

**THE ROLE OF BUREAUCRACY IN
DEVELOPMENT ADMINISTRATION IN MIZORAM**

Thesis

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

By

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CERTIFICATE

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PREFACE

The role of bureaucracy in India has changed considerably after independence from the maintenance of law and order, revenue collection to an agent of socio-economic development of the country. It is increasingly recognized that much of the success of our development programmes depends upon the effective performance of bureaucracy.

The term 'bureaucracy' can be used as a collective word for a body of administrative officials characterised by well defined rules and regulations, sound recruitment and promotional system, hierarchical structure, impersonality, neutrality, and division of labour. In a 'Welfare State,' bureaucracy has to function as an agent to usher socio-economic development. Development necessitated improvements and achievements in all sectors of the society that is sought to be brought about by the government in modern society. To perform the task of development, there are two structures that can effectively mobilize support of the people i.e. the administrative system and the political leadership. Between the two structures, the bureaucratic structure is more important than the political structure because they are recruited on the basis of merit and enjoyed permanency of tenure. They are continually shifted from one department to the other which gives them an insight on the workings of various departments. Development administration lays stress on the improvement of skills and knowledge of 'development-oriented administrators' to make them a reliable agent for the development task of the country.

The first chapter is a brief introduction about administration, personnel administration and development administration. It also highlights research problem, review of literature, scope of the study, objectives, research question, research methodology, and chapterisation.

The second chapter traces the evolution of the various administrative Settings of Mizoram from the pre-British period till Mizoram attained statehood.

The third chapter covers the theoretical aspects of personnel administration and its implications. Structure, Recruitment, Training, promotion and Conduct rules of the Government are studied. It also addresses personnel administration of Mizoram under different administrative set-up with particular reference to the Mizoram Civil Service (MCS).

Chapter four covers the theoretical meaning of development administration and the issues therein. The study is narrowed down to Mizoram situation and the NLUP

Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department are studied.

Chapter five covers the theoretical implications of the relationship between the political and non-political executives. The underlying issues and challenges of the relationship are also studied. Our study is narrowed down to Mizoram situation and the relationship between the political and non-political executives under different administrative settings of Mizoram is studied in the later part of the chapter.

In chapter six, an empirical study is made on development administration, relationship between the political and non-political executives, and bureaucratic structure of Mizoram, the functioning of bureaucracy as well as the dysfunctions and the issues and challenges therein.

In the last chapter, answers to our research questions, concluding remarks and suggestions are made on the role of bureaucracy in development administration of Mizoram for improvement and more effective performance towards the development needs of the state.

ABBREVIATIONS

AO	-	Administrative Officer
AAO	-	Area Administrative Officer
AMPO	-	Assam Maintenance of Public Order
ATI	-	Administrative Training Institution
ACR	-	Annual Confidential Rolls
ADA	-	Aizawl Development Authority
AIS	-	All India Services
ARC	-	Administrative Reform Commission
BADP	-	Border Area Development Programme
CEM	-	Chief Executive Member
CSS	-	Centrally Sponsored Schemes
CSP	-	Civil Services Preliminary Examination
CSE	-	Civil Service Examination
DIR	-	Defence of India Rules
DPC	-	Departmental Promotion Committee
DRDA	-	District Rural Development Agencies
DM	-	District Magistrate
DCS	-	Deputy Commissioner's
ELA	-	Extended Loop Area
EAP	-	Externally Aided Projects
ETC	-	Extension Training Centre

GOI	-	Government of India
HNC	-	Hmar National Congress
HPC	-	Hmar People's Convention
ISUP	-	Interest Subsidy Scheme for Housing the Urban Poor
ISHUP	-	Interest Subsidy Scheme for Housing the Urban Poor
IAY	-	Indira Awaaz Yojana
IWDP	-	Integrated Wasteland Development Programme
IWMP	-	Integrated Watershed Management Programme
IPS	-	India Police Service
IAS	-	Indian Administrative Service
IFS	-	Indian Foreign Service
JNNURM	-	Jawaharlal Nehru National Renewal Mission
LAD	-	Local Administration Department
MCS	-	Mizoram Civil Services
MNF	-	Mizo National Front
MPC	-	Mizoram People's Conference
MCS	-	Mizoram Civil Service
MBO	-	Management by Objective
MPI	-	Ministry of Programme Implementation
NIB	-	National Implementing Board
NRLM	-	National Rural Livelihood Mission
NGC	-	New Group Centres
NLUP	-	New Land Use Policy

OBC	-	Other Backward Class
PPV	-	Progressive and Protected Villagers
SIPMU	-	State Investment Project Management and Implement Unit
SIPMU	-	State Investment Programme Management and Implementation Unit
SLMC & IAC	-	State Level Monitoring Cell and Internal Audit Cell
SIRD	-	State Institute of Rural Development
SGSY	-	Swarnjayanti Gram Swarozgar Yojana
SECC	-	Socio Economic and Caste Census
SHDC	-	Sinlung Hills Development
ST	-	Scheduled Tribes
SC	-	Scheduled Caste
SSC	-	Staff Selection Commission
SDM	-	Sub Divisional Magistrate
UIG	-	Urban Infrastructure and Governance
UIDSSMT	-	Urban Infrastructure Development Scheme for Small and Medium Towns
UMFO	-	The United Mizo Freedom Organization
UPSC	-	Union Public Service Commission
VGC	-	Voluntary Group Centres
VRS	-	Voluntary Retirement Scheme
ZNP	-	Zoram Nationalist Party

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CHAPTER- I

Introduction

Development administration is an important concept in public administration. The main feature of development administration is to carry out development programmes and policies as per developmental goals of the society. Since Bureaucracy is the administrative agency entrusted with the responsibility, bureaucrats form the back-bone in the development of a society.

The term Bureaucracy is derived from the word bureau which is used in the early eighteenth century in Western Europe to refer not only to a writing desk, but to an office, or a workplace, where officials worked. The original French meaning of the word *bureau* was the baize used to cover desks. The Greek suffix *kratia* or *kratos* means "power" or "rule." Bureaucracy thus basically means office power or office rule, the rule of the officialdom.¹ In the recent decades, Bureaucracy was used as a pejorative term, it was put under a critical eye by the public, but it was Max Weber, the German sociologist who gave the term 'bureaucracy' a whole new meaning, he emphasised the importance of bureaucracy as an administrative organisation for promoting clean, healthy and efficient public administration.² Max Weber defined bureaucracy in terms of its structural characteristics and depicted a kind of organisation which are characterised by a well-defined hierarchy of authority, division of labour based on functional specialisation, a system of rules covering the rights and duties of incumbents of various positions in the organisation, a system of procedures for dealing with work, impersonality of interpersonal relationships and selection of employment and promotion based on technical competence. Its behavioural characteristics are precision, objectivity and consistency.³

1. Bureaucracy, <http://www.newworldencyclopedia.org/entry/Bureaucracy>, accessed on 5.2.2013.

2. R.K. Sapru (2002), *Development Administration*, Sterling Publishers Private, Limited, A-59, Okhla Industrial Area, Phase II, New Delhi, Second revised edition. P. 299.

3. S R Maheshwari (1998), *Administrative Thinkers*, Macmillan India limited, first published. P. 98.

The term 'bureaucracy' can be used as a collective word for a body of administrative officials. Bureaucracy is considered as the principal instrument for socio-economic development of the country. They are the prime agent to accelerate the developmental needs and for this task, it is important to lay emphasis on the administrative capability for development administration. Bureaucracy has to gear up and be a reliable agent for development of the society.

1.1. Administration: Administration can be defined as organized efforts that involve direction, co-ordination and control towards the realization of common goals and objectives. Administration and Management are at times used interchangeably, however, a controversy often arise because of the usage of these two terms.

Oliver Sheldon was the first to make a distinction between management and administration and he is of the view that administration is the function in industry concerned with the determination of the corporate policy, the coordination of finance, production and distribution. Management is the function concerned with the execution of policy set the limits set by administration. There are some who identified administration as a part of management. There are also others who make no distinction between management and administration.⁴

Management can be classified into (a) administrative management which is concerned with laying down policies and determining goals, and (b) operative management which is concerned with implementation of the policies for the achievement of goals.⁵ The administration is the top level of the organization with the decisive functions. They are responsible for determining the policies and objectives of the organization or the firm. Management, on the other hand is the middle level executive function. They implement the policies and objectives as decided by the administration.⁶ It is difficult to demarcate

4. *Difference between Administration and Management*,<http://www.educationobserver.com/forum/showthread.php?tid=11887> accessed on 1.5.2013.

5. *Ibid.*

6. *Difference between Management and Administrator* <http://www.differencebetween.info/difference-between-management-and-administration> accessed on.10.5.2013.

lines between managerial and administrative functions because the same sets of person perform these functions. The administrator also performs managerial functions. Administration determine the goals and objectives of the organization and management carry out those policies

1.2. Personnel Administration: Personnel administration plays an important role for the achievement of the organizational goals and objectives. Personnel administration is the branch of public administration which deals with the management of the human resources in the organization through the application of systematic and scientific knowledge in order to develop the best potentialities of the employees for the attainment of the goals and objectives of the organization.

Personnel administration has to focus on various aspects of managing the personnel by adopting a sound recruitment system, posting, training, performance appraisal, promotions, employee's welfare etc in order to get the best skills and performance out of its employees. So, a sound personnel administrative system is required for the efficient and effective functioning of any organization.

1.3. Development Administration: Development can be defined as a process of directed change towards some objectives which are accepted as desirable goals. It implies progressive improvements in the living conditions and quality of life, expanding choices, freedom and dignity which are enjoyed by the society and shared by its members.⁷ Development Administration emerged after the Second World War in the wake of the decolonization of Third World countries and was based on 'modernization' paradigm to develop these countries along the capitalist lines.⁸ Development administration is the process of carrying out development programmes and projects in the direction of nation-building and socio-economic progress through a developed administrative organization. It is through public organizations and their proper management that a developing country can carry development policy measures for the realization of its national goals.⁹

7. S.L. Goel (2009), *Development Administration, Potentialities and Prospects*, Deep & Deep Publications PVT.LTD, F-159, Rajouri Garden, New Delhi-110027, p. 6.

8. Prabhat Datta, "*Development Administration: New Agenda*" in Ramesh K. Arora (ed.) (2004), *Public Administration, Fresh Perspectives*, Aalekh Publishers, Jaipur-302001. India, p. 177.

9. R.K. Sapru, *Development Administration, Op.Cit.*, p. 82.

Development administration lays stress on the improvement of skills and knowledge of 'development-oriented administrators' to make them a reliable agent for the development task of the country.

1.4. Research Problem: Bureaucracy plays an important role in development administration. However, over the years, the bureaucracy has been put under much scrutiny. It is increasingly recognized that much of the success of our development programmes depends upon the effective performance of bureaucracy. Therefore, bureaucracy is now considered to be the principal instrument of nation building and development. The present study is the first attempt to study the role of bureaucracy in development administration of Mizoram. Till date, no attempt has been made towards a study of bureaucracy in Mizoram. It is also the first attempt to trace the evolution of the different Administrative set-ups of Mizoram as well as Personnel administration of Mizoram. There has not been any attempt made in this area of studies before. Unavailability of adequate published materials and records is a major challenge in our study. Old records are not properly maintained especially for tracing the evolution of personnel administration in Mizoram. Therefore, we have to rely mostly on personal interviews and questionnaires from the serving and retired bureaucrats, political leaders, various functionaries from different government departments of Mizoram as well as from the NGOs.

1.5. Review of Literature: The role of bureaucracy in the context of development administration has attracted the attention of policy makers, researchers and writers. While going through the available literature in this field, we have come across some significant books and articles, some of which are reviewed below:

The book by S.L. Goel and Shalini Rajneesh (2002), *Public Personnel Administration, Theory and Practice*,¹⁰ deal with the various aspects of personnel administration in India. It also analyzes the personnel administration in developed and developing countries for the reform of personnel system.

10. S.L.Goel, Shalini Rajneesh (2002), *Public Personnel Administration, Theory and Practice*, Deep & Deep publications Pvt.Ltd, F-159, Rajouri Garden, New Delhi-110027.

In *Development administration (Second Revised Edition)*¹¹ by R.K.Sapru (1994), focus is made on public administration for development in developing countries and it highlights the strategies to overcome problems faced in this aspect. It deals with the concept and policies of development.

*Bureaucratic Culture in India*¹² by Damyanti Bhatnagar (1989) highlight the perceptions of the functionaries about the functioning of bureaucracy, it shows that bureaucratic set-up in India is not a representative one, but rather more in favour of the upper and middle strata of the society.

*Training of Development Administrators*¹³, Hari Mohan Mathur (1983), the book under review highlight the importance of training programmes to reduce the space between the leaders of society and the masses of the people, it points out how to achieve this goal and also provide designing programmes for development executives.

*Bureaucracy and Developmental Policies*¹⁴ by H.K. Asmeram, R.Hoppe and R.B. Jain (1992), the book under review provides an analysis to the socio-economic problems of developing countries and its solution lies with the bureaucracy as an instrument to provide the necessary change.

In a book by Nandita (2004), *Administrative Reforms, Initiatives and Impact*¹⁵ a study in the context of Rajsathan, the issues of goal-oriented administrative system have been discussed in the context of Rajasthan. The premises and impact of administrative reforms have been explained and factors influencing the success of reforms also have been outlined.

11. R.K. Sapru (1994), *Development administration (Second Revised Edition,)* Sterling Publishers Private Limited, reprint 2003.

12. Damyanti Bhatnagar (1989), *Bureaucratic Culture in India*, Rawat Publication, Jaipur.

13. Hari Mohan Mathur (1983), *Training of Development Administrators*, United Nations Asian and Pacific Development Center, Kuala Lumpur, Malaysia.

14. H.K. Asmeram, R.Hoppe and R.B. Jain (1992), *Bureaucracy and Developmental Policies*, Amsterdam, VU University Press.

15. Nandita(2004), *Administrative Reforms, Initiatives and Impact*, Aalekh publishers, jaipur-302001,2004.

*Personnel Administration in India, Retrospective Issues, Prospective Thoughts*¹⁶ by Bata k.Dey (1991) focus on the retrospective scenario of the public personnel system in India. The book emphasised that the new civil service system has to be informed by result consciousness and achievement motivation.

The book by Taradatt (2002) *Development Administration in an Indian State*¹⁷ is a guidebook for the BDO. It represents the BDO as a new culture of administration expected to plan and coordinate the rural development efforts and they are one of the most important links between the people and the Government. The book focus on the development functionaries to the duties and responsibilities of development administration and the block development administration in Orissa state is taken as a basis.

*Administrative Culture and Development*¹⁸ by SN Singh (1997) analyse administrative culture and its relationship with the development process. The book identified that positive connection between administrative culture and the developmental process requires modification in the prevailing administrative culture to suit the developmental requirements.

In a book by Hari Mathur (1986), *Administering development in the third world countries, constraints and choices*¹⁹ deals with the administrative dimension of development. It also focuses on the administrative system and its inability to cope with developmental challenges. It also describes the method for meeting the requirements of people-centred development.

In a book edited by S. Bhatnagar and S.L. Goel (1992) *Development Planning and Administration*²⁰, *A felicitation volume in honour of Professor B.S. Khanna* is a collection

16. Bata k.Dey (1991), *Personnel Administration in India, Retrospective Issues, Prospective Thoughts* , Uppal publishing house, new delhi-110002.

17. Taradatt (2002), *Development Administration in an Indian State*, uppal publishing house, New delhi-110002.

18. SN Singh (1997), *Administrative Culture and Development*, Mittal publications, new delhi-110059.

19. Hari Mathur (1986), *Administering development in the third world countries, constraints and choices* , Sage publications,new delhi/Beverly hills/London.

20. S.Bhatnagar and S.L. Goel (1992), *Development Planning and Administration, A felicitation volume in honour of Professor B.S. Khanna*, F-159, Rajouri Garden, New Delhi-110027.

of essays which covers issues on development administration and development planning. It analyses the political system in general and development administration in particular and suggest remedial measures for development.

*Public Administration and Development Dynamics*²¹ is a book edited by N.venkateshwara (1996) it is a collection of papers, articles, excerpts, discussion notes which deals with the line between public administration and the dynamics of social and economic development.

The book under review, *Bureaucracy and Development in Meghalaya*²² by Debasish Bhattacharjee (1986) is an empirical study on the role of bureaucracy in development in the context of Meghalaya. It emphasises the interaction pattern of bureaucracy with its environment as well as some of its behavioural features.

*Role Perception of Administrators and Politicians: A study of Himachal Pradesh*²³ is an article by Simmi Agnihotra and Sapna K. Sharma which focus on the relationship between politics and administration. It examines the role perception of politicians and administrators at the district level in Himachal Pradesh and it highlight that the administrators believed that superiors do not want to delegate authority; instead, they want more and more control in their hand so that they can maintain their superiority in the administrative system.

An article by Hariharan Ramachandran *Creating development administrator-Lessons from experience*²⁴ highlights the importance of institutions that combines the concerns of

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21. N.venkateshwara Rao (1996), *Public Administration and Development Dynamics*, kanishka publishers,distributors,new delhi-110002.
 22. Debasish Bhattacharjee (1986), *Bureaucracy and Development in Meghalaya*, Uppal Publishing House, New Delhi.
 23. Simmi Agnihotra and Sapna K. Sharma, *Role Perception of Administrators and Politicians: A study of Himachal Pradesh*, Quartely journal of the Indian Institute of Public administration, October-December 2011, VOL.LVII, No.4.
 24. Hariharan Ramachandran , *Creating development administrator-Lessons from experience*, The Indian Journal of Public administration, Quarterly Journal of the Indian Institute of Public Administration, July-September 2012, VOL.LVIII, No. 3.

development with administration that facilitate growth and development paradigm. It also highlights the importance of investing in governance.

In an article by Rakesh Hooja *Training in State Governments: What a model State ATI should be like*²⁵, the article focus on the importance of developing training infrastructure so that it is linked to the key transformational goals, strategies and processes of government. It suggested that a model ATI should ensure the adoption of a strategic, need-based, outcome-oriented, performance-enhancing and value-inculcating approach to training which is directly linked to the development needs of the state.

In an article *Second Administrative Reforms Commission on Personnel Administration- Need to implement recommendations*²⁶ by B.P. Mathur discuss the importance of the recommendations of the Second Administrative Reforms Commission.

After reviewing the aforesaid books and articles dealing with different aspects of the role of bureaucracy in development administration, we could collect background data and information which guided us in pursuing the present study on the role of bureaucracy in development administration in Mizoram.

1.6. Scope of the Study: Our study covers the bureaucracy in Mizoram with special reference to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS). In order to have an in-depth study on bureaucracy in Mizoram, we have included the administrative settings of Mizoram and we traced its evolution from the British period till today. The study also covers personnel administration and again, we have traced the evolution of the personnel administration of Mizoram from the British period till today. We have also covered the theoretical implications of development administration with special reference to the State of Mizoram. The relationship between the Political and Non-Political executives is covered in our study including the area of their interactions. During our study, we have looked into the structure, functions, issues and challenges of bureaucracy and our study is confined to the State of Mizoram.

25. Rakesh Hooja, *Training in State Governments: What a model State ATI should be like*, *The Indian Journal of Public Administration*, Quarterly Journal of the Institute of Public Administration, April-June 2012, VOL.LVIII, No.2

26. B.P. Mathur , *Second Administrative Reforms Commission on Personnel Administration- Need to implement recommendations*,²⁶ *The Indian Journal of Public Administration*, Quarterly Journal of the Institute of Public Administration, January-March 2010, VOL.LVI, No.1

1.7. Objectives: The objectives of our study are:

- to examine the role played by bureaucracy in development administration with particular reference to the higher bureaucracy in Mizoram
- to study the organizational structure of bureaucracy and the administrative Behaviour
- to examine the relationship between the bureaucracy and political executive in development administration and
- to find out the extent of socio-economic development in Mizoram

1.8. Research Questions: The following research questions have been formulated for our present study:

- i) Is the development of Mizoram mainly dependent on the effective and positive role played by bureaucracy in the implementation of developmental programmes?
- ii) Is effective formulation and implementation of developmental programmes dependent upon the healthy relationship between the political and non-political executives?
- iii) Is there a conflict between the bureaucratic structure and the pace of development?

1.9. Methodology:

The research work is based on primary sources and secondary sources:

Research methods and techniques like observation, case histories, interview method, field work and questionnaire form the main tools of collections of primary data for the present study. A convenience-sampling method is used for selection of different Services and Grades as it the practical way of overcoming the difficulties of selecting different Services and Grades. As the study focuses on bureaucracy in Mizoram, we selected the Indian Administrative Service and the Mizoram Civil Service. However, care is taken, to the extent possible to see that Services and Grades included in the sample are representative of the focus population. As Mizoram being a newly created state, there is not much of documentary and published material on the functioning of bureaucracy in the state. Therefore we have spend considerable time at various departments of government to collect materials for the present study and to know their workings, practices and problems through interviews with the officials such as the Indian Administrative Service, the Mizoram Civil Service and the Political Executives. To obtain vital data, fieldwork is carried out and questionnaire is also prepared and handed out to the mentioned Services as well as the political leaders. Their

answers to the questionnaire form the basis of analytical study for the present research. All related Acts, Rules, Regulation, Records/Orders of the Government of India and the Government of Mizoram is consulted as well. The reliability and validity of the data collected is tested in accordance with statistical analysis and verification of the hypotheses as per the data collected and the information as gathered from the field study.

As a secondary source, the researcher comprehensively surveyed the existing literature on the role of bureaucracy in development administration. This exercise bring access to valuable academic commentaries on the subject in the form of books, journals, articles, and special issues of periodicals devoted to the subject of bureaucracy and socio-economic development.

1.10. Profile of the Respondents:

- a) Profile of the bureaucrats: The study is confined to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS). In the present study, we find that 36.58 p.c. of the respondents belong to the age group of 26 to 35 and another 36.58 p.c. also belongs to the age group of 36 to 50. About 24.39 p.c. belongs to the age group of 51 and above and 2.44 p.c. of the respondents belong to the age group of 18 to 25. About 81.71p.c. of the respondents are Male and 18.29 p.c. are Female. About 53.66 p.c. of the respondents have rural background while 46.34 p.c. have urban background.

Regarding the educational qualification of the respondents, about 57.32 p.c. of the respondents are Graduates and 42.68 p.c. are Post Graduates. There are also respondents who hold other qualifications such as PG Diploma in Business Administration, Higher Diploma in Corporate Business Management, Forest Rangers Certificate, Diploma in Public Administration, and LLB.

With regard to the place of postings, about 78.05 p.c. of the respondents are posted in the State Capital, while 14.63 p.c. of the respondents are posted in the District, and 2.44 p.c. in the Sub-Division and 4.88 p.c. in the Block. Regarding the Length of Service of the respondents, about 48.78 p.c. of the respondents are in the service for more than 16 years, while 20.73 p.c. for 11 to 15 years, and 18.29 p.c. for 6 to 10 years and 12.20 p.c. for less than 5 years.

With regard to the income particulars of the respondents, about 34.15 p.c. of the respondents accounted '5 lakhs per annum or more' to their income while another 34.15 p.c. accounted '3 lakhs Per Annum' and 28.04 p.c. of the respondents accounted '4 Lakhs per annum' and 3.66 p.c. accounted '2 Lakhs Per Annum.'

b) Profile of the political leaders: Regarding the educational qualifications of the respondents, about 56.75 p.c. of the respondents are Graduate, and 27.02 p.c. of the respondents have school education, and 16.82 p.c. are Post Graduate. All our respondents are in the age group of 51 and above and all our respondents are male and 70.27 p.c. of the respondents have a rural background and 29.72 p.c. of the respondents have an urban background. Regarding the income of our respondents, 89.19 p.c. of the respondents accounted 5 Lakhs per annum or more, and 8.11 p.c. accounted 4 lakhs per annum and 2.70 p.c. accounted 3 Lakhs per annum. All the respondents have political experiences for more than 16 years.

1.11. Chapterisation: The present study is divided into seven chapters. The first chapter deals with the major concepts, research problem, review of literature, scope of the study, objectives, research question, methodology, and chapterisation.

The second chapter traces the various administrative settings of Mizoram from the pre-British period till Mizoram attained statehood.

The third chapter covers the theoretical aspects of personnel administration and its implications. Structure, recruitment, training, promotion and conduct rules are studied. It also deals with the personnel administration of Mizoram under different administrative set-ups with particular reference to the Mizoram Civil Service (MCS).

Chapter four covers development administration and its implications. The study is narrowed down to Mizoram situation; the NLUP Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department of the Government of Mizoram are studied.

Chapter five deal with the relationship between the political and the non-political

executives. Our study is narrowed down to Mizoram situation and the relationship between the political and non-political executives under different administrative settings of Mizoram is studied in the later part of the chapter.

In chapter six, an empirical study is made on development administration, the relationship between the political and non-political executives, bureaucratic structure of Mizoram, the functioning of bureaucracy as well as the dysfunctions and the issues and challenges therein.

In the last chapter, answers to our research questions, concluding remarks and suggestions are made on the role of bureaucracy in development administration in Mizoram for improvement and more effective performance towards the development needs of the state.

Bureaucracy plays an important role in development administration. However, over the years, the role of bureaucracy in development administration has been put under much scrutiny. The present study is the first attempt to study the role of bureaucracy in development administration of Mizoram. Till date, no attempt has been made towards a systematic study of bureaucracy in Mizoram. It is also the first attempt to trace the evolution of the different Administrative set-ups of Mizoram as well as Personnel administration of Mizoram. There has not been any attempt made in this area of studies before. In our study, the administrative structure of the bureaucracy is studied along with the organizational behavior, the relationship between the political executives and the non-political executives is examined and the issues and challenges of bureaucracy is addressed with particular reference to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS).

Chapter-II

Mizoram Administrative Setting

In the introductory chapter, we have discussed a brief write-up regarding the major concepts, research problem, review of literature, scope of study, objectives, research questions, methodology and profile of the respondents. In the present chapter, we discuss the administrative settings of Mizoram.

Mizoram is a mountainous region which became the 23rd State of the Indian Union on 20th February, 1987. It is situated in the north-eastern corner of India. It lies between Myanmar in the East and the South and Bangladesh in the West.¹ Its boundary with Myanmar covers 404 Kms, and Bangladesh with 318 Kms.² Mizoram is geographically situated between 92.15'E to 93.29'E Degrees Longitude and 21.58' N to 24.35'N Degrees Latitude.³

The provisional population of Mizoram as on 00:00 hrs of 1st March, 2011 is recorded as 1091014 consisting of 552339 males and 538675 females. Mizoram contributes 0.09 percent to the total population of India and is rank 29th among all states and union territories of India. The state total population has increased by 201441 persons since the 2001 Census. The decadal growth rate during 2001-2011 is 22.78 percent which is 6.04 percent point lower than the growth rate of the decade 1991-2001. The population density of Mizoram at 2011 Census is 52 persons per sq km against 42 persons per sq km recorded during 2001. The population pressure on one square km of area has increased by 10 persons during the last 10 years.⁴ About 8,39,310 (94.46

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1. *India 2008*, Publications Division, Ministry of Information & Broadcasting, Government of India, 52nd edition, 2008, p.991.
 2. *Statistical Hand Book Mizoram 2008*, Directorate of Economics & Statistics Mizoram: Aizawl, 2008, p.1.
 3. *Ibid.*p.1.
 4. *Census of India 2011*, Provisional Population Totals, paper 1 of 2011, MIZORAM Series 16, Shri HP SAHU of the Indian Administrative Service, Director of Census Operations, Mizoram. P.22.

percent) belong to Scheduled Tribe and Scheduled Caste comprises about 0.03 percent of the total State population.⁵

According to the 2011 Census, the number of literates recorded in Mizoram is 847, 589 consisting of 438, 946 males and 408, 643 females. In 2001 and 2011 Census, all the children below age of 7 have been treated as illiterate. The literacy rate has been recorded as 91.58 percent which is 2.78 percent point higher than that of recorded during 2001 Census.⁶ Mizoram occupies the third place in the ranking of literacy rate in India.⁷

Based on the 2001 Census, In Mizoram, majority of the population are Christian by religion i.e. 7,72,809 (86.97 percent), followed by Buddhist with 70,494 (7.93 percent) and Hindu with 31562 (3.55 percent). The numbers of Muslims are recorded as 10099, Sikh with 326, Jains with 179 and others are recorded as 3104.⁸

According to the 2001 Census, a total of 1, 76,134 household exist in the State out of which 64,753 household (36.76 percent) are located in Aizawl District. Least household was found in Serchhip District with 10,116 household (5.74 percent).⁹ Houseless population is recorded as 336 consisting of 73 in the rural area and 263 in urban area. Based on the 2001 Census, the urban population of Mizoram stood at 441006 and rural Population stood at 447567.¹⁰ The total number of Workers is recorded as 467,159 consisting 362,450 Main Workers and 104,709 as Marginal Workers. The total number of Cultivators recorded in the 2001 Census is 256,332 (54.9%),

5. *Economic Survey Mizoram 2007-2008*, Planning & Programme Implementation Department, Government of Mizoram, p.22.

6. *Census of India 2011, Op.cit.*, pp. 26-27.

7. *Literacy Ranking In Indian State: 2011 Census*, <http://allcurrentaffairs.blogspot.com/2011/04/literacy-rate-in-indian-state-census.html> accessed on 17.4.2011.

8. *Statistical Abstract of Mizoram: 2009*, Directorate of Economics & Statistics, Government of Mizoram, p.17.

9. *Economic Survey Mizoram 2007-2008, Op.cit.*, p.22.

10. *Statistical Abstract of Mizoram: 2009, Op.cit.*, p. 2.

Agricultural laborers as 26,783 (5.7%), Household Industry workers as 7,100 (1.5%) and Other Workers as 176,944 (37.9%). The work participation rate is recorded as 52.6%.¹¹

As on 31st March, 2009, the total number of Mizoram State Government Employees stood at 42308, out of which 32218 are males and 10090 are females respectively. Group A employees amounts to 3173, out of which 2334 are males and 839 are females. The total number of Group B ‘Gazette’ employees stood at 492 out of which 401 are males and 91 are females. Group B ‘Non-Gazette’ employees amounts to 8818 out of which 5993 are males and 2825 are females. The total number of Group C employees is 21855 out of which 16926 are males and 4929 are females. The grand total of Group D employees stood at 7970 out of which 6564 are males and 1406 are females respectively.¹²

During the pre-British period, there was neither systematic political institution nor detailed judicial system in Mizoram. The customs of the tribes act as a law for settling disputes and conflicts. But there were no institution to properly apply these customs. In the early stage, each village was under the clan wise chief which was not hereditary. The village chief was drawn from the strongest and the bravest clans and he is responsible for his people in wars and quarrels with other tribes and other villages.¹³

In the late fifteenth century, Zahmuaka and his six sons were invited by the Hnamte clan of Lusei for their Chiefs.¹⁴ This led to the beginning of permanent political leadership based on the ruling clans. Since then Chieftainship was made heredita-

11. *Mizoram, Census of India 2001, Series 16, Primary Census Abstract*, Directorate of Census Operations, Mizoram, 2005. p. xvii.

12. See Office record, Group-wise number of State Government Employees as on 31.3.2009, Directorate of Economics & Statistics, Government of Mizoram accessed on 22.4.2011.

13. R.N.Prasad (1987), *Government and Politics in Mizoram*, Northern Book Centre, New Delhi, pp.8-9.

14. H.C. Thanhranga (2007), *District Councils in the Mizo Hills (Updated)*, Published by Dr. H.C. Thanhranga, MJS (Retd), Tuikhuahtlang, Aizawl., first edition, p.19.

ry and to assist the chief, the council of elders selected by the Chief was introduced. He was the guardian, leader and protector in times of attack by the enemy and giver of food in times of scarcity. He settled disputes as per prevalent customs. His decision was final and acknowledged by all.¹⁵ The Chief was assisted by the Council of Ministers or Chief's elders (*Lal Upa*) appointed by the Chief himself. They rendered advised to the Chief, discussed and decided all matters with the Chief regarding the affairs of the village. Besides the *Lal Upa*, there were also some village officials to assist the chief, such as *Zalen* or *Ramhual* (day-to-day helpers of the chief), *Tlangau* (village crier or announcer), *Thirdeng* (village blacksmith) and *Puithiam* (the sorcerer). When the British took over the land in 1890, there were about sixty chiefs in the Lushai Hills.¹⁶

In the South Lushai Hills, the Pawi and the Lakher were also under the rule of the chiefs. The chiefs of the Pawi and the Lushai were of the same kind. The Lakher chieftainship was somewhat a little different. Shakespear found the Lakher chieftainship as less democratic than the Lushai which was comparable with the Chin. The Lakher chiefs enjoyed greater power than the Lushai chiefs, and the chief's relatives and other wealthy people formed a kind of peerage. The Lakher had no single royal clan like the Sailo clan among the Lushai. Each Lakher tribe had its own royal clan. The chief had full power over the villagers and imposed fines. He could even turn a villager out of the village. The Lakher chieftainship was hereditary, the eldest son succeeding the father.¹⁷

The Mizo people had frequent inter-clan clashes and inter-tribal wars/feuds with tribes like Kuki, Lakher and Pawi for good cultivable lands and locations for their homes. They also wanted to establish their clan supremacy. They hunt food and salt at the British villages. It was only after the lives and properties of the British were

15. R.N.Prasad, *Op.cit.*, p-9.

16. H.C. Thanhranga., *Op.cit.*, pp.21-23.

17. Animesh Ray (1982), *Mizoram, Dynamics of Change*, Pearl Publishers, 206 Bidhan Sarani, Calcutta 700006, First Published, pp.32-33.

endangered by the Mizo people that the British started paying attention to them. The first recorded encounter of the Mizo people with the British was in 1824.¹⁸

2.1. North Lushai Hills & South Lushai Hills: District administration in Mizoram (then Lushai Hills) started in the year 1891 when the area was divided into the South Lushai Hills District, a part of Bengal and the North Lushai Hills District, a part of Assam.¹⁹ The administration for the Lushai Hills was formulated during the Lushai Expedition in 1888-1889 and the Chin-Lushai expedition in 1889-1890.²⁰

In the North Lushai Hills, H.R. Browne was appointed as a Political Officer by the Government. He reached his headquarters i.e. Fort Aizawl in May 1890. He was given instruction to employ diplomatic skill to encourage the chiefs to surrender to the administration and put a stop to their open raiding. However, they had the liberty to resolve their own affairs as far as possible. Revenue had to be collected in money or in kind from the willing Chiefs.²¹ The Political Officer had the powers of a Deputy Commissioner and controlled the police force. He had to look after the markets and start making roads inside the area under him. Browne held a Durbar of chiefs at Aijal (Aizawl) on June 14, 1890. He tried to introduce house-tax and a system of compulsory supply of labour by the villagers. But neither of the system was successful. On September 9, 1890 the Lushai attacked the British forces at Aijal (Aizawl) and Changsil, he was ambushed and died at the attack on the arrival at Changsil stockade. McCabe was appointed as Political Officer to succeed Browne. McCabe immediately

18. R.N.Prasad, *Op.cit.*, p.15.

19. Lalneihzovi (2006), *District Administration in Mizoram-A Study of the Aizawl District*, Mittal Publications, New Delhi (India), first published, p.15.

20. Animesh Ray (1993), *Mizoram, National Book Trust, India, A-5, Green Park, New Delhi- 110016*, first edition, p.145.

21. Lalrimawia (1995), *Mizoram History and Cultural Identity*, Spectrum Publications, Guwahati: Delhi, first edition, pp. 49-50.

took action to punish the villagers responsible for the attack. Several villages in the eastern hills were burnt and crops were destroyed.²²

The South Lushai Hills was constituted from 1 April 1891, and Murray was appointed as the Superintendent. The Government of India selected Lunglei as the Headquarters of both the Superintendent and the Commandant of Police. Murray held the post of Superintendent for sixteen days and Shakespear was appointed as the Superintendent of the South Lushai Hills. He took over charge on 16th April, 1891. Shakespear's five year period was really significant in the history of the South Lushai Hills administration because British rule was firmly established and the line of future administration was finally laid down.²³ The duty of the Superintendent was to settle all disputes between the chiefs and to prevent all raiding and public violation of peace. He was not to interfere in the administration of a village chief. He was made head of all departments including the police within his jurisdiction. The Commandant of the Frontier Force at Lungleh (Lunglei) was placed under him. All raids by chiefs were prohibited under punishment of death. Absolute security of persons and property and free access to every village were insisted upon. The chiefs were responsible for the making and maintenance of inter-village paths and collection of taxes on the village.²⁴

On 6th September, 1895 the South Lushai Hills was formally under the British India. It was put under the administration of Bengal. Under the same proclamation of the Governor General, North Lushai Hills came under the jurisdiction of the Chief Commissioner of Assam.²⁵ In 1896, Shakespear observed that there was no chance of any opposition to British rule in the future and hence it was necessary to give up the strong coercive measures and replaced it with a gentle rule.²⁶

22. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp.13-14.

23. Lalrimawia, *Op.cit.*, pp. 51-52.

24. Suhas Chatterjee (1985), *Mizoram under the British Rules*, Mittal Publications, Delhi-110035 (India), p. 122.

25. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, p. 13

26. *Ibid*, p. 15.

The British occupied the plains with a motive of economic exploitation. Hence they were keen to facilitate settled administration in the plains as quickly as possible which was not the case for the hill areas. The British knew that the hill areas would only be an economic burden for them. It was only after their lives and properties were endangered by the Mizo people that they started paying attention. In the beginning, it was assumed that one or two expeditions would stop the Mizo people, however they were proved wrong. In a letter from H.C. Barnes, who was the Secretary to the Government of India at the time, Foreign Department, to the Chief Secretary to the Government of Bengal dated September 8, 1896, it was pointed out that the per year average expenditure in the North Lushai Hills from 1893-1894 to 1896-1897 was Rs. 5, 46,300/- and that in the South Lushai Hills for the period 1893-1894 to 1895-1896 was Rs. 4, 94,000/-. As the condition was settling down in the Lushai Hills, the British tried to cut down the expenditure to the minimum and maintained only a few centres of administration by leaving the internal administration to the village chiefs. The Christian missionaries stepped in to promote education and public health. Conversion of the entire population into Christianity followed as a matter of course.²⁷

2.2. The Inner Line Regulations: When the British annexed the territory, they realized that the Mizo people must be protected from the plainsmen and Vice Versa by certain law. The Assam Frontier Regulation 11 of 1880 was decided to be applied in the Lushai Hills. Accordingly, the Chin Hills Regulation was framed and introduced on 13th August, 1896. Under this regulation, outsiders were not allowed to enter the Lushai Hills without Inner Line Pass issued by the Deputy Commissioner. Violation of this order was liable to be punished. However, the Chin Hills Regulations was not applied for long in the Lushai Hills. Prior to this regulation, Inner Line Regulation of 1873 was already framed by the Lt. Governor of West Bengal and approved by the Governor-General-in-Council to give effect to this policy.²⁸

Under Notification by the Government of India, Foreign Department No. 2299P dated 20th August, 1875 and later modified under G.O. No.1246 on 19th June,

27. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp.15-16.

28. R.N.Prasad, *Op.cit.*, p.31.

1878, the Inner Line for Cachar district affecting the Northern Lushai hills was laid down as per Section 2 of Bengal Eastern Frontier Regulation-1 of 1873. Similar Inner Line for Chittagong hill tracts affecting the Southern Lushai Hills was laid down as per Section 2 of Bengal Eastern Frontier Regulation-1 of 1873 on 20th June, 1879. The Inner Line for the Lushai Hills was separately issued vide Notification No.9102 A.P. dated 28th August, 1930 by the Governor-in-Council. Prohibition order to all persons (plains) passing through the Lushai Hills district other than officers on Government duty without the permission of the Superintendent or the Deputy Commissioner was issued Vide Notification No. 9104 A.P. dated the 28th August, 1930. Regulation V of Bengal Eastern Frontier Regulation was extended to the Lushai Hills district under the Scheduled District Act 1874 (XIV of 1874).²⁹

The Inner Line Prohibition of 1930 was superseded vide another Notification No. 2107 A.P. dated the 9th March, 1933 by the Governor-in-Council and extended to the Lushai Hills District Vide another Notification No. PLA. 393/70-Pt/ I dated the 7th September, 1970, the Governor of Assam as per Section 2 of the Bengal Eastern Frontier Regulation of 1873 (V of 1873) superseding previous Notifications issued Inner Line Prohibition Order to all Plains people entering the Mizo District other than Officers on Government duty. This regulation is still enforced today.³⁰

2.3. Lushai Hills District: In 1897, Shakespear analyzed all aspects of the future policy and proposed to the government certain positive principles to be adopted. They were accepted by the Government which notified the rules for the administration of the Lushai Hills to be effective from April 1, 1898. Under these rules, the administration of the Lushai Hills was vested in the Chief Commissioner of Assam, the Superintendent of the Lushai Hills, his Assistants and in the chiefs and the headmen of the villages. These were incorporated in the Rules for the Regulation of the Procedure of Officers Appointed to Administer the Lushai Hills, prescribed by the Chief Commissioner under Section 6 of the Scheduled Districts Act of 1874, with the previous sanc-

29. R.N.Prasad, *Op.cit.*, p.32.

30. *Ibid.*, p.32.

tion of the Governor-General in Council and notified on April 1, 1898, along with other notifications issued in connection with the formation of the new district.³¹

On April 1, 1898 the South Lushai Hills District and North Lushai Hills District were merged into one unit known as the Lushai Hills District under the Chief Commissioner of Assam with Aijal (Aizawl) as the headquarters. Major J. Shakespear assumed the charge of the Lushai Hills as the first Superintendent. North and South Battalions were also merged into one unit under the command of Major Loch.³²

The Governor of Assam was responsible for the Lushai Hills District acting under the Viceroy and the Governor-General in India. The District executive administration was vested in the Superintendent, his assistants, Circle Interpreters and the Chiefs and headmen of villages.³³ The term Superintendent was used as the designation of the Officer in charge of the Lushai Hills because his duties were widely different from those of Political Officer employed under the foreign department.³⁴

The Scheduled District Act, 1874 and the Assam Frontier Tracts Regulation, 1880 were made applicable from 1st April, 1898. A system of administration called Non-Regulated System was introduced to the Lushai Hills District wherein the powers of a collector, Magistrate and Judge were concentrated in the same hands.³⁵ The administrative structure of the Lushai Hills District was completely different from the plains districts because the social condition of the Lushai Hills was materially different from the plains districts of Assam and Bengal. So, the Government of India considered it needless to appoint a special set of judicial officers with criminal and other powers. The administration of the Lushai Hills relied on the administrative experience

31. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp. 22-23.

32. Suhas Chatterjee, *Op.cit.*, p. 127.

33. R.N.Prasad., *Op.cit.*, p. 37.

34. Lalrimawia, *Op.cit.*, pp. 57-82.

35. H.C.Thanhranga., *Op.cit.*, p.29.

of the North and South Lushai Hills districts where the executive heads enjoyed similar powers as before.³⁶

On taking over the charge, Shakespear initiated a complete settlement of the district. A draft settlement was drawn dividing the whole area among the chiefs who had the best claim to it. Each chief were given two or more adjoining village sites and well defined natural boundaries. This settlement removed disputes regarding land, periodic migration and the chiefs became cautious about land utilization. It also brought in a net work of village roads connecting all the sites. The Superintendent and his Assistants did a lot of touring and got in touch with each and every chief and settled all disputes and supervise the work of the chiefs. Touring helped in the effective establishment of the British influence and lessened the costly garrison. Touring was quite rough as all the districts were covered from hill top to hill top.³⁷

2.4. Circle System: The Circle System was introduced in Lushai Hills between 1901 and 1902.³⁸ For the purpose of administration, the whole district was divided into two subdivisions-Aizawl and Lunglei. Aizawl was under the charge of the Superintendent of the district with one Assistant Superintendent of Police as his immediate assistant. Lunglei was under the charge of the Superintendent of Sub divisional Officer. These subdivisions were further divided into 18 circles, twelve in Aizawl and six in Lunglei subdivisions. The subdivisions again consisted of a number of villages.³⁹

A circle Interpreter was appointed in each circle to act as a channel of communication between the sub-divisional officers, the chiefs and their people. Their duties include assessment of house tax, preparation of vital statistics and maintenance of circle books, both permanent and temporary. Permanent books contained copies of Boundary Papers of each village and a copy of each order which was of permanent importance. Temporary records consisted of a record of all parwanas received, any

36. Suhas Chatterjee, *Op.cit.*, p 128.

37. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp. 24-27.

38. Lalrimawia, *Op.cit.*, p.83.

39. R.N. Prasad, *Op.cit.*, pp.37-38.

orders related to jhumming, the creation of *Thlawhbawk*, *Khawper*, road side cultivation etc. He was assisted by the village writer or *Khawchhiar*. The Interpreter maintained the birth and death register of each village.⁴⁰

All orders of the Superintendent were conveyed through the interpreters and they were held responsible for carrying out of the orders by the chief and the people. The circle interpreters would check the fortnightly reports of all events occurring within their circles and would report regularly on the state of the crops. Village writer was selected by the chief in each village. He was exempted from paying house tax and other compulsory work at the village. List of houses in the village were prepared by the writers and checked by the circle interpreters and the touring officers. With the introduction of the circle system, the superintendent could now cover the entire population without visiting each and every village. The circle interpreter's headquarters were convenient for the touring officers, inter-village disputes were settled and complaints were brought at the circle interpreter's headquarter to the officer on tours.⁴¹

2.5. Backward Tract: The new province of Eastern Bengal and Assam was created with effect from October 16, 1905. The new province included the territories previously under the Chief Commissioner of Assam. The province of Eastern Bengal and Assam was divided in 1912. With effect from April 1, 1912 the Lushai Hills and the other territories which were under Chief Commissioner of Assam before the creation of the new province were again formed into a Chief Commissionership, to be called the Chief Commissioner of Assam.⁴²

The Lushai Hills District was classified as a 'Scheduled District' under provision of the 'Schedule District' Act, 1794.⁴³ However, according to Section 52-A of

40. Lalrimawia, *Op.cit.*, pp. 83-84.

41. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp. 25-28.

42. *Ibid.*, pp. 26-27.

43. J.V. Hluna, "Political Developments in Mizoram before 1947", in Sangkima (ed.), *A Modern History of Mizoram*, Spectrum Publications, Guwahati: Delhi, P.86.

the Government of India Act of 1919, the Governor-General in Council was given an authority to declare any territory of the British India as a “Backward Tract”. Accordingly, based on the Act, the Lushai Hills District was classified as a backward tract on 3rd January, 1921.⁴⁴

Matters relating the affairs of the backward areas were reserved for the Governor. The Assam Legislature had authority to legislate for these areas but such laws were implemented only after the Governor-General or the Governor agreed to such extension and with modification, if necessary. Thus the elected Ministry of Assam which came up after the Government of India Act of 1919 did not have any administrative control over the Lushai Hills.⁴⁵ Only laws that suited the area were made applicable in the Lushai Hills District.⁴⁶ The tribal areas constituted a reserved subject of the Governor, however, only one Governor, Sir Robert Reid, took a visit to the Lushai Hills twice during his two years of Governorship of Assam. These visits were after an interval of 13 years during which no Governor visited the Lushai Hills.⁴⁷

2.6. Excluded Area: The Government of India Act, 1935 classified the hill areas of Assam into ‘Excluded Areas’ and ‘Partially Excluded Areas’.⁴⁸ The frontier region of Assam, Laccadive and Minicoy Islands, and Lauhal and Spiti areas of the Punjab were declared as Excluded Areas and extensive tribal tracts in Assam, Bombay, Madras and some other provinces were declared as partially Excluded Areas.⁴⁹ Accordingly, by an order called the Government of India (Excluded and Partially Excluded Areas) Order, 1936 under the Government of India Act, 1935, the Lushai Hills District was one of the Excluded Area from 1st April, 1937.⁵⁰

44. R.N.Prasad, *Op.cit.*, p.43.

45. Animesh Ray, *Mizoram*, *Op.cit.*, p.149.

46. H.C. Thanhranga, *Op.cit.*, pp.29-30.

47. Animesh Ray, *Mizoram, Dynamics of Change*, *Op.cit.*, p. 46.

48. H.C. Thanhranga, *Op.cit.*, p. 30.

49. Animesh Ray, *Mizoram, Dynamics of Change*, *Op.cit.*, p. 48.

50. H.C. Thanhranga, *Op.cit.*, p. 30.

Under this Order, The provincial and federal Ministries or Legislatures had no jurisdiction and its administration was vested exclusively in the Governor. The administration of the Lushai Hills and other excluded areas was carried out by the Governor of Assam from 1st April, 1937-1947. He was acting independently of the Government of Assam with a separate Secretariat. He was assisted by a Secretary, designated as Secretary to the Governor. In 1937, the discretionary or special powers of the Governor were withdrawn, henceforth; he was to act on the advice of the Ministers. The administration of the excluded and partially excluded areas was entrusted to the Government of Assam. Under the Government of India Act 1919 and the Act of 1935, the Mizo people remained under the personal rule of the British officers and local hereditary chiefs.⁵¹

The Governor was authorized to make regulations, with the concurrence of the Governor-General, for the peace and good government of an Excluded Area and any regulation so made could repeal or amend any Act of the Federal Legislature or of the Provincial Legislature, or any existing Indian Law, which for the time being was applicable to the area. There was no scope of popular participation in the government as there was no elected representative of the Excluded Area. In case of a Partially Excluded Area the Governor could seek the advice of the Ministers. However, the budget of both the Partially Excluded Areas and the Excluded Areas was outside the jurisdiction of the Legislature.⁵²

2.7. District Conference: On the eve of the Indian Independence, a District Conference of chiefs and commoners was summoned by Macdonald on 14 January, 1946 to discuss the administration and future political set up of the Lushai Hills. A plan was formulated involving adoption of a constitution for the Lushai Hills with legislature, ministry, judiciary and other usual organs of a fully fledged Government. The constitution drafted in this regard was called MacDonald's *Rorel Khawl*.⁵³ MacDonald

51. R.N.Prasad, *Op.cit.*, pp.47-48.

52. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp. 47-48.

53. *Ibid.*, pp.150-151.

drew up a plan for the future constitutional set up of Mizo Hills; accordingly, Mizo hills in area would include a part of Burma and would have access to the sea in the Bay of Bengal and have maximum autonomy. It was popularly known as MacDonald Plan. Under this plan, the defense, external affairs and few subjects would be transferred to the Government of India. This draft constitution was accepted by the chiefs and the commoners. The Mizo Union in its first general assembly in September 1946 decided the constitutional issue concerning the future of the Mizo people; whether they should join Burma, or independent or whether they should remain with India after the British left the country.⁵⁴

Except for the Chief Conference, there was no organized body before the establishment of the District Conference. Macdonald lifted the prohibition of political activity in the district. The Conference was set up to advise the Superintendent with regard to the administration of the district. The District Conference consisted of 40 members, out of which 20 representatives were elected by the chiefs and 20 by the commoners. There were separate electorates to elect (20 chiefs and 20 commoners). All the chiefs, who were in minority, formed an electoral college and elected 20 chiefs among themselves to sit in the District Conference, There was another electoral college to elect 20 commoners who were in majority. The election of the commoner's representative was based on 'household franchise' at the rate of one vote for ten houses.⁵⁵

2.8. Advisory Council: After India attained independence, demands were made by those from the hill areas of Assam for regional autonomy and better status within the constitutional framework. The Government decided to provide regional autonomy for them to encourage participation in policy or decision-making, management of their local affairs, and safeguard tribal interests.⁵⁶

54. R.N. Prasad, *Op.cit.*, pp. 76-77.

55. *Ibid.*, pp.77-78.

