER OF HOUSES CONSTRUCTED/UPGRADED)

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING 7TH PLAN : 1987-1992

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	1987-1988	26	-	9	-	-	22	-	-	57
2	1988-1989	42	-	8	-	-	14	-	-	64
3	1989-1990	70	-	16	-	-	18	-	-	104
4	1990-1991	1008	-	124	-	-	132	-	-	1264
5	1991-1992	155	-	41	-	-	60	-	-	256
6	Total	1301		198			246			1745

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING 8TH PLAN : 1992-1997

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	1992-1993	145	-	38	-	-	41	-	-	224
2	1993-1994	117	-	56	-	-	65	-	-	238
3	1994-1995	154	-	71	-	-	27	-	-	252
4	1995-1996	227	-	10	-	-	182	-	-	419
5	1996-1997	250	-	87	-	-	77	-	-	369
6	Total	848		262			392			1502

Note: Till the year 1995-1996, there was no separate allocation/fund released for IAY as IAY was part of RLEGP/JRY. Certain amount was set aside for IAY and no separate allocation was made till then.

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX-II – 1 a

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING 9TH PLAN : 1997-2002

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	1997-1998	182	-	64	-	-	56	-	-	302
2	1998-1999	316	-	103	-	-	100	-	-	519
3	1999-2000	835	-	437	-	-	523	-	-	1795
4	2000-2001	1000	-	674	-	-	616	-	-	2290
5	2001-2002	268	190	120	138	83	208	175	93	1275
6	Total	2601	190	1398	138	83	1503	175	93	6181

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING 10TH PLAN : 2002-2007

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	2002-2003	200	251	96	95	72	311	173	87	1285
2	2003-2004	427	283	217	245	135	426	298	153	2154
3	2004-2005	203	323	212	209	123	436	269	139	1914
4	2005-2006	329	241	222	475	138	444	153	100	2102
5	2006-2007	245	184	222	494	136	402	336	78	2097
6	Total	1404	1282	969	1488	604	2019	1229	557	9552

Note : IAY was de-linked from JRY and made an independent scheme with effect from 1st January 1996.

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX-II – 1 b

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING 11TH PLAN : 2007-2012

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	2007-2008	210	210	230	665	144	560	653	57	2729
2	2008-2009	495	525	544	1423	337	1093	440	149	5006
3	2009-2010	361	561	466	1269	321	716	440	97	4231
4	2010-2011	481	525	329	721	326	979	595	135	4091
5	2011-2012	394	371	265	668	257	779	382	111	3227
6	Total	1941	2192	1834	4746	1385	4127	2510	549	19284

YEAR-WISE & DISTRICT-WISE NUMBER OF HOUSES CONSTRUCTED/UPGRADED DURING -7TH -11TH PLAN : 1987-2012

(In Numbers)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	7 TH PLAN 1987-1992	1301		198			246			1745
2	8 TH PLAN 1992-1997	848		262			392			1502
3	9 TH PLAN 1997-2002	2601	190	1398	138	83	1503	175	93	6181
4	10 TH PLAN 2002-2007	1404	1282	969	1488	604	2019	1229	557	9552
5	11 TH PLAN 2007-2012	1941	2192	1834	4746	1385	4127	2510	549	19284
6	Total Houses constructed since 7th Plan to 11th Plan	8095	3664	4661	6372	2072	8287	3914	1199	38264

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX-III

FINANCIAL ACHIEVEMENT OF SGSY AND DWCRA

(Rs in lakhs)

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	7 TH PLAN 1987-1992	A new programme known as "Swamjayanti Gram Swarozgar Yojana" (SGSY) has been launched from April 1999 only and therefore no achievement was made till April 1999.								
2	8 TH PLAN 1992-1997									
3	9 TH PLAN 1997-2002	83.103	22.8	39.82	16.27	9.693	49.264	21.143	11.41	253.503
4	10 TH PLAN 2002-2007	161.257	125.61	60.02	76.096	55.436	138.424	74.141	55.729	746.713
5	11 TH PLAN 2007-2012	421.7	308.298	120.952	265.33	133.032	316.285	179.085	135.83	1880.512
6	Total fund released by Govt. of India during 7 th to 11 th Plan	666.06	456.708	220.792	357.696	198.161	503.973	274.369	202.969	2880.728

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX –IV

PHYSICAL ACHIEVEMENT OF SGSY

Sl No.	YEAR	NAME OF DISTRICT RURAL DEVELOPMENT AGENCY								
		Aizawl	Champhai	Saiha	Lawngtlai	Kolasib	Lunglei	Mamit	Serchhip	Total
1	2	3	4	5	6	7	8	9	10	11
1	Number of SHGs formed since inception till 2011-2012	435	391	257	328	200	381	331	337	2660
2	Number of SHGs that have passed Grade-I since inception till 2011-2012	265	273	224	328	147	253	196	283	1969
3	Number of SHGs that have passed Grade-II since inception till 2011-2012	170	195	185	139	82	142	95	185	1193
4	Number of SHGs that have taken up Economic Activities after Grade-I since inception till 2011-2012	265	273	219	139	147	170	141	251	1605
5	Number of SHGs that have taken up Economic Activities after Grade-II since inception till 2011-2012	170	195	185	139	82	126	46	243	1186
6	Number of women SHGs Formed since inception till 2011-2012	405	190	48	46	85	247	301	289	1611
7	Number of BPL families that have crossed the poverty line	51	-	984	103	-	-	88	-	1226
8	Number of Members of SHGs Assisted for Economics Activities	410	1486	300	160	50	270	210	28	2914

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 1 a

Physical Achievements & Credit Linkages under SGSY - 2007 - 2008

Self-Help Groups(SHG)

State: MIZORAM

Year: 2007-2008

Upto Month:March

(Numbers)

S.No.	Name of The District	Till Month	No. of SHGs Formed		No. of SHGs that have defunct since inception	No. of SHGs that have passed Grade I		No. of SHGs that have passed Grade II		No. of SHGs that have Taken up Eco-Activities				No. of Women SHGs Formed		No. of Women SHGs that have taken up Eco-Activities during the year	No. of BPL Families that have crossed the poverty line
			Total Since 1.4.99	During the Current year upto the month		Total Since 1.4.99	During the Current year upto the month	After Grade-I		After Grade-II		Total Since 1.4.99	During the Current year upto the month				
								Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	367	8	7	220	0	120	0	220	0	120	0	290	0	290	50
2.	CHAMPHAI	03	285	30	5	87	17	140	54	87	17	140	70	170	18	102	20
3.	SAIHA	03	154	60	10	28	6	60	56	28	6	60	56	30	10	2	4
4.	KOLASIB	03	134	24	13	97	20	50	11	97	20	50	11	58	18	17	0
5.	LAWNGTLAI	03	114	35	22	114	20	55	14	55	14	0	0	8	1	1	0
6.	LUNGLEI	03	25	25	0	15	15	10	10	15	15	15	10	25	25	25	50
7.	MAMIT	03	318	23	0	255	38	208	14	224	0	204	10	286	0	7	76
8.	SERCHHIP	03	322	24	95	201	33	130	25	220	5	100	0	281	6	15	95
	Total		1719	229	152	1017	149	773	184	946	77	689	157	1148	78	459	295

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX – IV – 1 b

Self-Help Groups and individual Swarozgaris - Assistance provided for pursuing Economic Activities

State: MIZORAM

Year: 2007-2008

(Numbers)

