

**HEADQUARTERS-FIELD RELATIONS IN MARA
AUTONOMOUS DISTRICT COUNCIL**

M.PHIL

Dissertation

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CERTIFICATE

This is to certify that the dissertation entitled “Headquarters-Field Relations in Mara Autonomous District Council” submitted by for the award of Master of Philosophy is a research work, done under my supervision and guidance. The dissertation submitted by her has not formed the basis for the award to the scholar for any degree or any other similar title and it has not been yet submitted as a dissertation or thesis in any university. I also certify that the dissertation represents objective of the study and independent work of the scholar.

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DECLARATION

I, F. Lalfakawmi, do hereby declare that the dissertation titled “Headquarters-field Relations in Mara Autonomous District Council” being submitted to the Mizoram University for the fulfilment of the degree of Master of Philosophy, is a record of research carried out by me and do not form the basis of the award of any previous degree to anybody to the best of my knowledge. The dissertation too has not been submitted by me for any research degree in other Universities or Institutes.

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Abbreviations

ADC	:	Autonomous District Council
AH	:	Animal Husbandry
AO	:	Agriculture Officer/Accountant Officer
AEO	:	Assistant Education Officer/Agriculture Extension Officer
BDO	:	Block Divisional Officer
CEM	:	Chief Executive Member
CEO	:	Chief Educational Officer
DC	:	District Commissioner
DCAO	:	District Council Agriculture Officer
DCHO	:	District Council Horticulture Officer
DSWO	:	District Social Welfare Officer
DVO	:	District Veterinary Officer
EM	:	Executive Member
FE	:	Field Establishment
FRO	:	Forest Range Officer
JE	:	Junior Engineer
JO	:	Judicial Officer

GAD	:	General Administration Department
LAD	:	Local Administration Department
LAO	:	Local Administration Officer
LDC	:	Lower Division Clerk
LRC	:	Lakher Regional Council
MADC	:	Mara Autonomous District Council
PHED	:	Public Health Engineering Department
PLRC	:	Pawi-Lakher Regional Council
PWD	:	Public Work Department
MDC	:	Member of District Council
RD	:	Rural Development
RDO	:	Rural Development Officer
RO	:	Revenue Officer
RTO	:	Road Transport Officer
SDO	:	Sub-Divisional Officer
Sr	:	Senior
UDC	:	Upper Division Clerk
VC	:	Village Council

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CHAPTER-1

INTRODUCTION

Mara Autonomous District Council (MADC) is one of the three autonomous district councils in Mizoram. MADC occupy the south-eastern portion of Mizoram and located at Indo- Myanmar border, it lies in the bend of Kolodyne River called as 'Beino' by the local people of Maraland. The region peopled by the Maras is commonly called as 'Marara' in their language which means 'the land of the Maras or Maraland'. The Mara District Council is encircled by the Lai Autonomous District Council on the east and in the south by the Chin State of Myanmar. Before the political boundary was specifically made the Mara habitation, covers a large area from the north of Arakan Yoma Mountain and then stretched up to the low plains including some areas inhabited by the Matu tribe of Burma or present Myanmar¹. On 31st January, 1922 at the *Baw* meeting the whole area occupied by the Mara was divided into three different districts such as the Lushai Hills, the Chin Hills and the Arakan Hill Tracts. This demarcation brought about new demarcation of the district boundaries within the Chin-Lushai areas and from 1924, the Mara villages which fell under the Chief Commissioner of Assam formed part and parcel of the Lushai Hill District.²

In 1953 the Mara region of the erstwhile Lushai Hills was integrated with the Lai region to create autonomous region in the name of Pawi-Lakher Region under the Sixth Schedule to the Indian Constitution. In 1954, the Lushai Hills District was renamed as Mizo District and the present Mara Autonomous District was made a part of the erstwhile Pawi-Lakher Regional Council (P-LRC) under the name of Saiha District. The Pawi-Lakher Regional Council functioned for a period of 19 years from

¹ Hmingthanzuala, R., *Emergence of Social and Economic Forces for the Creation of the Pawi-Lakher Regional Council*, Scientific Book Centre, Guwahati, 2015, p.46

² Zohra, K., *The Maras: Indigenous Tradition and Folk culture*, Scientific Book Centre, Guwahati, 2013, p.1

1953 till its trifurcation into three regional councils on 2nd April, 1972. On 21st January, 1972 the erstwhile Mizo Hills was separated from Assam with the formation of Union Territory of Mizoram by the North-Eastern Areas Reorganisation Act, 1971. When Mizoram was declared as Union Territory, the then P-LRC was also trifurcated into three Regional Councils, namely, the Pawi Regional Council, the Lakher Regional Council and the Chakma Regional Council on 2nd April, 1972.³ On 29th April, 1972 the three Regional Councils were upgraded to the status of the full-fledged Autonomous District Councils and were governed by their respective interim government till the conduct of District Council Election in June, 1973. After the trifurcation of the P-LRC, an administrative arrangement was made in such a way that the former members of the P-LRC would become members in their respective Regional Council⁴. Mara Autonomous District Council was used to be known as Lakher Autonomous District Council and it was renamed as the Mara Autonomous District Council from 1st May, 1989.

The Bordoloi Committee

The Cabinet mission suggested that there should be an advisory committee on the rights to the citizens, minorities and tribal and excluded areas. Sir Stafford Cripps said that an influential committee should be set up to make proposals for the administrations of tribal areas. Accordingly, the Constituent Assembly set up an Advisory Committee in terms of the Cabinet Mission statement on 24th January, 1947. This committee appointed a sub-committee known as the North Eastern Frontier (Assam) Tribal and Excluded Areas Committee with Gopinath Bordoloi as its Chairman. The Sub-Committee visited the tribal areas in the then composite State of Assam and interacted with the representatives of the hill people in order to formulate a model administrative set up for these areas⁵. The Sub-Committee also visited Mizoram and arrived at Aizawl in April, 1947 to study the mind of the Mizo people, their administrative problems and the desire to have autonomy for their area.

³ Administrator of Mizoram, Notification No. CCMP/3/72-77 of 1.4.1972.

⁴ Doungel, Jangkhongam, *Evolution of District Council Autonomy in Mizoram*, 2010, p.68-69.

⁵ Gassah, L.S., *The Autonomous District Council*, Omshons Publication New Delhi, 1997, p.4.

The Sub-Committee during their stay in Aizawl asked the Mizo representatives to various interests, such as, political leaders, church leaders, Chief Representatives, ex-servicemen and Government officials whether they wanted to remain with the Central Legislature or with the Provincial Legislature and whether they wished to have representatives in the Ministry in order to safeguard their interest. Besides visiting the Lushai Hills, the Bordoloi Committee also extensively toured the North Cachar Sub-Division, Mikir Hills and the Naga Hills District and submitted its report to Vallabhai Patel, Chairman, Advisory Committee on Fundamental Rights etc. the Report dealt with various aspects relating to the administration of the tribal areas. The report also recommended the establishment of District Councils and Regional Councils for tribal areas of the then undivided Assam.⁶ So, the Autonomous District was established under the Sixth Schedule as recommended by the Bordoloi Committee, but this Autonomous District Councils (ADC) do not drop out the executive authority of the State concerned. The Schedule has given sizeable amount of powers to the Autonomous District Councils (ADC) to make their own laws, rules and regulations and provided mechanism from prevention of exploitation from non-tribal in various aspects. The Sixth Schedule gives the tribal people a firm structure for self-governance, assure their traditional custom and ways and in sustaining their distinct culture and uniqueness.

The Sixth Schedule to the Constitution of India

During the formation of the Sixth Schedule the Chairman of the Drafting Committee of the Indian Constitution Dr. Ambedkar stated that, “The tribal people in areas other than Assam are more or less Hinduised, more or less assimilated with civilization and culture of the majority people in who’s amidst they live. With regards to tribal in Assam that is not the case. Their roots are still in their own civilization and culture.”⁷ He further said that the position of the tribal of Assam was somewhat analogous to the position of the Red Indians (now referred to as American

⁶ Doungel, Jangkhongam, *Op. Cit*, P. 4-5.

⁷ Hansaria, B.L., *Sixth Schedule to the Constitution*, Universal Law Publishing, Guwahati, 2016, p. 83.

Indians) of the United States as against the white immigrants. “The United States created boundaries or reservations in which the Red Indians lived. They are Republic by themselves. The Government of USA realized that their laws and modes of life, their habit and manners of live were so distinct that it would be dangerous to bring them immediately at one time within the range of laws made by the white people for the whites and white civilization. This was the main reason that we have created the District Councils and Regionals on the lines adopted by the USA for the Red Indians.”⁸

The Schedule provides for two kinds of governing units in the tribal areas namely the Autonomous District Councils and the Autonomous Regions, vested numerous powers for their governance and administration. Some of the features of the Sixth Schedule for the tribal people are as follows-

- (a) The Governor has the power to include, exclude or diminish any of these areas or define their boundaries.
- (b) There shall be a District Council for Each Autonomous District comprising not more than 30 members and a Regional council for the Autonomous Regions.
- (c) The powers of administration shall be vested in these Districts and Autonomous Council the Governor shall be entitled to make rules for the constitution of the Councils, its composition, and terms of office, appointment of officers and staff and procedure and conduct of business.
- (d) The elected members of the Council shall have normal term of five years.

⁸ *Ibid.*

- (e) The District and the Regional Council have the power to make rules in respect of lands other than the Reserved Forest, use of canal or water courses for agriculture, regulation of other forms of shifting cultivation, establishment of village or town committees, appointment or succession of chief or headmen, inheritance of property, marriage and divorce and social customs with the prior approval of the government.
- (f) The District and the Regional Council are also empowered to constitute Village Councils for trial of suits and cases except those, which have been excluded otherwise. They may similarly prescribe and lay down their procedures for trial and enforcement of their decisions.
- (g) The Governor may delegate the additional powers under the code of civil procedures and code of criminal procedures. The District Councils may establish and manage primary schools, agriculture, animal husbandry and other community projects
- (h) They have their own district and their regional funds and may assess and collect land revenue and impose taxes, grant licenses and leases for minerals, make regulations for control of money lending and trading by non-tribes, Regulate publications, etc.⁹

Constitutional Provisions

Under Articles 244 (2) of the Constitution, the Provision of the Sixth Schedule had applied to the administration of Tribal Areas in Mizoram. Article 275 (1A) also makes the reference of Autonomous Council.¹⁰ The rationality behind the Sixth Schedule to the Constitution is to preserve and foster the tribal custom and tradition, language, their population, their interest and develop themselves by constitutionally

⁹ Bakshi, P.M., *The Constitution of India*, Universal Law Publishing, New Delhi, 2015 (13th Edition), pp. 390-398.

¹⁰ *Ibid.*

mandating a special kind of autonomous governance structure. The Sixth Schedule enhances these Councils with extensive Legislative, Judicial, Executive and Financial powers. The three Autonomous District Councils in Mizoram have been constituted by the Sixth Schedule in three parts.¹¹ These parts are as follows:

Part I (Assam)

1. North Cachar Hills District
2. The Karbi Anglong District

Part II (Meghalaya)

1. Khasi Hills District
2. Jaintia Hills District
3. The Garo Hills District

Part II (A)

1. Tripura tribal Areas District

Part III (Mizoram)

1. The Chakma District
2. The Mara District
3. The Lai District.

Powers and Functions of the Autonomous District Council

The Sixth Schedule to the Constitution has laid down a framework for decentralized governance for the tribal people in North East India and vested with numerous powers and functions as an Autonomous District Council. The functions of

¹¹ Bakshi, P.M., *Op. Cited*, p.404.

the three District Councils MADC, LADC and CADC in Mizoram comply with the common pattern as described under the Sixth Schedule to the Constitution. The District Councils, in respect to the State of Mizoram, consist of three main functions—(1) Legislative powers (2) Judicial Powers and (3) Executive powers.

Legislative powers

Under Paragraph 3 of the Sixth Schedule to the Constitution of India, the Autonomous District Councils are empowered to make Laws with respect to-¹²

- (a) The allocation, occupation or use or setting apart, of land, other than any land which is a reserved forest. For the purposes of agriculture or grazing, for residential, other non-agricultural purposes, or for any other purpose, likely to promote the interests of the inhabitants of any village or town.
- (b) The management of any forest not being a reserve forest.
- (c) The use of any Canal or water-course for the purpose of agricultural.
- (d) The regulation of the practice of Jhum or other forms of shifting cultivation.
- (e) The establishment of village or town committees or councils and their power.
- (f) Any other matter relating to village or town administration, including village or town police and public health and sanitation.
- (g) The appointment or succession of chiefs or headman.
- (h) Inheritance of property.

¹² Bakshi, P.M., *Op Cited*, p. 392.

- (i) Marriage and divorce.
- (j) Social custom.

Under Paragraph 2 (7) of the Schedule, the ADC's are empowered to make rules with the approval of the Governor regarding formation of subordinate Local Councils or Boards and their procedure and the conduct of their business with the approval of the Governor. In addition, Paragraph 10 empowers District Councils to make regulations for the control of money-lending and trading within the District by persons other than resident in the District in the states of Tripura and Mizoram.¹³

In respect to legislative functions, the Councils function like mini Legislative Assembly with powers to pass their own Laws and Rules, subject to ratification by the Governor. With respect to matters over which the District Councils are empowered to make Laws, Act of the State Legislature shall not extend to such Areas unless the relevant District Council directs by public notification. As regard to other matters, the President or the Governor with respect to Act of State legislature may direct respectively that an Act of Parliament or of the State Legislature shall not apply to an autonomous District or shall apply only subject to exceptions or modifications as may be specified.¹⁴

The applicability of the Laws to tribal area of the State of Mizoram is made clear in the Schedule, Paragraph 12B of the Sixth Schedule Application of Acts of Parliament and of the Legislature of the State of Mizoram to autonomous districts and autonomous regions in the State of Mizoram. Notwithstanding anything in the Constitution-¹⁵

- a) No Act of the Legislature of the State of Mizoram in respect of any of the matters specified in paragraph 3 of the Schedule as matters with

¹³ *Ibid.*, pp.390-399.

¹⁴ Thanhranga, H.C., *District Councils in the Mizo Hills (Updated)*, Lenghawn Press, Aizawl,2007,p.94

¹⁵ *Ibid.* p. 401.

respect to which a District Council or a Regional Council may make laws, and no Act of the Legislature of the State of Mizoram prohibiting or restricting the consumption of any non-distilled alcoholic liquor shall apply to any autonomous district or autonomous region in that State unless, in either case, the District Council for such district or having jurisdiction over such region, by public notification, so directs, and the District Council, in giving such direction with respect to any Act, may direct that the Act shall, in its application to such district or region or any part thereof, have effect subject to such exceptions or modifications as it thinks fit.

- b) The Governor may, by public notification, direct that any Act of the Legislature of the State of Mizoram to which the provisions of paragraph 12B (a) of the Schedule, do not apply, shall not apply to an autonomous district or an autonomous region in that State, or shall apply to such district or region, or any part thereof, subject to such exceptions or modifications, as he may specify in the notification.
- c) The President may, with respect to any Act of Parliament, by notification, direct that it shall not apply to an autonomous district or an autonomous region in the State of Mizoram, or shall apply to such district or region or any part thereof, subject to such exceptions or modifications as he may specify in the notification and any such direction may be given so as to have retrospective effect.¹⁶

Judicial powers

For administration of Justice, Paragraph 4 the Sixth Schedule provides that the District Councils are vested with the following powers-¹⁷

¹⁶ Bakshi, P.M., *Op Cited*, P.401

¹⁷ Tiabi, M.H., *Local Democracy in North East India (With Special Reference to Mara Autonomous District Council in Mizoram)*, 2017, www.madconline.com

- a) Constituting village Councils and Courts for the trial of suits and Cases of the Scheduled tribe Communities. District Council can appoint members of village councils and presiding Officers for the administration of the Laws made by the District Councils.
- b) The District Council Court is headed by Court President with two Judicial Officers, and subordinate District Council Court under Judicial Officer are constituted and empowered to exercise the powers of a Court of Appeal in respect of all suits and cases of tribal by the village councils and Courts so constituted. No other Courts except the High Court of the state and the Supreme Court of India have jurisdiction over such suits and cases.
- c) District Council may with the prior approval of the Governor, make rules regulating-
 - i. The constitution of village councils/courts and the power to be exercised by them.
 - ii. The procedure to be followed by the District Council or any Court constituted by such council in appeals and other proceedings.
 - iii. The Governor may for the trial of suits or cases arising out of any Law in force in any Autonomous District Council confer on the District Council or on Courts constituted by such council or any officer appointed in that behalf by the Governor, such powers under the code of Civil and Criminal procedures, as he deems appropriate and thereupon the said Council, Court or Officer shall try to suits cases or offences in exercise of the powers so conferred.

- iv. The Governor is authorised to withdraw or modify any of the powers conferred on District Council Court or Officer so far as the judicial matter are concerned.

Executive powers:

The following Executive powers have also been vested with the District Council under the Sixth Schedule to the Constitution.

Under Paragraph 6 (1) of the Sixth Schedule, District Council have powers to establish, construct and manage Primary Schools, Dispensaries, Markets, Cattle Ponds, Ferries, Fisheries Roads, Road Transport and Water ways. The councils also have the power to access, levy and collect revenue in respect of land and buildings, taxes on professions, trades callings and employments, animals, vehicles and boats, tolls on passengers and goods carried in ferries and taxes on the maintenance of schools, dispensaries and roads as listed in Paragraph 8 of the Sixth Schedule.¹⁸

As provided by Paragraph 6 (2) of the Sixth Schedule to the Constitution, the Governor may, with the consent of the District Councils, entrust either conditionally or unconditionally to that council any matter to which the Executive power of the state extends. Further, the Executive powers of the District Councils have been clarified and elaborated through a detailed Notification dated 22nd September 1993, which modified the earlier Notification dated 20.8.1986. Under this Order, the following items have been enumerated to the District Councils, with effect from 1994–1995.

Entrustment of power – Administration & Family Oriented Scheme Implementation – that State Govt. extends: In fulfilment of the Sixth schedule to the constitution of India under para 3(i) and para 6(i) and (2), the Government of Mizoram extends executive powers for functioning of the Mara Autonomous District

¹⁸ Thanhranga, H.C., *District Councils in Mizo Hills (Updated)*, Lengchawn Press, Aizawl, 2017 p.241.

Council by entrusting the following subject of administration with effect from 27.09.1993.¹⁹

1. Agriculture & Horticulture Department

- a) Agriculture link road.
- b) Distribution of planting materials/certified seeds.
- c) Procurement of machineries for 50% subsidy.
- d) Implement and tools.
- e) Land development by manuals.
- f) Minor Irrigation construction of field channel

2. Fisheries Department

Grant-in-Aid to individual fish farmers for fish pond development.

3. Public Health Engineering Department

- a) Rural sanitation.
- b) Spring source development.
- c) Public latrines/ urinal (Rural sanitation).

4. Industry Department

- a) Handloom and handicraft.
- b) Grant-in-aid to individuals for supply of tools and implements.
- c) Selection of SEEYOU Loaners (i.e.,Now Prime Minister EmploymentGuaranteeScheme/Project).

¹⁹ Vide letter even No.B.17012/3/92-DCA. Of 22nd September 1993 (The Mizoram Gazette)

5. Sericulture Department

- a) Grant-in-aid to private reapers under promotion scheme.
- b) Marketing-Selling of cocoon to State government.

6. A.H.& Vety Department

- Subsidy scheme on-
- (i) Cattle development
 - (ii) Piggery
 - (iii) Poultry and
 - (iv) Dispensary.

7. Arts & Culture Department

- a) Grant-in-aid to promotion of Arts & Culture.
- b) District Library.
- c) District Museum.
- d) Assistance for Publications.

8. Social Welfare Department

- a) Old Age Pension (Plan & Non Plan).
- b) Assistance to voluntary organization.
- c) Pre-Schools.
- d) Welfare of handicap.
- e) Welfare of poor and destitute.

9. Soil Conservation Department

- a) Implementation of terracing.
- b) Plantation of subsidy.

- c) Village grassing ground.

10. Local Administration Department

- a) Urban development.
- b) All minor of departments such as construction of the steps.
- c) Culvert, retaining wall etc.

11. Forest Department

All the projects taken by Forest department within council areas can be handed over to the- District council concerned including all the assets and liabilities if any. National Park at Phawngpui and Sanctuary at Ngengpui under centrally sponsored scheme will be looked after by Forest department Government of Mizoram.

12. Transport Department

- a) It is agreed that separate Transport Department may be created by each District Council w.e.f. 1994-95. Financial year. It is further decided that cost-Transport department of Mizoram may set aside the cost one bus for each District including maintenance charges.
- b) It is also agreed and decided that the Govt. of Mizoram should try to obtain the procedure followed by the District Council of Assam etc. regarding the collection of road tax, goods and passenger tax etc.

13. Sports & Youth Services Department

It is agreed that the council may create Sports and Youth services Department and requirement of Fund for the purpose may be provided within their budget. Sports & Youth Services Department will provide requiring fund.

14. Co-Operation Department

It is agreed that the council may create Co-Operative Department as one of the departments but technical subject will be considered later.

15. Public Works Department

Creation / Opening of the District Council Public Works Department is agreed in the District Council will, however have to strengthen their technical hands to cope with the works in accordance with PWD norms. The following works will be entrusted to the Councils-

- a) Inter-Village approach road to link up with PWD Road.
- b) Maintenance and improvement of Satellite towns and villages roads.

16. Education Department

- a) Primary School:As for Primary School, it is decided that from 1994-95 onwards, the budget provision will be reflected in District Council budget and Education Department will no longer include the same in the State Budget.
- b) Adult Education will be handed over to District Council.
- c) Middle School: - Handing over of
Middle School to District Council is agreed. However, Examination Board is the State.

17.Rural Communication Department

- a) Rural communication.
- b) Construction of Community Hall.
- c) Rural housing.

18. Relief and Rehabilitation Department

It is agreed that Rs 1.00 lakhs each be provided by the respective council for 1994-95 under Non-Plan. It is further agreed Finance Department should set aside Fund for this purpose.

19. District Rural Development Agency (DRDA) & Integrated Child Development Scheme (ICDS)

Regarding the handing over of DRDA (including CD Block) and ICDS the Hon'ble Minister i/c District Council Affairs Department informed that the government will seek clarification / permission from Central Government whether these two Agencies can be handed over to District Councils since they are centrally sponsored programme

20. Water Ways (Inland Water Transport)

The need to have separate allocation of fund under Water Ways (Inland Water Transport) for the Three District Council is considered really important by the committee. The District Council Headquarters disconnected by the Road Transport in rainy season. The only way foodstuff and other essential commodities can be sent to the District Council Headquarters is through Water Way Transport since there is no budget provision for this also from 1994-1995. Government of Mizoram may provide separate fund for this to the three District Councils.

Financial power

Paragraph 7 of the Sixth Schedule to the Constitution provides for the constitution of a district fund for each Autonomous District to which shall be credited all moneys received respectively by the District Councils for that district. The Account of the District Councils are to be maintained as prescribed by the comptroller to Auditor General of India, who is also entrusted with the power to audit and his reports on Audits shall be placed before the Council.

Paragraph 8 of the Schedule also gives powers to District Councils in their respective territorial Jurisdiction to levy and collect taxes on lands and buildings, on

professions, trades, callings and Employments, animals, vehicles and boats, on the entry of goods into a market, toll on passengers and good carried in ferries and for the maintenance of school, dispensaries or roads.

The paragraph 9 of the Schedule entitles the District Councils to receive a share of the royalties accruing each year from licences or leases for the purpose of prospecting for, or the extraction of minerals granted by the state government in respect of any area within an Autonomous District as agreed upon with the Government. Disputes in this regard are to be referred to the Governor for settlement.

Under paragraph 13 of the Sixth Schedule the estimated Receipts and Expenditures pertaining to Autonomous District Councils which are to be credited to or is to be made from the state consolidated Fund shall be first placed before the District Councils for discussion and then shown separately in the annual financial statement of the state to be laid before the Legislature of the State under Article 202.²⁰

Discretionary powers of Governor:

In certain cases, the Governor while discharging his functions under the provisions of the Sixth Schedule to the Constitution is empowered with discretionary powers. The Governor while exercising his discretionary powers should consult the Council of Ministers of the concern state and if he thinks necessary, he may also consult the District Council. However, the Governor is not bound to act in accordance with the advice of the council of ministers while acting in his discretion.

The above mentioned were the subjects and functions entrusted to the Autonomous Districts by the State Government in partial fulfilment of the provision of the Sixth Schedule. In the beginning period of the Autonomous District Councils it was originally 18 departments that were entrusted to them but as time pass more departments were handed over to them as per the requirement and convenience of the

²⁰ Tiabi, M.H., *Op cit.*, p.