56. R.N. Prasad (1994), *Autonomy Movements in Mizoram*, Vikas Publishing House PVT. LTD, p. 14.

The Government appointed a sub-committee of the Constituent Assembly known as the North-East Frontier (Assam) Tribal and Excluded Areas Committee in order to look into the affairs and grievances of the tribal people. The Committee was under the chairmanship of Gopinath Bordoloi, Chief Minister of Assam. This sub-committee known as the Bordoloi Committee made an on the spot study of the affairs of the hill people and submitted its recommendations for a simple and inexpensive set-up (District Council) of the hill areas, which were later accepted and incorporated into Article 244 (2) of the Sixth Schedule of the Indian Constitution. The Bordoloi Committee also made provision for a regional council for the tribes other than the main tribe with a view to set-up autonomous administration (district councils and the regional council) in the hill areas of Assam so that the tribal people could maintain their traditional way of life, preserved their customs, manners and cultures and any change in the system will be introduced by themselves. It also recommended the abolition of the excluded and partially excluded areas and representation of the hill districts including Mizoram in the Legislative Assembly of Assam on the basis of adult franchise.⁵⁷

The Bordoloi Committee in Aizawl inquired from the political leaders, church leaders, chiefs' representatives, ex-servicemen and government officials whether they wanted to remain with the Central Legislature or with the Provincial Legislature and whether they wished to have representation in the Ministry. They also wanted to know the extent to which the Mizo people wanted autonomy for the district. The Mizo Union in its conference on 22.4.1947 in Aizawl decided to draft a memorandum regarding the future status of the Mizo and submitted to Bordoloi Committee. A memorandum was signed by Khawtinkhuma and H. Vanthuama, president and General Secretary of the party. The Bordoloi Committee rejected the memorandum and did not recommend a separate constitution from India.⁵⁸

The Constituent Assembly of India accepted most of the Bordoloi Committee's recommendations for the administration of Assam on the formation of the Dis-

57. R.N. Prasad, *Autonomy Movements in Mizoram*, *Op.cit.*, pp.14-15.

58. R.N. Prasad, *Government and Politics in Mizoram*, *Op.cit.*, pp.80-86.

tract Council and the Regional Council with certain modifications. In 1947, the Mizo Union was informed about the incorporation of Lushai Hills with the state of Assam, since the district was a part of the state. The Mizo Union accepted the Sixth Schedule and also decided to remain with Assam and sent its assent to the Governor of Assam.⁵⁹

The government of Assam set up interim tribal advisory councils in each hill district as immediate constitution of the District council was not possible. They encouraged the participation of the people in the administration even during the interim period. Accordingly, the Government set up the advisory council in the Lushai Hills. Though the advisory council had no statutory basis, it was treated as a provisional district council. The Lushai Hills District Advisory council had the strength of 35 elected members. 10 seats were reserved for the chiefs and 25 for the common people. Of 25 seats, 20 seats were for the general people, 3 seats for towns outgrowing the characteristics of the village and 2 seats for women. The Government nominated the chairman and the secretary.⁶⁰

In 1951, the Pawi-Lakher Regional Advisory Council was set up consisting of the representatives of Pawi, Lakher and Chakma. The strength of the council was six. The Sub-Divisional Officer of Lunglei was the chairman of the Advisory council. The council used to advise the S.D.O. on various aspects of development administration in the region.⁶¹

2.9. District Council and Regional Council: The Government of Assam framed rules under paragraph 2 of the sixth schedule to the Indian Constitution called the Assam Autonomous District (Constitution of District Councils Rules), 1951 for the autonomous district and the Pawi-Lakher (Constitution of Regional Council) Rules in 1952 for the autonomous region in the Lushai Hills District). According to these rules, the Lushai Hills District for the Mizo people was constituted on 25th April, 1952 and inaugurated at Aizawl, and the Pawi-Lakher Regional Council for Pawi, Lakher and

59. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, pp. 100-101.

60. R.N. Prasad, *Autonomy Movements in Mizoram, Op.cit.*, pp 15-16.

61. *Ibid.*, p.16.

Chakma tribes was constituted on 23 April, 1953 and inaugurated at Lunglei.⁶² The Councils were set up under Articles 244(2) and 275(11) of the Sixth Schedule of the Constitution.⁶³

First election to the Mizo District Council based on adult franchise was held in February, 1952. The total strength of the district Council was 24 out of which 18 were elected directly from the single member constituencies and 6 were nominated for a term of 5 years by the Governor of Assam on the advice of the Chief Executive Member. Only two constituencies were allotted to represent the Pawi-Lakher Region in the Mizo District Council. The Mizo Union formed the executive council. Bishnu Ram Medhi, the Chief Minister of Assam inaugurated the first democratic administrative machinery known as the Mizo District Council on 25th April, 1952. However, the Council only started functioning effectively from June 1952 after the rules and regulations were formulated. The members of the District Council were popularly known as MDCs, they were elected in accordance with the rules framed under the Sixth Schedule.⁶⁴

As per the rules framed under the Sixth Schedule, a provision was made for the election of Chairman and Deputy Chairman who normally preside over the Council in session. The Chairman and the Deputy Chairman were elected from the elected members of the District Council. The meeting to elect Chairman was presided over either by the Deputy Commissioner of the District or any officer as authorized by the Governor of Assam. The election of the Deputy Chairman was presided over by the Chairman⁶⁵

To carry out the executive functions of the District Council, the Sixth Schedule also provide for the creation of an executive committee. The committee consisted of the Chief Executive Member (CEM) and two other members. The CEM was

62. R.N. Prasad, *Autonomy Movements in Mizoram, Ibid.*, p.16.

63. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.103.

64. *Ibid.*, pp. 103-106.

65. *Ibid.*, pp.106-108.

elected by the members of the District Council in accordance with the procedures provided for the election of the Deputy Chairman. The two or other members of the Executive Committee were appointed by the Governor of Assam on the recommendations of the Chief Executive member from amongst the members of the District Council. The members of the Executive Committee were known as the Executive Members (EM) and the leader known as the Chief Executive Member (CEM).⁶⁶

The Pawi-Lakher Regional Council was inaugurated at Lunglei on 23rd April, 1953 by Saprawnga, then Parliamentary Secretary of Assam after the first election of the Pawi-Lakher Regional Council.⁶⁷ The Pawi-Lakher Regional Council as provided under sub-paragraph (2) of paragraph 1 of the sixth schedule to the constitution of India was constituted by the Government of Assam vide Notification No.TAD/R/10/50 dated 31st July,1951. Further the Government as per powers conferred under sub-paragraph (6) of paragraph (2) of the Sixth Schedule also enacted rules called the Pawi-Lakher Autonomous Region (Constitution of the Regional Council) Rules 1952 to constitute the first Council which was notified vide No. TAD/R/3/52/15 of 20th May, 1952.⁶⁸ The Council had strength of 12 members of whom 9 were to be elected directly on the basis of adult franchise from single member constituencies, the other 3 members were nominated for a term of 5 years by the Governor on the advice of the Chief Executive Member. The Pawi-Lakher Regional Council provides certain amount of ‘autonomy in administration’ to the region.⁶⁹

Rule 6 of the Autonomous Pawi-Lakher Regional Council Rules, 1952, as amended provide for an Executive with the Chief Executive Member as its head and one other member to exercise the functions of the Regional Council. According to Rule 6(2), the Governor appointed the Chief Executive Member on the advice of the

66. R.N.Prasad, *Government and Politics in Mizoram, Op.cit.*, pp.109-110.

67. Ngurbiaka, ‘*Emergence of Mizo District Council and Pawi-Lakher Regional Council*’, in Sangkima (ed), *A Modern History of Mizoram*, Spectrum Publications, Guwahati: Delhi. P.146.

68. R.N.Prasad, *Government and Politics in Mizoram, Op.cit.*, p.117.

69. *Ibid.*, p.117.

Chief Executive Member from amongst the members of the Regional Council. The similarity with the workings of relevant Articles of the Constitution is the same with that of the Mizo district.⁷⁰

Under the Constitution, the Council has law making powers with respect to allotment, occupation or use of land, other than reserved forest, for agriculture, grazing, residential or other non-agricultural purpose or for any other purpose likely to promote the interest of the inhabitants of any village or town, management of forests not being reserved forest, use of any canal or water course for the purpose of agriculture, regulation of the practice of jhum, establishment of village or town committee, any other matter relating to village or town administration, including village or town policy, public health and sanitation, appointment or succession of chiefs or headmen, inheritance of property, marriage and divorce and Social customs.⁷¹

The District Council was given the power to constitute village councils and set-up courts at different levels. The council also had the power of appointment of officers and prescribing procedures. The Regional Council was responsible for exercising all these functions within its area. There were certain exclusive jurisdictions of the District Council such as primary schools and the medium of instruction in the primary level, dispensaries, markets, cattle pounds, ferries, fisheries, roads and waterways.⁷²

The financial powers of the District/Regional Council included the assessment and collection of land revenue and tolls on buildings and persons. The District Council can levy taxes on profession, trades and employment; taxes on animals, vehicles and boats; taxes on entry goods, tolls on passengers and maintenance of schools, dispensaries and roads.⁷³ With the approval of the Governor, the District Council and the Regional Council can create the funds of the council and frame rules for their

70. H.C. Thanhranga, *Working and Functioning of the Pawi-Lakher Autonomous Regional Council in Mizoram*, in Sangkima (2004) (ed), *A modern History of Mizoram*, pp.150-151.

71. Animesh Ray, *Mizoram, Op.cit.*, p.155.

72. *Ibid.*, p.155.

73. *Ibid.*, P.156.

management. Both the councils also received grants-in-aid, loans, and advances etc. from the State Government.⁷⁴

During the pre-Independence or in the beginning of post-Independence period, there was psychological resentment among the local people over the nomenclature of the District (Lushai Hills) which signified the dominance of a particular tribe (Lushai) whereas other tribes like the Pawis, Lakhers, and other smaller tribes also have sizeable population. To pacify the sentiments of the people, the nomenclature was changed from the Lushai Hills District to Mizo Hills District in 1954 by the Act of Parliament.⁷⁵

The status of the Superintendent remained the same till the Indian Constitution came into force in 1950. However, certain changes in the procedure of the government/British India also affected the powers of the Superintendent as well. After independence, the designation of the Superintendent was changed and the head of the district began to be called Deputy Commissioner, and unlike before, his powers were reduced to a certain extent.⁷⁶ Since Independence, the office of the Deputy Commissioner/Collector has changed fundamentally in terms of prestige and powers necessitated by the requirement of an elected government. The role and responsibilities of the Deputy Commissioners in post independent Mizoram and other state of the country have expanded while their power bases eroded.⁷⁷

2.10. Abolition of Chieftainship: In the beginning, the chiefs fought the British with all their might, however, when they had to succumb to the British rule, they were used as the main instrument of the British government; they represent the British to their people in their own land. Towards the end of the British rule, there was a growing re-

74. R.N.Prasad, *Autonomy Movements in Mizoram, Op.cit.*, p. 22.

75. SN Singh (1994), *Mizoram (Historical Geographical Social Economic Political and Administrative)*, Mittal Publications, New Delhi-110059 (India), first edition, p.115.

76. R.N. Prasad & A.K. Agarwal (1991), *Political & Economic Development of Mizoram*, Mittal Publications, New delhi-110059 (India), first edition. p.133.

77. Laneihzovi, *Op.cit.*, p. 29.

sentment against the chiefs in the Lushai Hills. The common people were getting educated; they were getting recognition in government service, profession and also in trade and commerce. They also had exposure to the outside world during the first and the second world wars which made them resent the 'archaic rule' by the chiefs. This resentment gave birth to the first political party known as the Mizo Union at Lunglei in 1946.⁷⁸

It was felt that the 'autocratic institutions of chiefs' need to be abolish so the Mizo District Council pleaded with the Government of Assam to put an end to chieftainship. Based on their recommendation, the Government of Assam enacted the Assam Lushai Hills District (Acquisition of Chiefs Rights) Act on 28th June, 1954. Following the Act, the traditional hereditary chieftainship was abolished within the jurisdiction of the District Council with effect from 1st April, 1955.⁷⁹ The District Council assumed the rights and interests of 259 chiefs in the District Council area on 16th August 1954.⁸⁰

In accordance with the provisions of the Assam Lushai Hills District (Acquisition of Chiefs Rights) Act, chieftainship within the jurisdiction of the Pawi-Lakher Regional Council was altogether abolished with effect from 15th April, 1956.⁸¹ The Regional Council assumed the rights and interests of 50 Chiefs from the Pawi-Lakher region on 15th April, 1956.⁸²

2.11. Village Councils: In pursuance of paragraph 11 of the Sixth Schedule to the constitution of India, The Lushai Hills District (Village Councils) Act, 1953 was passed by the Lushai Hills District Council which received the assent of the Governor of Assam on 29th November, 1953, to provide for the establishment of Village Coun-

78. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, pp. 30-40.

79. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.140.

80. Animesh Ray, *Mizoram, Op.cit.*, p.156.

81. R.N. Prasad., *Government and Politics in Mizoram, Op.cit.*, p.140.

82. Animesh Ray, *Mizoram, Op.cit.*, p.156

cils etc, and for other matters relating to village administration.⁸³ Village Councils were constituted to perform the functions earlier discharged by the chiefs and *upa* (Village elders).⁸⁴

The District Council framed The Lushai Hills District (Election to Village Council) Rules on 18th April, 1954 for election of the members of village councils based on adult franchise. After the abolition of Chieftainship, the village administration was the responsibility of the village councils. Each village council consisted of five to eleven members, out of which one-third were nominated by the Executive Committee and the others were elected by the villagers for a term of three years. The members of the Village Council elected the President and Vice-President from among themselves. The Executive functions of the village council were vested on the President, the Vice-President and the Secretary. The Secretary was a village-writer appointed by the District Council on the advice of the President of the Village Council.⁸⁵

To carry out the internal affairs of the village, the Pawi-Lakher Regional Council also enacted a parallel legislation known as the Pawi-Lakher Autonomous Region (Village Council) Act on 24th November, 1954. The Village Council in this area consisted of 3 to 9 members based on the number of houses under its jurisdiction.⁸⁶

2.12. Insurgency: Bamboo famine (*mautam tampui*) broke out in 1959 in Mizoram and it was felt that the Government did not provided adequate relief measures regardless of the demands made by the Mizo District Council and some of the Mizo M.L.A's. A non-political organization such as Mizo Cultural Society and Mizo National Famine Front were formed to help the famine-stricken people. Mizo Cultural Society however did not last long.⁸⁷ The Mizo National Famine Front was trans-

83. *The Collection of Mizo District Council Acts, Regulations & Rules, Published by The Mizo District Council (Publicity Branch), Reprint, June, 2005, p.11.*

84. Animesh Ray, *Mizoram, Op.cit.*, p.156.

85. R.N.Prasad., *Government and Politics in Mizoram, Op.cit.*, pp.141-142.

86. *Ibid.*, p.142.

formed to a political party and the Mizo National Front (M.N.F) was formed on 22nd October, 1961 with the objectives of attaining independence and sovereignty for greater Mizoram.⁸⁸ The M.N.F was joined by few ex-chiefs who were displeased with the Mizo Union. A number of ex-servicemen particularly from 2nd Assam Regiment disbanded for misconduct also joined the M.N.F.⁸⁹

A great upheaval started on 28th February, 1966.⁹⁰ The M.N.F. declared Independence and accused the Government of India for violation of the Charter of the United Nations and its universal declaration of Human Rights and thereby refused the right of self-determination to the Mizo people. They felt the government oppressed the Mizo people, suppressed Christianity, colonized the territory, and ruled autocratically. They further alleged the government for establishing her military might against the Mizo people. Due to these reasons, Mizoram was declared as an independent state by 61 M.N.F. leaders who claimed to represent the Mizo people. They claimed the power of waging war, concluding peace treaty and establishing trade and commerce with all sovereign states.⁹¹ The M.N.F. also appealed to recognize independent Mizoram to all independent countries.⁹²

Based on the Assam Disturbed Areas Act, 1955 of the Government of Assam, Mizoram was declared as a 'Disturbed Area' on 2nd March, 1966. The Armed Forces (Assam and Manipur) Special Powers Act, 1958 was also applied in the area. The Act gave the authority to the army the arrest of any person without any warrant in the declared 'Disturbed area' if they committed or was about to commit a 'cognizable offence.' It also empowered the army to enter and search any premises without warrant on the same dubious grounds. The army was further empowered to destroy any arms

87. R.N.Prasad., *Government and Politics in Mizoram, Op.cit.*, pp.161-162.

88. *Ibid.*, pp. 163-164.

89. Animesh Ray, *Mizoram, Op.cit.*, p.160.

90. *Ibid.*, p.161.

91. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, pp. 179-180.

92. Animesh Ray, *Mizoram, Op.cit.*, p.161.

dump, prepared or fortified position or shelter from which attacks are made or any structure used as a training camp for armed hide-out by armed gangs or absconders wanted for any offence.⁹³

The Ch.Chhunga Government which came to power after the first election in the Union Territory of Mizoram resigned in May, 1977. Ch.Chhunga felt that his resignation would facilitate a settlement with the MNF. On 11th November, 1978, Mizoram was brought under President's rule. The Assembly was dissolved.⁹⁴

It was difficult for the security forces to deal with the M.N.F rebels and differentiate between the underground and the over ground Mizo,⁹⁵ the Government immediately took two steps after the outbreak of insurgency i.e. getting control over the area which was under the M.N.F. activists and having proper security measures brought under the Government. These functions were carried out by the military and Para-military forces commonly known as Security forces.⁹⁶ The villages in the Mizo hills were reorganized with the twin objectives of restraining the rebel activities of the MNF and also to accelerate economic development of the district.⁹⁷ The Government resorted to a scheme known as Operation Security, the grouping of villages (*Khaw Khawm*) which was conceived by the army authorities.⁹⁸

There were four categories of grouping such as Progressive and Protected Villages (PPV), New Group Centres (NGC), Voluntary Group Centres (VGC), and Extended Loop Area (ELA). About 75% population of the district were effected by these four categories of grouping. When the process of grouping the villages was completed, the Government took many security measures to protect the shifted population

93. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.184.

94. Animesh Ray, *Mizoram, Op.cit.*, p. 176-180.

95. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.197.

96. Animesh Ray, *Mizoram, Op.cit.*, p.163.

97. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, p. 168.

98. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.197.

from the M.N.F. insurgents. All the centers were properly fenced by the villagers; the security personnel were stationed in the centers to prevent the break in of the rebels. All the houses in the group centers were numbered. A census sheet of each family was prepared. Family photos were taken for valid identification. (Security or identity cards which had an individual photograph of all adults were issued to the people).⁹⁹ The villagers were not allowed to go out or come into the village without a pass except through authorized routes. The Administrative Officer conducted roll call of the villagers for surprise verification. Permits for movement were issued for emergency. However, no permit was necessary to go to jhums.¹⁰⁰ In accordance with the Defence of India Rules (8) 1962, Curfew orders were enforced from dusk to dawn since the break out of disturbances in urban and rural areas for security reasons. The Curfew order was enforced for a period of nearly 7 years. The Army authority was also given the authority to 'clamp curfew' anywhere in the district for Security reasons. The villagers were not allowed to carry their mid-day meal while going out nor carry food-stuff outside the centre. There was also standing order that the security forces can barricade any village if they supported the M.N.F. activities or provided rations to them. Under such circumstance, the villagers were not allowed to go out of their villages unless they obtained permission from the competent authority. Even outsiders were not allowed to enter in such villages without permission.¹⁰¹

There were certain areas where grouping did not take place. Aijal (Aizawl) and Lungleh (Lunglei) were not grouped as there were adequate security arrangements in the towns. A stretch of 40 miles from Aijal to Thenzawl also escaped grouping as the villages in these areas, twenty in all, could be covered by security columns patrolling from the Aijal town. The Central and the Southern part of the Pawi-Lakher region also escaped grouping due to the absence of hostile activities in these areas.¹⁰²

99. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, pp.198-202.

100. Animesh Ray, *Mizoram, Op.cit.*, p.165.

101. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.202.

102. Animesh Ray, *Mizoram, Dynamics of Change, Op.cit.*, p. 176.

2.13. The Union Territory of Mizoram: The North-Eastern (Areas) Reorganization Act was enacted by the Government of India in 1971 by amending the Indian Constitution (Twenty-Seventh Amendment). As per the Act, Mizo Hills District was elevated into a Union Territory with thirty-three Legislative Assembly members (thirty elected and three nominated) and one seat in each house of Parliament (Lok Sabha and Rajya Sabha), consisting of a Council of Ministers and Lt. Governor as its administrative head.¹⁰³ The Lt. Governor replaced the Governor of Assam as the administrative head of Mizoram.¹⁰⁴ The Act provides the extension of the jurisdiction of the Gauhati High Court to the Union Territory of Mizoram. The administration of the Union Territory would be carried out by the All India Services until it has its own. Some members of the All India Services from the Assam Cadre were allocated to the territory and they later joined the Union Territory Cadre.¹⁰⁵

Article 240 of the Constitution of India gives provision to the Union Government to formulate rules and regulations for Mizoram until it has its own legislature. This Act empowers the Administrator of Mizoram to carry on special responsibility with respect to Border Security as well as maintenance of internal Law and Order until the internal disturbances evaporate in the territory. It also grants him ordinance making power. However, unless it was decided by Mizoram Legislative Assembly through resolution, the Act of Parliament would not be applied to the Union Territory of Mizoram in relation to Mizo religious or social practices, Mizo customary law and procedure, Administration of civil and criminal justice that requires decision based on Mizo customary law and Ownership and transfer of land and its sources.¹⁰⁶

To safeguard the interests of the minority tribes, the Act provided the creation of three District Councils for the Pawi, the Lakher and the Chakma.¹⁰⁷ Aizawl Dis-

103. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.289.

104. R.N. Prasad & A.K. Agarwal, *Op.cit.*, p.133.

105. R.N. Prasad, *Government and Politics in Mizoram, Op.cit.*, p.289.

106. *Ibid.*, p.289.

107. *Ibid.*, p.289.

tract was divided into Aizawl, Lunglei and Chhimituipui districts headed by three Deputy Commissioners. Since Chhimituipui is a Sixth Scheduled District, it was put under the charge of two functionaries viz., the Deputy Commissioner who represent the State government and the Chief Executive Members of the three District Councils representing their respective councils. Both the functionaries work independently of each other.¹⁰⁸

The Union Territory of Mizoram was inaugurated at Aizawl by the then Prime Minister Indira Gandhi on 21st January, 1972. The Union Territory of Mizoram comprised the earlier territories of the Mizo district in Assam and from that day onwards, it ceased to be a part of Assam.¹⁰⁹ A Chief Commissioner was appointed to represent the Union Territory of Mizoram. The first Chief Commissioner of the Union Territory of Mizoram was S.J. Das, IAS; He was the former Commissioner of Cachar and the Mizo Hills District. The Mizo people wanted the Lieutenant Governor to be posted in Mizoram.¹¹⁰ As a result, S.P. Mukherjee, a retired IAS officer of Bihar who had earlier worked as Chief Commissioner of Tripura, was appointed as the first Lieutenant Governor of Mizoram and he assumed charge on 29th April, 1972.¹¹¹

The Government of the Union Territories (Amendment) Act 1971 made provision for the creation of a legislature in Mizoram. Accordingly, the first election to the Mizoram Legislative Assembly and for the Lok Sabha seat was held on 18th April, 1972. The Mizo Union won victory in the election and Ch.Chhunga was the first Chief Minister of the Union Territory of Mizoram.¹¹² R.M. Agarwal took charge as the first Chief Secretary of the Union Territory of Mizoram on 21st January, 1972.¹¹³

108. Lalneihzovi, *Op.cit.*, p. 29.

109. Animesh Ray, *Mizoram, Op.cit.*, p.169.

110. SN Singh, *Op.cit.*, p. 154.

111. Animesh Ray, *Mizoram, Op.cit.*, p.169-170.

112. R.N. Prasad, *Government and Politics in Mizoram, Ibid.*, pp. 295-298.

113. Lalhmachhuna Zofa (2006), *Zonunpar General Knowledge*, printed at Blue Mountain Offset Printers, Below Vanapa Hall, Aizawl, second edition, p.64.

As per paragraph 20-A of the Sixth Schedule to the Constitution, an order was issued under the Dissolution of the Mizo District Council (Miscellaneous) Order, 1972. Based on this order, the Mizo District Council was dissolved and hence it came to an end on 28th April, 1972. The Pawi-Lakher Region was divided into three councils on 2nd April, 1972 and subsequently the Pawi-Lakher Region Council came to an end. After a month, each of the three Regional Councils was constituted as an autonomous District Council of Pawi, Lakher and Chakma on 29th April, 1972.¹¹⁴

2.14. The State of Mizoram: The Government of India and the MNF signed Peace Accord at 9.30 pm on 30th June, 1986. According to the Memorandum of Settlement, the MNF will restore peace and normalcy in Mizoram and take all necessary steps to end all underground activities, bring out all underground personnel of the MNF with their arms, ammunition and equipment to ensure their return to civil life, to abjure violence and generally to help in the process of restoration of normalcy. The Government on their part will initiate measures to confer Statehood on the Union Territory of Mizoram and the inner line regulations will not be amended or repealed without consulting the state government.¹¹⁵

On 5th August, 1986 the Constitution (53 Amendment) Bill 1986 was passed in the Lok Sabha. Along with the Constitution amendment bill, a bill according statehood to Mizoram was also passed. On 15th August, 1986 the Mizoram Congress (I) Legislature Party passed a resolution for appointment of Laldenga as the Chief Minister of Mizoram. On 16th August, 1986 Lal Thanhawla submitted his resignation as Chief Minister. On 18th August the Central Government lifted the ban on the MNF and other allied organizations. The notification of 10th January, 1986 which declared the MNF and other allied organizations 'Unlawful' was cancelled. On 21st August,

114. H.C.Thanhranga (2007), *District Councils in the Mizo Hills (Updated)*, published by H.C.Thanhranga, Tuikhuahtlang, Aizawl, p.42-44.

115. Animesh Ray, *Mizoram, Op.cit.*, pp.197-200.

1986 Laldenga was sworn in as the Chief Minister.¹¹⁶ Mizoram was elevated from the status of a Union Territory to the State of Mizoram on 20th February, 1987.¹¹⁷

The Lt. Governor was replaced by the Governor in the State of Mizoram. The Governor is the head of the State and he is endowed with legislative, executive, judicial and other miscellaneous powers. The Governor can summon, prorogue and dissolve the Legislative Assembly of Mizoram and he is advised by the Chief Minister in all these matters. The Governor of Mizoram, like other States, is the nominal executive head of the State. The real power lies with the Council of Ministers of which the Chief Minister is the supreme authority.¹¹⁸

The Government of Union Territories (Amendment) Act, 1971 provided for the creation of a legislature in Mizoram. The first and other 9 elections to the Mizoram Legislative Assembly were held in 1972, 1978, 1979, 1984, 1989, 1993, 1998¹¹⁹ and 2008 (2nd December, 2008)¹²⁰ The strength of the Council of Minister at present is 12, including the Chief Minister and 9 Cabinet Ministers, 2 Ministers of State and 6 Parliamentary Secretaries.¹²¹

The Mizo people enjoyed special safeguard against Article 371 (B) of the Constitution of India to protect their religious practices, customary and economic interests which no States in the plain area enjoyed. They have been given complete internal home rule to manage their own affairs by their own genius financed by the Government of India. Mizo governed Mizo. The Ministers, MLAs and most of the officials are Mizo. The non-Mizo in Mizoram are working in partnership with the Mi-

116. Animesh Ray, *Mizoram, Op.cit.*, pp.205-206.

117. Lalneihzovi, *Op.cit.*, p. 29.

118. SN Singh, *Op.cit.*, pp. 154-155.

119. Lalneihzovi, *Op.cit.*, p. 22.

120. Vanglaini, Mizo Daily, VOL-XXIII No.273, REGN: RNI 34227/79. : MR-NE/1027/2006-08, Aizawl, December 12, 2008, p.1

121. Vanglaini, Mizo Daily, VOL-XXIV NO.1, REGN : RNI 34227/79. : MR-NE/1027/2006-08, Aizawl, Monday, January 5, 2009, p. 1.

zo for the constructive socio-economic transformation of the Mizo society. By and large, the density of Mizoram remains in the hands of the Mizo people.¹²²

2.15. Districts: The Mizo Hills District Council was abolished after it was upgraded to the status of the Union Territory of Mizoram and the Aizawl District was divided into Aizawl, Lunglei and Chhimituipui districts headed by three Deputy Commissioners. The Pawi-Lakher Regional Council inhabiting the Chhimituipui District was divided into Autonomous District Councils such as the Pawi (now Lai) District Council, the Lakher (now Mara) District Council and the Chakma District Council. The Chhimituipui District is a Sixth Scheduled District.¹²³

Till 1998, Aizawl District covered more than half of the areas of Mizoram. However, it was divided into five Districts on March 1998 for effective administration and to make it more convenient for implementation of various development schemes for the rural and urban people.¹²⁴ The Chhimituipui District was also bifurcated into two-Saiha and Lawngtlai. The Lunglei District remained undivided.¹²⁵

The newly created Districts were named as Aizawl District with effect from 11th March, 1998, Champhai District with effect from 11th March, 1998, Mamit District with effect from 11th March, 1998, Kolasib District with effect from 29th July, 1998 and Serchhip District with effect from 29th July, 1998.¹²⁶ The state comprised of eight districts,¹²⁷ such as:-

122. Lalneihzovi, *Op.cit.*, pp.22-23.

123. *Ibid.*, p.25.

124. *Ibid.*, p.24.

125. *Ibid.*, p.29.

126. *Ibid.*, p.24.

127. India 2008, *Op.cit.*, p.993.

- Aizawl (3,576.31 Sq.Kms.)¹²⁸ District with a population of 404,054 and the headquarter at Aizawl; it amounts to 37.03% to the total population of the state. The number of literates in Aizawl district stood at 346,465 ¹²⁹
- Lunglei (4,538.00 Sq.Kms.)¹³⁰ District with a population of 154,094 consisting of 116,669 literates¹³¹ and headquarter is Lunglei
- Champhai (3,185.85 Sq.Kms.)¹³² District with 125,370 population consisting of 96,601 literates¹³³ and headquarter is Champhai
- Lawngtlai (2,557.10 Sq.Kms.)¹³⁴ District with 117,444 population consisting of 63,524 literates¹³⁵ and headquarter at Lawngtlai
- Kolasib (1,282.51 Sq.Kms.)¹³⁶ District with 83,054 population consisting of 66,510 literates ¹³⁷ and headquarter at Kolasib
- Mamit (3,025.75 Sq.Kms) ¹³⁸ District with 85,757 population consisting of 60,979 literates ¹³⁹ and headquarter at Mamit

128. Lalneihzovi, *Op.cit.*, p. 993.

129. *Census of India 2011, Op.cit.*, p. 29.

130. *India 2008, Op.cit.*, p. 993.

131. *Census of India 2011, Op.cit.*, p. 29.

132. *India 2008, Op.cit.*, p. 993.

133. *Census of India 2011, Op.cit.*, p. 29.

134. *India 2008, Op.cit.*, p.993.

135. *Census of India 2011, Op.cit.*, p. 29.

136. *India 2008, Op.cit.*, p. 993.

137. *Census of India 2011, Op.cit.*, p. 29.

138. *India 2008, Op.cit.*, p.993.

- Saiha (1,399.90 Sq.Kms¹⁴⁰ District with 56,366 population consisting of 41,742 literates¹⁴¹ and headquarter at Saiha and
- Serchhip (1,421.60 Sq.Kms)¹⁴² District with 64,875 population consisting of 55,102 literates¹⁴³ and headquarter at Serchhip.

On 1st September, 2008, the Government (MNF Cabinet Meeting) declared the creation of three new districts in Mizoram. The headquarters for these new Districts are Hnahthial, Khawzawl and Saitual.¹⁴⁴ However, till today, these new districts have not function yet.

The Deputy Commissioner with their Assistants discharges the functions of the district administration. The Deputy Commissioner is drawn from an IAS Officer with four to ten years seniority if he is directly recruited. Those who are promoted from the State Civil Service to the IAS are also appointed to the office of the Deputy Commissioner due to the shortage of IAS officers in the State. The Deputy Commissioner is assisted by two to three senior officers of the Assistant Deputy Commissioner's rank (or Magistrate's rank) mostly drawn from Mizoram Civil Service. Briefly, the Deputy Commissioner is the supreme authority of the district subject to no supervision of the Divisional Commissioner as there is no post of Divisional Commissioner in Mizoram.¹⁴⁵

In India, the concept of a District is based on Revenue Administration and a District means Revenue District under District Collector which is known as Deputy

139. *Census of India 2011, Op.cit.*, p. 29.

140. *India 2008, Op.cit.*, p. 993.

141. *Census of India 2011, Op.cit.*, p. 29.

142. *India 2008, Op.cit.*, p. 993.

143. *Census of India 2011, Op.cit.*, p. 29.

144. *Zozam*, Vol.VI, Issue no.3, September 3-9, 2008, p.11.

145. *Laneihzovi, Op.cit.*, pp.29-30.

Commissioner in Mizoram. However, in Mizoram, there is an absence of clear cut separation regarding the allocation of functions and responsibilities between the Directorate of Land Revenue and Settlement and the Offices of the Deputy Commissioner. This has resulted in a lot of confusion, over-lapping, and multiplicity in the functions and responsibilities. It also curtailed the powers of the District Collector to a great extent concerning the allotment and settlement of law. The office order that the Deputy Commissioner concerned will continue to be the head of the District Office and the subordinate officers and staff attached to him will assist him in the discharge of his duties in relation to Revenue Administration exist in theory only. In the Sub Divisional Level also the case remains the same.¹⁴⁶

Under Rules 8 and 15 of the Rules for the Regulation of the Procedure of Officers appointed to administer Justice in the Lushai Hills, 1937, Deputy Commissioner is appointed to administer criminal justice and civil justice in the Lushai Hills. He also exercises Judicial Powers analogous with Judicial Powers of Session Court. Under Section 20(1) of the Code of Criminal Procedure, 1973 (Act No.2 of 1974) Deputy Commissioner also is appointed as Executive Magistrate exerting all the powers of the District Magistrate and all Executive Magistrates are subordinate to the District Magistrate.¹⁴⁷ The Deputy Commissioner being an executive head is exercising powers in accordance with the provisions of the Administration of Justice Rules, 1937. Unlike the plains districts of the Country, the Deputy Commissioner in Mizoram is the head of Criminal and Civil Justice because there is no Separation of Judiciary from the executive in Mizoram.¹⁴⁸ However, Notification No.A.36016/5/2001-P&AR (CSW) was issued on 16th June, 2005 for Separation of Judiciary from the Executive in Mizoram excluding the Autonomous District Council area. Accordingly, the control over the existing Courts of Addl. District Magistrate (Judicial), Special Courts constituted under various Acts, and the Sub-Divisional Magistrates (Judicial), Mizo District Council Court at Aizawl with its subordinate Courts including the posting and promotion of, and the grant of leave to persons belonging to the Judicial Service of

146. *Powers and duties of the Deputy Commissioner, Aizawl District*, <http://dcaizawl.nic.in/power3.html>, accessed on 7.4.2011.

147. *Powers and duties of the Deputy Commissioner, Aizawl District*, *ibid*.

148. Laneihzovi, *Op.cit.*, p. 45.

the State holding any post inferior to the post of District Judge is vested to the Gauhati High Court (High Court of Assam, Nagaland, Meghalaya, Tripura, Mizoram and Arunachal Pradesh) with immediate effect.¹⁴⁹ As per Notification No. A. 48011/2/2008-P.E/61, Dated Aizawl, 1st July/2008, the Mizoram Government decided to implement the separation of Judiciary from the Executive in the entire State of Mizoram including the Autonomous District Council areas.¹⁵⁰ District Rural Development Agency under the Chairmanship of Deputy Commissioner, Aizawl co-ordinates Rural Development Programmes received from the Central Government.¹⁵¹

As provided U/S 13 A.A. of Representation of the People Act, 1950, the Deputy Commissioner is designated as District Election Officer by the Election Commission of India in consultation with the State Government. He co-ordinates and supervise all works in the District or in the area within his jurisdiction in connection with the preparation and revision of the Electoral Rolls for all Parliamentary, Assembly and Council constituencies within the District. The District Election Officer shall also perform such other functions as may be entrusted to him by the Election Commission and Chief Electoral Officer of the State.¹⁵² U/S 21 of the Representation of the People Act, 1951, the Deputy Commissioner is designated as Returning Officer who shall at any Election do such act and things as may be necessary for efficiently conducting the Election in the manner provided by this acts and rules or orders made there under. U/S 20(J) of Election to Village Council Rules, 1974, the Deputy Commissioner is designated as Electoral Registration Officer of constituencies who shall co-ordinate and supervise all works in the District or in the area within his jurisdiction in connection with the preparation and revision of the Electoral Rolls for Election to the Village Council. It shall be general duty of the Electoral Registration Officer at

149. No.A.36016/5/2001-P&AR (CSW), Government of Mizoram, Department of Personnel & Administrative Reforms, Civil Service Wing, Dated Aizawl, the 16th June, 2005.

150. The Mizoram Gazette, Extra Ordinary , published by Authority, REGN. NO. N.E.-313 (MZ) / 2006-2008, Vol. XXXVII Aizawl, Wednesday, 16.7.2008, Asadha 25, S.E. 1930, Issue No. 240.

151. *Powers and Duties of the Deputy Commissioner, Aizawl, Op.cit.*

152. Lalneihzovi, *Op.cit.*, p. 35.

any Election to Village Council to do all such acts and things as may be necessary for effectually appointing Returning Officers in the manner provided by this acts and rules or orders made there under.¹⁵³

2.16. Autonomous Districts: The Pawi and Lakher Autonomous Regional Council were created on 4th April, 1953. The nomenclature of the Pawi Autonomous Regional Council was altered to Lai Autonomous Regional Council on 16th February, 1973. The Lakher Autonomous Regional Council was also altered to Mara Autonomous Regional Council in 1973. The Chakma Autonomous Regional Council was created on 2nd April, 1972. So, at present, there are three Autonomous Districts in Mizoram, such as:-¹⁵⁴

- Lai Autonomous District Council (1, 870. 75 Sq.Kms) with the District head-quarter at Lawngtlai
- Mara Autonomous District Council (1,399.90 Sq.Kms) with the District head-quarter at Saiha and
- Chakma Autonomous District Council (686.35 Sq.Kms) with the District headquarter at Chawngte (Kamalanagar).

The civil administration of the Autonomous District in the State is placed with the two authorities under the Sixth Schedule viz. Deputy Commissioner representing the State Government and the Chief Executive Member of the Executive Committee heading the District Council. There is, thus, “dual form of administration functioning independently of each other.”¹⁵⁵

2.17. Village Councils: According to the 2001 census, the total number of villages in Mizoram is 817 out of which 707 are inhabited and 110 are uninhabited.¹⁵⁶ However, in the 2011 census, the total number of inhabited villages is 719 and there are 23

153. *Powers and Duties of the Deputy Commissioner, Aizawl District, Op.cit.*

154. Lalhmachhuana Zofa, *Op.cit.*, p.7.

155. Lalneihzovi, *Op.cit.*, p. 21.

156. *Statistical Hand Book 2008, Op.cit.*, p.1.

towns in Mizoram. The District-wise distribution of villages and towns will be shown in the following table.

Table No. 2 : 1
Number of Villages and Towns in Mizoram

DISTRICTS	No. of inhabited villages	No. of Towns
Mamit	87	3
Kolasib	39	4
Aizawl	97	4
Champhai	84	4
Serchhip	34	3
Lunglei	163	3
Lawngtlai	161	1
Saiha	54	1
Total =	719	23

Source: Census of India 2011¹⁵⁷

The Lushai Hills District (Village Councils) Act was enacted in 1953 and the Pawi-Lakher Autonomous Region (Village Councils) Act enacted in 1954 under Sub-clause (e) of Clause (3) of the Sixth Schedule to the Constitution of India to “democratize the Village administration.” Accordingly, the Village Administration was vested in the democratically elected Village Councils (VCs).¹⁵⁸ (Under section 43 of the State of Mizoram Act, 1986, all laws in force during the Union Territory of Mizoram until altered, repealed or amended and this includes the Village Councils Act by which the Village Council was constituted). “President, Vice-President and Members of a Village Council including a Secretary are deemed to be public servants under section 21 of the Indian Penal Code. As such obstruct their performing of duties in the discharge of administration of the village will be an offence as the case with other public servants.”¹⁵⁹

157. Census of India 2011, *Op.cit.*, p.14.

158. R.N. Prasad, “The Seventy-Fourth Constitutional Amendment Act, 1992 and Urban Local Government Perspectives in Mizoram”, in R.N. Prasad (ed), *Urban Local Self Government in India*, Mittal Publications, New Delhi (India), first published 2006, p. 158.

159. H.C. Thanhranga, *District Council in the Mizo Hills (updated)*, *Op.cit.*, pp.340-341.

The Village Council acts as a Village Court within its area. Under section 45 of the Mizoram State Act, 1986, all courts and tribunals including Village Council Courts in Mizoram during the Union Territory of Mizoram should continue discharging their duties unless it contradicts the provisions of the Mizoram State Act or until other provision is made by a competent legislature or other competent authority. The term of the Village Court is 3 years from the date of its first meeting unless dissolved earlier by the Government.¹⁶⁰ The administration of the village councils is under the Local Administration Department (LAD) by the Government of Mizoram which managed both the rural and urban affairs.¹⁶¹ The Members of a Village Council including the President and Vice-President and ‘*tlangau*’ are entitled to receive remuneration under the provision of the Village Councils Act.¹⁶²

The number of Village Councils and Village Council Members in the Districts including the Autonomous District Council are in the following table.

Table No. 2 : 2

District-Wise Number of Village Councils and Village Council Members (2008-2009)

District	No. of Village Councils	No. of V.C. Members
Mamit	71	239
Kolasib	44	168
Aizawl	166	664
Champhai	100	350
Serchhip	42	153
Lunglei	132	457
Lai Autonomous District Council	94	392
Mara Autonomous District Council	72	306
Chakma Autonomous District Council	69	333
Total =	790	3062

Source: Statistical Abstract of Mizoram: 2009¹⁶³

160. H.C. Thanhanga, *District Council in the Mizo Hills (updated)*, *Ibid.*, p.341.

161. R.N. Prasad, “*The Seventy-Fourth Constitutional Amendment Act, 1992 and Urban Local Government Perspectives in Mizoram*”, *Op.cit.*, p.158.

162. R.N. Prasad, “*The Seventy-Fourth Constitutional Amendment Act, 1992 and Urban Local Government Perspectives in Mizoram*”, *Ibid.*, p. 341.

163. *Statistical Abstract of Mizoram: 2009, Directorate of Economics & Statistics, Government of Mizoram*, P. 146.

However, after Aizawl Municipal Council was constituted, the Government of Mizoram issued Notification N0.B-13015/49/10-LAD/VC, Government of Mizoram, Local Administration Department, dated Aizawl the 11th Feb, 2011, which states that the Mizoram Governor as per The Mizoram Municipalities Act 2007, Chapter XXIV, Sec 388 abolished the Village Councils within the area of Aizawl District with effect from 24.11. 2011.¹⁶⁴

2.18. Aizawl Municipal Council: The Mizoram Municipalities Act was passed by the Mizoram Legislative Assembly under Notification No. H. 12018/120/03-LJD/28, the 20th April, 2007, it received the assent of the Governor of Mizoram on 16th April, 2007.¹⁶⁵ At present, there exists 23 Towns in Mizoram, such as Zawlnuam, Mamit, Vairengte, Bairabi, Kolasib, N.Kawnpui, Sairang, Lengpui, Saitual, Darlawn, Aizawl, Khawzawl, Khawhai, Biате, Champhai, Thenzawl, N. Vanlaiphai, Serchhip, Tlabung, Hnahthial, Lunglei, Lawngtlai, and Saiha.¹⁶⁶

The Mizoram Municipalities Act, 2007 was enacted “to provide administration of town areas and to establish municipalities in towns, transitional areas and urban areas in Mizoram and for the purpose of bringing them in conformity with the purpose, substance and direction of the Constitution (Seventy-fourth) Amendment Act, 1992 in general, and to endow the municipalities with functions and powers so as to enable them to function as vibrant institution of Local Self Government with greater People’s participation in managing their own affairs besides importing certainty, continuity and democratic content and dignity, aiming among other things at the realization of economic and social justice.” Chapter I, Sub. No. (1) Of Section 1. of the Mizoram Municipalities Act, 2007 provides that the Bill shall extend to the whole of the State of Mizoram except the area which has been or may hereafter be declared as, or included in, a Panchayat or a Village Council under the Provisions of any law in force

164. N0.B-13015/49/10-LAD/VC, Government of Mizoram, Local Administration Department, dates Aizawl the 11th Feb, 2011.

165. *The Mizoram Gazette, Extraordinary*, Published by Authority, Regn. No. NE-313 (MZ), VOL-XXXVI Aizawl, Tuesday 24.4.2007, Vaisakha 4, S.E. 1929, Issue No.123.

166. *Statistical Hand Book Mizoram 2008, Op.cit.*, p. 12.

in Mizoram, but shall not extend to the Mizoram Tribal Areas, as referred to in Part III of paragraph 20 of the Sixth Schedule of the Constitution.¹⁶⁷ The Mizoram Municipalities Bill, 2007 also make provisions for the Municipal Authorities. Chapter-III, Section 12, Sub. No. (1) of the Bill states that the Municipal Authorities charged with the responsibility of carrying out the provisions of this Act for each Municipal area shall be- a) the Municipality b) the Executive Council, and c) the Chairman.¹⁶⁸

The Mizoram Municipalities Act 2007 (Act No 6 of 2007) was amended in 2009. Amendment of Section 13, section 8 (1) of the Mizoram Municipalities (Amendment) Act, 2009 (Act No 14 of 2009) states that the Councilors elected in a general election or a bye-election of a Municipality in accordance with the provisions of any law relating to Municipal elections in the State, shall constitute the Municipality. Amendment of Section 13, section 8 (2) also states that The Municipality shall, unless dissolved earlier, continue for a period of five years from the date of its first meeting after the general election and no longer. Amendment of Section 16, Section 10 (1) provides that the Chairman and the Vice Chairman shall be elected by the elected Councilors from amongst themselves in accordance with such procedure as may be prescribed. Amendment of Section 16, Section 11 (2) states that in the event of the Board of Councilors failing to elect a Chairman or Vice Chairman in the manner prescribed, the State Government shall appoint the Executive Officer of the Municipality to act as the chairman or the Vice Chairman as the case may be. Amendment of Section 21, Section 13 provides the term of office of Executive Council. According to this amendment, a member of the Executive Council shall hold office until-¹⁶⁹

167. *The Mizoram Municipalities Bill 2007*, Urban Development & Poverty Alleviation Department, p.7.

168. *The Mizoram Municipalities Bill 2007*, *Ibid.*, p.9.

169. The Mizoram Gazette, Extra ordinary, Published by Authority, RNI No. 27009/1973, Postal Regn.No.NE313 (M2) 2006-2007, VOL-XXXVIII Aizawl, Tuesday 24.11.2009, Aryahayana 3, S.E. 1931, Issue No.534. pp. 2-4.

- he ceases to be Councilor
- he resigns his office by writing under his hand addressed to the Chairman in which case the resignation shall take effect from the date of his acceptance, or
- he is removed from office by a written order of the chairman, or
- the chairman ceases to hold office, or
- in the case of the death of the Chairman, a newly elected Chairman enters upon his office.

The office of the Aizawl Municipal Council was inaugurated on 1st July, 2008. The Governor of Mizoram in the exercise of the powers conferred under Section 6 of the Mizoram Municipalities Act, 2007 (Act No. 6 of 2007), finally constitutes the area to be the Aizawl Municipal Area.¹⁷⁰ Notified Urban Areas of Aizawl City is divided into 19 Wards out of which 6 Wards are reserved for women as mandated by 74th Constitution Amendment Act of 1992.¹⁷¹ As per Notification No. B.14015/8/2010-SEC/MC/30, the 23rd August, 2010, the State Election Commission declares Ward No. II, Ward No. IV, Ward No. VI, Ward No. XI, Ward No. XII, Ward No. XVII by draw of lots as the Women reserve seats for the General Election to the first Council of Aizawl Municipality.¹⁷² The first ever Aizawl Municipal Council Election was held on 3rd November, 2010 across the AMC 19 wards in Aizawl city.¹⁷³

170. Government of Mizoram, Urban Development & Poverty Alleviation Department, Notification, Dated Aizawl, the 10th October, 2008, Memo No. B-13017/15/2007- UD & PA : Dated Aizawl, the 10th October, 2008.

171. State Election Commissioner's Message, <http://www.secmizoram.in/sec/index.php?phek=bawm&bid=1>, DATE 10.4.2011

172. The Mizoram Gazette, Extra Ordinary, Published by Authority, Regn. No. NE-313(MZ) 2006-2008, VOL-XXXIX Aizawl, Monday 23.8.2010, Bradra 1, S.E. 1932, Issue No. 308.

173. Aizawl Municipal Election Results Live <http://samaw.com/aizawl-municipal-council-election-results-live/4895>, DATE 10.4.2011.

2.19. Sub-divisions and Rural Development Blocks: 23 Sub-Divisions are established from the eight Districts of Mizoram for ‘administrative convenience.’ There are 3 Sub-Divisions in Aizawl, 3 in Lunglei, 3 in Champhai, 3 in Mamit, 3 in Kolasib, 3 in Serchhip, 2 in Saiha and 3 in Lawngtlai.¹⁷⁴

Rural Development Blocks are also created to facilitate socio-economic development for the rural people. These blocks function under the control of the Department of Rural Development. The officers, who man these blocks, are of Mizoram Civil Service cadre. The Rural Development Department does not have its own cadre officers to man these Blocks.¹⁷⁵ At present, there are 26 Rural Development Blocks in Mizoram¹⁷⁶

This Chapter deals with the Mizoram Administrative Setting from the Pre-British period till today. It was found that during the Pre-British period, there was no systematic pattern of administration in Mizoram. With the emergence of hereditary chieftainship, the village administration was carried out by the village chiefs with the assistance of his Lal Upa, Zalen, Ramhual, Tlangau, Thirdeng and Puithiam. Systematic administration started functioning when the British annexed the territory in 1891. This chapter traces the evolution of the administrative set-ups of Mizoram from the British period till Statehood. The various administrative set-ups under the State Government of Mizoram are also studied in the later part of the chapter.

174. Lalneihzovi, *Op.cit.*, p.16.

175. Lalneihzovi, *Op.cit.*, p.16-18.

176. *Economic Survey Mizoram 2007-2008*, Planning & Programme Implementation Department, Government of Mizoram, p.5.

CHAPTER-III

Personnel Administration

The previous chapter deals with the Administrative Setting of Mizoram from the Pre-British period till today. The different administrative settings under the State of Mizoram are also studied. In this chapter, attempt will be made to study personnel administration and its implications. This chapter will also focus on the different aspects of personnel administration.