S.No.	Name of District	Till Month	No. of Members of SHGs Assisted for Economic Activities						No. of Individual Swarozgaris Assisted for Economic Activities					
			Total	SC	ST	Minorities	Women	Disabled	Total	SC	ST	Minorities	Women	Disabled
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	AIZAWL	03	3600	0	3600	0	2925	20	17	0	17	0	5	0
2.	CHAMPHAI	03	264	0	264	0	79	0	19	0	19	0	4	0
3.	SAIHA	03	315	0	315	0	29	2	0	0	0	0	0	0
4.	KOLASIB	03	333	0	333	0	209	8	0	0	0	0	0	0
5.	LAWNGTLAI	03	140	0	140	140	20	2	52	0	52	52	9	2
6.	LUNGLEI	03	258	0	250	0	250	8	32	0	51	0	30	2
7.	MAMIT (AIZ-W)	03	0	0	0	0	0	0	5	0	2	0	3	0
8.	SERCHIPP (AIZ-S)	03	220	0	220	0	170	3	0	0	0	0	0	0
	Total		5130	0	5122	140	3682	43	125	0	141	52	51	4

Source : SLMC & IAC, Rural Development Department, Government. of Mizoram, 2012.

APPENDIX – IV – 1 c

Swaranjayanti Gram Swarozar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month March
Self - Help Groups and Individual Swarozgaris

State: MIZORAM

Year: 2007-2008

(Rs. in Lakhs)

Sl. No.	Name of the District	Till Month	Credit Disbursed to			Subsidy Disbursed to		
			SHGs	Individual Swarozgaris	Total	SHGs	Individual Swarozgaris	Total
1	2	3	4	5	6	7	8	9
1.	AIZAWL	03	22	0	22	39.6	0	39.6
2.	CHAMPHAI	03	0	0	0	8.066	1.9	9.966
3.	SAIHA	03	0	0	0	6	0	6
4.	KOLASIB	03	26.73	0	26.73	11	0	11
5.	LAWNGTLAI	03	14	5.2	19.2	14	5.2	19.2
6.	LUNGLEI	03	15.5	4	19.5	22.2	5.1	27.3
7.	MAMIT (AIZ-W)	03	0	0.5	0.5	0	0	0
8.	SERCHIPP (AIZ-S)	03	0	0	0	9	0	9
	Total		78.23	9.7	87.93	109.866	12.2	122.066

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 1 d

Swaranjayanti Gram Swarozgar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month
To the weaker Section

State: MIZORAM

Year: 2007-2008

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	Credit and Subsidy Disbursed to Weaker Sections															
			SC			ST			Minorities			Women			Disabled			
			Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
1.	AIZAWL	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2.	CHAMPHAI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3.	SAIHA	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
4.	KOLASIB	03	0	0	0	26.73	11	37.73	0	0	0	13.5	8	21.5	0	0	0	0
5.	LAWNGTLAI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6.	LUNGLEI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
7.	MAMIT (AIZ-W)	03	0	0	0	1	0.5	1.5	0	0	0	0	0	0	0	0	0	0
8.	SERCHIPP (AIZ-S)	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Total		0	0	0	27.73	11.5	39.23	0	0	0	13.5	8	21.5	0	0	0	0

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 1 e

Swaranjayanti Gram Swarozgar Yojana

District - Wise Subsidy and Credit Disbursed for Revolving Fund and No. of SHGs provided with Revolving Fund

Self - Help Groups

State: MIZORAM

Year: 2007-2008

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	No. of SHGs provided with Revolving Fund	Cash - Credit Disbursed	Subsidy Disbursed
1	2	3	4	5	6
1.	AIZAWL	03	0	0	0
2.	CHAMPHAI	03	19	0	8.066
3.	SAIHA	03	0	0	0
4.	KOLASIB	03	0	0	0
5.	LAWNGTLAI	03	14	14	14
6.	LUNGLEI	03	25	15.5	22.2
7.	MAMIT (AIZ-W)	03	0	0	0
8.	SERCHIPP (AIZ-S)	03	0	0	0
	Total		58	29.5	44.266

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 1 f

District-Wise Loan Applications Pending with Banks upto the month

State:MIZORAM

Year: 2007-2008

(Numbers)

S.No	Name of District	Till Month	Applications From SHGs					Applications From Individual Swarozgaris				
			No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks	No. of Application Rejected by Banks	No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks	No. of Application Rejected by Banks
1.	AIZAWL	03	71	22	22	29	0	1	0	0	1	0
2.	CHAMPHAI	03	22	0	0	22	0	42	0	0	42	0
3.	SAIHA	03	55	55	55	2	0	0	0	0	0	0
4.	KOLASIB	03	27	39	39	0	0	0	0	0	0	0
5.	LAWNGTLAI	03	14	14	14	0	0	52	52	52	0	0
6.	LUNGLEI	03	25	19	19	6	0	51	41	41	10	0
7.	MAMIT	03	0	0	0	0	0	5	5	5	0	0
8.	SERCHHIP	03	15	0	0	0	0	0	0	0	0	0
	Total		229	149	149	59	0	151	98	98	53	0

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 1 g

Swaranjayanti Gram Swarozgar Yojana

District and Bank - wise Credit Disbursed upto the month: March

State: MIZORAM

Year: 2007-2008

(Rs. in Lakhs)

Sl.No.	Name of the District	Till Month	Credit Disbursed By				Total By All Banks	No. of SGSY Committee Meetings held			No. of Meetings held of the		
			Commercial banks	Cooperative Banks	Regional Rural Banks	Other, if any banks		State Level	District Level	Block Level	State Level Bankers Committe(SLBC)	District Level Bankers Committe(DLBC)	Block Level Bankers Committe(BLBC)
1.	AIZAWL	03	3.2	0	10.314	0	13.514	0	0	0	0	0	0
2.	CHAMPHAI	03	0	0	0	0	0	0	3	8	0	0	0
3.	SAIHA	03	2	10	16	0	28	0	0	0	0	0	0
4.	KOLASIB	03	0	0	32.23	0	32.23	0	0	0	0	0	0
5.	LAWNGTLAI	03	0	55	15	0	70	0	3	3	0	0	0
6.	LUNGLEI	03	6	6.5	7	0	19.5	0	1	2	0	1	2
7.	MAMIT	03	0	0	1	0	1	0	0	0	0	0	0
8.	SERCHHIP	03	3	2	1	0	6	0	0	0	0	0	0
	Total		14.2	73.5	82.544	0	170.244	0	7	13	0	1	2

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 2 a

Physical Achievements & Credit Linkages under SGSY - 2008 – 2009

Self-Help Groups(SHG)

State: MIZORAM

Year: 2008-2009

Upto Month:March

(Numbers)

