CHAPTER–III
ADMINISTRATION AND MANAGEMENT OF RURAL DEVELOPMENT IN INDIA

I – Introduction:

Carrying the linkage from the previous chapter this chapter is an attempt to present the administration and management system of Rural Development in India. There is description of the the system from National to Village Level. At national level the role, functions and administrative mechanism of Planning Commission, Ministry of Rural Development and Ministry of Panchayati Raj has been covered as they are the major actors involved in rural development at central level. It also describes the state, District, Block and Gram Panchayat Level Mechanism of Rural Development. Along with presenting the mechanism it also covers how the planning, implementation, monitoring and evaluation are being carried out at different levels in the area of rural development. This chapter concludes with identifying the issues and challenges of Rural Development which becomes the base of this study as the study is aimed at nothing but an attempt to assess the role of Right to Information in overcoming the issues and challenges of rural development.
II – Ministry of Rural Development:

India has been a welfare state ever since her Independence and the primary objective of all governmental endeavors has been the welfare of its millions. Planning has been one of the pillars of the Indian policy since independence and the country’s strength is derived from the achievement of planning. The policies and programmes have been designed with the aim of alleviation of rural poverty which has been one of the primary objectives of planned development in India. It was realized that a sustainable strategy of poverty alleviation has to be based on increasing the productive employment opportunities in the process of growth itself. Elimination of poverty, ignorance, diseases and inequality of opportunities and providing a better and higher quality of life were the basic premises upon which all the plans and blue-prints of development were built.

Rural development implies both the economic betterment of people as well as greater social transformation. In order to provide the rural people with better prospects for economic development, increased participation of people in the rural development programmes, decentralization of planning, better enforcement of land reforms and greater access to credit are envisaged.

Initially, main thrust for development was laid on agriculture industry, communication, education, health and allied sectors but later on it was realized that accelerated development can be provided only if governmental efforts are adequately supplemented by direct and indirect involvement of people at the grass root level.

Accordingly, on 31st March 1952, an organization known as Community Projects Administration was set up under the Planning Commission to administer the programmes relating to community development. The community development programme inaugurated on October 2, 1952, was an important landmark in the
history of the rural development. This programme underwent many changes and was handled by different Ministries.

In October 1974, the Department of Rural Development came into existence as a part of Ministry of Food and Agriculture. On 18th August 1979, the Department of Rural Development was elevated to the status of a new Ministry of Rural Reconstruction. That Ministry was renamed as Ministry of Rural Development on 23rd January 1982. In January 1985, the Ministry of Rural Development was again converted into a Department under the Ministry of Agriculture and Rural Development which was later rechristened as Ministry of Agriculture in September 1985. On July 5, 1991 the Department was upgraded as Ministry of Rural Development. Another Department viz. Department of Wasteland Development was created under this Ministry on 2nd July 1992. In March 1995, the Ministry was renamed as the Ministry of Rural Areas and Employment with three departments namely Department of Rural Employment and Poverty Alleviation, Rural Development and Wasteland Development.

Again, in 1999 Ministry of Rural Areas and Employment was renamed as Ministry of Rural Development. This Ministry has been acting as a catalyst effecting the change in rural areas through the implementation of wide spectrum of programmes which are aimed at poverty alleviation, employment generation, infrastructure development and social security. Over the years, with the experience gained, in the implementation of the programmes and in response to the felt needs of the poor, several programmes have been modified and new programmes have been introduced. This Ministry's main objective is to alleviate rural poverty and ensure improved quality of life for the rural population especially those below the poverty line. These objectives are achieved through formulation, development and implementation of programmes relating to various spheres of rural life and activities, from income generation to environmental replenishment.
In order to ensure that the fruits of economic reform are shared by all sections of societies five elements of social and economic infrastructure, critical to the quality of life in rural areas, were identified. These are health education drinking water, housing and roads. To impart greater momentum to the efforts in these sectors the Government had launched the Pradhan Mantri Gramdoya Yojana (PMGY) and the ministry of rural development was entrusted with the responsibility of implementing drinking water, housing and rural roads component of PMGY.

During the Ninth Plan period, several anti-poverty Programmes have been restructured to enhance the efficiency of the Programmes for providing increased benefits to the rural poor. Self Employment Programmes have been revamped by merging the Integrated Rural Development Programme (IRDP), the Development of Women and Children in Rural Areas (DWCRA), the Supply of Improved Tool-Kits to Rural Artisans (SITRA), the Training of Rural Youth for Self Employment (TRYSEM), the Ganga Kalyan Yojana (GKY) and the Million Wells Scheme (MWS) into a holistic self-employment scheme called Swarnjayanti Gram Swarozgar Yojana (SGSY).

Keeping in view the needs and aspirations of the local people, Panchayati Raj Institutions have been involved in the programme implementation and these institutions constitute the core of decentralized development of planning and its implementations. The Ministry is also vigorously pursuing with the State Governments for expeditious devolution of requisite administrative and financial powers to PRI's as envisaged under 73rd amendment act of the Constitution of India. On 25th December 2002, under Drinking Water Sector, a new initiative 'Swajal Dhara' empowering the Panchayats to formulate, implement, operate and maintain Drinking Water Projects has been launched. In order to further involve PRIs in the development process, a new initiative 'Hariyali' has been launched by Hon'ble Prime Minister on 27th January, 2003. Hariyali has been launched to
strengthen and involve Panchayati Raj Institutions in the implementation of Watershed Development Programmes namely IWDP, DPAP and DDP.

The empowerment of rural women is crucial for the development of rural India. Bringing women into the mainstream of development is a major concern for the Government of India. Therefore, the programmes for poverty alleviation have a women’s component to ensure flow of adequate funds to this section. The Constitutional (73rd) Amendment, Act 1992 provides for reservation of selective posts for women. The Constitution has placed enormous responsibility on the Panchayats to formulate and execute various programmes of economic development and social justice, and a number of Centrally Sponsored Schemes are being implemented through Panchayats. Thus, women Members and Chairpersons of Panchayats, who are basically new entrants in Panchayats, have to acquire the required skill and be given appropriate orientation to assume their rightful roles as leaders and decision makers. To impart training for elected representatives of PRIs is primarily the responsibility of the State Governments/Union Territory Administrations. Ministry of Rural Development also extends some financial assistance to the States/UTs with a view to improve the quality of training programmes and to catalyze capacity building initiatives for the PRI elected members and functionaries.

This Ministry of Rural Development is a nodal Ministry for two international organizations viz., the Centre on Integrated Rural Development for Asia and the Pacific (CIRDAP) and the Afro-Asian Rural Development Organization (AARDO). The Ministry consisted of the following three Departments:

1. Department of Rural Development
2. Department of Land Resources
3. Department of Drinking Water and Sanitation
However, Department of Drinking Water and Sanitation has been separated from the Ministry of Rural Development from 13th July, 2011 and renamed as Ministry of Drinking Water and Sanitation.