Certain factors contributed towards the process of development, such as men, money and material, however, manpower plays the most important part than any of these factors because their requisite skills, aptitude, integrity and organizing capacity can build the image of their organizations as effective institutions in the nation-building process.¹ The term Personnel Administration is defined and analyzed in different ways. According to Tead, “Personnel Administration is the utilization of its best scientific knowledge of all kinds to the end that an organization as a whole and the individuals composing it, shall find that the corporate purpose and the individual purposes are being reconciled to the fullest possible extent, while the working together of these purposes also realizes a genuine social benefit.”² Dale Yoder defines Personnel Management as, “That phase of management which deals with the effective control and use of manpower as distinguished from other sources of power”.³ Pigor and Myers define it as, “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.”⁴ A Felix A. Nigro observes, “Personnel Administration is

1. S. L. Goel and Shalini Rajneesh (2002), *Public Personnel Administration, Theory and Practice*, foreword by Smt. Vasundhara Raje, Deep & Deep Publications Pvt. Ltd., F-159, Rajouri Garden, New Delhi-110027, pp. 9-10.

2. Ordway Tead (1951), *The Art of Administration*, New York, McGraw Hill, p. 145.

3. Dale Yoder (1972), *Personnel Management and Industrial Relations*, New Delhi, Prentice Hall of India, 1972, p. 6.

4. P. Pigors and C.A. Myers (1961), *Personnel Administration*, Tokyo, McGraw Hill, Kogakusha Ltd., p.11.

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.”⁵ According to Dimock and Dimock, “Public Personnel Administration is the staff function which advises and facilitates the work of the programme manager in matters relating to the recruitment, deployment, motivation and training of employees, so as to improve the morale and the effectiveness of the service”.⁶ From these various definitions, it is clear that Personnel administration is the branch of public administration which deals with the management of the human resources in the organization through the application of systematic and scientific knowledge in order to develop the best potentialities of the employees for the attainment of the goals and objectives of the organization.

Personnel administration deals with the key human element and how to make it equal to the greatly increasing public service needs of the people.⁷ Since personnel administration deals with human beings, the crisis in ‘personnel management’ varies from other areas of administration.⁸ Personnel Administration performs various functions. Recruitment and Selection is an important function of personnel administration. It involves advertising, stirring up the right type of candidates to apply, preliminary examination of the applications, conduct of examinations and certification of candidates found fit.⁹ In certain organizations, the personnel department also takes care of the postings of employees for the best utilization of the individual employees.¹⁰ Job analysis is another function of personnel administration. It involves description of the main procedure of the work, details of responsibilities,

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5. S.A. Palekar (2005), *Public Personnel Administration*, ABD Publishers, B-46, Natraj Nagar, Imliwala Phatak, Jaipur-302 015 (Rajasthan) India, first published, p. 1.
 6. S.L. Goel and Shalini Rajneesh, *Op.cit.*, p.298.
 7. P.B. Rathod (2004), *Personnel Administration, Dynamics and Dimensions*, Published by Ajay Verma for Commonwealth Publishers, 4831/ 24, Prahlad Street, Ansari Road, Darya Ganj, New Delhi-110002, p. 1-2.
 8. V.M. Sinha (1986), *Personnel Administration, Concepts and Comparative Perspective*, R.B.S.A Publishers, S.M.S. Highway, Jaipur-302 003, India, p. 6.
 9. P.B. Rathod, *Op.cit.*, pp. 3-4.
 10. *Ibid.*, p.4.

contacts, responsibilities relating to salary and compensation, employee appraisal, maintenance of employment records, administration of employee benefit programmes, administration of special services, training and education programme, maintaining satisfactory relations with employees and personnel planning and evaluations.¹¹

During the British period, the public servants were appointed on 'patronage' basis, and they held their office during the pleasure of the superior officer.¹² When the East India Company was constituted by Queen Elizabeth on 31st December, 1600, the Company's service was divided into two classes- civil and military. This division gave rise to the term civil service.¹³ The Company had two managing authorities - the Board of Control which was the 'superior body' as it was appointed by the British Parliament and the Court of Directors whose members were nominated by the proprietors of the Company.¹⁴ The servants of the Company enjoyed 'patronage' of Court of Directors and they were untrained, inexperienced, corrupted and involved themselves in private trade. As the East India Company began to acquire more and more political powers, they had to focus on the administration of the territories. So, the company considered a standard method of recruiting its employees for the administration of Indian territories.¹⁵

Lord Clive took the first step in reforming the Indian Civil Service during his second Governorship. He forced the servants to enter into 'covenants' under which they were prohibited to accept any gift from native or any private trade.¹⁶ During this

11. P.B. Rathod, *Op.cit.*, p. 4.

12. N. Jayapalan (2001), *Indian Administration*, Atlantic Publishers and Distributors, B-2, Vishal Enclave, Opp. Rajouri Garden, New Delhi-27, p. 337.

13. B.R. Verma (1998), *Bureaucracy And Administration, Studies in Policy, Performance and Reform*, Kanishka Publishers, Distributors, 4697/5, Ansari Road, Daryganj, New Delhi 110002. p. 25.

14. Ramesh K Arora and Rajni Goyal (1996), *Indian Public Administration, Institutions and Issues*, Wishwa Prakashan, New Age International (p) Limited, Publishers, 4835/24, Ansari Road, Daryganj, New Delhi-110002, Second Edition, Reprint:2007, p.34.

15. N. Jayapalan (2001), *Indian Administration*, *Op.cit.*, p. 337.

16. B.R. Verma, *Op.cit.*, p. 25.

period, the civil servants of the company were classified into two categories, 'Covenanted Civil Servants' and 'Non-Covenanted Civil Servants'. Since the company had entered into a covenant or agreement with them, they were known as the Covenanted Civil Servants. The Covenanted Civil Servants consisted of the British officers. This category was further sub-divided into writer, factor, junior merchant and senior merchant. The covenanted civil servants had dominated all the senior positions in the company. In the Non-Covenanted category, Indians were recruited and the recruitment was made from the local population. They were employed in less important posts and work under the subordination of the covenanted employees.¹⁷

In May, 1800, Fort William College was established under the orders of Lord Wellesley for training the Company's civil servants at Calcutta. The duration of training in the college was three years. Training was imparted in oriental and European studies. The candidates were all nominees of the Court of Directors. The college was closed on 27th January, 1802.¹⁸ In the 1830's, a special preparatory school called the East India College was set up. The curriculum consisted of oriental studies with chief emphasis on language and European studies. The Secretariat was expanded tremendously between 1800 and 1833 due to the increase in the volume of work. Several departments like the Persian Department, the Ecclesiastical Department, the Clothing Board and Board of Customs were created, merged with others or abolished as well. The name of the Board of Revenue at Calcutta was changed to Sadar Board of Revenue in 1829 and another such board was set up at Allahabad in 1833.¹⁹

During the British period, several committees and commissions were set up which paves the way for the reformation of civil services in India. They help in restructuring the entire civil services and crystallized the organization itself to some extent. The suggestions or the recommendations from these committees and

17. V.M. Sinha, *Op.cit.*, p. 71.

18. Ramesh K Arora and Rajni Goyal, *Op.cit.*, pp.36-37.

19. *Ibid.*, p. 37.

commissions still left its mark in the civil services even today. Some of these committees and commissions are Macaulay Committee Report, Aitchison Commission, Islington Commission, The Government of India Act, 1919, Lee Commission and The Government of India Act, 1935.

There was rapid expansion in the administrative set up after India gained Independence from the British rule. Many European civil servants asked for premature retirement and certain amount of civil servants belonging to Muslim community chose to serve in Pakistan.²⁰ While designing a successor civil service, the Indian political leaders chose to retain elements of the British structure of a unified administrative system such as an open-entry system based on academic achievements, elaborate training arrangements, permanency of tenure, important posts at Union, State and district levels reserved for the civil service, a regular graduated scale of pay with pension and other benefits and a system of promotions and transfers based predominantly on seniority.²¹

The Union Public Service Commission (UPSC) was set up in 1947 under the special provision (Chapter II of part XIV, Article 315 to 323) in the Constitution of India as an autonomous body with a chairman and members appointed and removed only by the President. The UPSC is the apex recruitment agency for the higher civil services for the Central Government and the State Governments.²² Article 315 (1) provides that there shall be a public service commission for each state. Under Article 315 (3), the Governor of a state can request the UPSC to serve all or any of the needs of the state, after the approval of the President.²³

20. N. Jayapalan, *Op.cit.*, p. 341.

21. History of Civil Services in India and Reforms,
http://arc.gov.in/10th/ARC_10thReport_Ch2.pdf, accessed on 29.9.2012

22. Gireesh Pradhan, "Civil Service Reform In Independent India: An Overview", *The Indian Journal of Public Administration*, VOL. XLVIII, October-December 2001, No. 4, p, 732-734.

23. Ramesh K Arora and Rajni Goyal, *Op.cit.*, pp.348-366.

The civil services in India can be grouped into three broad categories. Services whose members serve both the Union and the State Governments are termed as All India Services. Services whose members serve only the Union Government are termed as Central Civil Services. Apart from these, the State Governments have their own group of services such as the State Civil Services. The posts in the Union and the State Governments are hierarchically arranged into four Groups – Group A, Group B, Group C and Group D.²⁴ The IAS/IPS Officers manned all senior posts in the State Administration. Each State Cadre provided 40% additional strength as ‘Central Deputation Reserve’ for the IAS in the Central Secretariat and for the IPS in the Central Police Organizations.²⁵ Members of the All-India Services are in charge for the most important policy-making and administrative positions in the Central government, Union Territories and State Governments.²⁶

To discharge functions in the Union List, there are Central Services and central secretariat services, but at the higher level, they are manned by the All India Services. The Central Civil Services and the civil posts are classified as Group ‘A’ which includes Indian Forest Service, Indian Economic Service, Indian Postal Service, Indian Audit & Accounts Service etc. Group ‘A’ Central Civil Service has a ‘cadre structure’ which starts with Junior Time Scale, Senior Time Scale, Junior Administrative Grade and Senior Administrative Grade. In most of the services, a Selection Grade also exists as part of Junior Administrative Grade. In Group ‘B’ Services, there are Feeder Services in some departments to the corresponding Group ‘A’ Services, and in some departments like Central Secretariat Service, they have the chances of promotion and they could reached the level of Joint Secretary, Additional Secretary and Secretary.²⁷ Group ‘B’ includes Central Secretariat Service (Section Officers Grade 2), Labour Officers Service, Postal Superintendent etc. Group ‘C’ is a non-Gazetted class and includes Central Secretariat Clerical Service, Post and

24. History of Civil Services in India and Reforms, *Op.cit.*

25. S.L. Goel and Shalini Rajneesh, *Op.cit.*, pp.129-131.

26. Ramesh K Arora and Rajni Goyal, *Op.cit.*, p. 375.

27. S.L. Goel and Shalini Rajneesh, *Op.cit.*, pp. 155-156.

Telegraph Accounts Service, and Group 'D' comprises peons, gardeners, sweepers etc.²⁸

The top administrative positions in a State are manned by the officers of the All India Services and the members of the State Services. They are collectively responsible for the administration of the subjects in the State List and also of the Concurrent List. There are also a large number of 'segmented services' which comprised personnel employed by public sector undertakings and other semi-governmental organizations. In India, the Personnel are broadly classified into two categories based on their functions, i.e. the '*Generalists*' and '*Specialist*'.²⁹

The work of the Government of India is distributed into different Ministries/Departments. The Secretary is the administrative head of a Department and in a Department; the structure may comprise Special Secretaries, Additional Secretaries, Joint Secretaries, Directors/Deputy Secretaries, Under Secretaries and Section Officers. Each Department may have one or more attached or subordinate offices. Besides, the attached and subordinate offices, there are a large number of organizations which carry out different functions assigned to them, such as Constitutional Bodies, Statutory Bodies and Public Sector undertakings.³⁰

Article 315 of the Indian Constitution provides for the establishment of a Union Public Service Commission and State Public Service Commission, but two or more States may have to share a common commission. The Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC) are the two designated recruitment agencies, the former for Group A and B service posts and the latter for non-technical Group C posts. The SSC also conducts the Assistants Grade and C Stenographers open examination for Group 'B' non-gazetted posts.³¹ The state

28. Ramesh K Arora and Rajni Goyal, *Op.cit.*, p.323.

29. *Ibid.*, pp. 339-375.

30. Government of India, Second Administrative Reforms Commission, Thirteenth report, Organizational Structure of Government of India, April 2009.
<http://arc.gov.in/13threport.pdf> accessed on 5.11.2011

31. S.L. Goel and Shalini Rajneesh, *Op.cit.*, p. 192-193.

public service commission conducts examinations for appointment to the services of the state.³² Reservation of seats for the Scheduled Caste (SC), Scheduled Tribes (ST) and Other Backward Class (OBC) in service is provided by the Government. Reservation is also provided to persons with disabilities and the ex-servicemen in certain categories of posts. 15 percent of seats are reserved for the SC in direct recruitment on all-India basis by open competition, 7.5 percent for the ST and 27 percent for the OBC. In direct recruitment on all-India basis 'otherwise than by open competition,' 16.66 percent of the seats are reserved for the SC, 7.5 percent for ST and 25.84 percent for OBC.³³ The civil services conducted by the UPSC has three stages, such as Civil Services Preliminary Examination, Civil Services (Main) Examination, and those candidate selected in the Main examination are eligible to appear before the Interview Board at New Delhi. Regarding the Age Limit, 21 years must be completed on 1st August of the year. Maximum 30 for general category, 33 for the OBC and 35 for the SC/ST. Ex-servicemen will get 5 more years exemption from the prescribed age limit. (The date of birth accepted by the Commission is that entered in the Matriculation or Secondary School Leaving Certificate or in a certificate recognised by an Indian University as equivalent to Matriculation or in an extract from a Register of Matriculates maintained by a University, which extract must be certified by the proper authority of the University or in the Higher Secondary or an equivalent examination certificate).³⁴

The Department of Personnel and Training in the Ministry of Personnel, Public Grievances and Pension in working with the Planning Commission and other Central Ministries and Departments sponsors and co-ordinates a large number of training programmes at the national and state level training institutions³⁵ Since April, 1996, the Government started operating the National Training Policy to guarantee

32. Ramesh K Arora and Rajni Goyal, *Op.cit.*, pp.265-367.

33. India, 2008, Publications Division, Ministry of Information and Broadcasting, Government of India, 52nd Edition, p. 899.

34. Indian Civil Services: Scheme of Examination, <http://www.onestopias.com/exam-pattern.asp>, accessed on 18.11.2011

35. Ramesh K Arora and Rajni Goyal, *Op.cit.*, pp.376-377.

training of all Government employees. The Department of Personnel and Training has been coordinating the implementation of National Training Policy. It also provides assistance for training equipments by Government Training Institutions.³⁶

Officers in the IAS join in the Junior Time Scale. After 4 years of service they are promoted to the Senior Time Scale which is equivalent to an Under Secretary of Government of India, after 9 years they are promoted to the Junior Administrative Grade when they can be placed as Deputy Secretaries to Government of India. After completing 13 years of service, they are granted the Selection Grade when they can be placed as Directors in Government of India. The ranks after that are - Joint Secretary (GOI), Additional Secretary (GOI) and Secretary (GOI) which is the highest rank carrying the basic pay of Rs 26,000. Then there is the Cabinet Secretary (only one in India) who carries a basic pay of Rs 30,000. The State Governments however have a kind of leverage to post these officers. Normally when an IAS officer joins the State, he is placed as a Sub Divisional Magistrate (SDM). Ideally he is to be made in charge of a District after completing 9 years of service and entering the Junior Administrative Grade but in certain States, even younger IAS officers are made in charge of Districts (Known as District Magistrates (DM), Deputy Commissioners (DCs) or Collectors).³⁷

Central Service (Conduct) Rules 1955 expect a public servant in India to follow certain code of Conduct. These include that no government servant shall indulge in private trade and engaged in speculative trade. He should not borrow or lend money and should manage his personal affairs in a way that he avoids indebtedness or insolvency. He is supposed to seek government's permission while acquiring or disposing of private property. He cannot accept gifts.³⁸

Personnel administration in India did not give much priority to subjects like man-power planning, talent hunting, career management, staff development,

36. S.L. Goel and Shalini Rajneesh, *Op.cit.*, p.277.

37. Designations in UPSC, http://forum.onestopias.com/forum_posts.asp?TID=1344, accessed on 18.11.2011.

38. P.B. Rathod, *Op.cit.*, p.30.

succession-planning, research in the field of personnel, formulation of sound personnel policies and practice, inspection and review of the implementation of all these activities. Personnel growth and potentiality development cover only a very limited cross-section of the services, deployment and placement are not sufficiently purposive; civil servants are moved too frequently between unrelated jobs, often with scant regard to personal preference and aptitude.³⁹ Loyalty to the political leadership became a critical factor that determined key bureaucratic appointments. The frequent transfer of bureaucrats and attempts to place pliable officers in critical positions is also linked to the phenomenal increase in governmental expenditure on development-related activities and the wide scope it provides for corrupt practices.⁴⁰ The multiplicity of pay scales and grades in different areas of administration result in 'dissimilar career patterns' for different groups of services. The promotion opportunities for the various services are also at variance to a great extent. In the civil service, merit is rarely recognized and if it is, there is no facilitators system of rewarding it. These results in withdrawal of efforts, lack of enthusiasm, lack of innovative dynamism and mediocre and poor performance.⁴¹ The 'phenomenon of corruption' is perhaps, the most offensive form of immoral behaviour in Indian Bureaucracy. It is caused by misuse of official position, insufficiency of public resources, demand by the community, unemployment problems, inadequate salary, delay in decision-making and 'lack of stringent and effective internal control mechanism.'⁴² Codes of ethics are directed at the wrong target-the good public servants who follow them, not the corrupt who ignore them. Attention should be directed at rooting out the bad that penetrates them.⁴³ An unavoidable outcome of the

39. Bata K. Dey, (1991), *Personnel Administration in India, Retrospective Issues, Prospective Thoughts*, Uppal publishing house, new delhi-110002, p. 37.

40. Sandeep Shastri, "*Political Control of Bureaucracy in India: Emerging Trends*", in Ramesh K.Arora (2004) (ed.), *Public Administration Fresh Perspectives*, Aalekh Publishers, Jaipur-302001, India, p. 139.

41. *Ibid.*, p. 38.

42. P.B. Rathod (2004), *Development Administration*, Published by Ajay Verma for Commonwealth Publishers, 4831/24, Prahlad Street, Ansari Road, Darya Ganj, New Delhi-110002, p.40.

43. Raimann Pattanayak (2002), *Dynamics of Development Administration*, Anmol Publications PVT.LTD. New Delhi-110002 (India), 2002, pp. 200-208.

New Economic Policy has been the shutting down of several public undertakings, government agencies and departments. It also results in downsizing and unemployment. Thousands of employees particularly in the small and medium industries are being 'retrenched' from services. The trend now is of 'contract labour' or employment on a temporary basis. Government should focus on "human relations, welfare measures, social security net, team work, retaining, multi-skilling, and rewards to the employees."⁴⁴ The bureaucrats are either demanding very high 'emoluments' or they joined the multinational corporations which has a great effect on the Indian Bureaucracy as it weakened the bureaucratic internal structure.⁴⁵

Administrative Reforms Commission or ARC was constituted by the Ministry of Home Affairs under Government of India by resolution no. 40/3/65-AR (P) dated 5th January, 1966 for giving recommendations for reviewing public administration system of India. The Commission was mandated to give consideration to the need for ensuring the highest standards of efficiency and integrity in the public services, and for making public administration a fit instrument for carrying out the social and economic policies of the Government and achieving social and economic goals of development, as also one which is responsive to the people. The Commission submitted 20 reports which contained 537 major recommendations.⁴⁶ Several attempts have been made to reform public administration such as Administrative Reforms Commission, Kothari Committee, Economic Reforms Commission, Satish Chandra Committee, The Surendra Nath's Committee, The Committee on Civil Service Reforms (Hota Committee Report, 2004) , Second Administrative Reforms

44. CH. Balaramulu and CH. R.R.M. Prasad, "*Managerial Ethics of the Government Vis-à-vis The Globalised Economy*," in *The Indian Journal of Public Administration*, VOL. XLVII, January-March 2001. No.1, pp. 6-7.

45. Harbans Pathak & Parul Pathak, "*Depoliticise Civil Services: An Agenda for New Millennium*", in Shiv Raj Singh, P.P.S. Gill, S.S.Chauhan, Sanjeev K. Mahajan (eds.) (2003) *Public Administration in the New Millennium, Challenges & Prospects*, Anamika Publishers & Distributors (P) LTD, 4697/3, 21A, Ansari Road, Daryaganj, New Delhi 110002, p.545.

46. Administrative Reforms Commission,
http://en.wikipedia.org/wiki/Administrative_Reforms_Commission, accessed on 25.10.2011.

Commission. As a result of the reflections of these Commissions and Committees on different aspects of public administration and the recommendations made, several reforms have been made. However, many of the recommendations involving basic changes have not been acted upon and therefore, the framework, systems and methods of functioning of the civil services based on the Whitehall model of the mid-nineteenth century remains largely unchanged.⁴⁷

An attempt will be made to study personnel administration in Mizoram under different administrative settings of Mizoram.

3.1. North Lushai Hills & South Lushai Hills: In the North Lushai Hills, H.R. Browne was appointed as the Political Officer with a salary of Rs. 1000 a month. An Assistant Commandant of the Surma Valley Police Battalion was proposed to be appointed with a staff allowance of Rs.200 a month in addition to the military pay of his rank. It was also proposed to appoint a European Medical Officer, 'with the pay attached to a first class civil station.'⁴⁸ Proposal for appointment of an European Medical Officer with a pay attached to a First Class Civil Service was accepted vide Govt. of India letter No.1391 of 3rd July, 1890 vide Gazetteer of North Lushai Hills by A.W.Davis. However, the exact date and names of the Medical Officers were uncertain due to the unavailability of record.⁴⁹ Based on the Proposals sent by D.R.Lyall, Commissioner of Chhittagong Division to the Bengal Government, the post of Superintendent was created in the South Lushai Hills with a salary of Rs.800 to Rs.1000 a month.⁵⁰

47. History of Civil Services in India and Reforms,
http://arc.gov.in/10th/ARC_10thReport_Ch2.pdf accessed on 29.10.2011

48. Lalrimawia (1995), *Mizoram History and Cultural Identity*, Spectrum Publications, Guwahati: Delhi, first edition, pp.49-50.

49. B. Thangdailova, "Modernization of Health Care Services in Mizoram," in Ram Narayan Prasad and Ashok Kumar Agarwal (eds.) *Modernization of the Mizo Society: Imperatives and Perspectives*, file:///C:/Users/Dell/Downloads/british%20superintendents.htm#v=onepage&q=appointment%20of%20political%20officer%20in%20the%20north%20lushai%20hills&f=false, accessed on 22.5.2011.

50. Lalrimawia (1995), Op.cit., pp.49-50.

According to Circular No.62f., Manual of Executive Rules and Orders was issued by the Secretary to the Chief Commissioner of Assam on 24th November, 1893, the main classes of executive rules and orders with which district officers in the province were concerned, were executive rules and orders of the Secretary of State, the Government of India, the Lieutenant-Governor of Bengal and the Board of Revenue, (issued after the separation of Assam from Bengal (1874), and adopted for Assam by order of the Chief Commissioner, the Chief Commissioner, the High Court, Heads of Department, issued with the approval of the Chief Commissioner and Heads of Departments and the Commissioner, issued in the ordinary exercise of the powers vested in them, but without the special sanction of the Chief Commissioner.⁵¹

In a letter to the Secretary of the Government of India, Foreign Department by the Secretary to the Chief Commissioner of Assam dated Shillong, January 1894, it was mentioned that Rations were supplied to civil establishments and followers, such as first and second class Rations. According to the amount fixed by the Chief Commissioner regarding the grant of rations to civil establishments and followers at Aijal (Aizawl), All Government Servants whose salaries exceeded R15 a month were entitled to first class rations. A first-class daily ration consist of Rice (1 seer, superior quality, as issued to Police), Dal (2 chhataks), Ghi (1 Chhatak), and Salt (1/2 chhatak). All Government servants whose salaries were R15 a month and less, and all private servants, were entitled to second class rations only. A second-class daily ration consisted of common or coolie rice (12 chhataks), Dal (2Chhataks), Ghi (½ chhatak), and Salt (1/3 chhatak).⁵²

All Assistant Commissioners, Extra Assistant Commissioners, and Sub-Deputy Collectors, District Superintendents, and Assistant Superintendents of Police, Civil Surgeons, officers of the Educational Department who had been more than six

51. Manual of Executive Rules and Orders, Circular No.62f, Memo. Nos. 173LL/8771-81j, Shillong, the 24th November, 1893, Copy forwarded to the Political Officer of the North Lushai Hills for information.

52. Letter from the Secretary to Chief Commissioner of Assam to the Secretary to the Government of India, Foreign Department, dated the 13th May, 1893 on the subject of the amalgamation of the North and south Lushai Hills, p.5.

months on duty or less were subjected to half-yearly departmental examinations and required to pass according to the standard, or the standards of examination which were applicable to them. The Central Examination Committee directed and controlled the half-yearly departmental examinations. The Committee consisted of the Commissioner, Assam Valley District as the President, and its members included the Judge of the Surma Valley, Deputy Commissioner, Khasis and Jaintia Hills, Inspector General of Police, Director of Public Instruction, Comptroller, Assam, Director, Department of Land Records and Agriculture.⁵³

In a circular forwarded to the Political Officer of the North Lushai Hills on 21st April, 1893, The Chief Commissioner issued the procedure to be followed in regard to the disposal of inspection remarks of Jails, dispensary, or other public institution or office as follow : ⁵⁴

- A copy of the remarks should, in all cases, be sent by the officer in charge of the institution or office inspected, through the ordinary channel, to the Secretary to the Chief Commissioner in the General Department
- The inspection remarks should be copied on half-margin, and should be accompanied by such marginal explanations on the points noticed as may seem to be called for by the officer in charge, or by any of his superior officers through whom the inspection remarks are sent and
- Copies of inspection remarks should be transmitted by the forwarding officer within a fortnight of the date on which the remarks are recorded.

53. Rules for the Departmental Examinations of Assistant Commissioners, Extra Assistant Commissioners, Sub-Deputy Collectors, Tahsildars, Police Officers Medical Officers, and Officers of Educational Department, Circular No.4389G, the 28th April, 1893.

54. Chief Commissioner's Inspections, Circular No.29G, Memo.No. 981Misc/4912G, Shillong, the 3rd July 1894, issued 17th July, 1894, copy forwarded to the Political Officer of the North Lushai Hills, Memorandum No. 25P.W/4188-89G, accessed on 21st April, 1893.

Regarding the lending of Government property to private persons, the Chief Commissioner had issued a warning in a Circular dated 25th July, 1894 that if the Government property were damaged, it would be the responsibility of the officer and he had to pay the cost of repairing the damaged.⁵⁵ Communications were often delayed because the Deputy Commissioners assigned his English Correspondence and the opening of letters to his head clerk. So, the Chief Commissioner gave direction to the Deputy Commissioners and Sub divisional Officers in a Circular dated the 30th August, 1893 informing them to open all letters by themselves when they were in their respective headquarters. This circular was also forwarded to the Political Officer of the North Lushai Hills for information and guidance.⁵⁶ With a view to reduce clerical labour and to secure uniformity of practice, ‘dockets’ were not required for communications of ‘transient interest’, such as reminders, applications for leave, applications for copies of enclosures and papers, reports of assumption and delivery of office, acknowledgement of receipt of records and papers etc.⁵⁷

3.2. Lushai Hills District: Lushai Hills District administration was under Superintendents and their Assistants (the chiefs and the village headmen) from April, 1898 till April, 1952. Most Superintendents were army officers or officers from the ICS. However, after the Government of India Act, 1919 was put into effect, no army officers was appointed as the Superintendent of the Lushai Hills.⁵⁸

After the introduction of Circle System, a circle Interpreter was appointed in each circle to act as a link between the sub-divisional officers and the chiefs and their people. The Circle Interpreters were assisted by the village writer or *Khawchhiar*.

55. Personal responsibility of Government officers in lending Government property to private persons, Circular No. 32G, Memo. No. 1156Misc/5251G, Shillong, the 25th July, 1894.

56. Daks to be opened by Deputy Commissioners and Subdivisional officers themselves, Circular No.42G, Memo.No. 1688Misc/8636G, Shillong, the 30th August, 1893.

57. Instructions as to what Papers should not be docketed, Circular No. 32G, Memo.No. 9671G, Shillong, the 28th October, 1892.

58. Lalneihzovi (2006), District Administration in Mizoram, Mittal Publications, New Delhi, first published, p.28.

Besides the Circle Interpreters, the Lushai Clerk was usually recruited from the ranks of Circle Interpreters. McCall notified a Board to be constituted for the purpose of filling the posts of Circle Chaprasis and grading applicants for Chaprasis or Civil Police with the Superintendent of Lushai Hills, a Lushai Clerk and one non-official as the Board members.⁵⁹

Under the Government of Assam, the Civil Services were divided into the Provincial Executive Service and the Subordinate Executive Services. The Provincial Executive Service consisted of Extra Assistant Commissioners only. Selections for the Extra Assistant Commissioners were made from the Sub-Deputy Collectors who were eligible for promotion or Graduates of an Indian University, or persons who had passed an examination equivalent to that for an Indian University Degree. Extra Assistant Commissioner was first appointed on probation, and cannot be confirmed until they obtained a certificate of knowledge of practical surveying, which was to be countersigned by the Director, Department of Land Records and Agriculture. They also had to pass the Departmental Examination Rules by the lower standard in Law and Revenue and Accounts, and unless specially exempted by the higher standard in the vernacular of the district in which they served. Probationers received a salary of Rs.200 and they can be promoted to the lowest grade and received Rs.250 a month on being confirmed. They cannot be dismissed except on the result of a judicial or formal departmental enquiry.⁶⁰ In 1905, it was issued that an Extra Assistant Commissioner cannot be promoted to a higher grade until they passed the Departmental Examination by the higher standard in all compulsory subjects. Promotion up to the Grade of Extra Assistant Commissioner on Rs.400 was made according to seniority, but higher grades promotion was made according to merit and not necessarily according to seniority.⁶¹

59. Lalrimawia, (1995), *Mizoram History and Cultural Identity*, Spectrum Publications, Guwahati: Delhi, pp. 83-91.

60. Rules for the Admission of Candidates for Appointments in the Provincial and Subordinate Executive Civil Services in Assam, No.3238G, the 26th April, 1902.

61. Rules for the Admission of Candidates for Appointments in the Provincial and Subordinate Executive Civil Services in Assam, Notification, No.6312G, the 2nd August, 1905.

There were two classes of appointments in the Subordinate Executive Service in Assam, such as (1) Sub-Deputy Collectors and (2) Tahsildars. When vacancies occurred among Tahsildars, they were to be filled up by the Sub-Deputy collectors after 1902, and Tahsildars ceased to constitute a separate class of appointment. There were five grades of Sub-Deputy Collectors, such as First grade on Rs.200 a month, Second Grade on Rs.175, Third Grade on Rs.150 and Fourth Grade on Rs.125 and Fifth Grade on Rs.100. Candidates for the Sub-Deputy Collector should not exceed 25 years of age unless they were 'pleaders' in which case their age must not exceed 30 years.⁶² Sub-Deputy Collector was appointed on probation for a period of two years. In order to get confirmed to the service, they must pass the Departmental Examination Rules by the lower standard in Revenue, Criminal and General Law, and in Treasury Accounts, and, unless specially exempted, by the higher standards in the vernacular of the district in which he served, and until he had obtained from the Director, Department of Land Records and Agriculture, a certificate of acquaintance with practical Surveying and with the rules of the Land Records Manual. Promotion was given to Sub-Deputy Collectors according to seniority subject to fitness and approved conduct.⁶³

When Mizoram was a part of Assam, recruitment to government services was with the Assam Government. Recruitment to the officer ranks was the responsibility of the Assam Public Service Commission.⁶⁴ Casual leave were granted only for adequate reasons. It could not be combined with any other kind of leave, and cannot exceed more than ten days in the 'calendar year'. However, it can be extended under exceptional circumstances, and the sanctioning authority could grant a few more days for special reasons, but the reasons had to be reported to the Government immediately. However, if casual leave were taken in extension of gazetted holidays,

62. Rules for the Admission of Candidates for Appointments in the Provincial and Subordinate Executive Civil Services in Assam, No.3238G, Op.cit,.

63. Rules for the Admission of Candidates For Appointments In the Provincial and Subordinate Executive Civil Services in Assam, Notification, No.6312G, Op.cit,.

64. P. Rohmingthanga, "Mizoram Public Service Commission", in Mizoram Public Service Commission, Office Building Inauguration Souvenir, p.47.

those holidays were counted as part of the leave.⁶⁵ In an Addendum to Rules for the Grant of Casual Leave, the officers empowered to grant casual leave to their subordinates would also grant subordinate leave of absence during holidays.⁶⁶

The Superintendent of the Lushai Hills was empowered under sub-clause (1) and (2) of article 462 (a) of the Civil Service Regulations to sanction the retention of the services of non-gazetted subordinates up to 60 years of age and to declare such officers inefficient and to compel them to retire. Sub-Deputy Collectors were treated as gazetted officers and the extensions of their services were granted by the local government. The Accountant General had to be informed about the retention and extension list by each sanctioning authority directed to the Local Government.⁶⁷ Verification of Service of non-gazetted officers was needed in application of pensions. All necessary information related to the services of the applicants had to be collected before an officer actually retires from the service.⁶⁸ Officials whose services were 'pensionable' from General Revenues but paid from Local Fund Revenues were eligible to subscribe the General Provident Fund.⁶⁹ Probationers were not eligible to subscribe the General Provident Fund until they were confirmed in their appointments and became permanent Government Servants subject to the civil service regulations.⁷⁰

65. Rules regulating the grant of casual leave to officers in Eastern Bengal and Assam, circular No. 39C, Shillong, August, 1906.

66. Letter from the Hon'ble Mr. P.C.Lyon, I.C.S., Chief Secretary to the Government of Eastern Bengal and Assam, Circular No. 4C, Memo No. C, Dated Shillong, the 18th February, 1907.

67. Delegation of Powers under Article 462 of the Civil Service Regulations, Appointment Department, Appointment Branch, Circular No. 36C, Shillong, August, 1906.

68. Letter from H.J. Brereton, Esq., Accountant-General, Eastern Bengal and Assam, Circular No. 66-T.M-G.A.D., E.B.&A.G.P.(A.G.) No.175-800-11-12-1909-E.A.K., Dated Shillong, the 17th November, 1909.

69. Letter from H.J. Brereton, Esq., Accountant-General, Eastern Bengal and Assam, Circular No.62T.M.-T.A.D., E.B.&A.G.P.(A.G.)No.165-1,200-11-11-1909-J.E.L., Dated Shillong, the 30th October, 1909.

70. *Ibid.*

Character rolls had to be maintained for ministerial officers of all Departments, subordinate officers, and masters of Local Board Schools above the Lower Primary Standard. Separate roll for each officer was ordered to be maintained which followed the officer upon transfer. Entries in the roll were made only by or under the order of the Head of Department or the officer holding superior local authority, such as, the Deputy Commissioner, the Sub-divisional Officer, the Sub-Deputy Collector in charge of Mandals' circles, the civil surgeon, the Deputy Conservator of Forests, the Superintendent of Jail, the Deputy Inspector of Schools, the Head Masters of High and Training Schools or the Chairman of a Local Board, and all entries were to be signed(not initialed) and dated. The entries had to indicate "any piece of notably good or bad work done,' and their recording, in the latter case, on the rolls of minor officials would take the place of punishment by fining which the Government discouraged." When an official were transferred, a note of his character and conduct had to be entered regularly in his roll. The character rolls had to be maintained as appendages to the service books, and the two records had to be kept together in the charge of the Treasury or Sub-Treasury Officer in the district and sub-divisional offices, and in the Superintendent or other clerk in other offices, the roll of the chief clerk in charge of the head of the office. In all the cases, the chief clerks were held personally responsible for the proper maintenance of the records.⁷¹ Tahsildars or Sub-Deputy Collectors could not be suspended or placed under stoppage of pay without the previous sanction of the Chief Commissioner.⁷²

As on 1st April, 1913 the salaries of the government employees of Lushai Hills District were as follows:⁷³

- The Superintendent - Rs.1700
- The Assistant Superintendent - Rs.350
- Section-I, Upper Division Head Clerk - Rs. 125

71. Maintenance of Character Rolls for Subordinate Officials, Circular No.26G, Memo. No. 323P.S./6456-74G, Shillong, the 17th July, 1903.

72. Prohibition of Suspension of Tahsildars or Sub-Deputy Collectors, or of stoppage of their pay without the previous sanction of the Chief Commissioner, Circular No. 44G, Memo.No. 1532P.S./10033-35G, Shillong, the 29th December, 1902.

73. Detailed Statement of the Permanent Establishment of the Superintendent, Lushai Hills, as it stood on 1st April, 1913.

- The 2nd Clerk - Rs. 90
- The 3rd Clerk - Rs.70
- The 4th Clerk - Rs.70
- The 5th Clerk - Rs. Rs.45
- The 6th Clerk - Rs. 30
- The Lushai Clerk - Rs. 33.
- Agriculture Instructor - Between Rs. 35 and Rs. 25
- 1st Agriculture Demonstrator - Rs. 30
- 2nd Agriculture Demonstrator - Rs. 25
- Section-II, Lower Division, 5th Clerk – Rs. 40
- 6th Clerk - Rs. 30
- Lushai Clerk – Rs. 35
- 1st Grade Circle Interpreter - Rs. 25
- 2nd Grade Circle Interpreter - Rs. 20
- Circle Interpreter - Between Rs. 15 and Rs. 20
- Teacher - Rs. 41
- Chaprasi, Political Chaprasi, Circle Chaprasi, Servants, Sweeper - Between Rs. 10 and Rs. 15
- Coolie - Rs. 8

The Detailed statement of the permanent Establishment of the Superintendent Lushai Hills of 1st April, 1913 shows that majority of the Circle Interpreter posts, Chaprasis, Servant and sweeper posts were held by the Mizo. The Mizo also held the posts of the 5th Clerk and the 6th Clerk as well as the post of Lushai Clerk. The 1st Agriculture Demonstrator post as well as the 2nd Agriculture Demonstrator posts was held by the Mizo. The Coolies were non-pensionable and no service book was maintained for their service.⁷⁴

As on 12th May, 1942, the 1st grade Circle Interpreter received the salary between Rs. 55 and Rs. 65, the 2nd Grade Circle Interpreter received between Rs. 45

74. Detailed Statement of the Permanent Establishment of the Superintendent, Lushai Hills, Ibid.

and Rs. 55, the 3rd Grade Circle Interpreter received between Rs. 35 and Rs. 45, the Circle Chaprasi received between Rs. 20 and Rs. 30-per mensem, the Mail Overseer received Rs. 40 – Rs. 80, Compounder received Rs. 50 per month.⁷⁵

There was an up-gradation of Circle Interpreters who held charge of Circles to Grade-I, six second grade and nine third grade posts of Circle Interpreters into first grade Interpreters with effect from 1st April, 1950.⁷⁶ Circle Interpreters who held eight posts of third grade Circle Interpreters were upgraded to second grade Circle Interpreters on a scale of pay of Rs.28-1-35/- with effect from 1st April, 1951.⁷⁷

“With a view to provide an easily accessible agency for the receipt of complaints of corruption and black-marketing and for their prompt investigation,” the Government set up a committee known as the District Anti-Corruption committee with the Deputy Commissioner as the Chairman; the members included the M.L.A. resident in the District, President of the District Congress Committee, Chairman of Municipal Board, Chairman of Local Board, Superintendent of Police, one representative of the District Bar Association to be nominated by the Association and an E.A.C. of the District staff.⁷⁸

3.3. Mizo District Council & Pawi-Lakher Regional Council: With the set up of the Autonomous Mizo Hills District Council on 25th April, 1952 and the Pawi-Lakher Regional Council in 1953, the Superintendent was re-designated as Deputy Commissioner and his powers were reduced to a great extent after Indian

75. Letter from the Circle Interpreters and Circle Chaprasi to the Superintendent, Lushai Hills, Dated Aijal, the 12th May, 1942.

76. Copy of letter No.BA/102/49/10-Ad. Dated the 11th February, 1950 from the Assistant to the Adviser to the Governor of Assam, Shillong to the Superintendent, Lushai Hills, Memo No.GE.3/50/10, the 24th February, 1950.

77. Letter No. BA/102/49, Government of Assam, Tribal Affairs Department, Shillong, the 8th March, 1951.

78. Government of Assam, Confidential Branch, Memo No. C.536/51/6A, Dated Shillong, the 4th April, 1951.

Independence. Since 1952, the head of district administration began to be called Deputy Commissioner.⁷⁹

A temporary post of Political Assistant to the Deputy Commissioner, Mizo District at Champhai was created on the scale of pay of Rs.150-150-200-10-EB-10-300-12 ½ -450/- p.m. plus allowances as admissible by the Government. The post was a gazetted one⁸⁰ with his headquarters at Champhai.⁸¹ Political Assistant was parallel to that of the Assam Civil Service (II).⁸² As the Services of the Circle Interpreters were required by the Government in the new administrative Set up, their services were retained.⁸³ According to the Rules laid down in the Lushai Hills District Cover and the instructions issued by Government, the posts of Lushai Clerks were filled by promotion of Senior Circle Interpreters. Although they were not educationally qualified, “condonation of their educational deficiency was not necessary.”⁸⁴

Officers who belonged to the Plains Districts and posted to the Hills Districts were to get the allowance in order to compensate the non-availability of ‘amenities’. The Officers who belonged to the Ministerial and grade IV establishments in Hills were required to serve in their same establishment all throughout their service and were not transferable. Members of work-charged establishment who held transferable

79. Lalneihzovi, *Op.cit*, p.28.

80. Letter from Shri D.DAs, I.A.S., Secretary to the Government of Assam, Tribal Areas Department, to the Deputy Commissioner, Mizo District, Aijal, Letter No.TAD/GA/148/55/23, Government of Assam, Tribal Areas Department, Shillong, the 13th September, 1956.

81. Orders By the Governor, Tribal Areas Department, Notification, the 8th September, 1956, Memo No. TAD/GA/148/55/24(a), Shillong, the 13th September, 1956.

82. Office of the P.A. & A.D.C., Mizo District, Champhai, Memo No. GEOC. 3/59/6, dated Champhai, the 11th February, 1959.

83. Letter from Shri R.T. Ryambai, ACS, Special Officer, Tribal Areas Department to the Deputy Commissioner, Lushai Hills, Letter No.TAD/GA/107/53/3, Shillong, the 16th September, 1953.

84. Letter from Shri K.K. Padmapati, A.C.S., Under Secretary to the Govt. of Assam, to the Deputy Commissioner, Mizo District, Aijal, Government of Assam, Appointment ‘B’ Deptt, Appointment Branch, No. ABP.7/55/63, Dated Shillong, the 28th March, 1956.

posts and were posted in the Hills except at Shillong also received Hill Allowance.⁸⁵ Special Compensatory Allowance was given to the government servants, who served in the Mizo District in lieu of the Ration Compensatory Allowance with effect from 1st December, 1964. The rates of the Special Compensatory Allowance were as follows:⁸⁶

<u>Pay Ranges</u>	<u>Aijal Subdivision</u>	<u>Lungleh Subdivision</u>
Rs. 80-140	30% subject to a minimum Of Rs. 25/- and Maximum of Rs. 40/-	40% subject to a minimum of Rs.35/- and maximum of Rs. 50/- p.m.
Rs. 141-300	25% subject to a minimum of Rs.50/- and a maximum of Rs.70/- p.m.	33 1/3% subject to a minimum of Rs.60/- and maximum of Rs.85/- p.m.
Rs.301-600	20% subject to a minimum of Rs.70%/- and maximum of Rs.100/-p.m.	25% subject to a minimum of Rs.85/- and maximum of Rs.115/- p.m.
Rs. 601- 1,000	15% subject to a minimum of Rs. 100/- and maximum of Rs.125/- p.m.	20% subject to a minimum of Rs.125/- and maximum of Rs. 150/- p.m.

For inaccessible areas like Saiha, Demagiri etc, outside the radius of 25 kilometers from Lungleh town, a weightage of 33 1/3% over the Lungleh rates were to be given. D.C, A.D.C., S.D.O and officers who drew salary above Rs. 1000/- when

85. Government of Assam, Finance Department : GENLESTT. Branch, Memo No. FG.82/52/28, Dated Shillong, the 16th May, 1953.

86. Government of Assam, Tribal Areas & W.B.C. Department, Letter No. TAD/BA/53/64 Part/ 1, Shillong the 15th December, 1964, Memo No. TAD/BA/63/64 Part/ 1 (a).

posted to the Mizo District were entitled to a combined Hill Allowance-sum-Special Compensatory Allowance at Rs.150/- p.m each.⁸⁷

With effect from 1st August, 1953, all officers of the State Services (Assam) whose pay exceeded Rs.1,000/- were entitled to dearness allowance.⁸⁸ According to the recommendations of the One-Man Commission on Dearness Allowance set up by the Governor of Assam vide Notification No.AAA.1/66/117 dated 1.3.1967, Dearness allowance were sanctioned to the State Government employees as follows:⁸⁹

- | | |
|--|-----------------|
| – pay below Rs.110/- a month | Rs.34.00 p.m. |
| – pay between Rs.110 and 199/- a month. | Rs. 44.00 p.m. |
| – pay between Rs.200 and 399/- a month | Rs. 60.00 p.m. |
| – pay between Rs.400 and 749/- a month | Rs. 80.00 p.m. |
| – pay between Rs. 750 and 999/- a month | Rs. 100.00 p.m. |
| – pay between Rs. 1000 and Rs. 2250 with a marginal adjustment upto 2350/- | Rs. 90.00 p.m. |

87. Government of Assam, Tribal Areas & W.B.C. Department, Letter No. TAD/BA/53/64 Part/ 1, Ibid.

88. Government of Assam, Appointment Department, Appointment Branch, No. AAP.233/53/11, Dated Shillong, the 8th September, 1953, Memo No. FT 693/53.

89. Orders by the Governor of Assam, Government of Assam, Finance Department, Establishment Brance, No. FEG.90/67/17, Dated Shillong, the 8th December, 1967. Memo No. FEG. 99/67/17 (a).

The Governor of Assam also sanctioned an additional ex-gratia relief of Rs.6/- p.m. to categories of Government Servants who drew pay below Rs.110 and also between Rs.110 and Rs. 199.⁹⁰

The services of officers of the State Government (Assam) placed at the disposal of the District Council with the concurrence of the Finance Department were governed by the conditions of foreign service rules F.R. 13(b). The permanent incumbents held lien on their substantive posts during the period of Foreign Service under the Foreign Service rules. The District Council had to pay the salary they earned and their future increments under F.R.114 and also paid contributions towards the cost of pension and leave salary under F.R. 115. These conditions were to be applied to the *mutatis mutandis* to the officers and servants of the Central Government.⁹¹

Employment Exchange (Compulsory Notification of Vacancies) Act (31) of 1969 came into force with effect from 1st June, 1960. Under sub-rule 5 of Rule 2, the Government of Assam had prescribed the local Employment Exchanges in the State with their respective jurisdiction to which vacancies were to be notified under the provisions of Sub-Section I of Section 4 of the Act vide Labour Notification No. GLR-II/60/31, dated the 21st May, 1960. Under the provisions of the Act, all types of vacancies in the Deputy Commissioner Establishment, Mizo District, Aijal, covered by the Act were to be notified to the Employment Exchange, Aijal.⁹² The Government of Assam Vide Notification No. GLR-160/52PF/43, dated the 31st

90. Orders by the Governor of Assam, Government of Assam, Finance Department, Establishment Brance, No. FEG.90/67/17, Ibid.

91. Letter from Shri K.D.N. Singh, I.A.S., Under Secretary to the Government of Assam, Tribal Areas & Development Deptt., to the Deputy Commissioner, Lushai Hills, Government of Assam, Tribal Areas & Development Department, Letter No. TAD/R/40/52/17, Memo No. DC.8/52/14, Dated Shillong, the 10th October, 1952.

92. Government of Assam, District Employment Exchange: Aijal, Department of Labour, No. CNV-38/59/987-26, Dated, Aijal, the 15th June, 1960.

October, 1960 constituted a committee on Employment for the District Employment Exchange, Aijal.⁹³

For uniform pattern of administration for the district, Zonal Administrative Officers at each Zonal Headquarters had to be posted by 1st August, 1969. The Zonal Administrative Officer had to take preliminary steps regarding recruitment of Administrative Officers and the staff of PPVs in his zone. All matters related to the posting and recruitment for the Zonal centres/PPVs had to be dealt through PPV Branch.⁹⁴ Several officers such as BDO, IAS, ACS I and ACS II etc were transferred and posted to the Zonal Centres.⁹⁵

According to the survey of the representation of minority communities in services which was based on 62 offices out of 72 offices as on 1st May, 1968, there were 14 employees in Class I Service which was a gazetted post on the time scale of Rs.1000 and above, 81 employees in Class II Service, a gazetted post on the time scale of Rs.700 and above but did not exceed Rs. 999, there were 1,248 Class III Service, 1,296 Class IV service on the time scale maximum of Rs.140/- or below.⁹⁶

Chapter-II, Section 8 of the Mizo District Council Service Rules provides that all appointments to the service of the Mizo District Council should be made by the Executive Committee or by such officer duly authorized in this behalf by the Executive Committee subject to the provisions laid down in the Rule 14 and 19 (1) of the Assam Autonomous District (Constitution of District Councils) Rules, 1951 and Rule 7 (1) and 11 of the Lushai Hills Autonomous District (Administration of Justice) Rules, 1953, and rule 35 of these rules. Section 9 of the same Chapter lays down that

93. Government of Assam, District Employment Exchange: Aijal, Department of Labour, No.EP-39/59-60/2388-99, Dated, Aijal. The 17th November, 1960.

94. Office of the Deputy Commissioner, Mizo District, Aijal, Memo No. APVC.28/69/126, dated Aijal, the 26th July, 1969.

95. Office of the Deputy Commissioner: Mizo District: Aijal, (PPV Branch), officer order No.54 of 1969, Memo No. ANG.12/69/5, dated Aijal, the 8th August, 1969.

96. Census of total number of State Government Employee in Position as on 1.5.68- Service-wise, Statistical Officer, Mizo District, Aijal.

the Executive Committee should fix the strength of permanent and temporary posts for all the departments and such fixation should be placed before the District Council. The Mizo Hills District Council Service Rules also provides that except with the special sanction of the Council, a person whose age exceeds 25 years (or 30 years in the case of Scheduled Tribes) could not be appointed to any post in the superior service of the Council. The Executive Committee may transfer an employee from one post to another, provided that except on grounds of inefficiency or misbehaviour or on his written request, the employee could not be transferred substantively to any post the pay of which is less than the pay of the permanent post on which he holds a lien or would hold a lien has it not been suspended.⁹⁷

All appointments under the Council were classed as Superior Service; the Class I Services included all Gazetted posts on the time scales the maximum of which was Rs. 1000 and above. The Class II Services included all other Gazetted posts on the time scales the maximum of which was Rs.700 and above but not exceed Rs.999. The Class III Services included all other Service or posts gazetted or non-gazetted, excepting those classified in class IV Service. Class IV Services were classified as Inferior Service such as Peons, Chowkidars etc. According to the Mizo District Council Service Rules, Direct appointments were to be made for the Class I and Class II by the Executive Committee subject to the approval by the Council in Session. For Class III and Class IV, appointments were to be made by the Executive Committee or any officer or officers appointed in that behalf by the Executive Committee. The Mizo District Council Rules also lay down that a Service book should be maintained for every employee under the council in the form prescribed by the State Government for their servants.⁹⁸

3.4. Union Territory of Mizoram: When the Mizo Hills District was elevated to the Union Territory of Mizoram, According to the Government of Mizoram (Allocation of Business Rules) 1972, the entire business of the Government was

97. The collection of Mizo District Council Act, Regulations & Rules, Published by the Mizo District Council (Publicity Branch), Assembly Secretariat, Mizoram: Aizawl, Reprint: June, 2005, pp. 350- 357.