State Government and Councils inclusive of the need and demands from the Council themselves. And all powers and functions mentioned in the above applied to the District Councils include MADC in every aspect and it reflect the nature of Mara Autonomous District Council and further expression for MADC is no more required to under understand how it functions from the very beginning as it is.

Village Council

The Village Councils have been constituted through legislation in all the three Councils. These elected Village Councils have replaced the hereditary institutions of chief ship and are involved in village governance and development. All the functions of Village Councils are more or less the same in the three Autonomous District Councils.

The present Autonomous District Councils were under the Pawi–Lakher Regional Council till they are trifurcated and upgraded into three Autonomous District Councils in 1972. The Pawi–Lakher Regional Council created Village Council by enacting P.L. Regional Village Council Act 1956. The Autonomous District Councils have created Village Councils by enacting Village Council Act under the provision of sub–paragraph 1 (e) of Paragraph 3. The Acts, Rules and Election Rules for village Councils are amended from time to time. The tenure of village council is 5 (five) years at present and regular election were held and conducted by the state election commission in all Autonomous District Councils in Mizoram.

The powers of these councils include the mobilizing of local funds and effort for community work. The village councils need to be made the nodal authority at the village level for decentralized planning and implementation and strengthening to entrust with more powers as the constitution given the powers to the Gram Sabha since the village councils are democratically elected by Adult Franchised.

Duties and functions of the Village Council (MADC)

As Section 9 of the Mara Autonomous District (Village Councils) Act, 1974 provides that subject to such rules as may be prescribed in this behalf by the Executive Committee, the Village Councils may exercise all or any of the following functions-

- a) Cleaning of Village roads and path.
- b) Sanitation and conservancy in the village area and the prevention of public nuisance.
- c) Constructions, maintenance and improvement of 'Tikhao' (well/ watershed/ waterhole) for the supply of water to the village for drinking, washing and for any requirement to daily household purposes etc.
- d) Opening and of, regulating burial and cremation grounds for disposal of dead bodies of human being and allocation of the places for disposal of dead animals and other offensive matters.
- e) Take action in curative and prevention measures in respect of an epidemic.
- f) Construction, maintenance and improvement of village communications, drains and waterways.
- g) Control of village grazing grounds, location of grazier within the village area/village common and other communal property.
- h) Regulating the construction of new building or house, or the extension or alteration of any such existing ones in their area.
- i) Anti-malaria measures and enforcement of vaccination.
- j) Registration of births and deaths and maintenance of Registers for the purpose.
- k) Delivering local information as and when required by the District Council or the State Government.
- l) Measure necessary for the preservation of public health and for improving the sanitation, managing or draining of the village area.
- m) Measures of public utility calculated to promote the moral and substantial need for the well-being of the villagers.

- n) Planting of trees at the sites of public places, on village roads, paths and taking care of them.
- o) Working and maintenance of public radio sets for the benefit of the villagers.
- p) Establishment and maintenance of libraries, reading-rooms, social and cultural clubs or other places for recreation and games.
- q) Popularization of indigenous sports, folk-dance, folk-songs and organisation and celebration of national and other local festivals.
- r) Any other functions and powers as may be delegated by the Governor or the Executive Committee from time to time.
- s) The Village Council shall allot a particular region or area within the boundaries of each village for Jhum, Tohi or Atulyu each particular year, and the distribution of the Jhum and Tohi plots shall be done in accordance with the laws framed by the District Council under paragraph 3 (1) (d) of the Sixth Schedule to the Constitution of India.
- t) Selection of individual beneficiaries under various welfare and development schemes as may be delegated to them from time to time.
- u) The Village Council shall be accountable to the Village Assembly for all its functions, expenditure, approval of plans and approval of utilization certificates.
- v) The accounts of the Village Council shall be kept properly and shall be liable to audit by the Executive Committee or any officer appointed on its behalf by the Executive Committee.

For each of any of the above duties and functions, the Village Council may appoint separate committee which shall be responsible for implementing its decisions.

According to section 20-A of the above Act, the Governor on the recommendation of the Executive Committee from time to time may allocate all or any of the functions listed in the Eleventh Schedule of the Constitution of India to the Village Council or Councils as a supplement to the powers of the District Council as provided under sub-paragraph (1) of Paragraph 6 of the Sixth Schedule to the

Constitution and demarcate the roles of the Village Council and the District Council in these areas.

The General Administrative Machinery of the District Councils

The Administrative machinery of all District Councils is similar, except for certain minor variations. There are broadly two wings in each District Council—a Council Secretariat Wing, very similar to a legislative wing for a State legislature and an Executive Wing, which undertakes executive functions.

The Council Wing answers to the Chairman of the Council and consists of a secretary appointed by the Chairman and such other officials and staff as may be appointed by the Chairman in consultation with the Executive Committee of the District Council. With the Governor's previous approval, the District Council make rules regulating the conditions of service of officers and staff appointed to the secretariat of the District Council.

Each District Council has an Executive Committee headed by the Chief Executive Member, and 6 to 8 other Executive Members as may be specified in the Constitution and Conduct of Business Rules of the concerned District Councils. Each Executive Member is entrusted with such subjects or matters by Chief Executive Member. The Executive Committee shall dispose all matters falling within its purview, except certain matters which shall be referred to the Governor for final approval. The Executive Committee is assisted by Executive Secretary and such other Joint, Deputy and Under Secretaries. The Executive Secretary heads the administration of Executive Department and General Administration Department and is the Principal Advisor to Executive Member on all matters of policy and administration with this department. Line departments have separate set up under District Councils.

List of Acts, Rules & Regulations enacted by the Mara Autonomous District Council

- 1) The Mara Autonomous District Council (Constitution, Conduct of Business, etc.) Rules, 2002.
- 2) The Lakher District Council (Land and Revenue) Act, 1973.
- 3) The Mara Autonomous District (Village Councils) Act, 1974.
- 4) The Lakher Autonomous District (Forests) Act, 1981.
- 5) The Lakher Autonomous District (Inheritance of Property) Act, 1982.
- 6) The Lakher Autonomous District Council (Animals Control and Taxation) Act, 1983.
- 7) The Mara Autonomous District Council (Town Committees) Act, 2011.
- 8) The Mara Autonomous District Council (Agricultural Land Settlement) Act, 2011.
- 9) The Mara Autonomous District Council (Non-Agricultural Land Settlement) Act, 2011.
- 10) The Lakher Autonomous District (Administration of Justice) Rules, 1981.
- 11) The Mara Autonomous District Council (Salaries and Allowances of Chief Executive Member and Executive Members) Rules, 2003.
- 12) The Mara Autonomous District Council (Salaries and Allowances of Chairman and Deputy Chairman) Rules, 2003.
- 13) The Mara Autonomous District Council (Salaries, Allowances and Pension of Members) Rules, 2003.
- 14) The Mara Autonomous District Council (Board of School Education) Rules, 2010.
- 15) The Mizoram Autonomous District Councils Fund Rules, 2010. (Framed by His Excellency the Governor of Mizoram).
- 16) The Mara Autonomous District Council (Allocation of Business) Rules, 2011.
- 17) The Mara Autonomous District Council (Transaction of Business) Rules, 2011.
- 18) The Mara Autonomous District Council (Publication of Board) Rules, 2011.

- 19) The Mara Autonomous District Council (Public Health and Sanitation) Rules, 2012.
- 20) The Mara Autonomous District Council (Business Advisory Committee) Rules, 2013.
- 21) The Mara Autonomous District (Election to Village Councils) Rules, 2014.
- 22) The Lakher District Council (Revenue Assessment) Regulation, 1973.
- 23) The Lakher District Council (Professions, Trades, Callings and Employments Taxation) Regulation, 1973.
- 24) The Lakher District Council (Taxes) Regulation, 1974.
- 25) The Lakher District (Market) Regulation, 1977.
- 26) The Mara Autonomous District Council (Tax on Entry of Vehicles into the Autonomous District) Regulations, 2005.
- 27) The Mara Autonomous District Council (Trading) Regulation, 2012.
- 28) The Mara Autonomous District Council (Taxes and Rent on Buildings) Regulation, 2013.
- 29) The Mara Autonomous District Council (Taxes on Motor Vehicles) Regulation, 2014.
- 30) The Mara Autonomous District Council (Control of Vehicles Parking and Collection of Parking Fees) Regulation, 2014.

These Acts, Rules and Regulations are framed and enacted under the relevant provisions of the Sixth Schedule to the Constitution of India.²¹

Review of Literature

Chaturvedi Anil (1988), *District Administration: The Dynamics of Discords*, the author in his pioneering study has examines the extent to which the government departments and agencies at the district level accept the need to endeavour, the patterns of interactions between them and the extent to which external pressures lead

²¹ Solo, Derick Salai, 2016, *A Compilation of Acts, Rules and Regulations Under Mara Autonomous District Council Volume I*, Spectrum Publications, Guwahati, pp. viii-ix.

to improved interaction. He has based his analysis on semi-structured interviews with 217 government officials spread over four districts in Uttar Pradesh. The author analyses the perceptions these officials to assess perceptions on the ability of government departments to effect coordination between themselves. The author's insights make the collection of a welcomed addition to the literature on developmental administration.

Ram Sundar D. (1996), *Dynamics of District Administration: Anew Perspective (Essays in Honour of Professor K.V. Narayana Rao)*, is the volume of collection papers presented to the UGC National Seminar on District Administration in India. The central purpose of this book is to examine the changing post independent perspectives on reforms in administration, planning and welfare which knock on District Administration and examined the administrative and planning in the implementation of democratic decentralisation at the grass-root level.

Venkata Rao V., Thansanga and Hazarika (1987), in his work *A Century of Government and Politics in North East India: Volume III-Mizoram* has also dealt with different aspects of North East politics, political development, the formation of Autonomous District Council and a sketchy reference to the history of Pawi-Lakher Regional Council.

Rays A.C. (1982), *Mizoram: Dynamics of Change* highlights various problems in pertaining to administrative development in Mizoram in the context of national. The book avail extensive study of administrative development in Mizoram.

Prasad R.N. (1987), *Government and Politics in Mizoram* is an important book in the study of evolution of Mizoram politics, the work of the author is voluminous in size and covers various important aspects on administration, constitutional position of Mizoram and emergence of political parties and their role. It has also contained the formation of regional councils, their formations, power and functions.

Gassah L.S. (1977), *The Autonomous District Councils*, is also another important work which focuses on Autonomous District Councils under the Sixth Schedule to the Indian Constitution and it emphasized on the historical development leading to the creations of ADC's. The book dealt on contemporary problems and dilemma faced by the tribal of North Eastern India. It also contains the administration of District Council in Mizoram as well as other state. The author of the book also compiled the works of other writers from their specific topics, and gave a closer glimpse into each of different Autonomous District Council in North East India including Mara Autonomous District Council (MADC). And he also added valuable research notes from different writers about the relevance of Autonomous District Councils in its present day along with the amendments of the Sixth Schedule to enlighten the problems of ADC's.

Doungel Jangkhongam(2010), *Evolution of District Council Autonomy in Mizoram* the author has made a thorough study in the origin of the Sixth Schedule and its provisions, and the evolution and formation of Lushai Hills District Council. He also makes an inception in the Pawi-Lakher Regional Council, its formation, working, election held etc. This book also covers the emergence of the present three Autonomous District Councilsby trifurcation of the Pawi-Lakher Regional Council, and the ethnic relationship between the Lais and Maras, and how misunderstanding about the post of Chief Executive Member has led to the formation of Mara Freedom Party and demand for separate district. This book also covers different political parties present in the regional council and certain rules and regulations, and certain legislation passed by the Pawi-Lakher Regional Council and impact of legislation on people.

Thanhranga H.C. (2007), *District Councils in the Mizo Hills (Updated)*, the author in this book deals with formation of District Councils in Mizo Hills along with the elections, and functions of District Council under the Sixth Schedule. The book also covers about the sources of revenue of District Council and different financial structure including Grant-in-Aid to the District Council. The author also made a brief

highlight on personnel administration in District Council about the recruitment system, basic qualification needed etc.

Hmingthanzuala R. (2015), in his book, *Emergence of Social and Economic Forces for the Creation of Pawi-Lakher Regional Council* traces and analysed the factors which has led to creation of Pawi-Lakher Regional Council the possible motivation for demand of this Regional Council, and later emphasised on how the P-LRC was trifurcated and the movements which led to this trifurcation were highlighted as well the misunderstanding and arguments among the Lais and Maras over the position of CEM. It also covers the functioning of Autonomous District Councils, administrative set-up, legislative, executive and judicial function as well.

Objectives of the Study

The objectives of the study are to-

- 1) study different departments entrusted to District Headquarters administration in MADC.
- 2) find out whether there are new Administrative Departments entrusted to MADC by the State Government.
- 3) study different Fields Offices and their functioning in MADC.
- 4) analyse Headquarters-fields relations in MADC.

Scope of the Study

The research has been done and concentrated on Mara Autonomous District Council with emphasis on Headquarters-Field relations. It covers the organisational and functional relationship of Headquarters and Sub-Headquarters of MADC, district administration in MADC and then focuses on the relations between Headquarters Offices and those Field Offices functioning in other places outside the District Headquarters.

Research Questions

The research has answered the following research questions:

- 1) What are the original Administrative Departments entrusted to MADC by the Sixth Schedule to the Constitution of India?
- 2) Are there any other Departments subsequently entrusted to MADC by the State Government?
- 3) How Field Offices are functioning in MADC?
- 4) Are Headquarters-Field Relations conducive for carrying out developmental works in MADC?

Methods of Data Collection:

For this research, both primary and secondary sources of data are used. Primary data are collected through unstructured personal interview from the Executives and Employees of the Mara Autonomous District Council (MADC) and from concerned persons. And Government document is used as primary source of data. In addition, secondary data are collected through journals, articles, published and unpublished documents literatures, books etc.

Chapterization

The whole study is divided into five chapters:

1. Introduction

The *first* chapter is an introductory Chapter which deals with introduction of Mara Autonomous District Council, its origin, powers and functions, how it was established and then with the importance of district administration and the Sixth Schedule to the Constitution of India.

2. Organisational Set-Up of Mara Autonomous District Council

This chapter studies the concept and definitions of organisations and importance of organisational structure and also of the organisational set-up of MADC in the District Headquarters at Siaha with all the subjects entrusted to

MADC by the State Government under the Provisions of Sixth Schedule and their Set-Up.

3. Field Offices of District Administration in Mara Autonomous District Council

The *third* chapter deals into District Administration in MADC, with its unique functions of a parallel dual government with State Government agencies. Also cover the Field Offices and their functioning in Mara Autonomous District Council. It covers the set-up of organisational structure in Field Offices and emphasized on importance of Field Offices.

4. Headquarters-Field Relations in MADC

In

this chapter the Headquarters-Field relations in Mara Autonomous District Council is analysed, along with their mode of communication. The chapter also covers importance of decentralisation based on Field Establishment.

5. Conclusion

The fifth chapter is the concluding chapter which deals in an overview of the other chapters and summarised findings of this research including suggested measures for better and smooth functioning of MADC.

Chapter-2

Organisational Set-Up of the District Headquarters at Siaha

India is organized administratively into union, states, districts, subdivisions, blocks and villages. Of these basic territorial units of political activities and administration is the district. In this chapter the administrative structure of the Mara Autonomous District Council (MADC) in its Headquarters at Siaha is particularly studied. MADC office at its Headquarter in Siaha is the unit of administration for various Departments like, revenue, judiciary, agriculture, animal husbandry, education, industry etc.

The district is the basic unit of administration as well as of political organization. It is here that governmental policies are given practical shape, where law and order is maintained, plans are implemented and facts for policy formulation collected. The district is the locus of administrative action and therefore a most appropriate unit for studying administrative behaviour. Similarly, it is the district that offers to political parties and leaders the basic unit for mobilizing political support, organizing public opinion on issues of current interest and articulating various interests.¹

District administration includes all the agencies of government, the individual officials and functionaries, public servants, including a public servant who is a government servant and equally one who is not. For the term public servant includes many who are not government servants as such. It comprehends all institutions for the management of public affairs in the district. It includes all advisory bodies associated with the administration, as well as individuals serving in such ways as assessors and jurors in the trial of cases.² MADC consists of a number of agencies of government working at the district level, and co-existing with the State Government agencies for

¹ Kothari, Shanti and Roy, Ramshray, 1969, *Relations Between Politicians and Administrators at District Level*, Indian Institute of Public Administration, New Delhi, P.23

² Khera, S.S., 1992, *District Administration in India*, National Publishing House, New Delhi, P. 79.

district Administration as a parallel body including the District Commissioner (DC) and subordinates, administration staff, the district police, the district judge, field representatives of various developmental works, other Departments, other local bodies. These agencies each perform separate functions but at the same time, attempt to co-ordinate their work in order to make the total action of government in the district both effective in terms of cost and time and meaningful to the district population which the district administration is designed to serve. This coordination is secured mainly through the DC's and the representative officials or executive members in the MADC, who has wide powers and overall responsibility for directing all the component parts of district administration towards the common objectives of government.³

Organisation filled a crucial place in administration and without an appropriate or good organisation, the whole system administration would have crumpled, for that, in administration organisational structure or administrative structure is one of the most important components for the whole organisational functions.

According to Louise A. Allen, "Organisation is the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority and establishing relationship for the purpose of enabling people to work most effectively together in accomplishing objectives."

And Mooney and Reiley considered as, "Organisation is the form of every human association for the attainment of common purpose."

Headquarters of MADC

Sihaha town is the district Headquarters of MADC, where all of the main office of MADC is set-up and most of administrative organisations functions in their respected areas for the overall functioning of the MADC. Headquarters (HQ) can be

³ O.C. Potter, *Government in Rural India*, G. Beth and Sons, London, 1964, p. 9.

defined as, “Headquarters denotes the location where most, if not all, of the important functions of the organisation are coordinated.”⁴

The structure of MADC can be broadly divided into three main organs in the form of Executive, Legislature and Judiciary. The working of the three organs on the form of Legislative, Executive and Judiciary signify the autonomous powers of the District Council in exercising control over its administered area. The working of MADC is like a mini-government with its three organs under the provisions of the Sixth Schedule.

The Legislative Departments functions in a Legislative Secretariat of the MADC Headquarters and calls session and make necessary arrangement for session of District Council. The members of the District Council held session once every four months on regular basis. The annual budget of the Autonomous District Council has to be passed by the majority of votes by the Council in session. The other duties of the Council in session are to legislate and enact Laws and Regulations on such power as conferred by the Sixth Schedule. Bills on Laws and Regulations passed by the Council in session are sent to the Governor of the State for his assent or approval. To run the affairs of the Legislative Secretariat, the Council in session elects a Chairman and Deputy Chairman whose duties are similar to the Speaker and the Deputy Speaker of the State Legislature. The Office of the Legislative Secretariat is looked after by officers and staff headed by the Secretary to the District Council’s Legislative. To be precise, this Legislative Secretariat looks after the administrative matters pertaining to the legislative functions of the Mara Autonomous District Council.

The executive functions of the District Councils are vested in the Executive Committees. The Executive Committee is headed by the Chief Executive Member (CEM) but the administrative responsibility of the Executive Committee lies with the Executive Secretary, who is appointed by the CEM. The CEM allocates to the Executive Members, the business of the Council by assigning one or more Departments to the charge of an Executive Member. Each Department of the district

⁴ Wikipedia, *The Free Encyclopaedia*

council shall consist of the Secretary to District Council or one Group 'A' officer who shall be the administrative head of the Department.

And there are different Departments functioning in the Headquarters as well as in Sub-Headquarters under the MADC and those would be stated below. In exercise of the powers conferred by sub-paragraph (7) of paragraph 2 of the Sixth Schedule to the Constitution of India, read with Rules 30 of Mara Autonomous District Council Rules, 2002 as amended from time to time, the following Rules passed by the Mara Autonomous District Council which was approved by His Excellency, the Governor of Mizoram on 13.9.2012 published the general information namely, "The Mara Autonomous District Council (Allocation of Business) Rules, 2011." These Rules extend to the whole MADC and came into force from the date of its publication in the Mizoram Gazette. Under these Rules, the number three - '3. Allocation of Business to Department,' stated that, 'the entire business to the Mara Autonomous District Council shall be transacted in the Departments of the Mara Autonomous District Council specified in the Schedule and shall be classified and distributed among these Departments as laid down therein;'⁵

The Executive Committee of the Mara Autonomous District Council now assigned the following subject of Departments with its administrative functionaries through letter No. C.31025/3/2011DCA/M of 08.20.2012 with the approval of His Excellency Governor of Mizoram on 13.09.2012 (Mizoram Gazette, Vol. XLI, Aizawl Wed. 10.10.2012 Asvina 18, SE 1934 Issue No. 479 as mentioned below.⁶

1. Agriculture Department

The Agricultural Department look after construction of agriculture link road and provides manures and fertilizers to the farmers, also distribute plant protection chemicals and facilitating procurement of machineries for 50% subsidy as well as tools and machineries like water pumping machineries etc. and given assistance

⁵ Solo, Derick Salai, 2016, *A compilations of Acts, Rules and Regulations Under the Mara Autonomous District Council*, Spectrum Publications, Guwahati, P. 476.

⁶ *The Representation & Devised Information*, 2013, Submitted to the 1st Finance Commission, Aizawl, Nodal Cell to M.F.C., MADC (GAD), Siaha, P. 7.

to small and marginal farmers for better agriculture firm and quality. And also control shifting cultivation. It looks after minor irrigation and construction of field channels, CSS programmes relating to Agriculture like 'Crop Husbandry.' Land Development for Wet Rice Cultivation. Hill Terracing for upland rice cultivation etc. The Department also distribute Agriculture crop seeds and seedling and involve in better development of sustainability in improvement in the field of agriculture by implementing and working on different project like medicinal plant development, rain water harvesting, spices development schemes. And the Department of Agriculture is function under the administration of Senior District Council Agriculture Officer (Sr. DCAO) K. Chihrau and under him was staff in hierarchical structure like DCAO, AO, SDAO, AEO and so on including peon and clerk.

2. Animal Husbandry & Veterinary (AH & Vety) Department

The AH & Vety Department works on certain subsidiary scheme like- (a) Cattle Development. (b) Piggery (c) Poultry (d) Dispensary. The Department look after veterinary public health, meat inspection and marketing, slaughter house, animal husbandry, development of livestock and poultry, animal health and disease control, protection of animal against disease and veterinary services. The Department functions under the Headship of Lalmanpui District Veterinary Officer (DVO), the Department also takes in hands development of dairy industry, dairy plant and public meat supplies and also gives general advice to animal husbandry and dairy farmers on improved methods and techniques along with grazing ground development.

3. Art & Culture Department

The Art & Culture Department promotes indigenous Arts & Culture and organization of Cultural troupes. The Department takes care of Grant-in-aid and given funds for the promotion of Arts & Culture of MADC, and looks after the Museum, Archives, Library Services, Institute of Music & Fine Art, Books and Publication, preservation and collection of Mara Cultural Dresses, Clothes etc., The Department also hosts various important festivals of Mara Organisations, like *Lyuvakhutla* etc., It also promotes Maras Documentary Film, and controls maintenance of Videos, steel camera etc., for enriching Mara traditions and culture. The Department functions

under the Headship of Ms. K. Pari, Art & Culture Officer (A&CO) along with other staff and personnel.

4. Co-Operation Department

The Co-operation Department has a total strength of 6 employees under the supervision of Assistant Registrar Co-operative Societies (ARCS) or Deputy Registrar Co-operative Societies (DRCS). The Department look after and supervise co-operation societies within MADC, and when an organisation is formed through Co-operative Societies it gives guidance and helps them to function. It distributes funds and allocations among co-operative societies.

5. Environment & Forest Department

Among many responsibilities Environment & Forest Department control and protect Wildlife and improvement of its habitat, manage environment protection and reclamation, conservation and preservation of forest. The Department is in-charge formation and implementation of Rules and Regulations in control of fishing, and of forest product, forest reserve and reclamation, control and prevention of fire. The Department also makes plantation schemes, afforestation programmes, soil Conservation for afforestation. Look after botanical and zoological garden. Enact and implement certain Acts and Rules related to forest, forest conservation, wildlife and environment, stone quarry, biodiversity Act and boards, protected areas including wildlife sanctuary and national park, Soil and moisture conservation, extraction of sand, boulders and river bed materials, etc. The Department functions under the supervision of Thaly T. Azyu Deputy Conservator of Forest (DCF) at the Headquarters of MADC at Siaha.

6. Finance Department

Finance Department had many delegations and most of the budget or monetary functions are in the hand of this Department. The Department functions under the supervision Deputy Secretary.