A - Department of Rural Development:

The Department of Rural Development is implementing a number of programmes in rural areas through the state Governments for poverty reduction, employment generation, rural infrastructure habitant development, provision of basic minimum services etc.
Figure No – 3.1 Organization Chart Department of Rural Development
The important functions of the department can be understood by assessing the schemes and major tasks of the department.

**PMSGY:** Keeping in view the fact that Rural Roads are vital to economic growth and measures for poverty alleviation in the village, Government have launched a 100% Centrally Sponsored Scheme called the Pradhan Mantri Gram Sadak Yojana (PMGSY). The Programme seeks to provide connectivity to all unconnected habitations in the rural areas with a population of more than 500 persons through good All-weather roads by the end of the Tenth Plan Period. In respect of the Hill States (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttarakhand) and the Desert Areas, the objective would be to connect habitations with a population of 250 persons and above.

**SGSY:** The Swarnjayanti Gram Swarozgar Yojana (SGSY) is the single self employment programme for the rural poor. The Yojana which came in to effect from 1.4.1999, has been conceived as a holistic programme covering all aspects of self employment like organization of rural poor into Self Help Groups (SHGs) and their capacity building, training, planning of activity clusters, infrastructure development, financial assistance through bank credit and subsidy and marketing support etc.

**IAY:** Housing is one of the basic requirements for human survival. Therefore, construction of houses was included as one of the major activities under the National Rural Employment Programme which begun in 1980. Rural Landless Employment Guarantee Programme (RLEGP) begun in 1983. Indira Awaas Yojana IAY was launched during 1985-1986 as a sub scheme of RLEGP and thereafter it continued as a sub scheme of Jawahar Rozgar Yojana. From 1st January 1986 IAY was delinked from JRY and made an independent scheme. The Government of India, in 1998 announced a National Housing and Habitat policy which aims at providing “Housing for all” and facilitating the construction of
20 lakh additional housing units (13 lakh in rural areas and 7 in urban areas) with emphasis on standing benefits to the poor and the deprived. The intention is to end shelterlessness and ensure the conversion of all unserviceable kucca houses by pucca houses by the end of 11th plan period. The Action plan is being implemented through various programmes such as Indira Awaas Yojana (IAY), Credit cum Subsidy Scheme for Rural Housing, Innovative Scheme for Rural Housing and Habitat Development, Rural Building Centres, Equity Contribution by Ministry of Rural Development to HUDCO and National Mission for Rural Housing and Habitat.

**TRAINING:** Training has gained an important position in rural development activities concerning various poverty alleviation programmes. As training, research and development are closely linked, continuing education of both policy makers and programme implementers is imperative. Towards facilitating this, National Institute of Rural Development (NIRD) has been conducting training programmes, workshops, seminars and international programmes. In addition, extensive support has been provided to a number of training and research institutions dealing with issues related to rural development.

**DRDA:** In order to strengthen the DRDAs and to make them more professional and effective, a new centrally sponsored scheme, namely, DRDA Administration has been introduced from 1st April, 1999 based on the recommendations of an inter-ministerial committee known as the Shankar Committee. The scheme replaces the earlier practice of allocating percentage of programme funds to the administrative cost. Under this, a separate provision has been made to meet the administrative expenses of the DRDAs who are expected to effectively manage and implement the schemes.

Information, education and communication (IEC) plays a pivotal role in creating awareness, mobilizing people and making the development participatory through
advocacy and by transferring knowledge, skills, and techniques to the people. To meet the communication needs of the various programmes of the Ministry holistically, an integrated IEC strategy envisaging optimum utilization of available modes of communication, conventional and non-conventional has been evolved in order to effectively meet the communications needs of the programmes of the Ministry.

Monitoring and Evaluation (M&E) of development activities provide various stakeholders in these activities with better means for learning from past experience, improving service delivery, planning and allocating resources, and demonstrating results as part of accountability to key stakeholders. A comprehensive multi-level, multi-tool system of Monitoring and Evaluation of the policy and implementation environments of the programmes of the Ministry has been evolved over the years. In view of the vast canvas for implementation of the programmes of the Ministry, the monitoring of the programmes is taken up at various levels.

The overall monitoring of all the programmes at the national level is carried out by the Monitoring Divisions of the Ministry. The Programme Divisions monitor the respective programmes implemented by them. The Programmes of the Ministry are basically implemented by the State Implementing Agencies. At the State level, the Secretary/Commissioner dealing with the Programme monitors its implementation. The actual execution of the Programmes takes place at the District/Village level through DRDAs, Panchayati Raj Institutions (PRIs) and other implementing Agencies, who monitor the execution of the programmes at the grass root level.

In order that the programme implementation reflects the needs and aspirations of the local people the Panchayati Raj Institutions are considered as an important tool for the implementation of the programmes of the Ministry. As a step toward
decentralization of the planning process and implementation of the programmes, strengthening of the Panchayati Raj Institutions has been envisaged through the Constitutional (73rd) Amendment Act, 1992 and with the passage of this Act, constitutional status has been provided to the Panchayati Raj Institutions (PRIs). Therefore, under most of the rural development programmes, a crucial role has been assigned to PRIs for programme implementation. Sustained efforts are being made to strengthen local governance, institutionalizing people’s participation and empowering women through PRIs. The State governments are being pursued for delegation of adequate administrative and financial powers to PRIs and a significant change has been noticed in this regard.

Under this department there are three autonomous bodies viz., Council of Advancement of People’s Action and Rural Technology (CAPART), National Institute of Rural Development (NIRD) and National Rural Road Development Agency (NRRDA).

Council of Advancement of People’s Action and Rural Technology (CAPART) has been set up to encourage participation of voluntary agencies in rural development and also to provide financial assistance to them in their rural development projects. CAPART directly deals with voluntary agencies and their projects.

National Institute of Rural Development NIRD is engaged in planning and coordination of national level training. For state and district level training, assistance is given to State Institutes of Rural Development (SIRD) and Extension Training Centres (ETC) respectively.

National Rural Road Development Agency (NRRDA) recently registered under society registration Act, 1860, extends support to the Pradhan Mantri Gram Sadak Yojana (PMGSY) to advice on technical specification, project appraisal, appointment of part time quality control monitors, management of Monitoring system and submits periodic reports to ministry.
B - Department of Land Resources:

The mission of the Department is to ensure sustainable development of rainfed cultivable and degraded lands through a participatory approach by involving the stakeholders in decision making in the watershed development programmes. It makes a concerted effort to enhance the productivity of wastelands thereby enhancing livelihood opportunities in rural areas. The Department also has the mission to put in place effective agrarian reforms, including an efficient land use policy, and a transparent Land Records Management System (LRMS) with the aim of bringing in the system of conclusive titling and title guarantee. The LRMS will provide the foundation for building an accurate LIS for the entire country.

