

**GOVERNANCE AND PUBLIC POLICY IN MIZORAM:  
A STUDY OF NEW LAND USE POLICY IN AIZAWL  
DISTRICT**

**A DISSERTATION SUBMITTED IN PARTIAL  
FULFILLMENT OF  
THE DEGREE OF MASTER OF PHILOSOPHY**

By

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### **CERTIFICATE**

This is to certify that the dissertation entitled “**GOVERNANCE AND PUBLIC POLICY IN MIZORAM: A STUDY OF NEW LAND USE POLICY IN AIZAWL DISTRICT**”, submitted by Lalhruaitluangi Sailo for the award of the degree of **MASTER OF PHILOSOPHY**, is a research work, done under my supervision and guidance. The dissertation, submitted by him has not formed the basis for the award to the scholar for any degree or any other similar title and it has not yet been submitted as a dissertation or thesis in any university. I also certify that the dissertation represents objective study and independent work of the scholar.

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### **DECLARATION**

I declare that the dissertation entitled “**GOVERNANCE AND PUBLIC POLICY IN MIZORAM: A STUDY OF NEW LAND USE POLICY IN AIZAWL DISTRICT**”, submitted by me in partial fulfillment of the requirements for the award of the degree of **MASTER OF PHILOSOPHY**, of Mizoram University is my own original work. The dissertation has not been previously submitted for the award of any degree of this or any other university.

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## LIST OF ABBREVIATIONS

ADC:	Autonomous District Council
BADP:	Boarder Area Development Programme
CCEA:	Cabinet Committee on Economic Affairs
COS's:	Civil Society Organization's
CSEP:	Central's Special Economic Package
DLMC:	District Level Monitoring Committee
DPR:	Direct Project Report
DWCRA:	Development of Women and Child in Rural Area
INC:	Indian National Congress
I.T:	Information Technology
IRDP:	Integrated Rural Development Programme
JRY:	JawaharRazgenYojna
LSC:	Land Settlement Certificate
MGNREGS:	Mahatma Gandhi National Rural Employment Gurantee Scheme
MHIP:	MizoHmeichheInsuihkhawm Pawl
MIP:	Mizoram IntodelhnaProgramme
MLA:	Member of Legislative Assembly
MNF:	Mizo National Front
MPF:	Mizoram People's Forum
MZP:	MizoZirlai Pawl
NABARDS:	National Bank for Agriculture and Rural Development
NABCONS:	NABARDS Consultancy Service
NIB:	NLUP Implementing Board

NLUP:	New Land Use Policy
NREP:	National Rural Employment Programme
PC:	Peoples Conference Party
RD Block:	Rural Development Block
RLEGP:	Rural Landless Employment GuranteeProgramme
TRYSEM:	Training of Rural Youth for Self Employment
UD&PA:	Urban Development and Poverty Alleviation
UMFO:	United Mizo Freedom Organisation
UN:	United Nation
VCP:	Village Council President
VLMC:	Village Level Monitoring Committee
WRC:	Wet Rice Cultivation
YMA:	Young Mizo Association



# CHAPTER-I

## INTRODUCTION

Although the concept of ‘Governance’ assumed significance since 1989 with the advocacy of World Bank,<sup>1</sup> it had been considered central to creating and sustaining an environment that fostered strong and equitable development, and it is an essential component of sound economic policies. Governance is associated with efficient and effective administration in a democratic framework. It involves the exercise of political, economic and administrative powers in managing the country’s affairs and includes the processes of formulation as well as implementation of public policies.<sup>2</sup> Nowadays, governance is being propagated in different circles so as to promote good governance.

Closely related to the concept of Governance, Public Policy had focused on a range of disciplines such as economics, political economy, programme evaluation, policy analysis and public management. Study of all these concepts is crucial as that can be applied to governmental activities like administration, management and other operations. Developing deeper understanding about public policy can help ensuring good governance that would contribute to sustainability of the development process, on political, economic, social and environmental aspects in domestic and international domains.

Public Policy is an attempt by the government to address a public issue by instituting laws, regulations, decisions or actions that were concerned with the problem at hand. Numerous issues can be addressed through the public policy mechanism. Some of these include crime, education, foreign policy, health and social welfare. Meanwhile, the process to create a public policy mechanism follows three important agenda steps viz., setting, option-formulation and implementation. The time line for any policy to be

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<sup>1</sup> It was in 1989 that the concept of governance was highlighted for the first time in a World Bank document on Sub-Saharan Africa.

<sup>2</sup> C.P Barthwal, (ed.), (2003), *Good Governance in India*. New Delhi, Deep & Deep Publications, p. 80.

put in place can range from weeks to several years, depending on the existing situation. Public policies can also be made by leaders of religious and cultural institutions for the benefit of participants and the term can also refer to a type of academic study that would cover multiple topics, such as sociology, economics and policy analysis. There are certain implications that entailed the concept of public policy. Firstly, purposive or result-oriented action is the hallmark of public policy. Secondly, public policy refers to the action or decisional pattern of public administrators on a particular issue over a period. Thirdly, a particular policy is what governments actually do and what subsequently happens. Fourthly, public policy may be either positive or negative in form. Positively, it may involve some form of Government Issue or problems and negatively, it may not involve a decision by government officials not to take action on matter on which government opinion or action is asked for. And lastly, public policy in its positive form is based on law and is authoritative.<sup>3</sup>

According to Thomas R Dye “Public Policy is whatever government chooses to do or not to do.”<sup>4</sup> In other words, public policies are governmental decisions and these are actually the result of activities with which the government undertakes in pursuance of different policies, goals and objectives. It can also be said that public policy formulation and implementation involves a well-planned pattern or course of activity. In a way, it is the politics which only leads to the enactment of policies. Politics have a substantial bearing on the minds of people. Thus, governance becomes crucial in ensuring sustainable development in any state. Governance would certainly have sustainable development as a major objective. Sustainable Development is an organizing principle for human life on a finite planet. It posits a desirable future for human societies in which living conditions and resources meet human needs without

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<sup>3</sup>C.P Barthwal. *Good Governance in India*, Op cit., p. 86.

<sup>4</sup>Thomas, R Dye, (1972) *Understanding Public Policy*, New Jersey, Prentice Hall.

undermining the sustainability of natural environment, so that the future generations have their basic needs met.

In the context of Mizoram, aimed at ensuring Good Governance, several public policies have been introduced and practised during the past few decades by various ministries.<sup>5</sup> At present, the Congress-led government launched and implemented the Public Policy of New Land Use Policy (NLUP) for sustainable development and self-sufficiency in the state. Chief aim of the NLUP is to develop and give all farmers in the state suitable, permanent and stable trades. The policy also aims to give all the village farmers self-sufficiency in rice, vegetables and give them fruits and monitor with necessary guidance. The NLUP has a history of nearly three decades during when it was implemented on and off, due to the change of governments in the state.

The NLUP, in its present shape and structure, is a versatile and encompassing mechanism for a stable economy, environment protection and land reforms and in the state. Some of the main aims and objectives of the NLUP are as follows:<sup>6</sup>

- To put an end to wasteful shifting cultivation.
- To ensure that all the farmers had a land of their own so that they could each pursue a permanent means of livelihood under Agriculture (and allied sectors), Industry or Animal Husbandry sector.
- To develop all suitable land for Wet Rice Cultivation and to attain self-sufficiency in rice and vegetables.
- To re-afforest the land save those allocated to the NLUP beneficiaries so as to regenerate the ecosystem. This will help stabilize the climatic

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<sup>5</sup> Several public policies such as Garden Colony, MizoIntodelhnaProgramme and New Land Use Policy had been implemented. Although, no significant result was made.

<sup>6</sup> New Land Use Policy (NLUP) Manual 2009, Approved by Government of Mizoram Vide Letter No. G. 28014/21/2009- AGR of 14<sup>th</sup> September 2009, Prepared and published by NLUP Implementing Board, Aizawl, Mizoram. p. 8.

changes brought by global warming, rejuvenate the flora and fauna and make Mizoram a better place to live in.

- To set up a marketing infrastructure so that the successful farmers and beneficiaries under NLUP could have had a viable commercial outlet for their products.

## **STATEMENT OF THE PROBLEM**

The NLUP as a flagship program was launched by the Congress ministry in the State. The Scheme was aimed at providing proper livelihood to the people and thereby to do away with the practice of jhumming cultivation. Prior to the launching of various policies by different ministries in the state, the state governments in their respective tenures focused on socio-economic development for self-sufficiency and also for improving standard of living for the people. However, experience through various public policies introduced by different governments in the state over the years has shown a different end-result, wherein the benefits of development had not been equitably shared nor assured a productive quality of life in the long run. Despite the prioritization of socioeconomic development in the state, there is yet a serious need for a concrete, practical and valid plan for executing a realistic programme/project. As the NLUP was revived again with the coming back of Congress Government in 2008,<sup>7</sup> it was expected to reform all the administrative measures and policies, which led to the failure of previous policies. There has been much expectation for the sustainable development both in socio- political and economic fields. As such, the policy became a crucial case, the problem lies between the performance of the Government of the State and that of the beneficiaries.

This public policy has covered all parts of Mizoram and the study helps to reveal how the NLUP had changed the living standards of people, both in

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<sup>7</sup>The Congress defeated the 10 years long MNF rule in 2008 State Assembly Election and launched the New Land Use Policy which is revised and modified form of Land Use System implemented by the Congress Party in their previous terms as the flagship programme for socio-economic development in Mizoram.

rural and urban areas. The study enables one to identify and understand the loop-holes persistent in handling out the developmental packages in different sectors.

Findings of the research help to identify the loopholes in areas where the policy was implemented. And, also to offer necessary effective measures for fresh and renewed plans so that the systems became suitable to the needs of people. The study helps in elucidating the creditable extent to which public personnel who was involved in the implementation of the NLUP. And the study explains how various units of the Administration under the Line functions have executed the policy. Besides, the study helps to understand how far this program had elevated the NLUP beneficiaries in particular and the people of Mizoram in general in recent times.

In order to put the study in proper perspective, the research was focused on the period (2011-2013), when the NLUP was effectively enforced. Therefore, the universe of the study covers both the urban and rural areas, within the Aizawl District, and thus, a sample of 80 respondents is drawn both from these areas. While rural area of study includes Mualluangthu and Falkawn villages in Tlangnuam R.D Block, in the urban area of Dawrpui Vengthar locality has been undertaken for the study.

## **REVIEW OF LITERATURE**

While making a survey of literature on the subject, it has been observed that there were various write-ups in journals, newspapers, booklets and also some books. But there is hardly any academic focus in the books available concerning the NLUP in Aizawl District of Mizoram state. Since it is difficult to review all the contributions made on the subject, only a few have been reviewed for the present study purpose.

Crisis of Governance is an edited work of AftabAlam,<sup>8</sup> he made a modest attempt for searching, rethinking and reinventing good governance. The author highlighted that a period of serious crisis of governance is passing through India, therefore, suggested that an urgent need of restoration of health and vitality of our democratic institutions is essential for reinventing good governance.

Good Governance an Integral Approach by S.L Goel<sup>9</sup> is a theoretical book on the subject. The author exposes the issues of good governance, which are vital and essential for our country. The author suggested that it is high time to bring out changes in our system suited to our country to project good governance both in theory and practice.

Good Governance in India is a volume edited by C.P Barthwal.<sup>10</sup> It is a book that covers various facets of good governance in Indian context, which has made the book much broader. The book covers not only the conceptual framework of good governance but also its historical analysis covering various perspectives of good governance in ancient India. Certain examples from western history, both the medieval and modern perspective were included in the study. It further examines good governance from various angles and at different levels.

Good Governance in Local Self-Government by S.S Dhaliwal,<sup>11</sup> is an attempt made on the issues of Good Governance in the specific context of municipal administration in India. The author has tried to deal with existing, emerging and future problems faced by urban local self-government and come out with constructive suggestions which can make the life of the people in the city enjoyable in all aspects.

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<sup>8</sup>AftabAlam (ed), (2003). *Crisis of Governance*, Delhi, Raj Publications.

<sup>9</sup> S.L Goel, (2007). *Good Governance An Integral Approach*, New Delhi, Published by Deep & Deep Publications.

<sup>10</sup> C.P Barthwal, (2003). *Good Governance in India*. New Delhi, Published by Deep & Deep Publications.

<sup>11</sup> S.S Dhaliwal, (2004). *Good Governance In Local Self-Government*, New Delhi, Deep & Deep Publications.

Mizoram- the Emerging Issues of Development is an edited book by BaharulLaskar.<sup>12</sup> The book covers the various initiatives of both the Central and State Governments. It is a collection of twenty two papers, mainly to deal with the current issues concerning educational, industrial, historical, urban and psychological aspects to development in Mizoram. The book focuses precisely on socioeconomic development in Mizoram as a whole.

Mizoram- Past and Present by H.G Joshi<sup>13</sup> provides an insight into the history of Mizoram. It is a vivid account on the Mizo society, ethnicity, culture, economic developments, polity, and administration. And the study was based on secondary sources, viz., Government Documents, notifications, journals, books, memoirs of British officials, Reports of various Committees and Commissions, research findings of various scholars and Mizo academics.

Modernisation of the Mizo Society: Imperatives and Perspectives by R.N Prasad and A.K Agarwal<sup>14</sup> is a book which brings together an invaluable collection of papers on pre-eminent theme under the title ‘Modernization of the Mizo Society’. A large number of papers appeared in the collection have been drawn from 1996 and 1997 issues of Administrative Review. Since this book covers till the year 2000, it cannot be fully regarded as sufficient information to understand in the recent period, as more developments have taken thereafter. But, since it provided many insightful articles, which can help us to understand the development process since in the state the book has been referred in this study.

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<sup>12</sup>Baharul Islam Laskar (ed), (2010). Mizoram: The Emerging Issues and Development, DVS Publishers.

<sup>13</sup>H.G Joshi, (2005). *Mizoram Past and Present*, New Delhi, Mittal Publications.

<sup>14</sup>R.N Prasad and A.K Agarwal, *Modernization of the Mizo Society: Imperative and Perspectives*, New Delhi, A Mittal Publication.



Need for a New Public Governance System System: Issues and Challenges<sup>15</sup> is an article by Furqan Ahmad and Akhtar Ali published in the Indian journal of Public Administration. This article looks at how Governance emerged as a central concept in public administration and it discusses about the various questions raised in the context of Governance theory. It explained the concept of Governance and its transformation towards the end of the 20<sup>th</sup> century, which focuses on government's relationship with the rest of civil society. This article argued that in the wake of Globalization and Liberalization, the role and capacity of the state is changing very fast. Indeed, this article provides an insight about the concept of Governance and challenges it faced in today's world.

Jagadish K. Patnaik's edited book *Peace and Development in Mizoram: Role of The State And Civil Society*<sup>16</sup>, is an edited volume of collection of papers presented by experts in the National Seminar held in the MZU, Aizawl. The seminar papers are arranged according to various sub-themes covered in the seminar. The book highlighted about the Post Accord Mizoram syndrome in terms of Peace and Development in the state and the interrelationship between the state and civil society in Mizoram. Their roles in undertaking peace and development in Mizoram state have been discussed in the book.

*Political Developments in Mizoram* by P. Lalnithanga<sup>17</sup> provides the Political developments in Mizoram. It gives the detail record of Political process undertaken in Mizoram. It is mainly based on the materials provided by Chaltuahkhuma, former member of Mizo District Council in

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<sup>15</sup>Furqan Ahmad and Akhtar Ali, (2011). *Need For A New Public Governance System: Issues And Challenges*, Quarterly Journal of the Indian Institute of Public Administration, Vol. LVII, No.4, October-December.

<sup>16</sup>Jagadish K. Patnaik (ed), (2008). *Peace and Development in Mizoram Role of the State and Civil Society*, Published by Department of Political Science Mizoram University (A Central University), Aizawl.

<sup>17</sup>P. Lalnithanga, (2006). *Political Developments In Mizoram*, Aizawl, Published by P. Lalnithanga.

his book “History of Mizoram” in Mizo language and apart from this, the author personal experience and other information is provided.

Political Economy of Mizoram: A Study of MIP by Lianzela<sup>18</sup> is an article which provides an information regarding Mizoram IntodelhnaProgramme (MIP) that was launched by the Mizo National Front (MNF) government. It is a project for self-sufficiency of the rural poor in Mizoram. The main purpose of the programme was upliftment of the poor, especially the shifting cultivators. In this article, the author tried to point out the method of cultivation in Mizoram which had been practiced over the past several years. The article also describes about similar schemes and policies that were launched by different Ministries in the state government in their respective tenures.

Further, the author studies the implementation and working process of the MIP and its aims and objectives. Besides the study was conducted to know how the assistance offered to the beneficiaries under MIP was useful. The author also mentioned about the marketing plan for the success of agriculture development in the state. However, with the change in Governments in the state, expected success of the MIP was not achieved. In this article, however, the actual ground work on the part of the authorities and impact on the beneficiaries are not highlighted yet. Perhaps, this article provides some theoretical understanding but not empirical details as also on the ground reality.

The book, Political and Economic Development of Mizoram is the outcome of sincere efforts made by A.K Agarwal and R.N Prasad<sup>19</sup> to make an in depth study on the economic and political development of Mizoram. This book is divided into two parts which included nineteen articles. The first part includes ten research papers which provided a

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<sup>18</sup>Lianzela,(2008). *Political Economy of Mizoram: A Study of MIP*, in Jagadish K. Patnaik (ed), Mizoram Dimensions and Perspective, New Delhi.

<sup>19</sup>R.N Prasad and A.K Agarwal, (1991).*Political and Economic Development of Mizoram*, New Delhi, Mittal Publications.

comprehensive study of different dimensions of the government and politics in Mizoram. Second part deals with the problems and future prospects that were related to the economic development. As this book deal with political, economic and development aspects of Mizoram, it is easy to make a realistic assessment of the situation in Mizoram. However, it focuses only on some selected issues and it does not provide all the necessary information on the subject.

Kalpana Das wrote a book called *Rural Development in Mizoram*.<sup>20</sup> The book contains information about implementation of some rural development programmes. It calls for a bureaucracy with an aggressive citizen centric mind-set. It is based on a painstaking research she conducted for the preparation of her doctoral dissertation. Her book presents the discrete themes connected with and varied nuances of the IRDP, with remarkable clarity. However, her study covers only a few rural areas in Mizoram and therefore it cannot be generalized as a complete picture.

*Rural Development in Mizoram: Concept and Development* is an article by KalpanaDas.<sup>21</sup> This article has been divided into four sections. In the first section, the author brings out the significance of rural development in Mizoram that was predominantly an agrarian society. The second sections include the evolution of administrative setup for rural development. Third section is concerned with the state sponsored rural development programme, which is the New Land Use Policy. And the fourth section analysed the centrally sponsored rural development programmes. In this article, the author brings out various rural development programmes in the state of Mizoram from Pre-Independence period up to the statehood era. It points out different issues and problems relating to the agriculture development in rural areas. Particularly, the author focused more on New

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<sup>20</sup>Kalpana Das, (2004). *Rural Development in Mizoram*, New Delhi, Mittal Publications.

<sup>21</sup>Kalpana Das, (2004). *Rural development in Mizoram: Concept and Development*, in Kalpana Das, *Rural Development in Mizoram*, New Delhi.

Land Use Policy which is aimed to wean away the practice of shifting cultivation for providing alternative means of livelihood in rural areas of Mizoram. The author made a field study of the New Land Use Policy where the scheme was being implemented and made an assessment in it. However, according to the findings, the NLUP does not reach its goals and objectives due to several reasons, mainly lack of coordination between the officials, misuse on the part of the beneficiaries and increasing involvement of politicization. Apparently, the assessment was made in the year 1990-91 and it proved to be irrelevant today and covers only few rural areas. Therefore, it is wrong to consider as an unsuccessful programme because the NLUP happens to be one of the effective agricultural development policies in the state.

R.N Prasad and A.K Agarwal's article on State to agriculture and New Land Use Policy<sup>22</sup> gives a glimpse of the prime practice of agriculture in Mizoram i.e., Jhumming or shifting cultivation, which results in soil erosion, low yield, reduced soil fertility. It is an uneconomical method as there is lack of input base and inadequate infrastructure, absence of marketing facilities for the surplus. Due to that, there was a heavy import of huge quantity of food grains, petroleum products and other consumer items, which in turn lead to large scale disruption of road in the state.

The state government during the Congress ministry introduced a scheme in 1984 that was based on socio-economic development of the state through the NLUP. But this scheme was stopped in 1989-90 due to the results of inefficient formulation, weak monitoring and misused of the funds by the beneficiaries. The result is insignificant and the impact of the policy has been poor. In this article, the author gives the information on the NLUP which had introduced and implemented only during the past decades. In fact, the same scheme was revived again, then it cannot be considered as

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<sup>22</sup>A.K Agarwal and R.N Prasad, (2003). *State to Agriculture and New Land Use Policy*, in *Modernisation of the Mizo Society*, New Delhi, A Mittal Publications, New Delhi, 2003.

the same, as the impact upon the state and the beneficiaries have had afterwards are quite significant and effective.