The powers and delegations of Finance Departments are thereof implementation of Pay Committee recommendation, Rules relating to pay allowances and traveling allowances, Rules relating to advances, embezzlement and other financial irregularities in public finances, write off of loss, Pre-audit and arrear claims, Rules relating to securing deposits, constitution of Finance and Accounts Service rules etc. and also, in control of general advice on finance aspects of service rules etc., Rules relating to grants-in-aid. The Department is also responsible for interpretation of fundamental Rules, supplementary rules and Civil Service Regulations having financial implications, such as-

- (a) All Budgetary matters including control of expenditure, internal audit, Pension, Rules and procedure regarding GPF/CPF/EPF, Authorization of pension, DCRG, commutation etc.
- (b) The Departmentalization of account, maintenance and control of pension fund accounts.
- (c) Rules relating to pensioner matters, Life Insurance Schemes of Council Servants / Salary Saving Schemes (PRSS), discretionary grant Rules and Procedures.
- (d) The power to authorization of entitlement of group A & B officers of MADC Employees., Rules relating to House Building Advance etc.

7. Fisheries Department

The Fisheries Department is the concerned Department in fish production, management of fish seed farm & production of quality fish seed. It takes care in control & protection of fish disease giving extension & farmers training, in-charge in development of pond / tank by assistance to small & marginal fish farmers. It is responsible for encouraging integrated viz. Paddy-cum-Fish, Pig-cum-Fish, Prawn culture, Crab, Snail Farming in MADC and implementation of Mara Autonomous District Council Fishery Act, Regulation & Law etc. The Department is administered by the District Fisheries Officer and there are staff to help in disposing his duties.

8. General Administration & Control Department

The GAD as the name referred has many going under its wings, the GAD Department is headed by the Executive Secretary of MADC and under him is the Joint Secretary of MADC. The General Administration Department has many functions and duties, as laid down below-

- General / Office Administration.
- Creation of sub-Headquarters / Sub-Division.
- Holiday.
- Ceremonial Function including celebration of Republic Day and Independence Day.
- Allotment of residential accommodation.
- Annual Administration Report. Correspondences with Central / State Government election.
- Statues and Memorials.
- Miscellaneous matter.
- Mara Autonomous District Council Urban Rent Control Act.
- Mara Houses and Offices outside Mara District Council.
- Protocol.
- The Mara Autonomous District Council (Transaction of Business) Rules.
- Allotment of Subjects to Departments, creation, re-organisation and amalgamation of Department.
- The Mara Autonomous District Council (Allocation of Business) Rules.
- Determination of ceremonial procedure and precedence.
- Visits of VVIP's.
- Matters relating to Sixth Schedule.
- Copy Right Act 1957.
- Electricity.
- Executive Committee Meeting.
- Training.
- Matters relating to debarring of persons from MADC Services.

- Condo Nation of educational deficiency for MADC Services.
- Allocation of Services.
- Deputation.
- Advice on re-employment/extension of superannuation of Government Servants on contracts.
- Reservations of vacancies for handicapped persons and ex-servicemen in District Council.
- All matters relating to recruitment/appointment/transfer & posting/leave/suspension/disciplinary action/reinstatement of all category's employee under Mara Autonomous District Council.
- Rules & Procedure regarding fixation of seniority/promotion/ and all matters relating thereto.
- Creation/classification of post/Service Rules.
- All service matters relating to all categories of employee except teaching staff.
- Maintenance of personal/service books/incumbency register of all categories of employee except teaching staff.
- Matters relating to service association.
- Law & Order.
- A.C.R. matters.

9. Horticulture

The Horticulture Department takes action in construction of Horticulture link road, Horticulture garden development, provision of facilities like procurement of machineries for 50% subsidy. Integrated and encouraged floriculture and ornamental plan development is also responsible for distribution of Horticulture-Crop/Seeds/seedling, manures and fertilizers, plant protection, fruit and leafy vegetables development, Green housing and mushroom cultivation etc.

The Department has disposed its duties under the supervision and administration of District Council Horticulture Officer.

10. Industries Department

Industry Department takes an account on establishment of minor industries in MADC, promote and integrate cottage industries, make and implement handicraft schemes, handloom development responsible for mines and minerals, natural Gas. Also supply and distribute tools to carpenters, and certain self-employed business-like tailoring equipment, and made investment for small scale industries by giving them loans and subsidies etc. The Department is supervised by L. Hrlei, District Industry Officer, and under him are a Project Officer, an Extension Officer and so on.

11. Information & Publicity Department

The Department has taken care of press, newspapers and period, management of publication and publicity, advertisements. It is the Department duty to maintain public relations and mass communications for MADC and maintaining co-ordination with AIR and Door darshan, implantation of The Right to Information Act, 2005 in-charge in publication of Calendar/Folder for MADC. The Department is administered and headed by S. Beihasa, District Information and Publicity Officer (DI & PO).

12. Land Revenue & Settlement and Taxation Department

The Department have about 70 (seventy) staff and it is headed by N. Pachhunga, Council Revenue Officer (CRO). Under the Land and Revenue Department of MADC there are certain duties and Functions thereof:

- Land Revenue.
- Land Settlement.
- Land Records.
- Land Reforms.
- Compensation on account of damage of Crops/private properties by BRTF, PWD and other developmental Agencies of Government of India, Mizoram, MADC etc.
- Trade License, Video/Cable License.
- Land Acts.

- Administration of the following:
 - a) LDC (Land and Revenue) Act, 1973.
 - b) LDC (Agriculture Land) Act, 1979.
 - c) LDC (Transfer of Land) Act, 1974.
 - d) LDC (House Site) Act, 1973.
 - e) LDC (Taxes) Regulation, 1994.
 - f) LDC (Revenue) Assessment Regulation, 1973.
- Boundary between Mara Autonomous District Council and neighbouring Lai Autonomous District Council and Maps connected therewith.
- The Mara Autonomous District Council Roadside Land Control Act.
- The Mara Autonomous District Council Roadside Land Control Rules.
- The Mara Autonomous District Council (Money lending by non-tribal) Regulations.
- The Mara Autonomous District Council (Profession, trade calling on employment taxation) Regulation, 1973.
- Professional Tax.
- Registration of Firms and Societies.
- Value Added Tax (VAT).

13. Law & Judicial Department

The Department have about 15 staff and the Department are under the supervision of Court President and Recorder (CP&R), as for now Jeff M. Sanga is the in-charge CP&R in Law and Judicial Department of MADC at district Headquarters, Siaha. As the Law and Order machinery of MADC the Department has many functions and powers in subject to judiciary in MADC, as follows:

- Compilation, Maintenance and Interpretation of all Acts/ Rules.
- Laws and Regulations in force from time to time.
- Administration of Justice including District Council Court and training of Judicial Officers.
- Advice on legal matters.

- Advice on all cases for and against Mara Autonomous District Council in any Court of Laws.
- Contact deeds and Arbitration cases.
- Matters relating to inheritance of property under the Mara Autonomous District (Inheritance of Property) Act, 1982.
- General Supervision over District and other Sub-ordinate Courts.
- Mara Autonomous District Council (Administration of Justice) Rules, 1981.
- Mara Customary Laws.
- Investiture of Magisterial Powers.
- Matters relating to High Court and Supreme Court.
- Registration of Marriages.
- Separation of Judiciary from Executive.
- Capacity building functionaries of Village Council Courts.
- Judicial Service Rules under Mara Autonomous District Council.
- Issuance of Certificate and Registration of Adoption, tribal, succession, marriage and divorce, re-marriages and non-marriages.

14. Legislative Department

The Legislative Department in MADC has about 50 or more staff at present and the Department is headed by the Secretary to the Council i.e., Pachhi Hlychho Secretary to the District Council Secretariat, MADC. The functions and power of this Department are as follows-

- Dates of summoning and prologue of the Mara Autonomous District Council Session, dissolution of MADC.
- Allocation of time to the district Council in the House for discussion of motions given notice of by members.
- Liaison with Leaders and WHIP's of various parties and groups represented in the service.
- Planning and co-ordination of legislative and other official business in the session.
- Appointment of Advisory Committee.

- Functioning of consultative Committee of members of the District Council for various Departments.
- Mara Autonomous District Council stand on private members bills and resolution.
- Salary, allowances and pension of member of the District Council.
- Salary, allowances etc. of the Executive Member.
- Salary, allowances etc. of the Chairman/Deputy Chairman.
- Salary, allowances etc. of the leaders of opposition in the District Council.
- Salary, allowances of Officers of the District Council.
- Co-ordination of action by Executive Members on general application made by various Committees of the District Council Legislature.
- Officials sponsored visits of the Members of the District Council to places of interest.
- Matters connected with power, privileges and immunities of the members of the District Council.
- MADC Hostel.
- Library.

15. Local Administration Department (LAD)

The LAD has the staff strength of more than hundred and the Department is under the supervision of P. Sama, District Council Local Administration Officer. The Department of Land Administration have variety of power and functions, and carry out different work and programmes in MADC, as mentioned below-

- Village Council matters and village administration.
- Naming of streets, roads and villages.
- Animal control and taxation.
- Local Development works funded under State Plan Fund including Housing Assistance.
- Part & Recreation.
- Housing Loans & Advances.

- Market Administration construction of new Market, slaughter house and maintenance.
- Implementation of Central Rural Sanitation and Health Programmes under NLCPR.
- Improvement and maintenance of grave yards.
- Protection of Inter-District Council / Inter-Village Boundary.
- Construction of Public Bathrooms, Urinals etc.
- Public Health & Sanitation.
- Implementation of CSS like PRI, ULB etc.

16. Minor Irrigation Department

In MADC, efficient but slight Department is there so, those kinds are orderly set up for better functioning of the overall MADC, and the work of that Department and administration is mostly carried out with the related Department under the supervision of the Officer In-Charge which are made for particular concern. The Department of Minor Irrigation can also be categorised inside those Departments.

The Department of Minor Irrigation deals with the – minor irrigation which includes.

- River lift Irrigation.
- Drips & Sprinklers, hydrams etc.
- Diversion Scheme.

It also covers in maintaining of flood control, networking of river, and command in area development, implementing and integrating programmes related to Minor Irrigation.

17. Planning & Programme Implementation Department

As the planning tool in MADC, the Department is responsible for preparation of annual/ five-year plan of MADC. The Department function under the supervision Deputy Planning Adviser and the present DY. Adviser is K. Beingiachhie. The

Department also look after manpower planning as well as implementation of plan, scheme and evaluation thereof in MADC. The Department is responsible for to initiate Planning Advisory Board and other development committees. The Department is also responsible for maintenance of statistics in MADC like–

- Price collection.
- Data Bank.
- Rain fall data collection.
- Publication of:
 - a) Handiwork.
 - b) Census of District Employees.
 - c) Quarterly Progress Report.
 - d) Various socio-economic survey reports like agriculture census, economic census, District income estimate.

The Department of Planning and Implementation handles any matters relating to N.E. Council and plan formulation, evaluation of monitoring, manpower employment and credit liaison. And also take in hands any remote sensing projects and its related matters, information & Communication Technology and its related matters, telecommunication, including computer networks, communication across the internet and matters relating to the Universal Service Obligation Fund etc.

18. Public Health Engineering Department

- Administration of Public Health Sanitation and water supply.
- Urban & Rural Water Supply Scheme.
- Ground water development survey and distribution.
- Sewerage Scheme and Drainage scheme.
- Ground water Resources estimation Development & Management.

19. Public Work Department

The Department have about 12 staff under the administration of Er. P. Tluasa Executive Engineer and staff the Department dispose certain works for the benefit of MADC and their functionaries are as follows-

- Construction and Maintenance of Roads, Bridges and Buildings.
- Construction / Maintenance of District Council buildings.
- Supply of furniture to the residential quarters of District council.
- Mara Autonomous District Council Ferries Act.
- Inter-Village approach road to link up with the PWD/BRTF Roads.
- Construction of link drain / side drain/ retaining wall.
- Stone steps.

20. Relief & Rehabilitation

The Department has taken responsibilities in the maintenance and of natural calamities, in the Council areas, taken steps for prevention of drought and flood relief, gratuitous Relief. The Department also act as the machinery of Disaster Management within the District and integrating pre-disaster management as proactive strategy including preparedness, prevention and mitigation, wherein every Department has important roles. The Department also take charge in post-disaster management as re-active strategy including relief, rehabilitation and reconstruction of damage facility within the District.

21. Rural Development Department

The Rural Development Department is one of the important Departments among others in MADC where more than 40 staff under the guidance and headship of Pheiki Solo Sr. Rural Development Officer. The Department has many functionaries and activities in maintenance and integrating different programme and schemes in the area of the Council, as follows-

- Rural communication.
- Construction of Community Hall / Playground.
- Rural Housing.

- Integrated Rural Development programme.
- National Rural Employment Programme.
- Planning, co-ordination, evaluation and monitoring of rural Development Scheme particularly all family-oriented schemes under other development Department and Centrally sponsored scheme such as IRDP, NREP, RLEGP etc.
- Rural Sanitation Scheme (CSRP) including construction of Ventilated Improvement Pit Latrines (VIP).
- Assistance to small and marginal farmers (ASMF) from 1990-1991.
- Jawahar Rojgar Yojana (JRY) BADP, BRGF. Etc.

22. School Education Department

The Department is one of the oldest and most crucial Departments in MADC as it taken cares educational system in MADC. The Department has its office in the Headquarters with the strength of about 14 staff headed by K. Vanlalliana District Council Education Officer(DCEO). The Department is overall responsible for guidance and evaluation of-

- Elementary School.
- Adult Education.
- Hindi Propagation.
- Teachers Education (DIET).
- Science Promotion.
- Statistic.
- Boardof School Education-
 - a) Prescription, preparation and publication of text books and supplementary books for pre-primary, primary and middle school.
 - b) Conduct of primary and middle school leaving certificate examination.
 - c) School syllabus, curriculums, School Calendar and time table.
 - d) Prescription of fees, fines and remunerations.
 - e) Merit Scholarship and Incentive awards.

- f) Constitution of Various Committees of the Board.
- g) Recognition of Schools.

23. Sericulture

Sericulture Department in MADC is responsible in plantation of Mulberry plant inaugurating sericulture farm and providing procurement of equipment for the farmers of sericulture and establishment of silk production machineries at the area of MADC. The Department also provides incentive assistance for Sericulturists, establishment of labour house, silk-worm rearing house, sericulture demonstration farm etc.

24. Soil & Water Conservation Department

The Department of Soil & Water Conservation Department is one of the crucial Departments in MADC which functions under the supervision of District Council Soil & Conservation Officer (DCSCO), R. Mawbi Azyu.

The Department take measures in regards of soil conservation in MADC, hill-side terracing and responsible in plantation for soil conservation of coffee and rubber plantation, maintenance and utilization of terrace and for other purposes, contour banding to prevent soil erosion, soil erosion control works by facilitating and introducing different technique for soil conservation and stream bank erosion control. Also take measures in gully control, water extension /dams / water harvesting, tea plantation etc.

25. Social Welfare Department

The Social Welfare Department has about 10 staff at present and the Department functions under the guidance and supervision of District Social Welfare Officer (DSWO), N. Elizabeth. The Department works for certain development functions and schemes as follows-

- Welfare of women & children.

- Welfare of handicapped persons which includes economic rehabilitation prosthetic aids to physically handicapped person and their income generating trades.
- Grant-in-aid to Voluntary Organization.
- Homes for orphans.
- Welfare of poor and destitute.
- Implementation of Children's Act, Immoral Traffic in women and Girls Act and Social Security scheme.
- The Persons with Disability (Equal Opportunities).
- Welfare of Aged (Older) persons.
- Old age pension. (Plan & Non-Plan).
- All matters relating to adoption.
- All matters relating to Social Defence and Rehabilitation.
- National Awards for Women and children.
- Pre-Schools.

26. Sport and Youth Services Department

The Department function with about 9 staff with the guidance and headship of Albert Hlychho, Sport Promotion Officer (SPO). The Department is established and responsible for maintaining and performing certain functions entrusted by MADC in relations with-

- Promotion of games and sports.
- Distribution of sport materials.
- Bharat Scouts and Guides.
- All youth welfare and Activities.

27. Transport Department

Transport Department in MADC has about 23 staff under the supervision of Road Transport Officer (RTO), the post is held by Pheiki Solo at present. The transport Department deals in various number of operations as follows-

- General transport.
- Motor Vehicles wing.
- Motors Vehicle Taxation/registration Act and Rules there under.
- Allotment of Motor / Car/ Scooter.
- Condemnation of Mara Autonomous District Council Vehicles.
- Inland Water Transport / ways.
- Road Tax.

28. Vigilance Department

The duties and functions entrusted to this Department by MADC are as follows-

- All matters connected with Vigilance works.
- Anti-corruption measures.
- Property Returns of Gazette Officers.
- Advice on CCS (CCA) Rules, 1965.

Further, the Executive Committee of the Mara Autonomous District Council allotted the following subjects assigned under Mara Autonomous District Council as Departments with the approval of His Excellency Governor of Mizoram on 8th March, 2013.⁷The list of Departments in the Mara Autonomous District Council (Transaction of Business) Rules, 2011, as specified in the Gazette is shown below:-⁸

- Agriculture Department.
- Animal Husbandry & Veterinary Department.
- Art & Culture Department.
- Co-operation Department.
- Relief & Rehabilitation Department.
- District Council Secretariat / Legislative Department.
- Environment & Forest Department.

⁷ Vide letter No.C.31025/2/92-DCA (M) OF 18TH March, 2013 (The Mizoram Gazette Vol.XLII Aizawl, Wednesday 20.03.2013 Phalguna 29, SE.1934 issue No. 148).

⁸ The Representation & Devised Information, *Op Cited*, p. 15.

- Finance & Account Department.
- Fisheries Department.
- Secretariat General Services/General Administration & Control Department.
- Board of School Education Department.
- Industries Department.
- Information & Public Relation Department.
- Land Revenue & Settlement Department.
- Law & Judicial Department.
- Local Administration Department.
- Water Ways Department.
- Education & Human Resources Department.
- Taxation Department.
- Planning & Programme Implementation Department.
- Public Health Engineering Department.
- Public Work Department.
- Rural Development Department.
- Social Welfare Department.
- Soil & Water Conservation Department.
- Sport & Youth Services Department.
- Transport Department.
- Sericulture Department.
- Stationary & Printing Department.
- Horticulture Department.

Regarding the Rules and Functions, the concerned Department must execute as per MADC Orders and their responsibility should be carried out by the standard procedure as acquaint as the reference made here in this context. It is ordered that the planning and programme implementation shall ensure that proportionate plan-allocations for the entrusted functions / powers from the concerned Departments

allocation / outlays are determined and made to the Autonomous District Councils for executing the schemes or functions so entrusted.⁹

The concerned Administrative Department shall oversee and ensure that these entrusted functions are not again undertaken by their officers in the Autonomous District Council areas and only some selection staff are retained there for the purpose of statistical requirements and co-ordination the entire exercise shall be completed by the Planning and Programme Implementation Department in consultation with concerned Administrative Departments and the District Council Affairs Department within three months¹⁰ to ensure elimination of delicacies of functions by the State Government Department and the Autonomous District Councils in respect of the entrusted functions and to avoid duplicities of plan allocations/ outlays on these 16 subjects.¹¹ However, none of the above subject has been included in entrustment of powers to the Mara Autonomous District Council till date. The Executive Committee of the Mara Autonomous District Council strongly believes that the functionaries of the District Council would as per empowerment of paragraph 6(2) and 20 BB of the Sixth Schedule to the constitution of India.

Besides, the Executive Committee of the Mara Autonomous District Council would like to request the First Mizoram State Finance Commission (MSFC) that the Recommendations made available for the Autonomous District Councils functioning at full-fledged autonomy, the Department/ subject entrusted by Government of Mizoram vide letter No.B.17012/3/92-DCA of 22nd September, 1993 and letter No.C.13016/3/2010-DCA the 29th August, 2011, may be clubbed together and enhanced to the Autonomous District.¹²

So, as to avoid duplicities of works, programme implementation etc. in the autonomy. Exclusively those 30 subjects functioning in the Mara Autonomous District Council may hand over with all its administrative functionaries and works,

⁹ *The Representation & Devised Information*, 2013, Submitted to 1st Finance Commission, Aizawl, Nodal Cell to M.F.C., MADC (GAD)

¹⁰ *The Representation & Devised Information*, *Op. Cited*, p.15

¹¹ *Ibid.*,

¹² *Ibid.*

programme and its financial maintenance. So, all the constitutional functionaries, enshrined in the Sixth Schedule to the constitution of India may accomplish.¹³

The discussed subjects are those entrusted to the MADC by the State Government in partial fulfilment to the Sixth Schedule to the Constitution, and most of the Office are established in the Headquarters in Siaha and functions effectively as the District Council machinery in different ways in their concern field of work, and the Departments are linked through various ways as inter-Department as they all functions under one Autonomous District Council i.e., MADC.¹⁴

The MADC Secretariat at Headquarters in Siaha has multifarious personnel, staff, work force and most of the agencies of MADC are established to function in this complex, along with all the office of the Executive Members of MADC with portfolios. This is the place where all crucial matters of MADC are imposed, improvised, improved thereby performing a concrete foundation of MADC. The Headquarters of MADC obtained employees, has given the people of the district a place to work and reap the advantages within the district

¹³ *Ibid.*

¹⁴ *Ibid.*

CHAPTER-3

FIELD OFFICES OF DISTRICT ADMINISTRATION IN MADC

Siaha District is situated in the southern part of Mizoram and was formerly part of the Chhimtuipui District of Mizoram. In 1998 when Chhimtuipui District was bifurcated into two (2) Districts, namely, Saiha District and Lawngtlai District, the half that became Saiha District was briefly called by the old name Chhimtuipui District which is later known as Siaha. Siaha District is one of the eight districts of Mizoram state in India. The district lies in between 22°45' to 22°60' Latitudes and 92°50' to 93°14' Longitudes and the district had an area of about 1445 square kilometres covering the whole scheduled areas of the Mara Autonomous District Council.¹

Siaha town is the administrative Headquarters of the District as well as the Headquarters of MADC. Being the District Headquarters, Siaha is the seat of District Administration, the Deputy Commissioner (DC) is the head of the District Administration. The DC of Siaha District is an Indian Administrative Service (IAS) Officer, who is in charge of all governmental assets in his district jurisdiction. The responsibility of General Administration lies with the Deputy Commissioner. DC is an executive head of all Government Offices within the District. The Administrative setup of Siaha District is divided into two Sub-Divisions viz., Sadar Sub-Division and Tipa Sub-Division. It is also divided into two (2) Rural Development Blocks, namely, Siaha R.D. Block and Tipa R.D. Block

Administrative Set-Up of Field Office

The Field Offices may be brought into existence either by a legislative enactment or by administrative order. The structure of MADC Field Offices at different geographical sites are considered to be having various subjects under its Wings like Law and Judicial Department under the Supervision of Judicial Officer

¹Profile of MADC, www.madconline.com.

(JO), Public Work Department (P.W.D.) under Headship of Sub-Divisional Officer (SDO), Education and Human Resources Development and Adult Education Department under the Headship of Sub-Divisional Education Officer (SDEO), Local Administration Department (LAD), Revenue Department, Social Welfare Department, Sport and Youth Services Department under the Headship of Revenue Officer (RO), Agriculture Department, Horticulture Department and Sericulture Department under the Headship of Sub-Divisional Agriculture Officer, Environment and Forest Department, Soil and Water Conservation Department under the supervision of District Forest Officer (DFO), all these subjects and his/her Head of the Department are functioning through the overall in-charge that is, District Administration Officer (DAO).

On the hand the administrative set-up for the State machinery at the also functions as more or less the same where the Sub-Divisional Administrative functions are under taken by the Sub-Divisional Officers (SDO). The SDO's as the Head of the Sub-Division possesses various powers and controls viz., Administrative, Executive etc., also enjoy certain privileges with the discharge of his duty, and deals and take necessary measures in his jurisdiction in consultation with the Deputy Commissioner.²

At the Block Level for the performance of functions, the R.D. Block is equipped with an administrative machinery which is under the Headship of an Officer called Block Development Officer (BDO), the BDO is the leader of the development team and a key figure in Development Administration in India and enjoy position of significance which is only next to District Officer. The work in the Block level is actually through the implementation of rural development programmes by DRDA through block level agencies, that is, the BDO Office. The coordination of various development activities of the Block is taken care by the BDO.

²Avasthi & Avasthi, 1993, *Public Administration in India*, Lakshmi Narain Agarwal, p.67.