S.No.	Name of The District	Till Month	No. of SHGs Formed		No. of SHGs that have defunct since inception	No. of SHGs that have passed Grade I		No. of SHGs that have passed Grade II		No. of SHGs that have Taken up Eco-Activities				No. of Women SHGs Formed		No. of Women SHGs that have taken up Eco-Activities during the year	No. of BPL Families that have crossed the poverty line
			Total Since 1.4.99	During the Current year upto the month		Total Since 1.4.99	During the Current year upto the month	After Grade-I		After Grade-II		Total Since 1.4.99	During the Current year upto the month				
								Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	409	42	7	340	120	159	39	340	120	159	39	400	110	110	50
2.	CHAMPHAI	03	309	80	6	121	62	160	28	121	62	160	28	192	46	42	48
3.	KOLASIB	03	159	4	13	109	23	58	13	111	15	60	9	76	2	11	0
4.	LAWNGTLAI	03	169	58	58	169	58	72	21	169	58	72	21	16	6	1	0
5.	LUNGLEI	03	220	28	18	92	12	128	16	81	17	41	3	200	20	20	100
6.	MAMIT (AIZ-W)	03	297	4	85	296	36	226	22	222	36	123	16	290	4	4	82
7.	SAIHA	03	188	34	0	71	11	37	9	60	0	28	0	32	2	0	0
8.	SERCHIPP (AIZ-S)	03	322	24	80	250	28	157	27	227	7	227	7	281	13	13	0
	Total		2073	274	267	1448	350	997	175	1331	315	870	123	1487	203	201	280

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 b

Self-Help Groups and individual Swarozgaris - Assistance provided for pursuing Economic Activities

State: MIZORAM

Year: 2008-2009

(Numbers)

S.No.	Name of District	Till Month	No. of Members of SHGs Assisted for Economic Activities					No. of Individual Swarozgaris Assisted for Economic Activities						
			Total	SC	ST	Minorities	Women	Disabled	Total	SC	ST	Minorities	Women	Disabled
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	AIZAWL	03	4900	0	4900	0	4880	0	8	0	8	0	8	0
2.	CHAMPHAI	03	690	0	690	0	252	11	30	0	30	0	13	1
3.	KOLASIB	03	0	0	40	0	30	8	0	0	0	0	0	0
4.	LAWNGTLAI	03	210	0	210	0	60	10	113	0	113	0	25	8
5.	LUNGLEI	03	230	0	230	0	200	8	58	0	58	0	37	5
6.	MAMIT (AIZ-W)	03	160	0	160	0	150	0	34	0	34	0	30	0
7.	SAIHA	03	0	0	0	0	0	0	0	0	0	0	0	0
8.	SERCHIPP (AIZ-S)	03	2270	0	2270	0	1080	0	45	0	45	0	45	0
	Total		8460	0	8500	0	6652	37	288	0	288	0	158	14

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 c

Swaranjayanti Gram Swarozar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month March
Self - Help Groups and Individual Swarozgaris

State: MIZORAM

Year: 2008-2009

(Rs. in Lakhs)

Sl. No.	Name of the District	Till Month	Credit Disbursed to			Subsidy Disbursed to		
			SHGs	Individual Swarozgaris	Total	SHGs	Individual Swarozgaris	Total
1	2	3	4	5	6	7	8	9
1.	AIZAWL	03	62	7.5	69.5	30.007	0.2	30.207
2.	CHAMPHAI	03	12	1.2	13.2	28	3	31
3.	KOLASIB	03	20.2	0	20.2	13.2	0	13.2
4.	LAWNGTLAI	03	21	11.3	32.3	21	11.3	32.3
5.	LUNGLEI	03	17	2	19	23	5.8	28.8
6.	MAMIT (AIZ-W)	03	10.1	5.4	15.5	15.421	4.457	19.878
7.	SAIHA	03	0	0.2	0.2	0	9	9
8.	SERCHIPP (AIZ-S)	03	8.4	1.55	9.95	7	5.16	12.16
	Total		150.7	29.15	179.85	137.628	38.917	176.545

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 d

Swaranjayanti Gram Swarozgar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month
To the weaker Section

State: MIZORAM

Year: 2008-2009

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	Credit and Subsidy Disbursed to Weaker Sections														
			SC			ST			Minorities			Women			Disabled		
			Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	0	0	0	69.5	30.207	99.707	0	0	0	62.55	27.79	90.34	0	0	0
2.	CHAMPHAI	03	0	0	0	13.2	31	44.2	0	0	0	5.1	14.3	19.4	0.1	0.1	0.2
3.	KOLASIB	03	0	0	0	22.75	13.2	35.95	0	0	0	17.25	9	26.25	0.25	0.1	0.35
4.	LAWNGTLAI	03	0	0	0	21	21	32.3	0	0	0	0	0	0	0	0	0
5.	LUNGLEI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6.	MAMIT (AIZ-W)	03	0	0	0	3.612	3.614	7.226	0	0	0	2	2	4	0	0	0
7.	SAIHA	03	0	0	0	0	9	0	0	0	0	0	0	0	0.2	0	0
8.	SERCHIPP (AIZ-S)	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Total		0	0	0	130.062	108.021	219.383	0	0	0	86.9	53.09	139.99	0.55	0.2	0.55

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 e

Swaranjayanti Gram Swarozgar Yojana

District - Wise Subsidy and Credit Disbursed for Revolving Fund and No. of SHGs provided with Revolving Fund
Self - Help Groups

State: MIZORAM

Year: 2008-2009

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	No. of SHGs provided with Revolving Fund	Cash - Credit Disbursed	Subsidy Disbursed
1	2	3	4	5	6
1.	AIZAWL	03	0	0	0
2.	CHAMPHAI	03	0	0	0
3.	KOLASIB	03	26	4	2.6
4.	LAWNGTLAI	03	0	0	0
5.	LUNGLEI	03	23	17	23
6.	MAMIT (AIZ-W)	03	0	0	0
7.	SAIHA	03	0	0	0
8.	SERCHIPP (AIZ-S)	03	27	7	4
	Total		76	28	29.6

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 f

District-Wise Loan Applications Pending with Banks upto the month

State: MIZORAM

Year: 2008-2009

(Numbers)

S.No	Name of District	Till Month	Applications From SHGs							Applications From Individual Swarozgaris								
			No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks	No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks		
						Less Than One Month	More Than One And Less Than Six Months	More Than Six Month					Total	Less Than One Month	More Than One And Less Than Six Months		More Than Six Month	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	AIZAWL	03	93	65	65	0	18	10	28	0	8	5	5	0	3	10	13	0
2	CHAMPHAI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3	KOLASIB	03	28	28	28	0	0	0	0	0	0	0	0	0	0	0	0	0
4	LAWNGTLAI	03	21	21	21	10	11	0	21	0	113	113	113	30	83	0	113	0
5	LUNGLEI	03	23	17	17	6	0	0	6	0	58	20	20	38	0	0	38	0
6	MAMIT (AIZ-W)	03	35	35	35	0	0	0	0	0	30	30	30	0	0	0	0	0
7	SAIHA	03	9	0	0	0	0	9	9	0	0	0	0	0	0	9	9	0
8	SERCHIPP (AIZ-S)	03	7	4	4	3	0	0	3	0	14	10	10	2	2	0	4	0
	Total		216	170	170	19	29	19	67	0	223	178	178	70	88	19	177	0

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –2 g

Swaranjayanti Gram Swarozgar Yojana

District and Bank - wise Credit Disbursed upto the month: March

State: MIZORAM

Year: 2008-2009

(Rs. in Lakhs)