The Political Economy and Public Policy in Contemporary India is a book edited by Bhabani Shankar Nayak.<sup>23</sup> This is aimed to make innovative contributions to key debates in the burgeoning field of society, economy and politics in contemporary India. The book is a product of interdisciplinary research by covering different aspects of the crisis ridden Indian society to start a debate over the present paradigm of development and public policy setting in India. The author tried to locate important role of state and its institutions of public policy making.

Besides the above mentioned reviews, there are some other useful articles published in the daily newspapers, the website of NLUP is also very helpful in this regard.

### **OBJECTIVES OF THE STUDY**

The main aim of the research is to study how much the policy had affected the beneficiaries of rural and urban areas, in terms of their livelihood and how far it transformed their lives, when compared the present case with that of the pre NLUP period. Also, the study is undertaken to identify the possible issues both positive and negative that were involved in the Implementation process in the state. Specifically, some of these objectives of the study include:

- To understand how far the NLUP has been practiced in realizing its goals and objectives in Mizoram.
- To analyze how the policy had uplifted the people and improved their economy and how much had it an impact on the beneficiaries in both the areas of the Aizawl district.

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<sup>23</sup>Bhabani Shankar Nayak, (2003). *The Political Economy and Public Policy in Contemporary India*.

- To make a comparison on the social, economic and political status of the communities in both the rural and urban areas in Aizawl District.
- To study whether or not it became a populist policy in the state.

## **HYPOTHESES**

For conducting this research, certain hypotheses have been formulated so as to proceed in a focused direction. Some of these hypotheses include:

- The NLUP provides sustainable income to the farming communities in rural areas by weaning them away from the destructive and unprofitable shifting cultivation practices.
- The NLUP is a policy which is beyond agriculture and land development, as it also includes other activities in urban areas.
- The NLUP as a public policy has played a crucial role in the Seventh Assembly Elections in Mizoram.

## **METHODOLOGY**

The present study is a micro level research on the implementation and use of a key public policy like the New Land Use Policy in Aizawl District. The study is Quantitative as well as Explorative in nature, as it draws its material from both primary as well as secondary sources.

In order to realize the outlined objectives of the study, an in-depth probe and critical analysis of the Governance process has been undertaken. As part of the primary sources, collection of Government policy, documents, budgetary plans and administrative procedures of the New Land Use Policy in Mizoram has been undertaken. By utilizing relevant documents, various committee reports, guidelines and Bi-Monthly journals issued by the Government, besides daily Newsletters, articles have been taken into account during the course of the study.

Besides, as part of this study, supplementary analysis on the preliminary readings was incorporated by conducting interviews and through distributing questionnaire to collect empirical information on the scheme. Research based Interviews with the NLUP beneficiaries was conducted in Muallungthu and Falkawn villages for rural areas and in urban area DawrpuiVengtharlocality, with the help of samples of 80 respondents from both the areas, had been undertaken. Questionnaire was also distributed to the political activists (both the NLUP beneficiaries and Non-NLUP beneficiaries). The study was also conducted through Observation method by visiting the land, field areas in both rural and urban areas of theAizawl District.

As part of the secondary sources, books, documents, articles, authored by both academics and others had been collectedfor studying the problems in the state. Since the scheme is an ongoing public policy, sufficient secondary sources could not be collected. Yet, personal interview and participant observation techniques have largely been used in this study.

## **CHAPTERISATION**

Keeping in view of the thematic presentation of the work, chapterisation has been prepared. Thus it is very comprehensive exercise. The chapters has been designed and planned to carry out the previous administrative systems in Mizoram till the present day. It lays emphasis on the present public policy undertaken by the State Government, “New Land Use Policy”. It is focused on the research based on field work for organizing the study.

### **CHAPTER-I: Introduction**

First chapter covers introduction of the topic, conceptual understanding of some variables used, significance of study, statement of the problem,

review of literature, objectives of the study, hypotheses and methodology of the study.

## **CHAPTER-II: Public Policies in Mizoram: A Historical Account**

Second chapter includes various public policies and programmes which were undertaken in the past by various ministries in the state as it helps to locate the problems in proper perspective. Some of these include, the People's Conference (PC) party- Garden Colony, MNF party- Jhum Control Project and Mizoram IntodelhnaProgramme (MIP) and the Congress party- Land Use Policy to The New Land Use Policy. All these public policies of the various ministries were aimed at socioeconomic development and to do away with the destructive shifting cultivation in the state. Besides, the historical background of Mizoram, State and Governance from Chieftainship era to Statehood era had been included which is useful in conducting field study.

## **CHAPTER-III: The NLUP: Issues and Implementation**

Third chapter covers various policy related issues and implementation process of the NLUP, boards and institutions. The chapter is very basic in probing into questions like, for what purpose it was introduced, where the policy was effective and how the policy had been implemented in order to reach its goals and objectives. The possible outcome and certain emerging issues dealing with the beneficiaries and the functionaries had been taken into account.

## **CHAPTER-IV: The NLUP: Rural and Urban Areas**

Fourth chapter makes a comparative study, with regard to the beneficiaries of NLUP in rural and urban areas. For, the chapter is aimed at giving a comprehensive view of the NLUP implementation in both the area in the Aizawl district.



## **CHAPTER-V: The NLUP: Problems and Prospects**

Fifth chapter mainly covers the critical issues with regard to the problems and prospects of the NLUP implementation in the Aizawl District. As there are several prospects with the NLUP, similarly there are also some problems, particularly in the course of its implementation. All these issues have been discussed in the chapter.

## **CHAPTER-VI: Conclusion**

Sixth chapter includes the summary of research findings besides raising certain objective questions as part of offering some critical views and suggestions of the researcher.

## **CHAPTER-II**

**PUBLIC POLICIES IN MIZORAM:**

**A HISTORICAL ACCOUNT**

## Geographic and Demographic Profile

Mizoram is a mountainous region which became the 23<sup>rd</sup> state of the Indian Union in February, 1987. It was one of the districts of Assam till 1972 when it became a Union Territory.<sup>24</sup> Mizoram has the most variegated hilly terrain in the eastern part of India. The hills are steep and are separated by rivers which flow either to the north or south creating deep gorges between the hill ranges. The average height of the hills is about 1000 meters. The highest peak in Mizoram is the Blue Mountain (Phawngpui).<sup>25</sup> The Tropic of Cancer runs through the territory. Mizoram is located in the North-Eastern part of India with an area of 20,987 Sq. Km.<sup>26</sup> Mizoram has a population of 891,058 people according to the 2001 census. The density of population is 42 persons per Sq. Km. Out of 891,058 population 459,783 are male and 431,275 are female.<sup>27</sup> The climate in Mizoram is pleasant, it is generally cool in summer and not very cold in winter. It rains heavily from May to September, the skies are wonderfully beautiful.<sup>28</sup> The state is divided into 8 Districts-

1) Aizawl, 2) Champhai, 3) Kolasib, 4) Lawngtlai, 5) Lunglei, 6) Mamit, 7) Saiha, and 8) Serchhip.

Mizoram at present is highly literate state in the country as it has the second highest literacy rate, as per the latest information. According to the 2001 census, the percentage of literacy in Mizoram is 88.49, it is second state, after Kerela state, which is the highest literate state in India.<sup>29</sup> The main languages spoken in the state are Mizo and English,

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<sup>24</sup> H.G Joshi, (2005). *Mizoram Past and Present*, p. 7

<sup>25</sup> Mizoram : The Land of Peace and Progress, Published by the Directorate of Information & Public relations, Mizoram.

<sup>26</sup> J.K Patnaik, (2008). *Mizoram Dimensions and Perspectives Society, Polity and Economy*. p. 1

<sup>27</sup> Ibid., p. 1

<sup>28</sup> V.V Rao, (1987). *Century of Government and Politics in North East India*. p. 17

<sup>29</sup> J.K Patnaik, Op cit., p. 2

besides there are several other languages, with script or dialect in different parts of the state.

Strategically, Mizoram has considerable geo-political significance as it has approximately 1,014 kms. of international boundaries with Myanmar and Bangladesh.<sup>30</sup> Mizoram is rich in fauna and flora. Almost all kinds of tropical trees and plants thrive in Mizoram. The Hills are covered by forests and therefore, they are beautifully green. Mizoram is a botanical paradise. More than one thousand medicinal plants are grown. Rare orchids and wild flowers are found in abundance in Mizoram.<sup>31</sup> Geographically, like other parts of the North-Eastern region, the hills in Mizoram are of soft sandstones and shales which make the area prone to frequent and heavy landslides, during the rainy season.<sup>32</sup>

Although the state is rich in its natural mineral wealth, yet, so far, no minerals of economic value except rocks and stones have been discovered in the territory. Recently, the ONGC has made some attempts to explore natural gas and other natural resources in the state.<sup>33</sup> The exploitation of the minerals of economic value has been hindered by factors such as poor transport-communication, lack of capital, non-availability of cheap power and lack of local talent.<sup>34</sup>

### **Brief History**

The origin of Mizos to their present habitat is shrouded in mystery.<sup>35</sup> The Lushai tribes (Mizos) are generally accepted as a community of a great Mongoloid roots had migrated from China, and later on moved out

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<sup>30</sup> H.G Joshi, Op cit., p. 7

<sup>31</sup> V.V Rao, Op cit., p. 3

<sup>32</sup> H.G Joshi, Op cit., p. 8

<sup>33</sup> Oil and Natural Gas Corporation limited, (ONGC) is an Indian multinational oil and gas company headquartered in Dehradun, India. It is a public sector undertaking of Govt. of India. In Mizoram, ONGC started exploration of gas at Meidum, Kolasib.

<sup>34</sup> R.N Prasad, Op cit., p. 8

<sup>35</sup> J.K Patnaik, Op cit., p. 2

to their present habitat in India.<sup>36</sup> The dwellers of the state are commonly known as Mizos, the word 'Mizo' is a generic term meaning hillmen or highlanders.<sup>37</sup> There is no authentic record about the mystery of the Mizo people, before the 17<sup>th</sup> Century. In the pre-British period, the Mizos had neither systematic political institution nor explicit judicial system, while they were moving towards the westward and northward from Burma, in order to settle down in the present habitat.<sup>38</sup> However, with the emergence of Zahmuaka and his six sturdy sons, permanent political leadership in terms of ruling clan gradually came into being.<sup>39</sup> Since then, chieftainship was hereditary and the council of elders was selected by the chief of his choice was to assist him in public affairs in the villages.<sup>40</sup>

The Mizo history in the 18<sup>th</sup> and 19<sup>th</sup> centuries was marked by many instances of tribal raids as part of retaliatory expeditions for their security. Lushai Hills was formerly declared as part of the British India by a proclamation in 1895.<sup>41</sup> North and South Hills were united into Lushai Hills District in 1898, with Aizawl as its headquarter. The process of British colonial administration and the consolidation of Lushai Hills started in 1919 when Lushai Hills District was declared as Backward Tract, under the Government of India Act.<sup>42</sup> Subsequently, the tribals of Assam, including those of Lushai Hills were declared as part of the Excluded Area in 1935 by the Government of India Act.

It was during the British regime that a political awakening among the Mizos in Lushai Hills started shaping the first political party, the Mizo People's Union, which was formed on 9 April 1946.<sup>43</sup> Later, the party was renamed as the Mizo Union. At the dawn of Independence, the

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<sup>36</sup> [www.mizoramnic.gov.in](http://www.mizoramnic.gov.in), History of Mizoram.

<sup>37</sup> P. Lalnithanga, (2005). *Emergence of Mizoram*. p. 1

<sup>38</sup> R.N Prasad, Op cit., p. 2

<sup>39</sup> Ibid., p. 4

<sup>40</sup> Ibid., p. 5

<sup>41</sup> [www.mizoramnic.gov.in](http://www.mizoramnic.gov.in)

<sup>42</sup> V.V Rao, Op cit., p. 25

<sup>43</sup> Ibid., p. 27

Constituent Assembly of India set up an Advisory Committee to deal with matters related to the minorities and the tribals in the region. Under the Chairmanship of GopinathBordolai, a sub-committee was formed to advise the Constituent Assembly on the tribal affairs in the North-East. A resolution was submitted by the Mizo Union to the sub-committee, demanding inclusion of all Mizo habitat areas into the areas adjacent to the Lushai Hill. Meanwhile, a new political party, known as the United Mizo Freedom Organization (UMFO) came up on the political horizon, to demand that Lushai Hills be joined the Burma after independence.

Following the Bordolai Sub-Committee suggestion, a certain amount of Autonomy was conceded by the Government and then it was enshrined in the Six Schedule of the Constitution.<sup>44</sup> The Lushai Hills Autonomous District Council came into being in 1952, which ended the era of Chieftainship.<sup>45</sup>In 1972, the Hill district was declared a Union Territory, and was given more culturally inclusive name, the Mizoram. Ultimately, the Mizoram became a full-fledged regional state on 20 February 1987, as it became the 23<sup>rd</sup> state of Indian Union.

### **Socio-Cultural Setting**

The culture of Mizo tribes and their social structure had undergone tremendous changes since the arrival of Christianity in the state, in the late 1890s. The Mizo people are honest, simple, sincere and outspoken, sturdy, independent, enterprising and courageous besides being intelligent.<sup>46</sup> The Mizos are a close knit homogeneous society with no caste distinction from social, religious and economic points of view, and

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<sup>44</sup> The Advisory Committee up three sub-Committees, the first committee deals with North East Frontier (Assam) Tribal and Excluded Area Committee. The second committee was North West Frontier Province and Baluchistan tribal and Excluded Committee and the third was Excluded and Partially excluded area in Provinces other than Assam. The main duty of the Sixth Schedule is with the Bordoloi Committee i.e; the former NEF(A) Tribal and Excluded Committee. It deals with tribals of undivided Assam excluding Manipur and Tripura.

<sup>45</sup> Ibid

<sup>46</sup> R.N Prasad, Op cit., p. 2

ofcourse there is no discrimination on grounds of sex is noticed.<sup>47</sup> Another Mizo code of conduct or ethics which guides their thoughts and actions called 'Tlawmngaihna', as a cultural concept it incorporates their social behavior that is self-sacrificing, self-denying and doing what when an occasion demands unselfishly and without any concern for the inconvenience, which is still continuing today in the Mizo society. However, the Mizo society is now at the crossroads perhaps. Many changes in their lifestyles have taken place in social, religious practices, economic dimensions of the Mizo life. The Mizos have been enchanted to their new found faith of Christianity with so much dedication and submission that their entire social life and thought have been altogether transformed and guided by the Christian Church organizations, directly or indirectly and their sense of values has also undergone drastic change.

Traditional festivals in Mizoram often revolved around various stages of Jhum cultivation or about their seasons. There were major and minor festivals(Kut's) such as ChapcharKut, ThalfavangKut, Mimkut and Pawl Kut that are celebrated even today. And the Mizos follow slash and burn method of cultivation and hunting. However, after Independence, Christmas became one of the major festivals in the Mizo society. The main occupation of all Indians being agriculture, several developmental activities have been undertaken in the agriculture Mizoram as well. And the state Government had taken some initiatives to discard the Jhuming system of agriculture that has been practiced for several decades on end in the state.

### **Economic Status**

Mizoram is in a disadvantageous position in every aspect and thus their fight against hunger, diseases, ignorance, and isolation was

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<sup>47</sup> Ibid., p. 2

tremendous.<sup>48</sup> Besides, there is a lack of specialization, technology, infrastructure, surface transportation, communication, dearth of capital, limited potentialities of the area for economic enterprises. Hence, there is no potentiality for large scale or medium scale industries in the territory sector, except a small scale and rural industries. Therefore, a planned effort is needed so as to check these bottlenecks and thereby to develop the economic status by both, the state as well as the Central Governments.

As it is already observed, agriculture is the main occupation of the Mizo people. Jhumming or Shifting cultivation is practiced by the Mizos, which is a very destructive of the forest wealth and also very unprofitable. In order to utilize the opportunity for economic development particularly, since the restoration of peace in Mizoram, the state government had been carrying out different developmental programmes<sup>49</sup>, in Agriculture and Allied sectors. Several schemes were introduced in the past by the state government for the development of Mizoram economy and also for the rural development in Mizoram. Some of these schemes and programmes include: Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self Employment (TRYSEM), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Development of Women and Child in Rural Area (DWCRA), JawaharRazgenYojna (JRY), Boarder Area Development Programme (BADP), and Mahatma Gandhi National Rural Employment Gurantee Scheme (MGNREGA) at the national level.

At the state level, there are also some schemes that were state sponsored Development Programmes such as New Land Use Policy, Community

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<sup>48</sup>Ibid., p. 6

<sup>49</sup>Lalrintluanga, (2008). *Peace and Development in Mizoram: Economic Opportunities and Challenges* in Jagadish. K Patnaik ,Peace and Development in Mizoram Role of The State and Civil Society, p. 304



Halls, Rural Communication, Rural Housing Programme.<sup>50</sup> Similarly, for urban development, the Industrial Policy of Mizoram State was first notified on 15.3.89 with a view to give proper direction to the strategies of industrial development in the State. The policy resolution was undertaken in 1989 with a sense of commitment to the people of Mizoram to so as to improve the economy of the State.<sup>51</sup> Meanwhile, Information Technology (IT) Policy of the Govt. of Mizoram was introduced as a tool to enable Mizoram to achieve the goal of becoming a strong, prosperous and self-confident state. Mizoram recognized the IT as the fastest and the most advanced tool of change for allround development of the State.<sup>52</sup> However, most of these were hardly implemented better, due to poor governance in the state.

### **Political Process**

The advent of the British into Mizoram brought about many changes into the political lives of the Mizo. The growth of political consciousness among the Mizo cannot be clearly stated, however, it was believed that the First World War was the first intervention of the Mizo in the international affairs and gained a broader outlook after their participation in the First World War. During the First World War a labour corps consisting of 2,100 Mizo men was sent to France.<sup>53</sup> There was some growth of political consciousness with the return of labour corps recruits sent to France. But, no forum or party emerged to articulate political demands due to the absence of party or forum therefore, the Lushai Hills remained an 'excluded area' under the 1935 Act. So, there was no political consciousness among the Lushais till the end of the Second World War. Since 1940, the Mizo began to think for better status, they

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<sup>50</sup> R.N Prasad and A.K Agarwal, (2003). *Modernization Of The Mizo Society*, p 145

<sup>51</sup> S.C Bhatt and Gopal K Bhargava (ed), (2006). *Land and People Of Indian States and Union Territories Mizoram*, Delhi, p. 209

<sup>52</sup> *Ibid.*, p. 210

<sup>53</sup> J.K Patnaik, *Op cit.*, p. 10

did not like to be labelled as a backward people or rather under the autocratic rule of the chief's.

The political history of Mizoram dates back to the mid 1950s.<sup>54</sup> It was around the same time when the people of Mizoram demanded for the status of a state. It was during the British regime that a political awakening among the Mizos in Lushai Hills started taking shape the first political party, the Mizo Common People's Union that was later on renamed as the Mizo Union.<sup>55</sup> Later, the United Mizo Freedom Organisation (UMFO) was formed. The formation of this political party was to counter the activities of the Mizo Union, which was supported by the Mizo chiefs and the then Superintendent.<sup>56</sup> Presently, there are two major political parties that play major role in Mizoram as they dominate the political scenario of the state. These are, one the Mizo National Front (MNF), which is a strong regional party, and the second the Indian National Congress (INC), the largest national party in India. The MNF has come out of a social service organization, the Mizo Famine Front formed by Laldenga.<sup>57</sup> Originally, the MNF was formed to help the people of Mizo society that suffer during the 'Mautam Famine', and later it was converted into Mizo National Front on 22<sup>nd</sup> October 1961.<sup>58</sup> Zoramthanga became the leader of the MNF after the death of Laldenga. In the elections of 1998 and 2003, the MNF won the State Assembly Elections with Zoramthanga as the Chief Minister. At present,

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<sup>54</sup> [www.mizoramnicgov.in](http://www.mizoramnicgov.in), Ibid.,

<sup>55</sup> S.C Bhatt and Gopal K Bhargava (ed), (2006). *Land and People Of Indian States and Union Territories Mizoram, Delhi*, Op cit., p. 18

<sup>56</sup> J.K Patnaik, Op cit., p.12

<sup>57</sup> In 1959 there was a great famine all over Mizoram due to the flowering of bamboos. As a result, rats multiplied at an incredibly high rate. When the bamboo seeds exhausted, thousands of rats swarmed the Jhum fields and devoured all the crops. It caused a wide spread famine which the Mizos called MAUTAM-TAMPUI. Due to the widespread acute shortage of food there were cases of starvation deaths. The Government of Assam could not take up adequate measures to meet the situation. As a result of this misery, a welfare organization called Mizo Famine Front was formed by Laldenga and R. Vanlawma for organizing relief work for the distressed people.