98. *Ibid*, pp. 354-361.

transacted in the Departments of Government and a Secretary for each Department who should be the official head of that Department. More than one Department may be placed in charge of the same Secretary and the work of a Department may be distributed between two or more Secretaries.⁹⁹

‘Absorbtion’ of the dissolved Mizo District Council was provided in part-VIII of the North-Eastern Areas (Reorganisation) Act, 1971. Officers and other employees who served in the Mizo District Council were employed in the administration of the Union Territory of Mizoram.¹⁰⁰ According to the Dissolution of the Mizo District Council (Miscellaneous Provisions) Order, 1972, every officer and other employee who served under the Mizo District Council before the 29th April, 1972 unless allocated for service under a successor District Council (District Council of the Chakma District or the District Council of the Lakher District or the District Council of the Pawi District constituted under the Sixth Schedule of the Constitution) became an officer or other employee of Government and were employed in connection with the administration of the Union Territory with such designation as the Administrator may prescribed. The tenure, remuneration and terms and conditions of service of the officers or other employee should not be altered to their disadvantage without the previous sanction of the Central Government.¹⁰¹

The Dissolution of the Mizo District Council (Miscellaneous Provisions) Order, 1972 also lays down that The Administrator can order the allocation of any officer or other employee under any of the successor District Council (District Council of the Chakma District or the District Council of the Lakher District or the District Council of the Pawi District constituted under the Sixth Schedule of the Constitution). The tenure, remuneration and terms and conditions of service of those personnel cannot be altered to their disadvantage without the previous sanction of the Administrator. “The liability of the Mizo District Council in respect of any arrears of

99. The Mizoram Gazette, Published by Authority, Vol.I Aizawl, Friday, May 5, 1972, Viahskha 15, 1894 S.E. Issue No. 8, pp.23-24.

100. Prithwipati Chakraborty, Legal Encyclopedia of Mizoram, Volume A-1, Bilas Publication, 37, Motijheel Avenue, Calcutta-74, 1997, pp. 2-10.

101. *Ibid.*, pp. 8-9.

pay or allowances due to any officer or other employee should be that of the successor District Council to which such officer or other employees were allocated. The Liability of the Mizo District Council in respect of any General Provident Fund, Family Pension Fund, or similar fund to which such officer or other employee may have been contributing should be the liability of the successor District Council to which the officer or other employee were allocated.”¹⁰²

Promotion to higher posts was offered to the Assam Government employees to be absorbed under the Union Territory of Mizoram under Memo No. SMG.1/72/112 dated 28.11.1972 and No. MAP. 32/72/47 dated 18.11.1972.¹⁰³ Employees who were permanent resident of places outside Mizoram were directed to exercise their option within a period of one month indicating their willingness in favour of allocation which was issued.¹⁰⁴ The Union Territory of Mizoram decided to allocate the services of Assam Government employees who were permanent resident of Mizoram and posted to the erstwhile Mizo District Council on 20th January, 1972 and continued to serve even after the appointed day i.e 21st January, 1972.¹⁰⁵

The Mizoram Civil Service Rules, 1977 was enacted vide notification No. MAP.117/73, the 23rd Dec, 1977 notified by the Government of India, Ministry of Home Affairs vide Notification No.GSR dated 23rd.12.1977. Part-I, Rule 3. of the Mizoram Civil Service Rules provides for the constitution of a Central Civil Service known as the Mizoram Civil Service. The Service had two grades, Grade I (Selection

102. The Mizoram Gazette, Published by Authority, Vol-I Aizawl, Friday, May 5, 1972, *ibid.*, pp. 8-9.

103. Mizoram Gazette, Vol.1, Issue no. 34, dated 1.12.72, page-2.

104. Notice, Government of Mizoram, Appointment Department, Memo No. MAP/B/105/73/134, the 23rd April, 1974.

105. Circular, Government of Mizoram, Appointment Department, Aizawl, Memo No. MAP/B/105/74/137, the 2nd May, 1974, published in Mizoram Gazette, VOL.III, Regular Issue No.18 dt.3/5/1974.

Grade) a Central Civil Posts, Grade A Gazetted, and Grade II should be Central Civil Posts, Group B Gazetted.¹⁰⁶

Rule 5 of the Mizoram Civil Service Rules, 1977 provides that 50% of the vacant post should be filled by direct recruitment. Rule 6 provides for the Constitution of a Board for recruitment. Direct recruitment should be made on the recommendations of a Selection Board which consist of an Officer in the Ministry of Home Affairs not below the rank of Joint Secretary to the Government of India, a Nominee of the Ministry of Home Affairs in the Schedule Castes and Schedule Tribes Division not below the rank of Deputy Secretary to the Government of India. A competitive examination for direct recruitment to the service should be held at such intervals as the Administrator in consultation with the Board determine.¹⁰⁷

For recruitment to Class I, the Selection Board was headed by the Joint Secretary in the Ministry of Home Affairs and the Chief Secretary and the Development Commissioner of Mizoram were also members of the Board. For Class II Services, the Board was headed by the Chief Secretary, with the Development Commissioner, Secretary of DP & AR, Deputy Secretary, MHA and the concerned Secretary as members. For recruitment to Class III, there were Departmental Promotion Committees which also functioned as Selection Committees. They were headed by the Commissioners/Secretaries of the concerned Departments, with a representative of DP & AR, and the Head of Department as members. Wherever expertise was needed in these boards/committees, specialists were also co-opted. In the case of Class IV, the Committees were headed by the Head of Department, with another officer from the department and a representative from DP & AR.¹⁰⁸

106. The Mizoram Gazette, Extra Ordinary, Published by Authority, Regd.No.NE.907, Vol.VI. Aizawl, Friday, 23rd December. 1977, Pausa 2nd . SE. 1899. p.1

107. The Mizoram Gazette, Extra Ordinary, Published by Authority, Regd.No.NE.907, Vol.VI, *Ibid.*, pp.2-4.

108. P. Rohmingthanga, "Mizoram Public Service Commission", Mizoram Public Service Commission, Office Building Inauguration Souvenir, pp.47-48.

The selected Candidates were on probation for a period of two years. They have to undergo training and pass during the period of probation departmental examinations as the Administrator prescribed. Every member of the Service, unless appointed to an ex-cadre post were to be posted by the Administrator, Government of Mizoram.¹⁰⁹

3.5. The State of Mizoram: When Mizoram became a State on 20th February, 1987, reorganization of services by way of permanent allocation or absorption was necessary. Part-VII, Section 32. of the State of Mizoram Act.1986 provides that every member of the Indian Administrative Service, the Indian Police Service and the Indian Forest Service who, immediately before the appointed day hold any post in the existing Union Territory of Mizoram are (until otherwise directed by the Central Government) deemed to be on deputation on and from the appointed day, to the Government of the State of Mizoram on the same terms and conditions of service as are applicable to him under relevant cadre (the Indian Administrative Service (cadre) Rules, 1954, the Indian Police Service (Cadre) rules, 1954 or the Indian Forest Service (cadre) Rules, 1966, as the case may be) rules, Provided that the period of such deputation shall in no case extend beyond a period of three years from the appointed day.¹¹⁰

Part-VII, Section 33, sub-section (1) of the State of Mizoram Act.1986 also provides that every person who immediately before the appointed day serve in connection with the affairs of the Union under the administrative control of the Administrator of the Union Territory of Mizoram are (unless otherwise directed by an order of the Central Government) deemed to have been allocated for services as from that day in connection with the affairs of State of Mizoram. Section 35. of Chapter-VII also provides that every person who hold or discharge the duties of any post or office in connection with the affairs of the Union Territory of Mizoram immediately before the appointed day should continue to hold the same post or office and shall be deemed, on and from that day, to have been duly appointed to the post of office by the

109. P. Rohmingthanga, *Op.cit.*, pp.6-7.

110. Gazette of India, Extra-Ordinary, Part-II, Section-I, Dated 18th August, 1986.

Government or other appropriate authority in the State of Mizoram on the same terms and conditions of appointment and on the same tenure as he was holding the post or office immediately before that day.¹¹¹

According to the Government of Mizoram (Transaction of Business) Rules, 1987, the Chief Secretary is the head of the administrative machinery, and as such, it is his responsibility to ensure the efficient functioning of the State Administration and he has to be kept informed and apprised of all important decisions and in particular of the Departments of Personnel and Administrative Reforms, Home, Political, Vigilance and Rural Development Departments who shall bring such decisions and information to the notice of the Chief Minister. All cases of appointment, transfer, posting, deputation, termination, compulsory retirement and removal of all Group 'A' officers including officers of equivalent rank in the Autonomous Bodies shall be put up by the secretary to the Chief Secretary who shall put them up before the Chief Minister through the Minister concerned for orders.¹¹²

The Government of Mizoram (Allocation of Business) Rules, 1987 also provides that the entire business of the Government shall be transacted in departments of the Government as specified in the schedule (schedules appended to the Rules) and shall be classified and distributed between these departments provided that the Government may, from time to time make such additional to or modifications in the list of business allotted to the department as he thinks fit. The Rules also provides that there shall be a secretary for each department who shall be an official head of that department, provided that more than one department may be placed in charge of the same secretary and the work of a department may be divided in between two or more secretaries.¹¹³

111. *Gazette of India, Extra-Ordinary, Part-II, Op.cit.*, p.1.

112. The Government of Mizoram [Transaction of Business] Rules, 1987 & The Government of Mizoram [Allocation of Business] Rules, 1987 [as amended upto December, 2007], Government of Mizoram, General Administration Department, p.12.

113. *Ibid.*, p.24.

As on 1st April, 2008, there are 71 Departments under the State Government of Mizoram. Department of School Education has the highest number of employees i.e. 16015 which accounts for 33.5% and Department of Firms & Societies has the lowest number of employees which consist of only 2 employees.¹¹⁴

3.6. Structure: The Mizoram State Government Employees are classified into Group ‘A’, Group ‘B’ Gazetted, Group ‘B’ Non- Gazetted, Group ‘C’ and Group ‘D’. It also includes Work Charges and Muster Rolls. As on 1st April, 2008, the total number of Mizoram State Government Employees stood at 48453, out of which 36713 are male and 11740 are female respectively. The total numbers of Group A employees stood at 3420, out of which 2505 are male and 915 are female. Group B ‘Gazette’ amounts to 1138 out of which 872 are male and 266 are female. Group B “Non-Gazette” Employees amounts to 11778 out of which 8103 are male and 3675 are female. The total numbers of Group C Employees are 22753 out of which 17639 are male and 5114 are female. The Group D Employees amounts to 9364 out of which 7594 are male and 1770 are female. Including the Muster Roll and the Work Charges, the Grand total numbers of the Mizoram State Government Employees amounts to 55536.¹¹⁵

The fixations of AGMUT (MIZORAM SEGMENT) IAS cadre strength are as follows:¹¹⁶

- Senior Duty Posts under Government of Mizoram : 29
- Central Deputation Reserve @ 40% of Item No. 1 : 12
- State Deputation Reserve @ 25% of Item No. 1 : 7
- Training Reserve @ 3.5% of Item No. 1 : 1
- Leave Reserve and Junior Posts Reserve @ 16.5% of Item No. 1 : 5

114. Census of State Government Employees, Mizoram, 2008,

115. *Ibid.*, p.1.

116. Mizoram Civil Service Association,
<http://www.mcsmizoram.org/index.php?phek=thuthar&nid=157>, accessed on 24.1.2012.

- Promotion Posts @ 33 1/3% of (1+2+3+4) : 16
- Direct Recruitment Posts (1+2+3+4+5-6) : 38
- Total Authorized Strength (6+7) : 54
- Promotion posts for MCS (85% of Item No. 6) : 14
- Promotion posts for non-MCS (Selection posts) (15% of Item No. 6) : 2

In the following table, the senior duty post under Government of Mizoram will be shown.

Table No. 3 : 1

SENIOR DUTY POST UNDER GOVERNMENT OF MIZORAM

Sl. No.	Name of Post	Number of Post
1.	Chief Secretary	1
2.	Development Commissioner	1
3.	Commissioner & Secretary, Finance	1
4.	Commissioner & Secretary, Home	1
5.	Commissioner & Secretary, Revenue	1
6.	Commissioner & Secretary, Health & Family Welfare	1
7.	Commissioner & Secretary, Education	1
8.	Secretaries	4
9.	Secretary to Governor	1
10.	Secretary to Chief Minister	1
11.	Special Secretary	3
12.	Resident Commissioner, New Delhi	1
13.	Director, Food, Civil Supplies & Consumer Affairs	1
14.	Director, Industries	1
15.	Registrar of Cooperative Societies	1
16.	Director, Education	1
17.	Deputy Commissioner (Districts)	8
	TOTAL =	29

Source: Mizoram Civil Service Association¹¹⁷

The composition of the Mizoram Civil Service according to Rule 5 of the Mizoram Civil Service Rules, 2000, composed of the following:-¹¹⁸

117. Mizoram Civil Service Association, *Op.cit.*

1. (a) Supertime Grade-‘A’
- (b) Supertime Grade-‘B’
2. Selection Grade
3. Junior Administrative Grade
4. Senior Grade
5. Junior Grade

Regarding the authorized permanent strength of the Mizoram Civil Service, Part III, Rule 7 (ii) of the Mizoram Civil Service Rules, 2000 provides that the authorized permanent strength of the Cadre and nature of posts after the commencement of these rules shall be determined by the Government from time to time.¹¹⁹

According to Schedule-1, Rule 7 of the Mizoram Civil Service (Amendment) rules, 2002, the authorized permanent strength of the Mizoram Civil Service (M.C.S.) are as follow:-¹²⁰

SUPERTIME GRADE-‘A’

1. Secretary to the Government	-	1
Total	-	1 Post

SUPERTIME GRADE-‘B’

1. Addl. Secretary	-	2
Total	-	2 Posts

SELECTION GRADE

1. Deputy Commissioner	-	4
2. Joint Secretary	-	4

118. Mizoram Civil Service Association, 2000, The Mizoram Gazette, Extra ordinary, Published by Authority, VOL-XXIX, AIZAWL, Tuesday, 18.1.2000, Pausa 28, S.E. 1920, Issue No.1.

119. *Ibid.*

120. Mizoram Civil Service (Amendment) rules, 2002, The Mizoram Gazette, Extra ordinary, Published by Authority, Regn.No.NE-313 (MZ), Vol-XXXI Aizawl, Wednesday, 23.1.2002, Magha 3, S>E> 1923, Issue No. 51.

3. Joint Secretary to the Governor	-	1
4. Director, Rural Development	-	1
5. Joint Chief Electoral Officer	-	1
6. Controller, Printing & Stationery	-	1
7. Inspector General of Prisons	-	1
8. Director, Local Administration Department	-	1
9. Director, Land Revenue & Settlement Department	-	1
10. Director, Relief & Rehabilitation Department	-	1
11. Director, Labour & Employment	-	1
12. Joint Resident Commissioner, New Delhi	-	1
Total	-	18 Posts

JUNIOR ADMINISTRATIVE GRADE

1. Deputy Secretary	-	14 (60% of the posts)
2. Additional Deputy Commissioner	-	7
3. Joint Director, Transport	-	2
4. Joint Director, Administrative Training Institute	-	1
5. Joint Director, Food & Civil Supply Department	-	1
6. Development Officer, Sinlung Hills Development Council	-	1
7. Protocol Officer	-	1
8. Joint Director, Food & Civil Supplies Department-com-Liaison Officer, Calcutta	-	1
Total	-	28 Posts

SENIOR GRADE

1. Under Secretary	-	11 (25% of the posts)
2. Assistant Settlement Officer-I	-	2
3. Sub-Divisional Officer (Civil)	-	14
4. Extra Assistant Commissioner	-	9
5. Deputy Director, Food & Civil Supply	-	1 (50% of the posts)

6. District Civil Supplies Officer	-	2 (50% of the posts)
7. Assistant Commissioner/Deputy Director, RD	-	1
8. Deputy Controller, Printing & Stationery	-	1
9. Deputy Director, Local Administration Department	-	1
10. Deputy Director, Land Revenue & Settlement	-	1
11. Liaison Officer	-	3
12. Election Officer	-	3
13. District Transport Officer	-	2 (66 ² / ₃ % of the posts)
14. District Local Administration Officer	-	1 50% of the posts
15. Deputy Director, Transport	-	1
16. Private Secretary to the Chief Minister	-	1
Total	-	54 Posts

JUNIOR GRADE

1. Block Development Officer	-	22
2. Assistant Director, LAD	-	1
3. Assistant Director, RD	-	1
4. Assistant Director, LR&S	-	1
5. Assistant to the Deputy Commissioner	-	14
6. Assistant Controller, Printing & Stationery	-	4
7. Sub-Deputy Magistrate	-	18
8. Circle Officer, LAD	-	12
9. Assistant Settlement Officer-II	-	12
10. Sub-Divisional Food and Civil Supply Officer	-	1
11. ADC, Planning	-	<u>8</u>
Total	-	<u>87 Posts</u>
GRAND TOTAL	-	190 Posts

RESERVE

1) Deputation	10% of 191	-	19
2) Leave	10% of 191	-	19

3) Training	10% of 191	-	19
	30%	-	57
The effective strength of the Service	191+60	-	247

3.7. Recruitment: The Government of Mizoram had enacted a regulation under Article 318 called the Mizoram Public Service Commission Regulation 1989 vide Notification No.A.11020/1/87-P&AR (GSW) dt.11.5.89 which provides a Chairman and not more than three members. The Government of Mizoram, vide Notification No.A.11020/1/87-P&AR (GSW) dated 30.4.91 had appointed S.R. Vala, an IAS Officer of Orissa Cadre as the first Chairman of Mizoram Public Service Commission and he joined the MPSC as its first Chairman on 1st May, 1991. Mizoram Public Service Commission started functioning from October, 1991 with a Chairman, One Member, three Gazetted officers and a staff of 20. The Commission was entrusted with the responsibility of direct recruitment to all Group ‘A’ and ‘B’ posts and promotion to all Group ‘A’ posts, framing of Recruitment Rules/Service Rules in respect of all Group ‘A’ posts and disciplinary cases in respect of all Group ‘A’ posts only.¹²¹ According to the Mizoram Public Service Commission Regulation, 1988 the Chairman and a member of the Commission shall hold office for a term of six years from the date on which he assumed office or until he attains the age of 62 years, whichever is earlier.¹²²

The MPSC regulation has been amended by the State Government time and again under the provision of Article 320 clause (3) of the Constitution. “At some stage, the Commission was consulted on the matters of direct recruitment to Group ‘A’ post only and in some stage in the matters of recruitment to Group ‘A’ and ‘B’

121. C.Lalchandama, Secretary, Mizoram Public Service Commission, “Report of Secretary on the Working of the Commission”, Mizoram Public Service Commission, Office Building Inauguration Souvenir, pp.33-36.

122. The Mizoram Gazette, Extra Ordinary, published by Authority, Regn. No. NE 907, VOL. XVIII, Aizawl, Thursday 11.5.1989, Vaisakha, 21 S.E. 1911 Issue No. 41 (B)., p. 2.

post.”¹²³ At present, the existing provision under Rule 3 (a) of the Mizoram Public Service Commission (Limitation of Functions) Regulations, 1994 was amended under the Mizoram Public Service Commission (Limitations of Functions) (Second Amendment) Regulations, 2008 vide Notification No.A.12017/2/91-P&AR (GSW), the 29th August,2008. According to this latest amendment, the Commission will not be consulted when recruitment is to be made by the Governor or by an authority other than the Governor in respect of all Group ‘C’ and ‘D’ posts.¹²⁴

Department Promotion Committees (DPCs) are set up for recruitment to Class III. These Committees are headed by the Commissioners/Secretaries of the concerned Departments, with a representative of DP & AR, and the Head of Department as members. If needed, Subject Specialists are also ‘co-opted’. For recruitment to Class IV, the committees are headed by the Head of Department, with another officer from the department, and a representative from DP & AR.¹²⁵ The procedure to be observed by Departmental Promotion Committee was issued vide Memo No.A.32012/1/2003-P&AR (GSW) according to which, the Departmental Promotion Committee under the Government of Mizoram should apply its own method and procedure for objective assessment of the suitability of the candidates. No interview should be held unless it is specifically provided in the Recruitment Rules/Service Rules for the post/service.¹²⁶

As per Letter No.A.12018/3/91-P&AR(GSW), the 21st January, 2002, the Mizoram Civil Service (Amendment) Rules, 2002 provides the recruitment to the service of the Mizoram Civil Service (MCS). Rule 8 (i) of the Mizoram Civil Service

123. The Mizoram Gazette, Extra Ordinary, published by Authority, Regn. No. NE 907, VOL. XVIII, *Op.cit.*, p.36.

124. The Mizoram Gazette, Extra Ordinary, Published by Authority, Regn.No.NE-313 (MZ), VOL-XXXVII, Aizawl, Monday 1.9.2008, Bhadra 10, S.E. 1930, Issue No.345, Published and Issued by Controller, Printing & Stationery Department, Government of Mizoram, Printed at the Mizoram Government Press, Aizawl. C/900.

125. P. Rohmingthanga, IAS (Rtd.), *Op.cit.*, pp.47-48.

126. Office Memorandum, No.A.32012/1/2003-P&AR(GSW), Government of Mizoram, Department of Personnel & Administrative Reforms (General Service Wing).

(Amendment) Rules, 2002 provides that recruitment to the service in the Junior Grade after the commencement of these rules shall be made by the following methods:-¹²⁷

(a) Two-thirds of the vacancies shall be filled up by direct recruitment through competitive examination to be conducted by the Commission.

(b) One-third of the vacancies shall be filled up by selection from amongst Officers who hold Gazetted posts in a substantive capacity in connection with the affairs of the State with not less than five years of service in such grade and the Administrative Officer (Non-Gazetted) with not less than eight years of service shall be eligible for induction into the Service by selection method for this quota in the manner as may be prescribed by the Commission.

Provided that the ratio of Officers to be selected from the Departmental Officers and the Administrative Officers (Non-Gazetted) shall be 1:2 till such time all the existing Administrative Officers (Non-Gazetted) are inducted into the service or further orders whichever is earlier.¹²⁸

According to The Mizoram Civil Service Rules, 2000, Part-IV, Rule 8 (ii) provides that Subject to the provision of these rules, the method or methods of recruitment to be adopted for the purpose of filling any particular vacancy or vacancies in the Service may be required to be filled during any particular period of recruitment, and the number of persons to be recruited by each method shall be determined on each occasion by the Government in consultation with the Commission.¹²⁹

Part-IV, Rule 9 of The Mizoram Civil Service Rules, 2000 provides the rules for Direct Recruitment to the Mizoram Civil Service. According to Rule 9, sub-rule (i)

127. The Mizoram Gazette, Extra Ordinary, Published by Authority, Regn. No. NE-313(MZ), VOL-XXXI, Aizawl, Wednesday, 23.1.2002, Magha 3, S.E. 1923, Issue No. 51.

128. *Ibid.*

129. Mizoram Civil Service Rules, 2000, *Op.cit.*

Save as provided in rule 8 of these rules, appointment to the Service to the extent of 662/3% of the substantive vacancies which occur from time to time in the authorized permanent strength of the Service shall be through competitive examination in the manner prescribed in these rules.¹³⁰

According to Part-IV, Rule 9, sub-rule (ii) (a) of The Mizoram Civil Service Rules, 2000, the examination shall be conducted by the Commission in accordance with the Mizoram Civil Service (Competitive Examination) Regulations, 1997 as may be adapted and as the Government from time to time make in consultation with the Commission. Rule 9 (ii) (b) further provides that the decision of the Commission as to the eligibility or otherwise of a candidate for admission to the examination shall be final, and a candidate to whom a certificate or admission card has not been issued by the Commission shall not be admitted to the examination.¹³¹

Part-IV, Rule 9, sub-rule (iii) of The Mizoram Civil Service Rules, 2000 provides that the Commission shall prepare and forward to the Governor a list arranged in order of merit of the candidates who have qualified in the examination.¹³²

Part-IV, Rule 9 (iv) Rule 9, sub-rule (iii) of The Mizoram Civil Service Rules, 2000 provides that the inclusion of candidate's name in the list shall confer no right to appointment unless the Governor is satisfied, after such inquiry as may be considered necessary that the candidate is suitable in all respects for appointment to the service before an actual offer of appointment is made.¹³³

Part-IV, Rule 9, sub-rule (v) Rule 9 (iii) of The Mizoram Civil Service Rules, 2000 provides that a competitive examination for direct recruitment to the Service shall be held at such intervals as the Governor may, in consultation with the

130. Mizoram Civil Service Rules, 2000, *Op.cit.*

131. *Ibid.*

132. *Ibid.*

133. *Ibid.*

Commission, determine from time to time. The dates on which and the places at which the examination shall be held shall be fixed by the Commission.¹³⁴

According to Part-V, Rule 10 of The Mizoram Civil Service Rules, 2000 provides for the appointment to the service of the Mizoram Civil Service (MCS) as provided in the sub-rules of Rule 10 as follows:-¹³⁵

- (i) All appointments to the Service, after commencement of these rules, shall be made and notified in the Gazette by the Government and no such appointment shall be made except in the manner specified in rule 8.
- (ii) All appointments to the Service shall be made to the appropriate grades of the Service and not against specific posts.
- (iii) All appointments to the Service in the higher grades or time-scale of pay shall be made only by promotion in accordance with the appropriate provisions under these rules.
- (iv) Notwithstanding anything contained in sub-rule (iii), the Government may,
 - (a) withhold the appointment of a member to the Senior Grade
 - (1) till he is confirmed in the Service, or
 - (2) till he passes the prescribed departmental examination(s)

Regarding the appointment of Direct Recruits, Part-V, Rule 11 of The Mizoram Civil Service Rules, 2000 provides the provisions for the appointment of

134. Mizoram Civil Service Rules, 2000, *Op.cit.*

135. *Ibid.*

direct recruits to the Mizoram civil Service (MCS) as mention in the sub-rules of Rule 11 as follows:-¹³⁶

- (i) Subject to the provisions of these rules, appointment to the Service shall be made from the candidates in the list referred to in rule 9, sub-rule (iii) of these rules strictly in order of merit recommended by the Commission.
- (ii) Appointment to the Service shall be made by the Governor and shall be notified in the Gazette.
- (iii) A direct recruit shall join duty within 45 days of the date of issue of the order of appointment, failing which and unless the Governor is otherwise pleased to extend the period, the appointment shall be cancelled.

As regard to the appointment by selection, Part-V, Rule 12 of The Mizoram Civil Service Rules, 2000 provides the provision for the appointment by selection to the Mizoram Civil Service (MCS) as provided in the sub-rules as follows:-¹³⁷

- (i) Subject to the provisions of rule 8, the Governor may, in consultation with the Commission, consider for appointment to the Service to the extent of 33 1/3% of the substantive vacancies of the authorized permanent strength of the Service in the manner as may be prescribed.
- (ii) Selection and inclusion in the list under these rules shall be on merit with due regards to seniority and suitability in all respects.

136. Mizoram Civil Service Rules, *Op.cit.*

137. *Ibid.*

- (iii) The names of the persons recommended by the Commission for appointment to the Service under these rules shall be submitted to the Governor for approval.

Provided that the Government shall not consider the case of persons who have already attained the age of 53 years.¹³⁸

Every person selected and appointed under these rules shall undergo such training and for such period as the Governor may prescribe in any established training institute within and outside the State.¹³⁹

Regarding the disqualification of the Mizoram Civil Service (MCS), Part-V, Rule 13 provides the rules for disqualification as provided in the sub-rules as follows:-
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No person-

- (a) who has entered into or contracted a marriage with a person having spouse living, or
- (b) who, having a spouse living, has entered into or contracted a marriage with any person, shall be eligible for appointment to the Service.

Provided that the Governor may, if satisfied, that such marriage is permissible under the personal law applicable to such persons and the other party to the marriage and there are other grounds for doing so, exempt any person from the operation of these rules.¹⁴¹

As regard to the physical fitness of the Mizoram Civil Service, Part-V, Rule 13 of The Mizoram Civil Service Rules, 2000 provides that no candidate shall be appointed to the Service unless he is declared, after such medical examination, as the

138. Mizoram Civil Service Rules, 2000, *Op.cit.*

139. *Ibid.*

140. *Ibid.*

141. *Ibid.*

Governor may prescribe to be mentally and physically sound and free from any defects likely to interfere with the discharge of his/her duties.¹⁴²

The guidelines/norms for transfer and posting of the Mizoram Civil Service (MCS) Officers, except in cases where the principles contained in this memorandum are not practicable, are as follows:-¹⁴³

1) Classification of posting place: Posting places shall be classified into 3(three) categories viz (1:1) Soft posting place (1:2) Normal posting place and (1:3) Hard posting place.

1:1 Soft posting shall be posting within the capital area of Aizawl.

1:2 Normal posting shall be posting in all other District/Sub-Division/Block Hqrs. other than hard posting place and it shall include posting in various places of Mizoram Houses outside the State of Mizoram.

1:3 Hard posting shall include posting at Chawngte, Tlabung, Zawlnuam, Kawrthah, Bunghmun, Sakawrdai and any remote places that may be specified by the Government from time to time.

2) Tenure: Tenure of posting shall be as shown here under: -

2:1 The Tenure of posting to any post in general shall not exceed 3 years in all cases, except in the case where there is no other officer to relieve such officer on the ground of his/her special qualities of performance as well as rank and status for which no other qualified officers are readily available.

2:2 The minimum tenure of posting of a member of the Service to any duty post shall be 1(one) year except in the case of officer who is required to be placed under

142. Mizoram Civil Service Rules, 2000, *Op.cit.*

143. Office Memorandum, Aizawl, the 21st August, 2006, No.A.22011/1/2000-P&AR(CSW), Government of Mizoram, Department of Personnel & Administrative Reforms (Civil Service Wing).

suspension or who has to be transferred on ground of disciplinary proceeding against him before completion of 1(one) year service.

2:3 The normal tenure of posting in a hard posting place shall be 2 years.

2:4 Any member of the Service who is posted in hard posting place shall not be retained for more than 2(two) years tenure in the same station except with his own consent.

2:5 No member of the Service shall be allowed more than 3(three) time tenure in the same post and place of posting.

3) General Principles: Posting of member of the Service shall be determined as below:-

3:1 There shall be job-wise and station-wise rotational transfer of officers irrespective of gender.

3:2 No member of the Service during the period of probation shall be posted to any post included in the list of Head of Office under the delegation of Financial Power Rule to take independent charge.

3:3 Any member of the Service in the Junior Grade shall be given rotational transfer & posting to the Offices of D.C. or other Cadre posts in the Directorate where they may be well trained in the Office procedure and other aspect so that his/her service may be fully utilized in a befitting manner and to make him/her aware of Office Procedure.

3:4 Any member of the Service shall, while serving in Junior Grade or Senior Grade at least be given hard posting for a period of not less than one tenure.

3:5 Any member of the Service who is eligible in his/her rank and status to be posted to the duty post in Secretariat shall at least be posted in the Secretariat for 2(two) tenure while serving in the Senior Grade and above.

3:6 The seniority of an officer in the grade may be taken into account while considering transfer and posting so that the junior may not hold the post bearing higher prestige and responsibility though they are in the same grade.

3:7 No member of the Service shall be posted to the remote and same hard posting place for 2(two) consecutive tenure except with the consent of the officer.

3:8 No member of the Service shall be posted to any post either in the cadre post or ex-cadre post which is inferior/lower in rank and status than the post/cadre specified in the Schedule 'A' where the officer is appointed regularly.

3:9 A member of the Service shall be allowed to choose where he/she shall be posted within a period of 1(one) year before date of retirement on superannuation subject to availability of sanctioned post of the grade he/her is holding at that point of time.

4) Normal Tenure in respect of Liaison Offices/Mizoram Houses:

4:1 The normal tenure in respect of officers posted as Joint Resident Commissioner/Deputy Resident Commissioner/Senior Liaison Officers/Liaison Officers shall be 3(three) years extendable for a maximum period of 2 (two) years.

5) Deputation: Deputation of a member of the Service shall be governed by the following:

5:1 Any member of the Service appointed/posted to any ex-cadre post shall be treated as on deputation and he/she shall be governed by the deputation regulation in vogue within the state.

5:2 Any member of the Service, while on inter-state deputation or deputation to autonomous body or under any body incorporated or not, shall be allowed to draw the pay attached to such post where he/she is deputed. But if he/she is posted on deputation to any excadre post under the Govt. of Mizoram he/she shall be entitled to draw his/her own grade pay and no deputation allowances or any other remuneration shall be allowed.

5:3 No member of the Service shall be transferred on deputation under any autonomous body or Agencies except with his/her own consent.

5:4 The period spent on deputation within the State or the period spent on foreign assignment or outside state assignment shall be treated as stay at the station from where he/she proceeded on such deputation/assignment.

6) Exception: The transfer and posting of MCS officers after normal specified tenures may be deferred in case of extreme exigencies if, in the opinion of the Government, there is a genuine compelling circumstance.

3.8. Training: Government approval has to be obtained through DP&AR (Training wing) before sending any officer (Gazetted or Non-Gazetted) in various training courses outside Mizoram, in India and abroad. Proposals have to be supported by bio-data of the Officer proposed to be nominated justifying the suitability of the intended course, its relevance to the nominee and the training need. The details of financial implications and the authority that bear the expenses and fund position should also be shown if the Department is going to sponsor the expenses.¹⁴⁴

The Administrative Training Institution (ATI), Mizoram was established in 1983. As the premier training institute of the State, it conducts Foundational Courses for various levels of Government servants including the State Civil Service Officers, orientation and refresher courses for all categories of Government servants of the State, Semi-Governments and Autonomous Bodies. The Institute also conducts training on Disaster Management for Government employees as well as for the public. The IT (Information Technology) cell was also set up in 2001 in the Administrative Training Institute with the funds provided by the Department of Personnel and

144. Government of Mizoram, Department of Personnel & Administrative Reforms 'Training', No. A. 33030/8/96-P & AR (TRG), Dated Aizawl, the 21st Aug, 2008.

Training, Government of India. The ATI also issues Calendar of Training Programmes for various levels of employees.¹⁴⁵

Study leave taken for the purpose of higher studies or for receiving specialized training in professional and technical subjects is governed under the Rule 50-63 of CCS (Leave) Rules, 1972. The period of study leave is treated as leave paying leave salary. All proposals for study leave should be forwarded to DP&AR (Training Wing) as per the instruction of the Department O.M. No.A.24011/1/97-P&AR (TRG) dt.21.7.97.¹⁴⁶

Part-V, Rule 15 of the Mizoram Civil Service Rules, 2000 provides provisions for the probation rules of the Mizoram Civil Service (MCS) as mentioned in the sub-rules as follows:-¹⁴⁷

- (i) Every person recruited to the Service in accordance with these rules shall be on probation for a period of two years.

Provided that the period of probation may, for good and sufficient reasons to be recorded in writing, be extended by the Governor in the individual cases.

- (ii) A person on probation shall be liable to be discharged from Service at any time without assigning any reason thereof during the period of probation.

(a) Provided that if he holds a lien on any permanent post under the State of the Central Government, he shall be liable to be reverted to that post.

145. Government of Mizoram, Calendar of Training Programmes, April 2008-March 2009, p.1-5.

146. Government of Mizoram, Department of Personnel & Administrative Reforms 'Training', *Op.cit.*, p.2.

147. Mizoram Civil Service Rules, 2000, *Op.cit.*

(b) Provided further that a person who holds a lien to any permanent post under the State or the Central Government may, if he so desires, during the period of probation have the option to revert back to his parent department after giving such notice as may be prescribed by the Governor.

(iii) The requirement of undergoing the period of probation under sub-rule (i) of this rule shall not be applicable in respect of person appointed under rule 8 (i) (b) read with rule 12.

Regarding the training of the Mizoram Civil Service (MCS), Part-V, Rule 16 of the Mizoram Civil Service Rules provides that every probationer shall during the period of probation successfully undergo the Foundation Course and such other training as the Governor may, from time to time prescribe. Provided that the Governor may, if satisfied that there are special grounds for so doing, exempt a probationer from the operation of these rules.¹⁴⁸

According to the Mizoram Civil Service (Amendment) Rules, 2002, Rule 17 of Mizoram Civil Service Rules, 2000 is substituted under Rule 3 as mentioned in the sub-rules as followed:-¹⁴⁹

- (i) Every probationer shall during the period of probation appear and pass such departmental examination as may be prescribed and conducted by the Commission under the Mizoram Civil Service (Departmental Examination) Regulations, 1990.
- (ii) Every person appointed under Rule 8 (b) read with Rule 12 shall, while serving as Mizoram Civil Service Junior Grade appear at and successfully pass such Departmental Examination.

148. Mizoram Civil Service Rules, 2000, *Op.cit.*

149. *Ibid.*

Provided that the Governor may, for good and sufficient reasons temporarily exempt a probationer from any one or more of the prescribed departmental examinations for the purpose of confirmation.¹⁵⁰

Regarding the confirmation of the Mizoram Civil Service (MCS) probationer, Part-V, Rule 18 of the Mizoram Civil Service Rules, 2000 provides that a member who has been declared to have satisfactorily completed the period of probation shall be confirmed in the Service. Provided that once a member of the Service has been confirmed in the Entry Grade, he shall not be required to be confirmed in each grade or post in the Service.¹⁵¹ Provided that a member of the service appointed under Rule 8 (b) read with Rule 12 who are not yet confirmed in service under the Government shall after satisfactory completion of one year be confirmed in service.¹⁵²

3.9. Performance Appraisal: The procedure for maintenance of Annual Confidential Rolls (ACR) of Officers and staff-comprehensive instructions of Mizoram State Government was issued vide Memo No.A.28011/1/89-POL. According to this procedure, a confidential roll has to be maintained in respect of every officer and staff by the concerned department. A confidential report should be written for each financial year and completed within 2 months of the close of financial year. It should contain the assessment by more than one officer (the only exception would be in cases where there is only one level above the officer reported upon). The prescribed authority at various levels is as follows:¹⁵³

1. 'Reporting Authority' who is the immediate superior to the Officer reported upon.

150. Mizoram Civil Service (Amendment) Rules, 2002, *Op.cit.*

151. Mizoram Civil Service Rules, 2000, *Op.cit.*,

152. Mizoram Civil Service (Amendment) Rules, 2002, *Op.cit.*

153. Office Memorandum, Memo No.A.28011/1/89-POL, Government of Mizoram, Political and Cabinet Department, Dated Aizawl, the 20th December, 1990.

2. 'Reviewing Authority' who is the immediate superior to the reporting authority.
3. 'Accepting Authority' who is the immediate superior or equal to the reviewing authority. (need revision)

The ACR should be objective, frank and honest. The ACRs of all AIS officers should be written in 'triplicate'. In order to complete the ACRs in time, an officer should submit his self-assessment to the Reporting Officer within one month from the date on which the ACR is due. The reporting authority should submit the ACRs to the reviewing authority by the 31st of May of the relevant year.¹⁵⁴ Poor or unfavourable entries in the CR of a Government servant should be communicated by the Reviewing officer after they have been seen by the accepting authority (if any) within one month of the completion of the report or within 3 months from the date on which the report became due. The communication should be in writing and a certificate to that effect should be recorded in the ACR. While mentioning any faults/defect, the reporting officer should also give a hint of his efforts and reform 'by way of guidance, admonition etc and the result of those efforts.' A government servant may correspond to the reviewing authority against the remarks communicated to him within 45 days from the date of communication of such remarks.¹⁵⁵

3.10. Promotions: The Government of Mizoram has issued procedure to be observed by the Departmental Promotion Committee (DPC) Vide Memo No.A.32012/1/2003-P&AR(GSW) on 24th January, 2005. According to this procedure, an interview should form part of the selection process wherever promotions are to be made by 'Selection' by the DPC and necessary provisions should be made in the recruitment rules. Performance which is above average and noteworthy should be the criteria for

154. Office Memorandum, Memo No.A.28011/1/89-POL, Government of Mizoram, Political and Cabinet Department, Dated Aizawl, the 20th December, 1990.

155. *Ibid.*

promotion. The DPC should consider the confidential rolls as the basis of assessment.¹⁵⁶

The bench mark to be followed for promotion to all Group 'A', Group 'B' Gazetted posts should be 'Very Good'.¹⁵⁷ According to the office memorandum issued vide Memo. No. A.32012/1/2003-P&AR(GSW) dated Aizawl, 5th December, 2005, the benchmark to be followed for promotion to all Group 'B' and Group 'C' posts should also be 'Very Good'.¹⁵⁸ Assessment should be made by the DPC according to the bench mark and grade the officers as 'FIT' or 'UNFIT.' Those officers who get at least four prescribed benchmarks out of ACRS for five years will be graded 'FIT'. Only those officers who are graded FIT by the DPC will be included in the panel for promotion to the extent of the number of vacancies and will be arranged in the order of their inter-se-seniority in the feeder grade.¹⁵⁹

When promotion are to be made on 'Non-Selection' basis according to Recruitment Rules, the DPC does not have to make a zone or a comparative assessment of the records of officers and it should categorized the officers 'fit' or 'not yet fit' for promotion on the basis of assessment of their record of service. The officers categorized as 'fit' has to be placed in the panel in the order of their seniority in the grade from which promotions are to be made.¹⁶⁰

156. Office Memorandum, Dated Aizawl, the 24th January, 2005, Memo No.A.32012/1/2003-P&AR (GSW), Government of Mizoram, Department of Personnel & Administrative Reforms (General Service Wing).

157. *Ibid.*

158. Office Memorandum, Dated Aizawl, the 5th December, 2005, Memo No.A.32012/1/2003-P&AR(GSW).

159. Office Memorandum, Dated Aizawl, the 24th January, 2005, Memo No.A.32012/1/2003-P&AR (GSW), Government of Mizoram, Department of Personnel & Administrative Reforms (General Service Wing).

160. 172. Office Memorandum, Dated Aizawl, the 24th January, 2005, Memo No.A.32012/1/2003-P&AR (GSW),*Ibid.*

The prescribed number of officers to be considered for promotion should be made with reference to the number of vacancies. Such as:¹⁶¹

<u>No. of Vacancies</u>	<u>No. of officers to be considered</u>
1	3
2	5
3 and above	No. of vacancies plus 3

For preparation of a select list, Departments should calculate the vacancies on financial year-wise for reporting to the DPC. The eligibility dates for determining the eligibility of officers for promotion should be the first day of the vacancy year i.e. 1st April. However, it will be applicable to only such service and posts for which statutory Service Rules do not prescribe a crucial date.¹⁶²

The Mizoram Civil Service (Amendment) Rules, 2002, makes substitution for Rule 22 of the Mizoram Civil Service Rules, 2000 regarding the promotion to higher grades of the members of the Mizoram Civil Service (MCS) and provides that the promotion from one lower to the next higher grade after the commencement of these rules shall be made by the Governor on the basis of the recommendation made by the Commission from eligible and confirmed members of the service as provided for under Rule 19 and 23.¹⁶³

With regard to the Seniority of the members of the Mizoram Civil Service (MCS), Part-VI, Rule 23 of the Mizoram Civil Service Rules, 2000 provides provisions for rules of Seniority as mentioned in the sub-rules as followed:-¹⁶⁴

161. Office Memorandum, Dated Aizawl, the 16th December, 2008, Memo No.A.32013/1/2003 P&AR (GSW).

162. Office Memorandum, Dated Aizawl, the 24th January, 2005, Memo No.A.32012/1/2003-P&AR (GSW), *Op.cit.*

163. Mizoram Civil Service (Amendment) Rules, 2002, *Op.cit.*

164. Mizoram Civil Service Rules, 2000, *Op.cit.*

- (i) The seniority inter-se of the members of the service at its initial constitution shall be as determined by the Government in accordance with the orders and instructions in force before the commencement of these rules.
- (ii) The seniority inter-se of the members of the service appointed after the commencement of these rules shall be determined by the Government from time to time in accordance with such determination of seniority regulations as may be made by the Government.

The time scale of pay admissible to the members of the Mizoram Civil Service as mentioned in the Mizoram Civil Service (Amendment) Rules, 2002, Rule 5 (Amendment of Rule 19) are as shall be as follows.¹⁶⁵

(1) (a) SUPERTIME GRADE-‘A’: Rs. 16400-450-20900/- plus Special Pay of Rs. 500/- per month.

(for filling up of vacancies in this Grade, officers in the Supertime Grade ‘B’ who have completed 25 years of service calculated from the year of entry in any Gazetted posts covered by Mizoram Civil Service Rules, 1977 or by the Mizoram Civil Service Rules, 1988 shall be eligible for consideration for promotion by selection method)

(b) SUPERTIME GRADE-‘B’: Rs. 16400-450-20900/- per month.

(for filling up of vacancies in this Grade, officers in the Selection Grade who have rendered 5 years regular service in the Grade failing which officer on regular service in Selection Grade at least for a period of 2 years but have completed 20 years service calculated from the year of

165. Mizoram Civil Service (Amendment) Rules, 2002, *Op.cit.*

entry in any Gazetted posts covered by Mizoram Civil Service Rules, 1977 or by the Mizoram Civil Service Rules, 1988 shall be eligible for consideration for promotion by selection method)

(2) SELECTION GRADE:

Rs. 14300-400-18300/- per month.

(for filling up of vacancies in this Grade, Officers in the Junior Administrative Grade who have rendered 5 years regular service failing which Officers on regular service in Junior Administrative Grade at least for a period of 2 years but have 15 years service calculated from the year of entry in any Gazetted posts covered by Mizoram Civil Service Rules, 1977 or by the Mizoram Civil Service Rules, 1988 shall be eligible for consideration for promotion by selection method)

(3) JUNIOR ADMINISTRATIVE': Rs. 12000-375-16500/- per month.

GRADE

(for filling up of vacancies in this Grade, officers in the Senior Grade with not less than 5 years service in the grade failing which Officers on regular service in Senior Grade at least for a period of 2 years but have completed 10 years service calculated from the year of entry in any Gazetted posts covered Mizoram Civil Service Rules, 1977 or by the Mizoram Civil Service Rules, 1988 shall be eligible for consideration for promotion by selection method)

(4) SENIOR GRADE:

Rs. 10000-325-15200/- per month.

(for filling up of vacancies in this Grade, officers who have completed not less than 5 years

service in the Junior Grade and passed Departmental Examination shall be eligible for consideration for promotion by selection method)

(5) JUNIOR GRADE: Rs. 8000-275-13500/- per month.

This chapter deals with the study of personnel administration and its theoretical implications. It also deals with the evolution of personnel administration from the British period till today. This chapter also highlights important aspects of personnel administration such as the structure, recruitment, training, promotion and conduct rules of the personnel employed under the Government of India. In this chapter, attempt is made to study personnel administration in Mizoram. It addresses personal administration under different administrative set-up, such as, the North and South Lushai Hills Administration, Lushai Hills Administration, Mizo District Council and Pawi-Lakher Regional Council, Union Territory of Mizoram and the State of Mizoram till today with particular reference to the Mizoram Civil Service. This chapter also discusses the present scenario of the structure, recruitment, training, performance appraisal and promotional system of the government servant in Mizoram.

CHAPTER-IV

Development Administration

In the previous chapter, Personnel administration and its theoretical implications are studied. It also highlights the evolution of personnel administration in Mizoram from the British period till today. In this Chapter, attempt will be made to have a study on the theoretical meaning of development administration, the challenges of development administration and the study will be narrowed down to Mizoram situation.

Development is an ever changing and dynamic concept. The shapes and dimensions of development have taken multiple twist and turns since the beginning of civilisation. Some defined it in terms of increase in national economy, while others incorporate social improvement and still others think of it in terms of increase in the capacity of a political system. There are also others who make no distinction between development and modernisation. Then in the context of public administration, we read about 'development administration' and 'administrative development'. Thus, development is a complex phenomenon comprising many dimensions- social, political, economic, and administrative and so on.¹

Development can be defined as a process of directed change towards some objectives which are accepted as desirable goals. It implies progressive improvements in the living conditions and quality of life, expanding choices, freedom and dignity which are enjoyed by the society and shared by its members. It means the continual improvement of the quality of human life. However, development has often been conceived in economic terms as sustained economic changes are necessary for the achievement of many social goals.² But, development should not be discussed in terms of economic development alone. It may however be stated that it is impossible to isolate the economic, political and social components of development. All these

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1. R.K. Sapru (1994), *Development Administration*, Second Revised Edition, Sterling Publishers Pvt.Ltd., , A-59, Okhla Industrial Area, Phase II, New Delhi-110020, pp.3-4.
 2. S.L. Goel, *Development Administration, Potentialities and Prospects*, Deep & Deep Publications PVT. LTD, F-159, Rajouri Garden, New Delhi-110027, pp. 7-8.

components play cumulative circular causation process when development takes place. Thus development is a complex phenomenon comprising many dimensions- social, political, economic, administrative and cultural.³ Development to be meaningful must benefit all sections of the population through redistribution or equitable distribution of income among different strata of the population. Development is a process of change which takes place in a society when the social, political, economic and cultural conditions are favourable for such a change. That is why development is defined 'intra-contractually', that is, in terms of each individual country and according to its own perceived needs, wants and aspirations.⁴

Development administration is a distinguished concept and it has motivated not only scholars of public administration but also of social sciences. It is a popular phenomenon in the developing countries where it is acquainted with development aspects (programmes and projects related to socio-politico-economic progress) of administration.⁵ The term 'development administration' was first coined by Goswami in 1955, however, the Comparative Administration Group of the American Society for Public Administration and Committee on Comparative Politics of Social Research Council of the U.S.A laid its intellectual foundations.⁶ Development Administration emerged after the Second World War in the wake of the decolonization of Third World countries and was based on 'modernization' paradigm to develop these countries along the capitalist lines.⁷

3. R.K. Sapru, *Op.Cit.*, pp. 5-6.

4. Mohammad Mohabbat Khan, *Op.cit.*, pp. 5-6.

5. R.K. Sapru, "Development Administration: An Introduction," in Rakesh Hooja, K.K. Parnami (ed) (2007), *Development Administration and Rural Development*, HCM Rajasthan State Institute of Public Administration, Jaipur, Aalekh Publishers, Jaipur, India, p. 10.

6. *Ibid*, p. 26.

7. Prabhat Datta, "Development Administration: New Agenda" in Ramesh K. Arora (ed.) (2004), *Public Administration, Fresh Perspectives*, Aalekh Publishers, Jaipur-302001. India, p. 177.