Analysis of Field Offices in Mara Autonomous District Council

Being one of the District of the State of Mizoram and being an Autonomy Council by the provisions of the Sixth Schedule to the Constitution of India the District Administration in MADC is a bit confusing with just a glance, but not much of unusual with better clasp of how MADC function as a mini-government and still under the supervision of the State governance in some department. It will be clearer if we say that, the powers entrusted to the Mara Autonomous District Council as regard, and assigned in the subject of the Mizoram Gazette do not cover at a full-fledged district functional machinery as there's a parallel (dual) department in the district and function separately at the same time, like Agriculture Department (Govt. of Mizoram undertaking) and Agriculture Department undertaking by Mara Autonomous District Council etc.

A majority of the operating Departments or Agencies of the Union and State Government have a large number of field stations at regional, district and local levels for performing most of their operations under the general direction and control of their respective Headquarters organisations. The various activities carried on by these field stations for their organizations constitute what may termed as 'field service'.³ Field services are required not only by the Union or State Governments, but also by the several other organisations, e.g., Life Insurance Corporations including MADC.

MADC as a mini government has various establishments in the Headquarters as well as at different geographical location outside the headquarters which are called Field Establishment (FE) or Field Offices. Field Administration in MADC is also a decentralisation in overall district administration. The objective of field administration is to basically bring the regulatory and service functions of the district nearer to the people. For this aspiration, a politico-administrative means has been established. The State Government Officers as well as District level officers posted in the main office cannot transact their business from Headquarters due to long distance, weight of the work, administrative cost, and time taken to communicate etc.

³Avasthi & Avasthi, *Public Administration in India*, Lakshmi Narain Agarwal, Agra, 1993, p.245

Therefore, the Field Offices are the necessity for the smooth functioning of administration in MADC.

The Parallel Governance at The Headquarters

The Parallel Governance at the Headquarters can be explained in this way, the entrusted power of the Executive order of the State Government produced a parallel administration functioning within the District, one headed by the Councils, which probably has broad extensive of Executive and legislative functions, and on the other the district administration office of the State which is headed and coordinated by the Deputy Commissioner, who operates through separate agencies such as DRDA and state level Department Officers are posted in the District. The parallelism also extends to the judicial sphere as well, where the District Council's involved in the settlement of cases through Village Councils, whereas the Deputy Commissioner exercise powers under the IPC and CrPC.

There is no forthrightly reference in the strategy or procedure of relations to the different drill between the State and Autonomous District Council, in the provision or, by the executive order as to be surely indicate or specify. And also, the relations between those dual agencies co-existing in the district and functioning in the same district is not likely to be seen rather than approval of some legislation by the District Commissioner for loans, grants or financial matters from the State to the Councils for running the administration or any purposeful disbursement.

As now MADC has many establishment and departments where the state government give overall control compared to the time when MADC was originally given the establishment for the first time. And more and more after experiencing self-governance and functions are exercise, the hope for full control over various department in MADC area by the Councils is still proposed and pleaded. Some argument by the Council is that, the problems of the Councils are also merged by the fact that they covered very small populations of ethnic groups, thereby reducing the scope of scale of their operation. The state government departments at the district level can outgrow and elbowed out the District Councils, as the State performed most of their mandated functions, except in Education Department.

Tiabi M.H.,2013 in his Article, '*Local Democracy in North East India (With Special Reference to Mara Autonomous District Council)*', has stated that, "This parallel or dual functions can turn into duplication of work by either of them, and that work which was supposed to be beneficial for the district can be used as a contest between the District Administration and the District Councils which can led to ineffective implementation. This parallel system of the district administration undertaking works through the village councils directly has not led to more decentralization but less of it."And also, state that, "the parallel system has made the state departments and DRDA's enormously powerful, going beyond playing the role of fund releasing to micro-managing the implementation of every scheme through a system of centralized sanctioned approvals of programmes and beneficiary list. In this regard, it is suggested that the key to operationalise of the entrustment of 20 departments orders by backing up with the devolution of funds and the dismantling of parallel structure that exist in the District Council area by full transfer of all departments and bodies relating to these activities to the control of the councils and merger of parallel institutions related to these transferred matters and department including DRDA. The union Government will also need to take similar action with regard to centrally sponsored schemes being implemented in the District Council areas.

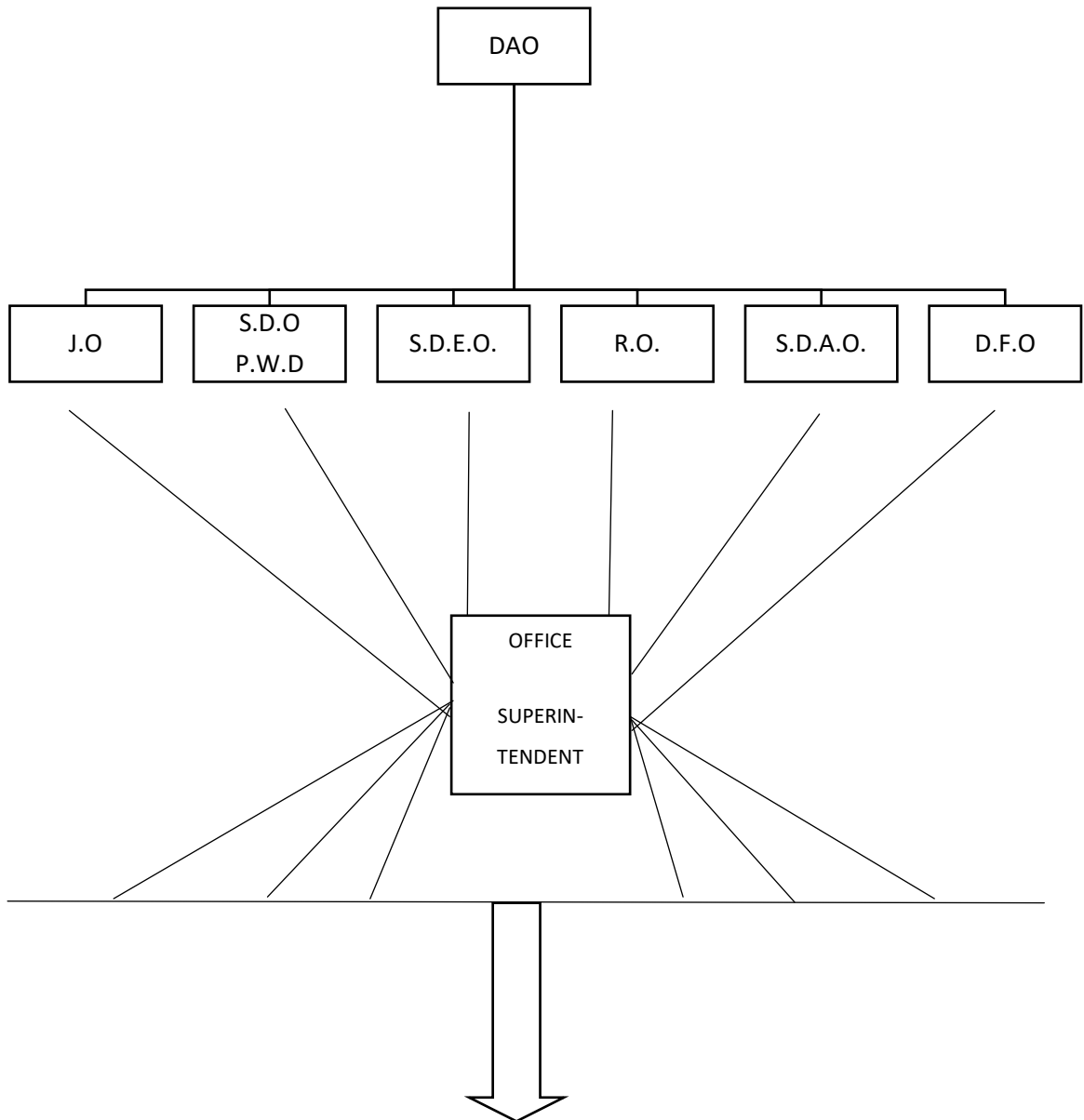
Functions of Field Office of MADC at Tipa

MADC also established it Field Office at Tipa, exercising the powers vested in itself by the Sixth Schedule to the Indian Constitution. Tipa is not only the field office but also the Sub-Headquarters of MADC and it functions under the administration of District Administrative Officer (DAO) and it has been established since the Headquarters was established at 1972.

The Office of MADC, Tipa has about 40 (forty) staff headed by the District Administrative Officer to discharge their duty at efficiency for the smooth functioning of MADC in their area. There are about 41 villages of MADC under the area of Tipa administrative section. The Office of MADC at Tipa, act as the Sub-Headquarters as well as the main Field Office in MADC and it function under the supervision of the Headquarters. The Officer in-charge of the area, that is,the District

Administration Officer (DAO), is the overall Head of Departments of different Wings at the Field Office. All communications from the Field Station to Headquarters are hand back by routed through him. The DAO and his staff represent the same hierarchical structure of governance in a typical way as others Office functions in the rest of the State or Union.

Chart-1: Organisational Structure Of MADC, Tipa



Law&Judicial Dept.	P.W.D.	Education & Human Resource Development Dept.&Adult Education Department	Local Administration Department & Revenue Department, Social Welfare, Sport & Youth Services	Agriculture/ Horticulture/ Sericulture Department	Environment & Forest, Soil and Water Conservation Department
1. J.O.	1.S.D.O.	1. S.D.E.O.	1. R.O.	1. SDAO	1. DFO
2.Pesker	2. J.E.	2.O.S.	2. A.R.O.	2. AEO	2. FRO
3. PSI	3. L.D.C.	3. CEO	3. A.S.O.	3. AAI	3. RO(s)
4. LDC	4. Peon	4. CAEO	4. H.A.	4. UDC	4.Dy. Ranger
5. Peon		5. UDC	5. UDC	5. LDC	5. Forester
		6.LDC	6. LDC	6.R/Sevak,	6.R/ASSISTANT
		7. Peon		Etc	7. F/ Guards

The Sub-Headquarters had under its wings various departments like Education Department, Land and Revenue Department, Environment & Forest Department, Local Administration Department etc. The Sub-Headquarters departments function under one roof as different branches except Educational Department which have its own establishment infrastructure nearby the Main Office. According to the staff the lesser number in the department is due to inconvenient building space. As of now the new building for the Sub-Headquarters Office was constructed and almost ready to be used fully. This make an assurance that the Sub-Headquarters Office will be more refine in the near future.

Acts, Rules & Regulations under the Sub-Headquarters

The following are the Acts, Rules and Regulations for the concerned Departments under the Sub-Headquarters are vested with certain Rules and Powers by the MADC and it can exercise and impose in its jurisdiction as per the requirement-

1. House Site Act, 2013.
2. The Lakher Revenue Autonomous District Council (Land & Rev) Act, 1973.
3. Professions, Trades, Calling & Employment, Taxation Regulation, 1993.
4. Animal Control Act.
5. Agricultural Land Settlement Act, 2011.
6. MADC Public Health and Sanitation Rules, 2012.
7. MADC Market Management Rules.
8. MADC Market Regulations, 1997.

Other Establishments

As mentioned earlier there are not much Field Establishment outside the Headquarters rather than the Sub-Headquarters, Tipa in MADC. The one that can be said as Field Establishment is at Vahia village, where there are about 5(five) staff with RO as it Head, with 2(two) Surveyor, 2 (two) Forth-Grade and one clerk.

The Forest Department in MADC is the having most functional activities in the Field Establishment and the area of their establishment are called Forest Range, and it is also the only Department in the Sun-Headquarters with separate functioning head called Range Officer (RO), and the present RO at Tipa is S.Rakhai . The Sub-Headquarters has few Field Establishment as Range in its jurisdiction like Tuipang Range, Phura Range, Tawngkawlawng Range etc.

So, the Field Offices in MADC are as shown in this chapter, and if there is any new field establishment in MADC during or after this study proper documentation

and arrangement is made it will surely benefit the District Council in better evaluation of functioning of Field Offices in MADC

CHAPTER-4

HEADQUARTERS-FIELD RELATIONS IN MARA AUTONOMOUS DISTRICT COUNCIL

As stated earlier, the location or place of a given area where its supreme government or administrative direction and control was drafted or given out over the entire area is known as “Headquarters” and the rest of the area is called the ‘Field’ establishment (FE) or field offices. The Headquarters of MADC as mentioned before is located in the town of Siaha, which is the capital town of MADC. Siaha town also serves as a District Headquarters during time of Pawi-Lakher Regional Council and the erstwhile Chhimtuipui District Headquarters as well. At present MADC also being as one of the districts in Mizoram, its Headquarters at Siaha also act as the district Headquarters for the State Government agencies within the district, the point is particularly mentioned because of the presence of the dual parallel governance within the district, one by the Councils as an autonomous and the other by the State Government through their own respective agencies, and this dual functioning is not only in the Headquarters, it covers the whole district including Field Establishment or agencies.

The Headquarters and Field relations in administration require the study of decentralisation of powers between the centermost and its units. “The achievement of social change and general economic growth requires a spreading of effort so that the local communities and individuals can participate, to bring under ideal conditions, energy, enthusiasm and most important of all local initiative to the working out of local development activity”.¹ “If government needs to retain certain key functions and responsibilities at the centre, others can only be discharged satisfactorily in the field. The need for direct contact with the people compels a strong argument for decentralisation.”² A wide measure of decentralisation has become the aim of developing government. Hence certain factors in deciding what to decentralise and

¹Maddick Henry, *Democracy, Decentralisation and Development*, Asia Publishing House, Bombay, 1963, p.24.

²*Ibid*, p. 25.

how far to decentralise depends on merit consideration. Certainly, the utmost services for democratic government stand in need for an organisation outside the Headquarters if the work is to be implementing. The intensity to that the government have being equipping to decentralise will turn upon its confidence in the unity of the country and in the ability of those in the field whose judgement will have to be relied upon.

“The decisions regarding decentralisation will turn, also, upon problems of supply and demand. On the supply side once, finance has been provided for a particular programme, problems arise of finding staff and often, equipment to carry out the work. If the number of trained competent staff is few, they should be stationed in the headquarters of the department or agency. They have to plan activities, conduct research and training at the centre. Outside the headquarters the staff may be adjusted in peripheral as per their technical ranking, qualification or nature of service”.³The Field Offices may be brought into existence either by a legislative enactment or by administrative order.

Field Office of MADC

The structure of MADC Field Offices at different geographical sites are considered to be having various subjects under its Wings like-

- 1) Law and Judicial Department
- 2) Public Work Department (P.W.D.)
- 3) Education and Human Resources Development
- 4) Adult Education Department
- 5) Local Administration Department (LAD)
- 6) Revenue Department, Social Welfare Department

³*Ibid.*

- 7) `Sport and Youth Services Department
- 8) Agriculture Department
- 9) Horticulture Department
- 10) Sericulture Department
- 11) Environment and Forest Department
- 12) Soil and Water Conservation Department

All these Departments or Subjects should be supervised by an Officer of expert at their respective fields as the Head of the Department and the overall functioning in-charge of those Subjects is, the District Administration Officer (DAO). And their relationship with the Headquarters is communicated through the DAO and the Head of the Department with the help of the staff of respective Departments.

In every relationship both parties have to play certain number of roles to keep up with everything to make progress and this apply in Headquarters and Fields relation too, in MADC Headquarters need to act as mother for her field establishment because the Headquarter is vested with enormous functions and of manpower and the field had only limited areas for their jurisdiction and also under the guidance of Headquarters.

As the central station Headquarters has a bulge of workloads so, it was provided it with numerous manpower in their respective requisite, and the Headquarters is also domain by the Executive Members with their portfolios and offices and so the task is carried on by their supervision. So due to heavy workloads and engaged shift the Headquarters can oversight the needs of the Field requirement, that is when the Field need to act and remind the Headquarters its need and support by making demands and reports so that they can work together in conducive ways. So, experts are needed to be posted in the Fields in order to make such ideas and demands for the beneficial of the district with his supportive units to help him in making such task and job. The

Field in-charge must be active and should be able to influence and encourage his staff to work in a productive means to meet an end.

The Field on the other hand, has control the task of certain geographical area given by the Headquarters in its palm so as defined number of workers to deliver the objective, so the knowledge and ideas may be scarce compared to the Headquarters in various field activities, that is when they need the advice and guidance from the Headquarters as the it plays the mother role. The Headquarters must place and proposed different schemes and formulate certain strategies which will work best for the overall interest in the Fields area according to which the Field Establishment can take action upon it. And the Headquarters must make representative who visits its Field Establishment often on certain basis of time, to tend their needs and to analysed action needed for that areas and must report back to the Headquarters, so as, the Headquarters can make an arrangement and take necessary steps to review and implement such proposals.

At every district, Headquarters plays very important role in the overall functioning of the whole district. Siaha is the capital town and seat of MADC. MADC is divided into two administrative Divisions viz., Siaha Sub-Division and Tipa Sub-Division. It is also divided into two Rural Development Blocks, namely Siaha R.D. Block and Tipa R.D. Block. And the Sub-Headquarters Office of MADC is located at Tipa. The parallel system of government in the Headquarters also present in the Sub-Headquarters of MADC at Tipa too and this apply to the whole district, which functions in the form of B.D.O. Office who act as the machinery of State Government in disposing certain developmental and non-developmental work under the authority of District Commissioner Office in the District Headquarters.

As mentioned before there is not much Field Offices Functioning outside the District Headquarters rather than Tipa which is also A Sub-Headquarters of MADC, there is one other establishment at Vahia but with limited workforce and personnel. But Forest Department have different Field establishments, called Ranges, in different geographical sites of the district area like *Phura Range*, *Tawngkawlawng Range* etc. the main Field Office functioning outside the Headquarters of MADC, the 'Office Of MADC, *Tipa*' (Sub-Headquarters of MADC) functions under District Administrative

Officer (DAO) is H.C. Lalawmpuia. The DAO at the Sub-Headquarters is in-charge in the overall administrative functions and the Head of the Department in Sub-Headquarters, Tipa. The Sub-Headquarters has been established since the Headquarters was established in 1972. The Sub-Headquarter has under its wings the Departments of Forest, Education, Revenue, Local Administration having about 40 employees and they function under the supervision of Headquarters to implement certain administrative works.

It has been observed that there are mutual Headquarter-Field relations in MADC. However, it has been found that the Headquarters is vested with too many powers and the district itself is concentrated in the Headquarters as all the officials and executive seats are in the Headquarters. Although there are Field Offices functioning in MADC, the posting in Field Offices has become a difficult task as it has always been declined by the employees because of their reluctance to work in the remote villages while most of the works, according to their view, are concentrated in the Headquarters and get things done from there.

Those who are working in the Field Offices also stated that there is not much work in the offices due to retention of powers in their hands by the different Departments in the Headquarters. Despite all the adverse statement, the concern between Headquarters-Field relations is that the Field Offices charged the Headquarters for negligence, whereas the Headquarters reprimand the Field Offices for non-performance and lack of demands.

Even though the relationship between Headquarters and Fields are not in such a bad shape but the improper communication can lead to many disadvantages in developmental work and also the means of the establishment itself. As for the field Office at Tipa, due to absence of workloads many materials like manpower is wasted and which is not very advantageous for MADC. The Field Establishment represents MADC at the grassroots level for its people and if the Field does not function fully with determination it declines the whole district from developing itself.

The Headquarters cannot just overlook the needs of the Fields due to their inactivity as they play the hands of the District Councils. As well as, it is not the only

duty of the Headquarters to look after the Field Establishments and their activities because as the main office and base of operations the Headquarters has its handful of works so the here come the importance of the Fields representative and its staff to help the Headquarters for the beneficial of their areas.

The functioning and development of MADC depends on the hands of the Executives and higher officials who must try to look into the Field Offices functioning outside Headquarters and should visit them, at regular intervals, to create inspiring schemes and works for the employees to the benefits of the District Council. If more officials of higher grade are posted in the Field Offices, it will make much difference in the pattern of the on-going relations between the Headquarters-Field relations in a positive way. The Field's offices, in turn, should try to make more advancing demands for further development and initiatives should be taken by them to create more administrative functions to be at their hands for the overall benefits of the District.

CHAPTER-V

CONCLUSION

District is the basic territorial unit of administration in India, and 'district administration' is the total management of the public management with this Unit. There are several administrative divisions in India to which the Central Government has given varying degrees of autonomy within the State Legislature which are called Autonomous District Councils. The establishment and functioning of most of these autonomous district councils are based on the Sixth Schedule to the Constitution of India. Article 244 in Part X of the Constitution provides a Sixth Schedule which contains special provisions for the administration of 'Tribal Areas' in the four North-Eastern States of Assam, Meghalaya, Tripura and Mizoram. Mara Autonomous District Council (MADC) is one of such District Councils.

The Headquarters of MADC is Siaha. Being the District Headquarters, Siaha is the seat of District Administration, MADC have its Sub-Headquarters at Tipa Village. Officials of different ranks are posted in the fields to carry out administration as per the direction from District Headquarters. Establishments are created by the district authorities at specific locations for carrying out administrative and developmental works at the grassroots level. As the District is the principal Administrative Unit below the State, MADC is among the three Autonomous District Councils in Mizoram. Headquarters receive instructions regarding policy directly from the higher authorities and it is passed on to the Field Establishments (FEs) for implementing the same. Thus, the Headquarters acts as the head whereas Field Establishments act as the hand

The study has been concentrated on Mara Autonomous District Council with emphasis on Headquarters-Field relations. It covered the organisational structure and functional aspect of headquarters and Sub-Headquarters of MADC and then focused on the relations between Headquarters Offices and those Field Offices functioning in other places outside the District Headquarters.

The whole study is divided into five chapters:

The *first chapter* has introduced Mara Autonomous District Council, its origin and how it was established and then dealt with the importance of district administration and the Sixth Schedule to the Constitution of India.

The *second chapter* has studied the concept and definitions of organisations and organisational structure and also of the organisational set-up of the District Headquarters at Siaha to carry out enormous powers and various subjects under its control. There are about 28 subjects which functions under the administrative control of MADC in the Headquarter.

The *third chapter* has investigated into Field Offices and their functioning in Mara Autonomous District Council. Different Wings of the Field Office located at Tipa also known as Tuipang, the Sub-Headquarters of MADC, function under supervision of Headquarters, each headed by an Officer and his/her staff to dispose the works created by the Headquarters and for the benefits of the district and their administrative areas.

In the *fourth chapter*, the researcher has examined the Headquarters-Field relations in Mara Autonomous District Council.

The *fifth chapter* is the concluding chapter which has brought out the summary and findings of this research with suggested measures to MADC for smooth and effective functioning of Headquarters-Field relations for development and better achievement of goals.

For the study, both primary and secondary sources of data are used. Primary data are collected through unstructured personal interview from the Executives and Employees of the Mara Autonomous District Council (MADC) and from concerned persons. In addition, secondary data are collected through books, journals, articles, published and unpublished documents from Mara Autonomous District Council.

Major Findings and Suggestions

District Administration has a vital role in the history of Indian Administration, particularly so, in the recent days with emphasis on decentralisation of planning at the

grassroots level. In other parts of India, the advent of Panchayati Raj marked the first step in providing a new perspective on District Administration with emphasis on development administration. By the way of making efforts to achieve the ground realities, the Governments of different states have considered different models for implementing and strengthening of democracy at the grassroots level through 73rd and 74th Amendment Acts to the Indian Constitution. In some of North-eastern States where the Panchayati Raj is not applicable, justice has been done by the Sixth Schedule to the Indian Constitution and given some administrative reforms to the indigenous tribal people residing in the backward tracts of North-Eastern Region of India.

Mara Autonomous District Council (MADC) is one of the three Autonomous District Councils in Mizoram. In 1954, the Lushai Hills District was renamed as Mizo District and the present Mara Autonomous District was made a part of the erstwhile Pawi-Lakher Regional Council (P-LRC) under the name of 'Saiha District.' When Mizoram became a Union Territory, P-LRC was divided into three districts and 'Saiha District' automatically became part of the Chhimtuipui District of Mizoram which comprised of Mara, Lai and Chakma Autonomous District Councils. When the State Government of Mizoram created other 5(five) new districts, the areas covered by Lai and Chakma Autonomous District were divided into two new districts in 1999 namely Lai Autonomous District and Chakma Autonomous District with their Headquarters at Lawngtlai and Chawngte respectively. Simultaneously, Saiha District also became Mara Autonomous District (MADC) having its own Councils with its Headquarters at Siaha which functions under the Sixth Schedule to the Indian Constitution.

The study has found that the Sixth Schedule to the Indian Constitution has given vast powers to the MADC to enjoy legislative, executive and financial powers within its jurisdiction. In accordance with the provisions of the Sixth Schedule, MADC has enacted various Acts, Rules and Regulations. MADC is also given nominal Grants-in- Aid every year for looking after the District Administration as well as Funds for carrying out developmental works. Besides the Grant-in-Aids, the

MADC's sources of income comprise of Land Revenue, taxes like Taxes on Land and Buildings, Taxes on Professionals, Trades, Callings and Employment etc.