<sup>58</sup> The Mizo National Front was formed on 22 October, 1961 with the objectives of attaining independence for greater Mizoram, reuniting all the Mizos, safeguarding/promoting Christianity, planning a long term strategy for violent movement to achieve its aims and acquiring dependable sources of support from some foreign countries.

the Government of Mizoram is led by LalThanhawla of the Congress party that has ruled the state for several years.

Of all the existing political parties in Mizoram, the Congress ruled in Mizoram for the longest period.<sup>59</sup> Besides, the Congress leader LalThanhawla had occupied the top seat of power for the longest period among all the political leaders, past and present in Mizoram. The Congress role in the peace process, namely in the signing of the Mizo Accord (1986), is equally important as that of the MNF.<sup>60</sup> Although the state of Mizoram was established more than two decades ago, political process is not yet developed as it prevails in other parts of India. Of course, there are several regional parties that played significant role in the political process in the state.

### **Church and Civil Societies**

The Church could be regarded to a great extent as a precursor of the establishment of various Civil Society organizations. The Christian Missionaries had preached the faith of Christianity among the Mizos during the British period. Gradually, Mizoram became a Christian dominated State and Christianity has been regarded as the major factor in the social, political and economic developments of the state. In short, the church has played a vital role in shaping the socio-cultural as well as political lives of the people in the state.<sup>61</sup>

The Mizoram Peoples Forum(MPF), an association of non-political groups was an outcome of the conglomeration of major civil society groups in Mizoram was established on certain initiatives offered by the Presbyterian Church Synod. It has now become the administrative arm of

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<sup>59</sup> The Congress party was in power in Mizoram for 10 months in 1970-1972, 3 years in 1974-1977, 2 years and 2 months in 1984-1986, 10 years in 1989-1998 and assuming the present government completes for another 10 years from 2008-2018.

<sup>60</sup> L.H Chhuanawma, (2008). *The Congress Party In Mizoram An Analysis of Its Performance* in Jagadish Patnaik, Mizoram Dimensions and Perspectives Society, Polity and Economy. p. 226

<sup>61</sup> [Zarapachau.blogspot.com/](http://Zarapachau.blogspot.com/) *Role of The Church in the Process Of Peace and Development in Mizoram.*

the Church in an effort to ensure free, clean and fair administration in Mizoram.<sup>62</sup> The most notable among the civil society organizations (CSOs) in Mizoram are the Mizo Hmeichhhe Insuihkhawm Pawl (MHIP), the Mizo Zirlai Pawl (MZP) and the Mizoram People Forum (MPF) which have been playing an integral role in the electoral process as well as state politics over the year. The civil societies in Mizoram acted as special social and voluntary organizations to help the poor and the needy. Especially, the role of the Yong Mizo Association (YMA) is very helpful in this regard.

## **MIZORAM GOVERNANCE**

Governance in Mizoram had been commenced since the emergence of Chieftainship long before it became a state as such from the Chieftainship era to the Statehood Era. Governance in Mizoram has been undertaken on the basis of regional communitarian lives. However, in the recent past, several changes had occurred in the political process and governance of the state, which is explained in the following paragraphs.

### **Governance during Chieftainship**

It is not possible to state clearly when and how the socio-political institution (chieftainship) took concrete shape in the past. But it can be reasonably asserted that this happened quite early in the early stage of evolution of the Mizo tribe.<sup>63</sup> It was said that during the 16<sup>th</sup> century, when the Mizos lived in Lengtlang, a space somewhere in the Burma side, the Hnamte clan invited Zahmuaka and his son to accept chieftainship.<sup>64</sup> He reluctantly accepted the invitation and gradually became their chief. His sons continued to be their chiefs and it is from this ruling family that the Sailo Chiefs sprang up elsewhere in the

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<sup>62</sup> Ibid.

<sup>63</sup> Lalthakima, (2014). *Chieftainship in Mizo Society*. Retrieved from <http://www.historyofmizoram>.

<sup>64</sup> Ibid.

state. Before the British annexation of the Lushai Hills, the Sailo chiefs ruled the Lushais in various villages.<sup>65</sup> Each village used to have an autonomous, indigenous institution for administration of local or village affairs.<sup>66</sup> The Chief was bound by certain customary and social laws. Usually, the chief used to look upon the villagers as his own children and regulated community affairs.

The Chief was bound to protect the life and property of all the villagers. It was his duty to help them in their needs, counsel them in their difficulties, reward them in their achievement and punish them when they were found to be guilty of their misdeeds or infringement on the established customs.<sup>67</sup> It was his duty to frame the general policy of making allotment of village lands for their cultivation and to administer justice, according to the customary laws.<sup>68</sup> When any case was tried by the Chief, it was obligatory on the part of the loser to pay an amount of five rupees, which was known as 'SALAM' to the Chief and his council of elders.<sup>69</sup> The Chief, in running the village administration, was assisted by the Council of village Elders, called 'Upa's'.<sup>70</sup> Generally, the elders were supposed to be men of the Chief's choice, nominated or selected without considering the opinion of all the villagers.

Besides, the Upa's, he used to appoint important officials from among the villagers like the Council of Leaders (LalKhawnbawl), Blacksmith (Thirdeng), and expert Jhum cultivators (Ramhual) was also appointed by the Chief.<sup>71</sup> For their services, however, they used to receive some remuneration mostly in kind, directly from the villagers. The Chief and his Council of Elders discuss all matters connected with village

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<sup>65</sup> Lalchungnunga, (1994). *Mizoram: Politics Of Regionalism and National Integration*. p.28

<sup>66</sup> R.N Prasad and A.K Agarwal, (1991). *Political and Economic Development in Mizoram*. p. 112

<sup>67</sup> Ibid., p. 112

<sup>68</sup> Lalchungnunga, Op cit., p. 28

<sup>69</sup> Ibid., p. 29

<sup>70</sup> R.N Prasad and A.K Agarwal, Op cit., p. 113

<sup>71</sup> Ibid., p. 113

administration and asked the villagers to render voluntary services. The villagers on their turn, they were to obey his order implicitly, carry out errands assigned to them individually and collectively and help the Chief in all possible ways. Besides, since the Chiefs were the Supreme authority/head of the village administration, they were entitled to enjoy certain rights and privileges from the villagers as mentioned in the following paragraph.<sup>72</sup>

- He had the right to make all his trusted sons a chief by dividing his land between his sons.
- He was the rightful owner of all lands within his jurisdiction.
- He was entitled to free labour from the villages.
- He was entitled to Fathang (1 – 3 baskets of paddy) from every household in the village at the end of the year.
- The right to tax traders doing business within the jurisdiction of his control.
- The right to seize half of paddy from the migrated villagers without permission.
- He was entitled to keep a special priest called ‘Sadawt’ to perform religious functions for the sake of subjects.
- He had the rights to collect additional quantities of paddy from Ramhual and Zalen.
- The right to help the ‘Bawih’s’ (Slaves) who were not able to purchase their freedom.

When a person intentionally or unintentionally kills another person, he was to seek the Chief’s protection by fleeing from the avengers of his criminal deeds and running into the Chief house. If a person manages to cling to the Chief ‘Sutpui’ (the central post on the Chief house supporting

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<sup>72</sup> Lalthakima, Op cit.,

the roof) it was no more unlawful for the avenger to touch the murderer, and the murderer submitted had to become a slave to the Chief.<sup>73</sup> Besides the aforesaid privileges of the Chief, on demand the Chief could forcibly take the property of the villagers. But, the villagers had a practice of leaving any autocratic chief, if they found him tyrannical and migrating to another village.

Being the protector of his subjects, the Chief was normally looked upon as the father figure of all the villagers. The Chiefs position in the village was indeed that of a benevolent ruler. Rebellion against the Chief was almost totally absent. In any case, the society under the Lushai Chieftainship and its administration was of a primitive nature than that of feudalism.<sup>74</sup>

### **Governance during British Period**

The British rule in the Lushai Hills was marked by the Chin-Lushai Expeditions that were conducted in 1889-1890, by the time, the British created a system of administration, which placed emphasis on self-government, which was based upon the traditional chieftainship. The British in order to bear minimum expenses in administering the Lushai Hills, decided to carry on with the existing system of chieftainship. John Shakesphere, the first Superintendent of the amalgamated Lushai Hills District was the chief architect of the administration system.<sup>75</sup>

Earlier, the British policy of administration of the Lushai Hills was of non-interference in the day to day life of the Lushais. The chiefs were made responsible for the maintenance of law and order in their villages and also for the collection of taxes. Whereas the British Political officers were to interfere only when a chief refused to obey the general norms set by him or in serious cases of oppression of the subjects. The British

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<sup>73</sup> *Mizoram: Politics of Regionalism and National Integration*, Op cit., p. 29

<sup>74</sup> *Ibid.*, p. 30

<sup>75</sup> Lalthakima, Op cit.,

administrative policy in the Lushai Hills was primarily governed by the colonial economic interests. The Lushais were checked with military forces and with a semblance of administration from within their territory, so as not to be attacked by any raids on the plain areas. There was no other settlement opened up by the British and rather barricaded them with some protective regulations.

The policy of the British towards the Lushais was apparently motivated by their desire to maintain the demographic and cultural safety of the Lushai tribes from the outsider infiltration. The British regime worked out a system of regulation with a view to protect the Lushai Hills from the mainland people. Under section 2 of the Bengal Eastern Frontier Regulation of 1873, the Governor-General in Council notified an Inner Line, besides this, the Chin Hill Regulation of 1896 were extended in the modified form, with effect from October 9, 1911.<sup>76</sup> Under this section, Regulation of any person who is not the native of the area cannot be stayed or visiting the area without the permit from the Deputy Commissioner of the District, and thus, finally they have to leave the area within a specified time.

It was enforced for the establishment of Governance and orderly civil jurisdiction as part of the administration requirement and for ensuring the protection and development of the Hill areas. By the Scheduled District Act, 1874 that was made applicable to the Lushai Hills also, the provincial government could determine what enactments were or were not, to be in force and with what restrictions or modifications. This was a guiding principle of the colonial administration in the Lushai Hills till 1919.

Under the Government of India Act 1919, Lushai Hills was declared as a 'Backward Tract' under the direction of Governor-General Council. The

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<sup>76</sup>[www.mizoramnic.gov.in](http://www.mizoramnic.gov.in), Op cit.,



Government of India Act 1935 declared the Lushai Hills as 'Excluded Area', where normal administration could not be undertaken which means that it was to be governed by the orders and regulations of the Governor of Assam. And, the provincial Government and its Legislature were not responsible for its administration. When India was about to get Independence, the British had decided to transfer power to Indian hands. The Constituent Assembly of India had set up an Advisory Committee, under the Chairmanship of GopinathBordoloi.<sup>77</sup> And by following Bordoloi committee, the Lushai Hill was included in the Six Schedule of the Constitution and thereby the Mizo District Council came into being in 1952, as was mentioned earlier.<sup>78</sup>

## **POST INDEPENDENCE PERIOD**

With the attainment of independence by India in 1947, the Lushai Hills District administration had undergone drastic changes. There were apprehensions as how to meet the desires and aspirations of the Mizo people and to safeguard their own culture and traditions,<sup>79</sup> which were raised by the Mizo leaders on different occasions. Failed to secure proper safeguards, the Mizo had to revolt to violent means at times. Thus the post-independence period was marked by series of struggles in the region.

## **Mizoram under District Council**

After India attained Independence, a new system of administration for the Lushai Hills that was based on the recommendation of the Constituent Assembly, known as the Bordoloi Committee was incorporated in Part 'A' of the Sixth Schedule of the Indian Constitution.<sup>80</sup> The name, the Lushai Hills was changed to Mizo District. As a result, the District

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<sup>77</sup> Bordoloi Committee was formed to advise the Constituent Assembly on the tribal affairs in the North East.

<sup>78</sup> [www.mizoramnic.gov.in](http://www.mizoramnic.gov.in) , Op cit.,

<sup>79</sup> P. Lalnithanga, "Emergence Of Mizoram", p. 26

<sup>80</sup> *Political and Economic Development Of Mizoram*, Op cit., p. 115

Council for the Mizos and the Pawi-Lakher Regional Council for Pawi, Lakher and Chakma Tribes were set up in 1952 and 1953 respectively. With the introduction to the District Council, the post of the Superintendent was abolished, and the whole area was put under the jurisdiction of Deputy Commissioner with much restricted powers of the Chief Executive Members of the District and Regional Council. Thus, a democratic autonomous political institution was created under the Sixth Schedule of the Indian Constitution.

As per the provision, under Para 3 of the Sixth Schedule, the District can regulate the succession, appointment and even abolition of the institution of the village Chiefs and headmen. This led to the abolition of chieftainship in Mizoram and the chiefs were no more than village headmen, completely under the Mizo District Council. The Mizo Union holding the reins of the District Council administration, enacted the Lushai Hills District(Social Custom) Act in May 1953, and also abolished the special privileges or traditional dues for the chief and their elders. Further, the District Council also abolished the autocratic hereditary Chiefship under the Lushai Hills District (Acquisition of Chiefs Rights) Act in April 1955 within the District Council jurisdiction. However, the chiefs were compensated in cash for the loss of their tributes to power.<sup>81</sup>

During the period of the Mizo District Council, a number of Regulations, Acts and Rules had been framed for conducting the administration of Land and Revenue affairs. Such legislations still form the basis of Revenue Administration in Mizoram. The Pawi-Lakher Regional Council was bifurcated into three councils, viz., the Pawi District Council, the Lakher District Council and the Chakma District Council thereafter.<sup>82</sup>

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<sup>81</sup> Ibid., p. 116

<sup>82</sup> Ibid., p. 117

The ushering of Mizo District Council brought about vast changes in the normal administration in that all cases related to the native Mizos were taken care of by the District Council Courts, while only those involving non-tribals were taken up in the courts of the Deputy Commissioner and his Assistant.<sup>83</sup>

### **Union Territory Era**

With the implementation of the North-Eastern (Reorganisation) Act, 1971,<sup>84</sup> Mizoram became a Union Territory on 21<sup>st</sup> January 1972.<sup>85</sup> The elevation of Mizo district to the Union Territory status brought about greater and significant changes in the administrative set up of Mizoram.<sup>86</sup> By the Government of Union Territories Act 1963, Mizoram virtually became a state with separate Legislative Assembly and Ministry to govern the territory with Lieutenant Governor as the head of administration, to be assisted by Chief Minister and other ministers.<sup>87</sup> Mizoram was divided into 30 MLA constituencies and on May 5, 1972, the first General Election of the Mizoram Union Territory was held. And the Mizo Union won the election with huge majority and ChChhunga became the first Chief Minister of Union Territory of Mizoram.<sup>88</sup> During this period normal administration could not be possible as law and order was disturbed by the MNF insurgency as well as counter insurgency activities.<sup>89</sup> There were lots of kidnappings, violent

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<sup>83</sup> P. Lalnithanga, *Emergence Of Mizoram*, Op cit., p. 27

<sup>84</sup> An Act to provide for the establishment of the State of Manipur and Tripura and to provide for the formation of the State of Meghalaya and of the Union Territories of Mizoram and Arunachal Pradesh by reorganization of the existing State of Assam and for matters connected therewith.

<sup>85</sup> [www.mizoramnic.gov.in](http://www.mizoramnic.gov.in), Op cit.,

<sup>86</sup> P. Lalnithanga, *Emergence Of Mizoram*, Op cit., p. 27

<sup>87</sup> Ibid., p. 27

<sup>88</sup> P. Lalnithanga, (2006). *Political Developments In Mizoram*. p.143

<sup>89</sup> The MNF leaders being frustrated in their efforts to get independence by non-violent means, took to violent methods similar to those followed by the Naga insurgents. The MNF was carrying dumping arms and organizing hostile propaganda, yet the government of Assam did not realize the gravity of the situation. The law and order was fast deteriorating. The MNF insurgency broke out on the midnight of 28 February 1966. The MNF declared Independence on 1 March, 1966. The Government of India adopted military measures to counter the menace of the grave anti-national activity. The government of India on 6 March 1966 declared the MNF as an unlawful organization.

activities, rapes, so as to threaten the new Administration. Thus, the central government had intervened with the imposition of Army rule. There was a serious conflict between Government of India and the MNF, and thus, President's Rule was imposed in Mizoram. Many new political parties emerged in the state during this period but they were not active in the state politics.

With the Union Territory coming into being, the Mizo District Council ceased to exist. Simultaneously, three District Councils of Lai, Mara and Chakma came into existence.<sup>90</sup> Prior to the advent of Union Territory in 1972, the district administration, at the headquarters (Aizawl), was carried on by the Deputy Commissioner and his Assistants. Many administrative changes had started taking place rather in a fast manner. The position of the traditional Deputy Commissioner was changed to that of the Chief Commissioner for instance S.J Das, the then Commissioner of Hills division under the Assam Government became the first Chief Commissioner.<sup>91</sup>

The Union Territory administration adapted the Lushai Hills District (Village Council) Act, 1953 for the administration of village affairs in the areas specified by the Act.<sup>92</sup> The administration of the Village Councils was put under the Department of Local Administration, Town Planning and Housing. Under the Union Territory, the administration was kept in the hands of the Indian Union as usual and thus, the local control would be minimal.

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<sup>90</sup> In the New Union Territory, three Districts were created, namely, Aizawl, Lunglei and Chhimtuipui Districts. With this, the former Lunglei Subdivision became a district and the erstwhile Pawi-Lakher Region was also converted into a district and the three newly constituted District Councils comprised the new district of Chhimtuipui.

<sup>91</sup> P.lalnithanga, *Emergence Of Mizoram*, Op cit., p. 34

<sup>92</sup> *Political and Economic Development in Mizoram*, Op cit., p. 116

## Statehood Era

Mizoram became the 23<sup>rd</sup> State of the Indian Union on February 20, 1987 as a result of the conclusion of Peace Accord between the MNF and Government of India in June, 1986.<sup>93</sup> Elections have been held at every five year interval thereafter. The most recent Mizoram election was held for 40 seats of the state legislative assembly on 25 November 2013.<sup>94</sup> The Indian National Congress led by LalThanhawla was re-elected to rule the state. There are 40 seats in the Mizoram State Legislative Assembly<sup>95</sup> and the Village Councils are there to strengthen the grassroots democracy and to develop new leadership in Mizoram.

The state has a Chief Minister who is the head of the state and Council of Ministers with the inclusion of some ministries, responsible for different portfolios, and effect the role of Government departments. The Government departments in Mizoram look after the administration of the state. The departments offer a systematic administration about the various social, economic and cultural aspects of the state of Mizoram. The Government of Mizoram has several departments that are headed by efficient administrative officers who were to enforce proper implementation of the various decisions of the state government.<sup>96</sup>

There are three Autonomous District Council (ADCs) namely, the Chakma ADC, Lai ADC, and the Mara ADC. At present, there are eight

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<sup>93</sup> The Mizoram Peace Accord of June 30<sup>th</sup>, 1986 had been hailed as one of the most successful Accords signed by the Government of India with various groups. As the first fulfillment of the Peace Accord, statehood was conferred to Mizoram on 20<sup>th</sup> February to become the 23<sup>rd</sup> State in India.

<sup>94</sup> Assembly Elections, December 2013, results, Election Commission of India Archived

<sup>95</sup> The constituencies in Mizoram are Chawngte, Tlabung, Tuipang, Saiha, Sangau, Lawngtlai, Buar-pui, Lunglei South, Lunglei North, Khawbung, Champhai, Khawha, Saituai, Tawipui, Vanva, Hnahthia, North Vanlaiphai, Khawzawl, Ngopa, Suangpuilawn, Ratu, Kawnpui, Kolasib, Bilk-hawthlir, Mamit, Phuldungsei, Sateek, Lokichera, Kawrthah, Serchhip, Serchhip, Lungpho, Tlung-vel, Aizawl North-I, Aizawl North II, Aizawl West I, Aizawl West-II, Aizawl West I, Aizawl West-II, Aizawl South - I, Aizawl South - II, Aizawl East-I, Aizawl East-II.

<sup>96</sup> [www.mapsofindia.com](http://www.mapsofindia.com) Government and Politics of Mizoram, accessed on Oct 4, 2014.

districts in Mizoram.<sup>97</sup> Each District is headed by a Deputy Commissioner (DC). The DC is the Executive head of the District and a Superintendent is held responsible for the police administration in each District.

Mizoram has got one seat each in both Rajya Sabha and Lok Sabha. The Governor of Mizoram is the head of the State. Since Statehood there have been seven State Legislative Assembly Elections held in Mizoram in 1987, 1989, 1993, 1998, 2003, 2008 and 2013 respectively.

Mizoram had undergone significant administrative changes of far reaching character from a district to Union Territory and then to full-fledged State, within a short span of about three decades.

## **MIZORAM PUBLIC POLICIES**

Several public policies have been introduced by various ministries in Mizoram. Right from the period of Union Territory to the present period the People's Conference (PC) Party, Mizo National Front Party and Congress Party have held so far elected Governments in Mizoram. These political parties have launched several public policies and programmes for the development of Mizoram state during the period of their tenures. Some of them have been discussed in the following paragraphs.