A number of scholars of public administration and related disciplines have attempted to define the concept of development administration. According to Edward W. Weidner, “development administration is concerned with maximizing innovation for development.” John Montgomery defined it as “carrying out planned change in the economy in agriculture or industry or the capital infrastructure supporting both of these, and to a lesser extent, in the social service of the state (especially education and public health).⁸ Fred W. Riggs defines development administration as “organised efforts to carry out programmes or projects thought by those involved to serve developmental objectives”. He further observes that development administration refers not only to governments efforts to carry out programs designed to reshape its physical, human and cultural environment, but also to the struggle to enlarge a government capacity to engage in such programs.⁹ To Inayatullah development administration is “the complex of organisational arrangements for the achievement of action through public authority in pursuance of (i) socio-economic goals and (ii) nation-building.¹⁰ According to Merle Fainsod, development administration embraces the array of new functions assumed by developing countries embarking on the path of modernisation and industrialisation. Development administration ordinarily involves the establishment of machinery for planning, economic growth and mobilising and allocating resources to expand income. According to Donald C. Stones, development administration is concerned with the formulation and implementation of four P’s- Plans, Programmes, Policies and Projects.¹¹ According to Shou-Sheng Hsueh, “development administration is essentially a public administration to maintain the general activity of the government as a going concern. On the other hand, development administration as the expression implies, have emphasis on that role of public administration which is to develop the activity of the government, especially in the economic, political and social fields.”¹²

8. S.L. Goel, *Op. Cit.*, p. 55.

9. R.K. Sapru, *Op.Cit.*, p. 81.

10. S.L. Goel, *Op. Cit.*, p. 56.

11. N Hazary (2006), *Development Administration: Quest for Identity*, APH Publishing Corporation, 5, Ansari Road, Darya Ganj, New Delhi-110002, , p.17.

12. R.K. Sapru, “*Development Administration: An Introduction*,” *Op.cit.*, p. 11.

In one sense development administration is the new name given by the scholars of public administration to the administration in developing countries. Development administration is as much important as public administration is. The former refers to organized efforts to carry out development-oriented objectives, the latter to the general or regulatory administration of the government.¹³ Development administration is the process of carrying out development programmes and projects in the direction of nation-building and socio-economic progress through a developed administrative organization. It is through public organizations and their proper management that a developing country can carry development policy measures for the realization of its national goals.¹⁴

In the literature, the term “development administration” has been used in two interrelated senses. First, it refers to the administration of development programs, to the methods used by large-scale organization, notably governments to implement policies and plans designed to meet their developmental objectives. Second, development administration by implication, rather than directly, involves the strengthening of administrative capabilities. These two aspects of development administration i.e. the administration of development and the development administration are intertwined in most definitions of the term.¹⁵ According to Fred W. Riggs, “the reciprocal relatedness of these two sides involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of developmental programmes is strengthened.”¹⁶

13. R.K. Sapru, “*Development Administration: An Introduction*,” *Op.cit.*, p. 11.

14. R.K. Sapru, *Development Administration*, *Op.cit.*, p. 82.

15. Ramesh K. Arora, “*Development Administration: Some Conceptual Issues*,” in Rakesh Hooja, K.K. Parnami, *Ibid*, p. 18.

16. S.L. Goel, *Op.cit.*, p. 58.

Development administration does not replace traditional administration; it just changes the emphasis.¹⁷ In the context of development administration, the functions of law and order and revenue collection are important to the extent they support the developmental programmes. The shift is on the emphasis placed between the primary developmental objectives of the administrative apparatus and the secondary objectives of merely carrying out government directions and requirements. The values of developmental administration are contained in a new series of socio-economic and political programmes. Since these programmatic values have to be secured in a planned fashion, the state has to act as the change-agent providing the necessary stimulus.¹⁸

Several scholars such as Dwight Waldo, Gunnell, and Peter Savage laid great emphasis on the temporal in the understanding and study of administration and development. Florence Kluckhohn theorised that time orientation is one of the most basic value orientations of men and that the preferential ordering of the alternative time perspectives is closely related to the direction of change within the human society. Peter Savage says that attitudes toward the past, present and future have an important influence on receptivity to progress and on the activities which engineer change. A predominant regard for the past rather than the future can make an administrative environment repressive and existence-oriented instead of progressive and improvement-oriented. Hahn-Been lee also feels that 'to a man with a positive attitude toward change, time opens up a wonderful opportunity for progress. It becomes a helpful instrument available to him in his struggle for a better future. With their outlook geared towards the future, the programme orientation of such elites is toward production i.e., nation-building, capital-formation and socio-economic development... But, when change is viewed in a negative way, time becomes a burdensome pressure.' Administration must ensure that the right time technologies are built into the administrative process. They can convey the clues about the cultural

17. Anurag Ratna, "Development Administration: A few suggestions," in Rakesh Hooja, K.K. Parnami, *Op.cit.*, p. 32.

18. V.A. Pai Panandiker, "Development Administration: An Approach," in T.N. Chaturvedi (ed), *Op.cit.*, pp. 4-5.

understanding of time to the policy-makers and achieve the desired goals of development within the limits of cultural understanding of time.¹⁹

Spatial dimension of development administration is also considered crucial in the study of development administration. According to James J. Heaphy, government, economic development, culture and nationality are closely interwoven spatially and that a suitable spatial strategy needs to be worked out for the achievement of the twin goals of nation-building and socio-economic progress in the developing countries. Bertram Gross says that man can, does and must change his spatial world as he participates in the process of development. People living in separate individual communities may represent a country to the development elite but the people may not identify themselves with other communities. The challenge for the political elite is to cultivate spatial consciousness and develop a national culture to match the territory of the state. Regional planning is required so as to prevent a situation where economic activity is concentrated in a few centres while the rest of the country is downgraded to a 'second class peripheral position.' Regional differences are likely to cause social differences which in turn pilot economic differences. So, ignoring the spatial dimension of development can be disastrous. Maintenance of flexibility in spatial dimension is important to development because different programmes and activities have different work units and real requirements.²⁰

Another trend in development administration theorising is a shift from a production-centred to a people-centred approach to development. The production-centred development emphasises production of goods and services to maximise returns on investment. However, such a development approach neglects the basic needs of the rural poor in Third World countries and promotes socio-economic inequality. In the people-centred approach to development, the needs of the people take precedence over the needs of the production system. The central themes of people-centred development are empowerment of people and development of an

19. Anita Bagai, "Development Administration: Temporal and Spatial Dimensions," in *The Indian Journal of Public Administration*, Quarterly Journal of the Indian Institute of Public Administration, January-March, Vol.LV, 2009, No.1. ISSN 0019-5561, pp. 5-9.

20. *Ibid.*, pp. 9-12.

administrative process which responds to the needs of the people. Key elements in people-centred development are human growth and well-being, equality, self-reliance, participation and sustainability.²¹

4.1. Issues and Challenges in Development Administration: Developing countries faced many problems such as lack of experienced administrators, lack of highly developed technocrats in specialised fields, lack of modern management techniques, poor methods adopted in policy-making, planning and budgeting, procedural delays, lack of sufficient discipline and commitment to plans and programme implementation, poor direction, coordination and relationships between the generalists and the specialists, poor organisation of public enterprises, government departments, boards and regulatory agencies and financial institutions, poor response of the people and lack of political support to the development programmes and projects, poor finances and material resources. The basic problem of development administration is the question of converting the traditional administrators into modern administrators and how to improve and strengthen the capabilities of administrators who man the civil service so that they can carry out the programmes and projects attuned to the developmental goals of nation-building and socio-economic progress.²²

In developing countries, development of social systems that are capable of transforming cultural environment according to the requirements of development is crucial. Structural problems of development administration also present serious problems. Generally, the creation of new organizations associated with developmental goals lack central direction and co-ordination in the administrative units. As a result, the process of planned development slowed down. Further, there is no clear-cut role distinction between the generalists and the specialists and often their interrelationships have raised issues of grave value in developing countries. It has often been found that in developing countries, planning organisation is not co-ordinated with the administrative machinery and it does not get the enthusiastic support of the political

21. S.L. Goel, *Op. Cit.*, p. 56.

22. R.K. Sapru, *Development Administration, Op.cit.*, p.87.

leadership.²³ There are many notable instances of lack of clarity and precision in development policies in India. The Five Year Plan documents have tried to bring out a measure of coordination in spelling out broad policies of development but detailed policy formulation, however, is attempted in the government departments and ministries and the process of policy making reaches the point of final determination at the level of the cabinet.²⁴

The success or failure of projects ultimately depends upon the acceptance of these projects by the people. The people should be taken into confidence during the formulation and implementation of development projects to make it successful. It is essential for the experts in the developing countries to motivate and encourage the people to participate in the formulation and implementation of projects.²⁵ Lack of sincere and earnest attempt by civil services to make development administration programmes successful is another issue in development administration.²⁶ Development has given birth to a number of problems like delay, inefficiency, corruption, nepotism etc. in various sectors of administration at all levels. These problems have assumed greater urgency and demand far reaching changes in procedures and approach. It is essential that in each field, responsibility for producing results should be cast more definitely both on the department or agency concerned and within it on the individuals entrusted with particular tasks and that consultation with other authorities should be confined to broader matters.²⁷

Sufficient attention does not seem to have been paid to the development of manpower resources for meeting the requirements of development administration. General educational system should be so geared as to lay proper stress on professionalism. There is also need for change in the attitudes, values and motivations

23. R.K. Sapru, *“Development Administration: An Introduction,” Op.cit.*, pp. 15-16.

24. Anurag Ratna, *“Development Administration: A Few Suggestions,” Op.cit.*, p. 39.

25. S.L. Goel, *Development Administration, Potentialities and Prospects, Op.cit.*, p. 75.

26. *Ibid*, p. 74.

27. Anurag Ratna, *“Development Administration: A Few Suggestions,” Op.cit.*, pp. 39-40.

of civil servants. There is growing recognition that the attitudes of the civil service are ridden with procedural rigidities of law and they have not changed to meet the demands of new developmental responsibilities.²⁸ The morale of the cadre should be maintained throughout the service. The majority of the personnel are hesitant to serve in the rural areas due to lack of essential services which are available to them in urban areas.²⁹

Apart from bringing about change in the values and attitudes of the civil servants, it is also necessary that the attitudes of our political executive should also be changed. In India, primary loyalties seem to be directed to members of one's own family and to personal friends. This factor is also responsible for non-implementation or faulty implementation of various developmental programmes. Their attitudes cannot change unless there is a matching change in the attitudes of the general public. There lies the importance of liberal and democratic education for the people.³⁰ It is an established fact that the administrative machinery is not fully geared to take up the challenge of elimination of rural poverty because political leadership and bureaucracy often have a similar class background to landed farmers and tends to identify with their interests. It is therefore necessary that steps should be taken for structural improvement of the administration through a concerted programme inculcating professionalism and job effectiveness of the various functionaries involved in the development process.³¹

Most of the problems in public administration stems from political corruption and interference. The credibility gap between the political and administrative leadership is on the increase. Corrupt practices among political and administrative

28. Anurag Ratna , *Op.cit.*, p.40.

29. Akhtar Ali Khan, "*The Challenge of Development: Role of Administrative Agencies in India*," in P.S.N. Sinha (ed) (1991), *Studies in Development Administration, Challenges and Change in Indian Administration*, Volume 5, Commonwealth Publishers, New Delhi (India), pp. 6-7.

30. Anurag Ratna, "*Development Administration: A Few Suggestions*," *Op.cit.*, pp. 40-41

31. Akhtar Ali Khan, "*The Challenge of Development: Role of Administrative Agencies in India*," *Op.cit.*, p.6.

personnel engaged in development administration programmes wear down the credibility of development administration.³² Absence of satisfactory monitoring system to measure the regulated performance during implementation of development administration posed as another issue in development administration. Most of the projects are never completed within the budgeted resources and fixed time schedules. It has become a normal feature to extend the life of the project resulting in the wastage of huge financial resources.³³

India has no doubt undertaken various programmes of socio-economic development of the country which necessitate above everything else a very well organized, integrated and disciplined bureaucracy. Unless the needed change in the administrative system is ushered in, the developmental programmes, the administrative structures and the political system are doomed.³⁴ The role of administration in a 'welfare state' is different from that of a totalitarian state where it is merely an instrument of maintenance of law and order. In a Welfare State, they are the potent agent of social change and economic development. Unfortunately, in the present social-political climate even the development functionaries are showing greater interest in regulatory functions. A proper attitude and morale is an essential pre-requisite for them.³⁵

4.2. Development Administration in Mizoram: In an attempt to study the aspects of development administration in Mizoram, certain departments of the government of Mizoram are selected for a study on Development administration such as NLUP Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department.

32. S.L. Goel, *Development Administration, Potentialities and Prospects*, *Op.cit.*, p. 75.

33. *Ibid*, p.76.

34. Anurag Ratna, "*Development Administration: A Few Suggestions*," *Op.cit.*, p. 41.

35. Akhtar Ali Khan, "*The Challenge of Development: Role of Administrative Agencies in India*," *Op.cit.*, p. 8.

4.3. NLUP Implementing Board, Mizoram, Aizawl: To replace the traditional method of Shifting Cultivation, to break the cycle of poverty and dependence, and to become self-reliant and self-sufficient, the political leaders of the state introduced the New Land Use Policy (NLUP). The policy aims at putting an end to the practice of Shifting Cultivation by giving the farmers an alternate sustainable land-based activities through the New Land Use Policy.³⁶

NLUP policy was earlier launched in 1984-85 and Rs.3,000/- per beneficiary was given as assistance but the policy did not achieve the desired goal. When the Congress party was in power in Mizoram from 1990-91 to 1997-98, NLUP was again launched and the amount of assistance was increased to Rs.30,000/- /Rs.40,000/- . Officers and Staffs from different departments such as Agriculture, AH & Vety, Industry, Sericulture and Economic and Statistics were engaged on deputation in the Rural Development Department to implement the scheme. However, the success percentage of the scheme left much to be desired. Among the many reasons why the scheme did not achieve the desired result was the lack of coordination among the departments mobilized to implement the scheme. Therefore, it is felt that instead of entrusting the tasks of NLUP implementation to only one Department, NLUP Board needs to be formed, under which different departments will implement the scheme, looking after the trade/activities which belongs to their area of expertise with the hope that this system will also create an atmosphere of healthy competition among the departments in the implementation of NLUP. Accordingly, the Congress Ministry thus formed the high-powered NLUP Boards as under.³⁷

To facilitate integrated planning, co-ordinated implementation and monitoring a 3-tier body has been created by the State Government as follows:-³⁸

36. *New Land use Policy (NLUP) Manual* (2009), Approved by Government of Mizoram, Vide letter No.G.28014/21/2009-AGR of 14th September 2009 (with latest amendments), NLUP Implementing Board, Mizoram, Aizawl, p.2.

37. *Ibid.*

38. *Comprehensive Summary of Flagship New Land Use Project*, Govt. of Mizoram, document collected from the office of NLUP Implementing Board, Aizawl, Mizoram. Date: 5.2.2013.

- State Level NLUP Apex Board: The Chief Minister is the Chairman of the Board and the Chief Secretary is the Secretary of the Apex Board. The members of the Apex Board consist of Ministers, Parliamentary Secretaries, Secretaries, Vice-Chairman and Member-Secretary of the State Planning Board (SPB). In addition 9 prominent citizens have been nominated as members of the Board.³⁹

- District Level NLUP Implementing Committee: The Deputy Commissioner and District Planning Officer are the Chairman and Secretary respectively. Members include district officers of the departments concerned and 5 prominent citizens are as nominated members.⁴⁰

- Village Level NLUP Committee: All the elected members of the Village Council and nominated members from the village are members with the President and Secretary of the Village Council as the President and Secretary of the Committee respectively. In addition, 3 to 5 prominent citizens (depending upon the size of the village) are nominated as members.⁴¹

- NLUP Implementing Board (NIB) : The NIB is the Executive body of NLUP. The Vice Chairman of the Apex Board is designated as Chairman of the NLUP Implementing Board (NIB) holding the rank of Cabinet Minister. Member & Secretary of State Planning Board has been designated as Vice Chairman of the NIB as well as Chairman of the State Level Monitoring Committee. The other members include Secretaries and Head of departments of the 8 Line Departments and 6 nominated members. In addition, the Secretaries and Head of Department of Revenue and Rural Development are also members.⁴²

39. *Comprehensive Summary of Flagship New Land Use Project , Ibid.*

40. *Ibid.*

41. *Ibid.*

42. *Ibid.*

- Executive Committee: For better administrative and financial management, an Executive Committee consisting of the Secretary and Head of Departments of all the concerned Line Departments, Finance, Planning and Law Departments is constituted under the Chairmanship of the Chief Secretary.⁴³
- Technical Committee: A Technical Committee chaired by the Vice Chairman of NLUP Implementing Board has been constituted for each of the 8 Departments which is responsible for all issues relating to technical matters. An expert member of the concerned Central Ministry/Department of the Government of India including Central Boards like Coffee Board, Rubber Board, etc are also members.⁴⁴ The technical parameters and package of practices of the various trades under NLUP is approved by the Technical Committee in which technical experts are represented from the concerned Central Ministry.⁴⁵
- NLUP Marketing Cell: Consisting of Chairman, Secretary and 2 (two) other members, the NLUP Marketing Cell is tasked with the job of exploring market for the NLUP produces with reliable companies.⁴⁶
- NLUP Monitoring, Social Audit & Evaluation Cell: Consisting of Chairman, Secretary and 3 (three) other members, the NLUP Monitoring Cell will monitor the project implementation at the state level.⁴⁷

43. *Comprehensive Summary of Flagship New Land Use Project*, *Ibid.*

44. *Ibid.*

45. *Brief write up on the progress in the Implementation of the New Land Use Policy (NLUP) in Mizoram*, document collected from the office of NLUP Implementing Board, Aizawl, Mizoram. Date: 5.2.2013.

46. *Ibid.*

47. *Ibid.*

Clear cut demarcation of functions and responsibilities for the State Level, District Level and Village level Committees have been made to avoid conflict and overlapping. The Village Level NLUP Committee is responsible for:-⁴⁸

- Preparation of land use plan for every village,
- Demarcation of Forest Reserved Area, individual land and Community land
- Identification of catchment area for development as Community Forest Reserve (for non-forest reserve area only)
- Identification and selection of compact area for cultivation
- Selection of beneficiaries
- Allotment of land to beneficiaries (by the Village Council)
- Preparation of village level project, action plan, implementation plan etc.

Village Projects compiled at District level will form the District Plan. State plan will incorporate the District plans. The District Level Committee will facilitate the preparation of village level projects, implementation plans and actions, through the experts/staff of the Line Departments and the BDOs. It will also facilitate, supervise and monitor implementation of the activities. The Schemes under each sector will be implemented by the line department concerned. Nodal Officer of the rank of Jt. Director or above has been designated in all the concerned Departments exclusively for project formulation, implementation, monitoring, co-ordination, etc. There are 8 (eight) Line Departments of NLUP entrusted with the field implementation of the project in the various sectors, such as Agriculture Department, Horticulture Department, AH & Vety Department, Sericulture Department, Soil and Water Conservation Department, Fisheries Department, Industries Department, Environment and Forest Department.⁴⁹

48. *Comprehensive Summary of Flagship New Land Use Project, Op.cit.*

49. *Ibid.*

Sector-Wise schemes under the Line Departments are as follow:-⁵⁰

- Schemes under Agriculture:
 - WRC - on flat land - 12,000
 - WRC – terrace - 10,000
 - Sugarcane Cultivation - 5,000
 - Oil Palm Cultivation - 4,600
- Schemes under Horticulture Department : 28,800
 - Passion fruit - 3,700
 - Grape - 6,000
 - Orange - 6,000
 - Aloe Vera - 4,500
 - Chow Chow - 1,000
 - Areca nut - 4,000
 - Tung - 2,600
 - Green House - 1,000
- Scheme under Sericulture Department:
 - Development of Mulberry- 8,500
- Schemes under Fishery Department: 3,000
 - Intensive Fish farming - 2,500
 - Polly culture carp and prawn - 500
- Schemes under Animal Husbandry & Vety Department: Infrastructure
 - District level Pig Multiplication Farm - 8
 - Block level Pig multiplication Farm - 26
 - Animal feed plant – 2
- Schemes under Soil & Water Conservation Department:
 - Rubber - 3,000
 - Broom grass - 5,000
 - Coffee - 1,000

50. NLUP Powerpoint presentation, <http://en.nlup.mizoram.gov.in/index.php> 3.2.2013, accessed on 10.2.2013

– Schemes under Industry Department:

Micro enterprise	- 6,500
Handloom	<u>- 3,000</u>
Total	- 9,500

– Schemes under Forest Department:

Bamboo Plantation - 10,740

Since the field implementation is to be carried by these 8 (eight) Line Departments, fund have been released to assist the beneficiaries under their sector. At the district level, the implementation is done by the district Line Department officers and staff under the supervision and co-ordination of the respective Deputy Commissioners who is the Chairman of the District Level NLUP Implementing Committee.⁵¹

In order to avoid duplication of certain schemes under Centrally Sponsored Schemes (CSS) the project envisaged convergence of NLUP schemes with some CSS such as :-⁵²

- NREGS (for potential area connectivity road/Agri-link road, Water harvesting, construction of Rajiv Gandhi Sevak Kendra building in the NLUP villages, Forestry, godown construction etc.).
- National Technology Mission for North East India;
- Bamboo Mission;
- National Mission on Medicinal Plants;
- Border Region Grant Fund;
- National Fishery Development Board;
- Rubber & Coffee Board;
- Renewable energy schemes under Ministry of New & Renewable Energy;

51. *Comprehensive Summary of Flagship New Land Use Project, Op.cit.*

52. *Ibid.*

- National Rain Fed Authority of India ;
- Central schemes under AH & Vety Department, Govt. of India;
- Any other suitable Central scheme where matching share contribution from the State is involved.

In order to optimize production, ensure economy of scale through commercial production, *Cluster approach* and *Crop Zoning approach* have been adopted in consultation with the concerned Line Departments, Village Level Committee and the concerned Deputy Commissioners. In such exercise data relating to agronomy and soil conditions as obtained by satellite remote sensing and compiled by Science & Technology Department have also been made use of for such crop zoning and cluster approach. As such, Mizoram is divided into 40 clusters from its 8 Districts. There are 3 clusters in Mamit District, 3 clusters in Kolasib District, 14 clusters in Aizawl District, 5 clusters in Champhai District, 3 clusters in Serchhip District, 7 clusters in Lunglei District, 3 clusters in Lawngtlai District and 2 clusters in Saiha District.

To ensure that the project implementation is not hampered by the slow wheels of bureaucracy and red tapism and to maintain autonomy of the project, the NLUP Apex Board is registered as a society.⁵³ A Detailed Action Plan has been prepared to cover all the 1,20,000 targeted families within 5 years starting from 2010-11. Preparatory work for preparing crop zoning, identification of suitable locations and crops to be planted/cultivated and awareness campaign has been done. Similarly, preparatory work for micro-enterprises, animal husbandry, fisheries, handloom and sericulture has also been undertaken.⁵⁴ Natural Resources Atlas has been prepared, using remote sensing satellite data indicating rainfall, temperature, drainage, water sheds, geomorphological features, geological features, ground water potential, land use/land cover, soil types and other relevant resource data.⁵⁵

53. *Brief write up on the progress in the Implementation of the New Land Use Policy (NLUP) in Mizoram, Op.cit.*

54. *Comprehensive Summary of Flagship New Land Use Project, Op.cit.*

55. *Brief write up on the progress in the Implementation of the New Land Use Policy (NLUP) in Mizoram, Op.cit.*

Baseline Survey was conducted during June – September, 2009 throughout the state to identify eligible families to be assisted under NLUP. A total of 2,07,971 families have been surveyed and 1,59,399 families were found to be eligible for assistance under NLUP. Since NLUP have been approved by CCEA to cover only 1,20,000 families, another household survey was conducted to screen out most deserving families who are to be covered within the upper ceiling of 1,20,000 families.⁵⁶

State Level Seminar and Workshop have been organised. District Level Workshops are also organised at At Champhai, Mamit, Lunglei, Lawngtlai, Chawngte, Kolasib, Serchhip, Darlawn and Aizawl. Apart from Seminar and Workshop, Trainers' Training for NLUP Project has been organized for all Deputy Commissioners, concerned Head of Departments, Nodal Officers, and District Level Officers. More such training programmes including training of beneficiaries are also being organized. Line Departments have also organized training of their Officers and Field Staff. The Officers and Staff of the 8 Line Departments have been given training. State level workshop has been organized four times for training of Ministers, MLAs, top level senior officers, public leaders, NGO leaders and various other stake holders to educate them in the concept, framework, main features, strategy for implementation and monitoring and various other aspects. District level workshop has been organized for members of Village Councils, Village Level Committee, District Level Committee, and other public leaders in all the districts to explain detail about NLUP including project formulation, strategy for implementation, role of the various committees, the concerned departments and other relevant details.⁵⁷

Technical Committee meetings and their recommendations:

CCEA in their directives included amongst others, the constitution of Technical Committees in respect of concerned Line Departments having a technical representative from the concerned Central Ministry for deciding about the Model

56. Brief write up on the progress in the Implementation of the New Land Use Policy (NLUP) in Mizoram, *Op.cit.*

57. *Ibid.*

Project Cost and Calendar of Works etc. so as to ensure optimum success of the programmes. Accordingly, 8 Technical Committees has been constituted and all these Committees have their meetings in which representatives from the Central Ministries are represented. Model Project Cost and Calendar of Works etc. as proposed by the Line Departments have been cleared by the Technical Committees with their suggestion for improvement where necessary.

Selection of Beneficiaries:

Based on the household survey, 1,20,000 families have been identified to be assisted over a period of five years. In 2010 – 2011 a total of 45,139 families have been selected for inclusion and assistance under the project combining beneficiaries for 2009/ 2010 and 2010 – 2011, in view of the delayed implementation of the project and in order to avoid lapse of earmarked funds for 2010 – 2011. These families to be assisted have been selected by the NLUP Village Level Committee (where the Village Council authorities are the backbone)

Funding Pattern of NLUP⁵⁸

– Management & Administration: ACA (State Share for CSS) or outright ACA:
- Rs. 72.20 crore.

– Development Component:

CSS/Central Share - Rs. 110.34 crore.

Additional Subsidy (ACA) - Rs. 1171.66 crore.

Beneficiary Contribution - Rs. 338.15 crore.

Total : Rs. 1620.15 crore

– Infrastructure Component:

CSS/Central Share: Rs. 890.50 crore.

58. 'New Land Use Policy', Powerpoint presentation by Zorammuana, data collected from the office of NLUP Implementing Board, Date: 31.1.2013

ACA (State Share for CSS) or outright ACA:	Rs. 282.28 crore.
Beneficiary Contribution:	<u>Rs. 8.00 crore.</u>
Total :	<u>Rs. 1180.78 crore.</u>
Grand Total :	Rs. 2873.13 crore.

Physical Achievement of NLUP⁵⁹

- 1st Phase: 45139 beneficiaries were assisted with more than 95% of the assistance being completed. 100% completion is expected within February, 2013.
- 2nd Phase: 45000 beneficiaries have been selected to receive assistance. 1st instalment of assistance has been released to beneficiaries taking up land based trades. Subsequent instalments will be released based on physical progress of the trades.
- 3rd Phase: 29861 families have been selected to be assisted in the 3rd Phase. 1st instalment of assistance will be released within this year.
- 4th Phase: 15000 families will be assisted in the 4th Phase. Additional fund required for these additional families is being worked out with the consent of Planning Commission.

Financial Achievement of NLUP⁶⁰

2010-11: ⁶¹

- ACA: Rs. 234.82 crore.
- CSS converged with NLUP:

59. 'New Land Use Policy', Powerpoint presentation by Zorammuana, *Op.cit.*

60. *Ibid.*

61. *Ibid.*

Development Component:	Rs. 1.33 crore.
Infrastructure Component:	<u>Rs. 89.52 crore.</u>
Total:	Rs. 325.67 crore.

– 2011-12:⁶²

ACA:	Rs. 234.00 crore.
CSS converged with NLUP:	
Development Component:	Rs. 12.44 crore.
Infrastructure Component:	<u>Rs. 233.95 crore.</u>
Total:	Rs. 480.39 crore.

– 2012-13:⁶³

ACA:	Rs. 370.00 crore.
CSS converged with NLUP:	
Development Component:	Rs. 36.70 crore.
Infrastructure Component:	<u>Rs. 408.37 crore.</u>
Total:	<u>Rs. 815.07 crore.</u>
Grand Total:	Rs. 1621.13 crore

NLUP Annual Plan for 2013-14: For completion of assistance to the 2nd Phase beneficiaries, subsequent instalment to the 3rd Phase beneficiaries and also for part assistance of the 4th Phase beneficiaries, Rs. 450.00 crore has been tentatively prepared, subject to approval of Planning Commission.⁶⁴

62. 'New Land Use Policy', Powerpoint presentation by Zorammuana, *Op.cit.*

63. *Ibid.*

64. *Ibid.*

Synod Social Front under the Presbyterian Church of Mizoram conducted sample survey of NLUP impact in 30 villages. 10 randomly selected beneficiaries were interviewed from each of the 30 villages. The study revealed that a very high percentage (90%) of the beneficiaries is implementing the project in the right frame of mind. Quick yielding crops like broom grass cultivated under NLUP has been harvested and approximately about Rs. 225.00 lakhs has been realised by the farmers from the sale of the broom grass. Trades like tailoring, auto rickshaw, DTP, carpentry, etc. are showing immediate returns, much to the delight of the beneficiaries. Longer gestation crops like coffee, rubber, bamboo, etc. are expected to yield satisfactory result in the near future. NLUP land used planning envisaged that jhum cultivation will be abolished once the targeted families of 135000 are fully covered under the project. It is expected that more than 75% of the total geographical area of the State will be re-afforested in the years to come.⁶⁵

Monitoring⁶⁶

- State Level: There are 3 tier of monitoring mechanism; namely State Level, District Level and Village Level.
- Ministry of Rural Development is the agency mandated by CCEA to monitor the implementation of NLUP.
- NABCONS, a subsidiary of NABARD is the agency for 3rd Party Monitoring.

NLUP was officially launched on 14th January in all the District Headquarters simultaneously and field implementation is now in full swing, with the beneficiaries taking up their trades under the technical supervision of the Line Department officials.

Fund Flow Mechanism: In order to ensure merger of fund from the Govt. of India and the NLUP funds under State Government at source and to facilitate integrated resource management by all the departments involved in the project implementation,

65. 'New Land Use Policy', Powerpoint presentation by Zorammuana, Op.cit.

66. *Ibid.*

the 8 Line Departments and others involved in NLUP have opened Bank Account wherein funds released by the Government of India under the identified CSS schemes and special provision of funds under NLUP are deposited and operated by the concerned Line Departments. The operation of funds is being monitored by both the Finance Department and NLUP Implementing Board.

As far as possible, payment is made through banks. Mobile banks and other special arrangements is made for villages not having banking facilities. Simplified procedures are being evolved to ensure transparency and hassle free release of funds to the beneficiaries.

4.4. Urban Development & Poverty Alleviation Department, Mizoram: Urban Development and Poverty Alleviation Department was constituted on 24th August, 2006 with an objective to implement various urban development programmes and also to mitigate the ever-increasing problems of urbanization in the State.⁶⁷

The major functions of the Department are as under:⁶⁸

- Implementation of Central project on Urban Development such as Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Externally Aided Projects (EAP) and Centrally Sponsored Scheme (CSS) for Urban Poverty Alleviation and Interest Subsidy Scheme for Housing the Urban Poor (ISHUP).
- Implementation of 10% Lumpsum Grants for Urban Development to the North Eastern Region.
- Promote Public-Private Partnerships in raising funds for undertaking infrastructure projects, development of slum type clusters and for sanitation.

67. *Revised Draft Annual Plan (2011-2012)*, Urban Development, Urban Development & Poverty Alleviation Department, 1st February, 2011, p. 6.

68. *Ibid*, p.6.

- Establishment of Urban Local Bodies like Municipal Council and Municipal Boards in pursuance of the Constitution (74th Amendment) Act, 1992 in Mizoram.
- Promoting a healthy environment with special emphasis on “Green Lungs” of city and towns.
- Prepare strategies for tackling problems relating to provision of adequate water supply, drainage, sewerage, sanitation, solid waste management, power supply and transport connectivity.
- Provision of basic services to the urban poor including affordable housing with security of tenure.
- Prepare and update town Master Plans with provision of adequate land for urban poor.
- Enforcement of regulatory measures on building construction and land development in urban areas.
- Implementation of reforms targets committed by the State Government under JNNURM.

Urban Development & Poverty Alleviation Department was created to facilitate implementation of various sub-missions under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Asian Development Bank (ADB) funded projects in addition to its existing schemes of Urban Development and Urban Poverty Alleviation including 10% Lumpsum Grant to North Eastern Region. The department also looks after the subject of Town & Country Planning, Sanitation matters, Municipalities, Aizawl Development Authority and State Investment Project Management and Implementation Unit (SIPMIU).⁶⁹

69. *Revised Draft Annual Plan (2011-2012)*, Urban Development, *Ibid*, p.2.

Under State Plan, Construction and maintenance of Link Roads are taken up during 11th Five Year Plan. Construction and maintenance of footstep linking parallel roads on hill slopes and widening of lane roads are also included under this scheme. The main objective of the scheme is to provide 'motor-able' road as well as accessibility for slum-type clusters and for new plan areas in major urban centres of the state. However, due to financial constraints from the state government, the achievement in this aspect is far from satisfactory.⁷⁰

Construction of Parks & Recreation Centres has been transferred to Local Administration Department, however, a good number of recreation centres including tot-lots and green areas are still in the hands of local NGOs with no resource for their maintenance. To provide financial assistance to the NGO, a sum of Rs. 5 lakhs is earmarked for the year 2011-2012.⁷¹ Monsoon Damage Rehabilitation Schemes, Dumping Ground, Urban Forestry, Public Utilities, Beautification Scheme and Domestic Waste Disposal Line are taken up during 11th Five Year Plan. Due to difficult terrain, it is necessary to construct a good number of footsteps and link roads for road communication and hence target of 70 kms of Link Roads with 4022 Rms of foot step were made during the last three (3) years. Another 1790 Rms is anticipated during Annual Plan 2010-2011. However, due to fund constraints and switching over of priority to Flagship Programme and Poverty Alleviation Programmes like JNNURM, SJSRY only 3 Kms of Link road with 2570 R/M step could be achieved as against the targets.⁷²

As the State is vulnerable to erosion and landslip coupled with heavy rainfall during rainy season, construction of storm drains and retaining wall to uphold roads and land are important development issues. However due to financial constraints and switching over of priority to Flagship Programme and Poverty Alleviation Programmes Like JNNURM, SJSRY, the achievement during the first three years of the 11th Plan was only 250 nos. as against the target of 400 nos. The anticipation for

70. *Revised Draft Annual Plan (2011-2012)*, Op.cit., p. 1.

71. *Ibid*, p.1.

72. *Ibid*.

2011-2012 with the likely achievement during 2010-2011 is 355 nos. together with the achievement upto 2009-2010 could reach only 605 nos. as against the target of 1000 nos. during 11th plan period.⁷³ The same picture has been reflected in the implementation of other schemes like Urban Forestry, Public Utility, Solid Waste Management, Beautification of Towns and the likes. Thus, shortage of Plan fund as a result of switching over of Plan Fund providing State Matching Share for central schemes has greatly affected the on-going urban development schemes. In recent years, Provision of Services to the urban Poor, Common Cemetery/Crematorium and Solid Waste management have emerged as important schemes/programmes in urban areas which, however, cannot be pursued properly for want of Plan Fund⁷⁴

Since the inception of the department, the main thrust of the department has been on flagship programme of JNNURM and over the last 3 years it has taken up various projects under the sub-mission of JNNURM viz; 4 nos. of projects under Basic Service to the Urban Poor (BSUP), 8 nos. of projects under Integrated Housing and Slum Development Programme (IHSDP) and 1 no.project under Urban Infrastructure and Governance (UIG). Another 2 nos. projects under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) are being taken up as part of JNNURM projects. Fund earmarked for 2011-2012 for meeting balance amount of Matching State Share under JNNURM is Rs. 1930.00 lakhs.⁷⁵

State Investment Programme Management and Implementation Unit (SIPMIU) has been constituted to look after ADB funded project and other Externally Aided projects. The first election to the Aizawl Municipal Council (AMC) was held on 3rd November, 2010 and the new AMC is now functioning well. Aizawl Development Authority (ADA) created in accordance with the Aizawl Development Authority Act, 2005 has also been functioning well. The ADA enforces Building Regulations and it prepares Aizawl Master Plan, Vision 2030.⁷⁶

73. *Revised Draft Annual Plan (2011-2012)*, Op.cit.

74. *Ibid.*

75. *Ibid.*

76. *Ibid.*

The Mizoram Sanitation Rules, 1981 is implemented in the State Capital and other District Headquarters. The Town & Country Planning Wing of UD & PA Department is enforcing the Mizoram Urban & Regional Development Act, 1990.⁷⁷

As many as 9 numbers of infrastructure development projects with the total project cost of Rs.17101.27 lakhs has been taken up in various urban centres under 10% Lumpsum Grant to North Eastern Region funded by the Ministry of Urban Development and Ministry of Housing & Urban Development Poverty Alleviation, Government of India. Another 11 numbers of projects costing Rs. 9193.87 lakhs are in the pipeline. A Centrally Sponsored Scheme for 'Affordable Housing for EWS/LIG categories' viz; Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) has also been implemented in collaboration with scheduled banks.⁷⁸

The department has opened district offices at Lunglei, Champhai and Kolasib recently by pooling staffs from the existing officers and staffs of the department. Strengthening of the new district offices by creating necessary posts and opening of district offices to the other district headquarters will be the main focus in the 12th plan. Other thrust areas of the department in the 12th five year plan will be the Municipalization of major urban areas, Urban Poverty Alleviation, development of city/towns in a planned manner, infrastructure development by using Public private Partnership Mode.⁷⁹

The following table present the physical targets and achievements of UD & PA Department, Government of Mizoram, India. The table shows the physical targets and achievements of the Department from 2007 till 2012.

77. *Revised Draft Annual Plan, Op.cit.*

78. *Ibid.*

79. *Ibid.*

Table No. 4 : 1

PHYSICAL TARGETS AND ACHIEVEMENTS 2011-2012

Sl. No	Item	Unit	Eleventh Plan 2007-2012 Target	Annual Plan 2009-2010 Actual Achievement	Annual Plan 2010-2011 Target	Annual Plan 2010-2011 Anticipated Achievement	Annual Plan 2011-12 Target
1	Link roads within Urban area	Km	70	0.75	0.15	0.15	1.4
2	Local parks & recreation Centre	Nos		4	0	0	5
3	Steps, R/wall, Footpath & Fly Over	RM	4022	65	1300	1300	2516
4	Monsoon Damage & Rehabilitation Scheme	Nos		113	85	85	113
5	Solid Waste management	No					3
6	Dumping Ground	No	14	5	23	23	23
7	Urban Forestry within	No	22	2	2	2	4
8	Domestic Waste Disposal Line	RM	200	10	0	0	8
9	Public Utility in urban area	No	150	6	3	3	20
10	Beautification of City & Towns	Nos		14	62	62	50
11	Disaster management						
12	Contingency to support assets created						
13	Contingency to support special occasion						
14	Common Cemetry	No					2

15	Direction & Administration	No of all post		133			
16				131	131	131	136
17	Sanitation						
18	Aizawl Development Authority						
19	Municipalities						
20	Services to urban poor						
	Capital Section						
1	Matching share of JNNURM/UID SSMT/IHSDP	No of projects		9	16	16	16
2	JNNURM/UID SSMT/IHSDP (ACA)	No of projects		9	16	16	16
3	External Aided Project	No of projects	3	1	1	1	1

Source: UD & PA Deptt, Mizoram, 2011-12⁸⁰

The Department of UD & PA has to expand its area of operation to the district headquarters notwithstanding the acute problems of manpower at its disposal. Recently, district urban Development Offices have been established at Lunglei, Champhai, and Kolasib with skeleton staff pulled from the existing officers and staffs of the department. It is also intended to set up district offices in other district headquarters in a phase manner. Consequence upon the creation of the District Urban Development offices and keeping in view the varied and enormous duties and responsibilities assigned to the department, it is important to enhance the capability of the new department in any form.⁸¹

80. Document collected from the Office of UD & PA Deptt, Mizoram, 2011-12, Date: 5.2.2013.

81. *Revised Draft Annual Plan, Ibid.*

4.5. Rural Development Department, Government of Mizoram: Rural Development implies both economic betterment of the people and ensuring better quality of life. India lives in its villages and, therefore, the development of rural areas have been among the central concerns of development planning since its inception. The venture of Rural Development Department has been, apart from promoting infrastructure for improving productivity and social development in rural areas, to reach out by a frontal attack on rural poverty, through programmes of asset building, income generation and wage employment.⁸²

The origin of the Rural Development Department in Mizoram may be traced back when India gained independence in 1947. Mr S.K. Dey (1905-1989), who piloted and steered the course of community development in the period of India's independence as Cabinet Minister of Cooperation and Panchayati Raj under the prime ministership of Jawaharlal Nehru, stressed that democracy cannot be practiced by a "galaxy of Government servants through long-distance control", and called for a democracy "traveling from the Parliament to the Panchayat.". The vitality of Dey prompted Jawaharlal Nehru to put him at the helm of Rural Development of independent India. He framed the Community Development Programme which culminated in the birth of Community Development Blocks in 1953 all over the country.⁸³

During the Lushai Hills District period, a number of Community Development (CD) Blocks also came into existence in Mizoram. These CD Blocks were engaged in a wide range of developmental works and the Community Development programmes envisaged development in the fields of agriculture, animal husbandry, public health, social education, co-operation, communications etc. in selected areas. When Mizoram attained Union Territory in 1972, more CD Blocks were created thus totalling 20 (twenty) CD Blocks. This period also saw many works under Community Development Project being re-allocated amongst newly created Departments. Community Development Project, then under the administrative control of the Deputy Commissioner, was also placed under a new Directorate of Community Development.

82. Rural Development Department, Government of Mizoram,
<http://mizorural.nic.in/aboutus.html>, date: 25.2.2013.

83. *Ibid.*

In 1983-1984, the name was changed to Rural Development Department. Presently, there are 26 (twenty six) RD Blocks in Mizoram. These RD Blocks are Tlangnuam (created 16.08.1953), Lunglei (created 02.10.1956), Thingdawl (created 01.11.1956), Lawngtlai (created 01.02.1959), Serchhip (created 04.08.1961), Hnahthial (created 30.03.1963), Lungsen (created 11.01.1969), Thingsulthliah (created 07.01.1974), West Phaileng (created 31.01.1974), Ngopa (created 01.04.1974), Aibawk (created 13.08.1974), Darlawn (created 13.08.1974), E. Lungdar (created 13.08.1974), Khawzawl (created 13.08.1974), Reiek (created 19.08.1974), Sangau (created 27.08.1974), Chawngte (created 27.08.1974), Zawlnuam (created 28.08.1974), Bunghmun (created 09.09.1974), Tuipang (created 19.07.1974), Khawbung (created 20.06.1995), Phullen (created 05.04.2001), Bilkhawthlir (created 08.08.2004), Saiha (created 11.11.2005), Champhai (created 17.11.2005) and Bungtlang 'S' (created 01.03.2006) RD Blocks.⁸⁴

Today, the Department is headed by a senior Cabinet Minister and is supported by a Parliamentary Secretary, who is a sitting MLA. There is a Secretary to the Government of Mizoram as the head of the Administrative Department i.e. the Secretariat. State Level Monitoring Cell and Internal Audit Cell (SLMC&IAC) is part and parcel of the Secretariat engaged in monitoring of works under Rural Development Department. The Directorate is headed by a Director who executes functions as the apex line department at the State level. State Institute of Rural Development (SIRD) has been established at Kolasib. At the districts, there are the District Rural Development Agencies (DRDAs) whose governing board is chaired by the Deputy Commissioner and has a full-time Project Director. At the Block level, there is Block Development Officer.⁸⁵

84. Rural Development Department, Government of Mizoram, *Op.cit.*

85. *Ibid.*

4.6. Organization Set-up of Rural Development Department: ⁸⁶

- State Level
 - Rural Development Secretariat including State Level Monitoring Cell and Internal Audit Cell (SLMC & IAC).
 - Directorate of Rural Development.

- District Level

District Rural Development Agency (DRDA): There are 8 (eight) DRDAs in Mizoram analogous to the districts. They are at Aizawl, Kolasib, Mamit, Serchhip, Saiha, Lawngtlai, Lunglei and Champhai.

- Block Level

Rural Development Blocks: There are 26 (twenty six) R.D. Blocks all over the State. They are:

- | | |
|----------------------|------------------------------|
| 1. Aizawl District. | 1. Tlangnuam R.D. Block |
| | 2. Darlawn R.D. Block |
| | 3. Phullen R.D. Block |
| | 4. Aibawk R.D. Block |
| | 5. Thingsulthliah R.D. Block |
| 2. Lunglei District. | 6. Lunglei R.D. Block |
| | 7. Lungsen R.D. Block |
| | 8. Hnahthial R.D. Block |
| | 9. Bungmun R.D. Block |
| 3. Saiha District. | 10. Saiha R.D. Block |
| | 11. Tuipang R.D. Block |
| 4. Kolasib District. | 12. Thingdawl R.D. Block |
| | 13. Bilkhawthlir R.D. Block |
| 5. Mamit District. | 14. Zawlnuam R.D. Block |
| | 15. West.Phaileng R.D. Block |
| | 16. Reiek R.D. Block |

86. Rural Development Department, Government of Mizoram, *Op.cit.*

- 6. Champhai District. 17. Champhai R.D. Block
- 18. Khawzawl R.D. Block
- 19. Ngopa R.D. Block
- 20. Khawbung R.D. Block

- 7. Serchhip District. 21. Serchhip R.D. Block
- 22. E.Lungdar R.D. Block

- 8. Lawngtlai District. 23. Lawngtlai R.D. Block
- 24. Bungtlang 'South' R.D. Block
- 25. Chawngte R.D. Block
- 26. Sangau R.D. Block.

– SIRD

Training is intrinsic for successful implementation of Rural Development programmes, The State has its own State Institute of Rural Development (SIRD) at Kolasib for imparting training. SIRD has branches known as Extension Training Centre (ETC), one at Pukpui, Lunglei and another at Thingsulthliah.

4.7. Achievement of Rural Development Department during the year 2012-2013 (up to 30.11.2012):⁸⁷

– Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS):⁸⁸

The objective of MGNREGS is to provide atleast 100 days of wage employment in a year to every household whose unemployed adult members are willing to do unskilled manual labour. The MGNREGS is funded by the Centre and the State in the ratio of 95.05: 4.95 respectively and the wages for unskilled Manual Worker per day is Rs. 136.00.

87. *Achievement of Rural Development Department during the year 2012-2013 (up to 30.11.2012)*, document collected from the office of Rural Development Department, Government of Mizoram. Date: 16 January, 2013.

88. *Ibid.*

The cumulative number of Job Cards issued till 30.11.2012 is 2,09,492 and 1,72,019 number of households have been provided employment till date. An employment of 76.767 lakhs persondays have been generated during the reporting period.

The Central Government has released Rs. 16,187.44 lakhs and the corresponding state matching share of rs. 2,516.243 lakhs is being expected to be released in the near future.

– Indira Awaaz Yojana (IAY):⁸⁹

Indira Awaaz Yojana provides financial assistance for construction and upgradation of houses for rural households living below poverty line at the rate of Rs.48,500.00 per family/household for construction of new house and Rs. 15,000.00 for upgradation of an existing house. The funding ratio under this scheme is 90:10 between the Centre and the State.

The Central Government has released Rs.633.46 Lakhs and the State Government released matching share of Rs.70.383 lakhs and the number of houses constructed is 1269 houses till date.

– Swarnjayanti Gram Swarozgar Yojana (SGSY) / National Rural Livelihood Mission (NRLM):⁹⁰

Swarnjayanti Gram Swarozgar Yojana (SGSY): The objective of SGSY is to provide sustainable income to the rural poor to enable them to cross poverty line. To achieve this objective, the scheme has its focus on community mobilization by forming Self Help Group, capacity building, infrastructural facilities, subsidized credit linkage and market facilities. The Scheme is funded by the Centre and the State in the ratio of 90:10 respectively.

89. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

90. *Ibid.*

National Rural Livelihood Mission (NRLM): The Ministry of Rural development, Government of India restructured the Swarnjayanti Gram Swarojgar Yojana (SGSY) with the National Rural Livelihood Mission which was launched on June 2011. Aided in part through investment supported by the World Bank, the Mission aims at creating efficient and effective institutional platforms of the rural poor enabling them to increase household income through sustainable livelihood enhancements and improved access to financial services.

Complying with the requirement, the Government of Mizoram has formed a society called the Mizoram State Rural Livelihood Mission (MzSRLM) bearing registration No. MSR 385 of 18.8.2011. The Governing Body of Mizoram State Rural Livelihood Mission has chosen Serchhip District and Kolasib District for the intensive operation with four blocks i.e. East Lungdar and Serchhip RD blocks of Serchhip District and Bilkhawthlir and Thingdawl RD blocks of Kolasib District and set up the State Mission Management Unit (SMMU) at the Directorate of Rural Development, Aizawl. The State Official led by Parliamentary Secretary in charge of Rural Development had visited Andhra Pradesh during October, 2012 to study the implementation of the programme. Initiatives are being taken to set up the Block Mission Management Unit at the selected blocks which will be accomplished in due course of time. The Annual Action Plan of the MzSRLM for the year 2012-2014 has been approved by the National Empowerment Committee on 6th December, 2012 with budget of Rs. 9.93 crores. Mizoram becomes the first state among the small States of India to implement the National Rural Livelihood Mission. The scheme is funded by the Centre and the State in the ratio of 90:10 respectively. Fund released by the Government of India till date is Rs.140.52 and the corresponding State matching share released by the State government so far is Rs.15.610 lakhs.

- Integrated Wasteland Development Programme (IWDP) / Hariyali:⁹¹

91. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

The IWDP/Hariyali has been implemented with the objective of developing wasteland/degraded lands, keeping in view the capability of the land. A total number of 52 projects were initially taken up in the State under this programme of which many overdue and uncompleted projects now have been closed. The untreated areas under the closed projects are being taken up subsequently under the Integrated Watershed Development Programme (IWMP).

Funded by the Central and the State in the ratio of 90.91: 9.09, IWDP is being implemented with the Central release of fund amounting to rs.796.9131 Lakhs and a State release of Rs. 73.363 Lakhs during 2012-2013.

– Integrated Watershed Management Programme (IWMP):⁹²

The object of IWMP is to restore ecological balance by harnessing, conserving and developing natural resources such as soil, vegetative cover and water, while at the same time providing sustainable livelihood option to the people residing in the watershed areas. The programme is funded by the Centre and the State in the ratio of 90:10 respectively. The State government have so far released from the State Plan fund rs. 311.482 as matching share out of Rs.500.180 Lakhs fund allocated under the head.

A total of 49 projects has been implemented in the State during the year 2009-10 to 2011-2012. All the projects are still in their preparatory phase with their achievements mainly of the completion of EPA (Entry Point activity) works. Besides a minute watershed work along with Livelihood and products and Micro-enterprise has been initiated in the 1st Phase project. For the current financial year 2012-2013, 19 projects covering all the Districts of Mizoram is proposed for which PPR(Preliminary Project Report) has already been submitted.

– Border Area Development Programme (BADP):⁹³

92. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

Wholly funded by the Ministry of Home Affairs, Department of Border management, Government of India, BADP aims at meeting the special needs of the people living in remote and inaccessible area situated near the international borders and to bridge the gaps in the physical and social infrastructures of such areas.

16 Rural Development Blocks Implemented BADP out of the total number of 26 Rural Development Blocks in the State. Since the implementation of BADP, it has been providing various developmental needs of border villages of Mizoram through contribution of roads, bridges, community halls, schools, hospitals, playfields, medical staff quarters, indoor stadium, sports complex etc. during the current year 2012-2013, Rs. 4154.73 Lakhs has been allocated for the execution of those assets that would usher in the all round development of villages in the vicinity of International Border.