Sl.No.	Name of the District	Till Month	Credit Disbursed By				Total By All Banks	No. of SGSY Committee Meetings held			No. of Meetings held of the		
			Commercial banks	Cooperative Banks	Regional Rural Banks	Other, if any banks		State Level	District Level	Block Level	State Level Bankers Committe(SLBC)	District Level Bankers Committe(DLBC)	Block Level Bankers Committe(BLBC)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	AIZAWL	07	0	0	0	0	0	0	0	0	0	0	0
2.	CHAMPHAI	03	0	7	6.2	0	13.2	1	3	8	1	2	6
3.	KOLASIB	03	0	0	23	0	23	0	0	0	0	0	0
4.	LAWNGTLAI	03	0	15.7	16.6	0	32.3	0	1	2	0	0	0
5.	LUNGLEI	03	6	6	7	0	19	0	1	1	0	2	1
6.	MAMIT	03	0	0	13.5	2	15.5	0	5	5	0	5	5
7.	SAIHA	03	2	7	0	0	9	0	1	1	0	0	0
8.	SERCHIPP (AIZ-S)	03	0	9.95	0	0	9.95	0	0	2	0	1	0
	Total		8	45.65	66.3	2	121.95	1	11	19	1	10	12

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 a

Physical Achievements & Credit Linkages under SGSY - 2009 – 2010

Self-Help Groups(SHG)s

State: MIZORAM

Year: 2009-2010

Upto Month:March

(Numbers)

S.No.	Name of The District	Till Month	No. of SHGs Formed		No. of SHGs that have defunct since inception	No. of SHGs that have passed Grade I		No. of SHGs that have passed Grade II		No. of SHGs that have Taken up Eco-Activities				No. of Women SHGs Formed		No. of Women SHGs that have taken up Eco-Activities during the year	No. of BPL Families that have crossed the poverty line
			Total Since 1.4.99	During the Current year upto the month		Total Since 1.4.99	During the Current year upto the month	After Grade-I		After Grade-II		Total Since 1.4.99	During the Current year upto the month				
								Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	409	10	7	240	120	159	120	240	120	159	120	400	110	15	50
2.	CHAMPHAI	03	356	28	18	165	68	119	32	165	68	119	32	181	10	14	35
3.	KOLASIB	03	188	20	13	143	20	72	10	143	18	71	9	76	2	2	0
4.	LAWNGTLAI	03	235	53	50	235	53	96	19	96	19	96	19	21	5	5	0
5.	LUNGLEI	03	248	35	25	144	69	123	35	93	12	67	14	203	25	16	28
6.	MAMIT (AIZ-W)	03	302	189	113	180	49	69	25	140	2	45	4	298	18	6	82
7.	SAIHA	03	200	16	15	84	40	75	10	63	20	130	31	43	8	7	35
8.	SERCHIPP (AIZ-S)	03	327	5	108	255	21	161	4	232	19	227	19	281	4	14	0
	Total		2265	356	349	1446	440	874	255	1172	278	914	248	1503	182	79	230

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 b

Self-Help Groups and individual Swarozgaris - Assistance provided for pursuing Economic Activities

State: MIZORAM

Year: 2009-2010

(Numbers)

S.No.	Name of District	Till Month	No. of Members of SHGs Assisted for Economic Activities						No. of Individual Swarozgaris Assisted for Economic Activities					
			Total	SC	ST	Minorities	Women	Disabled	Total	SC	ST	Minorities	Women	Disabled
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	AIZAWL	03	1650	0	1650	0	1550	0	8	0	8	0	8	0
2.	CHAMPHAI	03	920	0	920	0	350	22	23	0	23	0	16	2
3.	KOLASIB	03	113	0	113	0	93	0	0	0	0	0	0	0
4.	LAWNGTLAI	03	190	0	190	0	60	8	190	0	190	0	35	5
5.	LUNGLEI	03	300	0	300	0	280	10	20	0	20	0	12	5
6.	MAMIT (AIZ-W)	03	172	0	172	30	550	30	182	0	182	15	160	7
7.	SAIHA	03	704	1	701	2	250	10	33	1	31	1	10	11
8.	SERCHIPP (AIZ-S)	03	370	0	370	0	158	0	34	0	34	0	11	0
	Total		4419	1	4416	32	3291	80	490	1	488	16	252	30

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 c

Swaranjayanti Gram Swarozar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month May
Self - Help Groups and Individual Swarozgaris

State: MIZORAM

Year: 2009-2010

(Rs. in Lakhs)

Sl. No.	Name of the District	Till Month	Credit Disbursed to			Subsidy Disbursed to		
			SHGs	Individual Swarozgaris	Total	SHGs	Individual Swarozgaris	Total
1	2	3	4	5	6	7	8	9
1.	AIZAWL	03	0	0	0	42.01	0.2	42.21
2.	CHAMPHAI	03	18.75	1.8	20.55	32	2.3	34.3
3.	KOLASIB	03	14	0	14	18	0	18
4.	LAWNGTLAI	03	19	10.9	29.9	19	10.9	29.9
5.	LUNGLEI	03	23	4	27	35	3.4	38.4
6.	MAMIT (AIZ-W)	03	17.5	5.5	23	20	5	25
7.	SAIHA	03	4.3	0	4.3	10	9.42	19.42
8.	SERCHIPP (AIZ-S)	03	18.4	6.2	24.6	17.9	1.1	19
	Total		114.95	28.4	143.35	193.91	32.32	226.23

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 d

Swaranjayanti Gram Swarozgar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month
To the weaker Section

State: MIZORAM

Year: 2009-2010

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	Credit and Subsidy Disbursed to Weaker Sections														
			SC			ST			Minorities			Women			Disabled		
			Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	0	0	0	0	42.21	42.21	0	0	0	0	25.33	25.33	0	0	0
2.	CHAMPHAI	03	0	0	0	20.55	34.3	54.85	0	0	0	6	13.6	19.6	0.1	0.2	0.3
3.	KOLASIB	03	0	0	0	14	18	32	0	0	0	12	16	28	0	0	0
4.	LAWNGTLAI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5.	LUNGLEI	03	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
6.	MAMIT (AIZ-W)	03	0	0	0	23	24.5	47.5	0	0	0	20	18	38	1	1.2	2.2
7.	SAIHA	03	0	0.2	0.2	4.3	7.75	12.05	0	0	0	0	2.25	2.25	0	0	0
8.	SERCHIPP (AIZ-S)	03	0	0	0	24.6	19	43.6	0	0	0	20	14	34	0	0	0
	Total		0	0.2	0.2	86.45	145.76	232.21	0	0	0	58	89.18	147.18	1.1	1.4	2.5

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 e

Swaranjayanti Gram Swarozgar Yojana

District - Wise Subsidy and Credit Disbursed for Revolving Fund and No. of SHGs provided with Revolving Fund

Self - Help Groups

State: MIZORAM

Year: 2009-2010

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	No. of SHGs provided with Revolving Fund	Cash - Credit Disbursed	Subsidy Disbursed
1	2	3	4	5	6
1.	AIZAWL	03	7.6	0	42.21
2.	CHAMPHAI	03	0	0	0
3.	KOLASIB	03	0	0	0
4.	LAWNGTLAI	03	0	0	0
5.	LUNGLEI	03	38	27	38.4
6.	MAMIT (AIZ-W)	03	0	0	0
7.	SAIHA	03	0	0	0
8.	SERCHIPP (AIZ-S)	03	28	6.5	17.9
	Total		73.6	33.5	98.51

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 f

District-Wise Loan Applications Pending with Banks upto the month

State:MIZORAM

Year: 2009-2010

(Numbers)