### **Garden Colony**

In 1978, the People's Conference (PC) Party formed the Government in 1978-1979 under the leadership of Brig. Thenphunga Sailo and again in 1979-1984.<sup>98</sup> Soon after forming the first PC Ministry in May 1978, the

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<sup>97</sup> Just prior to the 1998 Mizoram Assembly Elections, five more districts were created namely Champhai, Kolasib, Mamit, Serchhip, Lawngtlai.

<sup>98</sup> Brig. T Sailo was a retired army officer who severely challenged the oppressive and violent rule of the Indian army and formed a Human Rights Committee during Insurgency. During the first ministry of the PC party in 1978 there arose crisis among the PC party and PC B) was formed and due to that Brig. T Sailo advised the then Lieutenant Governor of Assam to dissolve the Government of Mizoram. Then, President's rule was imposed and in 1979 mid-

PC regime made lot of administrative efforts in infrastructural development in order to develop Mizoram economy besides attempting to bring about political stability in the state. The party stressed on economic development plan i.e‘basic needs oriented plan’<sup>99</sup> which included Food, Water Supply,Power, Communication, Transport system and Rural Development. It is basically a public policy to attain self-sufficient economy in Mizoram. In their effort to attain self-sufficiency in Mizoram, the PC Ministry aimed at building up two basic infrastructures, namely Power and Communications. At the same time, the ministry set a goal of self-sufficiency in rice, which is the staple food of the Mizo people. During the PC Government, various developmental projects have been undertaken in order to implement the six basic needs in Mizoram. Further, the PC Ministry had also evolved an outline plan of theHydel Power Project in Mizoram. Their slogan was “Hydel Power and Agricultural Link Road”, so that eventually Mizoram would become self-sufficient in rice production.<sup>100</sup> The main aims and objectives of that public policy of the PC Ministry were to have better infrastructural development in Mizoram as well.

Thus, during the PC Ministry, a scheme called ‘Garden Colony’ was launched to do away with the practice of shifting cultivation.The basic objective of the scheme was to replace the traditional shifting cultivation by introducing a permanent land use system. It is one of the earliest publicpolicies or developmental programmes that were devised by the Government of Mizoram, after it became the Union territory in 1972. The policy was aimed at creating a compact area, where one village and one community shall grow uniform crop. It had envisaged the creation of

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term poll was held. The PC Party won the Election and thus second term of Brig. T. Sailo lasted for its full term till 1984.

<sup>99</sup>Brigadier T. Sailo, the founding President of MPC devised the Six Basic Needs. The six basic needs are the six pillars of Mizoram People’s Conference (MPC). It was created to tackle insurgency, water scarcity, food, transportation, communication and to help provide solutions to Mizoram’s problems.

<sup>100</sup> Brig. thenphunga Sailo, (2006).*A Soldier’s Story*. Aizawl, 2006, p. 67

gardens for settled cultivation in compact areas.<sup>101</sup> Moreover, it was aimed to turn all flat areas on either banks of river into wet rice cultivation (WRC) and also to be connected with agriculture link roads, connecting the river banks and the main highways(road).The purpose of the Garden Colony policy was to address the agrarian crisis and thereby check the socio-economic backwardness of Mizoram.<sup>102</sup> However, the policy was implemented only in few selected areas.<sup>103</sup> Due to the short tenure of the PC regime, no proper development or implementation was carried out. It did not impact on the state economy and therefore cannot materialize the vision to transform Mizoram. Therefore, the policy of the PC was left with unfinished job, and before any significant result was made there was a change in the state Government. Nevertheless, the concept of Garden Colony laid the foundation for the future undertaking public policy in the state of Mizoram.

### **Land Use Policy**

The new Ministry headed by LalThanhawla of the Congress(I) introduced the Land Use Policy in 1984 The objective of the Land Use Policy was basically the same with that of the previous scheme of ‘Garden Colony’. But, since the new Government did not like to continue with the old one, the public policy was changed. The Congress Ministry implemented the Land Use Policy in 1984 for the first time. It was aimed to do away the evil effects of Jhum cultivation so as to protect the land from degradation and also to increase its productivity in the state.

The scheme was based on the principle of integrated approach, and run by several departments like Environment and Forestry, Soil Conservation and Agriculture, whose specific programmes were co-ordinated by the

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<sup>101</sup> Brig. Thenphunga Sailo, Op cit., p. 68

<sup>102</sup> Ibid., p. 68

<sup>103</sup> Ibid.



department of Rural Development.<sup>104</sup> To rehabilitate the Jhumia families, alternative occupation were sought to be provided through the three principle sectors namely, Agriculture and Allied activities, Animal Husbandry, Cottage Industry. The Land Use Policy sought to accelerate the socio-economic development of the state, in harmony with the permanent requirement of the ecological balance. The scheme was temporarily stopped in 1986.<sup>105</sup> It was attempted to settle about 20,000 Jhumia families out of the total 60,000 in about 21,000 hectares of land thus, whereby reducing the area under cultivation.<sup>106</sup>

However, the reduction in net area was affected by the shifting cultivation that was quite insignificant during the periods of its implementation. It has been noticed that most of the beneficiaries under the scheme had built their houses and bought consumer items. They still practiced with the old technique of slash and burn to produce food grains in their fields. Therefore, the impact of the policy had been very poor, as it was due to the ineffective implementation of the policy, lack of monitoring and reporting on the scheme, along with inadequate financial assistance that was spread over a period of three years to wean them away from Jhumming. Moreover, there is an absence of land rights for individuals on permanent basis that affected the policy quite adversely. Meanwhile, there was a change in the Government and thus, the policy was discontinued in the state.

### **Jhum Control Project**

In 1987, headed by the Mizo National Front (MNF) formed the state Ministry in Mizoram. Under the new MNF Ministry, the public policy

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<sup>104</sup> Lianzela, (2003). *Implementation of New Land Use Policy in Mizoram* in R.N Prasad and A.K Agarwal, *Modernization of the Mizo Society*. p. 145

<sup>105</sup> When the Mizoram Peace Accord was signed in 1986, the Congress Ministry had to step aside in order to accommodate the underground (MNF) led by Laldenga. Since then the MNF led Government started implementing a Central Government's policy called Jhum Control instead of continuing with the existing Land Use Policy of the Congress Party.

<sup>106</sup> Lianzela, *Ibid.*, p. 145

opted was the project called Jhum Control. The basic idea still remained more or less the same, and of course it was the Centrally- Sponsored Scheme. The pilot project in Aibawk Block was implemented between 1987-1988 and 1991-1992. The work got started in 1990-1991 in Tuipang Block.<sup>107</sup>

The Agriculture Department was entrusted with implementation of the project, as the Nodal Agency. The cost of the project came to beRs. 5.86 lakhs in the five years of its operation. The state Government agreed to form a state level co-ordination Committee in view of the problems being faced in different stages of the implementation of the programme. Under the Chairmanship of the Chief Secretary, 10 members were nominated to the committee for a two year term. However, the National Development Council decided to discontinue the Special Area Development Programme including the Jhum control Project in Mizoram. Finally, the scheme was put an end to thereafter.

### **New Land Use Policy**

There was yet another change in the state Government in 1989. This time, it was headed by the Congress(I) Party. The old policy of the Congress got a new name called the New Land Use Policy (NLUP), which was implemented during 1993-1998. The NLUP was revived and renewed with an extended form into a more comprehensive project. And the Rural Development Department was entrusted with the implementation of this new programme.<sup>108</sup> This time, it was implemented on a larger scale than the previous one and the project managed to encompass around 35,000 families.<sup>109</sup> The main objective of the NLUP was to ensure rapid socio-economic development in harmony with the ecological balance. Stress has been laid on the horticulture plantation,

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<sup>107</sup> Ibid., p. 145

<sup>108</sup> Ibid., p. 145

<sup>109</sup> Daman Singh, *The last Frontier: People and Forests in Mizoram*, New Delhi: TERI, 1996.

forestry, livestock rearing and small scale and cottage industries as an alternative livelihood for rural households. The target groups under the programme included those Jhumia families who solely depended on the Shifting cultivation for their livelihood and also to those families other than Jhumia families who did not have permanent means of livelihood.

Under the NLUP, agricultural land was to be temporarily allocated to the selected families by the Village Council. The selected families were to be issued Land Settlement Certificates (LSC), and later on the merit basis, depending on how they actually utilized the land allotted to them. In the modified programme, a principle of mono-scheme was adopted first when the scheme was introduced in Aibawl Block.

However, it was soon found inadequate to meet the diversified needs or occupational choices. And, as per the advice of the Government of India, composite scheme had been drawn up for enabling the selected beneficiaries to choose alternate occupations in other sector. The NLUP was intended to cover the entire state. However, it was implemented only in 13 Rural Development Blocks. The assistance to the beneficiaries was given in different phases (two to three years) with a ceiling of Rs. 30,000 per family.<sup>110</sup> But, the ambitious NLUP could achieve limited success. Therefore, the practice of primitive Jhumming cultivation remained unabated, resulting in the degradation of land and large scale deforestation in the state once again.

### **Mizoram Intodelhna Programme**

Again, there was a change in the state Government, the Mizo National Front (MNF) Party was voted to power in 1998. The MNF launched a project for self-sufficiency in Mizoram, called MIP (Mizoram Intodelhna Project changed into Mizoram Intodelhna Programme). The main purpose of the programme was about upliftment of the rural poor, especially the

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<sup>110</sup> Ibid., p. 146

shifting cultivators. The main concern of the MIP was for attainment of self-sufficiency, food security and better livelihood for the cultivators.<sup>111</sup> Accordingly, a task force was constituted to study the whole gamut of causes of rural poverty and to study the shortcomings of the rural poor.<sup>112</sup> The Task Force consisted of experts from different disciplines, progressive farmers, experts and prominent citizens. The main target groups are shifting cultivators and there were to be monitoring agencies at every level, including the State Level.

The aims and objectives of Mizoram IntodelhProgramme (MIP) are as follows<sup>113</sup>

- To conserve, upgrade and utilize land, water, plants, animals and human resources in an integrated manner to meet the growing demands of cereals, pulses, oilseeds, fruits, meat, and vegetables.
- To generate massive employment during project period and regular employment after project period for small scale and marginal farmers.
- To improve environment, restore ecological balance and promote agricultural production through scientific on farm Land Development and Terraces.
- To promote development of Water Resources for domestic use as well as small scale irrigation by construction Rain Water Harvesting Dams.
- To promote quality planting materials in community Nursery for development of rain-fed horticulture.
- To promote livestock production to meet the growing demand of meat and manures.

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<sup>111</sup> Lianzela, (2008), *Political Economy of Mizoram A study of MIP*, in Jagadish.K Patnaik (ed.), Mizoram: Dimensions and Perspective, New Delhi. p. 145

<sup>112</sup> Ibid., p. 145

<sup>113</sup> Ibid., p. 146

Under the MIP, due importance was given to the monitoring aspect. As such, there were to be State, District and Village monitoring cells for the implementation of the scheme. Under the MIP, the beneficiaries were to get funds in four installments, in a phased manner. The assistance to be received was not to exceed Rs. 50,000. According to the guidelines, the fund for the whole village was to be given to the Farmers Association of that village and the Association would deposit the fund in nearby Bank, and release it at the right time.<sup>114</sup> In this way, the grassroots level people were involved in the programme. However, during the 10 years long rule of the MNF ministry, the result of MIP did not have any significant effect on the people.

To conclude, Mizoram being a hilly region have an interesting political history and Governance process in the past. With the advent of the British in the area, Mizoram was known to the outside world and a lot of improvement and development had undergone in terms of education, political awakening, Christianity, cultural and social status. On the contrary, Mizoram have faced number of disadvantages on account of economic under-development. Slowly, the social and economic status of Mizoram had been achieved. It witnessed some progress and improvement from Chieftainship era to the British colonial rule, number of Acts had been passed by the Government of India. Initially, Mizoram was declared as the Backward Tracts in 1919 and in 1939 as an Excluded Area when Mizoram had not yet acquired the position to have its own administration. And in 1954, Mizoram became one of the District Councils under Assam and a remarkable achievement was seen when the chieftainship was abolished and when the VC had run the village administration. Then it became Union Territory in 1972, and finally a full-fledged state in 1987.

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<sup>114</sup> Ibid., p. 148

The reasons of normal administration and development what Mizoram have acquired is probably due to the British impact. Although, they rule Mizoram, however had brought tremendous changes to the Mizo people, provided them education and gave them the Gospel of Christianity. Thus, the Mizos became very conscious and had slowly learnt to develop themselves. Therefore, ultimately, it attained the status of Statehood when administration was controlled solely by the Mizos. Within a short span of about three decades, Mizoram had undergone such significant administrative changes. No doubt, great and spectacular social and economic growth and prosperity seemed to have been brought about as a result of all these historical background.

## **CHAPTER-III**

### **THE NEW LAND USE POLICY(NLUP): ISSUE AND IMPLEMENTATION**

## **Backdrop of the NLUP**

Mizoram state is a small hilly area. The state of Mizoram has predominantly mountainous terrain. The soil in Mizoram is of alluvial type depending on the morphological characteristics of the sites. Accordingly, the texture of soil varies from sandy loam to clay. Approximately, threefourths of the state population of the rural areas depends on agriculture for their living.<sup>115</sup> Agriculture is the mainstay of the state economy, but the way cultivation has been practiced by the Mizo people is very primitive and wasteful. It is also very destructive of the forest wealth. For, it is the slash and burn method of cultivation also known as the Jhumming or Shifting Cultivation that undermines the State economy. As part of its practice, plot of land is cleared off, then the dry leaves and tree trunks are burnt and over the ashes of these forest seeds are sown.<sup>116</sup> The farmers used to move to the other side of the hills and engage in cutting down of the forest trees and bushes and burn them as usual. There are no permanent sites for their cultivation and there is no proper ownership of the land. This process of shifting cultivation is very unprofitable and unsustainable.

Moreover, Mizoram is a poor and underdeveloped territory. The main reason for under development is lack of good roads, and developed system of communication facilities. Mizoram is not an industrialized state. The products of Mizoram are insufficient for its home consumption. As a result several ministries in the State have initiated various programmes for the socio economic development and to control the prevailing traditional land use in Mizoram. In order to discard the old practice of Jhumming cultivation that was sought to be and replaced with more productive and sustainable livelihood method. The Congress ministry devised the New

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<sup>115</sup>R.N Prasad, (1987), *Government and Politics in Mizoram*. p. 1

<sup>116</sup> *Ibid.*, p. 2



Land Use Policy (NLUP) so as to discard the unprofitable shifting cultivation of the farmers. The NLUP has a long history of around three decades since its inception in 1984 during which it was implemented on and off, modified and streamlined through the process of experience gained through those years of success and failures of the Congress Party. The first Congress Government in Mizoram under the leadership of Lalthanhawla conceived the policy in 1984 which was implemented in a small scale. The NLUP was again renewed and extended into a more comprehensive and resourceful project during 1993-1998 when the congress ministry again came back to power.

With the re-election of the Congress Party into power in 2008, the state government re-introduced the NLUP and implemented it since 20011. But, this time it has had a few more modifications and formulated a better framework. It was a multi-dimensional and multi-disciplinary scheme, which was embarked on a massive scale to ensure socio-economic development programmes and it focused on the intervention that is of technically appropriate, culturally sensitive and institutionally effective. The NLUP was aimed to provide self-reliant and sustainable income to the rural people under agriculture and allied activities for replacing the shifting cultivation practices. It was also aimed to provide some employment opportunities to the urban poor families. The project has been designed to address multiple dimensions of the socio-economic and environmental problems with a totally new approach.<sup>117</sup> The implementation of the NLUP was commenced on January 14, 2011.

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<sup>117</sup> NLUP Ushering New Dawn of Development, NLUP Newsletter, Vol.1, No.1, April, 2013, p. 4

## Objectives of NLUP

The NLUP, which is the flagship programme of the Congress Government in the state, had embarked on a massive socio-economic developmental programme which focuses on intervention that is technically appropriate, culturally sensitive and institutionally effective.<sup>118</sup> The main Objectives of the NLUP are the following<sup>119</sup>

- To put an end to the wasteful shifting cultivation
- To ensure that all farmers have land of their own so that they can each pursue a permanent means of livelihood under agriculture and its allied sectors, industry or animal husbandry sector
- To develop all suitable land for wet rice cultivation to attain self-sufficiency in rice and vegetables
- To re-afforest the land save those allocated to the NLUP beneficiaries so as to regenerate the ecosystem. This will help stabilize the climate changes wrought by global warming, rejuvenate the flora and fauna and make Mizoram a better place to live in
- To set up a marketing infrastructure so that the successful farmers and beneficiaries under the NLUP can have a viable commercial outlet for their products.

Similarly, the other broad aims and expectations of the NLUP include<sup>120</sup>

- Provide sustainable income to farming families who comprise nearly three-fourths of the total population of Mizoram thereby weaning them away from the destructive and unprofitable shifting cultivation practices.

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<sup>118</sup> Ibid., p. 4

<sup>119</sup> New Land Use Policy (NLUP) MANUAL 2009, Published by NLUP Implementing Board, September 2009, p. 8

<sup>120</sup> New Land Use Policy An Inclusive and Transformational Development Project of the Government of Mizoram-A Concise Summary, Prepared and Published by the NLUP Implementing Board, Aizawl, Mizoram, p. 6

- Provide urban poor with livelihoods by encouraging small scale industries and petty trades.
- Converging the schemes funded by the Government of India (Centrally Sponsored Schemes) with the NLUP for better utilization of funds and avoidance of duplication of work.
- Land reclamation and forestation can be achieved by introducing permanent farming system and land reforms.
- Environmental protection and restoration through various means such as expansion of the rain catchment areas for recharging rivers, springs and underground water, encouraging rearing of domestic animals and poultry for increasing meat production to discourage hunting and to protect the fauna.

The ultimate objectives of the NLUP is to promote a happy, self-sufficient and prosperous conditions for the population living in a healthy natural environment where both human and the animal kingdom live side by side without infringing on each other's area. Thus, providing a rich and buoyant diversity and at the same time contributing towards the fight against Global warming.

### **Conceptual Understanding of NLUP**

As part of promoting sustainable development, state and governments are supposed to conceive a set of public policies in any state. Obviously, these policies need to take into consideration the prevailing socio-economic setting as well as the available resources from both the State and Central governments. Based on these parameters alone, public policies would be devised in the state. In the case of Mizoram also, these issues were crucial in the planning of the NLUP. Thus, conceptual meaning of the NLUP is largely based on multiple socio-economic and environmental issues that exist in Mizoram.

With a view to address the grave economic deprivation of the common people, especially the farmers who constitute about 70 percent of the total population of Mizoram, the NLUP was conceived, so that the traditional system of Jhum/Shifting cultivation is discontinued in Mizoram.<sup>121</sup> For a large number of trees and bamboos were burnt down every year, which would then take a long period of time for regeneration of the forests, to its normal form. It is a very destructive and wasteful method of cultivation. In short, “Jhum cultivation causes all kinds of problems adversely affecting the climate, environment and even rainfall.”<sup>122</sup> In other words, the system of Jhum cultivation that was practiced in Mizoram had led to one of the most unsustainable systems of cultivation economically and ecologically. Thus, the NLUP had been planned and implemented so that the Jhum cultivation was put to an end in the state.

The State Government took the initiative of the New Land Use Policy (NLUP) in Mizoram to do away the unsustainable system of Jhum cultivation. Instead, it wanted to provide sustainable livelihood to the cultivators in the state with a new method of permanent land ownership for ensuring agriculture and allied sector. It also aims to provide employment opportunities to the urban poor under the Industries Department to support their livelihood. Besides, the NLUP can progressively make the Jhumia families protected from the destructive Jhum practices and offer opportunities for more productive and sustainable livelihood. Basically, the NLUP is a project designed for rural farmers so as to do away with the Shifting cultivation and to provide them a more sustainable system of cultivation, and also for urban poor to provide them with economic empowerment and adequate employment opportunity in the long run.

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<sup>121</sup> Ibid., p. 5

<sup>122</sup> Rural Land Use Plan For New Land Use Policy Project Mizoram, Volume-1 (Abstract and Aizawl District) Published by NLUP Implementing Board Mizoram, 2013, p. 2

The NLUP programme was aimed at transforming Mizoram economy by progressively switching over from the traditional jhum practice to the permanent farming, whereby the rural households engaged in the jhum cultivators could be adapted with more sustainable land use system. This was undertaken in order to increase farmers access to irrigation facilities, quality input(seeds), crop modification, non-farm earning opportunities and disposal of the marketing surplus through new markets and setting up of some processing units.<sup>123</sup>

The concept and design of the NLUP programme is innovative. It is a well thought out project taking into consideration the local realities, natural resources and the ingenuity of the people and also their productive capacity. It is both an inclusive as well as transformation development-oriented initiative that was focused on cluster-based approach. It is understood as a multipurpose, multi-disciplinary and village-based integrated planning for reconstruction of the rural economy with necessary infrastructures like rural connectivity, water harvesting storages, land development measures among others. Assuring supply chain by providing quality inputs, promoting unit for value addition and access to market are also considered as a few other components of the NLUP.<sup>124</sup>

Interestingly, the state government has introduced a healthy competition among the beneficiaries and the village under the scheme called, ‘Selection of best beneficiary and best village award’. The initiative created strong sense of competition among the beneficiaries and the villages. It has substantially helped to improve the quality of implementation process leading to its higher level of success in the state.

