

**DISTRICT RURAL DEVELOPMENT AGENCY IN  
MIZORAM: A CASE STUDY OF AIZAWL DISTRICT**

**M.Phil.  
DISSERTATION**

*Submitted by:*  
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## **DECLARATION**

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I hereby declare that the dissertation entitled **DISTRICT RURAL DEVELOPMENT AGENCY IN MIZORAM: A CASE STUDY OF AIZAWL DISTRICT** submitted by me for the award of the degree of Master of Philosophy in Public Administration is the record work carried out by me under the supervision and guidance of Dr. Lalrintluanga, M.A., M.Phil, Ph.D, Professor, Department of Public Administration, Mizoram University, Aizawl and this dissertation has not been formed previously the basis for the award of any degree, diploma, associaship, fellowship, or any other similar title in this university or any other university institution of higher learning.

Dated Aizawl,

**(H.ROSANGPUIA)**

the 12<sup>th</sup> December 2012

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**CERTIFICATE**

This is to certify that **Mr.H.Rosangpuia** has prepared a Dissertation under my Supervision on the topic *District Rural Development Agency in Mizoram: A case Study of Aizawl District* in partial fulfillment for the award of the Degree of Master of Philosophy (M.Phil) in the Department of Public Administration, Mizoram University, Aizawl.

This Dissertation has been the outcome of his original research work and it does not form a part of any other dissertations submitted for the award of any other degrees.

He is duly permitted to submit her dissertation for examination.

Dated Aizawl,  
the 12<sup>th</sup> December 2012

(Prof.LALRINTLUANGA)

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(H.ROSANGPUIA)

## **ABBREVIATIONS**

**AE** – Assistant Engineer

**APO** – Assistant Project Officer

**OA** – Account Officer

**AWP** – Annual Work Plan

**CAG** – Comptroller and Auditor General

**CEO** – Chief Executive Officer

**BDO** – Block Development Officer

**CDP** – Community Development Programme

**DC** – Deputy Commissioner

**DPAP** – Drought Prone Area Programme

**DPC** – District Programme Coordinator

**DRDA** – District Rural Development Agency

**IAY** - Indira Awaas Yojana

**IRDP** – Integrated Rural Development Programme

**IWDP** - Integrated Wasteland Development Programme

**IWMP** - Integrated Wasteland Management Programme

**MCS** – Mizoram Civil Service

**MHIP** – Mizo Hmeichhia Insuihkawm Pawl

**MIS** – Management of Information System

**MLA** - Member of Legislative Assembly

**MLA-LAD** – Member of Legislative Assembly Local Area Development

**MNREGS** - Mahatma Gandhi National Rural Employment Guarantee Scheme

**MP** – Member of Parliament

**NE** – North East

**NES** – National Extension Service

**NGO** – Non-Governmental Organization

**PD** – Project Director

**PHED** – Public Health Engineering Department

**PO** – Programme Officer

**PRI** – Panchayati Raj Institutions

**RD** – Rural Development

**SC/ST** – Shedule Caste/Shedule Tribe

**SFDA** – Small Farmers Development Agency

**SGSY** - Swarnjayanti Gram Swarozgar Yojana

**SHG** – Self Help Group

**TA/DA** – Travelling Allowances/Daily Allowances

**TSC** – Total Sanitation Campaign

**UT** – Union Territory

**VC** – Village Councils

**VLAA** – Village Level Administrative Assistance

**YMA** – Young Mizo Association

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## CHAPTER- I

### INTRODUCTION

Rural development is the crux of India's developmental strategy. Since an overwhelming majority of India's population lives in villages, a holistic development of its rural life is requisite for the acceleration of the pace of overall economic development of the country. The concept of rural development is a balanced and rounded one. It stands for the development of the rural society in all its facets – social, economic, institutional and administrative. Rural development programmes are designed to facilitate a multi-faceted growth of the rural poor by extending the benefits of development to them. It aims at the improvement of their living standards by providing them opportunities for the fullest utilization of their potential through their active participation in the process of goal-oriented change. Rural development also tends to reduce migration pressure on cities and towns. It also enables the use of human and natural resources in the rural areas and to reduce area-wise disparities.<sup>1</sup>

Ever since Independence, public and governmental interest in rural development has been growing rapidly and a strong and serious commitment towards it on the part of our policy-makers is clearly visible. The government has initiated a number of programmes to solve the chronic problems facing villages in India. In fact, efforts to improve the rural economy were initiated soon after Independence, particularly after the Constitution came into force. Notably, in the early stages, despite some efforts at involving the people through democratic decentralization, community development and Panchayati Raj, rural development programmes were virtually synonymous with agricultural development. This followed the prevailing worldwide thinking and

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<sup>1</sup> Ramesh K. Arora & Rakesh Hooja, *Administration of Rural Development: Indian and Comparative Perspectives*, (Jaipur, Arihant, 1994), p.459.

India's excessive concern, especially till the Green Revolution in the late 1960's, with self-sufficiency in food. In the seventies, however, it came to be realized that rural development was much broader in scope than mere agricultural development. Besides, it was recognized that development in agriculture was not a panacea for all ills and that development should not be confined only to a single area of change, however significant it may be. Therefore, if the strategy for rural development had to be made effective, a multi-pronged approach to rural problems was felt imperative. A package programme of rural development had to be devised, a multi-dimensional approach taken up and multi-institutional efforts initiated.<sup>2</sup>

In a vast country like India, with considerable degree of diversity between regions, the ideas of 'decentralized planning,' 'planning from below', 'people's participation in planning', etc., have been mentioned time and again in the Five Year Plan documents. However, only a few steps have been taken to turn these concepts into reality. The 1950's Community Development Programmes (CDP) and the establishment of the Panchayati Raj Institutions were, in fact, the first and the most comprehensive attempts at putting the idea of grass-root planning into action.

Therefore, after Independence, there has been a strong a strong trend in the country in support of democratic decentralization of the planning process. Broadly, the concept of democratic decentralization means the involvement of the people at various stages of plan formulation and its implementation. Under such a scheme of things, planning would have to be done at the national level, at the state level and at the district levels.<sup>3</sup>

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<sup>2</sup> Ramesh K.Arora & Rajni Goyal, *Indian Public Administration: Institutions and Issues*, (New Age International Pvt. Ltd., New Delhi, 1996), pp. 459-460.

<sup>3</sup> B.L.Fadia & Kuldeep Fadia, *Indian Administration*, (Sahitya Bhawan Publications, Agra, 2007), p.777.

## **I. Concept of District Rural Development Agency (DRDA)**

District is the key unit of the State Government in India and has always existed as the unit of administration in some form throughout the long history of our country. In fact, it is in the District that complex machine of government is in operation and it is by its accomplishments at this vital level that we can measure the extent of success of governmental policies, plans and programmes. In other words, 'District' is the unit of administration with which almost every citizen comes in contact. Every village and town in the country forms part of a District and there can hardly be found a citizen who cannot tell the name of his or her district. It is at this level that the policies of the government are translated into practice and the problems of local people are explored and studied for communication to the State Government. Briefly, it is at this level that the State Government has to implement its rural development programmes for poverty – alleviation through its special agency like District Rural Development Agency (DRDA).

The District Rural Development Agency (DRDA) is the key instrument and agency of the government for the effective implementation, monitoring and evaluation of various anti-poverty programmes in the district. With the increase in rural population and the subsequent efforts made by the government to improve their living condition for overall economic development of the country, it has been observed that the agency has played an important role in the alleviation the rural poor people.

Each district has its own DRDA registered under the Society Registration Act XXI of 1860<sup>4</sup>. Similarly, DRDA of Aizawl district is also registered under the same Act. Despite the fact that it is a registered society, for all practical purposes, is like a governmental agency whose working pattern is more or less the same with those government departments. The only difference

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<sup>4</sup> Hashiar & Mohinder Singh, *Public Administration in India* (Sterling Publisher Private Ltd, New Delhi, 1999), p.397.

is that DRDA is subject to commercial rather than governmental accounting system. It maintains its funds in various banks as well as in Public Deposit Accounts with the Treasury.<sup>5</sup>

The Deputy Commissioner (DC) is the Chairman of DRDA and below him is a Project Director who is a Mizoram Civil Service (MCS) officer. There are also Assistant Project Officers as well as Specialists in agriculture, animal – husbandry and other areas working in the area. DRDA has its own planning team, consisting of an Economist, a Credit Planning Officer and a Rural Industries Officer. DRDA normally has only a handful of officers and a skeleton clerical and statistical staff attached to it, since the schemes are actually implemented through Block Development Administration.

DRDA has a governing body, the members of which can be increased or decreased as per the instructions of the government from time to time. The Deputy Commissioner is also empowered to form an Executive Committee to assist the DRDA.

At present, DRDA of Aizawl district has been implementing the following programmes:-<sup>6</sup>

- Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS)
- Swarnjayanti Gram Swarozgar Yojana (SGSY)
- Indira Awaas Yojana (IAY)
- Integrated Wasteland Development Programme (IWDP)

Apart from the ongoing rural development programmes, Government of India is coming out with different schemes and projects from time to time. DRDA is specially constituted for this purpose and entrusted upon to undertake the implementation of government schemes for rural development in the

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<sup>5</sup> Rakesh Hoodja, *Administrative Intervention in Rural Development*, p.76.

<sup>6</sup> *Citizen Charter, DRDA Aizawl, 2012*, (District Rural Development Agency, Aizawl District), p.1.

district. However, despite the serious commitment on the part of the government and the agency in particular, the schemes do not seem to uplift the rural poor people and they fail to serve fully the purpose for which they were launched. This may be due to lack of sufficient funds, inefficient staff and equipment or lack of people's participation towards the schemes, which needs to be looked into carefully.

## **Review of Literature**

District Rural Development Agency (DRDA) has been a key principal organ over the year at the district level to oversee the implementation of anti-poverty programmes. There have been many standard books and articles containing information on the organization, structure and working of DRDA in different parts of India. Of those, the present scholar has reviewed the following literature pertaining to the role of DRDA for rural development.

Attar Chand (1990) in his book *Nehru & New Economic Order—Panchayati Raj & Rural Development* attempts to highlight the fundamental importance of rural development for overall socio-economic development of the country. He specifically mentioned the difference in opinion between Nehru and Gandhi in this regard.

Ramesh K. Arora & Rajni Goyal (1996) *Indian Public Administration—Institution & Issues* discussed in detail the organization and structure of DRDA. They have also delineated the functions and role of the agency in the implementation of developmental programmes for poverty alleviation in the country.

Hashier & Mohinder Singh (1999) in the book *Public Administration in India* had pointed out from the past experience with DRDA, the problems of the rural weaker sections are quite complex which need attention in much greater detail and on a much more long-term basis than has been attempted. They are of the opinion that the agency can go a long way in finding solutions to

the problems of the rural poor, if have well-trained and dedicated staff for effective formulation, implementation, monitoring and evaluation of programmes duly supported by political will, people's active participation and cooperation.

*Rural Transformation in India-The Impact of Globalization* edited by A. Vinayak Reddy and G. Bhaskar (2005) analyses on how the introduction of New Economic Policy (NEP) during the 1990's had impact and changed the economy of the country. They are of the view that in order to develop the country, the first and most important task will be upliftment of rural villages.

*Indian Administration* by Dr. B.L. Fadia and Dr. Kuldeep Fadia (2007) highlighted that the primary objective of the scheme of DRDA administration is to professionalize the DRDA's so that they are able to effectively manage the anti-poverty programmes of the Ministry of Rural Development and interact effectively with other agencies. They explained on how the agency is to coordinate effectively with the line department, the Panchayat, the banks and other financial institutions, the NGO's as well as the technical institution with a view to gathering the support and resources required for poverty reduction effort in the district.

Avasthi & Avasthi (2008) *Public Administration in India* discussed the various stages in which plans are formulated and implemented. According to them planning process has to be decentralized and more freedom had to be given lower levels. They specifically highlighted the importance of district administration in the formulation and implementation rural development policies and programmes of the government.

An in-depth study on the above-mentioned books deals with the importance of rural development in different aspects and from different ground and the role played by DRDA in this regard in different parts of India. However, there has been no specific literature pertaining to the working of

DRDA in Mizoram except a few guidelines and handbooks published by Rural Development, Government of Mizoram. Hence, the present research has been taken up to study the role of DRDA for rural development in Aizawl District of Mizoram.

### **Objectives of the Study**

The objectives of the present study are:

- to trace the evolution of DRDA in Mizoram with special reference to Aizawl District.
- to study the organizational structure of DRDA in Aizawl district.
- to study the role and functions of DRDA in Aizawl for rural development.
- to study the problems and challenges confronting the Agency while discharging its functions.

### **Research Questions**

The proposed study will attempt to answer the following research questions:-

- Should rural development be attempted by government through special project agency like DRDA or through regular functional departments?
- Is the agency (i.e., DRDA) fully equipped with professionally competent, experienced and well-trained staff?
- What are the major problems and challenges faced by DRDA in the implementation of anti-poverty programmes and its possible solutions?

## **Area of the Study**

The proposed research work has intended to study DRDA in Aizawl district since its inception till date. There are five Rural Development (RD) Blocks and three Sub-divisions in Aizawl district. There are also as many as 97 villages within Aizawl District under the cover of DRDA.<sup>7</sup> So, the present study will cover the history and organizational structure of DRDA in Aizawl District of Mizoram particularly its role and functions in rural development. The study has also focused on the problems and challenges faced by the agency and possible solutions and suggestions for improvement in its working.