The vision of the Department encompasses an effective land use policy which ensures optimum utilization of rainfed/degraded lands for enhancing sustainable productivity, optimum utilization of wastelands, efficient property record management systems, an accurate land information system and clear titles to property, thus ensuring proper land management and land information system (LIS) in the country.

The following are the functions of the Department of Land Resources:

I. Guide and facilitate States to modernize land record management & build up a land information system.

II. Facilitate States efforts to usher in conclusive titling system.

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

IV. To facilitate adoption of policy for Rehabilitation & Resettlement of displaced people.

V. Land reforms, land tenure, land records, consolidation of holdings and other related matters.
VI. Implementation of watershed programme for development of rainfed/degraded areas.

VII. Promotion of rural livelihoods through watershed programme.

VIII. Evaluation of the existing bio-fuel cultivation in the country and launching of demonstration phase of Bio-fuel Mission based on the evaluation result.
Figure No – 3.2 Organizational Chart Department of Land Resources
The main objectives of the Department are:

I. To increase productivity of rainfed/degraded land through the process of integrated watershed management;

II. To support the States/UTs for implementation of National Land Records Modernization Programme (NLRMP) with the aim of ushering in the Conclusive Titling system and laying the foundation for building an LIS;

III. To administer land reforms and other related matters relating to land such as administration of the Land Acquisition Act, 1894, the National Rehabilitation and Resettlement Policy of 2007, the Registration Act, 1908, etc.; and

IV. To launch National Mission on Bio-Diesel demonstration phase with the propagation of bio-fuel plantations primarily on wastelands, based on the assessment of plantations already under taken in the country.

The major schemes implemented by this department:

**Integrated Watershed Management Programme (IWMP)** is a modified programme of erstwhile Drought Prone Areas Programme (DPAP), Desert Development Programme (DDP) and Integrated Wastelands Development Programme (IWDP) of the Department of Land Resources. This consolidation is for optimum use of resources, sustainable outcomes and integrated planning. The scheme was launched during 2009-10. The programme is being implemented as per Common Guidelines for Watershed Development Projects 2008. The main objectives of the IWMP are to restore the ecological balance by harnessing, conserving and developing degraded natural resources such as soil, vegetative cover and water. The outcomes are prevention of soil erosion, regeneration of natural vegetation, rain water harvesting and recharging of the ground water table. This enables multi-cropping and the introduction of diverse agro-based activities, which help to provide sustainable livelihoods to the people residing in the watershed area.
National Land Record Modernization Programme The Land Reforms (LR) Division was implementing two Centrally Sponsored Schemes viz.: Computerisation of Land Records (CLR) & Strengthening of Revenue Administration and Updating of Land Records (SRA&ULR). Later on 21.8.2008, the Cabinet approved merger of these schemes into a modified Scheme named National Land Records Modernization Programme (NLRMP). The main aims of NLRMP are to usher in a system of updated land records, automated and automatic mutation, integration between textual and spatial records, inter-connectivity between revenue and registration, to replace the present deeds registration and presumptive title system with that of conclusive titling with title guarantee. The NLRMP has 3 major components - (a) Computerization of land record (b) Survey/re-survey (c) Computerization of Registration. The District has been taken as the unit of implementation, where all programme activities are to converge. It is hoped that all districts in the country would be covered by the end of the 12th Plan period except where cadastral surveys are being done for the first time.

Technology Development, Extension & Training (TDET) schemes: TDET scheme was launched during 1993-94 to develop suitable technologies for the reclamation of Wastelands for sustained production of food, fuel wood, fodder etc. The objectives of the scheme are, (i) development of data base for planning sustainable development of wastelands, (ii) operationalisation of cost effective and proven technologies for development of various categories of wastelands specially problem lands affected by soil erosion, land degradation, salinity, alkalinity, water logging etc., (iii) implementation of location specific pilot projects/demonstration models including pisciculture, duckery, bee keeping, domesticated animals and birds etc., (iv) dissemination of research findings and appropriate technologies for promoting wastelands development, (v) evaluation of impact, and replication of these models in larger areas, (vi) organizing of publicity, awareness campaign, seminar/conferences, circulation of handouts/extension
materials. This scheme is being implemented through ICAR, State Agricultural Universities, District Rural Development Agencies (DRDA's), and Government Institutions having adequate institutional framework and organisational back up. Successful implementation of the Scheme is expected to bridge the gap between the existing technologies and the need relevant to the latest situation. Under this Scheme, 100% Central grant is admissible to implement the projects on wastelands owned by Govt., Public Sector Undertaking including universities, Panchayats etc. In the case of projects on wastelands of Private Farmers/Corporate Bodies, the cost of the project requires to be shared on the basis of 60:40 between the Dept. of Land Resources (DoLR) and the beneficiaries.

Important activities undertaken in the Scheme include promotion and testing of various Agro-Forestry Models in different Agro-Climatic Zones of the country, testing of cost effective technologies for increasing productivity of saline and alkaline soils. Development of waterlogged areas through surface, sub surface and bio-drainage technology, promotion of medicinal and herbal plantations in wastelands, composite technologies for water harvesting, treatment of degraded lands through vermi-culture, micorrhizae and Bio-Pesticides Food Stock Model techniques and development of technology for Jojoba Plantation in Arid and Semi Arid areas through Israeli collaboration.
The Ministry of Drinking Water and Sanitation, Government of India, formerly under the Ministry of Rural Development as Department of Drinking Water and Sanitation, is presently headed by the Minister for Rural Development. The Accelerated Rural Water Supply Programme (ARWSP) was the first major intervention in the water sector that started in 1972-1973. To accelerate coverage, a Technology Mission on Drinking Water was launched in 1986. In 1991-92, this mission was renamed Rajiv Gandhi National Drinking Water Mission, and in 1999, the Department of Drinking Water Supply (DDWS) was formed under Ministry of Rural Development, for focused attention on drinking water and sanitation. The first major sector reform project (SRP) was started in the same year. Later was renamed as Department of Drinking Water and Sanitation in 2010 and in 2011, it was conferred the Ministry status, keeping in view the extreme importance given to the sector by the ruling government. The Ministry of Drinking Water and Sanitation is the nodal department for the overall policy, planning, funding and coordination of programmes of drinking water and sanitation in the country.
Figure No – 3.3 Organizational Chart Department of Drinking water and Sanitation
Objectives of Department are as follows:

I. Ensure all households have access to and use of safe drinking water and sanitation facilities.
II. Ensure communities monitor and keep surveillance on their drinking water sources;
III. Ensure all government schools and anganwadis have functional toilets, urinals and access to safe drinking water;
IV. Provide an enabling environment and support to Panchayat Raj Institutions and local communities to manage their own drinking water sources and systems and sanitation in their villages;
V. Provide access to information through online reporting mechanism with information placed in public domain to bring in transparency and informed decision making;

Functions of this department are as follows:

I. Planning, implementation and monitoring of centrally sponsored programmes and schemes for safe drinking water and sanitation in rural areas;
II. Support R&D initiatives, IEC and HRD activities for all stakeholders in drinking water and sanitation sector;
III. Building partnerships and synergizing efforts with other sector partners, organizations, UN and bilateral agencies, NGOs, R&D institutions and civil society
IV. Assist States in resource mobilization from multilateral and bilateral agencies through Government of India;
V. Technical support to States through seminars, interactions, documentation of best practices and innovations;
VI. Provide inputs to other Departments/ Ministries for formulation of policies impacting water and sanitation issues; 

VII. Recognizing and awarding panchayats and organizations for excellent work in rural sanitation.

**III – Ministry of Panchayati Raj:**

Constitution (73 Amendment) Act, 1992 that came into effect in April 1993 brought about major reform in local governance in the country. The formation of a separate Ministry of Panchayati Raj (MoPR) in May 2004 at the Centre was indicative of the determination of the Government of India to give a major push to such reform. The ministry was formed with a mission to attain the Gram Swaraj dream of ‘Mahatma Gandhi’ through ‘Power to the People’ and ultimately to enable Panchayats to function as institutions of Self Government. The Ministry was set up primarily to oversee the implementation of Part IX of the Constitution, inserted by the Constitution (73rd Amendment) Act, 1992, the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA), and Article 243ZD of Part IX-A relating to District Planning Committees. Although the Panchayats have historically been an integral part of rural life in India, these Acts have institutionalised the Panchayati Raj Institutions (PRIs) at the village, intermediate, and district levels as the third tier of government. The aim has been to combine social justice with effective local governance, with an emphasis on reservation of seats for the deprived classes of population, including of the leadership positions. With political empowerment having been established through a system of regular election to the three tiers of the Panchayats in all the States except Jharkhand, the task at hand has been to accelerate, widen, and deepen the process of empowerment so that these 'institutions of self government' become the 'principal authorities' for planning and implementation.
Article 234G read with the Eleventh Schedule of the Constitution stipulates that States may, by law, endow the Panchayats with such powers and authority as may be required to enable the latter to function as institutions of self-government. Such laws may also provide for the devolution of powers and responsibilities upon Panchayats for preparation of plans for economic development and social justice and implementation of the schemes for economic development and social justice as may be entrusted to them, including those in relation to the 29 matters listed in the Eleventh Schedule as illustrative of being devolved to Panchayats.

The MoPR has been persuading the Central Ministries to critically examine the Centrally Sponsored Schemes (CSSs), particularly those pertaining to the 29 subjects listed in the Eleventh Schedule with reference to the constitutionally envisaged role of the Panchayats. A detailed advisory has been issued by MoPR to the Central Ministries in the matter dated 19.1.2009. The Ministry has also been pursuing with the States, through the Activity Mapping exercise, to devolve greater and effective powers and responsibilities in the PRIs.

MoPR has schemes such as the Backward Regions Grant Fund (BRGF), Rashtriya Gram Swaraj Yojana (RGSY), Panchayat Empowerment and Accountability Incentive Scheme (PEAIS), Rural Business Hubs (RBHs), and Gender Empowerment through Panchayats.

The Ministry of Panchayat has been constituted with the following objectives:

I. To support the State Governments in Capacity Building of the Panchayats.
II. To provide financial support to the State Governments through GoI Schemes to achieve the objectives of empowerment of the PRIs.
III. To encourage the Union Ministries and State Governments delegate adequate responsibilities and resources to PRIs.

IV. To prepare and notify standards for empowerment of the Panchayats and their accountability.

V. To generate awareness about and among the Panchayats for good governance including through electronic and other media.

VI. To facilitate preparation of Integrated Participatory Development Plans in the BRGF Districts.

VII. To Conduct of Action Research & Research Studies on identified themes related to Ministry of Panchayati Raj and Panchayati Raj Institutions.

Sections and Programme Divisions of the Ministry:

The Ministry has sections dealing with Policy, Jurisprudence, BRGF, RBH, Media and Publicity, Training and Research, International Co operation, IT, Infrastructure Development, PEAIS, Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA), PESA, Decentralised Planning and Monitoring of Twelfth Finance Commission (TFC). Establishment, General Administration, Parliament and Coordination, Budget & Finance, Cash, and Official Languages.

Organizational Structure:

As described in the below chart Ministry of Panchayati is headed by union minister who is assisted by a Secretary, two Additional Secretaries, an Additional Secretary and Financial Advisor (who also works with the Ministry of Rural Development), and three Joint Secretaries. Further, there are four Directors/Deputy Secretaries, four Under Secretaries, six Section Officers, and 57 Non-Gazetted posts. As only 61 persons work in the Ministry against 85
sanctioned posts, some work has been outsourced and manpower hired on contract basis. The Ministry has sections dealing with Establishment, General Administration, Parliament and Coordination, Budget & Finance, Cash, Official Language and Policy & Jurisprudence. Beside these sections, there are other Units / Cells dealing with Backward Regions Grant Fund, Rural Business Hubs, Media & Publicity, Training & Research, International Co-operation, IT, Infrastructure Development, Panchayat Empowerment and Accountability Incentive Scheme, Panchayat Mahila Shakti Abhiyan, Panchayat Yuva Shakti Abhiyan, PESA, Devolution of Functions, Functionaries and Finances, Decentralised Planning and Monitoring of Twelfth Finance Commission (TFC).
Functions of the Ministry of Panchayati Raj can be described as follows:

**Ensuring progressive devolution of Functions, Funds and Functionaries (3Fs) upon the Panchayati Raj Institutions (PRIs):**