In a way, the NLUP has become a ‘Farmers Movement’ to take up the sustainable farming for prosperity of the farming community.

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<sup>123</sup> NLUP Newsletter, Op cit., p. 3

<sup>124</sup>Cited in *A Note on NLUP Project* Prepared by NLUP Implementing Board.

Incidentally, the date of launching the NLUP i.e., 14th January was declared by the state Government as 'Farmers Day'.<sup>125</sup> Thus, NLUP is conceived as a developmental project for the 'Road to Success' and also for 'The Betterment of Mizoram' socially and economically.

### **NLUP Practical View**

Though the aims and objectives have been formulated by the Government of Mizoram, the practical process that was undertaken by the lower level administration actually forms the integral part of the implementation process. Therefore, it is necessary to mention the practical input of the NLUP implementation in the state.

As part of this practical process, various stakeholders were supposed to be engaged actively so that the practical experiences would have benefitted the people and boosted the state economy. Particularly, the political leadership, bureaucracy, farmers and urban poor have been considered as the main stakeholders throughout the implementation process in the state.

The present regime in Mizoram on assumption of Office in December 2008 had embarked on a massive programme of socio-economic development called 'The New Land Use Policy'. The NLUP Project was approved by the Cabinet Committee on Economic Affairs (CCEA) on 17 May 2010, with an outlay of Rs. 2873.13 crore.<sup>126</sup>

### **Implementation Process**

The actual groundwork in the implementation process was commenced in 2009 when the Government of Mizoram constituted the top authority for the purpose of executing the NLUP. This was called the New Land Use Policy Apex Board, chaired by the Chief Minister. Directly under this

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<sup>125</sup>Quoted by LalThanhawla, at the distribution of NLUP assistance in Serchhip, NLUP Newsletter, Vol. II, No. 4, September, 2013, p. 1

<sup>126</sup>Supplementary Draft Plan For NLUP, Prepared by NLUP Implementing Board.

Board was also constituted with a 3-tier structure at state, District and Village Levels both for implementation and monitoring purposes. The State level agency that is described as the NLUP Implementing Board (NIB) that was chaired by the member of Mizoram Legislative Assembly, who enjoyed the status of a Cabinet Minister rank in the state.<sup>127</sup> The NIB functioned under the overall authority of the state NLUP Apex Board. At the District Level, the Deputy Commissioner is the Chairman of the District Implementing Committee. The District Officers of the concerned line departments are members of the District Level Implementation Committee, in addition to the nominated members. At the Village Level, President of the Village Council is the Chairman of the Village Level Committee and all the members of the Village Council are members in addition to the other nominated members.<sup>128</sup>

Besides, there is also a Monitoring Committee/Cell constituted at District and Village Levels. The State Level Monitoring and Social Audit Cells were created under the Chairmanship of the NIB. At the District, District Level Monitoring Committee (DLMC) is chaired by the nominated member who is normally a sitting MLA.<sup>129</sup> The Deputy Commissioner is Co-Chairman. Similarly, there is a parallel Village Level Monitoring Committee (VLMC) where no person involved in the implementation or disbursement of fund in that village was to be appointed as Chairman of the committee.<sup>130</sup> There is also a State Level Marketing Cell where a person possesses some experience in the marketing strategies is to be appointed as the Chairman to head this cell.<sup>131</sup>

The basic aim is to create a wholesale market, where all crops produced in bulk are to be sold outside the state, and they can be collected and marketed at their convenience. It was also proposed that a Marketing

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<sup>127</sup> New Land Use Policy-A Concise Summary, Op cit., p. 5

<sup>128</sup> NLUP MANUAL 2009, Op cit., p.7

<sup>129</sup> Ibid., p. 7

<sup>130</sup> Ibid., p. 7

<sup>131</sup> New Land Use Policy-A Concise Summary, Op cit., p. 16

Intelligence Network be put in place where vital market information across the country can be accessed through the internet. Apart from this, godowns and Cold storages were to be constructed for making certain improvements on the existing ones within the State.

**Calendar of works:**As part of the state administration, the Line department drew up the calendar of works conforming to the particular trades, under their jurisdiction so as to avoid haphazard and ill-timed implementation. Every effort was made by the Government of Mizoram and the NLUP Implementing Board so that the requisite funds would become available as and when needed by the concerned department to implement the various trades smoothly and without interruption.

**Department and Trades:**Under the NLUP, different trades are executed by eight Departments that could be opted by the beneficiaries under the participating department. The following are some important trades that were available for being selected by the beneficiary families in different departments in the state.<sup>132</sup>

Table. 3.1 Participant Departments and Trades <sup>133</sup>

Sl. No.	Departments	No. of Trades
1.	Agriculture	4 (four)
2.	Horticulture	9 (nine)
3.	Sericulture	1 (one)
4.	Fishery	1 (one)

<sup>132</sup> Ibid., p. 13

<sup>133</sup> Source: D.C Office, NLUP Cell, Aizawl.



5.	Environment & Forests	1 (one)
6.	Soil & Water Conservation	3 (three)
7.	AH & Veterinary	4 (four)
8.	Industry	30 (thirty)

Under the Industries Department, the Urban Development and Poverty Alleviation(UD&PA) department had assisted the Department to look after the trade/activities in the urban areas. Two other Departments, Rural Development and Land Revenue and Settlement, were also designated as facilitating Departments to provide infrastructure and expertise in the demarcation of lands allotted to the beneficiaries respectively.

### **Selection of the Beneficiaries**

Prior to the commencement of NLUP implementation, some experts of the Mizoram University and Young Mizo Association (YMA) were engaged to conduct a survey regarding selection process of the beneficiaries. Finally, about 1,65,000 families were identified and selected as total beneficiary families as per the eligibility criteria drawn up by the NIB.<sup>134</sup>

However, due to limited funds, the final tally of 1,20,600 beneficiary families were selected from the total eligible families.<sup>135</sup> Families with regular and sufficient income from the Government of Mizoram, and those working in both public and private sectors or those who secure steady income from these sources were declared ineligible to become the project beneficiaries under the NLUP.

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<sup>134</sup> Ibid., p. 12  
<sup>135</sup> Ibid., p. 12

## **Functionaries of the NIB**

The main functionaries who were responsible for the implementation of NLUP consisted of the Top Level authorities that include the Chief Minister and Nodal Ministers, District Commissioners, the Officers of the concerned Line Departments and the nominated members from the NGO's, church leaders, prominent citizens at the State level. Similarly, there are some functionaries at District and Village levels. The Government has also engaged a Third Party Monitoring Agency NABCONS (NABARD Consultancy Service) the subsidiary of National Bank for Agriculture and Rural Development (NABARD), which was held responsible for the project implementation.<sup>136</sup>

With regard to the appointment of nominated members for implementing and monitoring the project at the State, District and Village levels certain persons belonging to the NGO's, Church Leaders and prominent citizens in the state were considered and engaged. In some cases, too much involvement of the party workers had been experienced which mislead the NLUP project. There are also involvements the causes of bribery in the implementation systems at different levels. Thus, financial assistance to those families who did not deserve the grants was also provided in some cases. This sort of practice was mainly happened at the Village level as was reported in the study. In any case, success or failure of any public policy is largely dependent on the government functionaries who are supposed to actually implement it. Only when they select the genuine beneficiaries, without any favour or fear, then the objectives of the policy could be achieved successfully.

## **Implications of NLUP**

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<sup>136</sup> Ibid., p. 15

The Government of Mizoram has made some serious efforts and initiated the New Land Use Policy for ensuring the socio-economic development on sustainable basis which comprises of multi-disciplinary and transformational activities, both on- farm and off-farm areas in the state.

In the implementation of the NLUP, there lies a practical side of both positive and negative effects/outcome in the process of its implementation. On one hand some people argued that the NLUP project would have had a positive impact and benefitted the people and thereby contribute to the state economy if implemented effectively.

On the other hand, it was believed that the NLUP was a good public policy for the state's development. It tried to transform the rural farmers from the primitive agrarian practice of Jhum cultivation to that of providing permanent land use system under the sustainable agricultural activities, besides, providing urban poor more employment opportunities in the non-farm sector. In any case, the NLUP has gradually transformed the Mizoram economy and contributed to the sustainable development for both present and future generations. The NLUP implementation was carried out for the benefit of poor people who did not have sufficient income and development scope. The purpose of this policy was to support their living so as to make a profitable income on their own. It also gave them an opportunity to start their own livelihood.

It will take some time for scheme to produce quick results, but somehow there are already significant indicators of progress and development being ushered in with the NLUP. A successful implementation of the NLUP programme will augment the state revenue by dispensing with the need of importing the essential items like paddy, pulses, oil seeds, vegetable fruits, livestock, and fisheries annually. The NLUP can progressively attain self-sufficiency in many productive items and areas which had potential for local production and exporting them thereafter. The NLUP

was being eco-friendly project and it had encouraged the forestation on a large scale so as to benefit local people through the environmental protection.

Thus, Rev. Lalzuithanga, an NLUP Consultative Member observed that the project was very successful and thus it had to be implemented effectively. To quote him, “As a Consultative Member in NLUP, while visiting the beneficiary at their fields, it is very touching and I’m grateful and impressed by the beneficiaries putting great effort on their work and the initiative taken by the Line Department of their sincere work to achieve success. I strongly believe that this time the outcome of NLUP will have a deep impact on the beneficiaries and for the economic development of Mizoram as a whole. Therefore, NLUP will be successful if the beneficiaries and the concerned Line Department and Government of Mizoram keep on going smoothly”.<sup>137</sup>

Overall, the NLUP have had a positive impact on the development of the state economy as well as that on the people’s livelihood. If the beneficiaries and the state authority played their role effectively then within a short period of time, Mizoram would ensure the success of NLUP and in turn it can transform the whole socio-economic settings of the Mizo community to a new phase.

### **Negative Implications**

Meanwhile, the NLUP also have had negative implications in the implementation process. Though the NLUP was believed to be a good public policy for development purpose it was implemented in an erratic way. Since the policy was launched by the Congress, it was argued that the NLUP was at times considered favorable for only the Congress leaders and the Party workers. For, the NLUP was misused as it helped them in an

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<sup>137</sup> Quoted by Rev. Lalzuithanga at the launching of NLUP 2<sup>nd</sup> Phase, Vanapa Hall, NLUP Newsletter, Vol.II, No.4, September, 2013, p. 7

indirect way to buy votes from the people in different elections. At the same time, it was implemented so as to send a wrong message and impact to the beneficiaries politically and also the people of Mizoram at large. As the Government of Mizoram had distributed the financial assistance to the beneficiaries more for temporary needs than for their sustainable development and livelihood. On the other hand, it was also being misused or misutilized when it was applicable for the wrong persons and lazy people. Finally, the policy was expected to be a complete failure in the long run.

Moreover, the NLUP was basically criticized as it became an easy moneycarrying scheme in the state. It largely depended on the beneficiaries whether to use it for the right or wrong purpose, as the money belonged to them officially. Therefore, the policy would have a bad image or impact on the beneficiaries. In the long run, the policy might have hampered the moral values of the people, corrupted them, made them irresponsible, and turned them unemployed and citizens it also made heavily depended on the Government support that without which the people/beneficiaries were to become parasites.

Although the aims and objectives of the NLUP were very good and satisfactory, there is a possibility that its implementation might have witnessed certain failures and limitations as well. Therefore, in order to implement the project effectively to achieve its ultimate goals and objectives the Government have to be cautious and take sufficient measures to avoid all these kinds of negative complications, which can effect and change the whole process of rural development in the state.

## **EMERGING ISSUES**

While the NLUP policy has been implemented, certain issues related to the policy had emerged. With the implementation of the NLUP, the policy had attracted the headlines in some newspapers, and the local TV channel

as it was enormously targeted by the critics among politicians, common people and others in the state. Some of the emerging issues related to the NLUP can be pointed out in the following:

- **Party Preferences-** Expecting to receive the NLUP support, many people joined the ruling Congress Party. Thus, it was criticized by the main opposition party (MNF) that it was a policy only for the Congress supporters and given out only to the Congress party workers and members. For, those who are not the supporters of the Congress party, even if they were eligible families and deserved to be among the beneficiaries they did not receive any assistance. Therefore, the NLUP was believed by many, as a scheme meant for political purpose which helped only the Congress members and their workers, and thereby benefitted them financially.

- **Misuse of Grant-** It was also believed that some of the beneficiaries did not use the assistance for the right purpose for which that was granted. Some of them misused it when they were buying luxuries items and material goods for their personal consumption. They misutilized it by selling off the project assistance received in kind such as pig, poultry and other items, and incidentally some of the beneficiaries had migrated to other villages without the knowledge of the concerned authority. Another issue is that there were beneficiaries who received the financial assistance even though they were the Government employees, within the family or others having a stable income from other sources as well.

- **Lack of Enough Funds for NLUP-** The issue with regard to the paucity of funds of NLUP was often being raised very much by the opposition parties. As there was not enough money to be distributed by the Line Department, under the NLUP, smoothly, as per the calendar of works. So for that distribution to go on smoothly the Government have had to use

other Governmental schemes and divert that money to implement the NLUP scheme.

- Nepotism- With regard to the selection of the beneficiaries, there was also an accusation of practicing nepotism. The members involved in the implementation at the State, District and Village Level Committees, sometimes used to favor their near and dear ones in extending the financial assistance. And, usually many families who had proper income and stable employment had also received the assistance due to practice of nepotism.

- Successful Beneficiaries- While the NLUP was faced with certain critical issues, there were also many successful beneficiaries among them who were identified as those who had already benefitted and made a profit out of it. It transformed their livelihood and can provide themselves with sustainable income. Due to such activities as those undertaken by them they started up their own livelihood and supported their living on their own thereafter. Whereas, those who had undertaken works under the agricultural and allied sector had sold out their products and earned enough to support for the family. It developed their income and livelihood to a great extent. Those beneficiaries who had benefitted from the NLUP are also easily recognized by the society. It improved their social status beyond recognition.

- One Crop One Village- The concept of “one crop one village” was planned to introduce so as to maximize production of a particular crop, which would facilitate more on the marketing aspects. For this, a few villages were selected as experiment basis, on a pilot basis as well. Such a programme of “one crop one village” was to be funded by identifying suitable crops on ‘village-wise cluster basis’ from within the funds to be embarked for the development of the Agro-Horticultural sectors.

## **Policy related to Implementation Problems**

Although, the concept and principle of the NLUP was about a good public policy, there also lies a problem with the implementation methods and also in formulating the implementation strategies. Some of these are mentioned in the following paragraphs.

**Lack of Poor Monitoring-** The implementation of NLUP constituted Monitoring Cell/Committee at State, District and Village Levels. It is the responsibility of the monitoring committee to monitor and check the work of the beneficiaries at regular intervals. But somehow, there is certain amount of irresponsibility and lack of monitoring that was witnessed on the concerned authorities at some point of its implementation. Moreover, it was also highlighted that some villages were left behind and not treated equally along with the other villages in the monitoring process.

**Problems with the Calendar of Works-** There have been a clear cut schedule that was prepared for ensuring implementation process through the concerned Departments. For the satisfactory implementation of particular trades the requisite funds were to be distributed smoothly without interruption. But in practice, this did not happen according to the calendar of works that was prepared by the Line Department, of course due to the problems of unavailability of funds at the time required for distribution.

**Problems with the Selection of the Beneficiaries-** For the selection of the NLUP beneficiaries, there was political involvement to some extent, and thus it gave preference mainly to the party supporters and workers. In many cases, people who deserved to get the support were sometimes neglected instead the one who have had a stable income was provided assisted with the project grant.



Issues with the Implementation Committees-The Implementing Board constituted at the District and Village Level involved those nominated members belonging to Non-State actors such as the NGO's, Church leaders and prominent citizens who were closely associated with the ruling party. In the appointment of the nominated members, normally, the appointment was given to the party workers/unit leader in a particular area/village, and therefore it created a political involvement or interference in the Implementation process, which prevented the works of transparency and non-corruption.

Selection of Trade- In many cases, the beneficiaries did not choose the trades they preferred. Rather, they were directly given the trade by the concerned authorities. And therefore, they could not process the work, due to the wrong trade allocated to them. No proper information was given to them and therefore, randomly the trade was decided according to the wishes of the concerned committees.

Poor Marketing Facilities-The NLUP Implementation consists of the Marketing Cell which occupies an important position in the implementation system, for ensuring the success of the project. However, from the research conducted, it is noticed that there had been no proper marketing facilities available for the beneficiaries to supply their input products at the time needed. This in turn had created loss in their occupational activities whereby their products remained unsold.

In the process of implementation, the present NLUP have had much more improvement than the previous method of implementation of the NLUP. The state Government prepared a very careful plan for proper survey of the land and even constituted a proper monitoring and marketing cell before the commencement of the scheme. And, with regard to the beneficiaries, proper survey of eligible households was also conducted and prepared the duties and responsibilities. And, it was entrusted to the

implementation authorities of the NIB as well. All these kinds of implementation processes did not happen in the case of previous NLUP implementation process. In any case, some improvement in the scheme implementation was visible. However, needed measures still fall short and required better remedies so as to receive successful results.

From the researcher's perspective, in order to improve the scheme, the certain measures which were suggested/considered for implementation process are as follows:

1. With regard to the selection of the beneficiaries the issue of political interference should be avoided as far as possible.
2. In the appointment of nominated members in the Implementing Committees at District and Village Levels, the Board should take the initiative to appoint a person/individual who has an objective, a neutral political view, in particular, so as to avoid criticism from different circles.
3. The Monitoring Agency should take more responsibility and measures to check and monitor the beneficiaries strictly, regularly and equally in all the villages, localities without leaving any area unvisited or left behind.
4. Similarly, in the marketing area there should be better facilities available for all the villagers to sell out their products at their convenience.
5. The government functionaries should also be more sincere so as to motivate the beneficiaries in each and every area where the NLUP was implemented.

To sum up, Mizoram is an agrarian economy and agriculture is the main occupation of the people. The Jhumming or Shifting cultivation is being practiced in the state for so long. There had been attempts to regulate the land use pattern in Mizoram, and thereby to do away with the slash and

burn method of farming. The NLUP which is a flagship programme of the Congress Government initiated the New Land Use Policy project which was aimed at ensuring massive socio-economic development and to put away the wasteful shifting cultivation. Rather it was attempted to provide a permanent land for being used for sustainable agriculture and for generating employment opportunities employment in the urban areas.

Viewed in this perspective, the NLUP is an innovative and several transformation projects to progressively wean away the Jhumia families from the destructive Jhum practices and offer better opportunities for more productive and sustainable livelihood for the farmers in the state. The Implementation process of the NLUP included Boards and Committees, from the top level authority the NLUP Apex Board Chaired by the Chief Minister, and at the State Level, it was the NIB besides, District and Village Level Implementing Committees. Similarly, there is also provision for Monitoring Committees at the State, District and Village Level.

With the Implementation of NLUP there are possible effects that could be drawn from the NLUP practice, both positively and negatively. From the positive view, the NLUP is a good public policy that would eventually transform Mizoram economy. It carried out the scheme to help the poor people from the unsustainable Jhum cultivation so as to provide them sustainable income. It also gave employment opportunities to the rural poor families. The NLUP ultimately provided an opportunity to develop the poor farmers and those families who did not have any chance of development other than this. On the other hand, in the long run, the NLUP have had some negative impact on the beneficiaries. It hampered their moral values and developed too much dependency on the Government.

There are certain issues which emerged out of the NLUP implementation, such as political interference, misuse of grants by the beneficiaries, lack of

enough funds for the NLUP. And no proper monitoring was undertaken and on the other hand certain issues relating to the efforts of the UN that had also been undertaken, due to the initiative of the NLUP, besides the punishment of those non-performing beneficiaries, are some of the common emerging issues under the NLUP.

### **Concluding Remarks**

When the Congress Government once again implemented the policy of NLUP in 2011, the policy has had better framework and put in place effective improvement process, than the previous one. Before the actual and improved scheme was put into practice, there was a proper plan and an in-depth survey of the land, and household assessment was executed by the Government.

The concept of NLUP was a very useful project, and the initiative undertaken by the state Government is a noteworthy. Most of the beneficiaries have put sincere efforts in their work for the success of the project and many of the beneficiaries have already benefitted and yielded positive results. It had given them satisfactory, self-reliant and proper livelihood facilities, besides transforming them into a better citizen.

The government and its Line Department have also put in needed efforts for the success of NLUP. Recently, in some areas it had been reported that there were around 176 beneficiaries who did not perform their activities/duties as per the project schedule or misused their grants for other purposes. The government took the initiative and gave staunch action to the non-performing beneficiaries' infact, they should no longer receive the financial assistance under the NLUP. The attempts made by the state government in this regard deserved appreciation which makes the implementation process quite effective.