## **Method of Data Collection**

The work has been studied with the help of both primary and secondary data. Primary data have been collected through the use of interview schedule to obtain information from the key functionaries of DRDA of Aizawl district. Secondary data have also been collected from different sources such as books, articles, journals, booklets and government documents on the subject and related areas.

## **Importance of the Study**

Since an overwhelming population of our country still resides in the countryside, more than 2/3 of our total population is, in fact, constituted by village population. For overall social-economic development of the country they should be given utmost important. It is in this task, DRDA could become an important instrument for the government to play a crucial role in rural development.

## **Chapterisation**

The entire study is divided into five Chapters.

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<sup>7</sup> *Aizawl District - under DRDA at a glance*, 2012, prepared by DRDA, Aizawl District, p.2.



The first Chapter is introductory one which deals with the basic meaning and importance of rural development and the role of DRDA in it. It also includes the framework of District Rural Development Agency, Review of Literature, objectives of the present study, research questions, area of the study, and method of data collection. It also contains a brief profile of Aizawl District within which the present study has been carried out.

The second Chapter deals with the general overview on the working of DRDA in different parts of India. It highlighted the various schemes implemented by DRDA in different states as well as the manner in which the Agency is being functioning.

The third Chapter has traced the historical background of DRDA in Aizawl District and its organizational structure for implementation of rural development schemes introduced by the Central Government.

In the fourth Chapter, an attempt has been made to assess the role, functions and activities of DRDA in Aizawl District for rural development.

The fifth Chapter is a concluding Chapter which has brought out the summary and findings of the study. The final Chapter has also made suggestions for improvement of the organizational setup of DRDA in Aizawl District as well as for the effective implementation of anti-poverty programmes of the Ministry of Rural Development, Government of India.

## **II. Profile of Aizawl District<sup>8</sup>**

Mizoram is a mountainous region, situated on the north-eastern corner of India and became the 23<sup>rd</sup> state of the Indian Union in February 1987<sup>9</sup>. It is sandwiched between Myanmar in the east and the south, and Bangladesh in the

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<sup>8</sup> Government of Mizoram, *Statistical Hand Book of Mizoram, 2012* (Directorate of Economics and Statistics, Aizawl), pp. 1-3.

<sup>9</sup> R.N Prasad, *Public Administration in North East India* (Vikas Publishing House Pvt.Ltd, New Delhi 2005), p-75.

west. It is also bounded on the north by Cachar District of Assam and Manipur<sup>10</sup>.

The State is divided into 8 Districts, 23 Sub-Divisions and 26 Rural Development (RD) Blocks for the purpose of administrative conveniences<sup>11</sup>. There are also as many as 830 villages<sup>12</sup> in the State. Aizawl is the capital city of the state and located at 3,715 feet above the sea level<sup>13</sup>.

Aizawl District is one of the eight Districts and is the biggest and most populated District of the State. The total area of the District is 3,576.31 sq.km.<sup>14</sup> There are also as many as 4 towns, 5 Rural Development Blocks and 97 villages in the District<sup>15</sup>. The District has 13 Member of Legislative Assembly (MLA) against 40 MLA in the whole State

As per 2011 Census (provisional), there are 4, 04,054 persons (Males-2, 01,072 and Females-2, 02,982) in the District which is 37.034 % of the total population of the State<sup>16</sup>. The percentage of rural population of the District is also very low as compared with the other district. This is due to the fact that Aizawl, the capital city of the Sate is located in the district.

According to 2011 Census (provisional) the literacy rate of the District is 98.50% (Males-99.01% and Females-98%) against 91.58% of the State<sup>17</sup>.

The District is well connected with good roads and an airport is situated at Lengpui which connects with Kolkata, Imphal and Guwahati. The District is moving on a fast track towards development with better transport, information and infrastructure facilities which are clearly visible. The Village Councils

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<sup>10</sup> Lalhmachhuana Zofa, *Mizoram General Knowledge: Eight Edition* (Diktawn Press, Treasury Square, Azawl, Mizoram, 2012), p.37.

<sup>11</sup> Government of Mizoram, *Statistical Hand Book of Mizoram, 2008* (Directorate of Economics and Statistics, Aizawl), p.1.

<sup>12</sup> Lalhmachhuana Zofa, *Op.cit*, p.37.

<sup>13</sup> *Aizawl District - under DRDA at a glance, Op.cit*, p.2.

<sup>14</sup> *Ibid.*, p.2.

<sup>15</sup> *Ibid.*, p.2.

<sup>16</sup> Lalhmachhuana Zofa, *Op.cit*, p.40.

<sup>17</sup> Lalhmachhuana Zofa, *Op.cit*, p.43.

(VC) is also quite active in the implementation of the various rural development works entrusted to them in cooperation with the District Rural Development Agency of Aizawl District as well as the State Government.

## CHAPTER - II

### OVERVIEW ON THE WORKING OF DRDA IN INDIA

Since Indian Independence from the British Yoke, attainment of Rural Development has always been one of the developmental goals of our country. With the passage of time, District Rural Development Agency (DRDA) was constituted in India in 1980 as the principal organ at the district level to oversee the implementation of different anti-poverty programmes of the Ministry of Rural Development.<sup>18</sup>

#### I. Evolutionary Background of DRDA in India

On 2<sup>nd</sup> October 1952, Government of India embarked on the historic Community Development Programme (CDP) for which a new administrative unit, viz. Block was created. The Block Development office was envisaged as an umbrella arrangement within the fold of which different departments like agriculture, animal husbandry, cooperation, public health, education, etc., were to function and provide their services to the people through public service minded village level workers.<sup>19</sup>

In 1976-1977, Integrated Rural Development Programme (IRDP), based on the local needs, resource endowments and potentialities, was launched in 20 selected Districts in the country. Further, in 1978-1979, it was revised to integrate the methodology and approach of the then three major on-going schemes, viz., SDF, CAD and DPAP, and was introduced in 2,300 developmental Blocks. With the coverage of another 300 Blocks, it was extended to a total of 2,600 Blocks as on 31<sup>st</sup> March, 1980. The Government of India, on October 2, 1980 took a major decision to extend the benefits of the programme to the target groups, consisting of small farmers, marginal farmers,

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<sup>18</sup> Hashiar & Mohinder Singh, *Public Administration in India, Op.cit.*, p.397

<sup>19</sup> Report of the V. Ramachandran Committee on 'Restructuring of DRDA', 2012 – constituted by Ministry of Rural Development, Government of India.

agricultural labourers, rural artisans and other weaker sections in all the 5,011 Blocks in the country. Since then, District Rural Development Agency (DRDA) in each District is working.<sup>20</sup>

## II. Functions of DRDA

The DRDA has been made overall in charge of the planning, implementation, monitoring and evaluation of IRDP and other allied programmes. In the context of these processes, its functions are:<sup>21</sup>

1. It identifies the families below poverty line.
2. To some extent, the DRDA also contributes to plan formulation and, occasionally, to project formulation for the future by obtaining proposals from the district level officers and compiling and coordinating them at the state level committee of rural development for final decision making.
3. It makes arrangements for institutional credits support to the identified beneficiaries for financing these plans.
4. A DRDA keeps the district and block level agencies informed about the basic requirements of the programme and the tasks to be performed by these agencies.
5. It prepares comprehensive development plans for every block in the district. These plans are prepared in such a manner that the target group families derive the maximum benefit on a lasting basis.
6. It also helps in securing inter-sectoral and inter-departmental coordination and cooperation.
7. It gives publicity to the achievements made under the programme and disseminates knowledge and builds up awareness of the programme.
8. It sends a periodical report of its working to the state government on the prescribed form.

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<sup>20</sup> Hashiar & Mohinder Singh, *Public Administration in India, Op.cit.*, pp.396-397.

<sup>21</sup> Ramesh K.Arora & Rajni Goyal, *Op.cit.*, p. 484.

9. The DRDA implement three type of works: (a) area-based programmes or schemes, (b) target-group or family-oriented programmes which are also called the individual beneficiary schemes, and (c) programmes which are a combination of both the area-based and target group.

The schemes of DRDA are implemented by the block development administration. The Block Development Officer (BDO), according to the guidelines issued by the Government of India, is required to perform the role of the Chief Coordinator in the block. He is to ensure that plans are prepared in time and implemented effectively. The state governments are asked to post senior officers as BDOs. Each BDO should be assisted by such number of Extension Officers as can be determined by keeping in view the need of the area. Generally, there has to be an Extension Officer each for every core discipline. It should also include women programmes. If the population of a Block exceeds one lakhs, one post of a Joint BDO may be created.

The DRDA plays a pivotal role for the development of the rural poor. It identifies their problems, prepares appropriate schemes, mobiles credit, provides incentives and coordinates matters relating to different departments at the Governing Body. The DRDA not only identifies the problems of the target group but also seeks to find solution thereto. For example, the beneficiaries assisted under diary scheme face problem of selling milk in a particular area, the agency assists in setting up a milk collection and chilling centre besides assisting in the procurement of transport vehicles for carrying the milk.

### **III. Organisational Structure of DRDA**

The role of the DRDA is to perform tasks which are distinctly different from other institutions or departments. However, the DRDAs are very much a part of the District. The DRDA is a registered society registered under a Societies Registration Act, 1860. The Chairman of the Zilla Parishad is *ipso*

*facto* the Chairman of the governing body of DRDA. The executive and financial functions of DRDA lie with the Chief Executive Officer, and the Chairman of Zilla Parishad or District Collector is generally made the Chief Executive Officer of the Agency. It is the responsibility the Chief Executive Officer to ensure that the administration of DRDA and its programmes are conducted in accordance with the Guidelines<sup>22</sup> issued by the Ministry of Rural Development, Government of India. Wherever the Zilla Parishads are not in existence or are not functional, the DRDAs would function under the Collector or District Magistrate or Deputy Commissioner of the District, as the case may be.

**(a) Governing Body**

The administration of the DRDA is carried out by a governing body. The Governing Body of the DRDA provides policy directions, approve the annual plan and also review and monitor the implementation of the plan, including the different programmes. They also give such directions to the DRDA as may be necessary from time to time. The Governing Body of the DRDA meets once in a quarter.<sup>23</sup>

**(b) Executive Committee<sup>24</sup>**

All executive and financial powers of the DRDA are exercised by the executive committee as per a scheme of delegation of financial and executive powers determined by each State or UT Government and the Committee is fully accountable in all matters of DRDA to the Governing Body as well as to the Government. The Executive Committee of DRDA is headed by the Chief Executive Officer or Executive Director and consists of all the District level officers and any other officer deemed necessary for planning and implementation of the anti-poverty programmes. The Project Director DRDA is

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<sup>22</sup> *Guidelines on DRDA Administration (Ministry of Rural Development, Government of India)*  
vide [www.rural.nic.in](http://www.rural.nic.in) 05.05.2012.

<sup>23</sup> *Ibid.*,

<sup>24</sup> *Ibid.*,

the Member Secretary of the Executive Council. The Executive Committee meets at least once in a month.

**(c) Office Structure<sup>25</sup>**

Each district has its own District Rural Development Agency. In respect of such states where DRDA does not have a separate identity, a separate cell is created in Zilla Parishad which maintains a separate identity and separate accounts, so that the accounts are capable of being audited separately.

The staffing structure of DRDA includes position for Planning for poverty alleviation, Project formulation, Social organisation and Capacity building, Gender concerns, Engineering supervision and Quality control, Project monitoring, Accountancy and Audit functions as well as Evaluation and Impact studies. The State Government may modify the structure suitably, but without altering the basic design, to take care of the needs of individual districts keeping in view their size as well as specificity. By and large the staff appointed should be dedicated to DRDA-related works and should not be frequently transferred.

The staffing structure will be as follows:

**Project Director<sup>26</sup>**

Each DRDA is headed by a Project Director who should be of the rank of an Additional District Magistrate. The Project Director should preferably be a senior scale officer of the All India Services or a senior officer of the State Service, eligible for appointment to the All India Services. He is the overall charge of the activities of the DRDA and responsible for interaction with the District and State administration as well as with the Government of India.

Each DRDA should have the following wings<sup>27</sup>:

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<sup>25</sup> *Ibid.*,

<sup>26</sup> Ramesh K. Arora & Rakesh Hooja, *Administration of Rural Development: Indian and Comparative Perspectives*, (Jaipur, Arihant, 1994), p.481.

<sup>27</sup> B.L. Fadia & Kuldeep Fadia, *Indian Administration*, (Sahitya Bhawan Publications, Agra, 2007), p. 781.