- Backward Region Grant fund (BRGF):⁹⁴

This programme is holly funded by the Ministry of Panchayati Raj, Government of India and is designed to redress regional imbalances in development. This scheme is being implemented in the 2 districts of Mizoram, namely lawngtlai and saiha districts. Funds are also released to the State Institute of Rural Development for undertaking capacity building and conducting training under this scheme. Fund allocated under this scheme during 2012-2013is Rs. 2558 Lakhs out of which an amount of Rs.19.16 lakhs has been utilized so far.

- North East Rural Livelihood Project (NERLP):⁹⁵

93. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

94. *Ibid.*

95. *Ibid.*

The Ministry of DoNER has taken up the NERLP with the support of the world bank in the State of Mizoram, Nagaland, Sikkim and Tripura to assist the rural poor and vulnerable groups including women in improving their livelihood. A regional project implementation plan in this regard has been prepared to initiate Livelihood Project in a sustainable manner. The project is being implemented in the 2 districts of Mizoram viz., Aizawl and Lunglei districts.

- Flood Control and Irrigation of Potential Agricultural Area at Ngopa:⁹⁶

NEC funded project, “Flood Control and Irrigation of Potential Agricultural Areas at Ngopa” is implemented by Rural Development Department with the approved project cost of Rs.432.16 Lakhs. The funding pattern is 90:10 between NEC and the State Government. Fund released so far is Rs.206.19 lakhs. The project is expected to be completed by the end of March, 2013.

- Socio Economic and caste Census (SECC):⁹⁷

SECC is a Census programme launched by the Ministry of Rural Development (Economic and Monitoring Wing), Government of India, to be conducted throughout the country. In Mizoram, this census is carried out in the rural areas by the Rural Development Department and in the urban areas by the Urban Development & Poverty Alleviation Department. Enumeration process has been completed and is now in the stage of draft publication to be followed by the final publication. The whole census processes is expected to be completed during the current financial year.

- Rural Housing (Distribution of GCI Sheet):⁹⁸

96. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

97. *Ibid.*

Rural Housing is a State Plan Scheme being implemented by Rural Development Department by providing GCI sheet to the rural poor (BPL) families not being benefitted by the scheme of Indira Awaaz Yojana. Assistance is given to the beneficiaries in kind at the rate of 4(four) bundles of GCI sheets per family. The physical target during 2012-2013 is to provide/distribute 12546 bundles of GCI sheet to 3137 families at the rate of 4(four) bundles of GCI sheet per family.

In the following table, the physical and financial achievement of Rural Development Department, Government of Mizoram will be shown. The table present the physical and financial achievement under SGSY from the eight districts of Mizoram from the year 2010 to 2012. The figures of the Number of Self-Help Group assisted for economic activity will be highlighted.

Table No. 4 : 2

PHYSICAL AND FINANCIAL ACHIEVEMENT UNDER SWARNJAYANTI
GRAM SWAROZGAR YOJANA (SGSY)

Sl. No	District	No. of Self Help Group		No. of Self Help Group assisted for Economic Activity		Total Expenditure (Rs. In lakh)	
		2010-2011	2011-2012	2010-2011	2011-2012	2010-2011	2011-2012
1	2	3	4	5	6	7	8
1.	Mamit	172	196	46	22	49.360	33.973
2.	Kolasib	208	200	22	6	28.334	24.71
3.	Aizawl	426	426	102	37	112.051	77.704
4.	Champhai	381	358	107	77	83.970	56.121
5.	Serchhip	327	213	30	28	29.480	27.95
6.	Lunglei	355	548	29	27	88.227	58.613
7.	Lawngtlai	292	139	27	16	68.908	49.29
8.	Saiha	239	242	58	30	32.880	23.08
	Total =	2400	2322	421	243	493.210	351.441

Source: Department of Rural Development, Government of Mizoram, India⁹⁹

98. *Achievement of Rural Development Department during the year 2012-2013, Op.cit.*

99. Document collected from the office of UD & PA Deptt, Government of Mizoram, India.
Date: 16. 1. 2013.

The physical and financial achievement from 2010-2012 under NREGS will be shown in the following table. The table will show the number of job cards issued in the eight Districts of Mizoram, number of household provided for wage employment as well as the expenditure of the department under NREGS from 2011-2012.

Table No. 4 : 3

PHYSICAL AND FINANCIAL ACHIEVEMENT UNDER NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (NREGS)

Sl.No	District	No. of Job card Issued		No. of household provided wage employment		Total Expenditure (Rs in Lakh)	
		2010-2011	2011-2012	2010-2011	2011-2012	2010-2011	2011-2012
1	2	3	4	5	6	7	8
1.	Mamit	12996	18257	12996	18257	3379.421	3980.903
2.	Kolasib	19081	20128	19081	19580	2864.083	3998.350
3.	Aizawl	24468	24661	24468	24661	4217.770	4704.077
4.	Champhai	26396	26847	26396	26847	4059.186	5429.204
5.	Serchhip	12795	13733	12795	13733	2305.490	2706.300
6.	Lunglei	33469	33338	33469	33338	6141.142	6951.715
7.	Lawngtlai	24397	24980	24397	24980	3670.650	5741.350
8.	Saiha	12965	12805	12965	12620	2677.375	2773.8025
	Total =	166567	174749	166567	174016	29315.117	36285.7015

Source: Department of Rural Development, Government of Mizoram, India¹⁰⁰

In the following table, the number of houses upgraded under IAY by the Department of Rural Development will be shown from the year 2010-2012 covering the eight Districts of Mizoram.

100. Document collected from the office of UD & PA Deptt, *Op.cit.*

Table No. 4 : 4

PHYSICAL AND FINANCIAL ACHIEVEMENT UNDER INDIRA AWAS
YOJANA (IAY)- UPGRADATION

Sl.No	District	No of Houses upgraded		Total Expenditure (Rs in Lakh)	
		2010-2011	2011-2012	2010-2011	2011-2012
1	2	3	4	5	6
1	Mamit	266	80	39.90	12.00
2	Kolasib	146	115	21.90	17.25
3	Aizawl	215	176	32.40	26.40
4	Champhai	236	115	35.40	17.25
5	Serchhip	60	50	9.00	7.50
6	Lunglei	438	348	65.70	52.20
7	Lawngtlai	97	23	14.55	3.45
8	Saiha	216	NIL	32.40	Nil
	Total =	1674	907	251.10	136.05

Source: Department of Rural Development, Government of Mizoram, India¹⁰¹

As will be seen in the following table, the physical and financial achievement under IAY will be further shown highlighting the number of new houses constructed under IAY.

Table No. 4 : 5

PHYSICAL AND FINANCIAL ACHIEVEMENT UNDER INDIRA AWAS
YOJANA (IAY)-NEW CONSTRUCTION

Sl.No	District	No. of Houses constructed		Total Expenditure (Rs in lakh)	
		2010-2011	2011-2012	2010-2011	2011-2012
1	2	3	4	5	6
1	Mamit	329	302	159.565	146.47
2	Kolasib	180	142	87.30	68.87
3	Aizawl	266	218	129.01	105.73
4	Champhai	289	256	140.165	124.16
5	Serchhip	75	61	36.375	29.585
6	Lunglei	541	431	262.385	209.035
7	Lawngtlai	624	645	302.64	312.825
8	Saiha	268	265	129.91247.428	128.53
	Total =	2572	2320	1247.42	1125.205

Source: Department of Rural Development, Government of Mizoram, India¹⁰²

101. Document collected from the office of UD & PA Deptt, *Op.cit.*

The physical and financial achievement under BADP will be shown in the following table. The roads mention include all kinds of road such as truck, internal link road etc. and buildings include school, Anganwadi, office buildings, rest house, travellers inn, public center, dormitory, godown etc.

Table No. 4 : 6

PHYSICAL AND FINANCIAL ACHIEVEMENT UNDER BORDER AREA DEVELOPMENT PROGRAMME (BADP)

Sl. No	District	RD Block	Expenditure under BADP (Rs in Lakh)					
			Road		Building		Others	
			2010-2011	2011-2012	2010-2011	2011-2012	2010-2011	2011-2012
1	2	3	4	5	6	7	8	9
1	Mamit	Zawlnuam	102.50	65.00	33.00	74.00	98.50	121.00
		W.Phailen	52.50	10.00	81.50	91.88	36.00	119.12
		Total	155.50	75.00	114.50	165.88	134.50	240.12
2	Champhai	Ngopa	40.00	85.00	70.50	72.00	94.00	108.00
		Khawbung	44.00	93.00	107.00	117.00	58.00	54.00
		Khawzawl	32.50	41.00	42.50	63.00	143.00	166.00
		Champhai	132.91	66.00	41.00	105.50	56.00	94.50
		Total	249.41	285.00	261.00	357.50	351.00	422.50
3	Serchhip	E Lungdar	40.00	67.00	48.00	40.00	42.00	68.00
		Total	40.00	67.00	48.00	40.00	42.00	68.00
4	Lunglei	Hnahthial	80.50	162.00	103.50	80.00	55.00	28.00
		Bunghmun	91.00	63.00	49.00	46.50	40.00	111.50
		Lungleng	74.00	40.00	51.00	80.00	73.00	138.00
		Total	245.50	265.00	203.50	206.50	168.00	277.50
5	Lawngtlai	Chawngte	129.50	65.00	72.50	65.00	81.50	120.00
		Bungtlang 'S'	10.00	15.00	18.00	68.00	169.00	92.00
		Lawngtlai	62.00	71.00	51.00	37.00	35.00	68.00
		Sangau	95.00	77.00	38.00	55.50	19.50	42.00
6	Saiha	Saiha	14.00	38.00	84.50	87.00	66.50	50.00
		Tuipang	55.00	72.00	92.00	42.00	43.00	127.00
		Total	69.00	110.00	176.50	129.00	109.50	177.00
Grand Total =			1055.41	1030.00	983.00	1124.38	1110.00	1507.62

Source: Department of Rural Development, Government of Mizoram, India¹⁰³

102. Document collected from the office of UD & PA Deptt, *Op.cit.*

103. *Ibid.*

In this chapter, an attempt is made in the first part of the chapter to have an in-depth study on the theoretical meaning of development administration and the issues therein. The study is narrowed down to Mizoram and for a study on Development administration, NLUP Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department are selected. Their roles and functions as well as achievement reports are included in the study.

CHAPTER –V

Relationship between Political and Non-Political Executives

In the previous chapter, we have studied development administration, the issues and challenges of development administration. We have also studied development administration in Mizoram and the NLUP implementing board, the Rural Development Department and Urban Development Department of Mizoram are studied. In this chapter, the theoretical aspects of the relationship between the political executives and the non-political executives will be studied and our study will be narrowed down to Mizoram situation.

The political and permanent executives are regarded as the foundation for the functioning of government. The smooth functioning of government depends on the harmonious relationship between the two.¹ The relationship between the ‘elected officials’ and the ‘appointed officials’ is the starting point for understanding the governing process and has always been a controversial issue in public administration literature.²

The political executives and the non-political executives both contributed in their own different ways towards the functioning of the government. Political executives have to formulate policies according to the needs and aspirations of the people. The bureaucrats cannot be biased in implementing policy decisions of the political leaders as they are the ‘public servant.’ The conventional concept of the relationship between the administrator and the politician envisaged an orderly separation of labour between the

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1. *Political Executive And Bureaucracy*,
<http://www.nios.ac.in/srsec317newE/317EL35.pdf>. accessed on 28.2.2010.
 2. Kasper M. Hansen & Niels Ejersbo, *The relationship between politicians and administrators – a logic of disharmony*,
<http://www3.interscience.wiley.com/journal/118910533/abstract?CRETRY=1&SRETRY=0> accessed on 28.2.2010.

two; the politician formulates the policy and the administrator executes them. The determination of public policy is the responsibility of political leaders and the bureaucrats as the instrument for realizing the policy.³

The basic distinction between the political executives and the permanent executives originated from the concept of policy-administration dichotomy. In 1887, Woodrow Wilson made a distinction between politics and administration in his paper "The Study of Administration".⁴ Wilson argues that administration and politics are separate. He felt that administration lies outside the sphere of politics. Administrative questions are not political questions. He further says that politics is the special province of the statesman and administration that of the technical official. Later in his essay, he said that 'bureaucracy can exist only where the whole service of the state is removed from the political life of the people, its chief as well as its rank and file. Its motives, its objects, its standards, must be bureaucratic'. Thus, he tries to establish a distinction between administration and politics.⁵

The relationship between politics and administration has been one of the most topics of discussion in public administration since the writings of Woodrow Wilson and Max Weber. For many years, it was believed that there should be a clear distinction and hierarchy of labour between politicians and bureaucrats: the politician works as a sovereign representative of political values and interests; the bureaucrat is a subordinate

3. Shanti Kothari & Ramashray Roy (1981), *Relations Between Politicians and Administrators at the District Level*, Indian Institute of Public Administration, Indraprastha Estate, Ring Road, New Delhi, India, pp.9-12.

4. *Relationship between political and permanent executive*, <http://www.egyankosh.ac.in/bitstream/123456789/25919/1/unit-27.pdf>, p. 3. accessed on 19.02. 2009.

5. D.Ravindra Prasad, P.Satyanarayana (1991), "Woodrow Wilson", in D.Ravindra Prasad, VS Prasad, P. Satyanarayana, (ed.), *Administrative Thinkers*, Sterling Publishers Pvt. Ltd., New Delhi-110020, p. 45.

policy executor whose major concern is efficiency.⁶ According to Max Weber, the bureaucrats have to be 'neutral' and impartial in the implementation of the policies formulated by the politicians no matter what. The public responsibility for the goals of administrative action should devolve on the politicians and not on the administrators. Weber's analysis has to be viewed in the context of his ideal-type construct of bureaucracy, whose features lead logically to the concept of neutral competence. Weber always appeared to prefer a political system which would not be monopolized by any one particular group, but instead would be regulated by some patterns of checks and balances among various components of the system. Weber showed great awareness of the difficulty of dichotomizing politics and administration in empirical situations, and recognized that constant competition among the politicians and the bureaucrats was a common feature of a polity with a legal rational character. Weber recognized that while a democracy needed an efficient bureaucracy, it could still be threatened by this bureaucracy. However, he also saw that bureaucracy had a leveling effect on the socio-political system by broadening the base of people's participation in government.⁷ The legal basis of bureaucracy provides the quality of calculability and predictability. The 'technical knowledge' that the bureaucrats possess also contributed towards its superiority. The combination of knowledge itself or the control of knowledge leads to power. Max Weber argues that bureaucracy gained domination through knowledge. It is these base which pass on to its rationality.⁸

In its most strict version neutrality applies to politics whether it is defined as 'partisan politics' or formulating policy. But at a minimum, neutrality applies to partisan

6. Nadia Carboni, *"The Changing Relationship between Politicians and Bureaucrats in Contemporary Democracies. Some evidence from the Italian Case."*
<http://www.essex.ac.uk/ecpr/events/graduateconference/barcelona/papers/745.pdf>.
.accessed on 28.02.2010

7. Ramesh K. Arora (1979), '*Bureaucracy and the Political System: The Weberian Perspective*', in Ramesh K. Arora (ed.), *Perspective in Administrative Theory*, Associated Publishing House, New Delhi, pp. 35-39.

8. S.R. Maheshwari (1998), *Administrative Thinkers*, MacMillan India Limited, first published, pp. 103-104.

neutrality. This version of the dichotomy stresses insulation from politics by positing that elected officials cannot interfere with the administration or implementation of policy. Administrators rely on their technical competence to develop the best way to administer the policy and goals set by elected officials, and they must be insulated from political pressures as they exercise discretion based on professional competence to carry out policies set by the governing board or legislature.⁹ The Politics-administration is based on the view that administration can remove itself from the day-today influence of politics. In theory, administrators are autonomous, guarded from the political turmoil and ‘free to apply principles of resource optimization neutrally in the management of public sector.’ The politics-administration is summarized by the view that specific skills, which are essential for good government, can be learned and implemented. The Wilsonian focus on principles of neutral competence corresponded to the “specific management” perspective adopted by the private sector in the late nineteenth and twentieth century.¹⁰

Post-war students of public administration have widely rejected the politics-administration dichotomy, but they have not rejected the historical and conceptual related value of political neutrality of administrators. Rather, they re-conceptualized the classical politics-administration dichotomy as a policy-administration dichotomy.¹¹

9. *Politics and administration in U.S. local governments.* (Articles).

http://goliath.ecnext.com/coms2/gi_0199-1972299/Politics-and-administration-in-U.html accessed on 1.3.2010.

10. Steven G. Koven, “*Base Closing and the Politics-Administration Dichotomy Revisited,*”

in Beverly A. Ciglar (ed.) *Tops: Those Other Publications,*
<http://www.jstor.org/pss/976819> , accessed on 1.3.2010

11. Patrick Overeem, *The Value of The Dichotomy: Politics, Administration, and The Political Neutrality of Administrators, Administrative Theory & Praxis* Issue: Volume 27, Number 2 / 2005,

<http://mesharpe.metapress.com/app/home/contribution.asp?referrer=parent&backto=issue,5,9;journal,19,32;linkingpublicationresults,1:120054,1>, accessed on 3.3.2010

The conventional norms failed to provide or guide the behaviour of either the administrator or the politician in complex situations of interaction between the two. The nature of relationship between the Political Executives and the Non-Political Executives depends on the types of normative referents each of them feels himself bound to take into account while adopting a course of action and how each defines his role in regard to the institutional set-up he operates as well as in relation to the person occupying the counter position. Both the administrator and the politician have their separate universe of role-sets. When they interact, only a part of their role universe becomes relevant for relationship between the administrator and the political leader.¹²

The political executives sometimes lack 'the required expertise and professional skills for development planning. This enhances the importance of the senior administrators in the formulation of development policy. The role of the bureaucrats go beyond the conventional norms of implementation of policy, it also includes the formulation of policy, coordination and improvement of administrative machinery, and the exercise of general administrative control over departments of public services. Further, senior administrators are required to assist in the preparation of legislative measures and to ensure that government decisions are properly implemented. In many instances, their advisory role transforms itself into virtually the most effective factor in the determination of policies. The senior administrator has the responsibility of advising on the financial and administrative implications of different policy alternatives. Being more aware than the politicians about the financial resources and possible expenditure involved, administrators determine the allocation of funds for the implementation of plans according to priorities.¹³ Even though the formulation and implementation of policy are two separate functions of the government they are closely related to each other. Policy originates from the legislature or the political authorities who gives policy the legal authority. The bureaucrats do not possess the power of making a policy; they give

12. Shanti Kothari & Ramashray Roy, *Op.cit.*, pp. 12-21.

13. R.K. Sapru, *Development Administration, Op.cit.*, pp. 308-309.

assistance to the political executives in policy-making. Their task lies in the execution of policy.¹⁴

The relationship between the political and the administrative sphere should be viewed as a variable, opening up for the possibility that it may vary among contexts, formal structures, demographic, and over time. The interaction between the spheres is mainly a function of the position politicians and administrators have within the formal structure.¹⁵

The British established bureaucracy in India and it was through this institution that the Britishers maintained their hold in India. During the British period, bureaucracy was free from political control and the bureaucrats were accorded full protection to sustain his authority as the pivot of colonial administration. Although the Governor-General was at the helm of affairs and was vested with the power of supervision and control, he was not given the authority to initiate disciplinary action against a delinquent bureaucrat. That power was reserved with the crown exercisable through the Secretary of State for India. Secure within this framework, a bureaucrat had little or no problem in assisting the government with diligence, probity and to the best of his ability. However, the Indian political leaders hold them as the agents of foreign imperialist rulers, working in the interest of foreign power at the cost of national interest. They were critical of the bureaucratic machinery and had a feeling of suspicion, distrust and hostility towards it.¹⁶

After the introduction of Dyarchy in the wake of the Montford reforms, the elected Ministers were vested with limited and restricted powers of governing.¹⁷ The

14. R.K. Sapru, *Public Policy, Formulation, Implementation and Evaluation, Op.cit.*, p.119.

15. *Jacobsen, Dag Ingvar, Governance*, Volume 19, Number 2, April 2006, pp.303-323 (21).
Also see
<http://www.ingentaconnect.com/content/bpl/gove/2006/00000019/00000002/art00007/>, accessed on 19.02. 2009.

16. Debasish Bhattacharjee (1986), *Bureaucracy and Development in Meghalaya*, Uppal Publishing House, New Delhi, pp. 100-101.

17. *Ibid*, p.372.

period after 1935 witnessed frequent clashes between the Indian Ministers and British officials¹⁸

After India gained Independence, the planners in India subscribed to the Weberian ideal of neutral civil service. In our country, the Civil Service Conduct Rules prohibit the government employees from active participation in political activities. Except for the limited right of voting in secret, a government employee cannot participate in any way in any political movement or activity including election campaigns. He cannot join a political party even as an inactive member or contribute financially to its funds; he cannot express any opinion on political issues; and he cannot stand for election to any legislature. An impersonal, strictly rule-bound, neutral bureaucracy was expected not only to provide the necessary administrative objectivity but also enhance the democratic principle of equality and provide protection from arbitrary rule.¹⁹ The Indian Constitution provides for separation of powers between the legislatures, executive and judiciary with well-defined roles and responsibilities for each one of them. Since India is a parliamentary democracy, there is an interface between the legislature and the executive at the level of the Council of Ministers, which is collectively responsible to the legislature. The Constitution separates the executive into two parts. In terms of Articles 53 and 154, the executive power of the Union and the States vests in the President or Governor directly or through officers subordinate to him. These officers constitute the permanent civil service and are governed by Part XIV of the Constitution.²⁰

18. 'Lost glory of bureaucracy in India-When?', <http://latasinha.wordpress.com/2010/02/24/when-did-bureaucracy-lost-its-good-image-in-india> accessed on 4.3.2010

19. Political Executive and Bureaucracy, <http://www.nios.ac.in/srsec317newE/317EL35.pdf> accessed on 28.02.2010

20. Relationship between the Political Executive and the Permanent Civil Service, Second Administrative Reforms Commission, Government of India, January 2007, <http://arc.gov.in/4threport.pdf>, Date: 10.3.2010, p. 166.

The President and Governor frame rules for the conduct of business in the government. Work is allocated among Ministers as per the Government of India (Allocation of Business) Rules and the manner in which the officers are required to help the President or Governor to exercise his executive functions is governed by the Government of India (Transaction of Business) Rules. What this means is that though officers are subordinate to the President or Governor, they carry out the orders of the Council of Ministers in accordance with the rules framed in this behalf. The Rules of Business of Government do provide for the Secretary to the Government to advise his Minister about the course of action proposed in a particular matter and to submit to him a note which tells him about the propriety or legality of his orders and suggest that either such orders not be given or that they be suitably modified. The relationship between the Secretary and the Minister is organic. The Minister has the mandate of the people to govern, but the Secretary has an equivalent constitutional mandate to advise the Minister. Once his advice has been suitably considered, unless the Minister passes an illegal order, the Secretary is bound to implement it. The Minister, on his part, is required to support the Secretary who is implementing his order. Once a law is framed or rules and regulations are approved, they apply to everyone, whether a member of the political executive or of the permanent civil service. A civil servant is required to implement the Orders of government without bias, with honesty and without fear or favour.²¹

In the years after independence, political neutrality of the bureaucracy was, by and large, respected, both by the political leadership. As a result of one party domination (Congress Party) both at the Centre and in most States, during the first two decades after independence (till the late 1960s), the bureaucracy escaped becoming a victim of ‘inter-party political rivalry’.²² However, in the 1967 elections to the State legislatures, several non-Congress parties came to power. “This resulted in the bureaucracy being caught in

21. Relationship between the Political Executive and the Permanent Civil Service, *Ibid*, pp.166-167.

22. Sandeep Shastri, *Political Control of Bureaucracy In India: Emerging Trends*, in Ramesh K.Arora (ed.) (2004) *Public Administration Fresh Perspectives*, Aalekh Publishers, Jaipur-302001, 2004, p.136.

the political cross-fire between competing parties.”²³ In many States promotions, giving prized postings, and transfers to unattractive places followed the new government. The political party, thus, started the process of political interference in the internal working of the bureaucracy. Consequently, bureaucracy also started losing its political impartiality.²⁴

Indira Gandhi gave a call for a committed bureaucracy during the internal Emergency (1974-1977).²⁵ The concept of committed bureaucracy was a controversial issue in the political and administrative circles. It was alleged that it would permanently hamper the fabric of the services. It was feared that it would create a civil service who would always say ‘Yes Minister’ and would be ready to do anything for the political masters. It was also alleged that in the name of commitment the ruling party was seeking bureaucracy’s alignment with the party’s ideology in order to perpetuate its rule. However, it was later clarified by the government that commitment did not mean attachment to the ideology of the party in power, but a commitment to the development of the country and personal involvement of bureaucracy in the tasks.²⁶

The Administrative Reforms Commission (A.R.C) in their report make certain recommendations to streamline the relationship between the minister and the civil servants, nothing much seems to have changed because of political and administrative indifference in India.²⁷

The Second Administrative Reforms Commission observed that in a democracy, the civil service has to be answerable to the elected government. There is criticism, however, that increasingly partisan intervention and cronyism are undermining the rule of law,

23. Sandeep Shastri, *Political Control of Bureaucracy In India, Op.cit.*, p.136.

24. B.G. Deshmukh, *Op.Cit.*, p.19.

25. Sandeep Shastri, *Op.Cit.*, p. 137.

26. *Political Executive and Bureaucracy, Op.cit.*

27. *Ibid.*

distorting incentives and condoning corruption. This is adversely affecting the morale of public servants. The relationship between the political executive and the civil services needs to be transformed on the basis of mutual understanding, respect and recognition of each other's distinct roles and responsibilities.²⁸

Every civil servant, high or low, has his own position in the administrative set-up, a role to perform and duties to discharge. He has to discharge his duties according to the provisions of law, and rules and regulations there under. The Rule of Law requires that every civil servant is able to discharge his functions without let or interference. If this is the correct position, then there is no scope for any politician to interfere with the actions and decisions of the civil servants just because the civil servant is ultimately accountable to the political executive.²⁹ A developing nation cannot afford contradictory ethos between the political executive and bureaucracy because it strikes at the root of a progressive administrative culture. The roles of political and administrative elite are complimentary and in the interest of public welfare they must work in harmony with each other.³⁰

5.1. The Relationship Between the Political and Non-Political Executives in Mizoram: During the British period, the superintendent was the real authority having maximum power even in the matter of taxation and administration of justice. Since there was a single line of administration in the district, he was the official head of all departments in the district. The chiefs, in their turn, had supreme powers in the village administration. Thus, the superintendent and the chiefs used to rule over the people as virtual dictators. As hardly any act or law was enforced, the opinion of the superintendent

28. M. Veerappa Moily , *Transforming our system of governance*, http://www.india-seminar.com/2009/594/594_m_veerappa_moily.htm accessed on 6.3.2010.

29. P.R. Dubhashi, *Administrative Autonomy in India*, The Indian Journal of Public Administration, VOL. XXIV, January- March, 1998, No.1, p.847.

30. *Political Executive and Bureaucracy, Op.cit.*

became law. Every village was ruled by the village chief and the political system was such that no one could dare speak against their activities or criticize any act of theirs.³¹ The Superintendent was really powerful within this period. The Superintendent issued orders without mentioning relevant rules and orders however, since Mizoram was an excluded area, even those orders were relevant.³²

With the set up of the advisory council in the Lushai Hills, the council advised the district superintendent on various administrative problems and development schemes of the district. The Pawi-Lakher Regional Advisory Council also used to advise the S.D.O on various aspects of development administration in the region .³³

With the set-up of the Autonomous Mizo Hills District Council and the Pawi-Lakher Regional Council, the designation of the Superintendent was changed and the district administration was put under a Deputy Commissioner and the Chief Executive Members of the District and Regional Councils with much reduced powers after independence. The role and responsibilities of the Deputy Commissioners in post independent Mizoram have expanded while their powers were curtailed.³⁴ Rule 8 of the Mizo District Council Service rules (As amended in 1969) provides that all appointments to the service of the Mizo District Council shall be made by the Executive Committee or by such officer duly authorized in this behalf by the Executive Committee subject to the provisions laid down in the Rule 14 and 19(1) of the Assam Autonomous District (Constitution of District Councils) Rules, 1951 and Rule 7 (1) and 11 of the Lushai Hills

31. R.N. Prasad, A.K. Agarwal, *Political and Economic Development of Mizoram*, Mittal Publications, New Delhi-110059, India, p.133.

32. Information gathered from personal interview with Bualhranga. Ex-MLA (1979-1984), and current treasurer of SOSA (Society for Social Action), date of interview: 22-23rd March, 2010.

33. R.N. Prasad, '*Mizo Autonomy Movement- Formation of Autonomous District Council and Regional Council: Issues and Problems of their Operation*,' *Op.cit.*, pp.15-16.

34. Lalneihzovi, *District Administration in Mizoram-A Study of the Aizawl District*, *Op.Cit.*, p.28-29.

Autonomous District (Administration of Justice) Rules, 1953, and rule 35 of these rules. Rule No. 9 of the Mizo District Council Service rules (As amended in 1969) also provides that the Executive Committee shall fix the strength of permanent and temporary posts for all the departments and such fixation shall be placed before the District Council for approval. Rule No.15 of the Mizo District Council Service rules (As amended in 1969) states that unless otherwise provided for, or without the special sanction of the Council, the whole time of an employee under the Council is at the disposal of the Council which pays him, and he may be employed in any way the Council likes consistent with the terms and conditions of his appointment. Rule No.21 of the Mizo District Council Service rules (As amended in 1969) provides that the Executive Committee may transfer an employee from one post to another, provided that except on grounds of inefficiency or misbehaviour or on his written request, the employee shall not be transferred substantively to any post the pay of which is less than the pay of the permanent post on which he holds a lien or would hold a lien has it not been suspended.³⁵ However, the Pawi-Lakher regional council had not framed such rules in respect of the recruitment of its employees. The employees of the Council were, however, appointed by the Executive Committee.³⁶

The Deputy Commissioner and the District Councils are two sets of authorities working independently of each other in judicial sphere. The councils have neither the expert officials and technical experts nor can it utilize the services and experiences of the Deputy Commissioner and other technical experts posted to headquarters, especially for development schemes going on within the areas of the councils due to lack of coordination. The District Council has framed service rules to manage and regulate the service of their employees. Despite the rules framed by the Councils, the staffs had increased in a most haphazard manner and no relevance to the necessity. Most of the staffs were not qualified. Most appointments are, sometimes, made for various posts with

35. *The Collection of Mizo District Council Act, Regulations & Rules*, published by the Mizo District Council (publicity branch), Assembly Secretariat, Mizoram: Aizawl, Reprint: June, 2005, pp. 350-352.

36. R.N.Prasad, *Government and Politics in Mizoram*, *Op.cit.*, p. 149.

a view to extending political patronage without any care or consideration for the rules, necessity, and availability of funds or qualification of persons. Thus nepotism and favouritism in the matter of recruitment seem to be rampant in the District Council.³⁷

In an attempt to study the nature of the relationship between the political executives and the non-political executives in Mizoram under different administrative settings, we have conducted personal interviews with concerned personnel including politicians, bureaucrats and civil society representatives. Based on our interviews, some of the respondents have observed that during the Mizo District Council period, there were certain issues regarding the relationship between the Mizo District Council and the Assam Government employees since the latter somewhat viewed the District Council as a 'fake government.'³⁸ Other respondents also observed that since the Government of Assam did not meet up to the demands of the Mizo District Council during the Mautam famine, there were constraints in the relationship between the Mizo District Council and the then Deputy Commissioner.³⁹ Some of the respondents also hold opposing views regarding the relationship between the Mizo District Council and the Assam Government employees. Some respondents mentioned that the activities of the government could not be carried out properly in the rural areas during insurgency. During the first three to four months of insurgency, employees attended offices just as a routine only, after which normalcy was maintained. The District Council and the Deputy Commissioner had their own respective responsibilities which did not clash with each other.⁴⁰ There are also other respondents who observed that the members of the Mizo District Council did not always

37. R.N. Prasad, *'Mizo Autonomy Movement- Formation of Autonomous District Council and Regional Council: Issues and Problems of their Operation,' Op.Cit., pp.24-29.*

38. Information gathered from personal interview with C.Pahlira, Executive Member of the Mizo District Council (1965-1969) and Ex-MLA of the Union Territory of Mizoram (1982-1983), date of interview: 23.3.2010.

39. Information gathered from personal interview with H.Raltawna, I.A.S (retired 1975-1993), date of interview: 19.3.2010.

40. Information gathered from personal interview with J.Malsawma, MCS (Retired 1962-1988), date of interview: 24.3.2010

have good academic backgrounds and the bureaucrats had to guide them. The Assam relief measures were not sufficient due to the fact that Mizoram is located in the remote corner and transportation was a big issue at that time. So, under such circumstance, it was difficult to provide adequate relief measures. About 90 p.c. of the Chiefs supported the MNF insurgents because it was the Mizo Union Party who abolished Chieftainship in Mizoram. The government could not function properly in the rural areas due to insurgency for a long time. As Mizoram is located in a remote corner, there was a perception that the 'less-favoured' bureaucrats were appointed as Deputy Commissioners during this time.⁴¹

Some of the respondents further observed that during the District Council period, the Mizo District Council had limited role to play in development. As such, the jobs under the District Council were very limited which did not leave much chance for favoritism and nepotism. During the early stage of the District Council, 'politicization' of postings, transfers and promotions of the District Council employees were never an issue. Since the Council did not have adequate money during this period, salary of the District Council employees was a major problem. There were times when the District Council had to borrow from private sources since there were no bank facilities during this time.⁴² It has further been observed by the respondents that postings, transfers and promotions of the District Council employees were never politicized.⁴³ Other respondents also observed that a few people who did not belong to the Mizo Union party were also given certain opportunities under the District Council era.⁴⁴ However, there are other respondents who held opposing views and observed that there were 'party feelings' regarding the allotment

41. Information gathered from personal interview with Zosiama Pachuau, Ex-Minister (1993-1998), Current Vice-President, MPC political party, Mizoram, date of interview: 28.3.2010.

42. Information gathered from personal interview with H.Raltawna, I.A.S (retired 1975-1993), *Ibid*.

43. Information gathered from personal interview with J.Malsawma, *Op.cit*.

44. Information gathered from personal interview with H.Vanlalauva, (L), (Ex-Minister 1998-2008), date of interview: 27.3.2010. *Op.cit*.

of land. It was very difficult to get allotment of land for Non-Mizo Union party members.⁴⁵ Some of the respondents further mentioned that there was not enough money in the District Council which did not leave much chance for corruption. However, the Mizo Union Party members and their friends and family were given more opportunities regarding the District Council jobs and allotment of land.⁴⁶ Some other respondents also mentioned that it was very difficult to get an employment under the District Council and it was also difficult to get house-site allotment for those who did not belong to the Mizo Union party.⁴⁷

Based on the information that we have gathered, it has been found that there were only few departments under the Mizo District Council. The budget of the Mizo District Council was rupees three lakhs for one year and rupees three lakhs as grants-in-aid from the government. For the recruitment of the Circle Assistants during the District Council period, all the candidates were drawn from the Mizo Union party. Under such circumstance the District Council had to recruit the members of the Mizo Union party under the absence of candidates belonging to other political party. The Mizo Union had ‘unwritten laws’ during those days, which included:⁴⁸

- Since the Mizo Union was somehow responsible for the abolition of the ‘Cheiftainship’ in Mizoram, the sons or daughters of the Chiefs had to be given priorities regarding job opportunities and allotment of land, and
- Priorities had to be given for retired army officers, pastors etc regarding the allotment of land

45. Information gathered from personal interview with C.Vulluaia, Ex-Minister, date of interview: 25.3.2010. *Op.cit.*

46. Information gathered from personal interview with Clement Lalrema, Chief Engineer (1964-2001), retired, PHE, date of interview: 23.3.2010. *Op.cit.*

47. Information gathered from personal interview with Bualhranga, Ex-MLA (1979-1984), current Treasurer of SOSA (Society for Social Action), date of interview: 22nd -23rd March, 2010.

48. Information gathered from personal interview with C.Pahlira, *Op.cit.*

When Mizo Hills District was elevated into a Union Territory of Mizoram in 1972, 'Absorbition' of the dissolved Mizo District Council was provided in part-VIII of the North-Eastern Areas (Reorganisation) Act, 1971. Officers and other employees who served in the Mizo District Council were employed in the administration of the Union Territory of Mizoram.⁴⁹ Promotion to higher posts was offered to the Assam Government employees to be absorbed under the Union Territory of Mizoram under Memo No. SMG.1/72/112 dated 28.11.1972 and No. MAP. 32/72/47 dated 18.11.1972.⁵⁰ After Mizoram became a Union Territory in 1972, the Deputy Commissioner being the head of the executive, judiciary and the revenue, was also entrusted with several other functions by the Government.⁵¹ The first term of the UT went smoothly, the employees of the Mizo District Council were absorbed in the Union Territory of Mizoram and Retired Assam Government employees were also re-employed in the Union Territory of Mizoram. Several Departments were also newly created and 'politicization' of postings and promotions were unknown within this period.⁵² The respondents mentioned that since the political executives had lacked experience in the administration; the bureaucrats had gained more power during this time leaving chance for corruption. 'Corrupt bureaucrats' and 'Corrupt businessman' can expose the political executives to corruption luring them with money etc. During the UT period, since the Lieutenant Governor was superior to the Chief Minister, based on his moral and personality, he can prevent the misuse of money in the government. Several non-Mizo Officers were employed in the UT government, having no relatives etc in Mizoram, leaving less chance for favoritism and nepotism. The Superintendents issued orders without mentioning relevant rules and regulations, the trend somehow continued in the District Council period and the UT

49. Prithwipati Chakraborty (1997), *Legal Encyclopedia of Mizoram*, Volume A-1, Bilas Publication, 37, Motijheel Avenue, Calcutta-74, pp. 2-10.

50. *The Mizoram Gazette*, Published by Authority, Vol.I Aizawl, Friday, May 5, 1972, Op.cit., pp. 8-9.

51. Lalneihzovi, *Op.cit.*, p.38.

52. Information gathered from personal interview with H.Raltawna, *Op.cit.*

period under which the bureaucrats were less acquainted with rules and regulations.⁵³ It has further been observed by another respondent that during the early period of the Union Territory, political pressure on the bureaucrats could hardly be seen. As the political executives lacked experience in administration, the bureaucrats somehow guided the political executives in the first term of UT. There was a good cooperation between the political executives and the non-political executives. However, it emerged from the field study that some bureaucrats might find efficient and capable political executives hard to work with.⁵⁴ It has also been observed by the respondents that discontinuation of policy after the formation of new government was a problem not known until the collapse of the Thenphunga government in 1984.⁵⁵ Further, some respondents mentioned that during this period, even the 'voters' did not put much pressures on the political executives for undue favours.⁵⁶

During the UT period, it has been observed by some other respondents that the difference of opinion between the MNF and Mizo Union Party deeply affected the working of bureaucracy. There was a deep misunderstanding of the MNF party by the Mizo Union Party and the 'anti-MNF' persons got more favours in the government. This created an underlying pressure on the bureaucrats and the supporters of the opposition political party were victimized.⁵⁷ Further, it has also been observed by other respondents that the political executives lacked experience and education during those days. Regarding the postings and transfers of the government officials, those officials and staff

53. Information gathered from personal interview with Bualhranga, *Op.cit.*

54. Information gathered from personal interview with Clement Lalrema, *Op.cit.*

55. Information gathered from personal interview with J.Malsawma, *Op.cit.*

56. Information gathered from personal interview with C.Vulluaia, *Op.cit.*

57. Information gathered from personal interview with Thanhawla, IAS (1968-2005 Rtd)
date of interview: 26.3.2010.

who were suspected to be the sympathizers of the MNF were posted in less favourable positions.⁵⁸

When Mizoram was elevated to statehood, the Lt. Governor was replaced by the Governor in the State. The Governor is the head of the State and he is endowed with legislative, executive, judicial and other miscellaneous powers. The Governor can summon, prorogue and dissolve the Legislative Assembly of Mizoram and he is advised by the Chief Minister in all these matters. The Governor of Mizoram, like that in other States, is the nominal executive head of the State. The real power lies with the Council of Ministers of which the Chief Minister is the Chairman.⁵⁹

According to the Government of Mizoram (Transaction of Business) Rules, 1987, Rule 3 states that the Business of the Government shall be transacted in the different Departments specified in the First Schedule. Rule 4 states that the Governor shall, on the advice of the Chief Minister, allot among the Ministers, the business of the Government by assigning one or more Departments to the charge of a Minister. Rule 5 states that each Department of the Secretariat shall consist of the Secretary to the Government or some other Government officer who shall be the administrative head of the Department, Provided that:

(a) more than one Department may be placed in charge of the same secretary.⁶⁰

(b) the work of a department may be divided between two or more secretaries.⁶¹

58. Information gathered from personal interview with H.Vanlalauva, *Op.cit.*

59. SN Singh, *Op.cit.*, pp. 154-155

60. The Government of Mizoram (Transaction of Business) Rules, 1987 & The Government of Mizoram (Allocation of Business) Rules, 1987 (as amended upto December, 2007), Government of Mizoram, General Administration Department. P. 2.

61. The Government of Mizoram (Transaction of Business) Rules, 1987 & The Government of Mizoram (Allocation of Business) Rules, 1987 (as amended upto December, 2007), *Ibid.*, p.2.

Rule no. 8 of the Government of Mizoram (Transaction of Business) Rules, 1987 also provides that the Minister-in-charge of a Department shall be responsible for the disposal of business pertaining to his Department and the secretary of the Department shall assist and carry out the instructions of the Minister-in-charge in this regard. Rule no. 9 (1) states that no department shall without previous consultation with the Finance Department, authorized any orders (other than orders issued under any Act of Rules made thereunder, or pursuance to any general or specific delegation made by the Council of Minister) which-⁶²

- a. either immediately or by their repercussion, will effect the finances of the State, or which, in particular-⁶³
 - i. involve any grant of land or assessment of revenue or concession, grant, lease or license of mineral or forest right to water or any easement of privilege in respect of such concession;⁶⁴ or
 - ii. in any way involve any requirement of revenue.⁶⁵
- b. relate to the numbers or grading of cadre of posts or the emoluments or other conditions of service or post;⁶⁶
- c. involve the addition of a post in the public service in the variation of emoluments of any post:⁶⁷
 - provided that all group 'A' or posts on fixed pay which is equivalent or more than that of the starting of Group 'A' scale of

62. The Government of Mizoram (Transaction of Business) Rules, *Op.cit.*, pp. 2-3.

63. *Ibid.*, p.3.

64. *Ibid.*, p.3.

65. *Ibid.*, p.3.

66. *Ibid.*, p.3.

67. *Ibid.*, p.3.

pay per month shall be created in consultation with the Department of Personnel and Administrative Reforms.⁶⁸

- d. involve an expenditure for which no provision has been made in the Appropriation Act or which is in excess of the provision made in the Act.⁶⁹
- e. involve the sanction of an allowances or special or personal pay for any post or class of posts or to any employee to the Government of Mizoram.⁷⁰

Rule no. 9 (2) of the Government of Mizoram (Transaction of Business) Rules, 1987 provides that no proposal which requires the previous consultation with the Finance Department under this Rules, but in which the Finance Department has not concurred may be proceeded with unless a decision to that effect has been taken by the Council of Minister or the Chief Minister. Rule no. 9 (3) states that no re-appropriation shall be made by any Department other than the Finance Department except in accordance with such general or specific delegation as the Council of Minister may have. Rule no. 9 (4) provides that except to the extent that power may have delegated to the Departments under rules approved by the Council of Ministers, every order of an Administrative Department conveying a sanction to be enforced in audit shall be communicated to the audit authorities by the Finance Department. Rule no. 9 (5) also provides that nothing in this Rule shall be construed as authorizing any Department including the Finance Department, to make re-appropriation from one grant specified in the Appropriation Act to another such grant or from a charged Appropriation to a votable appropriation.⁷¹

Regarding the Procedure of the cabinet, the Government of Mizoram (Transaction of Business) Rules, 1987, Rule no.12 provides that the Chief Secretary, or such other

68. The Government of Mizoram (Transaction of Business) Rules, Op.cit., p.3.

69. *Ibid.*, p.3.

70. *Ibid.*, p.3.

71. *Ibid.*, pp.3-4.

Officer as the Chief Minister may appoint, shall be the Secretary to the Cabinet. Rule no. 13 also provides that all cases referred to in the second schedule shall, after consideration by the Minister be sent to the Chief Secretary for obtaining orders of the Chief Minister for bringing it up for consideration at a meeting of the Cabinet or for Circulation of the case under Rule 14 which provides that the Chief Minister may direct that any case referred to in the Second Schedule or otherwise may instead of being brought up for discussion at the Cabinet be circulated to the Minister for their opinion. The Chief Minister may refer such matter for discussion at a meeting if he may consider necessary.⁷²

A healthy relationship between the Political Executive and the Non-Political Executives is the central key for the functioning of a government. As the study points out, it is difficult to demarcate clear-cut functions between the two. Under a democratic framework, the political executives are responsible for fulfilling the demands and aspirations of the public and the non political executives have to serve the public. This clearly highlights the importance of maintaining a healthy relationship between the two.

In this chapter, the theoretical concept of the relationship between the political and non-political executives is discussed in the first part of the chapter including the issues and challenges in the relationship. In the later part of the chapter, the study is narrowed down to Mizoram situation. Regarding the relationship between the political and non-political executives in Mizoram, besides the existing literature on the topic, information are also collected through personal interview from sample respondents to get an insight on the nature of the relationship between the political and non-political executives in Mizoram under different administrative settings.

72. The Government of Mizoram (Transaction of Business) Rules, 1987 & The Government of Mizoram (Allocation of Business) Rules, 1987 (as amended upto December, 2007), *Ibid.*, pp.5-6.

CHAPTER-VI

Empirical Study

In the previous chapter, the relationship between the political and non-political executives is studied. We have also studied the nature of the relationship between the political and non-political executives in Mizoram under different administrative settings. In this chapter attempt will be made to have an empirical study on development administration, the relationship between the political executives and the non-political executives, the functioning of bureaucracy, the bureaucratic structure, as well as the dysfunction of the bureaucracy in development administration and our study will be confined to the state of Mizoram.

For the purpose of our study, we have prepared a questionnaire and the perceptions of the bureaucrats are taken for the study of development administration in Mizoram, relationship between the political and non-political executives and bureaucratic organization. Our sample is drawn from the IAS and the MCS in Mizoram. We have 82 respondents and the respondents mostly vary in the age group of 26 to 35 and 36 to 50. Almost all the respondents are male and most of the respondents have rural background. Majority of the respondents are Graduate and most of the respondents are posted in the State capital. Regarding the length of the service, about 48.78 p.c. of the respondents are in the service for more than 16 years, while 20.73 p.c. for 11 to 15 years, and 18.29 p.c. for 6 to 10 years and 12.20 p.c. for less than 5 years. With regard to the income particulars of the respondents, 34.15 p.c. of the respondents accounted '5 lakhs per annum or more' to their income while another 34.15 p.c. accounted '3 lakhs Per Annum' and 28.04 p.c. of the respondents accounted '4 Lakhs per annum' and 3.66 p.c. accounted '2 Lakhs Per Annum.'

6.1. Perceptions of the Bureaucrats on Development Administration: After a study on development administration, an attempt is made to have an empirical study on development administration in the context of Mizoram. A questionnaire is prepared in which the bureaucrats' are asked to identify their perceptions on development administration of Mizoram.

In the following table, the perceptions of the bureaucrats' are taken regarding development in Mizoram in general. The responses received from our queries will be shown.

Table No. 6 : 1

DEVELOPMENT IN MIZORAM

Serial No.	Responses	Number of Responses	Percentage
1.	Very Good	-	-
2.	Good	28	34.15%
3.	Average	40	48.78%
4.	Poor	14	17.07%
	Total =	82	100

Source: Field study

As shown in Table - 6: 1, an attempt is made to analyse the perceptions of the bureaucrats' on development of Mizoram and a questionnaire is prepared in which 82 respondents attempted the question. The result of the analysis shows that 48.78 p.c. of the respondents considered development of Mizoram as "average," 34.15 p.c. accounted "Good" while 17.07 p.c. considered "Poor."

The bureaucrats' are asked to identify the criteria for successful implementation of development programmes in Mizoram. However, in analysing the questionnaire, it is found that the respondents give multiple responses to the question. About 82 respondents attempted the question in which 36.58 p.c. of the respondents attributed "Adequate Staff and Funds" as the main criteria for successful implementation for development programmes. About 46.34 p.c. accounted "Political Support" while 90.24 p.c. of the respondents attributed "Proper Planning" as the main criteria for successful implementation of development programmes. About 58.54 p.c. of the respondents accounted "People participation" as another important criteria for successful implementation of development programmes. About 31.71 p.c. of the respondents identified "Clarity of the Programme" and 51.22 p.c. of the respondents identified "Good Coordination among different Departments" as an important criteria. About 34.15 p.c. of the respondents accounted "Assignment of Specific Duties and Responsibilities" and 2.44 p.c. of the respondents accounted "Reduce Consultation with other authorities" as another criteria for successful implementation. About 36.58 p.c. of the respondents also attributed "Appropriate delegation of financial and executive authority" as an ingredient for successful implementation of development programmes. Some respondents also gave their own views regarding the question such as proper monitoring of the programmes/works by the

concerned officials, vision and the will to achieve the desired goal, Political will, sincerity and dedication on the part of the implementing agency as well as the beneficiaries. Other respondents also highlight the importance of maintaining detailed statistics of Mizoram for the purpose of development.

An attempt is also made study to identify the factors responsible for delay in the implementation of development programmes and policies. A questionnaire is prepared in which 82 respondents attempted the question. However, the respondents give multiple answers to the questions. About 31.71 p.c. of the respondents attributed “Technical problem” as the reason for delay in the implementation of development programmes while 43.90 p.c. of the respondents accounted “Managerial Problem.” About 17.07 p.c. of the respondents also accounted “Inadequate staff and funds” and 26.83 p.c. of the respondents accounted “Lack of specific assignment of responsibility”. “Delay in issuing sanctions and approvals” accounted for the highest percentage of responses i.e. 70.73 p.c. There are also some respondents who gives their own views regarding the factors responsible for delay in the implementation of development programmes such as lack of vision, lack of proper planning, lack of will, lack of discipline amongst Government Servants.

An attempt is also made to identify the challenges for development in Mizoram in which a questionnaire is prepared and 82 respondents attempted the question. However, the respondents again give multiple answers to the questions. About 19.51 p.c. of the respondents accounted “Lack of People participation” as the challenge for development in Mizoram while 60.97 p.c. of the respondents attributed “Lack of Proper Planning.” About 48.78 p.c. of the respondents accounted “Poor Implementation” and 29.27 p.c. accounted “Poor Infrastructure” and 24.39 p.c. accounted “Inefficiency.” About 60.97 p.c. of the respondents identified “Corruption” as the challenge for development of Mizoram while 56.09 p.c. of the respondents also accounted “Favouritism and Nepotism” and 36.58 p.c. of the respondents accounted “Political Pressure.” There are also some other respondents who give their own remarks regarding the question. Some other respondents also indicated that Lack of ability to take initiatives amongst our political leaders is one of the most challenging factors for development of Mizoram. They further mentioned that the political leaders should motivate and inspire the bureaucrats, some other respondents further indicated that there should be lack of on-field technical guidance from the very beginning of the project or even before the start of the project. Technical Department has to give voluntary contribution.