The study has also found that the organisational structure of MADC can broadly be divided into three main organs such as Executive, Legislative and Judiciary. The working of the three organs in the form of Legislative, Executive and Judiciary signify the autonomous powers of the District Council in exercising control over its administered area.

The Legislative Departments functions in a Legislative Secretariat of the MADC Headquarters and calls session and makes necessary arrangements for session of the District Council. The members of the Council hold session once every four months on a regular basis. The Annual Budget of the Autonomous District Council has to be passed by the majority votes by the Council in session. The other duties of the Council in session are to legislate and enact laws and regulations on such powers as conferred by the Sixth Schedule. Bills on laws and regulations passed by the Council in session are sent to the Governor of the State for his assent or approval. To run the affairs of the Legislative Secretariat, the Council in session elects a Chairman and Deputy Chairman whose duties are similar to the speaker and the Deputy Speaker of the State Legislature. The Office of the Legislative Secretariat is looked after by officers and staff headed by the Secretary to the District Council's Legislative. To be precise, this Legislative Secretariat looks after the administrative matters pertaining to the legislative functions of the Mara Autonomous District Council.

The executive functions of the District Councils are vested in the Executive Committees. The Executive Committee is headed by the Chief Executive Member (CEM) but the administrative responsibility of the Executive Committee lies with the Executive Secretary, who is appointed by the CEM. The CEM allocates to the Executive Members, the business of the Council by assigning one or more departments to the charge of an Executive Member. Each department of the district council shall consist of the Secretary to District Council or one Group 'A' officer who shall be the administrative head of the Department.

And there are different departments functioning in the Headquarters as well as in Sub-Headquarters under the MADC and those would be stated below. In exercise of the powers conferred by sub-paragraph (7) of paragraph 2 of the Sixth Schedule to the Constitution of India read with Rules 30 of Mara Autonomous District Council Rules, 2002 as amended from time to time, the following Rules passed by the Mara Autonomous District Council which was approved by His Excellency, the Governor of Mizoram on 13.9.2012 published the general information namely, “The Mara Autonomous District Council (Allocation of Business) Rules, 2011.” These Rules extend to the whole MADC and came into force from the date of its publication in the Mizoram Gazette. Under these Rules, the number three - ‘3.Allocation of Business to Department,’ stated that, ‘the entire business to the Mara Autonomous District Council shall be transacted in the departments of the Mara Autonomous District Council specified in the Schedule and shall be classified and distributed among these departments as laid down therein;’

1. Agriculture Department
2. AH & Vety
3. Art and Culture Department
4. Co-operation Department
5. Environment and Forests Department
6. Finance Department
7. Fisheries Department
8. General Administration and Control Department
9. Horticulture Department
10. Industries Department
11. Information and Publicity Department
12. Land Revenue, Settlement & Taxation Department
13. Law and Judicial Department
14. Legislative Department
15. Local Administration Department
16. Minor Irrigation Department
17. Planning & Programme Implementation Department
18. Public Health Engineering Department

19. Public Works Department
20. Relief and Rehabilitation Department
21. Rural Development Department
22. School Education Department
23. Sericulture
24. Soil & Water Conservation Department
25. Social Welfare Department
26. Sports and Youth Services Department
27. Transport Department
28. Vigilance Department

The functioning of Judiciary Department as another important organ of District Administration signifies the autonomous nature of functioning of the District Council. As per Paragraph 4 and 5 of the Sixth Schedule to the Indian Constitution provides for Administration of Justice in Autonomous areas. Under the above paragraphs, the ADCs are empowered to constitute Courts for trials of cases between parties belonging to Scheduled Tribe Communities. The District Council Court for each district consists of qualified Judicial Officers, designated as Judges and Magistrates who are appointed by the Executive Committee with the approval of the Governor under The Lakher Autonomous District (Administration of Justice) Rules, 1981. Paragraph 5 of the Sixth Schedule to the Indian Constitution provides conferment of powers on the District Council Courts suits or cases under the Civil Procedure Code and The Code of Criminal Procedure and these Courts have been exercising judicial authority, which have been of great service to the people, where delivery of justice is concerned.

At every district, Headquarters plays very important role in the overall functioning of the whole district. Siaha is the capital town and seat of MADC and is situated in the southern tip of Mizoram. MADC is divided into two administrative Divisions viz., Siaha Sub-Division and Tipa Sub-Division. It is also divided into two Rural Development Blocks, namely Siaha R.D. Block and Tipa R.D. Block. And the Sub-Headquarters Office of MADC is located at Tipa. MADC does not have many offices functioning outside the Headquarters rather than at Tipa and Vahia village but

Forest Department have different Field establishments, called Ranges, in different geographical sites of the district area like *Phura* Range, *Tawngkawlawng* Range etc.

The main Field Offices functioning outside the Headquarters of MADC is the 'Office of MADC, *Tipa*' (Sub-Headquarters of MADC) and it functions under District Administrative Officer (DAO) and it has been established since the Headquarters was established. The Sub-Headquarter has under its wings the Departments of Forest, Education, Revenue, Local Administration having about 40 employees and they function under the supervision of Headquarters to implement certain administrative works.

From the study, it has been observed that there is mutual Headquarter-Field relation in MADC. However, it has been found that the Headquarters is vested with too many powers and the district itself is concentrated in the Headquarters as all the officials and executive seats are in the Headquarters. Although there are Field Offices functioning in MADC, even posting in Field Offices has always been declined by the employees because of their reluctance to work in the remote villages while most of the works, according to their view, are concentrated in the Headquarters and get things done from there. Those who are working in the Field Offices also stated that there are no many works in the offices due to retention of powers in their hands by the different Departments in the Headquarters. Despite all the statement, the concern between Headquarters-Field relations is that the Field Offices deprecate the Headquarters for inattentiveness whereas the Headquarters reproach the Field Offices for inattention and absence of demands.

To conclude, the overall functioning and development of MADC depends on the hands of the Executives and higher officials who must try to look into the Field Offices functioning outside Headquarters and should visit them, at regular intervals, to create inspiring schemes and works for the employees to the benefits of the District Council. If more officials of higher grade are posted in the Field Offices, it will make much difference in the pattern of the on-going relations between the Headquarters-Field relations in a positive way. The Field's offices, in turn, should try to make more advancing demands for further development and initiatives should be taken by them

to create more administrative functions to be at their hands for the overall benefits of the District.