- (1) Self-employment Wing
- (2) Women's Wing
- (3) Wage employment Wing
- (4) Engineering Wing
- (5) Accounts Wing
- (6) Monitoring and Evaluation Wing, and
- (7) General Administration Wing

**Table 2.1**  
**Staffing Pattern of DRDA<sup>28</sup>**

Sl. no.	Post	No. of Posts			
		Category A	Category B	Category C	Category D
1.	Project Management				
	Project Director/CEO	1	1	1	1
2.	Self Employment Wing				
	Project Officers	1	1	1	1
	APOs	2	2	3	3
	Technical Assistants	2	2	3	3
	Clerk-cum-Typist/Typist	2	2	3	3
3.	Women's Wing				
	APO	1	1	1	1
	Technical Assistants	1	1	1	1
	Clerk-cum-Typist/Typist	1	1	1	1
4.	Wage Employment				

<sup>28</sup> *Guideline on DRDA Administration, Op.cit.,*

	Wing				
	Project Officer	1	1	1	1
	Technical Assistants	1	1	2	2
	Clerk-cum-Typist/Typist	1	2	2	2
5.	Watershed Wing				
	Project Officer	1	1	1	1
	Technical Assistants	1	1	1	1
	Clerk-cum-Typist/Typist	1	1	1	1
6.	Engineering Wing				
	Executive Officer	1	1	1	1
	Assistant Engineer	1	2	2	2
	Technical Assistants	1	2	2	2
7.	Finance Wing				
	Senior Accountants Officer	0	1	1	1
	Account Officer	2	2	2	2
	Accountant/Accounts Clerk	3	3	4	4
	Clerk-cum-Typist/Typist	1	2	2	3
8.	Monitoring Wing				
	Project Economist	1	1	1	1
	Statistical Investigator/ASO	1	2	2	2
	Clerk-cum-Typist/Typist	1	1	1	1
9.	General Administration				
	Superintendent/Office	1	1	1	1

	Manager				
	Assistants	2	3	3	3
	Stenographer	1	2	2	2
	Drivers	1	2	3	4
	Attendant/Watchman	3	4	5	6

Category A is a small district and has the least number of staffs also. The B category which is also considered a small state but larger and populous than category A and has a larger strength of staffs. Both category C and D is a large district and has a large number of population.

#### **IV. Administrative Costs of DRDA<sup>29</sup>**

The administrative costs were earlier admissible under different programmes. In order to enable the DRDAs to develop a proper personnel structure and to ensure its proper growth over years, the practice of meeting the administrative costs as percentage of each programme allocation has been given up. On the other hand, a new scheme called 'DRDA Administration' had been introduced with effect from 1<sup>st</sup> April, 1999. This scheme is funded on a 75:25 basis by the Central and State Government. Till 31.03.1999, administrative costs of the DRDAs were being met by way of a part of the programme fund of IRDP, JRY, EAS, DPAP, etc. With the introduction of the scheme of 'DRDA Administration' the administrative costs earlier available under different programmes stand withdrawn from 01.04.1999.

Since the salary structure in different States is different, the States may follow their own salary structure. However, the administrative cost ceiling fixed should be strictly adhered to. Any increase over and above the ceiling should be met entirely by the State government.

The administrative cost per district is fixed as follows:<sup>30</sup>

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<sup>29</sup> *Ibid.*,

1. Category A districts (<6 blocks)      Rs. 46 lakhs
2. Category B districts (6 – 10 blocks)      Rs. 57 lakhs
3. Category C districts (11 – 15 blocks)      Rs. 65 lakhs
4. Category D districts (>15 blocks)      Rs. 67 lakhs

The above limits are applicable from the year 1999-2000. The ceiling will be raised every year, on a compounding basis, up to 5% to set off the increases due to inflation etc. The state governments are allowed a sum up to 10% of the above costs, to be calculated at 10% of the total admissible cost to all the Districts in the State.<sup>31</sup>

#### **V. Personnel Policy of DRDA<sup>32</sup>**

Currently, there is no uniform policy for engaging or recruiting the staff by the DRDA. In many States, there are staffs both directly recruited as well as on deputation. It is essential that prudent personnel policies are followed if the DRDA are to be a professional agency or are to perform the tasks expected of them. The following principles are laid down which must necessarily be followed.

As a matter of policy, the DRDA should not have any permanent staff. Taking employees on deputation to the DRDA for specific periods has the advantage of better choice of staff, flexibility in staffing pattern and of motivating the staff. The objective of strengthening of DRDAs is to provide them with certain professional capacity and have a flexible-staffing pattern.

The Project Directors, Project Officers, APOs and all technical posts are to be manned by officer with proven capability and motivation and are selected in an objective manner by specific Selection Committees. Similarly, for officers at the level of APOs and other technical officers, there should be a

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<sup>30</sup> B.L. Fadia & Kuldeep Fadia, *Indian Administration*, (Sahitya Bhawan Publications, Agra, 2007), p. 781.

<sup>31</sup> *Guideline on DRDA Administration, Op.cit.*,

<sup>32</sup> *Ibid.*,

selection Committee headed by Secretary (Rural Development). State Governments may fill up vacant sanctioned posts in Group 'A' 'B' & 'C' as per their recruitment rules by hiring technically qualified and experienced personnel on contract basis. However, sanctioned posts should not exceed the suggested staffing pattern for DRDAs as prescribed in the guidelines. The total emoluments for these posts may not exceed the basic pay and other allowances which are permissible by the State Governments for that post. State Governments may determine basic qualification which will be required for these posts and selection to these posts may be made temporarily by a Selection Committee headed by State Secretary (Rural Development). State Government may be required to contribute their due share of 25% of emoluments paid to such personnel and Central Government will bear 75% of such expenditure. The ratio in respect of NE States has been revised to 90:10 with effect from the financial year 2008-2009. In the selection of Project Directors (PD) and APOs, emphasis should be on selecting officers of young age. Indicatively, the PDs and APOs should not be more than 40-45 years of age and in any case not more than 50 years of age.<sup>33</sup>

Lack of sufficient length of tenure to the project personnel has been a worrisome factor in the implementation of the anti-poverty programmes. In order to avoid this risk, it is necessary to insist on a minimum tenure and also ensure its compliance. The Project Directors, APOs and other technical staff must have a minimum tenure of 2-3 years and only under exceptional circumstances can they be shifted that too after recording the specific reasons in writing. Any violation should mean suspension of funds to the concerned DRDA.

In order to make the DRDA a professional body, the officials and staff of DRDAs should be constantly trained in the general field of management of rural areas and poverty. The personnel to be posted to the DRDA should be given a pre-service training to orient them suitably to their tasks. 4.8 There

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<sup>33</sup> Report of the V. Ramachandran Committee, *Ob.cit.*,

should also be a system of an annual in-service training where the officers could be given the updates about the relevant fields and which would also afford them an opportunity of exchanging their experiences.

A suitable training programme has been designed by the Ministry in consultation with Professional Institutes of national importance. The State Government may also identify suitable State-level Institutions in consultation with the Ministry of Rural Development.

## **VI. Financial Procedures of DRDA<sup>34</sup>**

The scheme of 'DRDA Administration' is a centrally sponsored scheme. The funds required under this programme are shared between the Centre and States in the ratio of 75:25. Funds are released directly to the DRDAs, in accordance with the guidelines under this programme.

The Central Government releases funds in two installments.

### **(a) Release of First Instalment<sup>35</sup>**

The release of First Installment can be made without any formal request if the Second Installment in the previous year had been released without any conditions. In case the Second Installment was not released at all or was released with some conditions, formal requests for release of First Installment are required from the DRDAs after conditions have been fulfilled for non-release of the Second Installment have been met.

### **(b) Release of Second Instalment<sup>36</sup>**

The Second Instalment of Central funds are being released on the request of the DRDAs in the prescribed format on fulfilment of the following conditions:

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<sup>34</sup> *Guideline on DRDA Administration, Op.cit.,*

<sup>35</sup> *Ibid.,*

<sup>36</sup> *Ibid.,*

- (i) Budget provision for the current year may be indicated by the State Governments. The Central release will not exceed it proportionately.
- (ii) The State Government should have released its contribution during the previous year. Deficiency in release of its share will be deducted from the Second Installment. Also the contribution of the State Government for the first current year should have been released.
- (iii) Available funds including carry forward funds should have been utilized at least to 60%.
- (iv) The opening balance of the DRDAs should not exceed 15% of the allocation of the year in which funds are being released. In case, the opening balance exceeds this limit, the Central share of the amount by which it exceeds this limit will be deducted at the time of release of Second Installment.
- (v) Audit report, utilization certificates for the previous year should be furnished. This will not be required in the first year i.e., 1999-2000
- (vi) Any other terms and conditions imposed at the time of the last release should have been met.

DRDA is maintaining the fund received from the Central and State Government under the head 'DRDA Administration' in a separated bank account in any nationalized bank. Interest earned on the funds should be used only for admissible items of expenditure under DRDA administration. They should not be used for any programme funding or non-admissible items of expenditure, such as construction of building and purchase of vehicles.

**(c) Maintenance of Accounts<sup>37</sup>**

Principles Separate accounts shall be maintained of this scheme and each other scheme under which the DRDA receives funds. Such maintenance of accounts is governed by the principles that the expenditure incurred is not repugnant to the objective of the scheme and is made, in accordance with the prescribed procedures. DRDA accounts are to be maintained on double entry system. The accounting procedure for DRDAs has been described in detail in the Government of India , Ministry of Rural Development Publication entitled “Revised Accounting Procedure for District Rural Development Agency/Societies”, 1984 and subsequently instructions issued/to be issued from time to time. Internal Audit Cells should be specifically charged with the responsibility of overseeing and the observance of these principles. One of the Accountant Officers should perform the role of internal audit.

**(d) Audit of the Accounts<sup>38</sup>**

The Project Director should cause the annual accounts of the DRDA to be prepared by a date not later than 30<sup>th</sup> June comprising Receipt and Payment Account, Income and Expenditure Accounts and Balance sheet. After approval by the Governing Body, he shall have the accounts audited by Chartered Accountant or any other authority appointed for the purpose. A copy of such report (duly signed by auditor) along with the annual statement of accounts certified by the auditor and the Chairman of the DRDA thereon should be furnished simultaneously to Government of India and the State Government not later than 30<sup>th</sup> September.

The Comptroller and Auditor General (CAG) has the right to conduct the audit of the accounts of the society and for this purpose shall have the right to access to the books of accounts and other relevant records of the DRDA. For this purpose a copy of the annual accounts along with the audit report and the

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<sup>37</sup> *Ibid.*,

<sup>38</sup> *Ibid.*,



comment of the DRDA thereon shall be sent to the audit office nominated by CAG.

The accounts of the DRDA is open to inspection by such individual or parties as are mentioned to carry-out such inspections by the Ministry of Rural Development at the State level or at the level of the Government of India. All Officers of and above the level of Under Secretary in the Ministry of Rural Development, Government of India and such officer as may be authorized by the State Government, may also inspect the accounts.

A statement showing the schedule of Fixed Assets by the DRDA or Agency at the end of the financial year is sent to the State Government and Government of India with the form prescribed along with the annual statement of account.

All the Agencies should send a utilization certificate to the Government of India (Department of Rural Development) in the prescribed format along with annual statement accounts. The utilization certificate must be prepared strictly on the basis of the Receipts and Payment Accounts and opening/closing balances in both Receipts and Payment Accounts Utilizations Certificate must also tally.

The above provisions are in addition to the statutory requirements under relevant law under which the DRDA are registered.

## **VII. Present Status of DRDA in Different States and Union Territories (UTs)**

The status of DRDA in all the States and Union Territories are not the same. In most of the States and UTs, DRDA functions as a separate agency. While in few states, DRDA is merged with the Zilla Parishad. Union territories of Delhi and Chandigarh do not have DRDA<sup>39</sup>.

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<sup>39</sup> Report of the V. Ramachandran Committee, *op.cit.*,

- (i) DRDAs were abolished and merged with Zilla Parishads, first in Karnataka in 1987 and after the 73rd Amendment in Madhya Pradesh, Chhattisgarh, West Bengal, Rajasthan and Kerala. In these states, the staff of the abolished DRDAs function within the Zilla Parishad as a kind of cell which carries out functions like receipt of funds from centrally sponsored schemes, their disbursement to the implementing agencies, reporting of expenditure, sending of utilization certificate and getting audit conducted. However, the Cells continued to be funded under the DRDA Administration scheme.
- (ii) In other States, DRDAs are manned by deputationists and DRDAs' own staff. The deputationists in the professional categories could be either from different departments or from the rural development department. By and large, the professional component of DRDA is relatively small. There is a preponderance of generalist ministerial staff against the recommended ratio of 1: 2 for managerial vs. professional and support staff, in practice it is almost 1:4.<sup>40</sup>

The present status of DRDA in all 28 States and 7 Union Territories are as follows:<sup>41</sup>

- |                      |  |
|----------------------|--|
| 1. Andhra Pradesh    | DRDA functions as separate agency; Collector is the Executive Chairperson though Zilla Parishad President is made the Chairperson of the agency. |
| 2. Arunachal Pradesh | DRDA functions as separate agency.   |
| 3. Assam             | DRDA functions as separate agency; Collector is Chairman.  |
| 4. Bihar             | DRDA functions as separate agency; Zilla   |