During the 15 years since the 73rd Amendment came into force, the process of political empowerment of the Panchayats has largely been achieved. While Panchayat elections have been regularly held in all the States and Union Territories except Jharkhand, reservations have been provided to the Scheduled Castes, the Scheduled Tribes and the other Backward Classes (in some of the States) in proportion to their share of the population in each Panchayat area. Further, no less than 10 lakh women have been elected to our Panchayati Raj Institutions, constituting some 37 percent of all those elected against the mandatory 33.33 percent reservation and rising to as high as 54% in Bihar which has 50% reservation for women. State Election Commissions and State Finance Commissions have been set up in all the States. Hence, the priority area before the Ministry has been to take the States towards meaningful and effective devolution of functions, funds and functionaries to the Panchayati Raj Institutions, which has largely remained in the statutes only. The Ministry has been pursuing preparation and notification of detailed Activity Mapping by the States, opening of Panchayat Windows in State Budgets and assignment of functionaries in accordance with the devolution of

**District Planning:** Since the 73rd Amendment came into force, the process of political empowerment of the Panchayats has largely been achieved. While Panchayat elections have been regularly held in all the States and Union
Territories except Jharkhand, reservations have been provided to the Scheduled Castes, the Scheduled Tribes and the other Backward Classes (in some of the States) in proportion to their share of the population in each Panchayat area. Further, no less than 10 lakh women have been elected to our Panchayati Raj Institutions, constituting some 37 percent of all those elected against the mandatory 33.33 percent reservation and rising to as high as 54% in Bihar which has 50% reservation for women. State Election Commissions and State Finance Commissions have been set up in all the States. Hence, the priority area before the Ministry has been to take the States towards meaningful and effective devolution of functions, funds and functionaries to the Panchayati Raj Institutions, which has largely remained in the statutes only. The Ministry has been pursuing preparation and notification of detailed Activity Mapping by the States, opening of Panchayat Windows in State Budgets and assignment of functionaries in accordance with the devolution of functions and finances.

**Implementation of PESA Act:** PESA (Panchayats (Extension to the Scheduled Areas)) Act, 1996 extends Part IX of the Constitution to the Fifth Schedule Areas, subject to certain exceptions and modifications. A major function of the Ministry is to oversee the implementation of the provisions of the PESA Act by the nine States, which have Schedule V areas namely Rajasthan, Gujarat, Madhya Pradesh, Orissa, Jharkhand, Himachal Pradesh, Maharashtra, Andhra Pradesh and Chhattisgarh.

**Review of Centrally Sponsored Schemes:** At an operational level, the largest inflow of resources to State Governments is through the Centrally Sponsored Schemes (CSSs). These CSSs largely cover sectors (like primary education, public health, drinking water, sanitation) identified in the Eleventh Schedule for devolution to Panchayats. Accordingly it was felt that the design and implementation of the CSSs needed to be compatible in letter and spirit with the 73rd Constitutional Amendment. Various Ministries implementing
Centrally Sponsored schemes were advised to review their schemes in the light of Article 243 G read with the Eleventh Schedule of the Constitution of India. It was also decided that the Ministry of Panchayati Raj would be consulted and its views incorporated in the Cabinet Notes in all cases relating to new Programmes/Schemes that have a bearing on decentralization. Consequently, several important CSSs and new schemes are being examined with a view to ensuring the centrality of Panchayats in planning and implementation. This has emerged as a major focus area for the Ministry since it directly impinges on the financial condition and the authority of the Panchayati Raj Institutions.

**Capacity Building and Training of Elected Representatives of PRIs:** Another major function of the Ministry is the assistance to the States for the capacity building and training of elected representatives of the Panchayati Raj Institutions. It is well recognized that many of the elected representatives of PRIs are illiterate/semi-literate and know little about development programmes, planning, systems and procedures. They require training to undertake the tasks expected of them as people's representatives. Further, most of the Panchayats do not have their own office space as well as adequate staff to look after the functions assigned to them. Hence, the Ministry has been taking steps in this direction, which include provision of cyber connectivity.

**Accountability and Transparency:** Panchayats as the third stratum of government have emerged as centers of power and authority. It is, therefore, essential that there should be transparency in their functioning and they should be accountable for their actions. With this objective in mind, the Ministry has, on the one hand, engaged with the Comptroller and Auditor General of India for audit of accounts of PRIs and, on the other hand, has urged the State Governments to adopt a variety of measures such as activation of the Gram
Sabha, activation of the Standing Committees of the Gram Panchayats, constitution of Ward Sabhas, convening of Mahila Sabhas etc. This will enable greater flow of information to the elected representatives as well as the general public.

The other functions of the ministry of Panchayati Raj can be listed as below:

I. Institutionalizing Gram Panchayat level dispute resolution mechanism.

II. Enhancing reservation for women in PRIs and also their leadership quality.

III. Implementing PESA effectively.

IV. Deepening decentralised governance in the 6th Schedule Areas.

V. Building the organisational capacity of PRIs and the professional capacity of Elected Representatives and Official Functionaries so that they can perform their mandated roles efficiently.

VI. Institutionalizing and using integrated decentralised participatory planning through the PRIs and DPCs for convergence of plethora of schemes and pooling of diverse resources for better outcomes.

VII. Restructuring the Backward Region Grant Fund (BRGF) Programme to position the Panchayats as effective platform for mitigating regional backwardness.

VIII. Reviewing and upscaling the Rural Business Hubs to promote the role of the Panchayats in economic development.

IX. Positioning the Gram Sabhas at the core of PRIs for true self-governance and ensuring transparency and accountability of the Gram Panchayats.

X. Devising institutions, systems and processes for enhancing efficiency, transparency and accountability of the PRIs.

XI. Formulating laws, policies and programmes and build systems, processes and institutions
Programmes Implemented By Ministry of Panchayati Raj:

Backward Regions Grant Fund Programme: The Backward Regions Grant Fund Programme (BRGF), launched by the Prime Minister at Barpeta in Assam on 19th February 2007, signifies a new approach to addressing persistent regional imbalances in development. Participative planning by rural and urban local bodies constitutes the core of the approach to BRGF. Panchayats at the Village, Intermediate and District levels and Municipalities constituted under Part IX and IX-A of the Constitution are positioned as institutions for planning and implementing the programme. The BRGF Programme covers 250 Districts in 27 States. The Rashtriya Sam Vikas Yojana, which covers 147 districts, has been subsumed into the Backward Regions Grant Fund programme. The BRGF programme represents a major shift in approach from top-down plans to participative plans prepared from the grassroots level upwards. The conviction that drives this new locally driven approach is that grassroots level democratic institutions know best the dimensions of poverty in their areas and are therefore best placed to undertake individually small, but overall, significant local interventions to sustainably tackle local poverty alleviation. There are three features of BRGF that make it truly unique among central initiatives to combat backwardness. First, the approach of putting the Panchayats at the centre stage of tackling chronic regional backwardness is one that has never been tried at this vast scale, barring the implementation of NREGA. Second, no central funding stream is as ‘untied’ as the BRGF – the funds can be applied to any preference of the Panchayat, so long as it fills a development gap and the identification of the work is decided with peoples’ participation. Third, no other programme spends as much funds, nearly, 11 percent of the total allocation, for capacity building and staff provisioning.
**Rashtriya Gram Swaraj Yojana (RGSY):** The Ministry of Panchayati Raj is implementing the Scheme of Rashtriya Gram Swaraj Yojana (RGSY) which has been designed to assist the State Governments and Union Territories for imparting training to Elected Representatives and Functionaries of Panchayati Raj Institutions. The objective of the training programmes is to sensitize the Panchayati Raj functionaries about their role and responsibilities and motivating them for making Panchayati Raj bodies an effective instruments of Rural / Local Governance for implementing and monitoring Rural Development programmes and various other services provided by the Government at the grassroots. Decentralization, devolution and effective local government are the *mantras* of good governance. In order to accelerate decentralized planning, the “3Fs” i.e. Functions, Finances and Functionaries have to be transferred to Panchayati Raj Institutions for local planning and effective implementation of development schemes. The effective and transparent functioning of Panchayats depends to a large extent on the quality of participation of all elected members in activities of Panchayats. This is best done through training of elected representatives of Panchayati Raj Institutions. Keeping this in view the development of capacities of members of Panchayati Raj Institutions is required to enable them to perform their duties more effectively.

**Panchayat Empowerment & Accountability Incentive Scheme (PEAIS):** The Panchayat Empowerment & Accountability Incentive Scheme (PEAIS) is formulated with an objective to provide incentives to the States to undertake reforms concerning Panchayati Raj as per the recommendations of the Seven Round Tables of State Ministers of Panchayati Raj and to empower Panchayats as institutions of local self-government as per Article 243G of the Constitution. The Scheme of PEAIS is a Central Sector Scheme funded by Government of India to the State Governments on 100% basis.
Mission Mode Project on e-PRIs under the National e-Governance Programme: Ministry of Panchyati Raj has formulated a Mission Mode Project to be implemented under the National e-Governance Plan (NeGP) for computerization of all the Panchayati Raj Institutions in the country. NeGP is a Central Scheme for supporting Capacity Building initiatives of State Governments and Union Territories. Consequently, the State Governments are expected to take ownership of its implementation within the guidelines set by Government of India. This calls for a State level policy formulation, programme development and management as well as project level planning for implementation and sustenance.

Gender Empowerment and Involvement of Youth through Panchayats: Participation of women in the Panchayats was facilitated by the 73rd Constitutional Amendment which mandated one-third reservation of seats for women at all three tiers of Panchayats. The last 15 years of Panchayati Raj in India have seen women go from strength to strength in terms of their political participation. While many faced resistance initially to their presence in offices of responsibility, over time, acceptance of women within the Panchayati Raj framework has been increasing. Out of the total 28 lakh elected Panchayat representatives, around 10 lakh are estimated to be women. The presence of women in Panchayats has had another ameliorating effect on the working of the Panchayats, namely, preparation of gender sensitive budgets. The association between women in Panchayats and the Self Help Groups (SHGs) is a strong one and their combined effect has considerably enhanced self-confidence and selfworth of women. Realizing the need to encourage political participation by women in Panchayati Raj Institutions (PRIs), the Ministry of Panchayati Raj conceptualized a unique scheme titled Panchayat Mahila Evam Yuva Shakti Abhiyan (PMEYSA) targeted at elected women and elected youth representatives.
Rural Business Hubs: In November 2004, the Ministry of Panchayati Raj and the Confederation of Indian Industry (CII) jointly organised a National Presentation on Rural Business Hubs, that was attended by about a thousand elected representatives of Panchayats at all levels and some 250 representatives of the corporate sector. A slew of experts drawn from the corporate sector, NABARD and senior Government officials set the stage for promoting Public-Private- Panchayat Partnerships (PPPPs) to facilitate better market access for locally available rural resources and skills. It was concluded in the National Presentation that panchayats and business and industry could mutually benefit by establishing linkages amongst themselves. Panchayats would gain, through providing promotional and facilitatory support in terms of job creation, particularly for skilled and semi-skilled young people. Rural skills could also be upgraded through such partnerships. Business and industry would gain from the local support they would receive from Panchayats. The Ministry of Panchayati Raj would provide the necessary facilitatory support for catalyzing such collaboration between farmers and skilled artisans/ craftsmen, on the one hand, and entrepreneurs, on the other.
IV – Planning Commission and Rural Development:

When India emerged as an independent country in 1947, it inherited this momentum from its immediate past and had, moreover, the nucleus of technical know-how and even infrastructure in rural development.

India has been a welfare state ever since her Independence and the primary objective of all governmental endeavors has been the welfare of its millions. Planning has been one of the pillars of the Indian policy since independence and the country’s strength is derived from the achievement of planning. The policies and programmes have been designed with the aim of alleviation of rural poverty which has been one of the primary objectives of planned development in India. It was realized that a sustainable strategy of poverty alleviation has to be based on increasing the productive employment opportunities in the process of growth itself. Elimination of poverty, ignorance, diseases and inequality of opportunities and providing a better and higher quality of life were the basic premises upon which all the plans and blue-prints of development were built.

Rural development implies both the economic betterment of people as well as greater social transformation. In order to provide the rural people with better prospects for economic development, increased participation of people in the rural development programmes, decentralization of planning, better enforcement of land reforms and greater access to credit are envisaged.

The Planning Commission was set up by a Resolution of the Government of India in March 1950 in pursuance of declared objectives of the Government to promote a rapid rise in the standard of living of the people by efficient exploitation of the resources of the country, increasing production and offering opportunities
to all for employment in the service of the community. The Planning Commission was charged with the responsibility of making assessment of all resources of the country, augmenting deficient resources, formulating plans for the most effective and balanced utilisation of resources and determining priorities. Jawaharlal Nehru was the first Chairman of the Planning Commission.

**Functions:** The 1950 resolution setting up the Planning Commission outlined its functions as to:

I. Make an assessment of the material, capital and human resources of the country, including technical personnel, and investigate the possibilities of augmenting such of these resources as are found to be deficient in relation to the nation’s requirement;

II. Formulate a Plan for the most effective and balanced utilisation of country's resources;

III. On a determination of priorities, define the stages in which the Plan should be carried out and propose the allocation of resources for the due completion of each stage;

IV. Indicate the factors which are tending to retard economic development, and determine the conditions which, in view of the current social and political situation, should be established for the successful execution of the Plan;

V. Determine the nature of the machinery which will be necessary for securing the successful implementation of each stage of the Plan in all its aspects;

VI. Appraise from time to time the progress achieved in the execution of each stage of the Plan and recommend the adjustments of policy and measures that such appraisal may show to be necessary; and

VII. Make such interim or ancillary recommendations as appear to it to be appropriate either for facilitating the discharge of the duties assigned to it,
or on a consideration of prevailing economic conditions, current policies, measures and development programmes or on an examination of such specific problems as may be referred to it for advice by Central or State Governments.