S.No	Name of District	Till Month	Applications From SHGs							Applications From Individual Swarozgaris								
			No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks	No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks		
						Less Than One Month	More Than One And Less Than Six Months	More Than Six Month					Total	Less Than One Month	More Than One And Less Than Six Months		More Than Six Month	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	AIZAWL	03	93	65	65	28	36	29	93	0	2	2	2	0	0	0	0	0
2	CHAMPHAI	03	69	56	56	0	13	0	13	0	23	18	18	0	5	0	5	0
3	KOLASIB	03	28	15	15	0	0	0	0	0	0	0	0	0	0	0	0	0
4	LAWNGTLAI	03	19	19	19	0	0	0	0	0	101	101	101	0	0	0	0	0
5	LUNGLEI	03	28	22	22	0	6	0	6	0	15	11	11	0	4	0	4	0
6	MAMIT (AIZ-W)	03	20	7	7	0	0	0	0	0	45	22	22	0	0	0	0	0
7	SAIHA	03	82	7	4	0	4	0	4	78	33	0	0	0	0	0	0	33
8	SERCHIPP (AIZ-S)	03	34	12	12	15	7	0	22	0	27	11	11	14	2	0	16	0
	Total		373	203	200	43	66	29	138	78	246	165	165	14	11	0	25	33

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV –3 g

Swaranjayanti Gram Swarozgar Yojana

District and Bank - wise Credit Disbursed upto the month: March

State: MIZORAM

Year: 2009-2010

(Rs. in Lakhs)

Sl.No.	Name of the District	Till Month	Credit Disbursed By				Total By All Banks	No. of SGSY Committee Meetings held			No. of Meetings held of the		
			Commercial banks	Cooperative Banks	Regional Rural Banks	Other, if any banks		State Level	District Level	Block Level	State Level Bankers Committee(SLBC)	District Level Bankers Committee(DLBC)	Block Level Bankers Committee(BLBC)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	AIZAWL	03	0	0	0	0	0	0	2	3	1	1	1
2.	CHAMPHAI	03	0	4.4	20.32	0	24.72	0	2	2	0	1	1
3.	KOLASIB	03	3	0	14.25	2	19.25	0	0	0	0	0	0
4.	LAWNGTLAI	03	0	14.5	14.5	0	29	0	1	2	0	0	0
5.	LUNGLEI	03	10	8	9	0	27	0	0	0	1	2	0
6.	MAMIT	02	2.9	0	0	0	2.9	0	2	2	0	1	1
7.	SAIHA	03	1.8	0	2.5	0	4.3	1	1	2	2	4	1
8.	SERCHIPP (AIZ-S)	03	0	0	24.6	0	24.6	0	1	0	0	1	0
	Total		17.7	26.9	85.17	2	131.77	1	9	11	4	10	4

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 a

Physical Achievements & Credit Linkages under SGSY - 2010 - 2011

Self-Help Groups(SHG)

State: MIZORAM

Year: 2010-2011

Upto Month:March

(Numbers)

S.No.	Name of The District	Till Month	No. of SHGs Formed		No. of SHGs that have defunct since inception	No. of SHGs that have passed Grade I		No. of SHGs that have passed Grade II		No. of SHGs that have Taken up Eco-Activities				No. of Women SHGs Formed		No. of Women SHGs that have taken up Eco-Activities during the year	No. of BPL Families that have crossed the poverty line
			Total Since 1.4.99	During the Current year upto the month		Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month	After Grade-I		After Grade-II		Total Since 1.4.99	During the Current year upto the month		
										Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	435	16	7	265	170	170	49	265	170	170	49	405	197	98	105
2.	CHAMPHAI	03	381	25	28	226	61	165	46	226	61	165	46	186	8	26	52
3.	KOLASIB	03	193	15	21	146	11	75	9	146	13	77	9	76	1	4	40
4.	LAWNGTLAI	03	292	70	67	292	70	123	27	123	27	123	27	28	7	7	-
5.	LUNGLEI	03	271	15	35	213	59	158	36	105	65	87	39	228	9	19	-
6.	MAMIT	03	314	12	113	232	81	160	50	188	60	75	35	314	12	21	130
7.	SAIHA	03	239	31	15	104	40	113	20	104	31	113	3	46	3	3	200
8.	SERCHHIP	03	327	-	108	271	6	169	7	239	3	227	-	289	8	10	-
	Total		2452	184	394	1749	498	1133	244	1396	430	1037	208	1572	245	188	527

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 b

Self-Help Groups and individual Swarozgaris - Assistance provided for pursuing Economic Activities

State: MIZORAM

Year: 2010-2011

(Numbers)

S.No.	Name of District	Till Month	No. of Members of SHGs Assisted for Economic Activities						No. of Individual Swarozgaris Assisted for Economic Activities					
			Total	SC	ST	Minorities	Women	Disabled	Total	SC	ST	Minorities	Women	Disabled
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	AIZAWL	03	1020	-	1020	-	816	5	15	-	15	-	10	1
2.	CHAMPHAI	03	1295	-	1295	-	325	16	53	-	53	-	24	8
3.	KOLASIB	03	-	-	-	-	-	-	-	-	-	-	-	-
4.	LAWNGTLAI	03	270	-	160	-	70	12	111	-	111	-	52	14
5.	LUNGLEI	03	440	-	440	-	300	4	45	-	45	-	40	-
6.	MAMIT (AIZ-W)	03	70	-	70	4	40	2	31	-	30	3	21	2
7.	SAIHA	03	644	3	340	1	197	13	25	-	9	-	5	11
8.	SERCHIPP (AIZ-S)	03	160	-	160	-	-	-	23	-	23	-	17	-
	Total		3899	3	3485	5	1748	52	303	0	286	3	169	36

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 c

Swaranjayanti Gram Swarozar Yojana

District - Wise Subsidy and Credit Disbursed upto the Month March

Self - Help Groups and Individual Swarozgaris

State: MIZORAM

Year: 2010-2011

(Rs. in Lakhs)

Sl. No.	Name of the District	Till Month	Credit Disbursed to			Subsidy Disbursed to		
			SHGs	Individual Swarozgaris	Total	SHGs	Individual Swarozgaris	Total
1	2	3	4	5	6	7	8	9
1.	AIZAWL	03	39.20	1.00	40.20	48.59	1.00	49.59
2.	CHAMPHAI	03	28.00	2.60	30.60	46.00	5.30	51.30
3.	KOLASIB	03	24.00	2.95	26.95	22.0	0.9	22.9
4.	LAWNGTLAI	03	27.00	11.10	38.10	27.0	11.10	38.10
5.	LUNGLEI	03	29.00	3.30	32.30	44.00	4.50	48.50
6.	MAMIT (AIZ-W)	03	-	-	-	21	3	24.00
7.	SAIHA	03	2.6	0.18	2.78	16	2.1	18.1
8.	SERCHIPP (AIZ-S)	03	1.60	2.30	3.90	14.00	-	14.00
	Total		151.40	23.43	174.83	238.59	27.90	266.49

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 d

Swaranjayanti Gram Swarozgar Yojana
District - Wise Subsidy and Credit Disbursed upto the Month
To the weaker Section

State: MIZORAM

Year: 2010-2011

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	Credit and Subsidy Disbursed to Weaker Sections														
			SC			ST			Minorities			Women			Disabled		
			Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	03	-	-	-	39.20	49.59	73.79	-	-	-	31.00	40.00	71	1.25	1.25	2.50
2.	CHAMPHAI	03	-	-	-	30.60	51.30	81.90	-	-	-	1.30	2.40	3.70	0.30	0.80	1.10
3.	KOLASIB	03	-	-	-	24	22.00	46.00	-	-	-	14.00	14	28	-	-	-
4.	LAWNGTLAI	03	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5.	LUNGLEI	03	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
6.	MAMIT (AIZ-W)	03	-	-	-	-	1.30	1.30	-	-	-	-	1	1	-	0.2	0.2
7.	SAIHA	03	-	-	-	2.78	16.00	18.78	-	0.01	0.01	3.5	7.6	11.1	0.3	1	1.3
8.	SERCHIPP (AIZ-S)	03	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Total		0	0	0	96.58	140.19	226.77	0	0.01	0.01	49.80	65.00	114.80	1.85	3.25	5.10