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<sup>40</sup> *Ibid.*,

<sup>41</sup> *Ibid.*,

- Parishad Chairman is the Chairman of DRDA.
- DRDA is merged with Zilla Parishad; Zilla Parishad Chairman is made the Chairman of DRDA.
5. Chhattisgarh
  6. Goa
  7. Gujarat
  8. Haryana
  9. Himachal Pradesh
  10. Jammu & Kashmir
  11. Jharkhand
  12. Karnataka
  13. Kerala
- DRDA functions as separate agency.
- DRDA functions as separate agency; District Development Officer is the Chairman.
- DRDA functions as a separate agency; Dy Commissioner/ Collector is the Chairman.
- DRDA functions as separate agency; Zilla Parishad chairman is the chairman of DRDA; there are also many other parallel bodies.
- DRDA functions as separate agency; interestingly, the DRDA administration is being refurbished; Panchayat at district level is called the District Planning & Development Board – in a way combining the Zilla Parishad and District Planning Committee.
- DRDA functions as separate agency; Deputy Commissioner is Chairperson of DRDA.
- DRDA is merged with Zilla Parishad since 1987; it functions as a unit of Zilla Parishad office with distinctively maintained only to facilitate transactions with the Ministry of Rural Development, New Delhi.
- DRDA is merged with Zilla Parishad, it function as poverty alleviation cell of the Zilla Parishad; some parallel bodies (Freshwater Fish Development Agency, Brackishwater Fish

- Development Agency) still function as per the directions of Government of India. The MLA-LDF is also outside the purview and is sort of a parallel body.
- DRDA functions as separate agency; Zilla Parishad Chairman is the Chairman of DRDA; many parallel bodies, particularly those funded by multilateral and bilateral agencies and operated by the State Government as parastatal entities; DPIP and
14. Madhya Pradesh
- MPRLP are two examples.
- DRDA functions as separate agency; ZP Chairman has a cosmetic position of being Chairman of Governing Body of DRDA with the CEO being the executive chairman of the Management Committee.
15. Maharashtra
- DRDA functions as separate agency; Deputy Commissioner as the Head; Many parallel bodies primarily associated with the Development programmes/ schemes of the Union Government also existed.
16. Manipur
- DRDA functions as separate agency.
17. Mizoram
- DRDA functions as separate agency; Deputy Commissioner is made the Chairman of the agency.
18. Nagaland
- DRDA functions as separate agency; Project Director – DRDA is designated as the Secretary-cum- Executive officer of Zilla Parishad; Zilla Parishad President is the
19. Orissa

- Chairman of DRDA.
- DRDA functions as separate agency; Zilla Parishad Chairman is made the Chairman of DRDA and it is said that all Panchayats have access to the expertise of DRDA; there are other parallel bodies at district and village levels (Village Water and Sanitation Committees, Village Education Committees), with no linkage with Panchayats.
- DRDA is merged with Zilla Parishad in 2003; however there are parastatals set up through multilateral funding as well as schemes of State and Union government.
- DRDA functions as separate agency.
- DRDA functions as separate institution; Chaired by the District Collector; many parallel bodies like in village education committee, watershed Associations, village forests committees exists.
- DRDA exists as separate agency; President of Zilla Parishad is the Chairman of DRDA.
- DRDA functions as separate agency; headed by Zilla Parishad President; there are a few other parallel bodies exist in the state.
- DRDA functions as separate agency; Zilla Parishad President is its chairman; Van Panchayats, Village Education Committees are the other parallel bodies.
- DRDA is merged with Zilla Parishad;
20. Punjab
21. Rajasthan
22. Sikkim
23. Tamil Nadu
24. Tripura
25. Uttar Pradesh
26. Uttarakhand
27. West Bengal

	rechristened as District Rural Development Committee of Zilla Parishad.
28. Andaman&Nicobar	DRDA functions as separate agency; Out of the three agency in the territory, only one Zilla Parishad President is made the Chairman of DRDA.
29. Chandigarh	No DRDA.
30. Dadra Nagar Haveli	DRDA functions as separate agency.
31. Daman & Diu	DRDA continues to function as a separate body and have not been merged.
32. Lakshadweep	DRDA is merged with Zilla Parishad; Zilla Parishad President is the Chairman; DRDA provides support to the Zilla Parishad; other parallel bodies relate to Central schemes such as the SSA also existed.
33. Delhi	No DRDA
34. Pondicherry	DRDA functions as separate agency; Attempts are made to link other parallel bodies with Panchayats.

### **Centrally Sponsored Schemes handled by DRDA in various States<sup>42</sup>**

The District Rural Development Agency is the principal Agency of the government to implement various anti-poverty programmes in the district for the overall socio-economic development of the country.

Centrally sponsored schemes entrusted to District Rural Development Agency in the states are as follows:

- Andhra Pradesh - SGSY, NSAP

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<sup>42</sup> *Ibid.*,

- Arunachal Pradesh - SGSY, IWMP, MGNREGS, Rashtriya Swasthya, IAY, DRDA Admn Bima Yojana (RSBY), BADP, MPLAD, Special Plan Assistance.
- Assam - MGNREGS, SGSY, IAY, BRGF in Sixth DRDA Admn, Schedule Area.
- Bihar - MGNREGS, SGSY, IAY, BPL matters.
- Chhattisgarh - MGNREGS, SGSY, IAY, TSC, BRGF, Women & Child, Social Sector Dev. Schemes.
- Goa - SGSY, IAY, NSAP, MGNREGS Balika SamrudhiYojana.
- Gujarat - MGNREGS, IAY, SGSY, TSC.
- Haryana - SGSY, MGNREGS, IAY, BRGF, MP LADs, IWMP, DRDA Administration, TSC day Meal Scheme.
- Himachal Pradesh - MGNREGS, SGSY, IAY, Watershed Development Projects, TSC.
- Jharkhand - SGSY, MGNREGS, IAY, MPLAD, IWMP, (DPAP/IWDP), DRDA Administration.
- Karnataka - MGNREGS, SGSY, IAY, ARWSP, Bonded IWMP, PMGSY, TSC Labor Rehabilitation Scheme, National Bio Gas Development Project, DPAP.
- Maharashtra - SGSY, IAY, IWDP BRGF.
- Madhya Pradesh - SGSY, IAY, MGNREGS, BRGF, Mid-day Meal, IWMP, TSC, Swajaldhara.
- Manipur - MGNREGS, IAY, SGSY, TSC, NRHM, BADP, MPLADS, IWDP/IWMP, Swajaldhara & MSDP/MODP.
- Meghalaya - MGNREGS, IAY, SGSY, Programmes of M/o NRLM, NSAP Panchayati Raj & Ministry of Minority Affairs. In two districts IFAD Project is implemented.
- Mizoram - MGNREGS, SGSY, IAY, IWDP, IWMP, DRDA Administration Scheme.
- Nagaland - MGNREGA, SGSY, IAY, BRGF.

- Punjab - SGSY, DRDA Administration, BPL Survey, MGNREGS, IAY, NSAP.
- Sikkim - SGSY.
- Uttar Pradesh SGSY/NRLM, IAY, PMGSY, RSBY, Bio Gas, DRDA Administration, MGNREGS, BPL Survey.

### **State level Schemes handled by the DRDAs<sup>43</sup>**

In many States, DRDAs have also been entrusted with State level Schemes.

- Andhra Pradesh - Y.S.R. Abhaya Hastaham, Aam Aadmi Bima Yojana, Pavala Vaddi, State Revolving Fund, Social Security Pensions.
- Arunachal Pradesh – MLALAD.
- Chhattisgarh - No state scheme being implemented by DRDA rather these are implemented by Zilla Panchayats.
- Goa - Goa Gram Samrudhi Yojana (GGSY) and Goa Grameen Urja Yojana (GGUY).
- Gujarat - Mission Mangalam, Gokul Gram Yojana, Aam Aadmi Bima Yojana, Nirmal Gujarat.
- Himachal Pradesh - National family Benefit Scheme (NFBS), Matri Shakti Bima Yojana (MSBY), Atal Awaas Yojana (AAY).
- Jharkhand - Lok Jal Smiridhi Yojana, Mukhya Mantri Vikas Yojana (MMVY), District Plan Untied Fund, Gram Awas Maramati Anudan, MLALAD, Selection & approval of Dist. Plan.
- Karnataka - Suvarna Gramodaya Yojana, Drinking water supply, Maintenance of Bore well, Chief Minister Gram Sadak yojana, Rural roads, Special Development Programmes, Nirmal Gram Yojana, NRWPD, Jal Nirmal.
- Manipur - MLALADS, Infrastructure Development.

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<sup>43</sup> *Ibid.*,



- Maharashtra - Rajiv Gandhi Nivara Yojna (Bank loan scheme int. up to 9% is borne by govt.), Housing for SC beneficiaries scheme of Social Justice Department, Eco Village (Paryavaran Santulit Samruddh Gram Yojna), Pilgrimage Development Scheme (separate funds being provided to LSG for improving the basic amenities), Yashwant Gram Samrudhi Yojna.
- Mizoram - State Rural Housing scheme, and New Land Use Policy (NLUP).
- Nagaland - Grants-in-aid to Village Development Boards, Microfinance to VDBs, VDB Welfare Fund.
- Madhya Pradesh - Mukhya Manti Awas Yojana, Mid-day Meal.
- Meghalaya - Special Rural work Programme, CM special Rural work programme, Construction of Rural work programme, Assistance to Small farmer/Marginal Farmers.
- Punjab - Election work pertaining to Municipal Corporation, Nagar Panchayat, Zilla Panchayat, Panchayat Samiti and Panchayat Scrutiny of Backward classes, financial Development Corporation cases, Scrutiny of SC & Welfare Deptt. Cases.
- Sikkim - Mukhya Mantri Awas Yojana, Dhara Vikas.
- Utter Pradesh - UPRRDA, Community Development Programme, Ambedkar Special Employment Scheme, Mahamaya Sarvajan Awas Yohana, and MLALAD.

The organizational structures pattern and working of District Rural Development Agency (DRDA) is not similar in different parts of the country. This is due to the effect that in some states the Agency functions as a separate body, while in other states it is merged with the Zill Parishad. There are also few states which do not have such agency at all.

## **CHAPTER - III**

### **HISTORY AND ORGANIZATIONAL STRUCTURE OF DRDA IN AIZAWL DISTRICT**

This chapter attempt to explain the evolutionary and historical background of the District Rural Development Agency (DRDA), Aizawl District as well as its organizational structures pattern.

#### **I. Historical Background**

In Mizoram, each district has its own DRDA registered under the Society Registration Act XXI of 1860. Similarly, DRDA of Aizawl District is also registered under the same Act. Despite the fact that it is a registered society, for all practical purposes, it is like a governmental agency whose working pattern is more or less the same with those government departments. The only difference is that DRDA is subject to commercial rather than governmental accounting system. It maintains its funds in various banks as well as in Public Deposit Accounts with the Treasury.<sup>44</sup>

The origin of DRDA, Aizawl district can be traced back to the time when J.C Sengluaia, a Mizoram Civil Service (MCS) Officer, was appointed as

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<sup>44</sup> Ramesh K.Arora & Rakesh Hooja, *Administration of Rural Development: Indian and Comparative Perspectives*, (Jaipur, Arihant, 1994), p.481

the Project Officer by the State Government on 26<sup>th</sup> November, 1982. Later, in 1992, the status of Project Officer was upgraded to Project Director.<sup>45</sup>

At present the Deputy Commissioner (DC) is the Chairman of DRDA, Aizawl and below him is a Project Director who is an MCS officer. The Project Director (PD) is the head of DRDA administration. Besides, there are two Assistant Project Officers (APOs) – one for monitoring and another one for women development. There are also other officers such as one Assistant Engineer (AE) and one Account Officer (AO) who is in-charge of the account section. DRDA normally has only a handful of officers and a skeleton clerical and statistical staff attached to it. In fact, all the development schemes under DRDA are implemented through Block Development Administration.<sup>46</sup>

The office of DRDA, Aizawl district is situated in New Capital Complex, Aizawl, Mizoram.

## **II. Organisational Structure**

The organisational Structure of DRDA, Aizawl, is as follows:

### **(a) Governing Body**

DRDA, Aizawl has a governing body, the members of which can be increased or decreased as per the instructions of the State Government from time to time.<sup>47</sup> It is the highest decision-making body of the Agency. It consists of the following members:-

#### **Member of Governing Body<sup>48</sup>**

- |                                    |                       |
|------------------------------------|-----------------------|
| 1. Chairman, DRDA                  | - Deputy Commissioner |
| 2. Project Director                | - Member Secretary    |
| 3. All MPs and MLA in the district | - Member              |

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<sup>45</sup> Interview with Mr. Rotluanga, Project Director, DRDA Aizawl on 17. 02.2012

<sup>46</sup> Citizen Charter 2012 (District Rural Development Agency, Aizawl District), p.1

<sup>47</sup> *Guideline on DRDA Administration* (Ministry of Rural Development, Government of India) vide [www.rural.nic.in](http://www.rural.nic.in) 05.05.2012

<sup>48</sup> *Citizen Charter 2012, Op.cit.*, p.7.