**Organization:**

The Prime Minister is the Chairman of the Planning Commission, which works under the overall guidance of the National Development Council. The Deputy Chairman and the full time Members of the Commission, as a composite body, provide advice and guidance to the subject Divisions for the formulation of Five Year Plans, Annual Plans, State Plans, Monitoring Plan Programmes, Projects and Schemes.

The Planning Commission functions through several Divisions, each headed by a Senior Officer. The present Set up is:

- **Chairman**
  - Sh. Montek Singh Ahluwalia, Dy. Chairman
- **Shri V. Narayanasamy, Minister of State**
- **Members**
  - Shri B. K. Chaturvedi
  - Saumitra Chaudhuri
  - Dr.(Ms.) Syeda Hameed
  - Dr. Narendra Jadhav
  - Prof. Abhijit Sen
  - Dr. Mihir Shah
  - Dr. K. Kasturirangan
  - Sh. Arun Maira
- **Ms. Sudha Pillai, Secretary**
- **Senior Officials**
- **Grievance Officers**
Divisions: There are following divisions in the Planning Commission:

1. Agriculture Division
2. Backward Classes Division
3. Communication & Information Division
4. Development Policy Division
5. Education Division
6. Environment & Forest Division
7. Financial Resources Division
8. Health, Nutrition & Family Welfare Division
9. Housing, Urban Development & Water Supply Division
10. Industry & Minerals Division
11. International Economic Division
12. Secretariat for Infrastructure
13. Labour, Employment and Manpower Division
14. Multi-level Planning Division
   - Border Area Development Programmes
   - Western Ghat Development Programme
15. Monitoring Division
16. Perspective Planning Division
17. Programme Outcome & Response Monitoring Division
18. Plan Coordination Division
19. Power & Energy Division
20. Programme Evaluation Organisation
21. Project Appraisal & Management Division

22. Rural Development Division
23. Science & Technology Division
24. Social Development & Women’s Programme Division
25. Social Welfare Division
26. State Plans Division
27. Transport Division  
28. Village & Small Enterprises Division  
29. Water Resources Division  
30. Administration & Services Division  
31. Socio-Economic Research Division

Rural Development Division of the Planning Commission:

The function of the Rural Development Division is primarily to provide overall policy guidance in formulation of plans and programmes for Rural Development. This is the nodal Division for matters relating to poverty eradication, employment generation in rural areas, development of watershed & degraded land. The following specific activities are undertaken by Division;

i. To assist in formulation of rural development programmes to be included in Five Year Plans and Annual Plans and to make periodic assessment of progress achieved.

ii. To analyze and prepare comments on the EFC Memoranda and Cabinet Notes paper for Group of Ministers pertaining to rural development programmes.

iii. To maintain liaison with Ministry of Rural Development, National Institute of Rural Development (NIRD) and other allied organizations mainly and participating in the meetings.

iv. To collect information from various Divisions of the Planning Commission, State Governments and also from the Central Ministries which are implementing various schemes related to rural development.

v. To organize Working Group meetings to finalize the Draft Five Year Plan proposals of the State Governments. This involves the preparation of background papers, discussions on inter-se plan priorities, critical examination of plan proposals in relation to plan objectives and
approaches, preparation of Working Group Reports giving, inter-alia, outlays and physical targets.

vi. Finalization of the Five Year Plan outlays of the Ministry of Rural Development. Finalization of Annual Plans of the Central Ministry of Rural Development and State Governments. This includes assessment of progress both in physical and financial terms, in relation to the approved targets and outlays, scheme-wise examination of proposals and reviewing targets and finalizing allocation for next Annual Plan.

vii. To provide comments, materials etc. for Public representations, VIP references, and Parliament Questions and Agenda items for the meetings of Consultative Committee / Standing Committee for the Planning Commission pertaining to rural development sector are also attended to.

The Rural Development Division looks after the following programmes being implemented by the Ministry of Rural Development (MoRD):

**National Rural Employment Guarantee Act (NREGA):** The NREG was launched on February 2, 2006 and the first full year of operation was 2006-07 covering 200 districts. The programme was expanded to 330 districts in 2007-08 and covers the whole country from 1.4.08. The primary objective of the scheme is to provide guaranteed work for 100 days for any household wishing to have such employment. Although all households are eligible, the expectation is that only the poorer sections, i.e., landless labour and marginal farmers would actually seek work. The secondary objective is to ensure that employment generated is from works that raise land productivity.

**Swarnjayanti Gram Swarozgar Yojana (SGSY):** SGSY is a major on-going scheme for the self-employment of the rural poor. The basic objective of the scheme is to bring the assisted poor families (swarozgaris) above the poverty line by providing them income generating assets through a mix of bank credit and
government subsidy. Credit is the critical component of the scheme whereas the subsidy is an enabling element. The scheme involves organisation of the poor into Self Help Groups (SHGs) build their capacities through a process of social mobilization, their training, selection of key activities, planning of activity clusters, creation of infrastructure, provision of technology and marketing support, etc. Under the scheme focus is on the group approach. However, individual Swarozgaris are also assisted. The SGSY is being implemented by the District Rural Development Agencies (DRDAs) with the active involvement of Panchayati Raj Institutions (PRIs), banks, line Departments and the Non-Government Organisations (NGOs).

**Indira Awaas Yojana (IAY):** The IAY is being implemented as an independent scheme since 1996. It aims to provide assistance for construction / upgradation of dwelling units to the Below Poverty Line (BPL) rural households, with special emphasis on SCs, STs and freed bonded labor categories. A maximum assistance of Rs 35,000 per unit is provided for construction in plain areas and Rs 38,500 per unit for hilly/difficult areas. Rs 15000 is given for upgradation of a dwelling unit for all areas. The funding of IAY is shared between the Centre and State in the ratio of 75:25. (100% in the case of UTs).

National Social Assistance Programme (NSAP): The National Social Assistance Programme (NSAP) was launched with the aim to provide social assistance benefit to poor households in the case of old age, death of primary breadwinner and maternity. The programme supplements the efforts of the State Governments with the objective of ensuring minimum national levels of well being and the Central assistance is an addition to the benefit that the States are already providing on Social Protection Schemes. With a view to ensure better linkage with nutrition and national population control programmes, the Maternity Benefit Component of the NSAP was transferred to the Department of Family Welfare, Ministry of Health and Family Welfare with effect from 2001-02. The
schemes of NSAP and Annapurna have been transferred to the State Plan with effect from 2002-03 with a view to provide requisite flexibility to the State / UT in the choice and implementation of the schemes.