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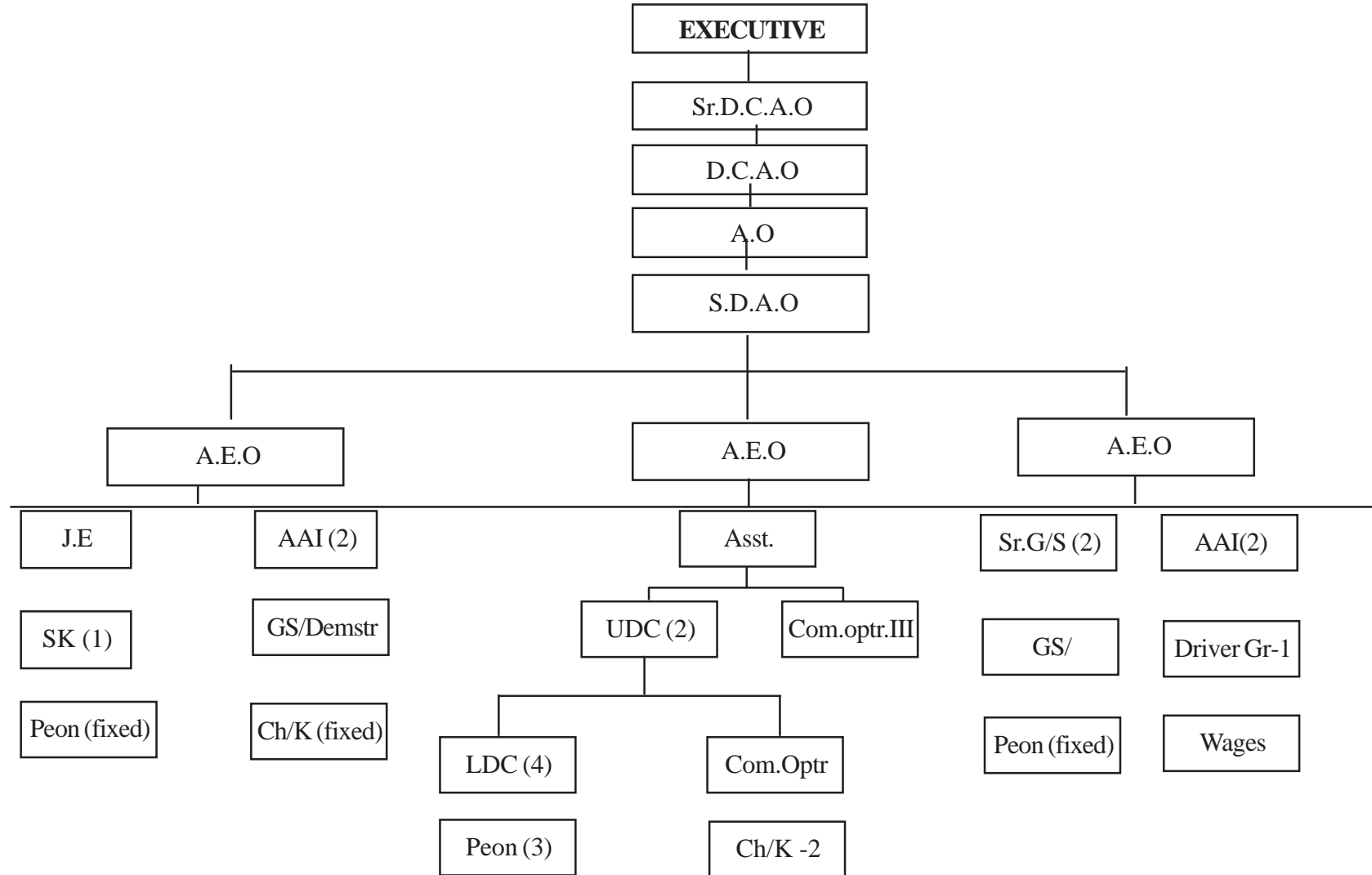
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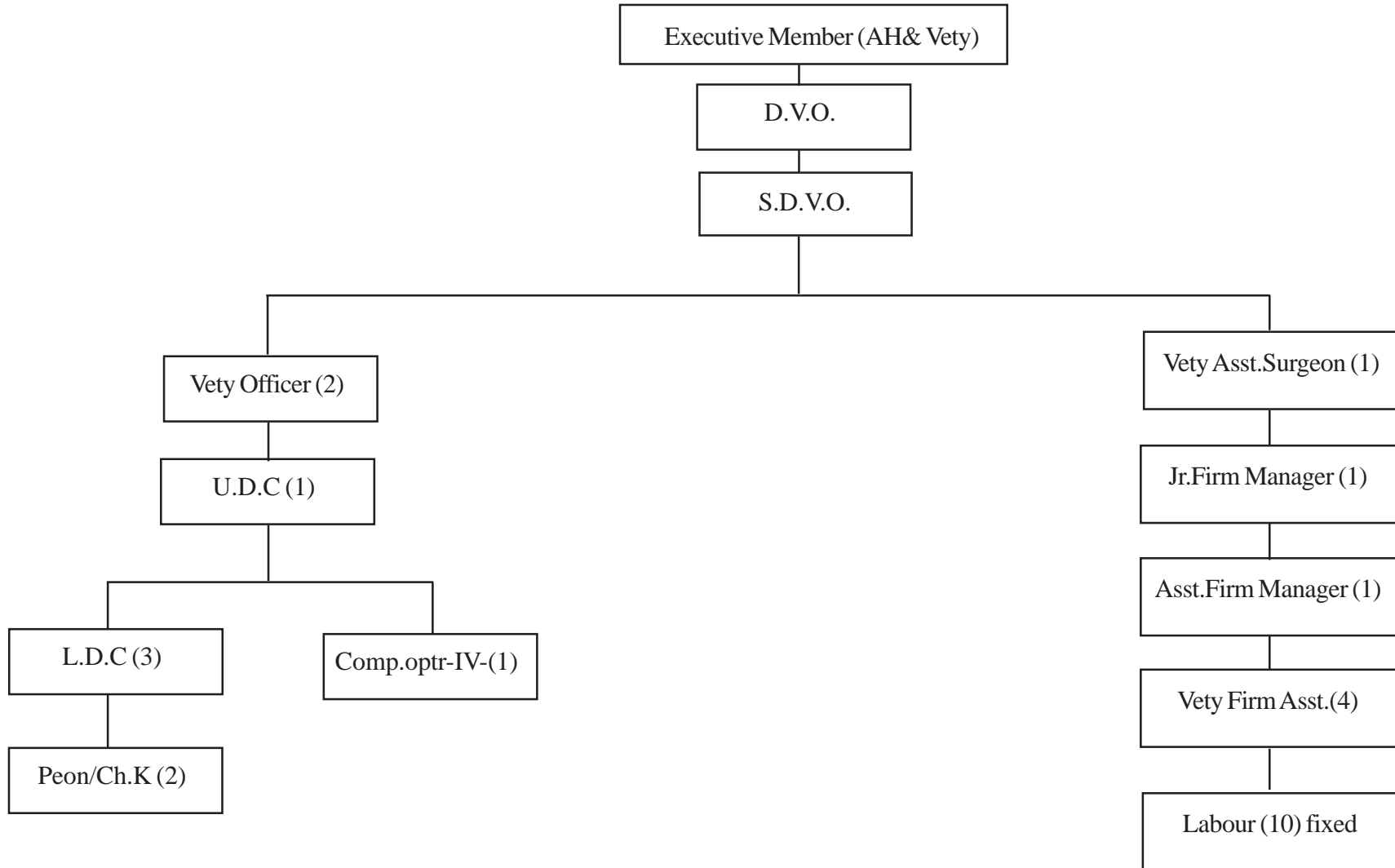
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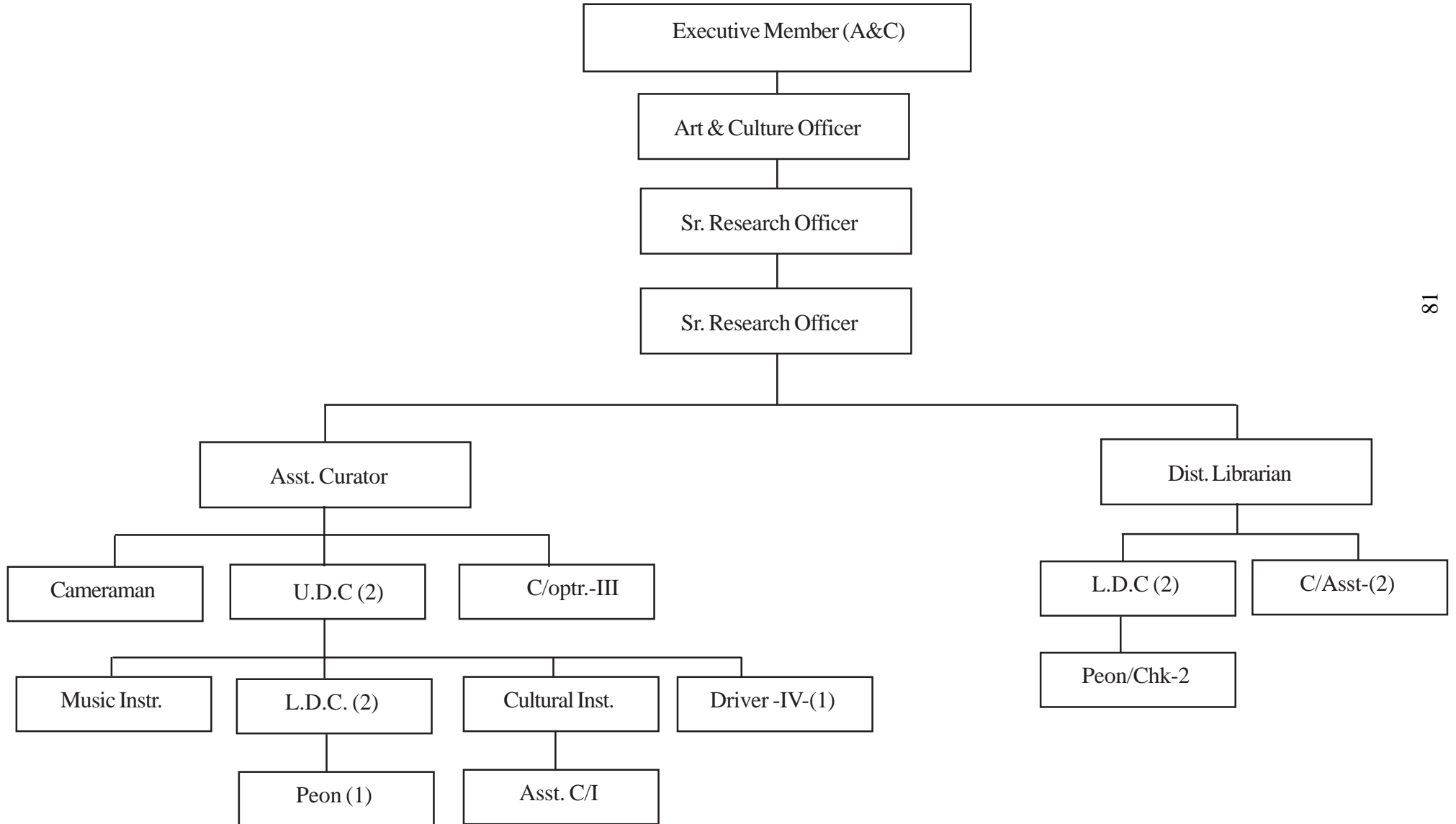
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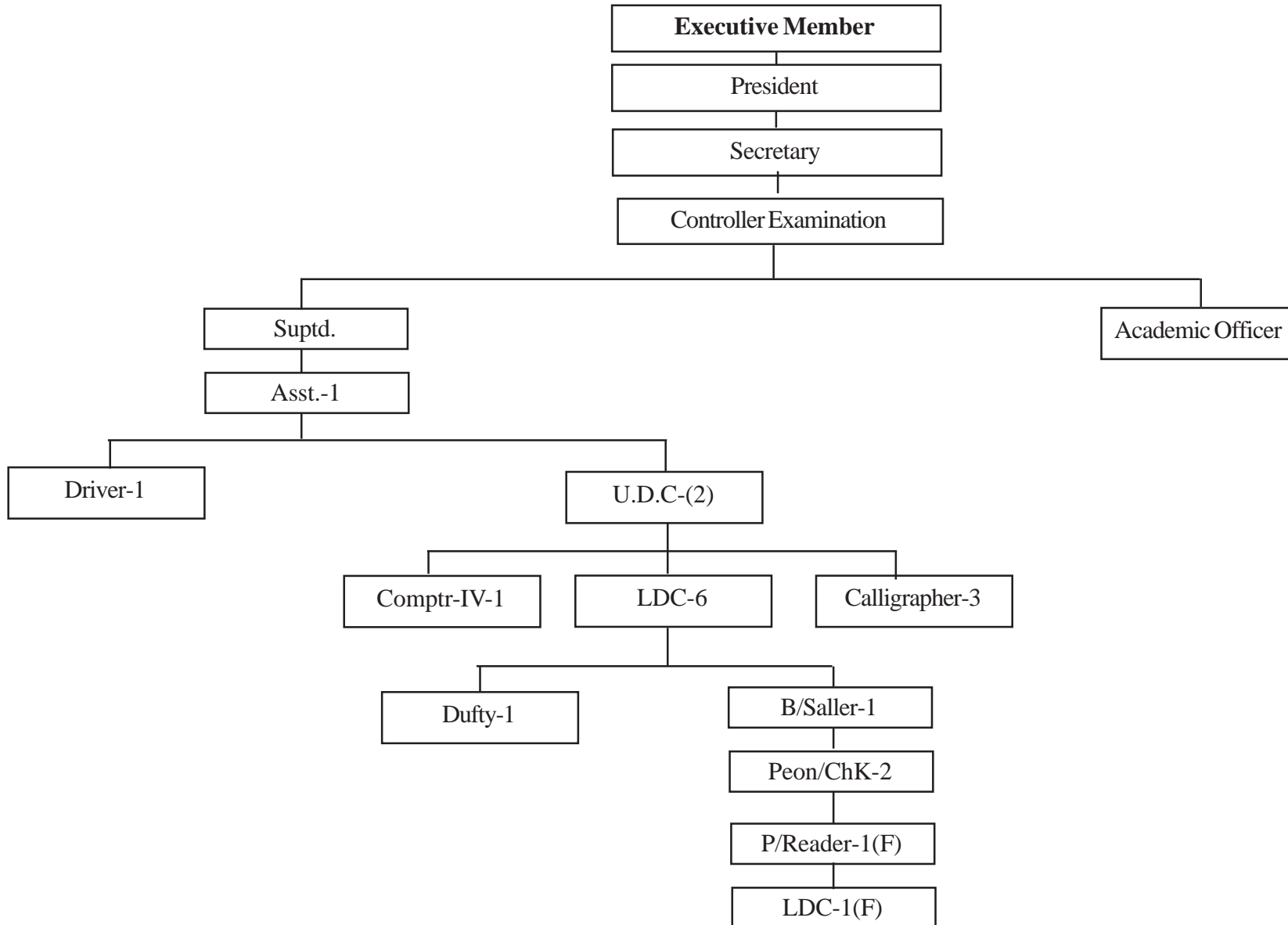
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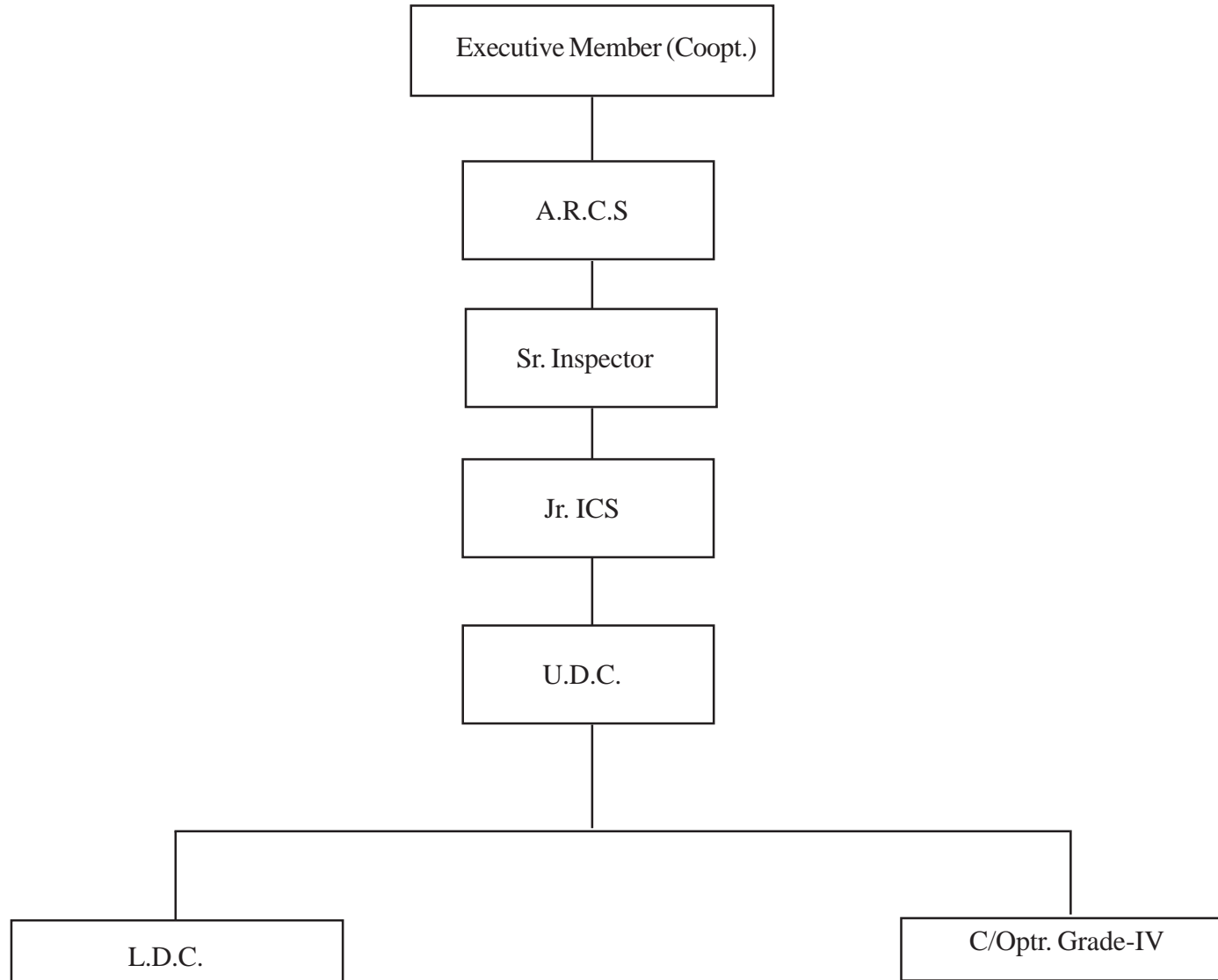
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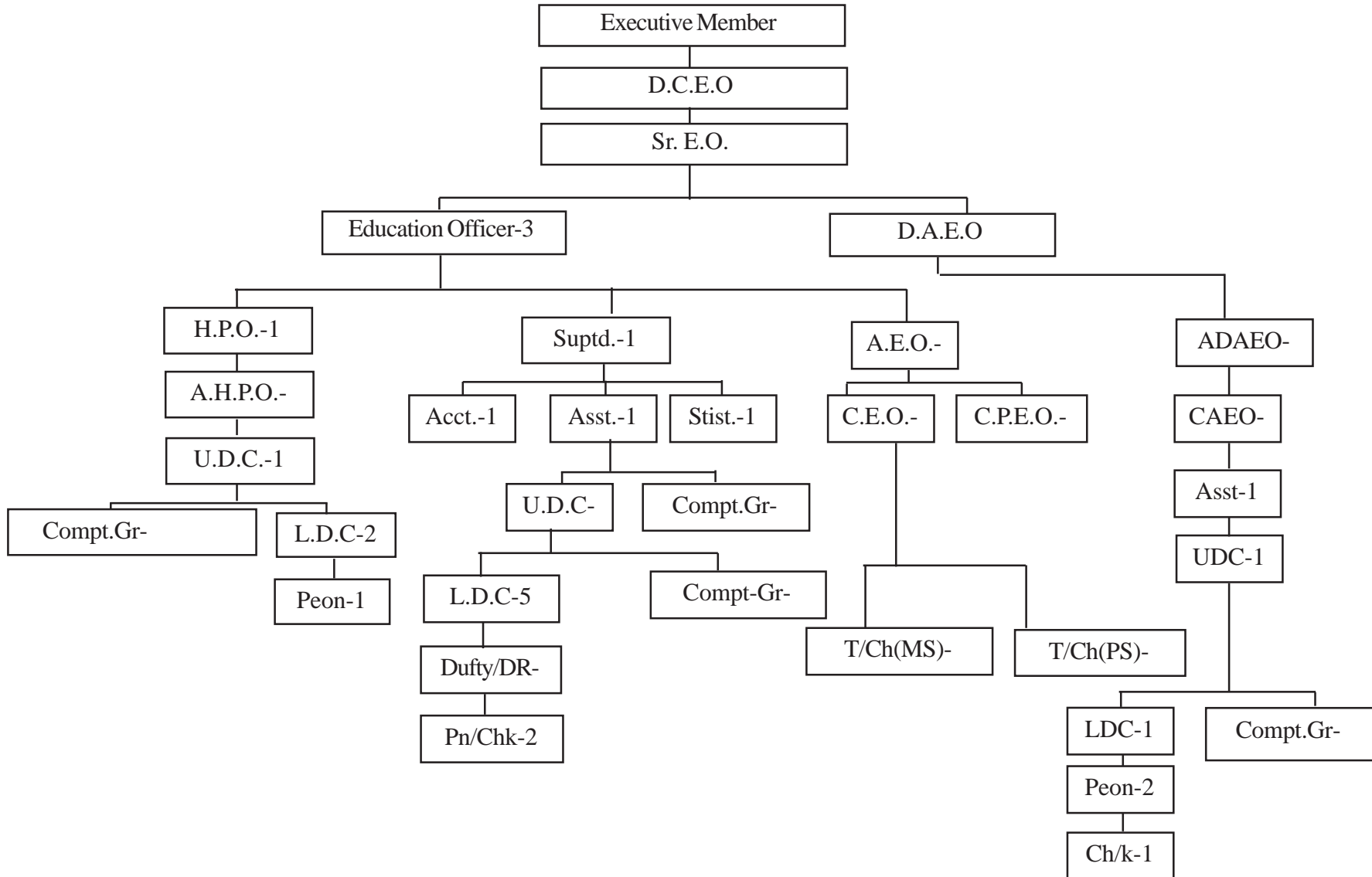
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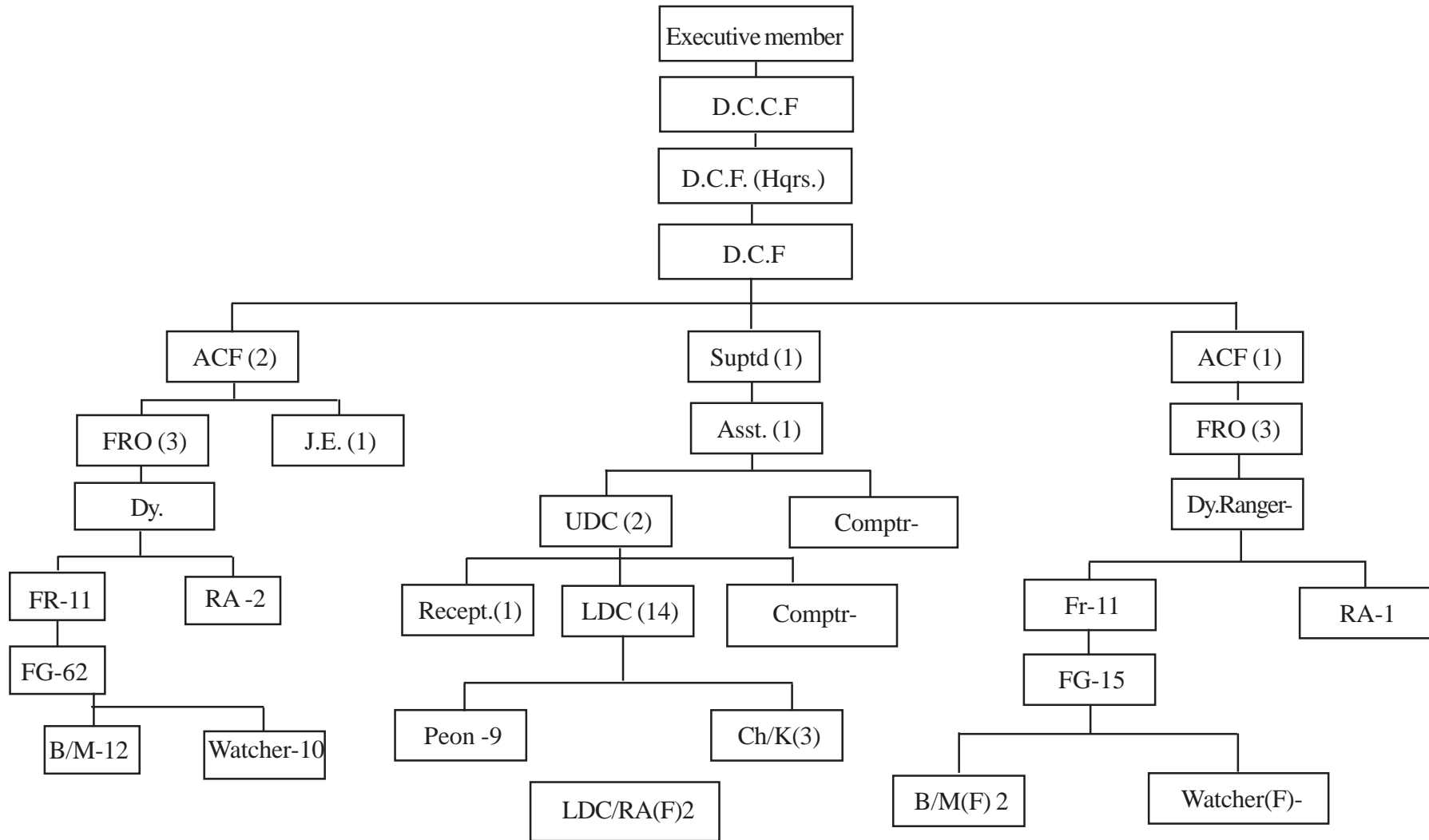
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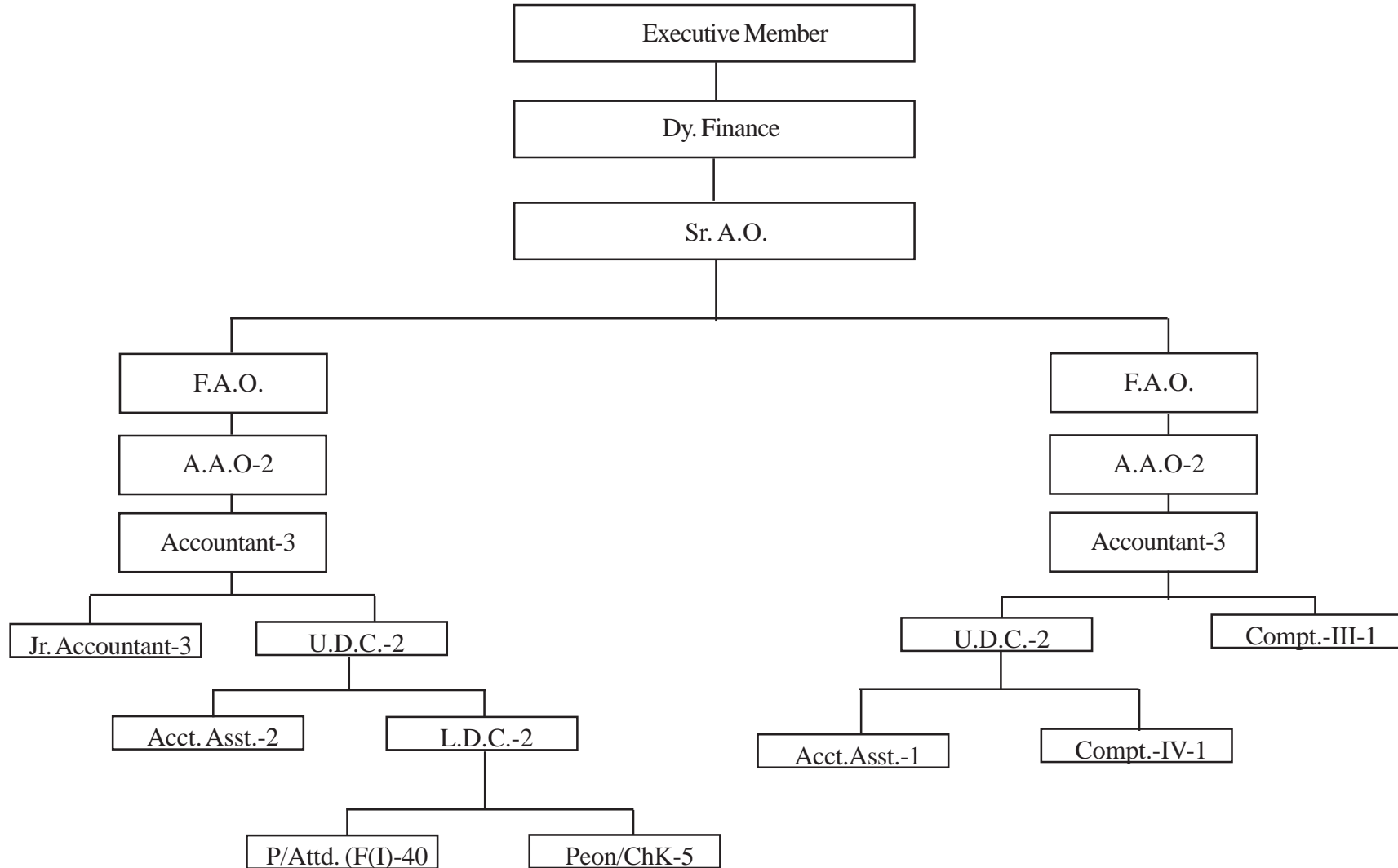
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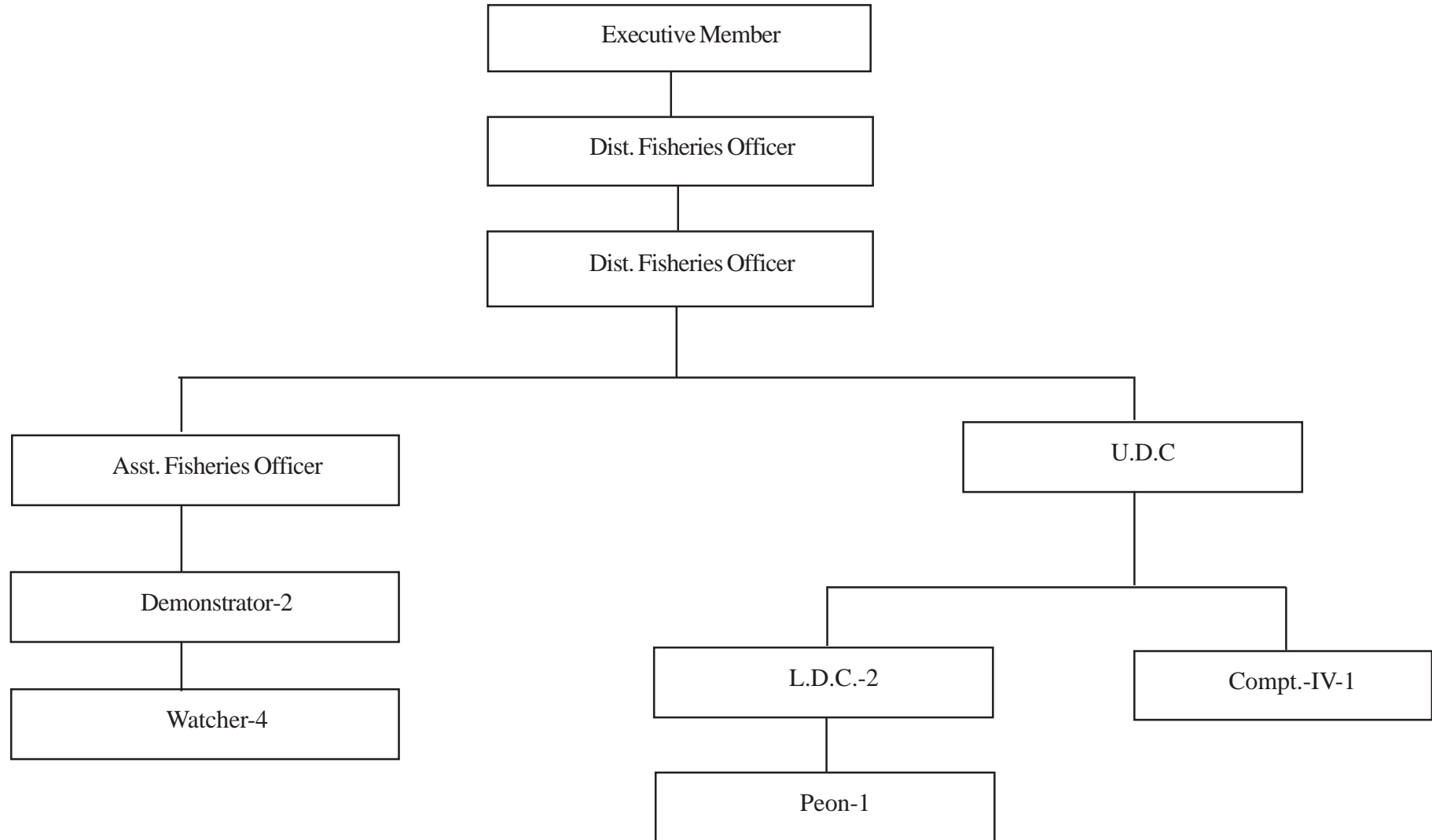
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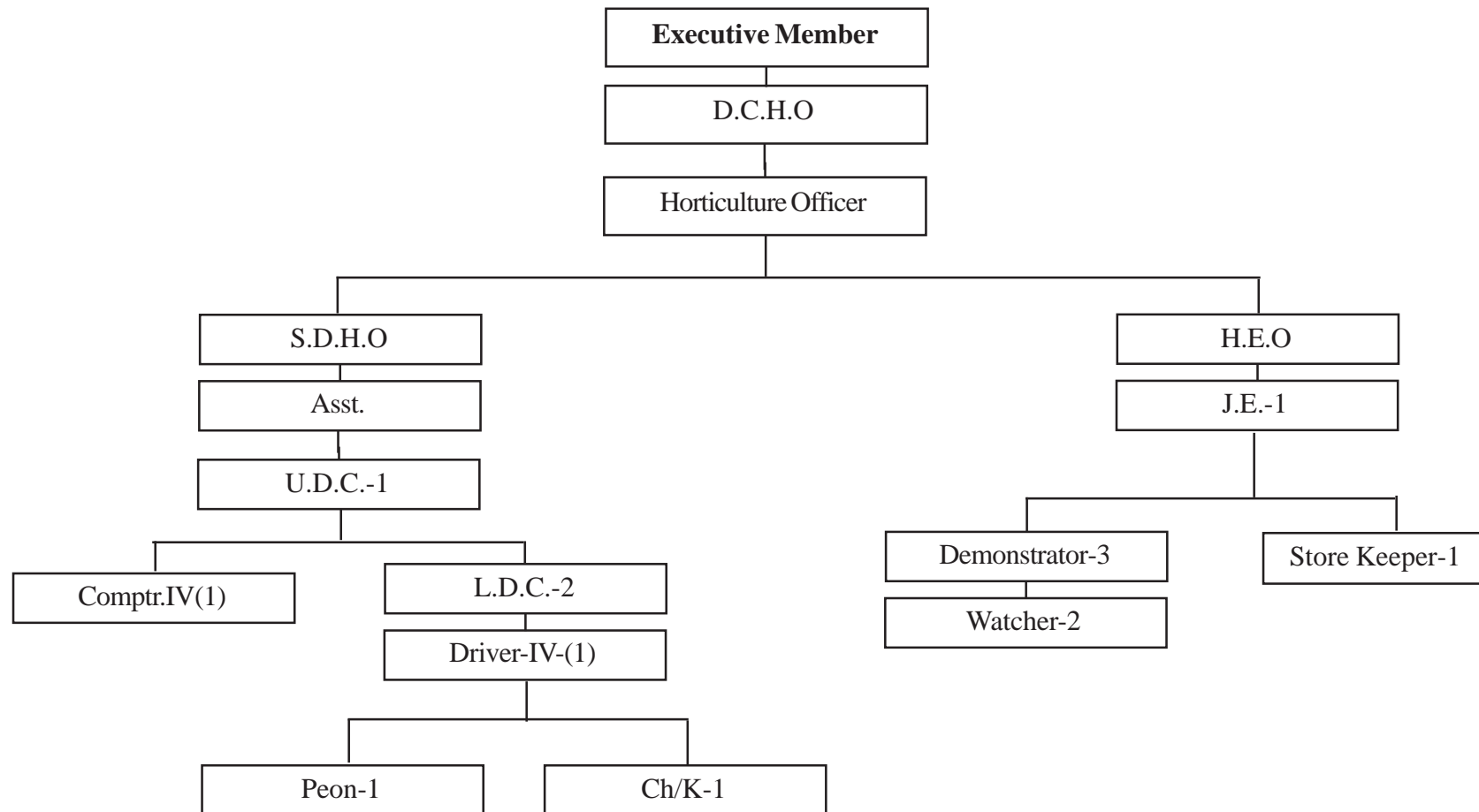


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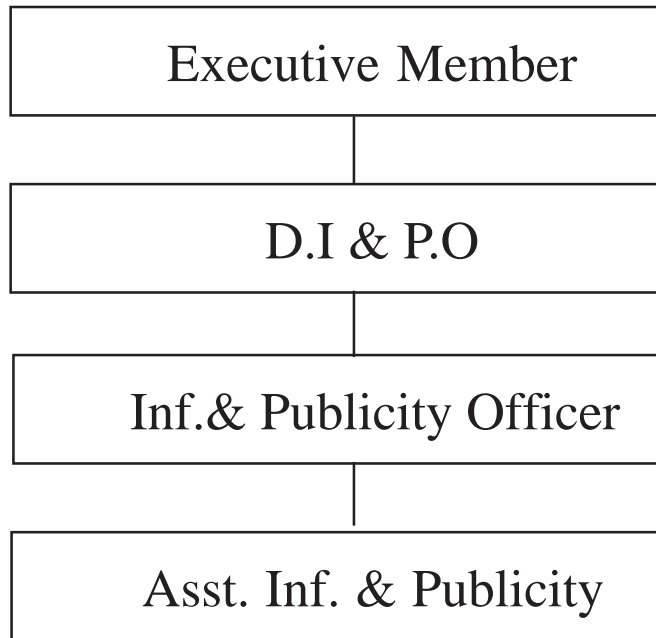