4. Managing Director, Apex Bank	- Member
5. Lead Bank Officer, SBI/CM (Adv.) SBRO	- Member
6. General Manger, DIC, Aizawl	- Member
7. Chairman, Mizoram Rural Bank, Headquarter	- Member
8. District Agriculture Officer, Aizawl	- Member
9. District Social Welfare Officer, Aizawl	- Member
10. District Veterinary Officer, Aizawl	- Member
11. District Soil Conservation Officer, Aizawl	- Member
12. District Forest Officer, Aizawl (Sadar)	- Member
13. Officer-in-Charge, NABARD	- Member
14. Chief Executive Officer, KVI Board	- Member
15. Deputy Secretary, R.D. Department	- Member
16. S.D.C. (Planning) D.C Office, Aizawl	- Member
17. President, Central YMA	- Member
18. President, MHIP Headquarter	- Member
19. District Employment Officer, Aizawl	- Member
20. BDO, Tlangnuam	- Member
21. BDO, Aibawk	- Member
22. BDO, Thingsulthiah	- Member
23. BDO, Phullen	- Member
24. BDO, Darlawn	- Member

Unlike the DRDA in other states which has an Executive Committee, DRDA of Aizawl district do not have such a committee.<sup>49</sup>

**(b) Project Director**

Since its inception, DRDA Aizawl so far has four Project Officer. However, the office of Project Officer was upgraded to Project Director in 1992 and K. Riacho was the first Project Director of the Agency. Currently, Mr. Rotluanga a senior Mizoram Civil Service (MCS) officer is the head of

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<sup>49</sup> Interview with Mr. Rotluanga, Project Director, DRDA Aizawl, on 06.09.2012.

DRDA, Aizawl district. In most of the cases a senior scale MCS officer is being appointed as head of the Agency, but in few instances a technical person is also being appointed as head of the DRDA, Aizawl district.<sup>50</sup>

The following table shows the Project Officers and Project Directors of DRDA, Aizawl district.<sup>51</sup>

**Table 3.1**

**Project Officer and Project Director of DRDA, Aizawl District**

Sl. No.	NAME	DESIGNATION	PERIODS
1.	J.C. Sengluaia	Project Officer	26.11.1982 - 27.03.1986
2.	Vanengmawia	Project Officer	27.03.1986 – 29.09.1989
3.	R. Lalruata	Project Officer	29.09.1989 – 09.08.1991
4.	K. Riacho	Project Officer	09.08.1991 – 27.08.1992
5.	K. Riacho	Project Director	28.08.1992 – 12.12.1994
6.	Zadingliana	Project Director	12.12.1994 – 24.06.1996
7.	H. Sikhu	Project Director	24.06.1996 – 01.07.1998
8.	Dominic Lalmangaiha	Project Director	01.07.1998 – 11.07.2002

<sup>50</sup> *Ibid.*,

<sup>51</sup> Loose document, DRDA, Aizawl District 21.10.2012.

9.	Lalthanliana	Project Director	11.07.2002 – 18.06.2003
10.	P.C. Lalthlamuana	Project Director	18.06.2003 – 29.12.2004
11.	Laltharmawia	Project Director	29.12.2004 – 18.08.2009
12.	Rotluanga	Project Director	18.08.2009 – Till date

**(c) Wings of DRDA, Aizawl**

DRDA, Aizawl has five wings or sections<sup>52</sup>. They are as follows:-

1. Women's Wing
2. Monitoring and Evaluation Wing
3. Engineering Wing
4. Accounts Wing, and
5. General Administration Wing

The other two wings (i.e. self-employment wing and wage employment wing) exist only in paper and do not have any staff attached to it.<sup>53</sup>

The number of personnel employed in the DRDA of Aizawl District is 53 in number including the Project Director.<sup>54</sup> They are as follows:-<sup>55</sup>

1. Project Director (PD) – 1
2. Assistant Programme Officer (APO) – 2
3. Assistant Engineer – 1
4. Accounts Officer – 1

<sup>52</sup> Interview with Ms. Dr.Laltanpuui, Assistant Project Officer (Women Development), DRDA Aizawl on 14.10.2012

<sup>53</sup> *Ibid.*,

<sup>54</sup> Citizen Charter 2012 (District Rural Development Agency, Aizawl District), p.10

<sup>55</sup> Citizen Charter 2012, *Op.cit.*, pp.10-11

5. Junior Engineer – 1
6. Additional Programme Officer (for MNREGS) – 1
7. Work Manager (for MNREGS) – 1
8. Head Assistant – 1
9. Cashier – 1
10. Personal Assistant (to PD) – 1
11. Computer Assistant – 9
12. Programme Assistant (for MNREGS) – 3
13. Technical Assistant – 1
14. Accounts Assistant – 1
15. Data Entry Operator – 1
16. L.D.C – 6
17. Gram Sevika – 1
18. Mukhiya Sevika – 1
19. Watershed Development Team (for IWDP) – 4
20. Watershed Volunteer (for IWDP) - 3
21. Driver – 1
22. Peon – 1
23. Village Level Administrative Assistant (for MNREGS) – 4
24. Helper (for MNREGS) – 4
25. Messenger (for MNREGS) – 1

The Project Director of DRDA, Aizawl, is a deputationist from the State service. Most of the employees of the Agency are recruited on a contract basis according to the requirements of the different schemes or programmes. However, their term of service in the Agency will be terminated with the termination of the scheme or programme for which they are being recruited<sup>56</sup>. There are also few personnel of the state government working in the Agency as attached employees. However, the introduction of ‘DRDA Administration’ scheme from 1<sup>st</sup> April 1999 which is a Centrally Sponsored Scheme for

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<sup>56</sup> Interview with Mr. Rotluanga, Project Director, DRDA Aizawl on 06.09.2012

strengthening DRDA administration cost do away, to some extent, the insecurity of the term of service of the employees of the Agency.

### **III. Implementing Agencies**

The district is headed by the District Collector or Deputy Commissioner (the District Programme Co-coordinator for MNREGA). Block Development Offices, Village Councils/Committees and some other line departments of the state government are responsible for the implementation of the programme of Ministry of Rural Development for overall development of the district.

#### **(a) Line Departments<sup>57</sup>**

Prominent among the line departments responsible for the programme implementation of various rural development programmes are:

1. Public Health Engineering Department (PHE)
2. Horticulture Department
3. Agriculture Department
4. Soil & Water Conservation Department
5. Forest Department
6. Lead Bank (State Bank of India) and other Bank associated banks (Mizoram Rural Bank)
7. Post offices.

PHED is a Department of the State Government responsible for drinking water supplies and sanitation in the district including Total Sanitation Campaign.

Horticulture Department, Agriculture Department and Soil & Water Conservation Department of the State Government are responsible for promoting and development of agriculture and horticulture in the district. They

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<sup>57</sup> *Aizawl District - Under DRDA at a glance, 2012, prepared by DRDA, Aizawl District, p.4*



also executed afforestation work, soil and water conservation measures and construction under MNREGS and IWDP in close association with Village Council or Courts.

Forest Department of the State Government is responsible for conservation, protection and development of forests in the district. It also executes road-side plantation, tree-planting and soil/moisture conservation activities in degraded forests area and raising nurseries under MNREGS in close association Village Council/Courts.

Lead bank and other associated banks in the district are responsible for the receipt of wage payments from the implementing agencies and maintenance of bank account of Job Card holders who open their account in their branches.

Post Offices, like the bank also hold the accounts of the Job Card holders under MNREGS, who draw their wages from it as per their conveniences.

All the line departments mentioned above work closely in collaboration with the District Collector; they are responsible for programme execution in conformity with the programmes objectives and guidelines, achievement of physical and financial targets fixed for the year and reporting compliance for MIS.

**(b) Block Development Offices**

Aizawl District is divided into five rural development blocks for the purpose of administrative conveniences which is under the control of Block Development Officer (BDO). The five Rural Development (RD) Blocks are as under:-<sup>58</sup>

1. Aibawk R.D. Block
2. Tlangnuam R.D. Block
3. Darlawn R.D. Block

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<sup>58</sup> Citizen Charter 2012, *Op.cit.*, P.1

4. Phullen R.D. Block, and
5. Thingsulthliah R.D. Block

The Block Development Offices under the head of Block Development Officer plays a crucial role in the implementation of different rural development schemes of the government. In coordination with the DRDA, the Block Development Officer carried-out the planning, formulation and implementation of the various anti-poverty programmes of the Central Government.

**(c) Village Councils**

There are also as many as 97 villages within Aizawl district under the cover of DRDA. Each village has a Village Councils elected by the people through a process of Universal Adult Franchise. The various rural development schemes and programmes of the government are actually implemented in the villages through the Village Council. So, they are the basic and grass-root implementing agency of the anti-poverty programmes of the Ministry of Rural Development, Government of India. The Council is equivalent to the Gram Panchayat/Village Panchayat in the Panchayati Raj Institution (PRI) system.

**IV. Mechanism for Monitoring**

The success or failure of any governmental scheme or projects also depends largely on their effective monitoring and evaluation. It is for this purpose that the District Vigilance & Monitoring Committee has been constituted by Government of Mizoram as per the instruction of Ministry of Rural Development, Government of India from time to time. The Committee monitored all the rural development programmes implemented in the district including those programmes implemented by DRDA. Monitoring at the block level is done by Assistant Programme Officer (Monitoring) of DRDA with the help of Block Development Offices, and at village level by Village Monitoring Committee.

**(a) District Level**

The device for monitoring rural development at the district level is District Vigilance & Monitoring Committee<sup>59</sup>

With a view to revitalizing the role and functions of the Vigilance & Monitoring Committees for making them important instruments of effective monitoring of the implementation of the programmes of the Ministry of Rural Development, Government of India, the District Vigilance & Monitoring Committee has been constituted under the chairmanship of MP (Lok Sabha).

The main functions of the Committee are as follows:

- (a) The primary responsibility of the Committee is to effectively monitor the implementation of the schemes and programmes of the Ministry of Rural Development and also ensure that the funds are used for the purpose they are meant for.
- (b) The Committee should effectively liaison and coordinate with the Ministry of Rural Development and State Government.
- (c) The Committee shall ensure that all schemes of Ministry of Rural Development are implemented as per the guidelines issued by the Ministry.
- (d) District level Vigilance & Monitoring Committee would undertake continuous internal assessment of project implementation in relation to agreed schedules, and of the use of inputs, infrastructure and services by project beneficiaries. The Committee would also track the progress of the implementation process, especially of inputs and outputs, to ensure that the agreed targets are met. The Committee would undertake both Input Monitoring (i.e. whether resources are being mobilized as planned) and Output Monitoring (i.e. whether services and project are being delivered on scheduled).

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<sup>59</sup> Notification No.C.31015/1/2011/-DRDA (A) Estt –issued by Project Director, DRDA, Aizawl District on 03.09.2009.

- (e) The Committee should look into complaints/alleged irregularities received by them, in respect of the implementation of the programmes, including complaints of wrong selection of beneficiaries, misappropriation/diversion of funds of various schemes of the Ministry and recommended followed-up actions. The Committee shall have the authority to summon and inspect any record for this purpose. The Committee may refer any matter for enquiry to the DC/CEO/DP or suggest suitable action to be taken as per rules which shall be acted upon by him within 30 days. If such action is not initiated within this time the relevant programme funds to which the direction pertains to, may be withheld.
- (f) The Committee shall exercise preventive vigilance so as to ensure that irregularities, diversion and misappropriation of funds are avoided and the selection of beneficiaries is strictly in accordance with the guidelines of the programmes.
- (g) The Committee would monitor all the schemes of the Ministry of Rural Development implemented in the district, and in particulars-
- (1) Closely watch the flow of funds at various channels including the funds allocated, funds released by both Centre and State, utilization and unspent balances under each schemes.
  - (2) Monitor the works under the different schemes with special reference to the following:-
    - i. Sampoorna Gramin Rozgar Yojana (SGRY) – proper selection and execution of works, proper selection of beneficiaries, lifting of foodgrain and disbursement of cash component and foodgrains.
    - ii. Swarnjayanti Gram Swarozgar Yojana (SGSY) – proper selection of individual beneficiaries and Self Help Group, selection of activities, disbursement of subsidy, disbursement of credits, linkages with financial institution and selection and execution of special project.

- iii. Indira Awaas Yojana (IAY) – proper selection of beneficiaries, disbursement of financial assistance to the beneficiaries and progress of construction.
  - iv. Pradhan Mantri Gram Sadak Yojana (PMGSY) – selection, execution and quality of works, fund flow and utilization.
  - v. DRDA Administration – sufficiency of staff in the DRDA and proper utilization of funds allocated under the scheme by the Central Government. The Committee shall ensure that the Guidelines in respect of DRDA Administration are also adhered to.
  - vi. Watershed Development Programme under DPAP, DDP and IWDP – selection of projects, selection of Project Implementing Agencies (PIA) and execution of projects.
  - vii. Computerization of Land Records – progress of work in the district.
  - viii. Rural Water Supply Programme (RWSP) – coverage of population, coverage of habitations, quality and availability of water.
  - ix. Sector Reforms Project/SWAJALDHARA – progress of the project activities and funds utilization.
  - x. Rural Sanitation Programme – progress of activities under the Total Sanitation Campaign, coverage and quality of work.
  - xi. Any other Scheme of the Ministry of Rural Development – selection of beneficiaries and progress of implementation of the scheme.
- (h) For action on any points pertaining to the State Government, the Committee shall forward their observation/recommendation to them. Any gross violation noticed, the Ministry of Rural Development shall be informed without fail.

Meetings of the Vigilance & Monitoring Committee at each level are to be held at least once every quarter, after giving sufficient notice to all Members, including MPs and MLAs.

Member Secretary shall convene the meeting on the direction of the Chairman. TA/DA will be paid as per the norms applicable to the individuals from the DRDA administration head. A separate provision will have to be made for this and other expenditures on the meeting by the Ministry of Rural Development, Government of India.