## **CHAPTER-IV**

### **THE NLUP: RURAL AND URBAN AREAS**

Conceived as an effective public policy, the NLUP was organized in the form of a socio-economic program in the state of Mizoram. The state government had rectified the possible difficulties on the basis of past experiences, prior to its implementation in Mizoram. Thus, it became a developmental project that was aimed at improving the livelihood of majority of the state population in both the rural and urban areas.

The Implementation of the NLUP was commenced on 14 January, 2011 on the state. It was enforced in both rural and urban areas of the state quite effectively ever since.<sup>138</sup> The NLUP project has touched each and every corner of Mizoram in order to provide sustainable income to the rural farming families and also to provide livelihood to the urban poor.<sup>139</sup> The policy received an astonishing praise by the people of Mizoram when the congress government started the project implementation. The beneficiaries to receive the NLUP assistance in both these areas were selected on the basis of household survey that was conducted in September 2009.<sup>140</sup> There was a Monitoring Cell in every district as well as in villages to monitor the working of the project and its beneficiaries. The financial assistance under the NLUP to the beneficiaries was about one lakh rupees to each of them and then it was distributed in installment wise.

Moreover, the beneficiaries were categorized into different phases such as Phase 1, phase 2, phase 3 and phase 4. The provision for the distribution of financial assistance was done based on the Calendar of Works prepared under the scheme. The process of selection and allotment of trades/ activities for the first batch of NLUP beneficiaries in Mizoram

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<sup>138</sup> New Land Use Policy An Inclusive and Transformational Development Project of the Government of Mizoram- A Concise Summary, Prepared and Published by the NLUP Implementing Board, Aizawl, Mizoram. p. 3

<sup>139</sup> Ibid., p. 6

<sup>140</sup> [www.nlup.mizoram.gov.in](http://www.nlup.mizoram.gov.in) Supplementary Draft Plan for NLUP.

was completed during the period 2010-2011.<sup>141</sup> Under the NLUP project, there are different kinds of trade/activities that can be opted by the beneficiaries both in rural and urban areas.

The main part of this chapter is focused on studying the beneficiaries of NLUP project in Aizawl District particularly Muallungthu and Falkawn villages in the Tlangnuam Rural Development (RD) Block as part of this research in rural areas and, the Dawrpui Vengthar locality was selected as an Urban area in Aizawl city. This was to make a comparative study between these two different areas in the district and to study how the policy had created an impact on the respondents in terms of economic, social and political dimensions. The beneficiaries in the rural areas viz., Muallungthu and Falkawn villages, and also in the urban areas of Dawrpui Vengthar had taken up certain trades/activities under Agriculture, Animal Husbandry and Veterinary, Fisheries and Industries Departments. The amount paid to these particular beneficiaries on installment wise was based on the Calendar of Works that was designed about the Trades/activities as were chosen by them.

## **STUDY IN RURAL AREA**

The universe of the study in rural area was decided in Muallungthu and Falkawn villages as this witnessed effective implementation of the project. As part of simple random sampling, a total of 80 NLUP beneficiaries out of 337 were selected. And an interview method, as part of field survey, was used to conduct the research work. The main trades/activities that were taken up by the beneficiaries in these villages were mostly organized trades under the Agriculture and Animal Husbandry and Veterinary departments. For instance, trades and activities such as the Wet Rice Cultivation (WRC) II, Pig Farming, Layer/ Broiler Farming among others were some of the main trades.

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<sup>141</sup> Rural Land Use Plan For New Land Use Project Mizoram Volume-I (Abstract and Aizawl District), Published by NLUP Implementing Board, Mizoram, 2013, p. 38

Table.4.1 Rural Beneficiaries in the study area<sup>142</sup>

Name of Village	No.of Beneficiaries
Muallungthu	181
Falkawn	156
Total	337

About 80 percent of the NLUP beneficiaries in rural area are farmers. With the implementation of NLUP, the beneficiaries of rural area had started operation of their trade/ activities, and cultivated the land for harvesting certain crops. As per the available trade/activities they selected under the NLUP, the scheme was implemented. According to the interview responses, the beneficiaries utilized their lands and fields by extending it for more crops to grow and improve their cultivation. Because of the NLUP, their agricultural works had progressed; they collected more useful materials and inputs for fulfilling the necessary farming requirements.

From the interview feedback, it is clear that the beneficiaries were happy as the NLUP opened an opportunity for securing their livelihood. And it provided them chance for sustainable income to several poor farming families. Indeed, for the rural farming families, those needs and requirements which they could never afford were made available through the NLUP. Obviously the project had helped them to work faster and easier than before.

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<sup>142</sup> Source: D.C Office, NLUP Cell, Aizawl.



However, with regard to the beneficiaries of livestock rearing such as pig farming and poultry farming that faced serious problems as the supply of necessary inputs as the pigs, broiler/ layer were not healthy enough. Due to that, it caused their death and therefore they were unable to process their trade/ activities properly. In any case, it is still early to make any final judgement about its success or failure. But, the NLUP have somehow played an extensive role in the life of the rural community so far.

During the course of field study, the select beneficiaries were asked whether or not the NLUP was a good policy for the development of Mizoram. The responses of the beneficiaries are shown below in table.

#### 4.2

Table 4.2 Responses of Rural Beneficiaries<sup>143</sup>

Responses	No. of beneficiaries	Percentage (%)
Positive	69	86.25
Negative	4	5
Neutral	7	8.75

More than 85 percent of the beneficiaries in rural areas responded that, the NLUP was a good policy. From the interview response Hranglura beneficiaries of WRC II, who observed that, “The NLUP is a good policy especially for poor farmers like us, it gives us chance for self-reliant and proper livelihood, if the beneficiaries used it for the right purpose and

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<sup>143</sup> Source: Field Survey on October 2014.

work hard to success there can never be a better policy than NLUP, it all depends on the beneficiaries on how we consume it”.<sup>144</sup>

Again, for the beneficiaries who did not think that NLUP was a good policy or did not have any clear opinion opined that the financial assistance from the NLUP was not enough for their self-reliant livelihood and sustainable development in the long run. Rather it was just a populist policy for ensuring their short term development. Moreover, it was mainly a policy for benefitting the ruling party supporters as it does not serve any purpose for all the poor families though these were also eligible for the NLUP assistance. For instance, the VCP of Muallungthu said that, “The VCP’s are supposed to be the Chairman of the Implementing Committee at the village level but in reality, it is not so, as all the selection of the beneficiaries was taken care by the party unit and we are not to involve in anything”.<sup>145</sup>

## **ECONOMIC IMPACT**

Due to the public policy of the NLUP, the beneficiaries in rural areas had already gained some benefits as it impacted their life in certain ways. From the interview response, it was observed that there was an improvement in their economic status, like in terms of their purchase of some household goods and materials for daily essential needs. About 50% of the beneficiaries have had an increase in their monthly income. Moreover, the beneficiaries who did not benefit yet in terms of income have also had some improvement in their livelihood, which made their living more comfortable, because of the NLUP and its effective implementation.

Table.4.3 Income levels of Rural Beneficiaries<sup>146</sup>

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<sup>144</sup> Interview with Hranglura, NLUP beneficiary, in Muallungthu on October 14, 2014.

<sup>145</sup> Interview with Muallungthu VCP, on October 14, 2014.

<sup>146</sup> Source: Field Survey October 2014.

Income Range	Pre-NLUP	Post-NLUP	Percentage of change
Below 5000	45	30	18.75
5000-10000	33	48	18.75
Above 10000	2	2	-

The table 4.3 shows that the NLUP had an impact in their economic dimension, as there was a slight improvement in the income of rural farming families. It changed their livelihood pattern and improved their economic status when it was compared with that before the NLUP.

On the other hand, the beneficiaries who remained backward or without any improvement in their income had argued that the trade/ activities that were opted to them were not profitable. For there was no proper marketing facilities available for their products in their area. And so, there was no improvement, rather work was not progressed as they expected. According to the interview response, a few beneficiaries blamed that the trade/ activities offered were not suitable to grow in their farm/ fields, and so they had to engage huge amount of labour and that cost their financial resource very much. Therefore, their NLUP work remained incomplete, and even they had to stop their activity in the middle of the project. Perhaps, the NLUP assistance got diverted for other purposes about their basic needs.

## **SOCIAL IMPACT**

The NLUP had also created significant impact on the rural beneficiaries in terms of improving their social status. With the improvement in their income, livelihood conditions and other material needs, they witnessed a significant improvement in their social life as well. They were recognized in the society due to such improvement in their lifestyle. They were in a position to provide their children with good education, from Mizo medium to English medium, for instance. In case of illness in their family they were able to provide themselves with better medical facilities even in some private hospitals.

More than 50% of the beneficiaries responded that they did not have much opportunity to involve or participate in any social activity, due to financial problems or feeling of inferiority complex in the society prior to the NLUP. However, after the implementation of NLUP about 70% of the rural beneficiaries became active in social groups and gatherings such as wedding celebrations, cultural festivals, variety show/programs organized by the YMA or some other groups and around 40% of the beneficiaries acquired an important position in the religious (church) congregations, the YMA, the MUP and the MHIP. Thus, the policy of NLUP has created significant social impact on the lifestyle of the rural beneficiaries in the Aizawl District.

## **POLITICAL IMPACT**

Due to their elevated social status, political process also offered them an important role, and there was also noticeable mass party feeling among them to certain extent. Prior to the introduction of NLUP, most of the beneficiaries were indifferent and neutral about their views on politics. However, after the implementation of the NLUP about 80% of these beneficiaries in rural areas supported the Congress party.

From the research information, it was observed that many of the beneficiaries enlisted their names to the Congress party before election, probably in the hope of receiving the financial assistance from the NLUP project. The rural beneficiaries became conscious about politics, mostly in the local politics, and about 40% of the beneficiaries became active member/workers, in the party units in their villages. The interesting part about politics in rural areas is that more than 90% admitted that they basically had cast their votes in favor of the Congress Party in the last elections. They also believed that it was due to the policy of NLUP that the Congress had won the elections in the state.

### **STUDY IN URBAN AREAS**

In the urban area, the universe of the study selected is the locality of Dawrpui Vengthar in Aizawl city with a sample size of 80, an interview schedule was used for the study. Majority of the beneficiaries in urban areas have taken up trades/activities under the Industries Department. Some of the trades were, such as Steel fabrication, Electronic Repairing works, Desktop Publishing, Tailoring, Beauty Parlour, Hair Cutting, Videography/ Photography and Petty Trades. The total number of beneficiaries is 318 approximately.

Table.4.4 Urban Beneficiaries in the study area<sup>147</sup>

Name of locality	No. of Beneficiaries
Dawrpui Vengthar	318

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<sup>147</sup> Source: D.C Office, NLUP Cell, Aizawl

## **BENEFICIARIES IN URBAN AREAS**

Most of the beneficiaries in urban areas started their work/ business by opening up shops, small cottage industry of their particular activities under the NLUP so as to support their livelihood. According to the research conducted through the interview method, beneficiaries in the urban areas were happy about the policy being implemented as it gave them an effective employment opportunity to start up their business on their own, in order to support their livelihood through securing sustainable income. It provided them a chance to start up their activities in which they were interested or have gained some skills or talent that made their livelihood much better.

Besides, some of the beneficiaries also argued that, “as much as the policy is good and open’s way for their development however, the assistance they received at once in installment is too less and it is very difficult to manage all the things required for their activities as expected. Further they felt that in order to conduct their business for self-reliant economy it is not sufficient to support their families, if the Government could distribute the assistance fully at once, then there could be some scope for achieving progress and more development in their activities”.<sup>148</sup> Despite all this, the policy of NLUP have had a major impact on the urban beneficiaries as their livelihood improved in many ways as compared to the period before the implementation of NLUP.

Table.4.5 Responses of Urban Beneficiaries<sup>149</sup>

Responses	No. of beneficiaries	Percentage of change
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<sup>148</sup> Interview responses by Urban NLUP beneficiaries on 9 October, 2014.

<sup>149</sup> Source: Field Survey October 2014.

Positive	65	81.25
Negative	5	6.25
Neutral	10	12.5

Further, in urban area, more than 80 percent of the beneficiaries admitted that the policy of NLUP was good, as shown in the table 4.5. The main reason for such responses on the NLUP was because it gave them an opportunity to have started their own business for ensuring their livelihood and also to support their families, instead of remaining jobless or engaged working as daily labourers under different private people for hunting job everyday.

Thus, the NLUP provided them a chance to have secured their own work without worrying to jump on to different works day after day. The NLUP played an important role in their lives and gave them some hope for a better future. However, 20% of the beneficiaries did not believe that the NLUP was a good policy because the financial assistance given to them in multiple installments was not sufficient to start up proper work. Moreover, it spoiled their social status. Therefore, they suggested that in order to have real development in the long run, the assistance should be distributed at once in full amount so that they could concentrate on some work.

### **ECONOMIC IMPACT**

The public policy and implementation of the NLUP had evoked a positive response in most of the respondents. Obviously, its impact on the economic status of the urban beneficiaries was very significant. From the interview response, it is noticed that more than 60% of the beneficiaries

had benefitted out of their trade/ activities, as it changed their livelihood and improved their living conditions.

Because of the NLUP, they were able to possess goods, materials, tools and equipments that were necessary for undertaking their trade works, and also they had decorated their shops more attractively. Many of the beneficiaries also admitted that their incomes had also been increased because of the NLUP. There is also an impact of the NLUP in terms of their purchasing power and thus they procured many household goods and others materials. It improved their economic status to a much higher level in the urban areas as well.

Table.4.6 Income levels among Urban Beneficiaries<sup>150</sup>

Income Range	Pre-NLUP Period	Post NLUP Period	Percentage of change
Below 5000	35	20	11.25
5000-10000	38	50	15
Above 10000	7	10	3.75

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<sup>150</sup> Source: Field Survey October 2014.



The table 4.6 shows that about 60% of the urban beneficiaries have witnessed improvement in their economic status and also increased in their income levels. However, 30% of the NLUP beneficiaries who have not yet improved or benefitted have had some problems in their trade/activities, as their works were not progressed as expected in the case of those having vegetables shops, wayside foodstalls, as their business activities depended on the supply of fresh vegetables and also on the market demand. Therefore, their income cannot be calculated accurately. However, they experienced slight improvement in their livelihood patterns as compared to the period before the NLUP implementation.

### **SOCIAL IMPACT**

Interestingly, the beneficiaries in urban area remained quite the same, in terms of their constant social status, as before the NLUP or there has not been much difference noticed. Although, they received some social recognition in the society because of their improved livelihood with proper income, this did not have had much impact on their overall social activity or status. According to the interview responses, about 70% of the beneficiaries admitted that they were too busy in their livelihood works and did not have enough time to spare themselves for social activities. They continued to remain just as any normal/ordinary member in the YMA, MHIP, MUP and also Church gatherings. They were not so active as to participate in different social and cultural activities.

### **POLITICAL IMPACT**

Most of the beneficiaries in the urban areas did not claim to have supported a particular party, rather they remained as neutral. But as per the policy, and also manifesto of the Congress party that guaranteed

them to provide with sustainable income and employment opportunity they also had favored the Congress party. They appreciated the NLUP, which provided them comfortable livelihood and overall development.

However, unlike the beneficiaries of rural areas, about 75% of the urban beneficiaries did not involve or participate in any kind of political movement or party activities. Politics did not attract them much in their day to day life as compared with those of the rural areas. They were aware of the politics and became conscious, but did not involve deeply in such political activities. According to the interview responses, about 80% of the beneficiaries believed that the NLUP had played a major role in the last State Assembly Elections, which was claimed as the main factor behind the Congress victory. R. Rintluanga, an NLUP beneficiary said that “The Congress has given us an opportunity to start our own living and therefore it is my duty to give my vote to them.”<sup>151</sup>

## **COMPARISON BETWEEN RURAL AND URBAN BENEFICIARIES**

So far, the beneficiaries of both rural and urban areas have been studied on the basis of how the NLUP have had an impact on their economic, social and political status, and how far the policy was utilized by the beneficiaries. Through this comparison, the differences in their status before and after the NLUP implementation are shown in the following tables.<sup>152</sup>

### **Table.4.7 Economic Impact of NLUP in Rural Areas<sup>153</sup>**

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<sup>151</sup> Quoted by R. Rintluanga, Urban area NLUP Beneficiary, on 9 October, 2014.

<sup>152</sup> These tables give an overview of the study undertaken w.e.f impact of NLUP on the beneficiaries in both the areas, rural and urban in Aizawl district in recent period.

<sup>153</sup> Source: Field Survey October, 2014

BEFORE NLUP	AFTER NLUP
<p>More than 80% of the beneficiaries in rural areas are farmers and depend on agriculture for their living. But due to financial problems, they are unable to cultivate the land productively. Therefore they cannot yield enough crops to provide them sufficient livelihood</p>	<p>After the financial assistance from the NLUP, they continued their occupations under agriculture, but improved it better. They extended their farm land and fields, and they are now able to hire more labour and yield enough crops to support themselves.</p>
<p>They did not have proper income due to lack of essential materials and resources</p>	<p>They are able to secure good materials and this made their work much faster and easier</p>
<p>They were never able to possess any kind of household items necessary for their daily life</p>	<p>NLUP helped them in improving their livelihood and sustainable income</p>

**Table.4.8 Economic Impact of NLUP in Urban Areas<sup>154</sup>**

BEFORE NLUP	AFTER NLUP
They did not have proper occupation, and usually earned their livelihood as daily labour	NLUP provided them employment opportunity to start up their own business activities
They did not have regular income to support their living	They had regular income and increase in their monthly income as well
They did not have material goods and items	They are able to buy household goods to support their activities and for household needs, which made their livelihood better and more comfortable

As shown in the tables 4.7 and 4.8 in terms of economic status for both rural and urban beneficiaries, the NLUP had significant impact in their economic life. And it changed their livelihood pattern due to sustainable income and economic development.

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<sup>154</sup> Ibid.,

**Table.4.9 Social Impact of NLUP in Rural Areas<sup>155</sup>**

BEFORE NLUP	AFTER NLUP
They did not participate or involved in social activity	Due to their improvement in livelihood and income, they had actively participated in social gatherings and thereby contributed to their success in their society/community life
Did not provide their children with good education	Provided their children with good education, even in English medium school as well.
Could not afford to have good health care facilities	Provided themselves with better health care facilities, including Private Hospitals.

**Table.4.10 Social Impact of NLUP in Urban Areas<sup>156</sup>**

BEFORE NLUP	AFTER NLUP
Due to the poor livelihood with no proper income, they did not receive adequate	Achieved better status and became more recognized and respected in the society.

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<sup>155</sup> Ibid.,  
<sup>156</sup> Ibid.,

social recognition in the society.	
Did not participate in regular social and cultural functions.	Participate more in all sort of social and cultural functions in the society.

The above table shows that the NLUP has more significant impact in the rural area in terms of social dimensions. There have been improvement in their lifestyle and achieved better status in the society as a result of the NLUP and its activities. Besides, in the urban area there has also been positive impact and received more recognition in the society.

**Table.4.11 Political Impact of NLUP in Rural Areas<sup>157</sup>**

BEFORE NLUP	AFTER NLUP
Most of them remained neutral, not so active in the political process.	NLUP changed their political life and outlook to large extent.
Did not show interest in the electoral process.	They participated actively in political activity and electoral activities.

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<sup>157</sup> Ibid.,

Table. 4.12 **Political Impact of NLUP in Urban Areas**<sup>158</sup>

BEFORE NLUP	AFTER NLUP
Have neutral view in politics.	Changed their views about politics to certain extent, yet did not involve actively in political movement or party activities.

As shown in the above table, the NLUP have a positive political impact of both beneficiaries in the rural and urban areas. Due to the NLUP, it changed their attitude towards politics to a large extent.

From the above table it is shown that NLUP have a significant impact in rural and urban areas in terms of improvement in their Economic, Social and Political status. The impact on account of NLUP implementation was not equally experienced by each of the beneficiaries. But, more than half of the beneficiaries have gained benefits from the NLUP. Therefore it can be regarded as a positive impact on the living patterns of beneficiaries.

To sum up, from the researcher's perspective, it is observed that the policy of NLUP had been enforced and implemented well in order to achieve its ultimate aims and objectives. So far, the policy of NLUP has been transforming rural farming families and urban poor at a level of improving their livelihood and income. However, it is still too early to make any conclusive judgment about the actual success of the NLUP. But, it seems that the NLUP have somehow played a major role in the

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<sup>158</sup> Ibid.,

life and economy of both the rural and urban communities. These beneficiaries who put sincere efforts in their works have already achieved positive results and good benefits from the NLUP and thereby even changed their livelihood towards better status. But, the beneficiaries who did not use the financial assistance for the right purpose had not achieved any positive results from the NLUP implementation.