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 e

Swaranjayanti Gram Swarozgar Yojana

District - Wise Subsidy and Credit Disbursed for Revolving Fund and No. of SHGs provided with Revolving Fund
Self - Help Groups

State: MIZORAM

Year: 2010-2011

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	No. of SHGs provided with Revolving Fund	Cash - Credit Disbursed	Subsidy Disbursed
1	2	3	4	5	6
1.	AIZAWL	03	170	39.20	49.59
2.	CHAMPHAI	03	61	2.90	6.10
3.	KOLASIB	03	12	1.75	1.2
4.	LAWNGTLAI	03	27	-	27.0
5.	LUNGLEI	03	88	29.00	48.50
6.	MAMIT (AIZ-W)	03	-	-	-
7.	SAIHA	03	5.4	6.59	10.25
8.	SERCHIPP (AIZ-S)	03	16	-	14
	Total		379.40	79.44	156.64

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 f

District-Wise Loan Applications Pending with Banks upto the month

State:MIZORAM

Year: 2010-2011

(Numbers)

S.No	Name of District	Till Month	Applications From SHGs							Applications From Individual Swarozgaris								
			No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks	No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks		
						Less Than One Month	More Than One And Less Than Six Months	More Than Six Month					Total	Less Than One Month	More Than One And Less Than Six Months		More Than Six Month	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	AIZAWL	03	219	131	131	-	-	-	88	-	15	13	13	-	-	-	2	-
2	CHAMPHAI	03	107	43	43	-	-	-	64	-	53	26	26	-	-	-	27	-
3	KOLASIB	03	34	27	27	-	-	5	5	-	9	8	8	-	-	1	1	-
4	LAWNGTLAI	03	27	27	27	-	-	-	-	-	111	111	111	-	-	-	-	-
5	LUNGLEI	03	44	29	29	15	-	-	15	-	45	33	33	12	12	-	12	-
6	MAMIT	03	12	3	3	-	6	3	9	-	12	6	6	-	-	3	6	-
7	SAIHA	03	71	54	14	4	10	54	68	3	71	54	14	4	4	54	210	3
8	SERCHHIP	03	30	-	-	13	-	-	13	-	23	-	-	-	11	-	11	-
	Total		544	314	274	32	16	62	262	3	339	251	211	211	27	57	269	3

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 4 g

Swaranjayanti Gram Swarozgar Yojana

District and Bank - wise Credit Disbursed upto the month: March

State: MIZORAM

Year: 2010-2011

(Rs. in Lakhs)

Sl.No.	Name of the District	Till Month	Credit Disbursed By				Total By All Banks	No. of SGSY Committee Meetings held			No. of Meetings held of the		
			Commercial banks	Cooperative Banks	Regional Rural Banks	Other, if any banks		State Level	District Level	Block Level	State Level Bankers Committee(SLBC)	District Level Bankers Committee(DLBC)	Block Level Bankers Committee(BLBC)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	AIZAWL	03	-	-	-	-	-	-	3	3	3	2	2
2.	CHAMPHAI	03	-	14.00	19.50	-	33.50	2	5	6	1	1	1
3.	KOLASIB	03	-	-	27.3	-	27.3	-	-	-	-	-	-
4.	LAWNGTLAI	03	-	19.05	19.05	-	38.10	2	3	4	-	-	-
5.	LUNGLEI	03	-	-	28.10	14.20	42.30	-	2	2	1	2	-
6.	MAMIT	03	0.12	-	9.00	-	9.12	-	2	1	-	-	-
7.	SAIHA	03	1.89	1.80	2.9	0	6.59	2	1	2	1	1	1
8.	SERCHHIP	03	-	-	17.90	-	17.90	-	1	-	-	1	-
	Total		2.01	34.85	123.75	14.20	174.81	6	17	18	6	7	4

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 a

Physical Achievements & Credit Linkages under SGSY - 2010 - 2011

Self-Help Groups(SHG's)

State: MIZORAM

Year: 2011-2012

Upto Month: March, 2012

(Numbers)

S.No.	Name of The District	Till Month	No. of SHGs Formed		No. of SHGs that have defunct since inception	No. of SHGs that have passed Grade I		No. of SHGs that have passed Grade II		No. of SHGs that have Taken up Eco-Activities				No. of Women SHGs Formed		No. of Women SHGs that have taken up Eco-Activities during the year	No. of BPL Families that have crossed the poverty line
			Total Since 1.4.99	During the Current year upto the month		Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month	After Grade-I		After Grade-II		Total Since 1.4.99	During the Current year upto the month		
										Total Since 1.4.99	During the Current year upto the month	Total Since 1.4.99	During the Current year upto the month				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	March/2012	435	38	7	265	30	170	21	265	30	170	21	405	-	21	-
2.	CHAMPHAI	March/2012	391	10	43	273	47	195	30	273	47	195	30	190	4	35	51
3.	KOLASIB	March/2012	200	16	35	147	12	82	9	147	5	82	6	85	4	4	-
4.	LAWNGTLAI	March/2012	328	45	73	328	45	139	16	139	16	139	16	46	15	7	103
5.	LUNGLEI	March/2012	381	15	40	253	26	142	14	170	6	126	9	247	13	23	-
6.	MAMIT	March/2012	331	17	135	196	58	95	30	141	7	46	11	301	14	11	88
7.	SAIHA	March/2012	257	3	15	224	5	185	4	219	7	185	4	48	2	48	984
8.	SERCHHIP	March/2012	337	-	108	283	-	185	1	251	-	243	1	289	-	-	-
	Total		2660	144	456	1969	223	1193	125	1605	118	1186	98	1611	52	149	1226

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 b

Self-Help Groups and individual Swarozgaris - Assistance provided for pursuing Economic Activities

State: MIZORAM

Year: 2011-2012

(Numbers)

S.No.	Name of District	Till Month	No. of Members of SHGs Assisted for Economic Activities						No. of Individual Swarozgaris Assisted for Economic Activities					
			Total	SC	ST	Minorities	Women	Disabled	Total	SC	ST	Minorities	Women	Disabled
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1.	AIZAWL	March/2012	410	-	410	-	246	5	23	-	23	-	13	-
2.	CHAMPHAI	March/2012	1486	-	1486	-	532	12	34	-	34	-	13	1
3.	KOLASIB	March/2012	50	-	50	-	18	-	-	-	-	-	-	-
4.	LAWNGTLAI	March/2012	160	-	160	160	70	15	89	-	89	89	32	9
5.	LUNGLEI	March/2012	270	-	270	-	230	-	50	-	50	-	40	-
6.	MAMIT	March/2012	210	-	210	-	180	10	33	-	33	-	30	5
7.	SAIHA	March/2012	300	-	300	-	160	2	12	-	12	-	10	2
8.	SERCHHIP	March/2012	28	-	28	-	-	-	22	-	22	-	14	-
	Total		2914	-	2914	160	1436	44	263	-	263	89	152	17