The Committee consists of the following members:<sup>60</sup>

1. C.L.Ruala, Member of Parliament (Lok Sabha) - Chairman
2. Lalhmingliana, Member of Parliament (Rajya Sabha) - Co-Chairman
3. Deputy Commissioner, Aizawl District, Aizawl -Member Secretary
4. R.Lalzirliana, MLA - Member
5. John, Rotluangliana, MLA - Member
6. Chawngtinthanga, MLA - Member
7. R.Lalrinawma, MLA - Member
8. Lalduhawma, MLA - Member
9. K.S.Thanga, MLA - Member
10. K.Lianzuala, MLA - Member
11. R.L.Pianmawia, MLA - Member
12. President, Central YMA - Member
13. President, MHIP Headquarters - Member
14. Representative from Synod Office - Member
15. Director, Rural Development Department - Member
16. E.E. (Planning), Chief Engineer Office - Member
17. E.E. (PMGSY), PWD - Member
18. Director, Social Welfare Department - Member

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<sup>60</sup> *Ibid.*,

**(b) Block Level**

There is no such block level monitoring committee as it is in the district and village. However, monitoring of works at the block is done by APO (Monitoring) with the help of BDO and his technical staffs and the village level workers.<sup>61</sup>

**(c) Village Level**

Monitoring of works at the village level is entrusted to the Village Monitoring Committee which oversee the quality of work relating to MNREGS, SGSY, IAY, IWDP, ARSWP and Total Sanitation Campaign (TSC).<sup>62</sup>

**V. Complaint/Grievances Cell<sup>63</sup>**

Any person can lodge a written or oral complains against DRDA, Aizawl and all the five BDOs and VCs area covered by the district pertaining to their works to the Director of Grievances, DRDA, Aizawl. Project Director is the director/head of this Cell.

Complaint can be lodge relating to:

1. The manner in which the programmes is implemented by V/C and Block Development Officer (BDO).
2. Non-payment of compensation in case of accident sustained in the course of works (for NREGS).
3. Non-payment or irregular payment of salary as per the guidelines of the Act (NREGA) by BDOs and VCs.
4. In case of discrimination towards women in the selection of beneficiaries of different project.
5. Any complaints towards the staffs of DRDA, Aizawl.

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<sup>61</sup> Interview with Ms.Esther Lalhlimpii, Assist Project Officer (Monitoring), DRDA Aizawl on 08.10.2012

<sup>62</sup> *Ibid.*,

<sup>63</sup> Citizen Charter 2012 (District Rural Development Agency, Aizawl District), p.9

6. Any other matters relating to DRDA, Aizawl district.

If any person has complaints or suggestions towards the above mentioned points, he can lodge a written or oral complains to the Project Director, DRDA Aizawl district.<sup>64</sup>

## CHAPTER – IV

### ROLE, FUNCTIONS AND ACTIVITES OF DRDA IN AIZAWL DISTRICT FOR RURAL DEVELOPMENT

If effective programme design is critical to successful implementation of rural development programmes, so is an effective delivery agency. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and commitment to the task. It is here that the DRDAs play a critical role. The DRDAs are not the implementing agencies, but can be very effective in enhancing the quality of implementation through overseeing the implementation of different programmes and ensuring that necessary linkages are provided<sup>65</sup>. To this extent the DRDA is a supporting and a facilitating organization and play a very effective role as a catalyst in development process.

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<sup>64</sup> *Ibid.*,

<sup>65</sup> Ramesh K.Arora & Rakesh Hooja, *Administration of Rural Development: Indian and Comparative Perspectives*, (Jaipur, Arihant, 1994), p.483



The District Rural Development Agency (DRDA), Aizawl District is a specialized and a professional agency capable of managing the anti-poverty programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the District. In other words, the DRDA continue to watch over the implementation of RD Programme to ensure effective utilization of the funds intended for anti-poverty programmes, it develop a far greater understanding of the processes necessary for poverty alleviation. Therefore, it developed distinctive capabilities rather than perform tasks that are legitimately in the domain of the Panchayati Raj Institutions or Village Councils or the line departments. The role of the DRDA therefore is distinct from all the other agencies.<sup>66</sup>

DRDA, Aizawl District is professional agency and interact effectively with various other agencies. They effectively coordinate with the line departments, the Panchayati Raj Institutions or Village Councils, the banks and other financial institutions, the NGOs as well as the technical institutions, with a view to gathering the support and resources required for poverty reduction effort in the district. It is the endeavour and objective of the agency to secure inter-sectoral and inter-departmental coordination and cooperation for reducing poverty in the district. It is their ability to coordinate and bring about a convergence of approach among different agencies for poverty alleviation that set them apart from other organizations.

The DRDA, Aizawl District have been coordinating effectively with the Panchayati Raj Institutions or Village Councils. It maintains their separate identity and function under the chairmanship Deputy Commissioner. They are functions as a facilitating and supporting organization to the Block Development Offices and Village Councils, providing necessary executive and technical support in respect of poverty reduction efforts.

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<sup>66</sup> Report of the V. Ramachandran Committee on '*Restructuring of DRDA, 2012*' (Ministry of Rural Development, Government of India) vide [www.indiawaterportal.org](http://www.indiawaterportal.org) 05.07.2012.

The DRDA, Aizawl District also oversee the implementation of different anti-poverty programmes of the Ministry of Rural Development in the district. This is not to be confused with actual implementation, which is done by the Panchayati Raj Institutions or Village Councils. The Agency monitors closely the implementation through obtaining of periodic reports as well as frequent field visits. The purpose of the field visit is to facilitate the implementing agencies in improving implementation process, besides ensuring that the quality of implementation of programmes is high. This includes overseeing whether the intended beneficiaries are receiving the benefits under the different programmes.

The Agency keeps the State and the Central Government duly informed of the progress of the implementation of the programmes through periodic reports in the prescribed formats. Special reports are also provided as and when called for by higher authorities.

It is the duty of the DRDA, Aizawl District to oversee and ensure that the benefits specifically earmarked for certain target groups (SC/ST, women and disabled) reach them. They have taken all necessary steps to achieve the prescribed norms.<sup>67</sup>

The Agency also takes necessary step to improve the awareness regarding rural development and poverty alleviation particularly among the rural poor. This involves the issues of poverty, the opportunities available to the rural poor and generally infusing a sense of confidence in their ability to overcome poverty. It also involves sensitizing the different functionaries in the district to the different aspects of poverty and poverty alleviation programmes.

It strives to promote transparency in the implementation of different antipoverty programmes. Towards this end, they publish periodically, the details of the different programmes and their implementation.

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<sup>67</sup> Report of the V. Ramachandran Committee, *Op.cit.*,

Keeping in view, the substantial investment that are being made in poverty alleviation programmes, the Agency ensure financial discipline in respect of the funds received by them, whether from Central or State Governments. They also ensure that the accounts are properly maintained including in respect of the funds allocated to banks or implementing agencies in accordance with the guidelines of different programmes.

Thus the role of the Agency is formulation of plan for the effective implementation of anti-poverty programmes; coordinating with other agencies- Governmental, non-Governmental, technical and financial for successful programme implementation; enabling the community and the rural poor participate in the decision making process, overseeing the implementation to ensure adherence to guidelines, quality, equity and efficiency; reporting to the prescribed authorities on the implementation; and promoting transparency in decision making and implementation.

Presently, DRDA Aizawl is implementing the following programmes of the Ministry of Rural Development, Government of India for the overall socio-economic development of the district:- <sup>68</sup>

- Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS)
- Indira Awaas Yojana (IAY)
- Swarnjayanti Gram Swarozgar Yojana (SGSY)
- Integrated Wasteland Development Programme (IWDP)

## **I. Implementation on MNRES**

### **(a) Historical and Administrative Background of the Scheme**

In Aizawl District, the National Rural Employment Guarantee Act was implemented abiding to the objective of providing wage employment in rural areas, to create durable assets and ensure food security.

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<sup>68</sup> Citizen Charter 2012 (District Rural Development Agency, Aizawl District), p.1

Aizawl District is among the 3<sup>rd</sup> phase district where NREGA become operational from 1<sup>st</sup> April, 2008<sup>69</sup>. The district is divided into five R.D. Blocks, viz. Aibawk, Darlawn, Phullen, Thingsulthliah and Tlangnuam. For the purpose of administrative conveniences and for better functioning of MNREGS, the district initially have 7 (seven) Programme Officers including SDO (civil) and BDO's from the respective block. However, the two post of SDO (civil) as Programme Officer had been terminated by the State Government. With the implementation of MNREGS, the District has been enlarging its canvas of development activities every year and also has been successful in making the scheme more and more need based and focused. The results could be seen as reflected in the financial and physical achievements.

The non-negotiation principles in MNREGA implementation in Aizawl District is the multilayered responsibilities and accountability and yet focal point being the Gram Sabha or Adult Villagers and Village Councils. The activities and implementation of the scheme are centred at the Village and Block level while coordination of activities is vested at the Block and District level. MNREGA is implemented in every village within Aizawl District. The implementing agency at the district level is DRDA, at the Block level BDO is the Programme Officer (PO) and at the village level Village Council or Courts (VC) is the implementing agency. Identification of works is done by the Gram Sabha, which are approved by the VC and put up to the BDO or PO as annual plan or shelf of works. The BDOs submit the Annual Plan for their respective Blocks to the DPC for approval as per the guidelines of the Act.

The works of Monitoring & Vigilance are done at the Village, Block, District and State level.

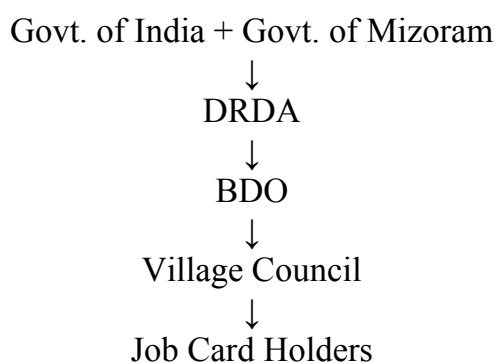
### **Fund Release Pattern<sup>70</sup>**

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<sup>69</sup> *Aizawl District - Under DRDA at a glance, 2012*, prepared by DRDA, Aizawl District, p. 15.

<sup>70</sup> *Aizawl District - Under DRDA at a glance, 2012*, prepared by DRDA, Aizawl District, p.16

The fund release pattern under Mahatma Gandhi National Rural Guarantee Scheme is also similar to other schemes of the government. Both the Central and State Government released their share of fund to the DRDA, Aizawl District. The Agency on their parts released the funds given to them by Central and State Government to the Block Development Offices. The Village Councils is the next tier in the hierarchy of transfer of finances of the schemes. Lastly, the Job Card Holder received money from the Village Council as per wage norms set by the schemes.



**(b) Planning**

In accordance with the prescription of MNREGA Guidelines Chapter 4, planning is done at the grass root level<sup>71</sup>. Annual Shelf of Projects or Annual Work Plan (AWP) is prepared as per selection and approval of the Gram Sabha with technical estimate prepared by Technical Assistants. Perspective Plan had been prepared by Santek Consultant Pvt. Ltd. Sanction are given to Village Councils through the Programme Officers based on the demand for work proposed by the Village Councils from the Annual Work Plan. The wage and material component ratio is maintained and checked from the proposal submitted by the Village Council through the Programme Officer at the District level i.e., at the time of preparation of sanction order.

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<sup>71</sup> Government of Mizoram *The Mizoram Rural Employment Guarantee Rule, 2007*, (published by Rural Development Department), P.3

In Aizawl District, demand for work is taken up based on the labour projection. The Village Council formulates a calendar based on the work requirement period of the registered households. The working calendar is based on agricultural season since most of the villagers depend upon agriculture and allied subjects. The demand basis for every month is as outlined below:<sup>72</sup>

- 1. January -** Clearance of jhum land by cultivators require money for employing labourers.
- 2. February –** For meeting school admission expenses.
- 3. March –** Jhum land will be burnt and commercial crops sown. Fund is needed before seeds are sown.
- 4. April –** To enable the cultivators to make necessary arrangement for sowing the main crop i.e., paddy.
- 5. May –** In order to spend 2/3 weeks in jhum land for first weeding provision for wage employment is a must.
- 6. June –** It is weeding period before provision for starting of work for BNRGSK is planned for this month.
- 7. July –** During this month second weeding starts. Provision for staying in jhum land is required.
- 8. August –** Monsoon arrives making it impossible for farm work, other forms of employment is required. This is met through wage employment.
- 9. September –** Provision for third weeding is required.
- 10. October –** Harvesting is done during this month, the fund required for transport of harvest from jhum land to their homes is provided using wage employment.
- 11. November –** As cultivation period is over for the year the villagers require work. Other forms of employment are almost non-existent in villages. To prevent migration for work, wage employment is a necessary.

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<sup>72</sup> *Aizawl District - Under DRDA at a glance, 2012, prepared by DRDA, Aizawl District, p.21*

**12. December** – As majority of the population is Christians and to meet their needs for Christmas and New Year Festival, wage employment is a necessity.

Therefore, as demand for 100 days wage employment was already made by the Job Card Holders in the Gram Sabha or adult villagers, the said body itself has arranged the number of days to be provided employment for each month in advance. Therefore, the implementations of MNREGS in Aizawl District though appearing to be supply basis is in reality purely demand driven.