In the following table, an attempt is made to study the amount of investigations made while formulating development policy in Mizoram. With this perspective, the bureaucrats are asked to identify whether enough investigations are made while formulating development policy like NLUP.

Table No. 6 : 2
INVESTIGATION MADE IN THE FORMULATION OF POLICY

Serial No.	Responses	Number of Responses	Percentage
1	To a great extent	6	7.32%
2	To some extent	56	68.29%
3	To a little extent	13	15.85%
4	Not at all	7	8.54%
	Total =	82	100

Source: Field study

As shown in Table No. 6 : 2, an analysis of the responses indicated that 68.29 p.c. of the respondents considered that enough investigations are made while formulating development policy like NLUP “to some extent” while 15.85 p.c. considered it “to a little extent” while 7.32 p.c. considered it “to a great extent” and 8.54 p.c. considered it to “Not at all.”

As will be seen in the following table, a further attempt is made to study the amount of importance given to the time frame/target while executing development policy in Mizoram. In this regard, the bureaucrats are asked about the amount of importance given to the time frame/target while executing development policy like NLUP.

Table No. 6 : 3
TIME FRAME IN EXECUTION OF DEVELOPMENT POLICY

Serial No.	Responses	Number of responses	Percentage
1	Very Important	12	15.58%
2	Important	24	31.17%
3	Average	37	48.05%
4	Not at all	4	5.19%
	Total =	77	100

Source: Field study

A further analysis is made on NLUP in which a questionnaire is prepared on how much importance is given to the time frame/target while executing development policy like

NLUP as shown in Table No. 6 : 3 and 77 respondents attempted the question in which 48.05 p.c. of the respondents accounted “Average” while 31.17 p.c. accounted “Important” and 15.58 p.c. “Very Important.” About 5.19 p.c. of the respondents considered “Not at all.”

An attempt is also made study to identify the factors responsible for delay in the implementation of development programmes and policies. A questionnaire is prepared in which 82 respondents attempted the question. However, the respondents gave multiple answers to the questions. About 31.71 p.c. of the respondents attributed “Technical problem” as the reason for delay in the implementation of development programmes while 43.90 p.c. of the respondents accounted “Managerial Problem.” About 17.07 p.c. of the respondents also accounted “Inadequate staff and funds” and 26.83 p.c. of the respondents accounted “Lack of specific assignment of responsibility”. “Delay in issuing sanctions and approvals” accounted for the highest percentage of responses i.e. 70.73 p.c. There are also some respondents who gave their own views regarding the factors responsible for delay in the implementation of development programmes such as lack of vision, lack of proper planning, lack of will, lack of discipline amongst Government Servants.

An analysis is also made regarding people participation in the development process of Mizoram. The perceptions of the bureaucrats are taken regarding the level of people participation in development process of Mizoram in the following table.

Table No. 6 : 4

PEOPLE PARTICIPATION IN THE DEVELOPMENT PROCESS OF MIZORAM

Serial No.	Responses	Number of Responses	Percentage
1	Extremely Good	9	10.97%
2	Somewhat Good	24	29.27%
3	Not Good Enough	42	51.22%
4	Not Good at all	7	8.54%
	Total =	82	100

Source: Field study

In an attempt to analyse the rate of participation of the people in the development process of Mizoram as perceived by the bureaucrats shown in Table- 6 : 4. A total of 82 respondents attempted the question out of which 51.22 p.c. of the respondents considered it “Not Good Enough” while 29.27 p.c. of the respondents considered it “Somewhat Good” and

10.97 p.c. of the respondents considered it “Extremely Good” while 8.54 p.c. of the respondents considered it “Not Good at all.”

The following table present a further attempt to analyse whether the people are motivated to participate in the development process of Mizoram. The perceptions of the bureaucrats are taken in this regard and a question is asked if the people are motivated to participate in the development process of Mizoram.

Table No. 6 : 5

MOTIVATION OF THE PEOPLE

Serial No.	Responses	Number of Responses	Percentage
1	Always	7	8.64%
2	Sometimes	44	54.32%
3	Rarely	30	37.03%
4	Never	-	-
	Total =	81	100

Source: Field study

In order to further analyse if the people are motivated to participate in the development process of Mizoram as perceived by the bureaucrats,’ a questionnaire is prepared as shown in Table – 6 : 5 in which 81 respondents attempted the question out of which 54.32 p.c. of the respondents considered “Sometimes” while 37.03 p.c. of the respondents considered “Rarely” and 8.64 p.c. of the respondents accounted “Always.”

The following table presents an attempt to analyse the perceptions of the bureaucrats’ on whether implementation of development programmes suffer due to frequent changes in public policy under rival political party.

Table No. 6 :6

CHANGES IN PUBLIC POLICIES

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	41	50%
2	To some extent	32	39.02%
3	To a little extent	8	9.76%
4	Not at all	1	1.22%
	Total =	82	100

Source: Field study

As shown in Table No. 6 : 6, in response to the question mentioned above, 50 p.c. of the respondents agreed that implementation of development programmes suffer due to frequent changes in public policy under rival political party “To a great extent” while 39.02 p.c. considered it “To some extent” and 9.76 p.c. considered it “To a little extent” and 1.22 p.c. answered “Not at all” to the question.

6.2. Perceptions of the Bureaucrats on the Contributions of the Senior Government Officials in the Formulation of Policies in Mizoram: In order to have an in-depth study on the relationship between the political and non-political executives, attempt is made to study the role played by the senior government officials in the formulation and implementation of policies. In an attempt to analyze the contributions of the senior government officials in the formulation and implementation of policies as perceived by the bureaucrats in Mizoram, a questionnaire is prepared and the bureaucrats are asked to identify the level of the contributions of the senior government officials as shown in the following table.

Table No. 6 :7

SENIOR GOVERNMENT OFFICIALS IN POLICY FORMULATION

Serial Number	Responses	Number of responses given	Percentage
1.	Very Helpful	14	17.07 %
2.	Often Helpful	40	48.78 %
3.	Sometimes Helpful	24	29.27 %
4.	Rarely Helpful	4	4.88 %
5.	Never Helpful	-	-
	Total =	82	100

Source : Field Study

In order to study the level of participations of the senior bureaucrats in the formulation of policies of Mizoram, the bureaucrats are asked a question as shown in Table No. 6 : 7 and it is found that “Often Helpful” accounts for the highest percentage of responses which is 48.78 p.c. About 29.27 p.c. considered them to be “Sometimes Helpful,” while 17.07 p.c. of the bureaucrats considered them to be “Very Helpful,” Only 4.88 p.c. considered them to be “Rarely Helpful” and none of the respondents considered them to be “Never Helpful”.

After an analysis on the contributions of the Senior Government Officials, an attempt is made to study the level of participations of the Senior Government Officials in the implementation of development policies as will be shown in the following table.

Table No. 6 : 8

**SENIOR GOVERNMENT OFFICIALS IN THE IMPLEMENTATION OF
POLICIES**

Serial Number	Responses	Number of responses given	Percentage
1.	To a great extent	20	24.39%
2.	To some extent	52	63.41%
3.	To a little extent	10	12.20%
4.	Not at all	-	-
	Total =	82	100

Source : Field Study

As shown in Table No. 6 : 8, an analysis of the responses shows that all the respondents acknowledged the participations of the Senior Government Officials in the implementation of policies. The question included a variety of responses in which 63.41 p.c. of the respondents accounted the participation of the Senior Government Officials to “some extent,” 24.39 p.c. considered it to a “great extent,” 12.20 p.c. considered it to be a “little extent.”

6.3. Perceptions of the Bureaucrats on Decision-making in the Formulation and Implementation of Policies in Mizoram: In order to study the decision-making process in the formulation and implementation of policies in Mizoram, the bureaucrats are asked to identify whether the bureaucrats or the Government Officials are responsible for taking decisions in the formulation of policy as will be seen in the following table.

Table No. 6 : 9

DECISION-MAKING IN THE FORMULATION OF POLICIES

Serial Number	Responses	Number of responses given	Percentage
1.	Government Officials	7	8.54%
2.	Political Leaders	38	46.34%
3.	Both	37	45.12%
4.	Neither	-	-
	Total =	82	100

Source : Field Study

As shown in Table No. 6 : 9, In order to analyze the decision-making process in the formulation of broad policies of Mizoram, the bureaucrats are asked to identify “who is responsible for taking decisions on the formulation of broad policies?” They are given four options in answering the question, such as “Government Officials,” “Political

Leaders,”“Both,” and “Neither.” An analysis of the responses indicated that 46.34 p.c. of the respondents considered the “Political Leaders” to be responsible for taking decision on the formulation of broad policies. About 45.12 p.c. of the respondents also considered ‘Both the Political Leaders and the Government Officials’ responsible for taking decisions on the formulation of broad policies, while 8.54 p.c. considered the “Government Officials” responsible.

In the following table, an attempt is made to analyze the responsibility for taking decisions in fixing priorities for programme implementation. The perceptions of the bureaucrats’ are taken regarding the responsibility for taking decisions in fixing priorities for programme implementation.

Table No. 6 : 10

FIXING PRIORITIES FOR PROGRAMME IMPLEMENTATION

Serial Number	Responses	Number of responses given	Percentage
1.	Government Officials	14	17.07%
2.	Political Leaders	36	43.90%
3.	Both	32	39.02%
4.	Neither	-	-
	Total =	82	100

Source : Field Study

As shown in Table No 6 : 10, on an average, 43.90 p.c. considered the “Political Leaders” responsible for fixing priorities in programme implementation. About 39.02 p.c. considered “Both the Political Leaders and the Government Officials,” while 17.07 p.c. of the respondents considered the “Government Officials” responsible for fixing priorities in programme implementation.

A further attempt is made in the following table to analyse the decision-making process in day to day working of programmes in the following table. With this perspective, the perceptions of the bureaucrats are taken regarding the responsibility for taking decisions in day to day working of programmes

Table No. 6 : 11

DECISION-MAKING IN DAY TO DAY WORKING OF PROGRAMMES

Serial Number	Responses	Number of responses	Percentage
1.	Government Officials	50	60.98%
2.	Political Leaders	12	14.63%
3.	Both	20	24.39%
4.	Neither	-	-
	Total =	82	100

Source : Field Study

For a study on the decision-making process in the day to day working of programme, the bureaucrats are asked to identify who takes the responsibility as shown in Table No. 6 :11. The responses received from our questionnaire indicated that 60.98 p.c. of the respondents considered the ‘Government Officials’ responsible for taking decisions in the day to day working of programmes, 24.39 p.c. considered “Both the Government Officials and the Political leaders” responsible and 14. 63 p.c. of the respondents considered the “Political Leaders” responsible.

In the following table, the perceptions of the bureaucrats are again taken regarding the responsibility for taking decisions in programme evaluation.

Table No. 6 : 12

DECISION-MAKING IN PROGRAMME EVALUATION

Serial Number	Responses	Number of responses	Percentage
1.	Government Officials	44	53.65%
2.	Political Leaders	6	7.32%
3.	Both	32	39.03%
4.	Neither	-	-
	Total =	82	100

Source : Field Study

As shown in Table No. 6 : 12, the bureaucrats are again asked to identify given four options. 53.65 p.c. of the respondents considered the “Government Officials” responsible for taking decisions in programme evaluation, 39.03 p.c. considered “Both the Political Leaders and the Government Officials” responsible while 7.32 p.c. considered the “Political Leaders” responsible.

6.4. Perceptions of the Bureaucrats towards the relationship between the Bureaucrats and the Political Leaders: In order to assess their relationship with the political executives, the bureaucrats are asked four types of questions to highlight their relationship. In the following table, the perceptions of the bureaucrats are taken regarding the good relationship with the political leaders.

Table No. 6 : 13

IMPORTANCE OF GOOD RELATIONSHIP WITH THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	To a great extent	28	34.15%
2.	To some extent	46	56.09%
3.	To a little extent	6	7.32%
4.	Not at all	2	2.44%
	Total =	82	100

Source : Field Study

In an attempt to study how the bureaucrats perceived the importance of maintaining a good relationship with the political executives, the respondents are asked to identify their viewpoint as shown in Table No. 6 : 13, the respondents are given answer options such as “to a great extent,” “to some extent,” “to a little extent,” and “not at all.” About 56.09 p.c. of the respondents considered it important “to some extent,” 34.15 p.c. considered it “to a great extent,” 7.32 p.c. considered it “to a little extent,” and 2.44 p.c. considered it as “not at all” important.

In the following table, in an attempt to analyze their relationship with the political executives, the bureaucrats are asked whether they seek advice from the political leaders.

Table No. 6 : 14

ADVICE FROM THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	-	-
2.	Sometimes	30	37.03%
3.	Rarely	41	50.62%
4.	Never	10	12.35%
	Total =	81	100

Source : Field Study

As shown in Table No. 6 : 14, all the respondents denied seeking advice from the political leaders “always.” However, 50.62 p.c. of the respondents claimed “rarely” seeking their advice, 37.03 p.c. as “Sometimes,” and 12.5 p.c. claimed they “never” seek advice from the political leaders.

As will be seen in the following table, the bureaucrats are further asked if the political leaders seek advice from them.

Table No. 6 : 15

ADVICE GIVEN TO THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	4	4.94%
2.	Sometimes	49	60.49%
3.	Rarely	22	27.16%
4.	Never	6	7.41%
	Total =	81	100

Source : Field Study

In order to study how frequent the Political Leaders seek advice from the bureaucrats, the bureaucrats are given four options to answer the question as shown in Table No. 6 : 15, such as “always,” “sometimes,” “rarely,” and “never.” In this study, 60.49 p.c. of the respondents admitted that the political leaders seek their advice “sometimes,” 27.16 p.c. as “rarely,” 7.41 p.c. as “never” and 4.94 p.c. as “always.”

In an attempt to further analyse the relationship between the political executive and the non-political executive, the bureaucrats are asked if they get along with the political executives in the following table.

Table No. 6 : 16

RELATIONSHIP WITH THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Extremely well	2	2.47%
2.	Quite well	70	86.42%
3.	Not well enough	9	11.11%
4.	Not well at all	-	-
	Total =	81	100

Source : Field Study

In response to the question if they get along with the political leaders as shown in Table No. 6 : 16, about 86.42 p.c. of the respondents answered “quite well,” and accounted 11.11 p.c. as “not well enough,” 2.47 p.c. accounted “extremely well.”

6.5. Responses of the Bureaucrats on Political Pressures: For a study on political pressures, the bureaucrats are asked several questions regarding the nature and types of demands and requests made by the political leaders, their dealings with those pressures as well as the consequences of non-fulfilment of political pressures. The following table presents an analysis of the responses to the question whether they accept all the demands and requests made by the political leaders.

Table No. 6 : 17

ACCEPTANCE OF DEMANDS AND REQUESTS FROM THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	2	2.5%
2.	Sometimes	40	50%
3.	Rarely	28	35%
4.	Never	10	12.5%
	Total =	80	100

Source : Field Study

As shown in Table No. 6 : 17, the bureaucrats are asked if they complied with all the demands and requests made by the political leaders. An analysis of the responses reveals that 50 p.c. of the respondents answered “sometimes,” about 35 p.c. of the respondents answered “rarely,” and 2.5 p.c. answered “always” while 12.5 p.c. denied accepting all the demands and requests made by the political leaders.

As will be seen in the following table, the bureaucrats are further asked if they accept the request made by the political leaders even if it goes against the existing rules

Table No. 6 :18

ACCEPTANCE OF REQUEST AGAINST RULES AND PRACTICES

Serial Number	Responses	Number of Responses	Percentage
1.	Always	-	-
2.	Sometimes	1	1.25%
3.	Rarely	36	45%
4.	Never	43	53.75%
	Total =	80	100

Source : Field Study

The bureaucrats are again asked if they complied with all the requests made by the political leaders even if it goes against the existing rules and practices as shown in Table No. 6 : 18. In response to the question, 53.75 p.c. of the respondents answered “Never,” about 45 p.c. answered “rarely,” and 1.25 p.c. answered “sometimes.”

In an attempt to analyze the different types of political pressures faced by the bureaucrats and the frequency of those pressures, the respondents are asked to identify the political pressures and its frequency as shown in the table below

Table No. 6 : 19

PRESSURE REGARDING PERSONAL INTEREST AND INTEREST OF THE FAMILY MEMBERS OF THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	4	4.94%
2.	Sometimes	26	32.10%
3.	Rarely	31	38.27%
4.	Never	20	24.69%
	Total =	81	100

Source : Field Study

As shown in Table No. 6 : 19, the bureaucrats are asked to identify the frequency of political pressure with regard to the personal interest and the interest of the family members of the political leaders. About 38.27 p.c. of the respondents considered it to be “rarely,” and 32.10 p.c. considered it “sometimes,” and 4.94 p.c. considered it “always,” while 24.69 p.c. denied such pressure and answered “never.”

The following table presents the responses of the bureaucrats to the question regarding the frequency of political pressure with respect to the interest of the friends and relatives of the political leaders.

Table No. 6 : 20

PRESSURE REGARDING THE INTEREST OF THE FRIENDS AND RELATIVES OF
THE POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	1	1.23%
2.	Sometimes	37	45.68%
3.	Rarely	27	33.33%
4.	Never	16	19.75%
	Total =	81	100

Source : Field Study

In response to the frequency of political pressure regarding the interest of the friends and relatives of the political leaders as shown in Table No. 6 : 20, about 45.68 p.c. of the respondents answered “sometimes,” while 33.33 p.c. answered “rarely,” and 1.23 p.c. answered “always,” and 19.75 p.c. of the respondents denied such pressure and answered “never.”

Responses of the bureaucrats will be shown in the following with respect to the question of political pressure regarding the interest of the Party Supporters of the political leaders.

Table No. 6 : 21

PRESSURE REGARDING THE INTEREST OF THE PARTY SUPPORTERS OF THE
POLITICAL LEADERS

Serial Number	Responses	Number of responses	Percentage
1.	Always	16	19.75%
2.	Sometimes	30	37.04%
3.	Rarely	28	34.57%
4.	Never	7	8.64%
	Total =	81	100

Source : Field Study

As shown in Table No. 6 : 21, with regard to the pressure relating to the interest of the Party Supporters of the Political leaders, about 37.04 p.c. of the respondents answered “sometimes,” and 34.57 p.c. answered “rarely,” while 19.75 p.c. answered “always,” and 8.64 p.c. denied the presence of such pressure and answered “never.”

In the following table, responses of the bureaucrats to the question regarding political pressure with respect to the interest of the people of the constituency will be shown.

Table No. 6 : 22

**PRESSURE REGARDING THE INTEREST OF THE PEOPLE OF THE CONSTITUENCY
OF THE POLITICAL LEADERS**

Serial Number	Responses	Number of responses	Percentage
1.	Always	6	7.41%
2.	Sometimes	44	54.32%
3.	Rarely	21	25.92%
4.	Never	10	12.35%
	Total =	81	100

Source : Field Study

In response to the frequency of political pressure with regard to the interest of the people of the constituency as shown in Table No. 6 :22, about 54.32 p.c. of the respondents answered “sometimes,” while 25.92 p.c. of the respondents answered “rarely,” while 7.41 p.c. of the respondents answered “always,” and 12.35 p.c. of the respondents answered “never.”

For a study on how the bureaucrats deal with the political pressures, a questionnaire is prepared and 81 respondents attempted the questionnaire. However, it is found that most of the respondents have indicated multiple responses. About 64.14 p.c. of the respondents deal with the political pressure by ‘talking to the concerned politicians about the issue.’ About 54.32 p.c. of the respondents ‘decline due to rules and regulations.’ while 44.44 p.c. ‘find measures to deal with the situation by themselves.’ About 7.41 p.c. of the respondents ‘ask for transfer to some other place.’ All the respondents denied ‘Asking help from the higher level political leaders.’ Some of the respondents also mentioned that as the politicians normally do not want to be violators of rules and regulations, they explain the issue and relevant rules to the political leaders. There are also other who indicated that they advice the political leaders and declining their request.

In order to study the consequences of non-fulfilment of political pressures, a questionnaire is prepared and 81 respondents attempted the question. It is found that most of the respondents have indicated multiple responses. “Transfer” accounts for the highest percentage of responses i.e. 74.07%. “Criticism in Public Forum” accounts for 22.22 p.c. of the responses, “Personal Abuse” accounts for 19.75 p.c. of the responses, “Negative entry at the service records” accounts for 4.94 p.c. of the responses, and “Termination Threat” accounts for 2.47 p.c. of the responses. There are also others who added their own remarks regarding the question. Some of the respondents have mentioned that there is fear in certain quarters that the

officials will be sidelined for lucrative posting and will spent the rest of their term in hard posting. Some other respondents also mentioned that the consequence of non-fulfilment of political pressure depends on the kind of pressure one received, some that can be complied with without bending the rules and there are some which cannot be accepted. Some respondents also mentioned that they have not encountered such problems so far.

In an attempt to have a further study on the nature of political environment that the bureaucrats function, the bureaucrats are asked to identify whether they agree to certain statements which some people have made about the political leaders. In the following table, analysis of the responses to the question whether political leaders are only concerned with party interest will be shown.

Table No. 6 : 23

POLITICAL LEADERS ARE ONLY CONCERNED WITH PARTY INTEREST

Serial Number	Responses	Number of responses	Percentage
1.	Always	20	24.39%
2.	Sometimes	54	65.85%
3.	Rarely	6	7.32%
4.	Never	2	2.44%
	Total =	82	100

Source : Field Study

In response to the question whether the political leaders are only concerned with party interest as shown in Table No. 6 : 23, about 65.85 p.c. of the bureaucrats responded “sometimes,” while 24.39 p.c. considered it “always,” another 7.32 p.c. considered it “rarely,” and 2.44 p.c. considered it “never.”

In the following table, the bureaucrats are asked “Do you think that the Political leaders do not give enough importance to efficiency in administration?”

Table No. 6 : 24

POLITICAL LEADERS DO NOT GIVE IMPORTANCE TO EFFICIENCY IN ADMINISTRATION

Serial Number	Responses	Number of responses	Percentage
1.	Always	26	31.71%
2.	Sometimes	42	51.22%
3.	Rarely	13	15.85%
4.	Never	1	1.22%
	Total =	82	100

Source : Field Study

With regard to the statement ‘Political leaders do not give enough importance to efficiency in administration,’ as shown in Table No. 6 : 24, about 51.22 p.c. of the respondents considered it “sometimes,” while 31.71 p.c. of the respondents considered it “always,” and 15.85 p.c. considered it “rarely,” while 1.22 p.c. of the respondents accounted “never”.

The bureaucrats are further asked “Do you agree that the political leaders are not aware of rules and regulations?” will be shown in the following table.

Table No. 6 : 25

POLITICAL LEADERS ARE NOT AWARE OF RULES AND REGULATIONS

Serial Number	Responses	Number of responses	Percentage
1.	Always	14	17.28%
2.	Sometimes	60	74.07%
3.	Rarely	5	6.17%
4.	Never	2	2.47%
	Total =	81	100

Source : Field Study

As shown in Table No. 6 : 26, an analysis of the responses to the question “Do you agree that the Political leaders are not aware of rules and regulations?” indicated that 74.07 p.c. of the respondents accounted “sometimes” to the question. About 17.28 p.c. accounted “always,” while 6.17 p.c. considered it to be “rarely,” and 2.47 p.c. accounted “never”.

The following table present the responses of the bureaucrats to the question “Do you think that the Political leaders support favoritism and nepotism?”

Table No. 6 : 26

POLITICAL LEADERS SUPPORT FAVORITISM AND NEPOTISM

Serial Number	Responses	Number of responses	Percentage
1.	Always	30	37.04%
2.	Sometimes	46	56.79%
3.	Rarely	2	2.47%
4.	Never	3	3.70%
	Total =	81	100

Source : Field Study

An analysis study to the responses of the question “Do you think that the Political Leaders support favoritism and nepotism” as shown in Table No. 6 : 28 indicated that 56.79 p.c. of the respondents considered it ‘Sometimes,’ 37.04 p.c. considered it ‘Always,’ 2.47 p.c. considered it ‘Rarely,’ while 3.70 p.c. of the respondents denied the statement.

6.6. Perceptions of the Bureaucrats towards the Functioning of Bureaucracy in Mizoram:

In an attempt to analyse the different aspects of the bureaucratic organisation and the functioning of the bureaucracy in Mizoram, a questionnaire is prepared in which the bureaucrats are asked to answer certain questions in this respect.

In an attempt to analyse whether the level in administration pose a challenge for development administration, the bureaucrats in Mizoram are asked about their perceptions if more levels in the administration causes delay in the implementation of policies as will be seen in the following table.

Table No. 6 : 27

LEVELS IN ADMINISTRATION

Serial No.	Responses	Number of responses	Percentage
1.	To a great extent	44	53.66%
2.	To some extent	32	39.02%
3.	To a little extent	6	7.32%
4.	Not at all	-	-
	Total =	82	100

Source: Field Study

As Table No. 6 : 29 shows, about 53.66 p.c. of the respondents admitted that more levels in the administration causes delay in the implementation of policies ‘To a great extent’

while 39.02 p.c. of the respondents considered it ‘To some extent’ and 7.32 p.c. of the respondents considered it ‘To a little extent.’

In the following table, attempt is made to analyse whether the bureaucrats follow the instructions received from their superiors even if they do not apply to the real situations.

Table No. 6 : 28

INSTRUCTIONS FROM THE SUPERIORS

Serial Number	Responses	Number of responses	Percentage
1	Always	3	3.80%
2	Sometimes	28	35.44%
3	Rarely	34	43.04%
4	Never	14	17.72%
	Total =	79	100

Source: Field study

As Table No. 6 : 30 presents, 43.04 p.c. of the respondents admitted that if the instructions received from their superiors do not apply to the real situations, they ‘Rarely’ follow the instructions received from their superiors while 35.44 p.c. of the respondents admitted to ‘Sometimes’ follow the instructions. About 17.72 p.c. responded ‘Never’ to the question and 3.80 p.c. accounted ‘Always.’

In the following table, an attempt is made to study whether individual government officials are responsible for delay in the implementation of policies.

Table No. 6 : 29

INDIVIDUAL GOVERNMENT OFFICIALS ARE RESPONSIBLE FOR DELAY

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	15	18.52%
2	To some extent	47	58.02%
3	To a little extent	19	23.46%
4	Not at all	-	-
	Total =	81	100

Source: Field study

In response to the question mentioned above, as shown in Table no. 6 :31, ‘To some extent’ accounts for 58.02 p.c. of the responses while ‘To a little extent’ accounts for 23.46 p.c. of the responses and ‘To a great extent’ accounts for 18.52 p.c. of the responses.

Coordination is essential for the smooth and efficient running of an organisation. In the following table, the perceptions of the bureaucrats in Mizoram are taken in order to analyse whether lack of coordination among different departments or agencies within the government causes delay in the implementation of policies.

Table No. 6 : 30

LACK OF COORDINATION

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	30	37.5%
2	To some extent	47	58.75%
3	To a little extent	3	3.75%
4	Not at all	-	-
	Total =	80	100

Source: Field study

In response to the question of coordination among different departments, as Table no. 6 : 32 shows , about 58.75 p.c. of the respondents agreed that lack of coordination among different departments or agencies within the government causes delay in the implementation of policies ‘To some extent’ while 37.5 p.c. of the respondents considered it ‘To a great extent’ and 3.75 p.c. of the respondents considered it ‘To a little extent.’

The bureaucrats are asked in the following table if they received enough information about the goals and methods of the work when a particular work has to be executed.

Table No. 6 : 31

INFORMATION ON GOALS AND METHODS OF WORK

Serial Number	Responses	Number of responses	Percentage
1	Always	26	31.71%
2	Sometimes	48	58.54%
3	Rarely	8	9.75%
4	Never	-	-
	Total =	82	100

Source: Field study

As shown in Table no. 6 : 33, an analysis of the responses indicates that 58.54 p.c. of the respondents feels that they ‘Sometimes’ received enough information about the goals and methods of the work while ‘Always’ accounts for 31.71 p.c. of the responses and ‘Rarely’ accounts for 9.75 p.c. of the responses.

The respondents are further asked if they sometimes feel overloaded with responsibilities at work as will be shown in the following table.

Table No. 6 : 32

WORKLOAD

Serial Number	Responses	Number of responses	Percentage
1	Always	6	7.32%
2	Sometimes	53	64.63%
3	Rarely	22	26.83%
4	Never	1	1.22%
	Total =	82	100

Source: Field study

As shown in Table No. 6 : 35, in response to the question, about 64.63 p.c. of the respondent accounted 'Sometimes' in answering whether they sometimes feel overloaded with responsibilities at work, and 26.83 p.c. considered it 'Rarely' while 7.32 p.c. of the respondents accounted 'Always' and 1.22 p.c. as 'Never.'

The perceptions of the bureaucrats are taken in the following table whether they feel their present post helps them in show-casing their knowledge and capabilities.

Table No. 6 : 33

FUNCTIONAL SPECIALISATION

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	22	28.20%
2	To some extent	45	57.69%
3	To a little extent	10	12.82%
4	Not at all	1	1.28%
	Total =	78	100%

Source: Field study

In response to the question whether their present post helps them in show-casing their knowledge and capabilities, about 57.69 p.c. of the respondents feels that their present post helps them in show-casing their knowledge and capabilities 'To some extent' (as shown in Table No. 6 : 36). 'To a great extent' accounted for 28.20 p.c. of the responses while 12.82 p.c. considered it 'To a little extent' and 1.28 p.c. considered it 'Not at all.'

The following table present the perceptions of the bureaucrats in Mizoram to the question whether Rules and Regulations need to be strictly observed even if they delay the implementation of development programmes.

Table No. 6 : 34

RULES AND REGULATIONS

Serial Number	Responses	Number of responses	Percentage
1	Always	29	35.37%
2	Sometimes	50	60.97%
3	Rarely	2	2.44%
4	Never	1	1.22%
	Total =	82	100

Source: Field study

In order to study the perceptions of the bureaucrats regarding rules and regulations, the responses received from the question mentioned above indicates that (as shown in Table No. 6 : 37) 'Sometimes' accounted for 60.97 p.c. of the responses. About 35.37 p.c. of the respondents considered it 'Always' while 2.44 p.c. considered it 'Rarely' and 1.22 p.c. of the respondents considered it 'Never.'

In the following table, another attempt is made to further study the level of importance given to Rules and Regulations by the bureaucrats in Mizoram. A question is asked whether they would ignore the rules if the problems could be solved by ignoring rules.

Table No. 6 : 35

ADHERENCE TO RULES

Serial Number	Responses	Number of responses	Percentage
1	Always	1	1.22%
2	Sometimes	48	58.54%
3	Rarely	18	21.95%
4	Never	15	18.29%
	Total =	82	100

Source: Field study

As shown in Table No. 6 : 38, the respondents are asked whether they would ignore the rules if the problems could be solved by ignoring rules and 58.54 p.c. of the respondents accounted 'Sometimes' in answering the question while 21.95 p.c. of the respondents accounted 'Rarely.' About 18.29 p.c. of the respondents considered it 'Never' and 1.22 p.c. of the respondents considered it 'Always.'

In the following table the bureaucrats are asked a question regarding the level of importance given to the suggestions coming from junior officers.

Table No. 6 : 36

SUGGESTIONS FROM JUNIOR OFFICERS

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	44	53.66%
2	To some extent	35	42.68%
3	To a little extent	3	3.66%
4	Not at all	-	-
Total =		82	100

Source: Field study

In response to the question about the level of importance given to the suggestions coming from junior officers, an analysis of the responses shows (Table No. 6 : 39) that about 53.66 p.c. of the respondents considered it 'To a great extent' and 42.68 p.c. considered it 'To some extent' while 3.66 p.c. of the respondents considered it 'To a little extent.'

In the following table, an attempt is made to find out whether the bureaucrats feel free to talk to their superiors if they are displeased with certain aspects of their work.

Table No. 6 : 37

RELATIONSHIP WITH THE SUPERIORS

Serial Number	Responses	Number of responses	Percentage
1	Always	38	46.34%
2	Sometimes	43	52.44%
3	Rarely	1	1.22%
4	Never	-	-
Total =		82	100

Source: Field study

As shown in Table No. 6: 40, the bureaucrats are asked whether they feel free to talk to their superiors if they are displeased with certain aspects of their work, about 52.44 p.c. of the respondents accounted 'Sometimes' and 46.34% of the respondents accounted 'Always' while 1.22 p.c. considered 'Rarely.'

In the following table, an attempt is made to analyse the perceptions of the bureaucrats to the question of Postings and Transfers. The respondents are asked whether they think they are moved too frequently from one post to another.

Table No. 6 : 38

TRANSFERS AND POSTINGS

Serial Number	Responses	Number of responses	Percentage
1	Always	9	11.25%
2	Sometimes	50	62.5%
3	Rarely	17	21.25%
4	Never	4	5%
	Total =	80	100

Source: Field study

As shown in Table No. 6 : 41, in response to the question mentioned above, about 62.5 p.c. of the respondents felt that they are 'Sometimes' being moved too frequently from one post to another while 21.25 p.c. of the respondents considered it 'Rarely.' and 11.25 p.c. of the respondents also accounted 'Always' to the question while 5 p.c. of the respondents accounted 'Never.'

An attempt is further made in the following table to analyse the perceptions of the bureaucrats regarding the consequence of frequent Transfer and the respondents are asked whether some projects suffer due to frequent rotation from one post to another.

Table No. 6 : 39

AFFECT OF FREQUENT ROTATION OF POST

Serial Number	Responses	Number of responses	Percentage
1	Always	13	16.25%
2	Sometimes	56	70%
3	Rarely	10	12.5%
4	Never	1	1.25%
	Total =	80	100

Source: Field study

In response to the question as shown in Table No. 6 : 42, 70 p.c. of the respondents agreed that some projects suffer due frequent rotation from one post to another 'Sometimes' while 16.25 p.c. of the respondents accounted 'Always' to the question. About 12.5 p.c. admitted 'Rarely' while 1.25 p.c. considered 'Never.'

Training of an employee is important for rational application of Rules as well as the efficient functioning of work. In the following table, an attempt is made to analyse the perceptions of the bureaucrats whether the training programmes they have attended helped them in their actual work.

Table No. 6 : 40

TRAINING

Serial Number	Responses	Number of responses	Percentage
1	To a great extent	40	49.38%
2	To some extent	38	46.91%
3	To a little extent	3	3.70%
4	Not at all	-	-
	Total =	81	100%

Source: Field study

As Table No. 6 : 43 shows, about 49.38 p.c. of the respondents agreed that the training programmes they have attended helped them in their actual work 'To a great extent' and 46.91 p.c. of the respondents considered it 'To some extent.' about 3.70 p.c. of the respondents admitted 'To a little extent.'

As will be seen in the following table, the perceptions of the bureaucrats are taken to find out if there is a role distinction between the Generalists and the Specialists of Mizoram.

Table No. 6 : 41

GENERALIST AND SPECIALIST

Serial Number	Responses	Number of responses	Percentage
1	Yes	35	42.68%
2	No	47	57.32%
	Total =	82	100

Source: Field Study

Table No. 6: 44 presents an analysis of the question on the generalist and specialist and 57.32 p.c. of the respondents perceived that there is no clear cut role distinction between the Generalists and the Specialists of Mizoram while 42.68 p.c. of the respondents answered 'yes' to the question.

As will be seen in the following table, the respondents are asked whether they spare time for people who come to their office to consult them.

Table No. 6 : 42

CLIENT ORIENTATION

Serial Number	Responses	Number of responses	Percentage
1	Always	79	98.75%
2	Sometimes	1	1.25%
3	Rarely	-	-
4	Never	-	-
	Total =	80	100

Source: Field study

As shown in Table No. 6 : 45, almost all the respondents agreed that they 'Always' spare time for people who come to their office to consult them and this accounted for 98.75 p.c. of the responses. Only 1.25 p.c. of the respondent accounted 'Sometimes' to the question.

In an attempt to further analyse the importance given to Client Orientation, another question is asked in the following table whether the bureaucrats feel meeting those people who come to their office causes delay in the performance of their job.

Table No.6 : 43

CLIENT ORIENTATION AND BUREAUCRACY

Serial Number	Responses	Number of responses	Percentage
1	Always	-	-
2	Sometimes	40	48.78%
3	Rarely	31	37.80%
4	Never	11	13.41%
	Total =	82	100

Source: Field study

In response to the question mentioned above, as shown in Table No. 6 : 46, 48.78 p.c. of the respondents admitted that meeting those people who come to their office to consult them 'Sometimes' causes delay in the performance of a job while 37.80 p.c. agreed that they 'Rarely' causes delay and 13.41 p.c. admitted that they 'Never' act as a delay in the performance of a job.

Motivation is an important feature for the performance of a job. The respondents are given a question to determine the motivating factor for the performance of a job and they are given certain options to answer the question. 82 respondents attempted the question, however, the respondents give multiple answers to the question. About 78.04 p.c. of the respondents accounted 'Interesting and challenging work' as the motivating factor and this

accounted the highest percentage of all responses. About 68.29 p.c. of the respondents accounted “Great working environment” as the motivating factor while 53.66 p.c. of the respondents accounted ‘Great relationship with the political leaders and superior officers’ as the motivating factor. About 39.02 p.c. perceived ‘Great chances of prestige and recognition’ as the motivating factor while 34.15 p.c. of the respondents considered “Fair entry of performance appraisal.” About 21.95 p.c. accounted ‘Great political leadership’ while 17.07 p.c. accounted “Great chances of promotion” and 14.63 p.c. of the respondents accounted “Great salary and other incentives” as the motivating factor. Some of the respondents also indicated that the motivating factor for the performance of a job include appreciation from the target group, recognition and appreciation of good performance, the self satisfaction on completion of a job.

Corruption posed as a great challenge for development administration and in this perspective, the respondents are asked to give their perceptions regarding the factor responsible for corruption. About 82 respondents attempted the question; however, the respondents gave multiple answers to the question. About 68.29 p.c. of the respondents perceived ‘Moral factor’ as the factor responsible for corruption and it accounts for the highest percentage of response. About 31.71 p.c. of the respondents considered ‘Political factor’ while 26.83 p.c. of the respondents considered ‘Economic factor.’ About 19.51 p.c. of the respondents accounted ‘Structural factor’ and 9.76 p.c. of the respondent’s perceived ‘Cultural factor’ as the factor responsible for corruption.

6.7. Perceptions of the Political Leaders on Development Administration: In an attempt to study the perceptions of the political executives on development administration in Mizoram, a questionnaire is prepared in which 37 respondents attempted the questions. Regarding the educational qualifications of the respondents, 56.75 p.c. of the respondents are Graduate, and 27.02 p.c. of the respondents have school education, and 16.82 p.c. are Post Graduate. All the respondents are in the age group of 51 and above. All the respondents are male and 70.27 p.c. of the respondents have rural background and 29.72 p.c. of the respondents have an urban background. Regarding the income particulars of the respondents, 89.19 p.c. of the respondents accounted 5 Lakhs per annum or more, about 8.11 p.c. accounted 4 lakhs per annum and 2.70 p.c. accounted 3 Lakhs per annum. All the respondents have political experiences of more than 16 years.

An attempt is made to study the perception of the political executives regarding development in Mizoram and their responses will be shown in the following table.

Table No. 6 : 44

DEVELOPMENT IN MIZORAM

Serial Number	Responses	Number of responses	Percentage
1	Very good	-	-
2	Average	26	70.27%
3	Poor	11	29.73%
	Total =	37	100

Source : Field study

As shown in table No. 6 : 47, the responses to our queries indicates that 70.27 p.c. of the respondents accounted “Average” to development in Mizoram, and 29.73 p.c. of the respondents accounted “Poor.”

An attempt is made to find out the perceptions of the political leaders regarding the factors that posed as a challenge for development; however, the respondents differ in indentifying the question, ‘poor implementation’ accounted 70.27 p.c. of the responses, ‘lack of proper planning’ accounted for 67.35 p.c. of the responses, ‘corruption’ accounted for 64.86 p.c., ‘poor infrastructure’ accounted for 40.54 p.c. of the responses, ‘favoritism and nepotism’ accounted for 37.83 p.c. and ‘lack of people participation’ accounted for 27.02 p.c.

In a further attempt to study the factors responsible for delay in the implementation of development programmes, the responses vary to a great extent. ‘delay in issuing sanctions and approvals’ accounted for 70.27 p.c. of the responses, about 64.86 p.c. for ‘technical problem,’ while 56.75 p.c. for ‘managerial problem’ and 56.75 p.c. for ‘lack of specific assignment of responsibility.’

In the following table, an attempt is made to find out the participation of the people in the development process of Mizoram as perceives by the political leaders.

Table No. 6 : 45

PEOPLE PARTICIPATION IN THE DEVELOPMENT PROCESS OF MIZORAM

Serial Number	Responses	Number of responses	Percentage
1	Good	2	5.40%
2	Average	30	81.08%
3	Bad	5	13.51%
	Total =	37	100

Source : Field study

Table No 6 : 48 presents the perceptions of the political leaders regarding the participation of the people in the development process of Mizoram and it is found that 81.08 p.c. of the respondents considered “Average” while 13.51 p.c. accounted “Bad” and 5.40 p.c. of the respondents accounted “Good.”

In a further attempt to study the people participation, the political leaders are further asked whether the people are motivated to participate in the development of Mizoram and the analysis will be shown in the following table.

Table No. 6 : 46

MOTIVATION OF THE PEOPLE

Serial Number	Responses	Number of responses	Percentage
1	Yes	9	24.32%
2	No	28	75.67%
	Total =	37	100

Source : Field study

An analysis to our queries as shown in table No. 6 : 49 indicates that 91.89 p.c. of our respondents admitted that the people are not motivated to participate in the development process of Mizoram while 8.11 p.c. felt the people are not motivated.

The perceptions of the political leaders are taken to study the contribution of the senior government officials in the formulation of policies. The political leaders are asked whether the contributions of the senior government officials are helpful in the formulation of policies.

Table No. 6 : 47

SENIOR GOVERNMENT OFFICIALS IN THE FORMULATION OF POLICIES

Serial Number	Responses	Number of responses	Percentage
1	Very helpful	17	45.94%
2	Not helpful	20	54.05%
	Total =	37	100

Source: Field study

As shown in Table No. 6 : 50, about 54.05 p.c. of our respondents considered the contribution of the senior government officials in the formulation of policies as “not helpful” while 45.94 p.c. of the respondents considered them “very helpful.”

A further attempt is made to study the contribution of the senior government officials in the implementation of policies as will be shown in the following table. The respondents are asked about the contribution of the senior government officials in the implementation of policies.

Table No. 6 : 48

SENIOR GOVERNMENT OFFICIALS IN THE IMPLEMENTATION OF POLICIES

Serial Number	Responses	Number of responses	Percentage
1	Very helpful	29	78.38%
2	Not helpful	8	21.62%
	Total =	37	100

Source : Field study

An analysis of the responses indicates that 78.38 p.c. of the respondents considered the contribution of the senior government officials in the implementation “very helpful” while 21.62 p.c. considered it “not helpful.”

The respondents are further asked a question, “Do you think it is important for the political leaders to maintain a good relationship with the government officials.” An analysis of the responses will be shown in the following table.

Table No. 6 : 49

IMPORTANCE OF GOOD RELATIONSHIP WITH THE GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Yes	37	100%
2	No	-	-
	Total =	37	100

Source : Field study

Table No 6 : 52 presents the responses of the political leaders regarding the importance of maintaining a good relationship with the government officials, an analysis of the responses indicates that all the respondents considered it important.

In the following table, an analysis of the responses to the question, “Do you seek advice from the government officials?” will be shown

Table No. 6 : 50

ADVICE FROM GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Yes	37	100%
2	No	-	-
	Total =	37	100

Source : Field study

An analysis to the question whether the political leaders seek advice from the government officials indicates that all our respondents admitted that they seek advice from the political leaders.

The political leaders are further asked, “How often do the government officials seek advice from you?”. The analysis of the responses will be shown in the following table.

Table No. 6 : 51

ADVICE TO THE GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Always	6	16.22%
2	Sometimes	31	83.78%
3	Never	-	-
	Total =	37	100

Source : Field study

An analysis to our queries indicates that 83.78 p.c. of our respondents indicated that the government officials sometimes seek advice from them and 16.22 p.c. of the respondents accounted “always.”

In an attempt to further study the actual nature of the relationship between the political leaders and the bureaucrats, the political leaders are further asked whether they get along with the government officials. The analysis to our queries will be shown in the following table.

Table No. 6 : 52

RELATIONSHIP WITH THE GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Yes	36	97.30%
2	No	1	2.70%
	Total =	37	100

Source : Field study

Table no. 6 : 55 presents the analysis to our question whether the political leaders get along with the government officials and the analysis of the responses indicates that 97.30 p.c. of the respondents agreed they get along with the government officials while 2.70 p.c. did not.

In an attempt to study the various kinds of pressures exerted upon the political leaders, the respondents are asked to identify the different types of pressures. In the following table, an analysis of the responses regarding the pressure relating to the interest of the members of the family members will be shown.

Table No. 6 : 53

PRESSURES FROM THE MEMBERS OF THE FAMILY

Serial Number	Responses	Number of responses	Percentage
1	Always	1	2.70%
2	Sometimes	-	
3	Never	36	97.30%
	Total =	37	100

Source : Field study

An analysis of the responses regarding the pressure exerted upon the political leaders by their family indicates that 97.30 p.c. of our respondents accounted “Never” while 2.70 p.c. of the respondents accounted “always.”

With regard to the pressures exerted upon the political leaders by their friends and relatives, the responses of the political leaders will be shown in the following table.

Table No. 6 : 54

PRESSURES FROM FRIENDS AND RELATIVES

Serial Number	Responses	Number of responses	Percentage
1	Always	2	5.40%
2	Sometimes	19	51.35%
3	Never	16	43.24%
	Total =	37	100

Source : Field study

As shown in Table No. 6 : 55, in response to our question whether their friends and relatives put pressures on them for undue favours, an analysis to our questions indicated that 51.35 p.c. of the respondents admitted that they are “sometimes” pressured by their friends and relatives while 43.24 p.c. accounted “never” and 5.40 p.c. indicated “always.”

In the following table, the political leaders are further asked if their party supporters put pressures on them.

Table No. 6 : 55

PRESSURES FROM PARTY SUPPORTERS

Serial Number	Responses	Number of responses	Percentage
1	Always	21	56.76%
2	Sometimes	16	43.24%
3	Never	-	-
	Total =	37	100

Source : Field study

As shown in Table No. 6 : 56, an analysis to our question regarding the pressures from their party supporters, about 56. 76 p.c. of the respondents admitted they are “always” pressured by their party supporters while 43.24 p.c. accounted “sometimes.”

Regarding the question of the pressures from the people of the constituency, our analysis to the question will be shown in the following table.

Table No. 6 : 56

PRESSURES FROM THE PEOPLE OF THE CONSTITUENCY

Serial Number	Responses	Number of responses	Percentage
1	Always	20	54.05%
2	Sometimes	17	45.94%
3	Never	-	-
	Total =	37	100

Source : Filed study

In response to the question whether the people of their constituency put pressure on them, 54.05 p.c. of the respondents admitted “always’ while 45.94 p.c. admitted “sometimes.”

In a further attempt to analyse the relationship between the political leaders and the bureaucrats, the political leaders are asked if the government officials gives importance to the instructions and orders given by the political leaders. An analysis to our question will be shown below.

Table No. 6 : 57

INSTRUCTIONS AND ORDERS GIVEN TO THE GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Yes	21	56.76%
2	No	16	43.24%
	Total =	37	100

Source : Field study

As shown in table 6 : 60, about 56.76 p.c. of the respondents agreed that the instructions and orders given by the political leaders are given importance by the bureaucrats while 43.24 p.c. considered “No.”

In a further attempt to study the role of bureaucracy in development administration in Mizoram, the perceptions of the political leaders are taken to find out whether the government officials lack the required skills and knowledge for development administration. The responses to our question will be shown in the following table.

Table No. 6 : 58

**SKILLS AND KNOWLEDGE OF GOVERNMENT OFFICIALS IN
DEVELOPMENT ADMINISTRATION**

Serial Number	Responses	Number of responses	Percentage
1	Yes	20	54.05%
2	No	17	45.95%
	Total =	37	100

Source : Field study

Table no 6 : 61 presents an analysis to the question whether the government officials lack the required skills and knowledge for development administration and it is found that 54.05 p.c. of our respondents perceived that the government officials lack the knowledge and skills for development while 45.95 p.c. of the respondents do not agree with the question.

In the following table, an analysis to our question regarding the perception of the political leaders on whether the government officials can misguide the political leaders will be shown.

Table No. 6 : 59

MISGUIDANCE BY THE GOVERNMENT OFFICIALS

Serial Number	Responses	Number of responses	Percentage
1	Yes	35	94.59%
2	No	2	5.41%
	Total =	37	100

Source : Field study

In response to our question “Do you think that the government officials can misguide the political leaders?” about 94.59 p.c. of the respondents agreed that the government officials can misguide the political leaders while 5.41 p.c. does not agree with the question.

The political leaders are further asked whether the bureaucrats are committed to the goals of development and the analysis to our question will be shown in the following table.

Table No. 6 : 60

GOVERNMENT OFFICIALS COMMITMENT TO THE GOALS OF DEVELOPMENT

Serial Number	Responses	Number of responses	Percentage
1	Yes	21	56.76%
2	No	16	43.24%
	Total =	37	100

Source : Field study

Table No. 6 : 63 presents the analysis to the question whether the government officials are committed to the goals of development and it is found that 56.76 p.c. of the political leaders considered that the government officials are committed to the goals of development while 43.24 p.c. does not agree with the question.

In the following table, the perceptions of the political leaders with regard to the role of government officials in the development process of Mizoram will be shown.

Table No. 6 : 61

ROLE OF GOVERNMENT OFFICIALS IN DEVELOPMENT PROCESS OF MIZORAM

Serial Number	Responses	Number of responses	Percentage
1	Good	2	5.41%
2	Average	34	91.89%
3	Bad	1	2.70%
	Total =	37	100

Source : Field study

An analysis to the perception of the political leaders regarding the role of the bureaucrats in development shows that 91.89 p.c. considered “average” while 5.41 p.c. considered “good” and 2.70 p.c. considered “bad.”

In the following table, the responses to our question whether implementation of development programmes suffer due to frequent changes in public policy under rival political party will be shown.

Table No. 6 : 62

CHANGES IN PUBLIC POLICY UNDER RIVAL POLITICAL PARTY

Serial Number	Responses	Number of responses	Percentage
1	Yes	32	86.49%
2	No	5	13.51%
	Total =	37	100

Source : Field study

An analysis to our question indicates that 86.49 p.c. of the respondents agreed that implementation of development programmes suffer due to frequent changes in public policy under rival political party while 13.51 p.c. does not agree with the question.