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 c

Swaranjayanti Gram Swarozar Yojana

District - Wise Subsidy and Credit Disbursed upto the Month : March, 2012

Self - Help Groups and Individual Swarozgaris

State: MIZORAM

Year: 2011-2012

(Rs. in Lakhs)

Sl. No.	Name of the District	Till Month	Credit Disbursed to			Subsidy Disbursed to		
			SHGs	Individual Swarozgaris	Total	SHGs	Individual Swarozgaris	Total
1	2	3	4	5	6	7	8	9
1.	AIZAWL	March/2012	20.20	-	1.50	35.00	-	20.00
2.	CHAMPHAI	March/2012	17.00	1.60	18.60	30.00	3.40	33.40
3.	KOLASIB	March/2012	12.00	3.00	15.00	18.00	1.10	19.10
4.	LAWNGTLAI	March/2012	18.60	8.90	24.90	18.60	8.90	27.50
5.	LUNGLEI	March/2012	15.00	2.60	17.60	27.00	5.00	32.00
6.	MAMIT	March/2012	10.00	1.00	11.00	16.70	1.50	17.12
7.	SAIHA	March/2012	5.00	1.10	6.10	7.10	1.46	8.56
8.	SERCHHIP	March/2012	1.20	2.20	3.40	16.00	-	16.00
	Total		99.00	20.40	98.10	168.40	21.36	173.68

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 d

Swaranjayanti Gram Swarozgar Yojana

District - Wise Subsidy and Credit Disbursed upto the Month : March/2012

To the weaker Section

State: MIZORAM

Year: 2011-2012

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	Credit and Subsidy Disbursed to Weaker Sections														
			SC			ST			Minorities			Women			Disabled		
			Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total	Credit	Subsidy	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	AIZAWL	March/2012	-	-	-	20.20	35.00	55.20	-	-	-	10.92	12.00	22.92	-	-	-
2.	CHAMPHAI	March/2012	-	-	-	18.60	33.40	52.00	-	-	-	0.50	1.70	2.20	-	0.10	0.10
3.	KOLASIB	March/2012	-	-	-	12.00	18.00	30.00	-	-	-	8.00	8.00	16.00	-	-	-
4.	LAWNGTLAI	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5.	LUNGLEI	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
6.	MAMIT	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
7.	SAIHA	March/2012	-	-	-	6.10	8.56	14.66	-	-	-	4.2	5.9	10.1	0.2	0.2	0.4
8.	SERCHHIP	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Total		-	-	-	56.90	94.96	151.86	-	-	-	23.62	27.60	51.22	0.2	0.3	0.5

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 e

Swaranjayanti Gram Swarozgar Yojana

**District - Wise Subsidy and Credit Disbursed for Revolving Fund and No. of SHGs provided with Revolving Fund
Self - Help Groups**

State: MIZORAM

Year: 2011-2012

(Rs. in Lakhs)

S.No.	Name of the District	Till Month	No. of SHGs provided with Revolving Fund	Cash - Credit Disbursed	Subsidy Disbursed
1	2	3	4	5	6
1.	AIZAWL	March/2012	71	18.20	35.00
2.	CHAMPHAI	March/2012	47.00	1.90	4.70
3.	KOLASIB	March/2012	-	2.00	-
4.	LAWNGTLAI	March/2012	18.60	18.60	18.60
5.	LUNGLEI	March/2012	56	-	-
6.	MAMIT	March/2012	18.00	10.00	16.70
7.	SAIHA	March/2012	24	6.10	8.56
8.	SERCHIP	March/2012	12	-	16
	Total		246.60	56.80	99.56

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 f

District-Wise Loan Applications Pending with Banks upto the month : March/2012

State: MIZORAM

Year: 2011-2012

(Numbers)

S.No	Name of District	Till Month	Applications From SHGs								Applications From Individual Swarozgaris							
			No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks	No. of Loan Applications Submitted to Banks	No. of Loan Sanctioned by Banks	No. of Loans Disbursed	No. of Application Pending in Banks			No. of Application Rejected by Banks		
						Less Than One Month	More Than One And Less Than Six Months	More Than Six Month					Total	Less Than One Month	More Than One And Less Than Six Months		More Than Six Month	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
1	AIZAWL	March/2012	41	13	13	-	-	-	28	-	-	-	-	-	-	-	-	-
2	CHAMPHAI	March/2012	77	28	28	-	-	-	49	-	34	16	16	-	-	-	18	-
3	KOLASIB	March/2012	24	18	18	-	6	1	7	-	12	12	12	-	-	-	2	-
4	LAWNGTLAI	March/2012	16	16	16	-	-	-	-	-	89	89	89	-	-	-	-	-
5	LUNGLEI	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
6	MAMIT	March/2012	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
7	SAIHA	March/2012	29	27	26	1	-	-	1	1	16	15	10	-	-	-	10	1
8	SERCHIP	March/2012	28	-	27	1	-	-	-	-	22	-	22	-	-	-	-	-
	Total		215	102	128	2	6	1	85	1	173	132	149	-	-	-	30	1

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

APPENDIX – IV – 5 g

Swaranjayanti Gram Swarozgar Yojana District and Bank - wise Credit Disbursed upto the month: March/2012

State: MIZORAM

Year: 2011-2012

(Rs. in Lakhs)

Sl.No.	Name of the District	Till Month	Credit Disbursed By				Total By All Banks	No. of SGSY Committee Meetings held			No. of Meetings held of the		
			Commercial banks	Cooperative Banks	Regional Rural Banks	Other, if any banks		State Level	District Level	Block Level	State Level Bankers Committe(SLBC)	District Level Bankers Committe(DLBC)	Block Level Bankers Committe(BLBC)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	AIZAWL	March/2012	-	-	-	-	-	-	1	1	1	1	1
2.	CHAMPHAI	March/2012	-	4.70	15.80	-	20.50	1	3	8	1	1	1
3.	KOLASIB	March/2012	-	-	23.3	-	-	-	-	-	-	-	-
4.	LAWNGTLAI	March/2012	-	53	53	-	105	-	-	-	-	-	-
5.	LUNGLEI	March/2012	-	-	-	-	-	-	-	-	-	-	-
6.	MAMIT	March/2012	-	-	-	-	-	-	-	-	-	-	-
7.	SAIHA	March/2012	2.5	10.5	35.0	-	48.0	1	1	2	1	1	-
8.	SERCHIP	March/2012	-	-	19.40	-	-	-	3	-	-	-	-
	Total		2.5	68.20	146.50	-	173.50	2	8	11	3	3	2

Source : SLMC & IAC, Rural Development Department, Government of Mizoram, 2012.

Appendix - V

INTERVIEW SCHEDULE

NOTE : Contents of the Interview Schedule is strictly a means to gather information and for the collection of data alone and is to be held with confidentiality; no information will be construed in the disinterest of oneself or the other.