**(c) Job Card and Documents**

**(1) Job Card<sup>73</sup>**

Job card had been issued to all registered households who have applied orally through the Village Council. Necessary entry had been made like photograph of card holder and employment details. Job card is kept by each card holder and duplicate copy is in the custody of Village Council concerned.

**(2) Registers and Muster Roll<sup>74</sup>**

Register such as – Application Register, Job Card Register, Employment Register and Assets Register, Muster Roll Register, Complaint Register, Work Register is maintained by each Village Council.

Muster Roll is kept for each work with unique number for every work sanctioned and detail entry is made in the Muster Roll. The Village Councils with the help of Village Level Administrative Assistance (VLAA) do entry in the Job Card. All Muster Roll are verified before payment to the executing Agency.

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<sup>73</sup> *Ibid.*,p.21

<sup>74</sup> *Ibid.*,p.21

**Table 4.1**

**No. Of Job Card Holder in Aizawl District<sup>75</sup>**

Sl. No.	Name of Block/Division	No. of Villages	No. of Job Card
1.	Aibawk Block	20	4052
2.	Darlawn Block	14	3806
3.	Thingsulthliah Block	7	3234
4.	Tlangnuam Block	23	4678
5.	Phullen Block	12	2596
6.	Saitual Sub-Division	13	3855
7.	Sakawrdai Sub-Division	14	2265
	<b>Total</b>	<b>97</b>	<b>24486</b>

The above table shows that there are 97 villages within the district under the Mahatma Gandhi National Rural Employment Scheme and as many as 24486 Job Card holders.

**(d) Social Audit<sup>76</sup>**

Social Audit has been conducted once every six months regularly. All documents and job cards are made available to the public during Social Audit so that the public will have access to clear their doubts. The monitoring of Social Audit is online through the MNREGA website (i.e., nrega.nic.in) wherein the data and follow up action can be tracked down to the Gram Panchayat level.

Vigilance & Monitoring Committee had been constituted in each village that keep close vigil on the works of implementing agencies and actively

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<sup>75</sup> *Ibid.*, p.13.

<sup>76</sup> *Ibid.*, p.2.



monitor their activities. Similarly, District Level and Block Level MNREGA functionaries perform their role in their respective jurisdictions judiciously which include – monitoring and inspection of Job Card, Muster Roll, Registration, Conduct of Social Audit, Payment of wages, progress and quality of works.

**(e) Training**

All key the agencies had been trained in discharging their responsibilities which include Gram Sabha, Village Councils, Vigilance & Monitoring Committee, NGO's and Department personnel involved in the implementation of MNREGA. Training had been organized through State Institute of Rural Development and District Programme Coordinator in connection with the Block.<sup>77</sup>

**(f) Monitoring and Information System (MIS)<sup>78</sup>**

To enhance transparency and to ensure all MNREGA information for public domain, MIS using Off-line module had been made operationalised since inception of the scheme and made viewable through website nrega.nic.in. In respect of MNREGA, the implementation process is performed as per the instructions and guidelines of the Central and State Government to a large extent. The District Schedule of Rate set by DRDA, Aizawl are being followed strictly. Transparency are maintained through awareness campaigns, Gram Sabhas or Adult Villagers, social audit and by displaying Citizen Information Board showing details of all the works performed at every village under Aizawl District. All the works had been selected by the Gram Sabhas or Adult Villagers and executed by the Village Councils in a transparent approach.

**Table 4.2**

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<sup>77</sup> *Ibid.*, p.22

<sup>78</sup> *Ibid.*, p.22.

**Physical and Financial Achievement during the Year 2008-2009 under  
MNREGS, Aizawl District<sup>79</sup>**

Employment provided to households	34222
Person Days Generated	13.53 lakhs
SC's	NIL
ST's	13.53 lakhs
Women	5.412 lakhs
Others	NIL
Works completed	340
Works in progress	9
Central fund received	1611.82 lakhs
State fund received	161.175 lakhs
Total Availability	1777.4188 lakhs
Total Expenditure	1710.4464 lakhs

The above table shows that during 2008-2009 financial years the scheme has provided employment to 34222 household in the district under the scheme. The total expenditure during this year was Rs. 1710.4464 lakhs.

**Table 4.3**

**Physical and Financial Achievement during the Year 2009-2010 under  
MNREGS, Aizawl District<sup>80</sup>**

Employment provided to households	36985
Person Days Generated	36.993 lakhs
SC's	0.008 lakhs
ST's	36.985 lakhs

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<sup>79</sup> *Ibid.*, p.17

<sup>80</sup> *Ibid.*, p.17

Women	11.09 lakhs
Others	NIL
Works completed	1060
Works in progress	437
Central fund received	4969.71 lakhs
State fund received	179.28 lakhs
Total Availability	5235.32 lakhs
Total Expenditure	4974.745 lakhs

Between 2009-2010, the scheme has provided employment to as many as 36985 households within the district and the total expenditure incurred upon was Rs. 4974.745 lakhs.

**Table 4.4**

**Physical and Financial Achievement during the Year 2010-2011 under MNREGS, Aizawl District <sup>81</sup>**

Employment provided to households	24425
Person Days Generated	23.978 lakhs
SC's	0.00336 lakhs
ST's	23.97464 lakhs
Others	NIL
Works completed	110
Works in progress	12
Central fund received	3561.12 lakhs
State fund received	527.12 lakhs
Total Availability	4364.892 lakhs
Total Expenditure	4217.77 lakhs

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<sup>81</sup> *Ibid.*, p.18

Table 4.4 shows that the total number of employment provided under the scheme was 24425 household in Aizawl district. The expenditure incurred upon was Rs. 4217.77 lakhs.

## **II. INDIRA AWAAS YOJANA (IAY)**

IAY is one of the Rural Housing Schemes of India. Like SGSY the Central Government made allocation for each district for a financial year. IAY funds is also released in installment basis which is shared by Central and State Government at the ratio of 90:10. The Central Government released 1<sup>st</sup> installment and the State Government has to released its share too. The 2<sup>nd</sup> installment is claimed through proposals prepared by DRDA, the Central releases its share and the State Government follows. The beneficiaries of IAY received Rs. 38,500 for New Construction of a houses and Rs. 15,000 for Upgradation. But this has been revised by the Central Government and raised to Rs. 48,500 for New Construction and Rs. 25,000 for Up gradation in hilly and North-East Region from 1<sup>st</sup> May, 2010<sup>82</sup>.

### **(a) Selection of Beneficiary**

Any person who needs construction/repair of a house under BPL family is eligible to receive IAY. Before, IAY has been selected by the Village Councils (VC) or Gram Panchayat for one year. Today, instead of selecting for only a year, Permanent IAY list called Permanent Wait List (PWL) has been prepared, where everybody who are in need of IAY has been selected according to priority and fund has been released according to the PWL. The beneficiary should be involved in the construction of the house. He should not hire contractor. The beneficiary made his own arrangement on construction material and also contributes family labor. The responsibility of the construction and quality of the house in entrusted to the beneficiary. The allotment of IAY funds is as far as possible in the name of the female/wife of

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<sup>82</sup> *Ibid.*, p.21

the family. The beneficiary of IAY is expected to build Smokeless Chulha and Sanitary latrine.

**(b) Fund Disbursement<sup>83</sup>**

Beneficiaries of IAY sanctions are being disbursed in two installments. The first installment sanction i.e., half of the total amount is first disbursed to the beneficiary. The second installment is disbursed only after full utilization of the first installment. Verification and inspection report are being submitted at the time of claim for the final installment.

**(c) Construction Process<sup>84</sup>**

The local resources and materials are utilized for the construction of IAY houses. As the beneficiaries of IAY are poorest of the poor, they received physical assistance from their neighbors and relatives in the construction process.

**Table 4.5**

**Financial Achievement of DRDA, Aizawl District during 2009-2012 under IAY<sup>85</sup>**

(Rs. in lakhs)

<b>Year</b>		<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>
<b>New construction</b>	Allocation	86.306	100.152	97.84
	Fund released	89.61	129.048	104.954
	Funds with DRDA	90.53	129.485	105.977
	Utilization of funds	90.33	129.01	105.73
	Utilization % of TAF(total	99.78%	100%	99.77%

<sup>83</sup> *Aizawl District - Under DRDA at a glance, 2012*, prepared by DRDA, Aizawl District, p.24

<sup>84</sup> *Ibid.*, p.24

<sup>85</sup> *Ibid.*, p.14

	availability of funds)			
<b>Up gradation</b>	Allocation	21.571	25.038	24.46
	Fund released	22.402	32.262	26.238
	Funds with DRDA	22.67	32.372	26.497
	Utilization of funds	22.55	32.25	26.40
	Utilization % of TAF(total availability of funds)	99%	99.9%	99.63

**Table 4.6**

**Physical Achievement of DRDA, Aizawl District during 2009-2012 under IAY <sup>86</sup>**

<b>Year</b>		<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>
<b>New construction</b>	Annual target	288	206	202
	No. of houses sanction for the year	235	266	218
	No. of houses constructed	235	266	218
	% of target achieved	81	129	107.9
<b>Up gradation</b>	Annual target	72	52	50
	No. of houses sanction for the year	151	215	176
	No. of houses constructed	151	215	176
	% of target achieved	208	413	352

The above table shows the physical achievements of the scheme of Indira Awaas Yojana during the last three financial years of 2009-2012. During the last three year as many as 719 new houses were constructed and 973 houses were upgraded under this scheme in Aizawl district.

<sup>86</sup> *Ibid.*, p.14.

### III. SWARNAJAYANTI GRAM SWAROZGAR YOJANA (SGSY)

Swarnajayanti Gram Swarozgar Yojana (SGSY) is the rural livelihood scheme of the Government of India. The fund received through this scheme is shared between Central and State Government at the ratio of 90:10<sup>87</sup>. Every financial year the Central Government made allocation to each district. The SGSY fund is then transferred to DRDA on installment basis. After the first Installment is received from Government of India the State Government has to release its share. The second installment of the fund is received after proposal for 2<sup>nd</sup> installment Utilization Certificate and Audit Report, etc of the first installment is submitted to the Government of India.

The beneficiaries of SGSY have been the Self Help Groups (SGHs). BDOs were asked to prepare Annual Action Plan for a financial year. They select the SGHs who are eligible to receive fund during the year. The fund received under SGSY has been utilized as per guidelines – 55% for subsidy, 25% for infrastructure, 10% each for Revolving fund and Training<sup>88</sup>. The Government also allows the funds to be utilized for technology inputs as well.

During 2011-2012, there are as many as 426 Self-help Group in Aizawl district under SGSY scheme<sup>89</sup>. However, the number of Self-help Group keeps on changing many times due to the formation of new groups or termination of the existing group.

#### **Selection of Beneficiary<sup>90</sup>**

The beneficiary of SGSY scheme is SHGs. These are the people in the village who form a group, they make their own rules/by laws, open bank accounts, made contributions within the group called Corpus Funds and who held a meeting regularly to discuss the aims and objective of their group. The

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<sup>87</sup> *Ibid.*, p.23

<sup>88</sup> *Ibid.*, p.23

<sup>89</sup> Loose document, DRDA, Aizawl District 21.10.2012

<sup>90</sup> *Aizawl District - Under DRDA at a glance, 2012*, prepared by DRDA, Aizawl District, p.23

Government tries to make a regular income pattern to earn their livelihood through these SHGs. The main objective of the scheme is to promote BPL family to become APL family and have a regular income of at least Rs. 2,000 per month. Most of the key activities selected by SHGs in Aizawl District are Piggery, Farming, Poultry, etc. These SHGs are given two doses of subsidies; the first one is called Revolving Fund of Rs. 10,000 which is sanction directly to SHG through the BDOs. The BDO then apply loan for the SHG, the amount is generally Rs. 25,000. They have to repay these loans at the stipulated time provided by the Bank with interest. Internal lending and preparing themselves for availing bigger loans is how they spent this Revolving Fund. The next stage is called Loan Subsidy with a maximum of Rs. 1, 25,000. This goes through the same procedure as Revolving Fund. But, it is a bigger loan so; the SH Or /Beneficiary has to start the economic activity he selected with his chosen activity he will have to repay his loan to the banks on time. After repaying the loans the SHG can get their subsidy from the bank which the BDO deposited in the SHGs name. After going through these processes the SHG is considered to be involved in income generation activity and elevated himself from BPL to APL family.