In an attempt to analyse development administration of Mizoram and the problems therein, an open-ended questionnaire is prepared in which the bureaucrats are asked to identify the difficulties to be tackled in the administration of development of Mizoram. However, the respondents gave multiple answers to the question. Several points are given by the respondents to tackle the hurdles of development administration of Mizoram such as:

- Interference of political leaders
- Moral corruption of the projected people and practices of corruption by government officials should be checked and tackled in order to effectively administrate developmental process of Mizoram
- Moral degradation
- Lack of awareness and people participation. The people should be made aware on the importance of quality and utility of all developmental works
- Lack of skills and inefficiency
- Lack of planning and direction
- Lack of motivation and objectives
- Vested interest and selfishness
- There should be proper work plan. The work plan should always be strictly followed at all level
- Geo-physical isolation
- Infrastructural bottlenecks
- Historical and economical backwardness
- Shortage of technical and scientific inputs

- Lack of adequate experience in devising and implementing mega projects/schemes etc
- Favouritism and Nepotism
- Absence of effective monitoring during the implementation
- A number of administrator work in one State without much knowledge about the other State, so they lack a comparative approach in analysing various issue and the various options for tackling issues
- Good leadership at the helm is needed both at the political and bureaucratic levels
- Frequent changes in government policy
- Party-Politics need to be done away
- Late release and late receipt of state matching share always hampered smooth implementation of various centrally sponsored schemes
- Lack of enforcement of rules and regulations
- Respect should be shown but 'Yes Boss' attitude of Government officials to 'Political Babus' should be loosened up
- Greater technical knowledge should be imparted through training to Government Officials to usher in efficiency
- Grassroot level training on the masses of development schemes/programmes
- Human resource development
- Centralisation of policy formulation
- Lack of staffs in rural areas
- Lack of technical and managerial support
- Lack of accountability of Government officials in case of failure of development programmes
- Lack of involvement of target beneficiary in policy formulation and development planning
- Undue advantage given to relatives and 'party-workers' while appointing a contractor for a particular development scheme
- Wrong habit of applying own-ideas and wrong practices in place of laws and rules of procedure
- Lack of proper decentralisation of executive and financial powers
- Absence of proper monitoring and evaluation mechanism in the entire process
- Over-staffing
- Poor co-ordination among departments

- On-field technical guidance need to be there even before the start of the project
- Long-term policy should go side-by-side with Short-term policy
- No discipline in government administration
- Third-party monitoring needed, and
- Correct and accurate statistics is a pre-requisite for formulation of appropriate policies, schemes and programmes. It is also important for drafting projects for bridging regional imbalances

This chapter deals with the empirical study on the role of bureaucracy in development administration in Mizoram. An analysis is made on the perceptions of the bureaucrats on the various aspects of development administration in Mizoram, the nature of the relationship with the political leaders as well as the bureaucratic functioning of Mizoram. In the later part of the chapter, the perceptions of the political leaders are taken on development administration as well as the relationship with the bureaucrats.

CHAPTER- VII

Conclusion

In the previous chapter, a description and analysis is made on the bureaucratic structure, functioning, procedures, dysfunctions, issues and challenges of bureaucracy in Mizoram including development administration and personnel administration based on our field study conducted for the purpose of data collection. The perceptions of the bureaucrats are taken to address on these issues. In this chapter, we present the conclusion of the entire study into two parts. The first part will be devoted to the summary of all the previous chapters and the second part will be devoted to the research findings in relation to the research questions, concluding observations and suggestions for the enrichment of the role of bureaucracy in development administration in Mizoram.

PART-I

Development has become the heart of politics in most developing countries. It encompasses those entire efforts channel towards the improvement and achievements in all sectors of the society. The most important role of bureaucracy in developing countries is that of socio-economic development. They are the primary agent for growth and progress of the society. But it is vital to make bureaucracy competent and responsive towards this task. The first chapter of our study covers a brief introduction about administration, personnel administration and development administration. It also includes research problem, review of literature, scope of the study, objectives, research questions, research methodology, chapterisation as well as Profile of our Respondents.

The second chapter deals with the Administrative Settings of Mizoram from the Pre-British period till today. The evolution of the administrative setting is traced back from the time the Mizo people migrated to Mizoram. The various administrative settings of Mizoram under British colonialism are studied in the first part of the chapter. It has been found that During the Pre-British period, there was no systematic pattern of administration in Mizoram. However, with the emergence of Chieftainship, the Chief used to carry out the administration of the Village with the assistance of his LalUpa, Zalen, Ramhual, Tlangau, Thirdeng and Puithiam. The British annexed the territory in 1891 into the South Lushai Hills

as a Part of Bengal and the North Lushai Hills as a Part of Assam. Political Officer and Superintendent were appointed to carry out the administration of the Hills. The Inner Line Regulation was introduced to prevent the Mizo people from the plainsmen and vice versa. The South and North Lushai Hills were united in 1898 into one unit known as the Lushai Hills District with Aijal (Aizawl) as the headquarter. The Administration of the Lushai Hills District was vested in the Chief Commissioner of Assam, the Superintendent and his assistants, Circle Interpreters and the Chiefs and Headmen of Villages.

For the purpose of administration, Circle System was introduced in 1901 between 1902, as such; the whole district was divided into two sub-divisions-Aizawl and Lunglei. Under the Government of India Act, 1919 and the Government of India Act, 1935 the Lushai Hills District was classified as a Backward Tract and Excluded Area, under which the administration was vested with the Governor as well as the Local Hereditary Chiefs. The First Political Activity was set up in the form of District Conference in 14th January, 1946 under Macdonald.

The Mizo Hills District and the Pawi-Lakher Regional Council were constituted in 1952 and 1953. The Council consisted of the Chairman, Deputy Chairman, Chief Executive Member and Executive Members respectively. Chieftainship was abolished on 1st April, 1955 and Village Council was established for village administration on 29th November, 1953. Insurgency broke out in Mizoram on 28th February, 1966 as a result of resentment against the Government of Assam. On 2nd March, 1966, Mizoram was declared as a disturbed area. The M.N.F. declared Independence on 1st March, 1966. As a Counter-Insurgency Measures, four types of grouping of villages were introduced in Mizoram, such as Progressive and Protected Villages, New Group Centres, Voluntary Grouping Centres, and Extended Loop Area. The grouping of villages hurt the sentiments of those affected by the system.

Mizoram was elevated to a Union Territory on 21st January, 1972 by the Twenty-Seventh Amendment (North-Eastern Areas Reorganisation Act, 1971) of the Indian Constitution. Peace Accord was signed between the M.N.F. and the Government of India on 30th June, 1986. On 2nd February, 1987 Mizoram formally came as a fully fledged State of the Union of India and became the 23rd State of India. Many changes in the administrative system have taken place since then. The Lt. Governor was replaced by the Governor in the State of Mizoram. The state comprised of eight districts and the Deputy Commissioner with their Assistants discharges the functions of the district administration. There exists three

Autonomous Districts in Mizoram and the civil administration is vested with the Deputy Commissioner representing the State Government and the Chief Executive Member of the Executive Committee heading the District Council. Except for Aizawl, the local administration is carried out by the village council in Mizoram. Several village councils were dissolved with effect from 24th November, 2011 prior to the creation of Aizawl Municipal Council within the district of Aizawl.

In the third chapter, focus is made on the theoretical implications of personnel administration and its theoretical implications in the first part of the chapter. This chapter also addressed important features of personnel administration such as the structure, recruitment, training, promotion and conduct rules of the personnel employed under the Government of India. Personnel administration in India is under a lot of pressure due to the change in Governmental role after Independence. The role of bureaucracy in Development Administration is a much discussed and questioned topic over the years. In this chapter, attempt has been made to trace the evolution of personnel administration in Mizoram from the British period till today. It addresses personnel administration under different administrative set-ups, such as, the North and South Lushai Hills Administration, Lushai Hills Administration, Mizo District Council and Pawi-Lakher Regional Council, Union Territory of Mizoram and the State of Mizoram till today. This chapter also discusses the present scenario of the structure, recruitment, training, performance appraisal and promotion system of the government servant in Mizoram with particular reference to the Mizoram Civil Service.

In chapter four, the first part of the chapter focused on the theoretical implications of development administration and the issues and challenges. In the later part of the chapter, the study is narrowed down to Mizoram situation and NLUP Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department are studied.

Chapter five deals with the theoretical concept of the relationship between the political and non-political executive as well as the evolution of the relationship between the political and non-political executives in India and the study is narrowed down to Mizoram situation. We have tried to analyse the actual nature of the relationship between the political executives and the non-political executives of Mizoram under different administrative settings.

In chapter six, an empirical study is made on development administration, the relationship between the political executives and the non-political executives, the functioning of bureaucracy, the bureaucratic structure of Mizoram as well as the dysfunction of the bureaucracy in development administration of Mizoram. The perceptions of the political leaders and the bureaucrats are taken for a study on development administration in Mizoram. In an attempt is to study the actual nature of the relationship between the political leaders and the bureaucrats, the perceptions of both are taken to analyse various aspects of the relationship. The perceptions of the bureaucrats are also taken in this chapter in order to study the bureaucratic functioning of Mizoram.

Part-II

The course of our study is guided by three Research Questions and we tried to find out the answer to our questions throughout the whole study. The first question is, “Is the development of Mizoram mainly dependent on the effective and positive role played by the bureaucracy in the implementation of developmental programmes?” In an attempt to answer this question, the perceptions of the bureaucrats are taken to find out the criteria for successful implementation of development programmes and it is found that the bureaucrats and the analysis of the responses indicated that ‘proper planning’ accounted 90.24 p.c. of the responses, ‘people’s participation’ accounted for 58.5 p.c. of the responses and ‘good coordination among different department’ accounted 51.22 p.c. of the responses. An analysis of the perceptions of the bureaucrats’ on the challenge of development indicated that 60.97 p.c. of the respondents attributed “Lack of Proper Planning.” About 60.97 p.c. of the respondents identified “Corruption” and 56.09 p.c. of the respondents also accounted “Favouritism and Nepotism.” With regard to the perception of the political leaders on the challenge of development in Mizoram, ‘poor implementation’ accounted 70.27 p.c. of the responses, ‘lack of proper planning’ accounted for 67.35 p.c. of the responses, ‘corruption’ accounted for 64.86 p.c. In response to the factors responsible for delay in the implementation of development programmes, the responses of the political leaders indicated ‘delay in issuing sanctions and approvals’ which accounted for 70.27 p.c. of the responses, while 64.86 p.c. for ‘technical problem,’ and 56.75 p.c. for ‘managerial problem.’ With regard to the bureaucrats perceptions on the factors responsible for delay in the implementation of development programmes, ‘Delay in issuing sanctions and approvals’

accounted for the highest percentage of responses i.e. 70.73 p.c., 43.90 p.c. of the respondents accounted 'Managerial Problem' 31.71 p.c. of the respondents attributed "Technical problem" as the reason for delay in the implementation of development programmes.

Regarding people's participation in development process of Mizoram, the perceptions of the bureaucrats' are further taken and it has been found that about 51.22 p.c. of the respondents considered it "Not Good Enough" which is the highest percentage of responses. With regard to the perceptions of the political leaders on people participation, about 81.08 p.c. of the political leaders considered 'Average.' Regarding the motivation of the people, about 54.32 p.c. of the bureaucrats considered the people are motivated to participate in the development process of Mizoram 'sometimes' while 75.67 p.c. of the political leaders admitted that the people are not motivated to participate in the development process of Mizoram. About 39.02 p.c. of the bureaucrats agreed that implementation of development programmes suffer due to frequent changes in public policy under rival political party and 86.49 p.c. of the political leaders also agreed with the question.

So, after going through the responses of both the bureaucrats' and political leaders regarding the role played by bureaucracy in the implementation development programmes, it is found out that proper planning is the stepping stone and people's participation followed by co-ordination among different departments are the significant factors. The political leaders are of the opinion that poor implementation, lack of proper planning and corruption are the main reasons for improper implementation of development programmes.

Our second research question is, "Is effective formulation and implementation of developmental programmes dependent upon the healthy relationship between the political executive and the non-political executives?" In our attempt to answer our research question, an attempt is made to study the roles and responsibilities of the Senior Government Officials in the formulation and implementation of policies. About 46.34 p.c. (i.e. highest percentage of responses) of the bureaucrats considered the "Political Leaders" responsible for taking decision on the formulation of broad policies. About 43.90 p.c. (i.e. highest percentage of responses) of the bureaucrats considered the 'Political Leaders' responsible for fixing priorities in programme implementation. A further attempt is made to examine the level of importance given towards the maintenance of a healthy relationship between the political and the non-political executives and the analysis of the responses indicated that about 56.09 p.c. of the bureaucrats considered it important to maintain a good relationship with the political

leaders and all the political executives considered it important to maintain a good relationship with the bureaucrats. About 50.62 p.c. of the bureaucrats admitted that they 'rarely' seek advice from the political leaders while 83.78 p.c. of the political leaders indicated that the government officials 'sometimes' seek advice from them. When asked if they get along with each other, 86.42 p.c. of the bureaucrats said that they get along 'quite well' with the political leaders and 97.30 p.c. of our respondents agreed they get along with the government officials. A further attempt is made to study the nature of the relationship and the bureaucrats are asked if they accept all the demands and requests made by the political leaders and 50 p.c. accounted 'sometimes' and this is the highest percentage of responses. The bureaucrats are further asked if they accept the request by political leaders if it goes against the rules and practices and 53.75 p.c. (highest percentage of responses) said they 'never' accept those demands. About 65.85 p.c. of the bureaucrats agreed that the political leaders are only concerned with party interest 'sometimes' and 51.22 p.c. of the bureaucrats agreed that the political leaders do not give importance to efficiency in administration 'sometimes.' About 74.07 p.c. of the respondents agreed that political leaders are not aware of rules and regulations 'sometimes' and 56.79 p.c. also agreed that the political leaders support favouritism and nepotism 'sometimes.' However, based on the responses of the political leaders, 94.59 p.c. of our respondents agreed that the government officials can misguide the political leaders. Thus, we can conclude from the above analysis made that effective formulation and implementation of developmental programmes is dependent upon the healthy relationship between the political executive and the non-political executives. However, certain pressures exerted on the bureaucrats by the political leaders can pose constraints to the relationship.

Our third research question is, "Is there a conflict between the bureaucratic structure and the pace of development?" In an attempt to answer this question, the perceptions of the bureaucrats are taken on certain aspects. The bureaucrats in Mizoram are asked about their perceptions if more levels in the administration causes delay in administration and about 53.66 p.c. of the respondents admitted that more levels in the administration causes delay in the implementation of policies 'To a great extent' which accounts for the highest percentage of responses. An attempt is made to study whether individual government officials are responsible for delay in the implementation of policies and it is found that 'To some extent' accounts for 58.02 p.c. which is the highest responses. An attempt is made to analyse whether the bureaucrats follow the instructions received from their superiors even if they do not apply

to the real situations and it is found that 43.04 p.c. of the respondents admitted that if the instructions received from their superiors do not apply to the real situations, they 'rarely' follow the instructions received from their superiors and this accounts for the highest percentage of responses. The perceptions of the bureaucrats are further taken in order to analyse whether lack of coordination among different departments or agencies within the government causes delay in the implementation of policies and it is found that majority (i.e. 58.75 p.c.) of the respondents admitted 'to some extent.' An analysis on the perceptions of the bureaucrats to the question whether Rules and Regulations need to be strictly observed even if they delay the implementation of development programmes indicated that 'Sometimes' accounted for the highest (i.e. 60.97 p.c.) responses. In an answer to the question whether they would ignore the rules if the problems could be solved by ignoring rules, 58.54 p.c. of the respondents accounted 'Sometimes' in answering the question which is the highest percentage of response. Almost all the respondents agreed that they 'always' spare time for people who come to their office to consult them and this accounted for 98.75 p.c. of the responses. About 48.78 p.c. of the respondents admitted that meeting those people who come to their office to consult them 'Sometimes' causes delay in the performance of a job. The bureaucrats are further asked whether individual government officials are responsible for delay in the implementation of policies. 'To some extent' accounts for the highest responses i.e. 58.02 p.c. of the responses. Thus, we find that there is no basic conflict between the bureaucratic structure and pace of development. Since there is no separate cadre for development bureaucrats', the same personnel perform the task of development. The traditional functions and responsibilities of the bureaucrats' continued to dominate their daily routine. Additionally they are also expected to look into the requirements of development administration over and above their normal functions and duties. Some of the officials who are directly related to developmental functions like in the case of rural development, social welfare, NLUP in Mizoram are also expected to perform their day to day administrative responsibilities which sometimes create a gap between their role expectations and role performance.

In an attempt to have an in-depth study on the role of the bureaucracy in development administration in Mizoram, the perceptions of the bureaucrats are taken to find out the contributions of the senior government officials in the formulation of policies and it is found that 48.78 p.c. of our respondents considered it 'often helpful' which accounts for the highest responses. The perceptions of the political leaders are also taken regarding the contributions

of the senior government officials and it is found that 54.05 p.c. considered them 'not helpful.' Regarding the implementation of policies, the perceptions of the bureaucrats are taken and 63.41 p.c. of our respondents identified the participation of the senior government officials in the implementation of policies 'to some extent.' The perceptions of the political executives are also taken and it is found that 78.38 p.c. of the respondents considered the contribution of the senior government officials in the implementation as 'very helpful.' The perceptions of the bureaucrats are further taken regarding the decision-making process in the formulation of a policy and 46.34 p.c. of the respondents identified the 'Political leaders' as responsible and this accounted for the highest percentage of responses. With regard to fixing priorities for programme implementation, 43.90 p.c. of the bureaucrats accounted the 'political leaders' responsible for taking decisions and this accounted for the highest percentage of responses. Regarding the day to day working of programmes, 60.98 p.c. of the bureaucrats identified "government officials" responsible for taking decisions and in programme evaluation, 53.65 p.c. of the bureaucrats identified the "government officials" responsible for taking decisions. About 60.49 p.c. of the bureaucrats admitted that the Political Leaders seek their advice 'Sometimes,' an analysis of the responses of the political executives also indicated that all our respondents admitted that they seek advice from the government officials. Thus, bureaucracy in Mizoram plays an important role in the implementation of policies, day to day working of programmes, programme evaluation and giving advice to the political leaders.

The perceptions of the political executives are further taken to analyse the role of bureaucracy in development administration and it is found that it is found that 54.05 p.c. of our respondents are of the view that the government officials lack the knowledge and skills for development. However, the perceptions of the political leaders are further taken to study whether the bureaucrats are committed to the goals of development and it is found that 56.76 p.c. considered that the government officials are committed to the goals of development. An analysis to the perception of the political leaders regarding the role of the bureaucrats in development shows that 91.89 p.c. considered 'average.'

We also made an attempt made to study personnel administration in Mizoram and in this respect, certain aspects of personnel administration is analysed for the purpose of our study. Regarding the workload, 64.63 p.c. of the respondent admitted that they 'sometimes' feel overloaded with work. 57.69 p.c. of the respondents felt that their present post helps them in show-casing their knowledge and capabilities 'To some extent' which accounted for

the highest percentage of responses. In response to the question about the level of importance given to the suggestions coming from junior officers, 53.66 p.c. of the respondents considered it 'To a great extent.' The bureaucrats are asked whether they feel free to talk to their superiors if they are displeased with certain aspects of their work, 52.44 p.c. of the respondents accounted 'Sometimes.' About 62.5 p.c. of the respondents felt that they are 'Sometimes' being moved too frequently from one post to another. About 49.38 p.c. of the respondents agreed that the training programmes they have attended helped them in their actual work 'To a great extent.' When a particular work has to be executed, 58.54 p.c. of the respondents felt that they 'Sometimes' received enough information about the goals and methods of the work. 57.32 p.c. of the respondents perceived that there is no clear cut role distinction between the Generalists and the Specialists of Mizoram. Regarding motivation, 78.04 p.c. of the respondents accounted 'Interesting and challenging work' as the motivating factor and this account for the highest percentage of response. About 68.29 p.c. of the respondents accounted 'Great working environment' as the motivating factor while 53.66 p.c. of the respondents accounted 'Great relationship with the political leaders and superior officers' as the motivating factor.

In an attempt to study the kinds of pressure that might be exerted upon the bureaucrats by the political leaders, an analysis is made on different kinds of pressures and it is found that 54.32 p.c. of the respondents admitted that they are 'sometimes' pressured by the political leaders regarding the interest of the people of the constituency. About 45.68 p.c. agreed that they are 'sometimes' pressured by the political leaders regarding the interest of the friends and relatives of the political leaders and 38.27 p.c. admitted that they are 'rarely' pressured by the political leaders regarding the interest of their family. About 37.04 p.c. also admitted that they are 'sometimes' pressured by the political leaders regarding the interest of the party supporters. Based on the responses of the political leaders, it is interesting to note that 97.30 p.c. of the political executives accounted that they are 'never' pressured by their family, 51.35 p.c. admitted that they are 'sometimes' pressured by their friends and relatives, 56.76 p.c. admitted they are 'always' pressured by their party supporters, and 54.05 p.c. admitted they are 'always' pressured by the people of their constituency. In dealing with the political pressures, 64.14 p.c. claimed they deal with political pressures by 'talking to the concerned politicians about the issues,' 54.32 p.c. 'decline due to rules and regulations' and 44.44 p.c. 'find measures to deal with the situation by themselves.' Regarding the consequences of non-

fulfilment of political pressure, 74.07 p.c. accounted 'transfer' while 22.22 p.c. accounted 'criticism in public forum.'

Some of the respondents observed that there can also be negative relationship between the political leaders and the bureaucrats such as a non-productive relationship where they only worked for their own interest which did little for the people. Regarding political transfer, some of the political leaders were of the opinion that some individual bureaucrats sometimes display party-leanings which might become a cause for transfer particularly during the change of government. However, some of the respondents belonging to the MCS were of the view that the MCS service guidelines regarding transfers and postings are not followed in most cases. However, there can also be instances where the bureaucrats get better postings or promotions as 'better favoured' by the government in power. The political executives and the non-political executives are the major instruments for socio-economic and political development of the country. Since they are both linked together in several ways, there should be a harmonious relationship between the two. Constant bickering between the political leaders and the bureaucrats could pose an obstacle for a healthy relationship.

In the course of our study, it has been found that Agriculture, Industries, Power Generation or Electricity, Rural development, Water Supply and Irrigations are the developmental programmes urgently needed for development of Mizoram. It has also been found that the government need to make adequate investment in infrastructure development. It has been observed that the process of obtaining sanction for projects and schemes should be simplified in order to avoid delay. About 48.78 p.c. of the bureaucrats perceived development as 'average,' and based on the perception of the political executives, 70.27 p.c. of the respondents accounted "Average" to development in Mizoram. Based on the perceptions of the bureaucrats, the criteria for successful implementation of development are 'proper planning' which accounted 90.24 p.c. of the responses, 'people participation,' which accounted for 58.5 p.c. of the responses and 'good coordination among different department' which accounted 51.22 p.c. of the responses. An analysis of the perceptions of the bureaucrats on the challenge of development indicated that 60.97 p.c. of the respondents attributed "Lack of Proper Planning." About 60.97 p.c. of the respondents identified "Corruption" and 56.09 p.c. of the respondents also accounted "Favouritism and Nepotism." With regard to the perception of the political leaders on the challenge of development in Mizoram, 'poor implementation' accounted 70.27 p.c. of the responses, 'lack of proper planning' accounted for 67.35 p.c. of the responses, 'corruption' accounted for 64.86 p.c.. In

response to the factors responsible for delay in the implementation of development programmes, the responses of the political leaders indicated 'delay in issuing sanctions and approvals' which accounted for 70.27 p.c. of the responses, 64.86 p.c. for 'technical problem,' 56.75 p.c. for 'managerial problem.' With regard to the bureaucrats perceptions on the factors responsible for delay in the implementation of development programmes, 'Delay in issuing sanctions and approvals' accounted for the highest percentage of responses i.e. 70.73 p.c., 43.90 p.c. of the respondents accounted 'Managerial Problem' 31.71 p.c. of the respondents attributed "Technical problem" as the reason for delay in the implementation of development programmes. About 51.22 p.c. of the bureaucrats considered the people participation in Mizoram 'not good enough' and 81.08 p.c. of the political leaders considered 'Average.' Regarding the motivation of the people, 54.32 p.c. of the bureaucrats considered the people are motivated to participate in the development process of Mizoram 'sometimes' while 75.67 p.c. of the political leaders admitted that the people are not motivated to participate in the development process of Mizoram. About 39.02 p.c. of the bureaucrats agreed that implementation of development programmes suffer due to frequent changes in public policy under rival political party and 86.49 p.c. of the political leaders also agreed with the question.

Although the role of bureaucracy in development administration is under much scrutiny in India, inspite of the absence of separate cadre of development bureaucrats, there are many areas where they have had major achievements. Bureaucracy has proved its competence decades after decades. It establishes standards of integrity, competence and stability from time to time. Bureaucracy has to function under rules and regulations. Strict adherence to rules and regulations might pose a challenge for development. However, rules and regulations are the foundation of a democracy. In terms of development administration, it is suggested that rules and regulations need to be simplified to overcome delay in the implementation of development policies and programmes. Our present study has pointed out several factors that pose challenges in the functioning of the bureaucracy. To conclude, it is suggested that in order to enhance administrative capability, proper training and sense of responsibility should be imparted to the government servants. There should also be linkage between training and postings in order to have the right person for the right job. Time frame for completion of work should be given top priority in the implementation of development programmes and projects. It is desirable that punitive actions be taken against the defaulting contractors who work for the government as and when they failed to complete the projects in

time for which very often bureaucrats are blamed. It has also been found that proper delegation of authority under the state government is needed for the successful implementation of development programmes. A healthy relationship between the political and non-political executives is desirable because during different phases of the evolution of the state of Mizoram starting with the district council through the Union Territory period till the formation of the separate state and till the present time, there was a clash of interest between the political executives and non-political executives and pace of development could not be satisfactory. If certain mechanism is devised to bridge the gap between these two types of executives, the state can achieved faster progress and development. In the final analysis, citizens and civil society organizations need to be motivated to cooperate with the bureaucracy in achieving the developmental goals.

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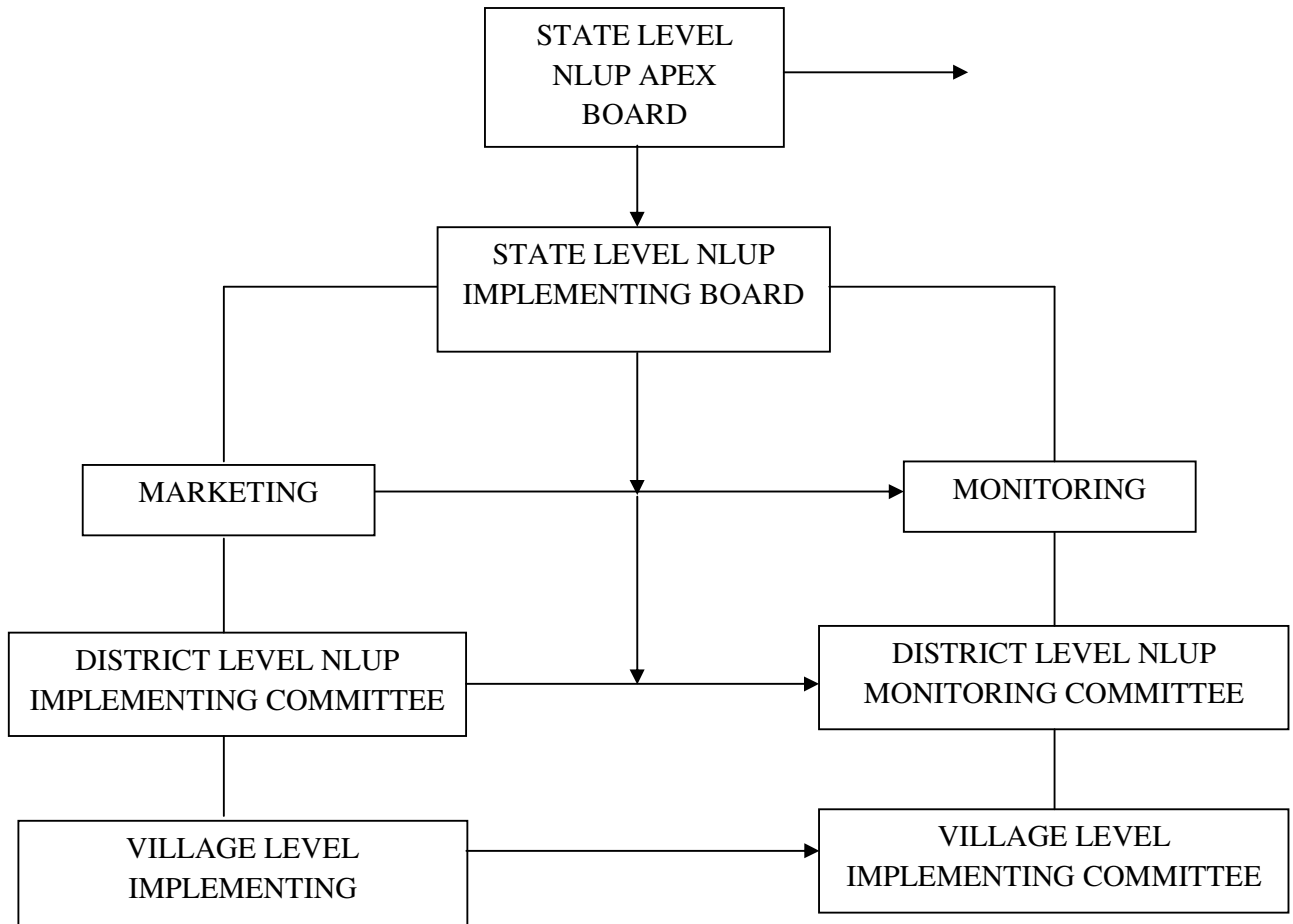
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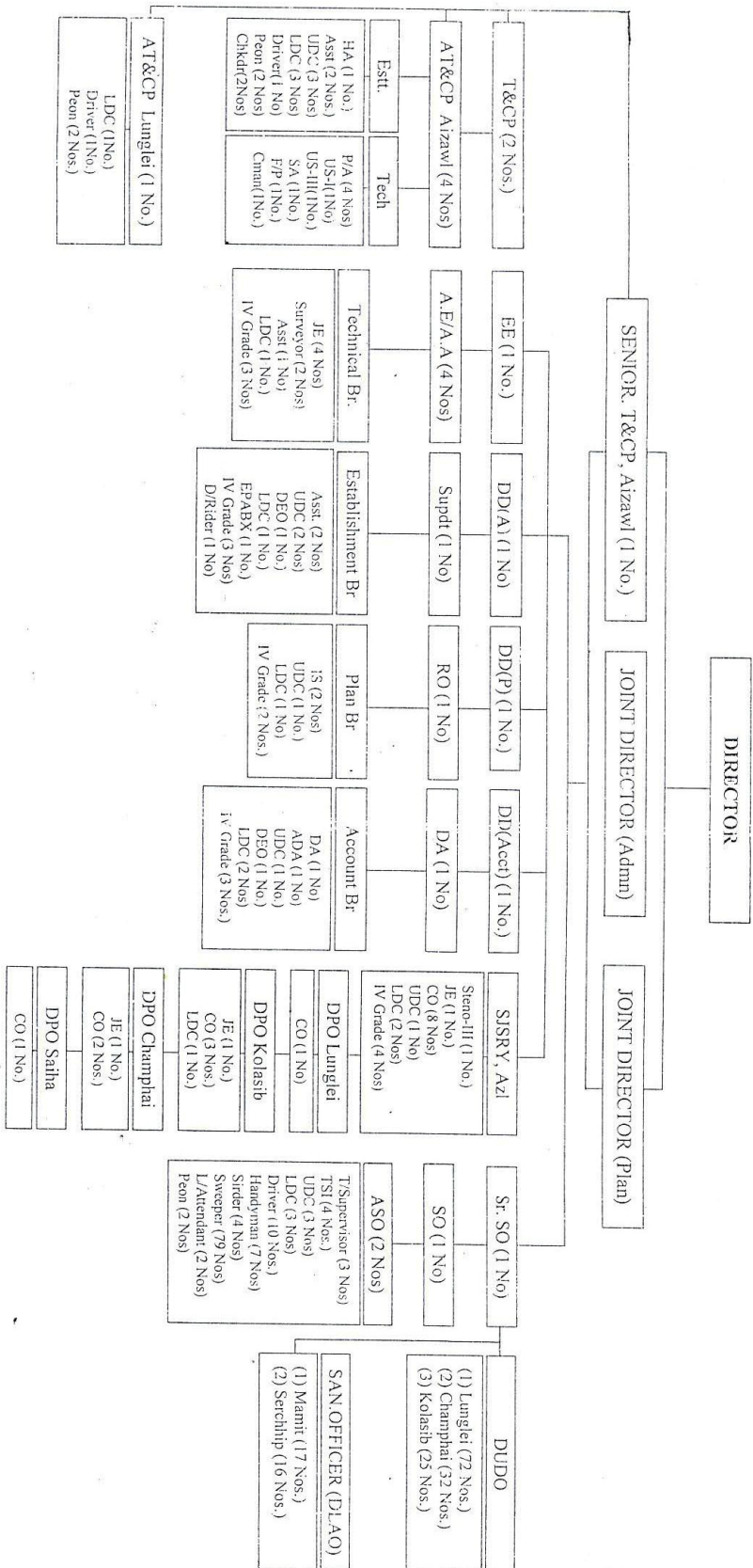
APPENDIX - I

ORGANISATION CHART OF NLUP IMPLEMENTING BOARD



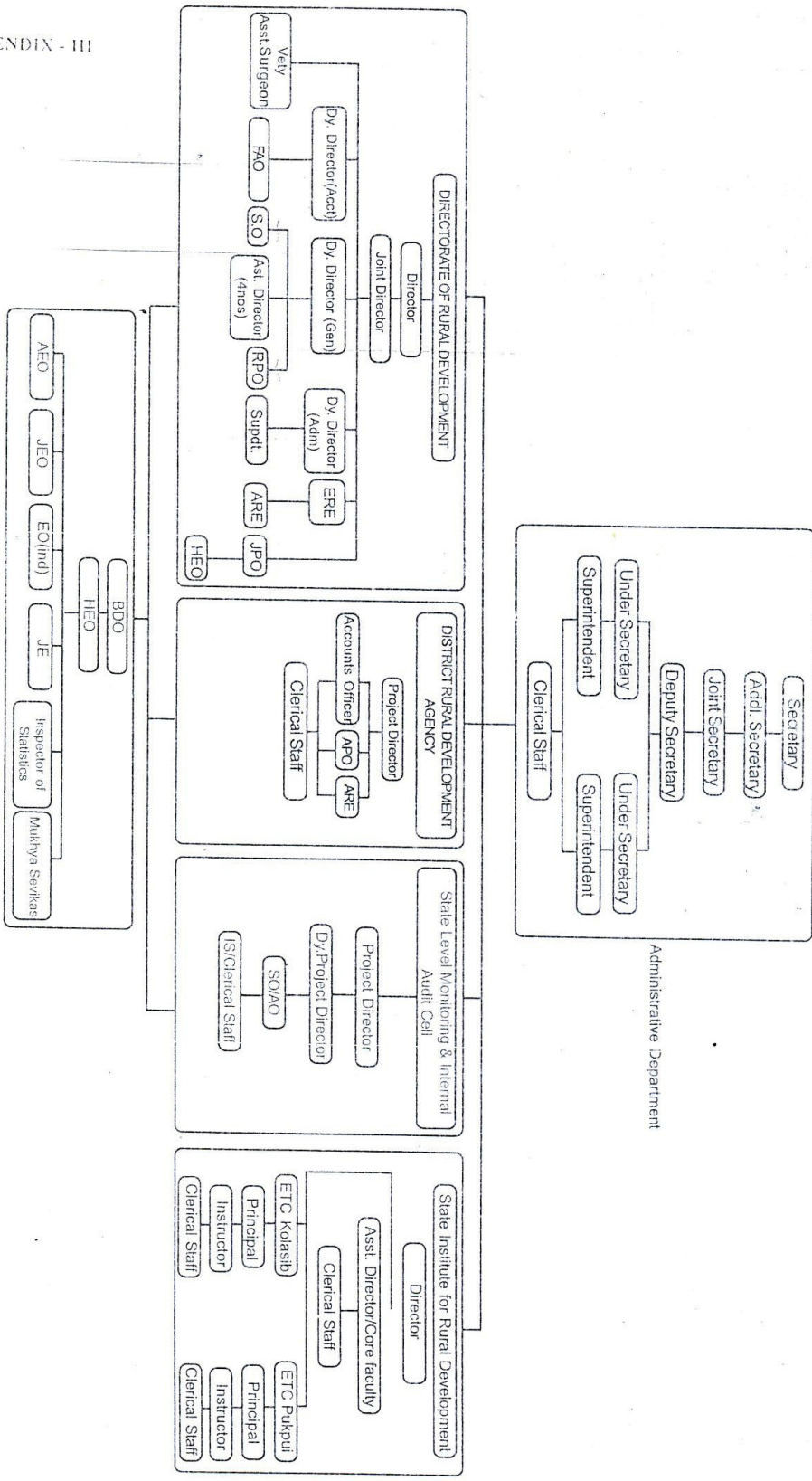
Source : NLUP Implementing Board

ORGANISATION CHART OF URBAN DEVELOPMENT & POVERTY ALLEVIATION DEPTT. MIZORAM



Source : Urban Development & Poverty Alleviation Department

ORGANISATIONAL CHART OF RURAL DEVELOPMENT DEPARTMENT



APPENDIX - III

Source : Rural Development Department

APPENDIX – IV

**QUESTIONNAIRE IN CONNECTION WITH Ph.D RESEARCH WORK
IN PUBLIC ADMINISTRATION UNDER
MIZORAM UNIVERSITY, AIZAWL**

**TOPIC: THE ROLE OF BUREAUCRACY IN DEVELOPMENT ADMINISTRATION
IN MIZORAM**

The following questionnaire has been prepared to collect relevant data and information regarding the topic i.e. THE ROLE OF BUREAUCRACY IN DEVELOPMENT ADMINISTRATION IN MIZORAM. The data collected will only be used for research work and opinions of the respondents will not be disclosed or published in any manner. It will not be possible for anyone to identify the information given. Strict confidentiality will be maintained.

Prof. SrinibasPathi,
Supervisor,
Dept. of Public Administration,
Mizoram University.

Tracy Lalduhawmi,
Research Scholar,
Dept. of Public Administration,
Mizoram University.

1. How do you perceive development in Mizoram?
 - a) Very good
 - b) Good
 - c) Average
 - d) Poor

2. In your opinion, what are the main criteria for successful implementation of development programmes? (please indicate one or more item)
 - a) Adequate staff and funds
 - b) Political support
 - c) Proper planning
 - d) People participation
 - e) Clarity of the program
 - f) Good coordination among different departments
 - g) Assignment of specific duties and responsibilities
 - h) Reduce consultations with other authorities
 - i) Appropriate delegation of financial and executive authority
 - j) Any other, please specify/-

3. Which of the following factors posed as a challenge for development of Mizoram? (please indicate one or more item)
 - a) Lack of people participation
 - b) Lack of proper planning
 - c) Poor Implementation
 - d) Poor Infrastructure
 - e) Inefficiency
 - f) Corruption
 - g) Favouritism & nepotism
 - h) Political pressure
 - i) Any other please specify/-

4. In development policy like NLUP, do you think enough investigations are made while formulating the policy?

- a) To a great extent b) To some extent
- c) To a little extent d) Not at all
5. How much importance is given to the time frame/target while executing development policy like NLUP?
- a) Very important b) Important
- c) Average d) Not at all
6. What are the factors responsible for delay in the implementation of development programmes?
- a) Technical problem
- b) Managerial problem
- c) Inadequate Staff and funds
- d) Delay in issuing sanctions and approvals
- e) Lack of specific assignment of responsibility
- f) Any other, please specify/-
7. How would you rate the participation of the people in the development process of Mizoram?
- a) Extremely good b) Somewhat good
- c) Not good enough d) Not good at all
8. Do you think the people are motivated to participate in the development process of Mizoram?
- a) Always b) Sometimes c) Rarely d) Never
9. Based on your observation, rate the contribution of the senior government officials in the formulation of policies of Mizoram.
- a) Very helpful b) Often helpful c) Sometimes helpful
- d) Rarely helpful e) Never helpful

10. How would you rate the participation of the senior government officials in the implementation of development policies of Mizoram?
- a) To a great extent b) To some extent
- c) To a little extent d) Not at all
11. In your opinion, who is primarily responsible for taking decisions on the formulation of broad policies?
- a) Government officials b) Political leaders
- c) Both d) Neither
12. In fixing priorities for program implementation, who is responsible for taking decision?
- a) Government Officials b) Political leaders
- c) Both d) Neither
13. In day-to-day working of programmes, who is responsible for taking decisions?
- a) Government Officials b) Political leaders
- c) Both d) Neither
14. In program evaluation, who is responsible for taking decision?
- a) Government Officials b) Political leaders
- c) Both d) Neither
15. Do you think more levels in administration cause delay in the implementation of Policies?
- a) To a great extent b) To some extent
- c) To a little extent d) Not at all
16. Do you think lack of coordination among different departments or agencies within the Government causes delay in the implementation of policies?
- a) To a great extent b) To some extent
- c) To a little extent d) Not at all

17. Do you think individual Government Officials are responsible for delay in the implementation of policies?
- a) To a great extent b) To some extent
- c) To a little extent d) Not at all
18. Do you think rules and regulations needs to be strictly observed even if they delay the implementation of development programmes?
- a) Always b) Sometimes c) Rarely d) Never
19. If you could solve the problems by ignoring the rules, would you ignore the rules?
- a) Always b) Sometimes c) Rarely d) Never
20. When the instructions received from your superiors do not apply to the real situation, would you still follow the instruction?
- a) Always b) Sometimes c) Rarely d) Never
21. How much importance is given to the suggestions coming from Junior Officers?
- a) To a great extent b) To some extent
- c) To a little extent d) Not at all
22. Suppose you are displeased with certain aspects of your work, do you feel free to talk about it to your superiors?
- a) Always b) Sometimes c) Rarely d) Never
23. When a particular work has to be executed, do you think you received enough information about the goals and methods of the work?
- a) Always b) Sometimes c) Rarely d) Never
24. Do you think you are moved too frequently from one post to another?
- a) Always b) Sometimes c) Rarely d) Never
25. Based on your observation, did some projects suffer due to frequent rotation from one post to another?
- a) Always b) Sometimes c) Rarely d) Never

26. Considering the training programmes that you have attended, how much do they help you in your actual work?
- a) To a great extent
 - b) To some extent
 - c) To a little extent
 - d) Not at all
27. Do you think there is a clear cut role distinction between the Generalists and the Specialists of Mizoram?
- a) Yes
 - b) No
28. Do you sometimes feel overloaded with responsibilities at work?
- a) Always
 - b) Sometimes
 - c) Rarely
 - d) Never
29. When people come to your office to consult you, do you spare time for them?
- a) Always
 - b) Sometimes
 - c) Rarely
 - d) Never
30. Do you feel that meeting those people causes delay in the performance of your job?
- a) Always
 - b) Sometimes
 - c) Rarely
 - d) Never
31. Do you think your present post helps you in show-casing your knowledge and capabilities?
- a) To a great extent
 - b) To some extent
 - c) To a little extent
 - d) Not at all
32. Which of the following is the motivating factor in the performance of a job? (please indicate one or more item)
- a) Great political leadership
 - b) Great relationship with the political leaders and superior officers
 - c) Great working environment
 - d) Great chance of promotion
 - e) Great chances of prestige and recognition
 - f) Great salary and other incentives
 - g) Fair entry of performance appraisal

h) Interesting and challenging work

i) Any other, please specify/-

33. Do you think it is important for the government officials to maintain a good relationship with the Political Leaders?

a) To a great extent b) To some extent

c) To a little extent d) Not at all

34. Do you seek advice from the Political Leaders?

a) Always b) Sometimes c) Rarely d) Never

35. How often do political leaders seek advice from you?

a) Always b) Sometimes c) Rarely d) Never

36. Do you get along with the Political Leaders?

a) Extremely well b) Quite well

c) Not well enough d) Not well at all

37. Many people have mentioned that sometimes the political leaders made demands and requests to the government officials which are difficult to refuse. Do you accept all the demands and requests made by the political leaders?

a) Always b) Sometimes c) Rarely d) Never

38. If any request by the political leaders goes against the existing rules and practices do you accept it?

a) Always b) Sometimes c) Rarely d) Never

39. It is possible that political leaders may try to convince and even force government officials to do what they want done. Please indicate the frequency of different pressures mention below:

i) Pressures relating to their personal interest and the interest of the members of their family

a) Always b) Sometimes c) Rarely d) Never

ii) Pressures relating to the interests of their friends and relatives

- a) Always b) Sometimes c) Rarely d) Never

iii) Pressures relating to the interests of party supporters

- a) Always b) Sometimes c) Rarely d) Never

iv) Pressures relating to the interests of the people of the constituency

- a) Always b) Sometimes c) Rarely d) Never

40. When faced with pressures from the political leaders, please indicate how you deal with those pressures? (Please identify one or more items)

- a. Decline due to rules and regulations
- b. Ask help from the higher level bureaucrats
- c. Ask help from the higher level political leaders
- d. Find measures to deal with the situation by yourself
- e. Ask for transfer to some other place
- f. Talk to the concerned politicians about the issue
- g. Any other, please specify/-

41. There are a lot of talks about the consequences of non-fulfilment of political pressures, what are the real consequences of non-fulfilment of political pressures?

- a) Transfer
- b) Negative entry at the service records
- c) Personal abuse
- d) Termination threat
- e) Criticism in public forum
- f) Any other, please specify/-

42. In your opinion, what is the factor responsible for corruption?

- a) Moral factor b) Economic factor c) Political factor
- d) Structural factor e) Cultural factor

43. In your opinion, do you think that the Political leaders are only concerned with party interest?

- i) Always ii) Sometimes iii) Rarely iv) Never

44. Do you think that the Political leaders sometimes do not give enough importance to efficiency in Administration?

- i) Always ii) Sometimes iii) Rarely iv) Never

45. Do you agree that the Political leaders are not aware of rules and regulations?

- i) Always ii) Sometimes iii) Rarely iv) Never

46. Do you think that the Political leaders support favouritism and nepotism?

- i) Always ii) Sometimes iii) Rarely iv) Never

47. In your opinion, do you believe implementation of development programmes suffer due to frequent changes in public policy under rival political party?

- a) To a great extent b) To some extent
c) To a less extent d) Not at all

48. Identify the difficulties to be tackled in the administration of development of Mizoram?

PART -II

PERSONAL DATA

1. NAME :
2. OFFICIAL POSITION:
3. ADDRESS:
4. EDUCATIONAL QUALIFICATION
 - a) School education
 - b) Graduate
 - c) Post-Graduate
 - d) Any Other (please specify)
5. AGE GROUP
 - a) 18-25
 - b) 26-35
 - c) 36-50
 - d) 51 above
6. GENDER
 - a) Male
 - b) Female
7. PLACE OF ORIGIN
 - a) Rural
 - b. Urban
8. INCOME PARTICULARS
 - a) 2 lakh Per Annum
 - b) 3 Lakh Per Annum
 - c) 4 Lakh Per Annum
 - d) 5 Lakh or more
9. PLACE OF POSTING
 - a) State Capital
 - b) District
 - c) Sub Division
 - d) Block
10. LENGTH OF SERVICE
 - a) Less than 5 years
 - b) 6 to 10 years
 - c) 11 to 15 Years
 - d) 16 years or more

Note: The data collected in this section will not be disclosed and the respondents may not share exact information like name, date of birth or salary.

APPENDIX – V

**QUESTIONNAIRE IN CONNECTION WITH Ph.D RESEARCH WORK IN PUBLIC
ADMINISTRATION UNDER
MIZORAM UNIVERSITY, AIZAWL**

**TOPIC: THE ROLE OF BUREAUCRACY IN DEVELOPMENT ADMINISTRATION
IN MIZORAM**

The following questionnaire has been prepared to collect relevant data and information regarding the topic i.e. THE ROLE OF BUREAUCRACY IN DEVELOPMENT ADMINISTRATION IN MIZORAM. The data collected will only be used for research work and opinions of the respondents will not be disclosed or published in any manner. It will not be possible for anyone to identify the information given. Strict confidentiality will be maintained.

Prof. Srinibas Pathi,
Supervisor,
Dept. of Public Administration,
Mizoram University.

Tracy Lalduhawmi,
Research Scholar,
Dept. of Public Administration,
Mizoram University.

1. How do you perceive development in Mizoram?
 - a) Very good
 - b) Good
 - c) Average
 - d) Poor

2. Which of the following factors posed as a challenge for development of Mizoram?
(please indicate one or more item)
 - a) Lack of people participation
 - b) Lack of proper planning
 - c) Poor Implementation
 - d) Poor Infrastructure
 - e) Inefficiency
 - f) Corruption
 - g) Favouritism & nepotism

3. What are the factors responsible for delay in the implementation of development programmes?
 - a) Technical problem
 - b) Managerial problem
 - c) Inadequate Staff and funds
 - d) Delay in issuing sanctions and approvals
 - e) Lack of specific assignment of responsibility

4. How would you rate the participation of the people in the development process of Mizoram?
 - a) Good
 - b) Average
 - c) Bad

5. Do you think the people are motivated to participate in the development process of Mizoram?
 - a) Yes
 - b) No

6. Based on your observation, define the contribution of the senior government officials in the formulation of policies of Mizoram.
 - a) Very helpful
 - b) Not helpful

7. How would you define the participation of the senior government officials in the implementation of development policies of Mizoram?
a) Very helpful b) Not helpful
8. Do you think individual Government Officials are responsible for delay in the implementation of policies?
a) Yes b) No
9. Do you think it is important for the Political leaders to maintain a good relationship with the Government official?
a) Yes b) No
10. Do you seek advice from the Government Officials?
a) Yes b) No
11. How often do the Government Officials seek advice from you?
a) Yes b) No
12. Do you get along with the Government Officials?
a) Yes b) No
13. As a political leader, It is possible that people may try to convince and even force you to do what they want done. Please indicate the frequency of different pressures mention below:
- i) Pressures relating to the interest of the members of your family
a) Always b) Sometimes c) Never
- ii) Pressures relating to the interests of your friends and relatives
a) Always b) Sometimes c) Never
- iii) Pressures relating to the interests of your party supporters
a) Always b) Sometimes c) Never
- iv) Pressures relating to the interests of the people of the constituency
a) Always b) Sometimes c) Never

14. Do you think that the Government officials give importance to the instructions and orders given by the of political Leaders
a) Yes b) No
15. Do you think that the Government officials lack the required skills and knowledge for development administration
a) Yes b) No
16. Do you think that the Government Officials can misguide the Political Leaders
a) Yes b) No
17. Do you think the Government Officials are committed to the goals of development
a) Yes b) No
18. How would you rate the role of the Government Officials in the development process of Mizoram
a) Good b) Average c) Bad
19. In your opinion, do you believe implementation of development programmes suffer due to frequent changes in public policy under rival political party?
a) Yes b) No

PART –II
PERSONAL DATA

1. NAME :

2. OFFICIAL POSITION:

3. ADDRESS:

4. EDUCATIONAL QUALIFICATION
 - a) School education
 - b) Graduate
 - c) Post-Graduate
 - d) Any Other (please specify)

5. AGE GROUP
 - a) 18-25
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7. PLACE OF ORIGIN
 - a) Rural
 - b. Urban

8. INCOME PARTICULARS
 - a) 2 lakh Per Annum
 - b) 3 Lakh Per Annum
 - c) 4 Lakh Per Annum
 - d) 5 Lakh or more

9. DURATION OF POLITICAL EXPERIENCE
 - b) Less than 5 years
 - b) 6 to 10 years
 - c) 11 to 15 Years
 - d) 16 years or more

Note: The data collected in this section will not be disclosed and the respondents may not share exact information like name, date of birth or salary.