RESPONDENTS : RURAL DEVELOPMENT OFFICIALS/FUNCTIONARIES

EMPLOYEE NAME :

DESIGNATION :

PLACE OF POSTING :

1. How would you define your work ?

2. What would you describe as the most challenging thing in your job ?

3. What is the most enjoyable part of your work ?

4. How would you rate the Human Resource policy in RD/DRDA ?

- Excellent / Good/ Not Good
- If Not Good, give reason as :
 - (i) No stability of tenure/ service
 - (ii) Poor promotion avenue
 - (iii) Frequent / abrupt transfers
 - (iv) Inferior service conditions

5. What is the nature of your appointment ?
- Regular appointment through State Public Service Commission
 - Regular appointment through Departmental Selection Committee
 - Contract appointment through Departmental Selection Committee
 - Contract for 1 year
 - Contract for 3 years
 - Contract for 5 years
6. Is there probation period in your service/ contract ?
- Yes
 - No
7. If on Contract, is a Contract Agreement signed between you and the DRDA and Govt of Mizoram ?
- Yes / No
 - If Yes, is contract renewed after expiry term ?
 - If Yes, is it on similar terms ?
 - If No, what terms are in use : (i) Assumed to be on similar terms
(ii) Do not know what terms are in use
8. State the reasons as to why you entered the work contract, knowing full well that you do not have consistency of service : (i) Job requirement
(ii) Financial necessity
(iii) Age factor not favouring delay for seeking employment
9. What are the service benefits provided ?
- Leave
 - TA/DA
 - Medical
 - GPF/NPS
 - CPF/EPF
 - Retirement
10. Are you satisfied with the service benefits ?
- Yes
 - No
11. If No, specify reasons.
- Different norms under different schemes
 - Different welfare measures in different areas/ districts

- No State intervention to correct disparity
- No State intervention to provide corporate benefits

12. Any performance – linked incentives introduced ?

- Yes
- No

13. How long have you worked in your present capacity in the Rural Development sphere?

- 0-3 years/ 3-5 years/ 5 – 10 years / 10 – 15 years/ 15 – 20 years/ 20 years plus

14. What age group are you in at this time of interview ?

- 25 – 30 / 30 – 35 / 35 – 40 / 40 plus

15. Do you have plans to seek employment elsewhere?

- Yes / No
- If No, pl specify : (i) Satisfied with service
(ii) Not inclined
(iii) Overaged
- If Yes, pl specify: (i) No service retention
(ii) In-stability of service
(iii) Choice for better job avenues, of permanent nature

16. Has the Govt of Mizoram taken cognizance of the District/DRDA /Block level service condition ?

- Yes / No / Not sure
- If Yes, what is the response level : (i) Understanding
(ii) Sympathetic
(iii) Listens but lukewarm
- If No, what is the response level : (i) Disregard
(ii) Apathy towards the issue
(iii) Inaction of the superiors
(iv) Inaction of the government

17. Have you represented your service conditions ?

- Yes
- No

18. Representation , in what form?

- Verbal discussion with superiors
- Written representation to the authorities

19. Whether representations responded to ?

- Yes/No
- If Yes, what is the response level :
 - (i) Action-oriented
 - (ii) Lukewarm
- If No, what is the response level :
 - (i) Inadequate understanding of situation
 - (ii) Insensitivity to poor service
 - (iii) Complacency of authorities

20. Is creation of Rural Development cadre service necessary ?

- Yes /No

21. Are there plans for absorption into the line departments ?

- Yes / No / Not aware

22. Is work performance appraised on an annual basis ?

- Yes / No
- If Yes, whether Annual Performance Appraisal Report (APAR) or other proforma is in use.
- Yes/ No
- If No, specify reasons : (i) Non-insistence by Govt/ DRDA
(ii) No promotion, no need for APAR

23. What type of trainings have you been imparted ?

- Foundation training
- Periodic trainings
- In-service Training
- Number/frequency of trainings

24. Who schedules trainings?

- Govt of Mizoram / DRDA / NIRD/SIRD/ own initiative ?

25. How many trainings have you undergone in 3 years ?

- Once/Twice/ Thrice, More than 3 times

26. Are you satisfied with the duties and responsibilities assigned to you ?

- Yes / No

27. Do you have good rapport with the public / PRIs / NGOs/ CBOs/ related agencies / institutions ?

- Yes / No

28. Can you earn the trust of public/PRIs etc within a short duration in the field, specify period ?

- 1 year / 3 years / 5 years

29. Rate your effectiveness and efficiency in the work field/rural areas.

- 6/10
- 7/10
- 8/10
- 9/10
- 10/10

30. Do you consider yourself a professional expert for Rural Development services?

- Yes / No

31. To professionalize Rural Development, is a separate administrative cadre required like other states of India

- (i) Not required
- (ii) Required
- (iii) Status quo

32. Is DRDA with sufficient manpower ?

- Yes / No
- If No, is it due to : (i) Longstanding vacancies
(ii) Vacancies of any duration disrupt work
(iii) No sanctioned posts
(iv) Transfer of staff elsewhere, without substitution / alternative

33. Is work relationship satisfactory?

- Yes / No

- If Yes, pl specify (i) Cordial
(ii) Supportive
(iii) Cooperative

- If No, pl specify (i) Disregard
(ii) Dispute over authority
(iii) Non-cooperation
(iv) Non-coordination

34. How would you rate your team working skills ?

- Above average / Average / Below Average.

35. How would you rate employee motivation in the Rural Development Department ?

- Above average / Average / Below average.

36. What factors do you prioritize ?

- Productivity
- Quality
- Succession plan
- People relationship
- Development of subordinates

37. Prioritize the following motivational factors.

- Knowledge
- Training
- Salary
- Welfare
- Systems
- Organizational value
- Transparency
- Performance Appraisal
- Incentives / rewards for good performance

38. De-motivational factors aggravate quality, do you accept ?

- Yes/No

39. Motivational factors or de-motivational factors that influence quality of service are:

- Communication
- Leadership
- Systems of organization/service

- Lack of knowledge and experience
- All of the above

40. What would be the ideal duration of tenure in a particular place of posting ?

- 3 years/ 5 years / 10 years +

41. Are you satisfied with the system of transfer and posting ?

- Yes / No
- If No, pl specify reasons : (i) No procedural norms
(ii) Political intervention
(iii) Favouritism by authorities

42. Does Rural Development Department need administrative re-organization ?

- Yes/ No
- If Yes, give suggestions

43. What is your perspective of the HR policy of MGNREGA, MZSRLM, IWMP ?

- Excellent / Good / Not good

44. Do you think that the engagement of fresh blood through contractual assignments alone is amenable for effective operation of the MGNREGA, MZSRLM, IWMP etc?

- Yes/No
- If Yes, pl state reasons : (i) Modern and updated knowledge
(ii) Energetic disposition
(iii) Motivated with first time job
- If No, pl state reasons (i) No experience
(ii) Instability
(iii) Non-attachment
(iv) Non-asset for organization

45. In your opinion, is political will a given in the Rural Development processes, to bring about the anticipated socio-economic development of the nation/ state ?

- Yes / No

46. Have been faced by any arbitrary political intervention in the Rural Development processes?

- Frequently/ Sometimes/ Rarely

47. What is the impact of Rural Development in Mizoram ?

- Strong
- Not strong
- Feeble
- Not sure

48. If strong, specify :

- Provides socio-economic welfare measures
- Provides assets and infrastructure
- Assuages financial distress

49. If Not strong/ feeble, specify :

- Uneven spread of development
- RD perceived as assistance provider & not facilitator
- RD programme packages seen as freebies
- Political intervention is not positive

50. What would be the best practises that Rural Development Department, Mizoram need to take up for a wholesome development of the rural poor/areas. Highlight.

Supervised
By
Professor Srinibas Pathi
Public Administration Department
Mizoram University

A questionnaire framed by
Lalthanchami Sailo, PhD Scholar,
RegnNo : MZU/PhD/152/31.05.2007 dt. 17.05.2012
Public Administration Department
Mizoram University