Therefore, the success and failure of the NLUP was largely dependent upon the way beneficiaries responded to its implementation. On the other hand, the government and concerned authorities at some point did not function properly according to purpose, with which they were assigned for. Thus, for this policy, or any such policy for that matter, to be successful, duties and responsibilities also lie on both the beneficiaries and the authorities. There must be an atmosphere of good coordination and motivation among all the stakeholders. Although, the benefits have been particularly achieved by many beneficiaries, as part of ensuring their own well-being. On the whole the policy is yet to reach the stage of community development, where the success and benefits can be tasted and achieved ultimately by the whole population in the state.



## **CHAPTER-V**

### **THE NLUP: PROBLEMS AND PROSPECTS**

The flagship programme of the Congress-led state government the New Land Use Policy was approved by the Cabinet Committee on Economic Affairs (CCEA) on May 15, 2010 and the implementation was commenced on January 14, 2011.<sup>159</sup> The NLUP aims on a massive socioeconomic development programme and also to progressively wean away farmers from the Jhum cultivation practices for securing more productive and sustainable livelihood option.<sup>160</sup> The public policy of NLUP is a courageous and ambitious political vision and it had been quite effective in the state. However, this chapter focuses on the critical issues with regard to the problems and prospects of the NLUP and its implementation strategy, and besides the role of the beneficiaries in undertaking their livelihood activities.

### **NLUP- Theoretical Aspect**

A major public policy initiative in Mizoram, the NLUP has a history of nearly three decades during which it was implemented on and off. Despite certain shortcomings being noticed in the previous regimes, the Congress Ministry when came back in to power, implemented the policy again in 2011 with some modifications, and a better framework. The Government of Mizoram in its endeavor had planned and formulated the New Land Use Policy with a totally new approach and implemented an alternative developmental project. As the NLUP was revived again with better theoretical framework, there was much expectation from the people of Mizoram and its government. The state government carefully designed and planned the concept for implementation of the NLUP, as a vanguard of transformation and for ensuring developmental activities.<sup>161</sup> Many of the

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<sup>159</sup> [www.nlup.mizoram.gov.in](http://www.nlup.mizoram.gov.in) , Supplementary Draft Plan for NLUP.

<sup>160</sup> New Land Use Policy An Inclusive and Transformational Development Project of the Government of Mizoram-A Concise Summary, Prepared and published by the NLUP Implementing Board, Aizawl, Mizoram, p. 6

<sup>161</sup> [www.nlup.mizoram.gov.in](http://www.nlup.mizoram.gov.in) , NLUP Annual Plan 2012-2013.

developmental initiatives of the previous regimes did not yield desired results due to faulty planning, flawed implementation and lack of responsibilities, on the part of state authorities. Moreover, the developmental efforts had failed to have any significant impact on the rural population at large, thereby economic progress continued to remain uninclusive.

Therefore, the Congress Government has put in better efforts and taken crucial initiatives to achieve the desired goals through the revised implementation of NLUP. The Chief Minister and his ministers during their visits during every official ceremony and social functions in villages or towns repeatedly announced that the NLUP was an inclusive policy for all the poor farmers and urban dwellers for securing the sustainable income. The Chief Minister Lal Thanhawla in his Independence speech said, "In order to ensure proper planning and quality in the project implementation, preparation of detailed land use plans for all the villages and preparation of resources on the basis of the ATLAS providing geo-agronomic database through the application of remote sensing have been undertaken.

The New Land Use Policy not only intends to provide sustainable income generating alternatives to the tribal farmers currently engaged in jhum or slash and burn cultivation, but will also integrate all poverty alleviation programmes including the MGNREGS under one umbrella."<sup>162</sup> The Chief Minister had reiterated that the NLUP fund was sanctioned under the Central's Special Economic Package (CSEP) and there is enough time and adequate fund to cover all the eligible persons under this project.<sup>163</sup>

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<sup>162</sup>One Objective of NLUP is converging ongoing and normal Centrally Sponsored Schemes with NLUP so as to avoid duplication of works by two or more different Departments. The objective was to met with schemes such as Mahatma Gandhi Rural Employment Guarantee Schemes being merged with the NLUP through the funds provided from the other Centrally Sponsored Schemes

<sup>163</sup>Quoted by Chief Minister Lal Thanhawla, on State Legislative Budget Session, NLUP Newsletter, Bi-Monthly Journal of NLUP Media Cell I&PR, Vol.1 No.1, April, 2013.

As a concept, the NLUP was indeed a good policy, as it aimed on massive socio-economic development programme. The new project has been designed to address the multiple socio-economic and environmental concerns with a totally new approach.<sup>164</sup> It lays emphasis on the involvement of community and development of the village institutions.<sup>165</sup> The NLUP covered wide range of activities such as creating food security by increasing the levels of production and productivity, opening new employment opportunities, strengthening community bonds and economic empowerment of poorer sections of the society, to the issues of global nature as to restore ecological balance through regeneration of forest and water resources, along with prevention of soil erosion and other programmes.<sup>166</sup>

Main criteria for the selection of the NLUP beneficiaries have been mentioned clearly by the NLUP Implementing Board. Those families, with regular and sufficient income from the government and public or private sectors were ineligible to become the NLUP beneficiaries.<sup>167</sup> There was also a method of punishment for those beneficiaries who misutilized it for the wrong purpose. With regard to the trades/activities under the NLUP, the beneficiaries could select particular trade of their choice so as to gain sustainable livelihood.

The Direct Project Report (DPR) of the New Land Use Policy provided for a clearcut implementation process as the past experience had been very haphazard and ill-timed implementation that contributed to its failure, hugely as it was less than satisfactory with regard to implementation of the various trades. As a result, the line department drew up a calendar of works conforming to the particular trades and activities under their jurisdiction.<sup>168</sup>

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<sup>164</sup> NLUP Newsletter, Bi-Monthly Journal of NLUP Media Cell I&PR, Vol.1 No.1, April, 2013.

<sup>165</sup> Ibid., p. 4

<sup>166</sup> Ibid., p. 5

<sup>167</sup> New Land Use Policy (NLUP) MANUAL 2009, Prepared and Published by NLUP Implementing Board, Aizawl, Mizoram, p. 9

<sup>168</sup> NLUP MANUAL 2009, Op cit., p. 18

Every single effort was made by the Government of Mizoram and the NLUP Implementing Board, so that the funds were made available as and when needed for the concerned departments, and also to implement the NLUP trades smoothly and without any sort of interruption.<sup>169</sup>

For monitoring the implementation of the NLUP project, state level monitoring and social audit cells were constituted under the NLUP Implementing Board from the inception of the policy. Monitoring Committees were also constituted in each District with an elected representative(MLA) within the District, chairing the Committee.<sup>170</sup> In the lowest tier, the Village Monitoring Committees were constituted with due care taken so that no person involved in the implementation or disbursement of funds in that village was appointed as chairman of the committee.

The implementation of NLUP goes along with the Marketing Cell simultaneously. In the scheme, the main aim was to create a wholesale market where all crops produced in bulk were to be sold outside the state, and they could be collected and marketed in the open market. It was also proposed that a Market Intelligence Network would be put in place so that the farmers could have convenient access to the system through the World Wide Web or in short, the internet.<sup>171</sup>

These were certain new methods and strategies that were planned and proposed for the smooth functioning of the project whereby implementing the project could be undertaken by the Government of Mizoram and the NLUP Implementing Board. In theory, all the planning and programme of the NLUP was very satisfactory to one and all, for the beneficiaries and the government and of the state as a whole. The rules and regulations, duties and responsibilities, the methods and formulae of the implementation

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<sup>169</sup> Ibid., p. 19

<sup>170</sup> Ibid., p. 20

<sup>171</sup> NLUP-A Concise Summary, Op cit., p. 15

Board were laid down properly with strict and strong guidelines. Yet, their implementation was marked by certain difficulties thus one witnessed a few practical problems with the NLUP.

### **NLUP in Practice**

The NLUP project, which was based on a carefully formulated and planned public policy, was not implemented properly, as per desired plans and strategies. For there existed some gap between theory and practice of the NLUP practically, there were some limitations that existed in the implementation method or formula that the state Government had contemplated during the process of its implementation in the state.

### **Problems in Implementation Strategy**

The NLUP, in theory, was to have constituted several Implementing Committees at every District and Village levels and the chairman of the Committee at the village level was assigned to the Village Council Presidents (VCPs) of the respective villages. However, in practice, from the research feedback, it was noticed that the VCP was given only the position of a Chairman in theory, but actually all the committee decisions and important works concerning with the NLUP were kept in the hands of the concerned party units and block President.

According to the VCP of Muallungthu, “the party units carry on all the works of NLUP, and during its implementing project no information is given/received by them with regard to the beneficiaries in selection and their work/activities concerned. Further, they are only required to give importance at the time when the beneficiaries have to deposit money from the bank and that time the VCP seal is required and have to do it even if they do not want to.”<sup>172</sup>

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<sup>172</sup> Interview with Muallungthu VCP on October 14, 2014.

Moreover, the problem of implementation strategy lies on the part of the state authority i.e., the Monitoring Cell. The Monitoring Cells were supposed to check and monitor the works of all the beneficiaries at regular intervals. But in practice, there was serious lack of monitoring those trade works. From the interview response, it was observed that about 50% of the NLUP beneficiaries admitted that monitoring of the beneficiaries was not carried on properly.

Therefore, the beneficiaries became reckless and this practice leads to cause the shortcomings in the project and thus incomplete works were attributed on the part of the beneficiaries. And, no proper benefits were yielded as was proposed in the project report. R.Lalsiama, an NLUP beneficiary said that, “we are working hard and have already yield the benefits from our cultivated crops, we are eager and anxious to show our performance to the government and concerned authorities of our success but hardly any monitoring job is done from their side.”<sup>173</sup>

Again, with regard to the distribution of the NLUP project funds, the government and the NIB have already stated that there were enough funds for the NLUP implementation and it would be distributed everywhere and ofcourse when needed. They provided a proper calendar of works for every Line Department for the timely distribution of funds for the works so as to undertake them smoothly. In fact, this did not happen, or not as quite often, as was expected as per the set terms. Therefore, due to lack of timely release of the funds, the beneficiaries hardly undertook their works smoothly and regularly.

### **Selection of the Beneficiaries**

With regard to the selection of the NLUP beneficiaries, the concerned VCP of each village/locality was given adequate powers. But in practice, this did not take place in every part of the state, where the policy was

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<sup>173</sup>Interview with R.Lalsiama, NLUP WRC-II beneficiary on October 14, 2014.

implemented. The actual power in the selection of the beneficiaries was taken over by the ruling party units and its leaders. Too much of political interference was observed at the time of selection of the beneficiaries. According to the VCPs of the selected rural villages, VCPs in order to select the beneficiaries from their own village prepared a list that was returned back to the NIB.

Eventually, when the list came back again, there was so much difference in the process of selection. Those families who really deserve the support and assistance of NLUP were listed out. Therefore, in the selection of beneficiaries the guidelines and rules prepared by the government were observed only in theory, but in practical terms, the power of selecting the beneficiaries was left to the party leaders and workers.

### **Party- Oriented Programme**

It is well known that the NLUP was considered as an inclusive public policy and it was not supposed to discriminate anyone who was qualified on the basis of the terms and conditions issued by the state government. Basically, this was not so, to a large extent. Rather, the actual practice somehow became a party oriented programme, and thus it gave more preference to the party the ruling party supporters. From the research knowledge, it was learnt that especially in rural areas, in order to receive the financial assistance under the NLUP, one had to give its name to the Congress party, with a membership fee of two rupees so that they could receive the NLUP assistance.

Therefore, the villagers in the hope of getting the financial assistance had given their names to the leaders of the ruling party in the village and had cast their votes in favor of the Congress so as to receive the NLUP fund. Moreover, it was also observed that those beneficiaries who had received the assistance under first phase were normally belonging to the Congress Party. Thus, its members and had also received the full amount of ten



thousand at once as against the practice of installment wise payments, in the case of non-party beneficiaries.

### **Role of the Beneficiaries in their Activities**

As per the NLUP schedule, the NIB has laid down certain duties and responsibilities for the purpose of the beneficiaries, so as to avoid misutilizing the assistance, or using it for the wrong purposes. In other words, success of this scheme was highly dependent on the hardwork and dedication of the beneficiaries. Although, rules and regulations were made, several beneficiaries neglected their duties and responsibilities. Therefore, no positive results or benefits had been achieved as was expected and desired. The beneficiaries under the Agriculture department had a problem with the water irrigation, as there was no proper supply of water to irrigate their fields.

From the research knowledge, it was observed that some of the beneficiaries misused the assistance and diverted it for other purposes and even sold the NLUP assistance that was received in kind, like broiler/layer, pigs once for all. There is an evidence of incomplete works on the part of beneficiaries, as they did not carry forward their trade activities for long, and some of them stopped their works in the middle. Some of the beneficiaries had also used the project assistance for buying some luxurious and consumer items.

Apparently, there is another problem being faced by the beneficiaries, due to lack of proper marketing facilities in the areas. Their products then were not sold out as was expected and planned by the state government. Moreover, some beneficiaries had also criticized as the trades they opted were again changed by the authorities, and rather they had been allotted the trade not of their choice. Whereas, some others were given the trade selected by their neighbor, or friends, without their consent or knowledge. This sort of erratic implementation practice was the main cause of their

failure, or for the poor performance of some beneficiaries in the Aizawl district.

### **Opinion of Politicians and Others**

As part of the research, an attempt was to elicit the opinion of some politicians, policy makers among others, on the result of the NLUP. The opinion and feedback of the politicians, especially those of the opposition parties was also taken into account as part of observing some disadvantages on account of the NLUP implementation. For instance, the MNF party declared that the NLUP was mainly a policy meant for only the ruling party members and thus it was not to be accepted as an inclusive public policy. According to such political criticisms, the impact of NLUP and its results were eagerly awaited by the people, but then, no such development that can move the state economy could not be achieved, even after more than three years of its implementation.

The NLUP is a good policy only in theory, rather than in practice. And, there was no proper fund to distribute it under the NLUP. And the money kept for other developmental programs were simply distributed by the ruling Congress. Many government departments remained unpaid for months together, as to that money being diverted for the NLUP implementation. Further, the MNF leaders criticized that the government departments, except eight Line departments under the NLUP, did not have any recorded progress and economic development, as the trade works were put on hold, on account of the NLUP, as all the other departmental plans were diverted towards the NLUP and its implementation.

Recently, the MNF leadership in its meeting at Hnam Run formed an Action Committee to investigate into the whole process of NLUP and its implementation.<sup>174</sup> And, also the party had decided to find out how the

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<sup>174</sup> The MNF Party in their Action Committee at Hnam Run declared that there is a need to investigate the Implementation process of NLUP. Although it was a policy for socioeconomic

funds were distributed for the political purposes. The party strongly believed that there was some kind of corruption in the process of spending money on the NLUP. According to the MNF leaders, who did not simply criticize the NLUP or were totally against it, but they were trying to give some constructive suggestions for the success of this flagship project in the state.

Based on this perspective and viewpoints taken from some non NLUP beneficiaries as well as the common people, it was clear that there were some problems with the NLUP. Most of them felt that, "NLUP may be a good policy for those who use it wisely and properly for the purpose to which it is given, it will be a good policy. But to a large extent, they believed that the NLUP was simply a policy of the Congress to indirectly buy voters, especially rural farmers and poor people who are anxious to receive money without any hardwork.

The NLUP seems to be good only for short term purpose, but they had some doubt about it, as for real development and for self-reliant economy in the long run was not possible with it. According to some critics, the NLUP would hamper the moral value of many beneficiaries. Further, the NLUP had given false impression that the people could totally depend on the Government as it could provide support and assistance for the people when needed, without their hardwork. The NLUP was actually a populist policy for securing easy money, therefore the government had to be very careful, while undertaking the project".<sup>175</sup>

Viewed in this background, the policy and its implementation process had been faced with critical issues. Though the policy was properly planned with relevant objectives, yet the policy could not achieve the desired results as was expected by the government and the people. However, as

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development for the state and for the upliftment of farmers rather it is a policy of membership drive.

<sup>175</sup>Statement based on the interactive meeting with citizens as well as non-NLUP beneficiaries.

long as the policy was kept on going, the government could still make needed changes so as to achieve the desired results, ultimately for ensuring a better future for the farmers as well as the urban poor in the state.

Meanwhile, an argument was given from outside the state of Mizoram by a renowned senior scientist, on the NLUP and its project. He had highlighted that “labeling jhum as unproductive and destructive of forest cover, policy makers and industry now promote “settle” cultivation and plantations, such as pineapple and oil palm, claiming that are better land use than jhum. However, oil palm, rubber and horticulture plantations are monocultures that caused permanent deforestation. In contrast, Jhum is diversified cropping system that causes only temporary loss of small forest patches followed by forest recovery. Understanding this is crucial to formulate land use policy that is economically, ecologically, and culturally appropriate for the entire north-eastern hill States”.<sup>176</sup>

Further, it can be state that even before the NLUP was implemented, despite decades of extensive shifting cultivation, over 90 per cent of Mizoram’s land area was under forest cover, much of its bamboo forests resulting from jhum, suggesting that the land use policy had been counterproductive to forests. Attempting to eradicate and replace the shifting cultivation is inappropriate. Instead, a better use of public money and resources would be to work with cultivators and agroecologists to refine jhum where needed.<sup>177</sup>

Today, the state can support industry and alternative occupations, leaving bamboo forests, and also farmers who wish to continue with the jhum in the lurch. Perhaps, Mizoram’s natural bounty of bamboos is at risk of being

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<sup>176</sup> T.R. Shankar, Senior Scientist with the nature Conservation Foundation, Mysore, *Mizoram: Bamboozled by land Use Policy*. [www.thehindu.com](http://www.thehindu.com), May 14, 2014.

<sup>177</sup> The State can involve and intensive communities to foster practices that lengthen cropping and fallow periods, develop village infrastructure and access paths to distant fields, and provide market and price support, and other benefits including organic labeling to jhum cultivators.

frittered away, unless a more enlightened government reforms future policies in favour of shifting cultivation.

### **Prospects of NLUP**

Despite observing certain shortcomings in the implementation process of the NLUP, there are also some significant indicators of progress and development, which were also achieved in various ways. As the NLUP aims to offer happy, self-reliant, more productive and sustainable livelihood for the rural farming families and also the urban poor, there were some attempts made in that direction. In fact, this has achieved some progress as was witnessed. The NLUP had been transforming the lives of farmers and urban poor to some extent. And gradually, the NLUP practices led to ushering in of a new dawn of development. The NLUP provided them a path to self-sufficiency by adopting new employment opportunities that had enabled them to secure regular income from the NLUP sponsored trades and livelihood activities.

From the research findings, it is clear that more than half of the beneficiaries have gained substantial benefits from the NLUP activities, and thereby it changed their economic, social and political status. The beneficiaries who put in sincere efforts in their work had been yielding the needed benefits and became successful in life. The NLUP had also ensured them a happy, self-reliant and sustainable livelihood.

As part of the NLUP initiative the state government had initiated some steps to develop the poor families in the state. This is highly appreciated by the beneficiaries and gives a complementary message to the ruling party for offering the poor, a needed socioeconomic opportunity to start their living afresh. Suffice it to mention a few observations that were made during the course of field survey in the selected villages.

One among the successful beneficiaries, Lalkhumi, an NLUP beneficiary who had taken up the petty trade had admitted “that before getting the assistance of NLUP, I had earned the living by working as daily labour and search for work day by day. But after receiving the assistance from NLUP, I had opened a small shop and started securing proper and regular income, then I was able to earn more than Rs. 5000 a month. I feel that because of NLUP, I can provide my daughter education at school, and support themselves for their daily needs, their livelihood have improved due to the NLUP”.<sup>178</sup>

Two, Rochhunga, a Wet Rice Cultivation (WRC-II) beneficiary under the Agriculture Department also admitted that he was successful in his work and registered lot of achievement under the NLUP. Before the NLUP they did not have regular and proper income but after getting the assistance of NLUP. But later on, he had extended the fields by one hectare and collected more useful materials and made use of the land resourcefully by growing more crops and even sold out the products in the local market and earned an amount of Rs. 2,50,000 in a year.<sup>179</sup>

The NLUP, besides transforming lives of farmers and urban poor, it had also helped them earn a remarkable advantage in the Voting Behavior during the elections time. From the interview response about 80% of the beneficiaries believed that it was due to the policy of NLUP that the Congress was voted to power in the last elections. Therefore, the policy of NLUP played an important role in the seventh assembly elections in the state. For instance, the opposition party blamed that the congress flagship program was a mere populist measure so as to attract some votes for the ruling party. However, the congress government kept up its promises towards the people and took policy initiatives. And, it implemented this

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<sup>178</sup> In my interactive meeting with her, I could record the statement on October 8, 2014, at her residence, Dawrpui Vengthar, Aizawl.

<sup>179</sup> In my interview with Rochhunga, I could record the statement on October 14, 2014, at his residence, Muallungthu village.

public policy as was promised by them during their election campaigns in the state.