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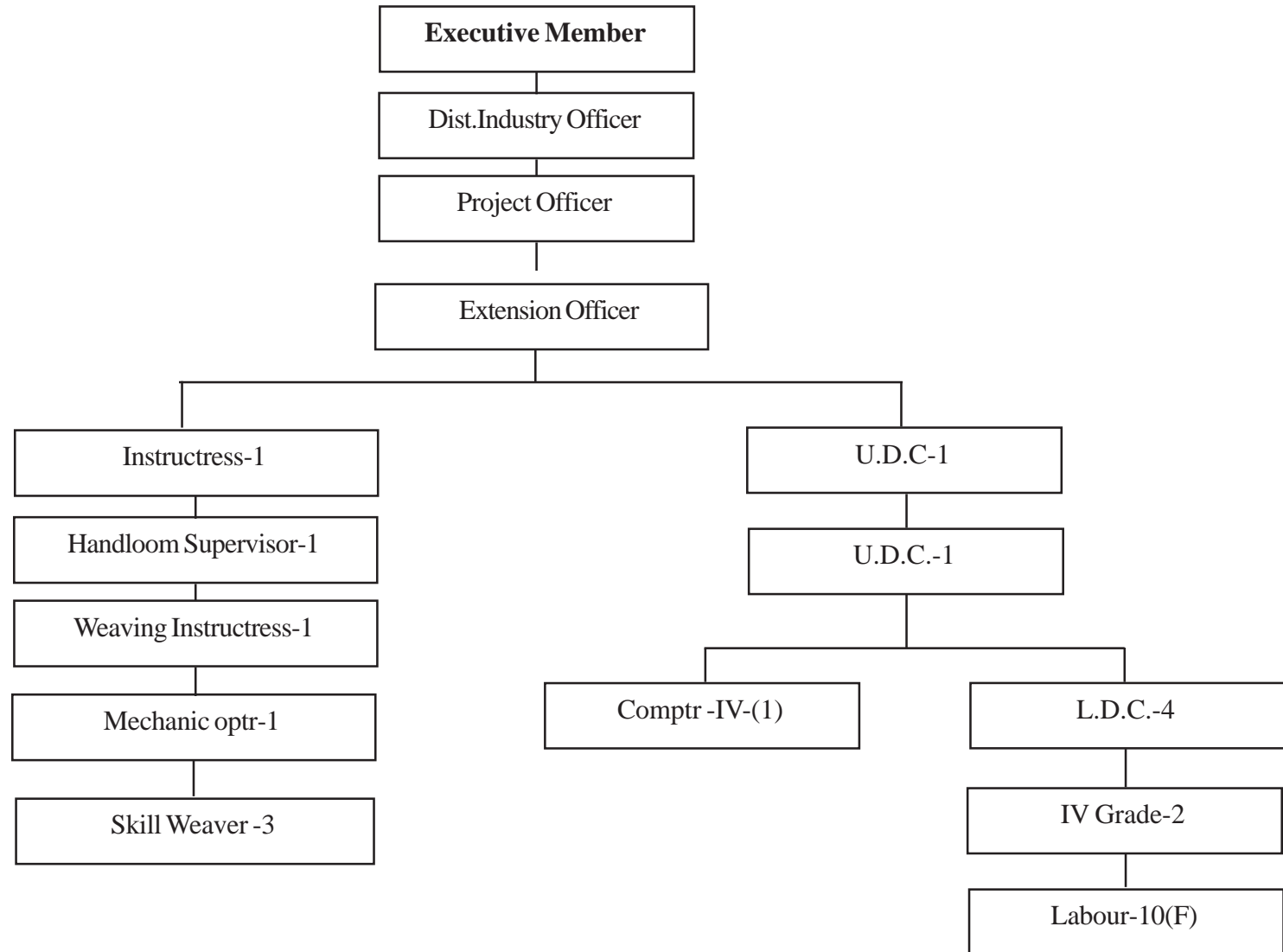
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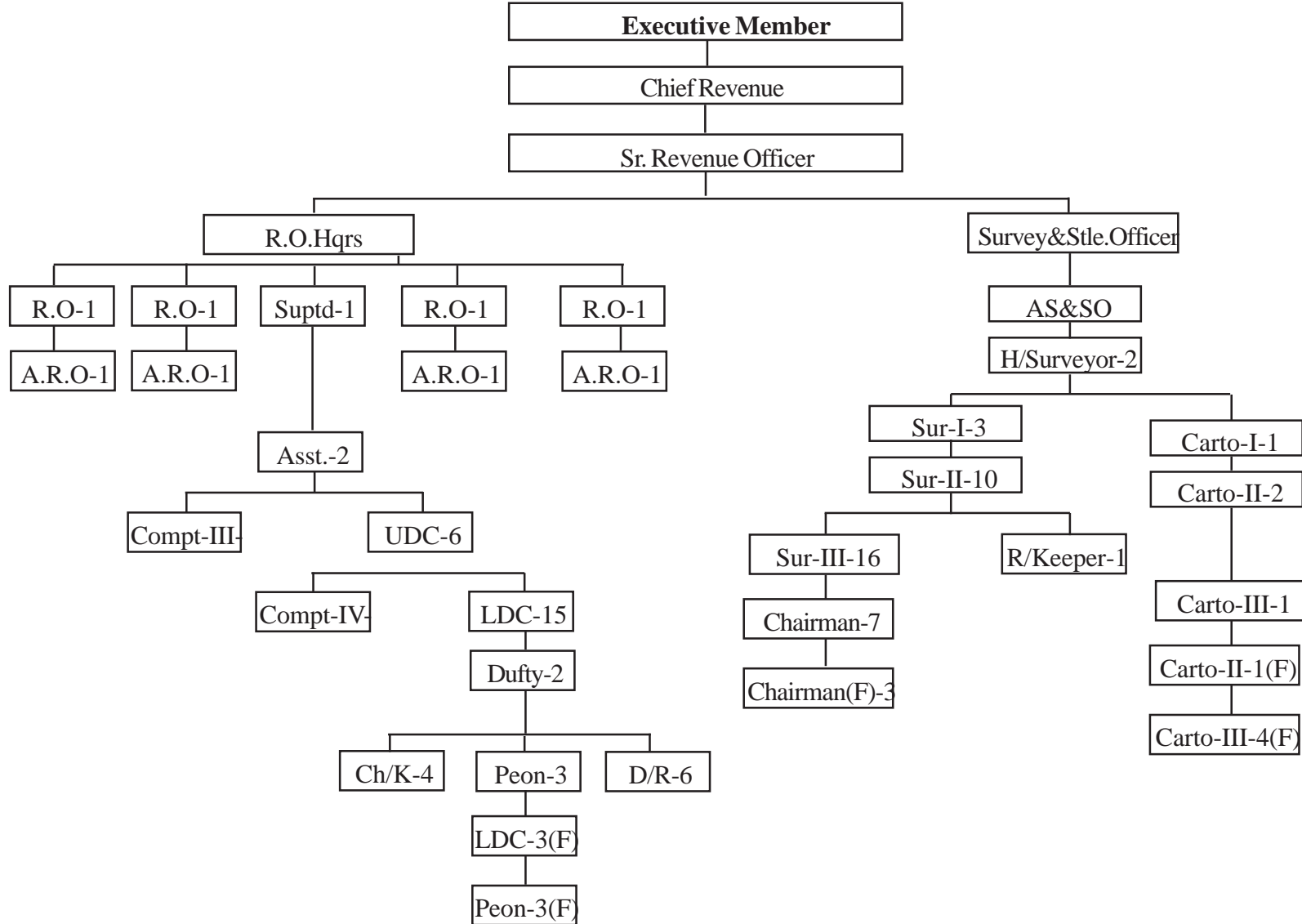
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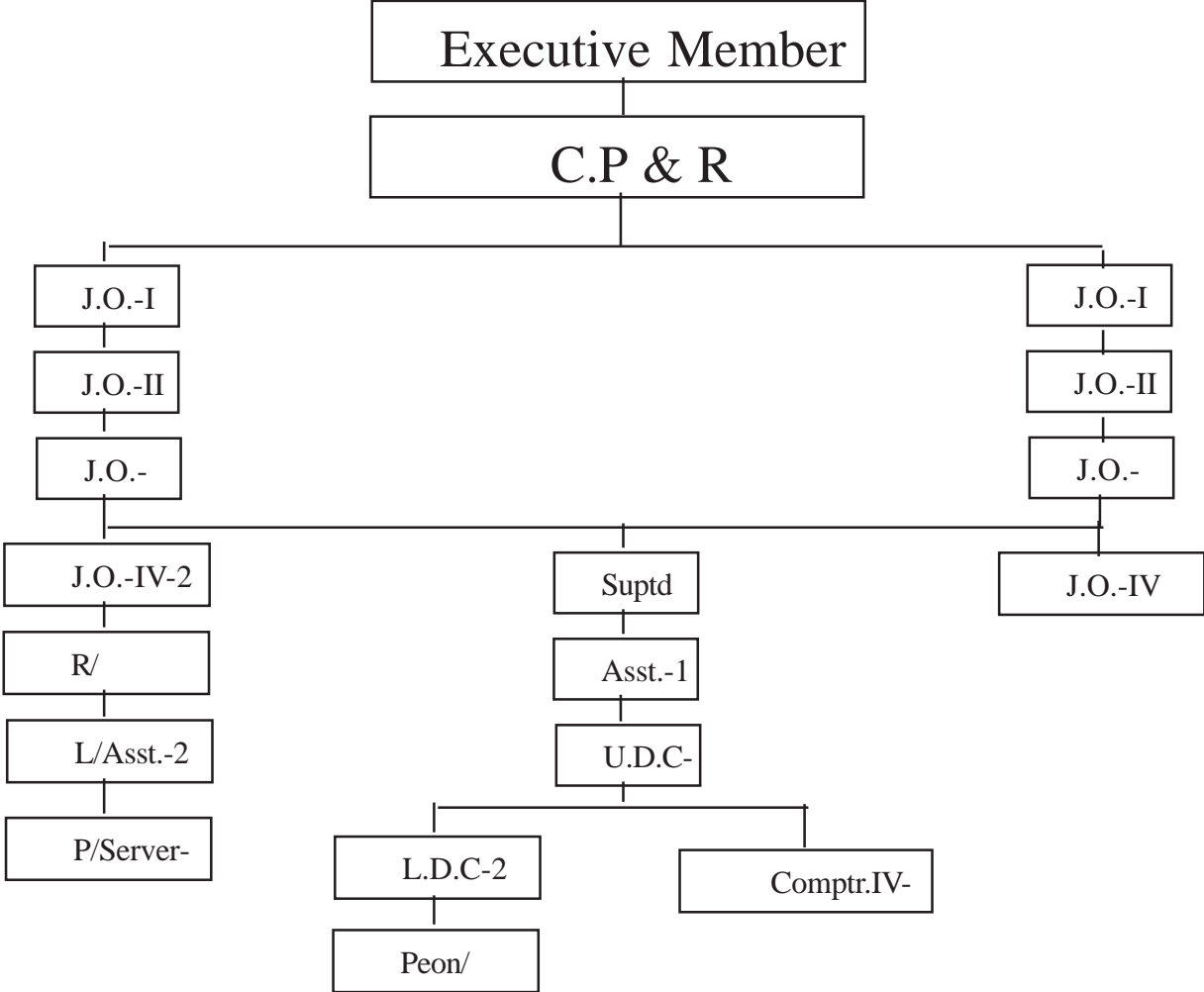
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ORGANIZATIONAL CHART



Name of Department: Law & Judicial Department

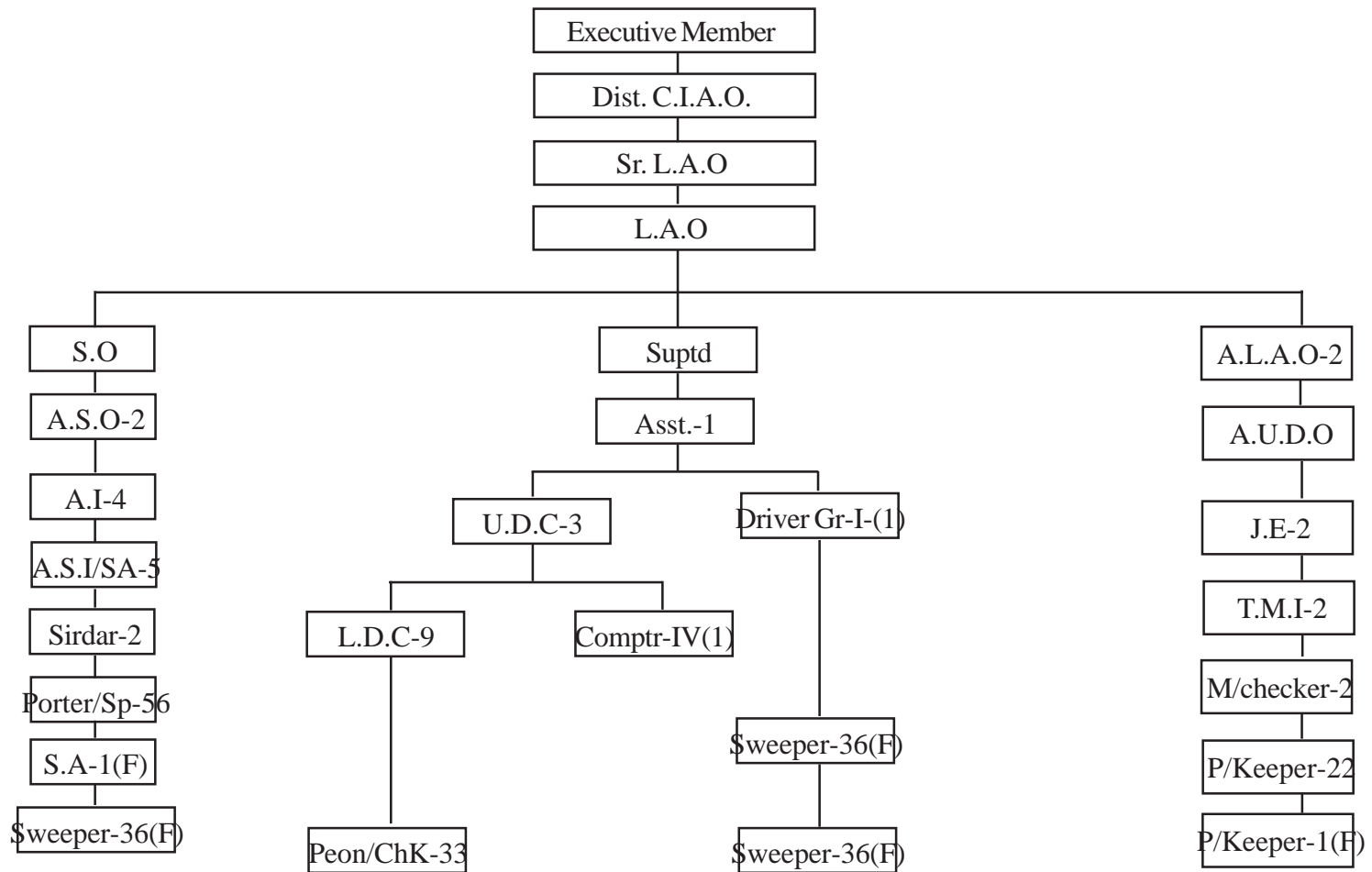
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Appendix 16

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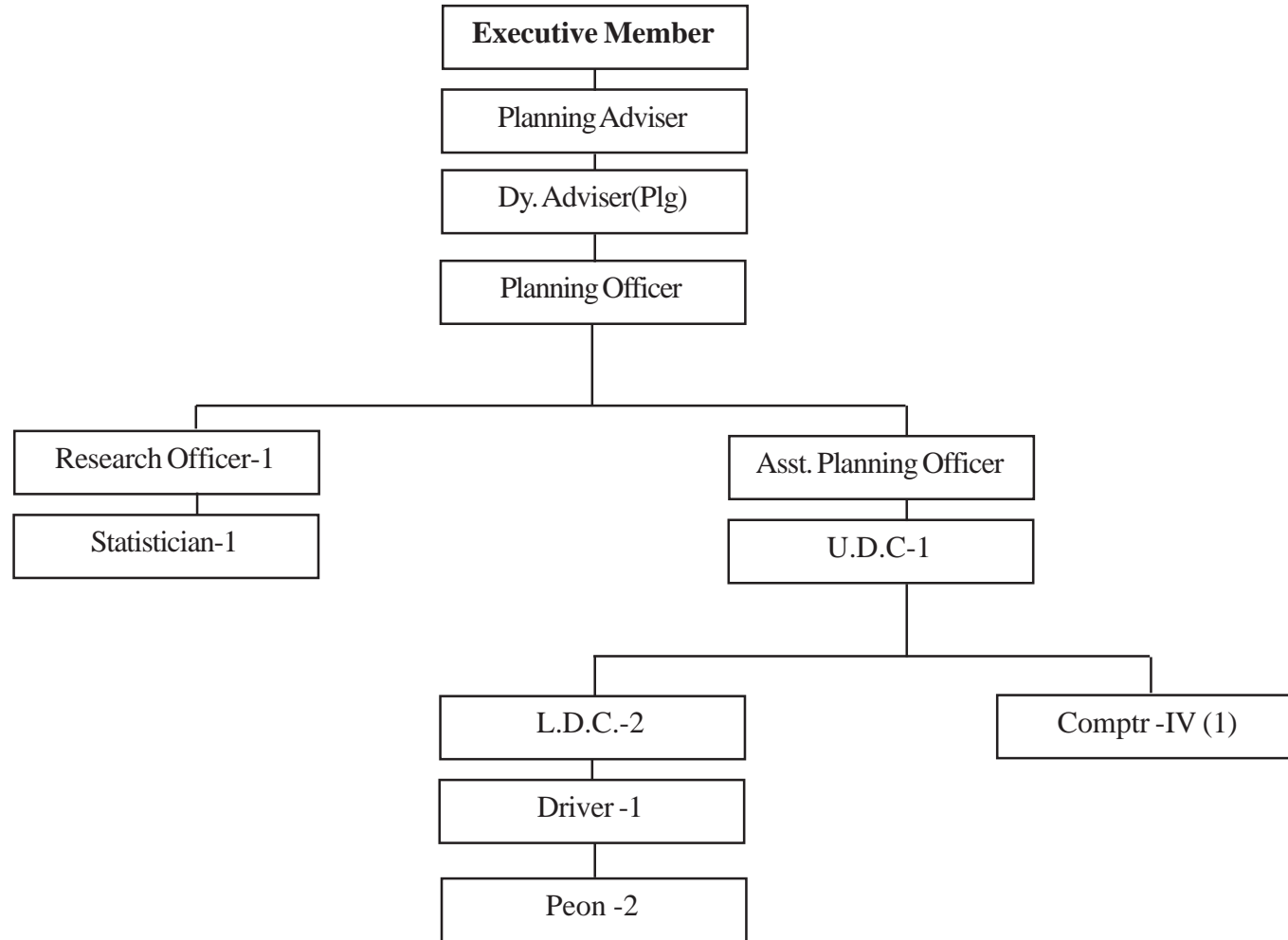
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Appendix 17

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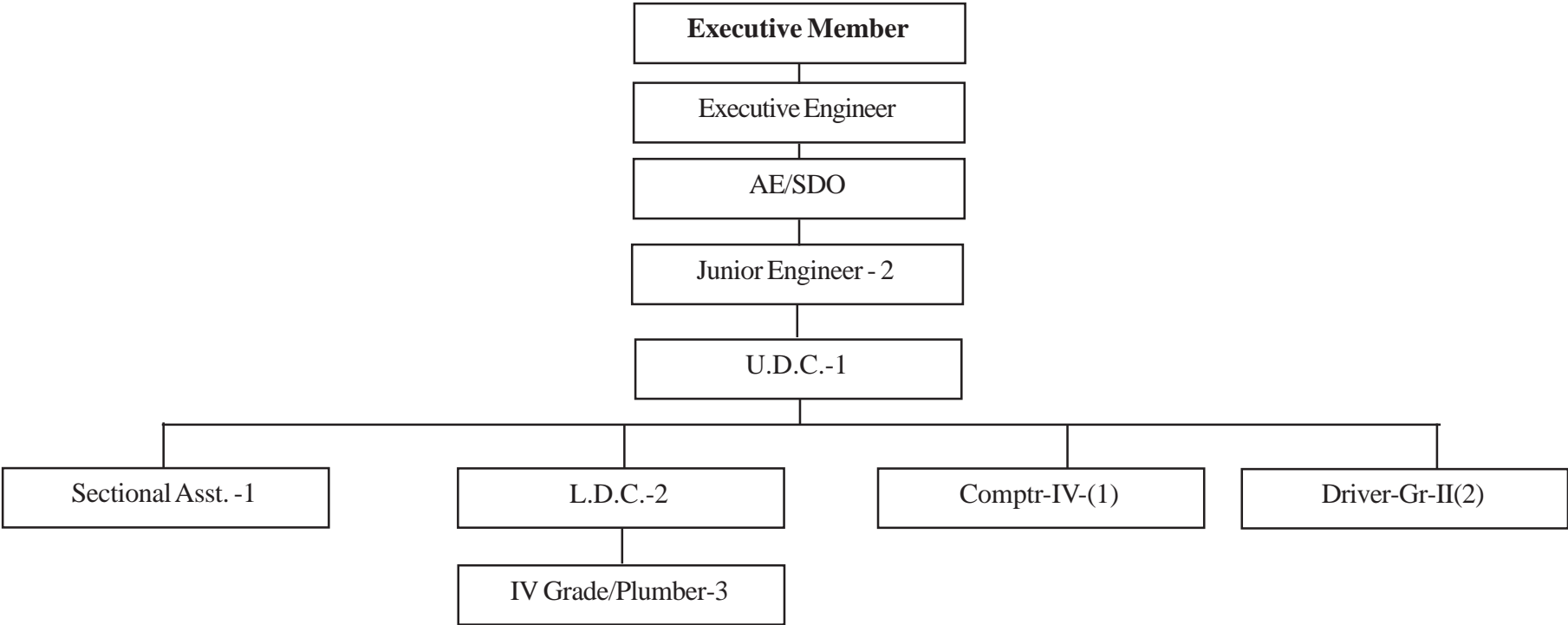
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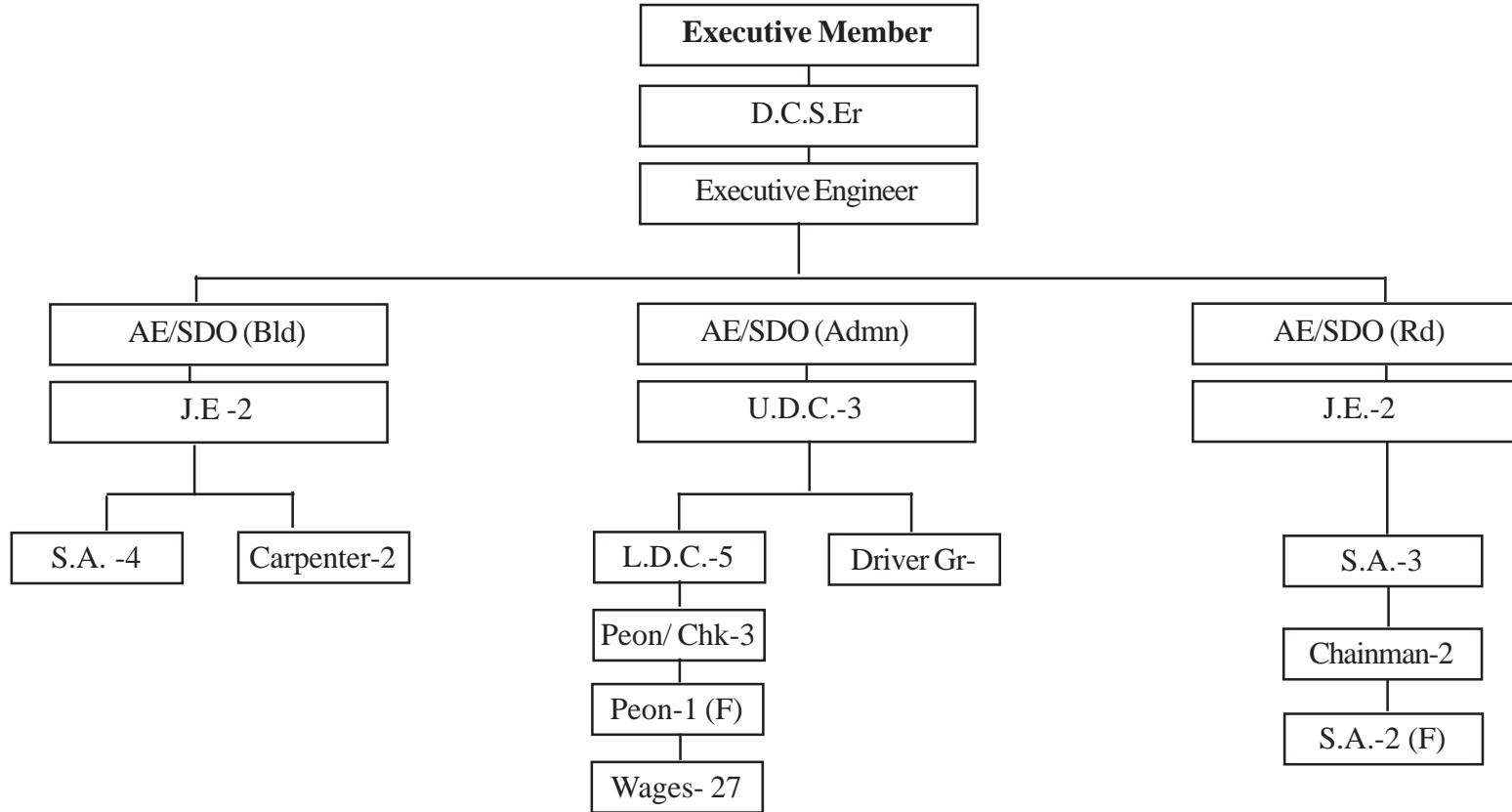
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Appendix 19