**Table 4.7**

**Achievement of SGSY during 2007-2012 under DRDA, Aizawl District<sup>91</sup>**

**(Rs. in lakhs)**

	<b>Year</b>	<b>2007-2008</b>	<b>2008-2009</b>	<b>2009-2010</b>	<b>2010-2011</b>
1	No. of SHG	392	409	419	435
2	Revolving fund	Physical	61 SHG	52 SHG	76 SHG
		Financial	6.10	6.1	7.60

<sup>91</sup> *Aizawl District - Under DRDA at a glance, 2012, prepared by DRDA, Aizawl District, p.35*



3	Subsidy fund	Physical	28 SHG	26 SHG	39 SHG
		Financial	31.87	29	41.21
4	Infrastructure	Physical	210 SHG	82 SHG	35 SHG
		Financial I	26.799	28.07	27.00
5	Training	Physical	260 SHG	48 SHG	109 SHG
		Financial	4.683	4.916	9.54
6	Individual	Physical	4 no.	6 no.	10 no.
		Financial	0.40	0.60	1.00
7	Others		3.94	2.00	1.00

### Key Activities under SGSY, Aizawl District<sup>92</sup>

- (a) **Aibawk RD Block –**
- 1) Piggery
  - 2) Banana Cult
  - 3) Sugar Cane
  - 4) Chow Makin
  - 5) Vegetable Farming
  - 6) Petty Trade
  - 7) Candle Making
  - 8) Broom Cult

- (b) **Darlawn RD Block –**
- 1) Chow Making
  - 2) Wet Rice Cult
  - 3) Sugar Cane
  - 4) Piggery
  - 5) Vegetable Farmin
  - 6) Cane & Bamboo
  - 7) Cattle Raring

<sup>92</sup> Loose document, DRDA, Aizawl District 21.10.2012

- |                                      |                  |                      |
|--------------------------------------|------------------|----------------------|
| <b>(c) Phullen RD Block –</b>        | 1) Sugar Cane    | 2) Piggery           |
|                                      | 3) Chilli Cult   | 4) Wet Rice Cult     |
|                                      | 5) Bakery        | 6) Vegetable Farming |
| <b>(d) Thingsulthliah RD Block –</b> | 1) Sugar Cane    | 2) Sericulture       |
|                                      | 3) Petty Trade   | 4) Banana Cult       |
|                                      | 5) Piggery       | 6) Carpentry         |
|                                      | 7) Black Smithy  | 8) Tinsmithy         |
| <b>(e) Tlangnuam RD Block -</b>      | 1) Piggery       | 2) Vegetable Farming |
|                                      | 3) Dairy Farming | 4) Poultry           |
|                                      | 5) Shoe Repairin | 6) Bee Keeping       |
|                                      | 7) Sugar Cane    | 8) Vegetable Farming |

#### **IV. INTEGRATED WASTELAND DEVELOPMENT PROGRAMME (IWDP)**

Abandoned Jhum land, which are deserted by cultivators due to their minimal nutrient content, are restored under IWDP. In this scheme the Village Council constitutes the Watershed Committee. Their primary responsibility is identification of such abandoned land within their village area and arranging it into clusters. Each cluster can have 30-50 households. The lands owned by these households are improved using IWDP. The activities taken up in these

lands include land development by making terrace and half-moon terrace, planting of Oranges, Lemon, and Pineapples, etc. Water needed for irrigation of these lands is obtained by gravity using pipes wherever it is applicable and also by building Water Harvesting Structures where it is not possible to obtain water by gravity. The lands are also prepared for cultivation during winter. In places where IWDP is implemented the fertility of the land is slowly being restored thus providing sustainable development to the rural farmers.

Eradication of shifting cultivation is the main aim of this scheme and there is a high probability of this happening in the not so distant future. When this aim is achieved forest cover will increase, thereby improving rainfall and it is hoped to contribute towards minimizing the effects of global warming.

**Table 4.8**

**Fund Received and Expenditure during 2009-2012 under IWDP, Aizawl District<sup>93</sup>**

Year	Name of Project	Opening Balance	Received				Expt.	Closing Balance
			Central	State	Other Recd.	Total		
2009	IWDP-II	0.8713	81.065	7.21	Nil	89.14	81.85	7.2960
	IWDP-VI	139.85	131.95	Nil	Nil	271.8	179.8	91.962
-	IWDP-VII	77.299	130.85	Nil	Nil	208.1	156.5	51.586
2010	IWDP-	129.19	129.09	12	Nil	270.2	233.7	46.570

<sup>93</sup> *Ibid.*,

	VIII							
	IWDP-IX	138.48	131.83	5.82	1.071	277.2	219.0	58.200
<b>2010</b> – <b>2011</b>	IWDP-II	7.2960	164.94	15.5	0.730	188.5	129.3	59.150
	IWDP-VI	Nil	107.13	12	1.186	-	-	-
	IWDP-VII	Nil	107.91	12	1.352	-	-	-
	IWDP-VIII	46.570	64.970	12	1.481	125.0	112.6	12.379
	IWDP-IX	58.200	64.884	Nil	1.381	124.4	112.6	1.8665
<b>2011</b> – <b>2012</b>	IWDP-II	59.150	53.789	Nil	0.813	113.7	113.7	Nil
	IWDP-VI	-	Nil	Nil	0.943	-	-	-
	IWDP-VII	-	Nil	Nil	1.746	-	-	-
	IWDP-VIII	12.379	52.633	6.00	0.488	61.50	6.165	55.336
	IWDP-IX	1.8665	40.796	18.5	0.268	61.11	52.16	8.9514

During 2009-2012, District Rural Development Agency, Aizawl District received Rs.1790.65 lakhs under the scheme of IWDP from both the Central and State Governments. During those three financial years Rs. 1397.375 lakhs were spent for wasteland development in the district.

## **CHAPTER – V**

### **CONCLUSION**

Rural development is a strategy to enable a specific group of people, poor rural women and men, to gain for themselves and their children more of what they want and need. It involves helping the poorest amongst those who seek livelihood in the rural areas to demand and control more of the benefits of rural development. It is the tasks of District Rural Development Agency (DRDA) to fulfill the needs and desire of those people and play a crucial role in the overall development of the country.

The whole work is divided into five chapters.

The first chapter is introductory which includes the basic meaning and importance of rural development and the role of DRDA in it. It also contains a brief profile of the state of Mizoram focusing on Aizawl district in particular.

The second chapter deals with the general overview on the working of DRDA different parts of India. It highlighted the various schemes implemented by DRDA in different states as well as the manner in which the Agency is being functioning.

The third chapter consists of the historical background and organizational structure of the Agency in Aizawl District. The chapter also examined how DRDA came into existence in the district and its present status.

The fourth chapter attempt to explain the role, function and activities of DRDA in Aizawl District for rural development. The rural development schemes of the Central Government such as MNREGS, IAY, SGSY and IWDP currently implemented by the Agency are thoroughly highlighted and analyzed in this chapter.

The fifth chapter is the concluding chapter which contains the summary and findings of this work. The final chapter also contained suggestions for improvement in the organizational setup of District Rural Development Agency, Aizawl District as well in their implementation of anti-poverty programmes of the Ministry of Rural Development, Government of India.

### **Summary and Findings**

Each district has its own DRDA registered under the Society Registration Act XXI of 1860. Similarly, DRDA of Aizawl district is also registered under the same Act. Despite the fact that it is a registered society, for all practical purposes, is like a governmental agency whose working pattern is more or less the same with those government departments. The only difference is that DRDA is subject to commercial rather than governmental accounting system. It maintains its funds in various banks as well as in Public Deposit Accounts with the Treasury.

The origin of DRDA, Aizawl district can be traced back to when J.C Sengluaia, a Mizoram Civil Service (MCS) Officer was appointed by the State Government as the Project Officer on 26<sup>th</sup> November, 1982. Latter in 1992 the status of Project Officer was upgraded to Project Director.

At present, the Deputy Commissioner (DC) is the Chairman of DRDA, Aizawl and below him is a Project Director who is an MCS officer. The Project

Director (PD) is the head of DRDA administration. There are also two Assistant Project Officers (APO) - for monitoring and women development as well as one Assistant Engineer (AE) and one Account Officer (AO) who is in-charge of the account section. DRDA normally has only a handful of officers and a skeleton clerical and statistical staff attached to it, since the schemes are actually implemented through Block Development Administration. There are as many as 53 employees presently working in District Rural Development Agency, Aizawl District including the Project Director.

The Project Director, District Rural Development Agency, Aizawl District is a deputation from the state service. Most of the employees of the Agency are recruited on a contract basis according to the requirements of the different schemes or programmes. However, their term of service in the Agency will be terminated with the termination of the scheme or programme for which they are being recruited. There are also few personnel of the state government working in the Agency as attached employees.

At present, DRDA of Aizawl district has been implementing the following programmes:-

- (a) Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS)
- (b) Swarnjayanti Gram Swarozgar Yojana (SGSY)
- (c) Indira Awaas Yojana (IAY)
- (d) Integrated Wasteland Development Programme (IWDP)

DRDA has a governing body, the members of which can be increased or decreased as per the instructions of the government from time to time. The Deputy Commissioner is also empowered to form an Executive Committee to assist the DRDA. The committee meets once a month.

However, DRDA Aizawl District does not have an Executive Committee which is against guidelines of the Ministry of Rural Development, Government of India. This has given an the over burden work to the Governing

Body. In other states of the country the Executive Council is often trusted as the body actually performing the work of the Governing Body. Since the member of the Governing Body consists of MPs, MLAs and other important officials who has other duties and responsibilities to perform and in many occasions they failed to attend the meeting of the Body. This has greatly effected in the efficiency of the Governing Body as well as the overall working of the Agency.

The Governing Body of DRDA though in theory also appears to be an important and effective body. But in reality, they failed to performed their duties and responsibilities as per the guidelines of DRDA. It fail to meet regularly resulting in the delay of approval of many schemes and projects as the body is the highest decision making body.

The funds received under this programme are shared between the Central and State Governments in the ratio of 75:25. However, special relaxation has been made for the north-eastern states including Aizawl District to a ratio of 90:10. Funds are released in two installments. Funds were received from the Central and State Government in two installments. However, the second installment is released by the Central Government only after the State Government met its matching shared of the first installment. In many occasions the State Government failed to meet its shared resulting in the delay of released of second installment by the Central Government.

Since the role of DRDA is only a coordinating agency, the actual implementation of the above scheme is carried out by the Block Development Offices and the Village Councils. There is also lack of communication between the implementing agency and DRDA.

Supervision of work of various schemes being implemented by DRDA, Aizawl District is very necessary but in practice, effective supervision on the part of the Agency is not satisfactory. The monitoring and evaluation of works by BDO and VC rests with the agency and can take actions for non-



performance including cancellation of the project or withholding of funds. However, the Agency does not have administrative control over the Block Development Offices and Village Councils. Their control is through finance only and in many occasions they failed to comply with the instructions given by the Agency. Besides, the District Rural Development Agency, Aizawl District also fail to perform its duty in ensuring qualitative monitoring on regular basis.

One of the major problems facing the Agency is lack of training for the personnel in rural development. From personal interview of the staffs and office report shows that there was no proper and systematic training programme design for them. Besides, the agency do not have proper recruitment process in place in the recruitment of Assistant Programme Officer, Assistant Engineer, Account Officer and other technical staffs which could affect the administration of the agency. Except the Project Director, the rests of DRDA staffs were recruited on a contract basis. This gave insecurity to the staffs and often leads to search of new jobs when opportunities appeared. This resulted in the frequent changes of the personnel of DRDA.

As per the instruction given by the Ministry of Rural Development, Government of India, each DRDA should have seven wings for effective implementation of the scheme. However, DRDA, Aizawl only have five wings which are against the guidelines of the Central Government since the agency received Rs. 46 lakhs every year for office administration.

It has been observed from the study that the various rural development programmes of government are often implemented without testing the practical suitability and needs of the local people by the Agency. This has resulted in the failure of schemes intended for the poor. Factors such as psychological behavior, local conditions and constraints and lifestyle should be due importance in designing and implementing rural development programmes.

### **Suggestions for Improvements**

Bases on the study there are many shortcomings in the organizational structure and working of District Rural Development Agency of Aizawl District in the fulfillment of their duties and responsibilities as an agent rural development in the district.

The following points are suggested or recommended for consideration for the overall effectiveness in their functioning and working of the Agency as well their organizational setting pattern. They are as follows:-

1. The Governing Body should have only such a personnel as are really concerned and dedicated with its programmes of DRDA.
2. It is suggested that the Agency should have professionally competent, experienced and well-trained staff. For this purpose, DRDA should have proper and systematic and regular training programme of its staffs.
3. As the staffs of DRDA feel insecure, therefore, it should be merged with the staff of Rural Development Department.
4. Both the Central and State Government should release its matching share regularly without any delay.
5. It should be ensured by the DRDA, Aizawl District that at the time of the identification and selection of beneficiaries, the Village Council and NGOs should be given more importance. This will do away favoritism and party politics and the neediest people could be chosen in selecting the beneficiaries.
6. There is also a need to strengthen the monitoring and evaluation system of the programmes implemented by Block Development Offices and Village Councils. The official of DRDA, Aizawl should regularly visit the beneficiaries after providing them with necessary asset and financial assistance, to supervise the working of certain schemes. The work of investigators responsible for monitoring must be checked regularly by the higher authorities. For this purpose, all officers who are assigned the job of monitoring and evaluation should do their job honestly.

7. The Agency should have a recruitment procedure in place for the recruitment of its staffs. This is very crucial to do away
8. Both the Central and State Government should also release necessary funds to the DRDAs in time and it should see that the funds are sufficient to meet the minimum staff requirements.
9. Peoples participation should be encourage by the Agency to make people involved in the formulation and implementation various schemes. This can be done through making awareness campaign as well giving more responsibility to the local people.

To conclude, the District Rural Development Agency, Aizawl District has done a great deal of work for the development of the rural poor people in the district. They play an important role in the eradication of poverty in rural areas. Their role, functions and activities is great significance to the overall socio-economic development of the district. However, there are also many shortcomings and constraints in the organizational structure as well as its role, functions and activities as an agent of rural development, and needs to be tackled soon to make the Agency more effective and vibrant.

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