The interesting part of the NLUP is that the Government had also planned a Special Scheme under the NLUP called the Chief Minister's NLUP Special Scheme. Under this scheme, the government had distributed financial assistance and support to those poor families who were not in any healthy condition to do any kind of work/activities. Due to ill health, physical or mental disorder some of them were offered and distributed some money. Under this scheme, an amount Rs. 20,000 had been distributed to several families in the state.

The NLUP, which is a courageous and ambitious public policy, was implemented by the present government of Mizoram. It is considered a new concept and with different approach which had never been attempted by either the Government of India or that of any other States.<sup>180</sup> Following some progress and development being achieved with the implementation of NLUP in the state, the policy has attracted lot of attention of other states' and their leaders. It is a highly attractive policy and it inspired the leaders to implement such a policy, the NLUP, in their respective states.

Recently, due to the policy of NLUP being undertaken by the congress government in Mizoram, the United Nations (UN) had also initiated some measures for a joint initiative project with the Government of Mizoram. The project of UN, which is to be implemented in Mizoram, is to be partnered with some other agencies like, the UN Development Programme (UNDP), UN Food and Agriculture Organization (FAO), UN Industrial Development Organization (UNIDO) and UN International Labour Organization (ILO).<sup>181</sup> The NIB Vice Chairman PL Thanga explained that the UN joint project with Government of Mizoram was

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\*The Chief Minister's Special NLUP Scheme was launched on August 27, 2013 at Serchhip D.C Conference Hall.

<sup>180</sup> NLUP-A Concise Summary, Op cit., p.5

<sup>181</sup> Vanglaini, local daily newspaper, Aizawl, October 14, 2014.

quite similar with the aims and objectives of NLUP. And this was due to the initiative of NLUP that had inspired the UN to have a joint project with the state Government.

He further said that the UN sponsored Joint project aims for sustainable livelihood, food security, livelihood security, energy security and environmental security. The budget for the Joint Initiative project had already been formulated as atRs. 2454 crores out of which only 5% would be contributed by the state government.<sup>182</sup> For the project to function properly, the UN team had already visited the state on May 2014. The purpose was to study and observe the land, livelihood, and livestock farming and to suggest way to develop and nurture the skillslabour of the Mizosmore productively. Finally, the UN Joint Initiative Project is a welcome policy which is expected to develop Mizoram and to make it a more resourceful and productive state in the country.

Meanwhile, as various public policies and programmes were implemented and introduced by different ministries in the previous regimes, now it is compared with the revised version of the NLUP (2008). Different ministries in the state had introduced and implement policies in order to do away with the shifting cultivation and to provide socio-economic development besides sustainable livelihood especially for the rural poor. Somehow, there are certain kinds of strategy and method that were followed in the process of implementation. The difference between the recently introduced NLUP that was revised and other previous policies is given out in the table below.

Table. 5.1 Comparison between the revised NLUP and other policies<sup>183</sup>

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<sup>182</sup>Ibid., p.2

\*The UN Joint Initiative Project was inaugurated by the Chief Minister of Mizoram on 16th October 2014 with a project cost of staggering Rs. 2454 crores.

<sup>183</sup>Based on the field work.



PPREVIOUS SCHEMES	NLUP
<p>The previous policies implemented by the different ministries ie., Garden Colony 1978, Land Use Policy 1984, Jhum Control Project 1987, New Land Use Policy 1989 and MIP 2000 all aims at weaning away shifting cultivation and provide alternative livelihood for socioeconomic development of rural areas.</p>	<p>The New Land Use Policy launched by the Congress Government in 2008 was also a policy implemented for the purpose of doing away the shifting cultivation and socio economic development and to provide proper livelihood for sustainable income but it also included other activities for urban poor for their economic development and livelihood.</p>
<p>These policies entrusted the implementation process of different departments under the Rural development.</p>	<p>NLUP have constituted a separate Board to look after the implementation process.</p>
<p>The previous policies did not have a proper layout plan before introducing the programme.</p>	<p>NLUP have planned a proper survey on the land and households before the actual implementation of the project.</p>
<p>There is no proper monitoring and marketing plan.</p>	<p>Under the NLUP, a committee of monitoring and marketing have been constituted.</p>

There is lack of sincere efforts to motivate the beneficiaries.	NLUP have constituted a programme of works and published the project details in many ways.
The scope under these schemes was very limited and covered only few areas.	NLUP covers wide range of issues and 8 departments participated with various trades/activities that can be opted by the beneficiaries.
The financial assistance distributed was very less about Rs. 30,000 that was released in phases.	The financial assistance given to the beneficiaries is more upto one lakh for each beneficiary.

Thus, the table gives an overview of the various public policies that were implemented in the state. The NLUP with other policies, have had many differences. And also, it is more advantageous when compared with the previous policies. The state government has initiated certain efforts for the success of the policy and better framework during the course of implementing the NLUP.

To conclude, the NLUP has had its share of problems and prospects during the course of its implementation in the state. From the researcher perspective, it can be said that it is too early to comment on the actual performance of this massive project. As such, there were some flaws and limitations in the project implementation. There were also number of advantages and developmental achievement being described in the project. Some of the NLUP project activities were actually required on longer

period basis that would yield positive results accordingly. And the financial assistance distributed could be different as the beneficiaries were categorized under four phases.

Therefore, those beneficiaries who had received the full amount under first phase have already yielded the benefits from their activities. Whereas the beneficiaries under the fourth phase have received an amount of only ten thousand, just to start up their activities, and thus, they are yet to receive the remaining amount and thus, the progress of work could not be complete. Thus, the success or failure of the policy cannot be determined at once. Further, the success of the policy is also depended on the nature and works of the beneficiaries.

Moreover, as the public policy had been faced with certain criticism round the corner, it is high time for the Government to look into the matters carefully, which would lead to rectify the problems. Only then, it can take appropriate measures to solve the problems and limitations in the project. The governmental agencies have to make sincere efforts to motivate the beneficiaries so as to monitor them more strictly and regularly. Finally, it is due to the NLUP that the rural farmers and urban poor have had some economic opportunities to develop their status and have a proper livelihood. Therefore, without the NLUP, many rural farming families and urban poor would not have secured proper chance for development and thereby to experience new livelihood.

## **CHAPTER-VI**

### **CONCLUSION**

As part of the study of New Land Use Policy an attempt is made to understand the meaning and concept of Governance and Public Policy which literally means the method used for exercise of political, economic and administrative power in managing the country affairs and also includes the process of formulation as well as implementation of various public policies in the state. In fact, governance is being propagated to promote good governance over the year. Public Policy is an attempt made by the Government to address public issues by instituting laws, regulations, decisions or actions pertinent to the problem at hand. Therefore, governance and public policies are basically complementary to each other.

So, for the understanding of Governance and Public Policy in Mizoram, a case study of the New Land Use Policy is being focused. The study has been commenced with locating the statement of the problem, the historical backdrop and the probable reasons why the policy (NLUP) was undertaken by the Government of Mizoram. The purpose and the need of this study were to identify the problems and prospects of NLUP in the state.

For further understanding of the research topic, various books, articles, journals and websites have been studied so as to expose the positive and negative dimensions of the NLUP in Mizoram. As part of proceeding with the research, a set of hypotheses was framed before the actual research was in progress, an assumption is set which can identify the probable factors to test the research questions. And, for the methodology, in the use of the research certain methods have been undertaken. And, for the study of the research, quantitative method is used which draws sufficient material both from primary as well as secondary sources. Since the study is more empirical, the case of NLUP has been discussed so that sufficient data is collected during the course of field survey in the Aizawl district.

Regarding the organizing of various chapters, the study has been adopted a thematic presentation. The first chapter is about the introduction of the research and mainly highlights about conceptual framework and methodology of structure, which gives an overview of the sources required in the study.

The second chapter covers the historical account of the public policy initiatives in the state. The profile and history of Mizoram besides, the various stages of Governance in the past and also some public policies which had been undertaken and that were introduced by the various ministries in the state.

Since Mizoram became a full- fledged state in the Indian Union, the state government was controlled by various regimes. Different public policies had been introduced and implemented for the purpose of weaning away the evil effects of shifting cultivation which is commonly practiced by the people for providing sustainable income and economic development. Therefore, different Governments prior to the UT era had attempted implementing various public policies in the state. For instance, the PC ministry had introduced a policy called Garden Colony but due to the short term of Government no significant result was seen. And in 1984, the Congress Government introduced the Land Use Policy that was based on the system of doing away with the shifting cultivation. However, due to the lack of proper implementation and non-cooperative attitude of the farmers, it resulted in a failure. Again in 1987, following the formation of state in Mizoram the MNF party undertook the Jhum Control Project, which was a centrally sponsored scheme. However, it was discontinued in the middle, by the Central Government and that was not processed thereafter.

In 1989, the Congress Government again came back in power and the policy of New Land Use Policy was re-introduced, but with a new-form and this time there was more systematic planning and implementation. On

the contrary, it was not successful due to many reasons like political interference, lack of sincere efforts by the beneficiaries, lack of motivation and poor monitoring on the part of the functionaries. When the state government was changed in 1998, the MNF party came into power and this time the MNF-led Government implemented the Mizoram IntodelhnaProgramme (MIP) for the self-sufficiency, socio-economic department and to abolish shifting cultivation. Although the method and principle of MIP was an accepted public policy, no proper work was undertaken. And, due to faulty implementation of the MIP, no desired result was achieved as was expected by the state government.

When the Congress Government returned to power again in 2008, the NLUP was revised with more improved and better framework than the previous policies. The policy implementation is still in process and this time there is much expectation by the people as well as the government. The NLUP, as a public policy had been praised by many people, whereas it was strongly criticized and opposed by other political parties.

The third chapter mainly covers the issue and implementation of the NLUP. The policy implementation focuses, both on the theoretical and practical views. The NLUP was introduced for the purpose that despite the agriculture had occupied a very important place in the state economy. Mizoram has always been plagued with stagnant economy. Jhumming or shifting cultivation is still being practiced by the people, which is very unproductive and unsustainable as well as very destructive indeed. Moreover, many developmental efforts had been attempted for this purpose, but have failed to impact the population at large. Therefore, the NLUP was implemented by the government to improve socio-economic development and thereby to do away with the shifting cultivation in the state. The NLUP aims to put an end to the wasteful shifting cultivation and provide livelihood for sustainable income generation, both on farm and off-farm.

The Implementation process consists of different Boards, the top level authority NLUP Apex Board, NLUP Implementing Board, which function under the overall authority of Apex Board and implementation Committee at the District and Village Levels. It also constituted the Monitoring and Marketing Cells at the State, District and Village Levels.

With the implementation of the NLUP, there entailed certain implications that were both positive and negative. The NLUP was believed to be transforming rural farmers and urban poor, and to have achieved a sustainable income and livelihood. Therefore, developmental initiatives have been utilised by many beneficiaries. Whereas, in many cases, the NLUP is also believed to have had a faulty impact on the beneficiaries as it hampered the values of the people and created too much dependence on the Government. Moreover, the issues such as misuse of the grants by the beneficiaries, too much of political interference, leakages of funds have been some emerging issues of this research.

The fourth chapter makes a comparative study with regard to the beneficiaries of the NLUP in rural and urban areas in Aizawl District. The research is conducted in Muallungthu and Flakawn villages for the study of rural areas and DawrpuiVengthar locality in Aizawl city for the urban area. An interview schedule was conducted, as part of collecting primary sources, with a sample size of 80, both in rural and urban areas. The performance of the beneficiaries is studied on the basis of how the NLUP have had an impact on their economic, social and political status. And it made a comparative study between both the areas.

In many cases, the NLUP have also had an impact on the beneficiaries, in terms of their livelihood and income. It changed their livelihood as the NLUP have provided them with regular income, and they are able to buy the necessary materials and equipment necessary for their activities. It also transformed their social status and economic status to some extent. The



beneficiaries are happy with the certain useful initiatives,taken by the government and expressed their gratitude. They had also given certain suggestions and also raised the problems they faced in during the course of NLUP implementation.

However, from the research conducted, there appeared certain loopholes prevailing in the implementation system. In comparison between the rural and the urban beneficiaries, in terms of economic, social and political impact, the research shows that NLUP have had more impact on the rural beneficiaries.

The fifth chapter covers the critical issues with regard to the problems and prospects of the NLUP implementation. The problems with regard to the NLUP implementation include the involvement of party politics in the process of selection of the beneficiaries, there is too much of political interference and even the families who have proper and stable income received the financial assistance. The problem with the strategy of implementation in many areas is poor monitoring and checking of the beneficiaries in their activities. Therefore, it leads to the lack of sincere efforts on the part of beneficiaries and they misused the grant for buying household goods and luxurious items. In a way, this has failed the project implementation to reach its goals and objectives. Therefore, the state government should provide remedial measures with the problem in implementation.

However, on the other hand, the NLUP have also registered some progress as there are a few prospects, as a result of which the benefits and results have been yield by the beneficiaries. From the research conducted, more than half of the beneficiaries have had benefits from the NLUP, as it changed their economic, social and political status. Besides transforming the lives of beneficiaries, the NLUP have also an advantageous position in the voting behavior of the people. And the interview response shows that

more than 80 percent of the beneficiaries believed that the NLUP had secured the Congress party to return to power.

Moreover, the public policy of NLUP have drawn attention of other states, governments and political leaders and thereby influenced them to have conducted a study on the policy in order to implement their socio-economic developmental schemes as was followed the policy of NLUP. Another advantage point of the NLUP is the project undertaken by the UN with a mission to implement a joint initiative project in Mizoram, with the aim of ensuring sustainable livelihood, food security, livelihood security, energy security, environmental security. This is an excellent initiative of the NLUP that was undertaken by the Government of Mizoram.

### **Main Findings**

The study of NLUP beneficiaries in rural and urban areas in Aizawl District viz. Muallungthu and Falkawn villages and DawrpuiVengthar locality in Aizawl city can be summarized and explained on the basis of information gathered through the primary data collected during the course of field survey. An analysis on the study exhibits the impact of the policy and the magnitude of the influence on factors like increase in level of income of the beneficiaries, and their shift in occupation patterns. The impact on social and political status of the beneficiaries identifies the practice of NLUP, in rural and urban areas and the crucial impact of the NLUP in the recent Assembly Elections.

The main findings of the study are highlighted as under:

- The study shows that within the rural areas Muallungthu and Falkawn villages have had a very high percentage of the beneficiaries' responses that the NLUP had provided them sustainable income due to the trades and activities under the NLUP by extending their lands and fields and

ploughing for terrace farm of cultivation for their livelihood. Therefore, the magnitude of the overall survey result is no doubt average, but has changed their occupation patterns from shifting cultivation to the sustainable one.

- The study also reveals that the NLUP have also provided employment opportunities for the urban poor to support their livelihood and to generate regular income.
- The study shows that for most of the respondents of the NLUP policy have had an impact on their economy by increasing their income, compared to the pre NLUP period, due to several activities that were provided under the NLUP.
- The study had also shown that the NLUP have had an impact on their social and political status. Most of the beneficiaries, especially in the rural area have got the opportunities to participate in social gatherings and receive proper recognition in the society. And they were able to provide their children with good education as they benefitted from the NLUP, which was not possible to achieve prior to the NLUP implementation. In some cases, most of the beneficiaries have also had some improvement in their political status, because of the NLUP. And they held important positions, which they never had a chance prior to the NLUP.
- In rural areas, the NLUP have been effectively practiced by the beneficiaries. The study reveals that most of the respondents had benefitted from their trades/activities by selling out their products in the open markets.
- In urban areas, the NLUP helped them to improve in their economic status as they bought materials and tools necessary for promoting their business.

- The analysis of the study shows that in both rural and urban areas more than half of the respondents have had an improvement in their livelihood. The NLUP had provided them a permanent means of their livelihood with regular income. It makes their life more happy and comfortable than the pre- NLUP period.
- The study also looked into the effects of the seventh state assembly elections in Mizoram. And, the study shows that the Congress party's flagship programme of the NLUP had played a crucial role in the outcome of elections. About 80% of the respondents believed that it was due to NLUP that the Congress had won the elections again. This has verified the research question under study.
- As the NLUP has had significant impact on the lives of the rural and urban areas within the research study areas, majority of the respondents opined that the public policy of the NLUP was very good.
- By taking into consideration of the problem/limitation of NLUP, the study also shows that due to poor monitoring and inconvenient marketing facilities, most of the beneficiaries did not perform the activities sincerely rather mainly used it for material goods and luxurious items. And also, poor marketing strategy caused problems to the beneficiaries wherein they could not sell their products according to their convenience.
- The study also shows that, there was too much political interference and political involvement in the NLUP system. Moreover, the individuals involved in the project functionary are not appointed on the basis of the rules, as per the NIB, especially in rural areas.
- From the study conducted it is observed that there were some critics who criticized the policy on account that the impact and benefit of NLUP had

been acquired only by the individuals. On the contrary, the impact of NLUP had not yet reached the desired goals as was expected as a whole for the state, though it is high time to transform the state economy at once.

- Moreover, monitoring and checking of the beneficiaries is not undertaken properly and regularly in most of the areas. This eventually affected the beneficiaries to work smoothly for the success of this project. There is too much of political interference in the administrative systems that resulted in weak and corrupt policy regimes.
- The overall impact of NLUP have had more on the rural areas, as it changed their livelihood, improved their social status and then get involved more in political movements and political activities.

### **Suggested Measures**

The NLUP is an important public policy undertaken by the state Government for alleviating the practice of shifting cultivation with alternative livelihood for socioeconomic development for the farmers and rural poor in particular, and for the development of the state economy in general. The magnitude of the focus of the Government towards the scheme can also be witnessed from the amount of funds that it has injected into the schemes. The fact that it is an important and instrumental programme has on the contrary made it susceptible to certain leakages, political interferences and prone to misconduct by the functionaries and others involved in it, depriving the targeted segments from the benefits for which the scheme itself has been designed.

Therefore, care should be taken to deeply understand and monitor the actual scenario of the implementation process and the output that follows. In order to widen the horizon on the perception of ground reality at site, and the level in which the objectives of the scheme have been realized,

some suggestions and critical points have been underlined based on the present study and the analysis are as follows:

- It is important to understand the ground reality in order to implement a public policy, care should be taken that the policy should reach and affect the targeted groups. Such that, no kind of party politics should be involved in the system as it affect the ultimate goals of the policy. However, in the NLUP implementation with regard to the selection of the beneficiaries, the issue of the political interference had been reported in the system. This has affected the aims of the policy and therefore, political interferences should be avoided to some extent.
- In the appointment of the nominated members for Implementing Committees at the District and Village levels, the Board should appoint a person/individual who does not involve in any political matters. However, in the present study of NLUP Implementation, most of the functionaries involved in the Committees are mainly from the ruling party, besides, the actual person to hold the position was not included in the committee. This created lot of criticisms, which mislead the policy implementation to a large extent.
- Any scheme or project without a proper monitoring system in place is doomed to failure. This aspect of the implementation of the NLUP Project had been given a place of importance from the conception of the public policy with a Monitoring and Social Audit Cell. However, in the actual process of Implementation, the Monitoring Cell did not make sincere efforts in monitoring and checking the beneficiaries regularly, besides, the work of the monitoring committee was not equally undertaken. This resulted in recklessness of the beneficiaries, which again led to failure in the policy implementation. Hence, the Monitoring agency should take more responsibility and make efforts to check and monitor the beneficiaries

more strictly at regular intervals and equally in all the areas where the NLUP is implemented.

- Similarly, for any project to achieve the desired results, Marketing plays an important role in the implementation process. On the contrary, the market facility in the case of the NLUP is poor. This has created problems on the part of the beneficiaries to sell out their products at the time needed. Therefore, in order for the project to be successful, marketing facilities should be improved, such as proper storage and Godowns be made available in all the areas where the NLUP is implemented especially in rural areas, so that all the products could be sold out at once. This should be noted that before the actual implementation starts, marketing infrastructure should be made available at first in all the areas.
- From the interview conducted, it is learnt that most of the beneficiaries in rural areas have had the problems about water irrigation, this leads to serious problems in their agricultural activities. Therefore, the problems with water irrigation should be taken care of by the concerned authorities as soon as possible in all the rural areas. The agricultural fields selected for the NLUP activities should be well connected with the banks of the rivers and also made available with link roads so as to ensure the success of the project.
- Finally, the dedication and sincere efforts of the beneficiaries determine the success factor in the project. Therefore, there should be sincere desire to motivate the beneficiaries in all the areas where the NLUP is implemented so as to achieve the ultimate goals of the project.

To conclude, back to the history of Mizoram from Chieftainship era to Statehood era Mizoram had undergone tremendous changes in terms of

Governance and also have experienced various public policies for developmental purposes. Though, it may be still too early to comment on the success or failure of the project, the NLUP is expected to have had a fruitful result for the economic development of Mizoram. In spite of it, there are certain loopholes and limitations that persisted in the system. The project is still an ongoing process and the Government and individuals involved in the functionary are expected to improve the project by making sincere efforts. The role of beneficiaries also determined the success or failure of the project and plays an integral part in the implementation process.



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