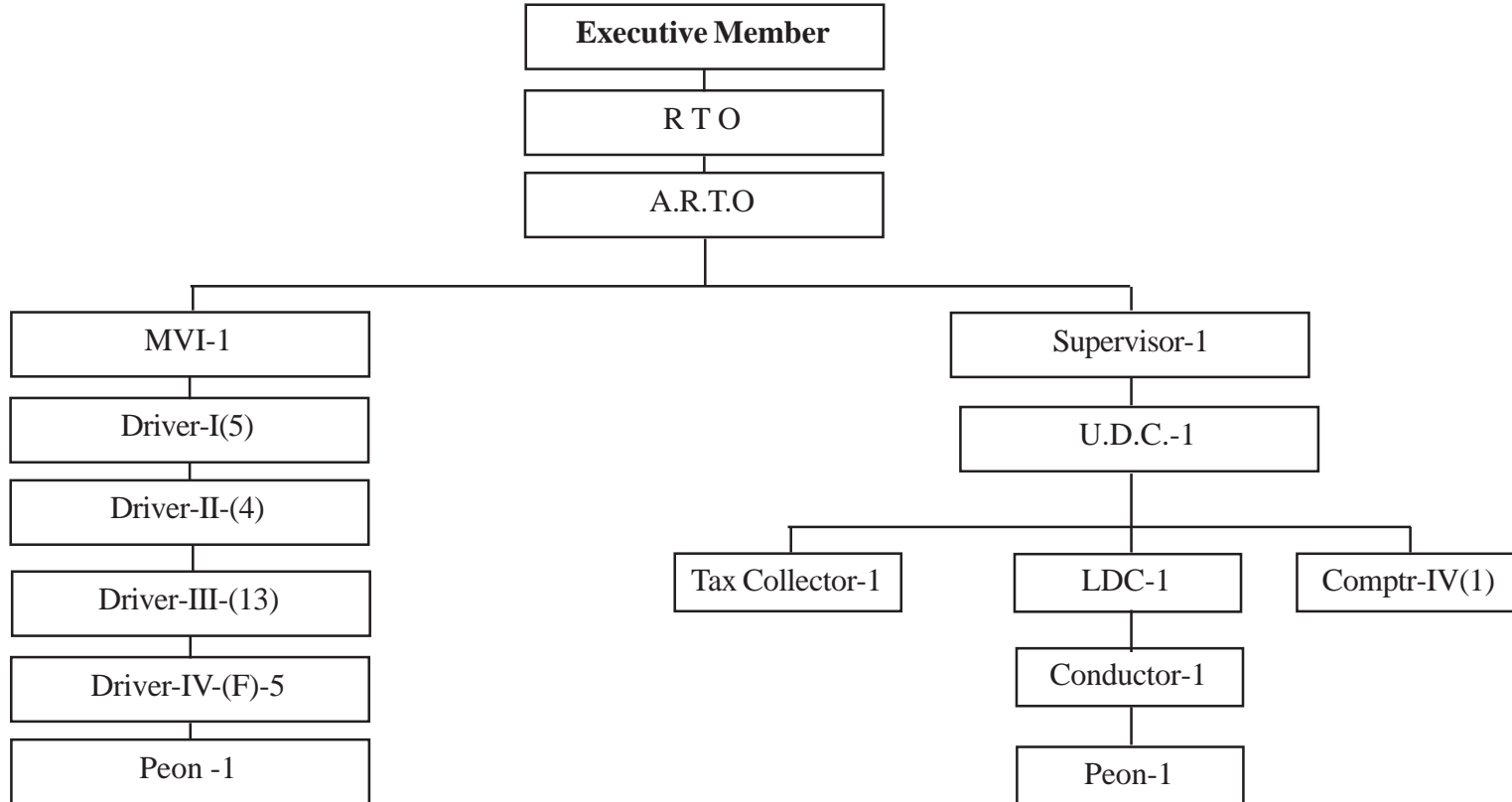
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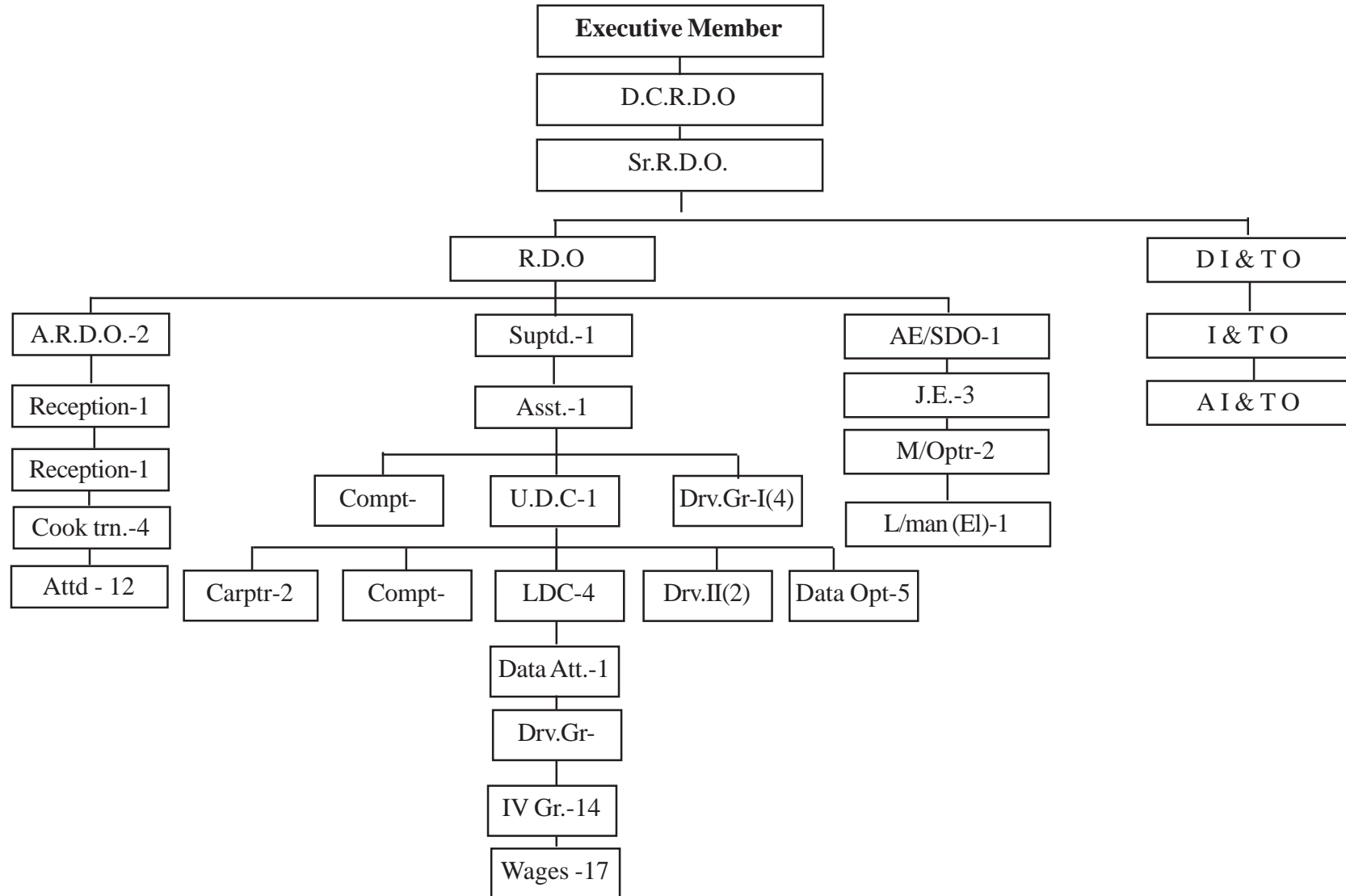
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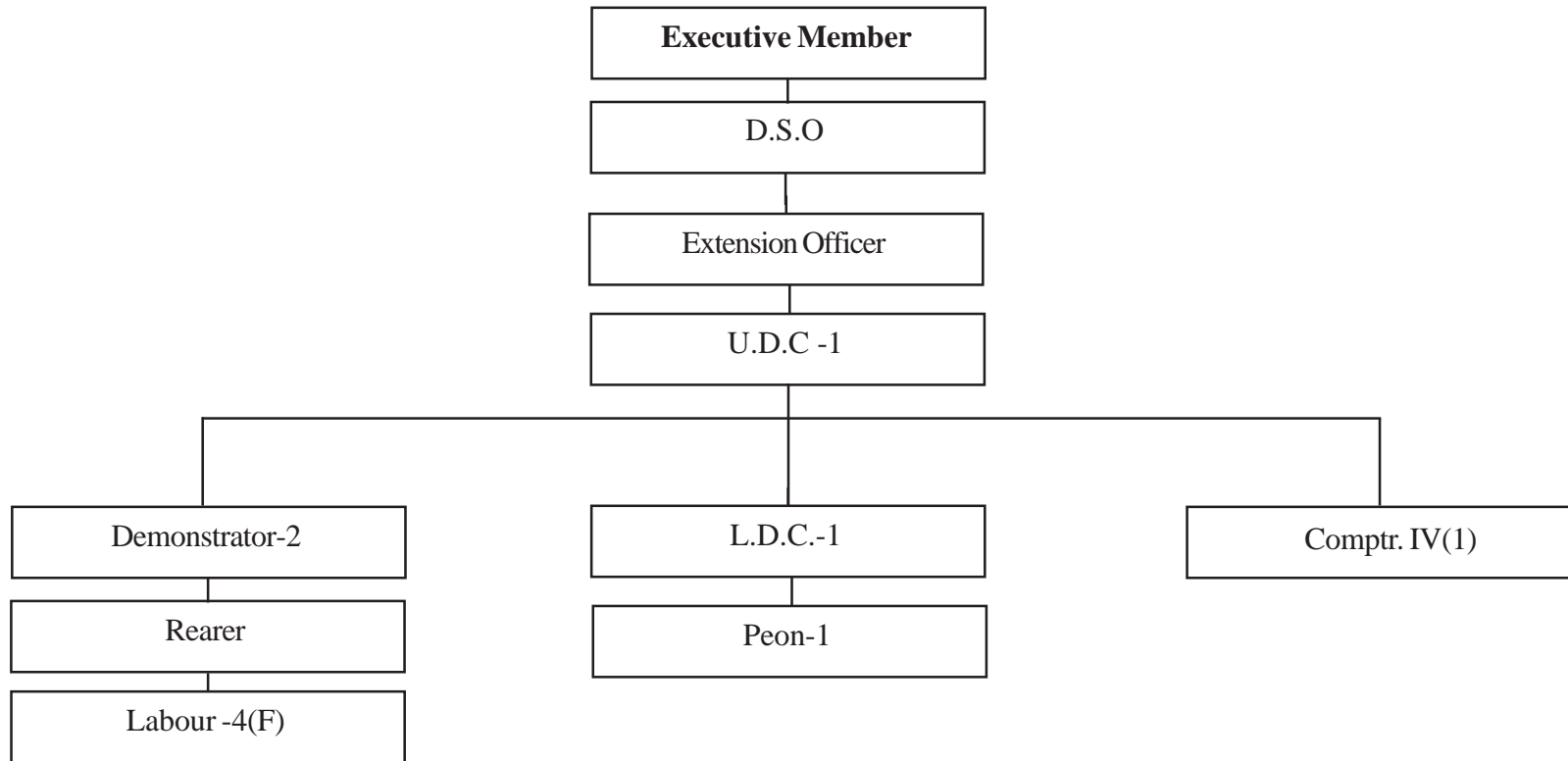
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**Name of Department : Rural Development Department
ORGANIZATIONAL CHART**



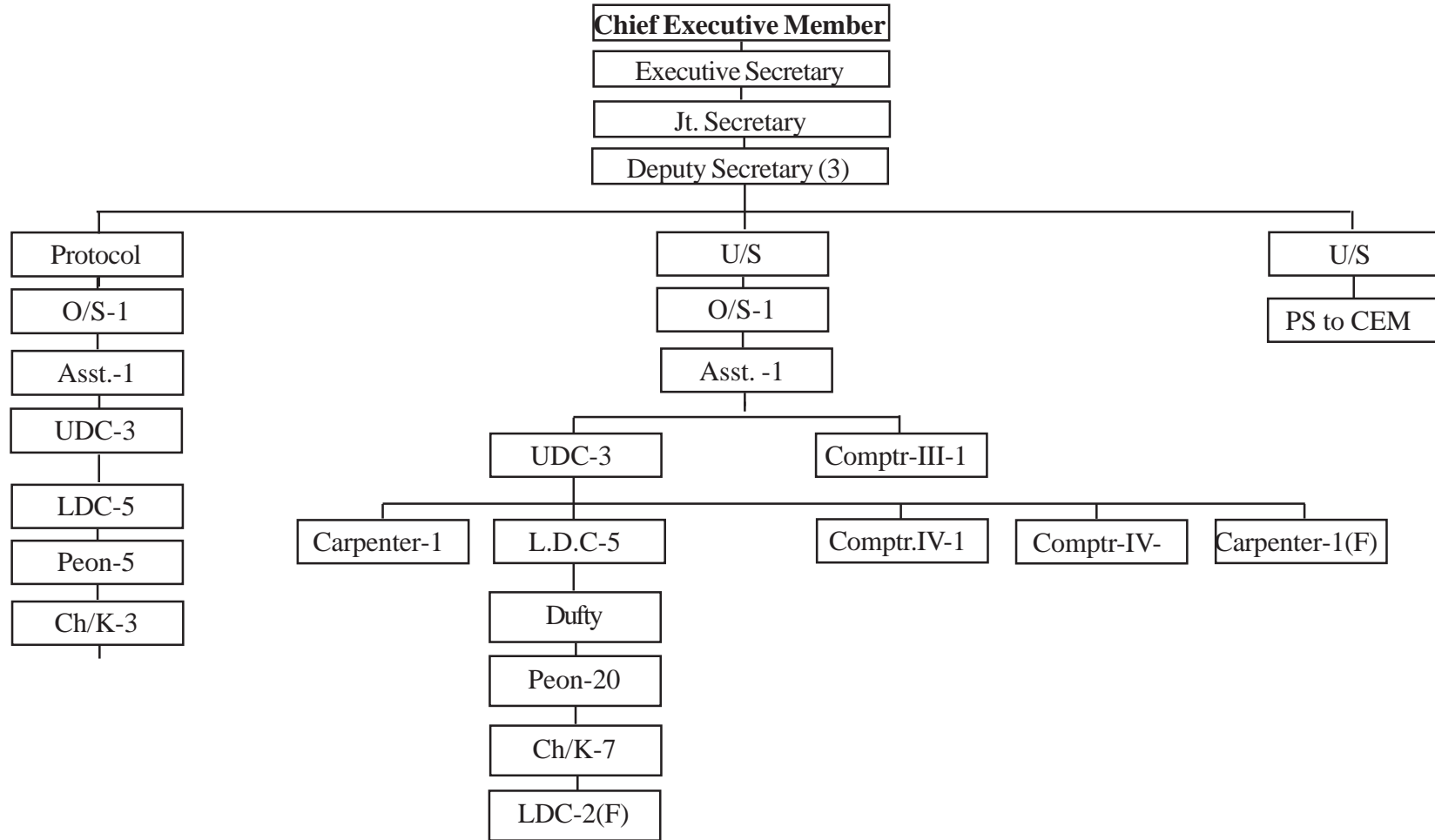
Appendix 22

Name of Department : Sericulture Department
ORGANIZATIONAL CHART



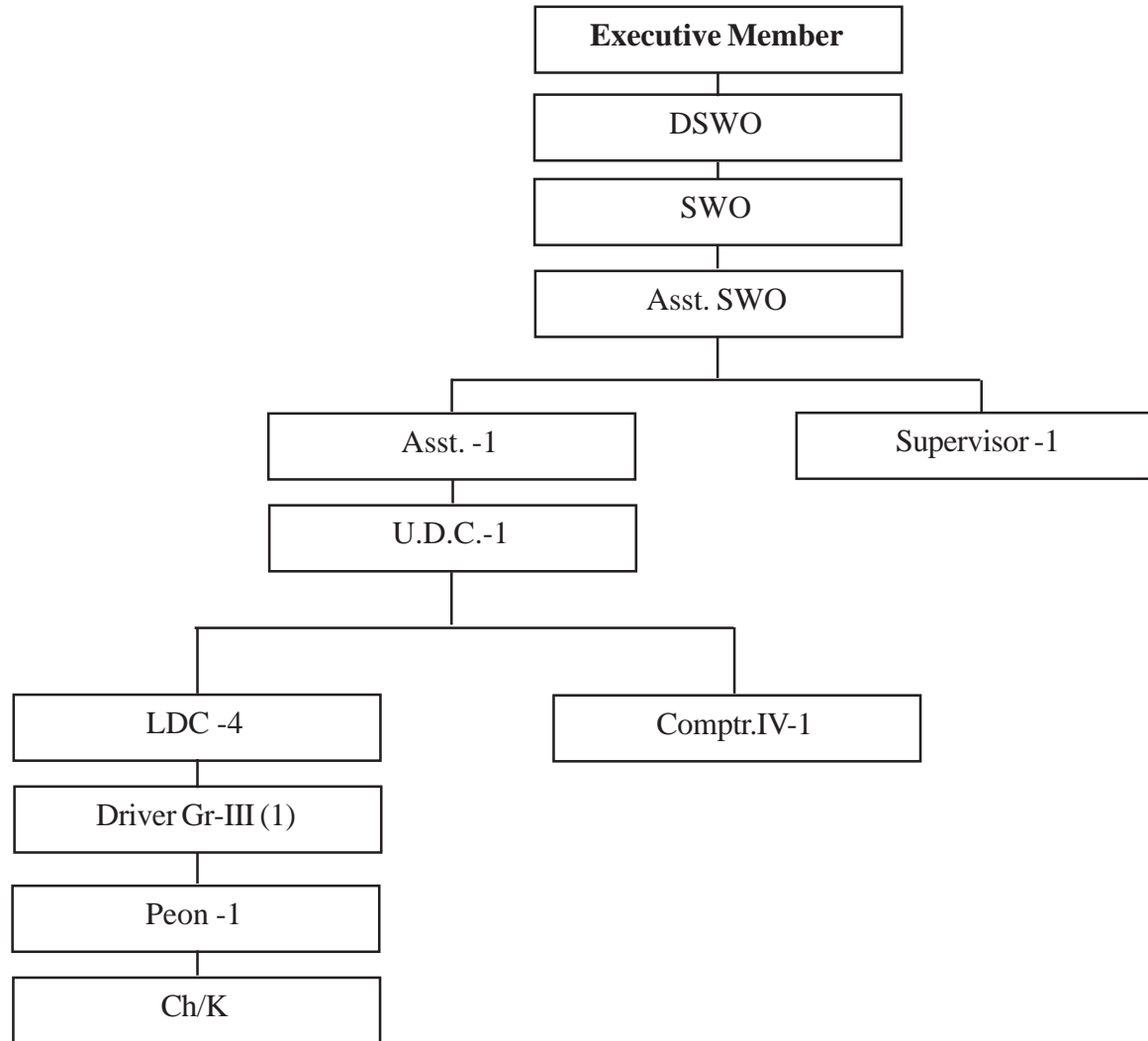
Appendix 23

Name of Department : Secretariat General Service/ General Administration & Control Department
ORGANIZATIONAL CHART

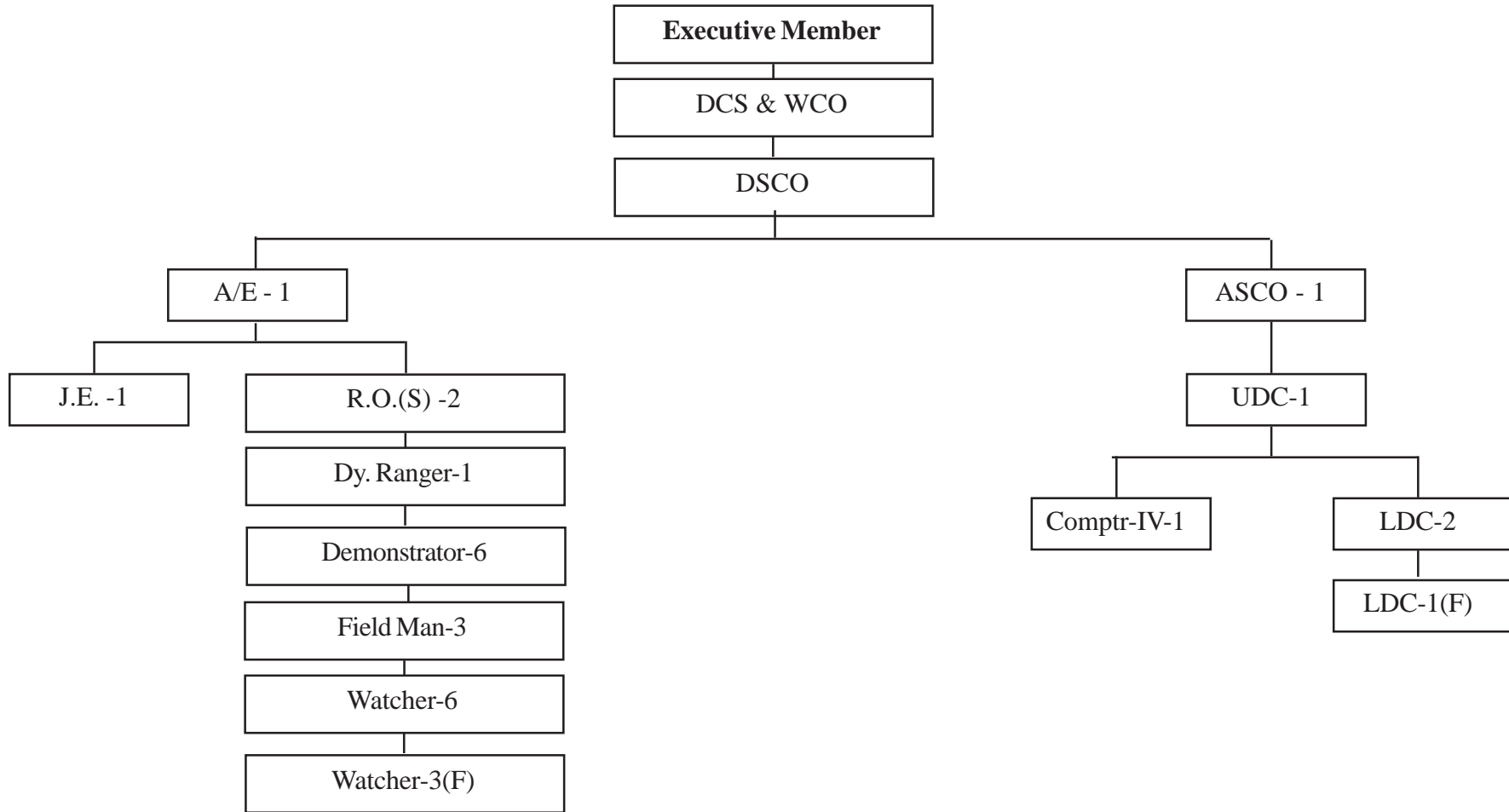


Appendix 23

Name of Department : Social Welfare Department
ORGANIZATIONAL CHART

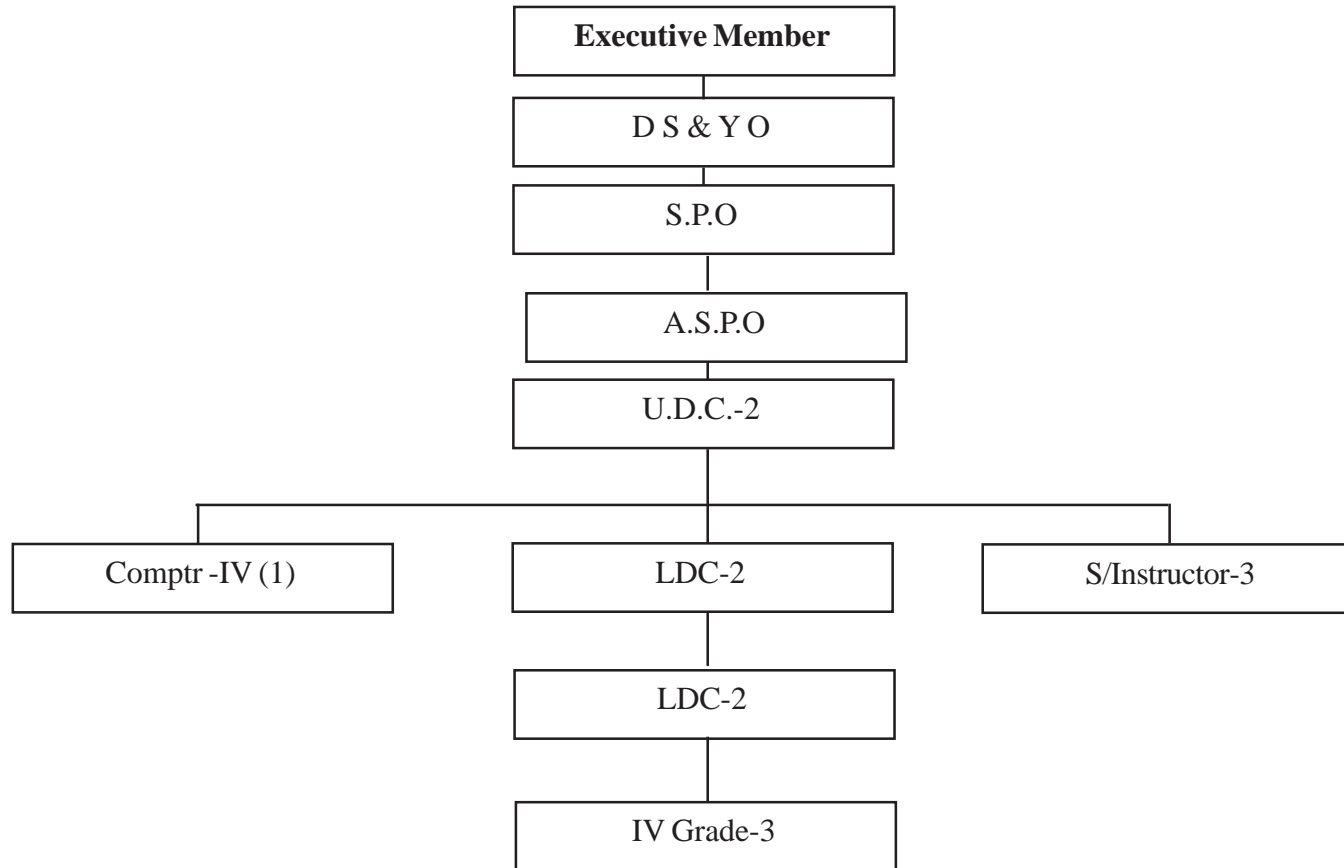


**Name of Department : Soil & Water Conservation Department
ORGANIZATIONAL CHART**



Appendix 26

Name of Department : Sport & Youth Services Department
ORGANIZATIONAL CHART



Name of Department : Water Ways Department

ORGANIZATIONAL CHART

Executive Member

Junior Engineer-1

U.D.C.-1

L.D.C.-1

Boatman-10

Boatman -1(F)