Integrated Watershed Management Programme (IWMP): During the Eleventh Plan, the three area development programmes, namely, Integrated Wasteland Development Programme, Drought Prone Area Programme and Desert Development Programme have been integrated and consolidated into a single programme called Integrated Watershed Management Programme (IWMP). This consolidation is for optimum use of resources, sustainable outcomes an integrated planning. The common guidelines for the Watershed Development Programme have been formulated and are effective from 1.4.2008. An amount of Rs.1825 crore has been allocated for IWMP during 2008-09. The ongoing projects sanctioned prior to 1.4.2008 under DADP, DDP, and IWDP would be continued to be implemented as per old guidelines.

National Land Records Modernization Programme (NLRMP): The National Land Records Modernization Programme (NLRMP) has been conceptualized as a major system and reform initiative that is concerned not merely with computerization, updating and maintenance of land records and validation of titles, but also as a programme that will add value and provide a comprehensive database for planning developmental, regulatory and disaster management activities by providing location-specific information, while providing citizen services based on land records data.
V – National Institute of Rural Development:

National Institute of Rural Development (NIRD) is an autonomous organization under the Ministry of Rural Development, Government of India. Through its training and research activities, NIRD endeavours to upgrade the knowledge skills and to bring in required attitudes among its clientele group. NIRD sensitizes the elected representatives and rural development functionaries about the impact of various Rural Development initiatives of the Union Government and the State Governments and also about the emerging challenges in the field of Rural Development.

The vision of NIRD is to focus on the policies and programmes that benefit the rural poor, strive to energize the democratic decentralization process, improve the operational efficiency of rural development personnel, promote transfer of technology through its social laboratories and Technology Park and create environmental awareness. As a `think-tank’ for the Ministry of Rural Development, NIRD while acting as a storehouse of information on rural development would assist the Ministry in policy formulation and choice of options in rural development to usher in the change.

Mission:

To examine and analyze the factors contributing to the improvement of economic and social well being of people in rural areas on a sustainable basis with focus on the rural poor and the other disadvantaged groups through research, action research, consultancy and documentation efforts.

To facilitate the rural development efforts with particular emphasis and focus on the rural poor by improving the knowledge, skills and attitudes of rural development officials and non-officials through organizing training, workshops and seminars.
Figure No – 3.5 Organizational Chart NIRD
Functions of NIRD:

Organize training programmes, conferences, seminars and Workshops for senior level development managers, elected Representatives, bankers, NGOs and others. A proforma is made available to the trainees for assessing the effectiveness of various components of each training programme and their relevance to the specific needs of the clientele groups. On the basis of the feedback thus received, the overall effectiveness of the training activity is measured. These evaluations are reviewed regularly. A summary of the training performance is presented to the Executive Council and the General Council. The recommendations of the national level seminars and workshops, held regularly, are brought out in the form of a book for reference by the concerned and are displayed on the website of the Institute.

Undertake, aid, promote and coordinate research on its own and through other agencies. Greater emphasis is laid on the application aspects. Research studies are published for wider dissemination of the research findings. A summary of the findings is circulated to various organizations and are also put out on the website of the NIRD for perusal of academicians and others.

Study various aspects of the Panchayati Raj Institutions, local level governance across the states;

Analyze and propose solutions to problems in planning and implementation of the programmes for rural development;

Disseminate information through periodicals, reports and other publications.

Provide consultancy services to both national and international organizations as well as Ministries of Govt. of India and Departments of State Governments.
**Action Research:**

The Institute undertakes location and community specific research for field-testing of various themes or models, step-by-step, while actually implementing the project on ground. Day-to-day interventions are modified according to the situation prevailing in the project area. It is a process of learning while doing and also social laboratory for trainees. The Institute has also taken up the important process of documenting its efforts to enable policy makers, rural development functionaries, state governments, etc., to pick up learning points for application of such process oriented implementation of programmes. The tangible outcomes of Action Research are: i) to strengthen working relationships among the Government Agencies and also promote public - private partnerships; ii) to provide opportunities for tapping the local traditional wisdom and also to facilitate greater participation of the disadvantaged sections in all local development endeavors; iii) to identify cost effective and eco-friendly alternative development models for sustainable Rural Development.

**Institution Building and Networking:**

Capacity building of over six million elected representatives and Panchayati Raj & Rural Development Functionaries is a prerequisite for achieving the goals of Rural Development. NIRD plays a crucial role in strengthening the training infrastructure of State Institutes of Rural Development (SIRDs) and Extension Training Centers (ETCs) besides augmenting the capabilities of the faculty members of these Rural Development Training Institutions. Though `Training of Trainers’ (TOT) programmes in the field of communication skills, participatory training methods and Approaches to Social Science Research besides the NIRD off-campus training programmes, it enriches the capabilities of faculty and strengthen RD Training Institutions in the conduct of periodic training programmes effectively. The Annual Colloquium of Secretaries of Panchayati Raj & Rural Development and Heads of State Institutes of Rural Development,
National Meet of Heads of State Institutes of Rural Development and Extension Training Centers and the Regional Meetings of Heads of SIRDs and ETCs provide opportunities to the representatives of these RD Training Institutions to explore the various ways of networking for sharing the resources and expertise for the common benefit and also for enhancing the effectiveness of training programmes of these institutions.

**Rural Technology Park:**

NIRD is engaged in operationalising a Rural Technology Park with an objective to help in dissemination of affordable and appropriate technologies. The strategy to be adopted is a double-pronged approach with equal emphasis on two components. The first component is demonstration of technology models at NIRD with a variety of static, simulated and live models in stalls and thematic pavilions. The second component is actually by taking successful and proven technologies to the villages and practically using these technologies with the active involvement of primary stake holders, with the help of Community Based Organizations (CBOs), Self Help Groups (SHGs), Gram Panchayats (GPs) and Non-Government Organizations (NGOs). This process of transfer of technology can take place through careful selection of user groups, enabling them to select appropriate technologies and arrive at appropriate formal arrangements. SHG's/GP's will use the machinery to maximum capacity by purchasing raw material, to take care of operation and to give quarterly feedback to NIRD on the practical utility or otherwise of the technology.
VI – National Bank for Agriculture and Rural Development (NABARD):

The Committee to Review Arrangements for Institutional Credit for Agriculture and Rural Development (CRAFICARD) set up by the RBI under the Chairmanship of Shri B Sivaraman in its report submitted to Governor, Reserve Bank of India on November 28, 1979 recommended the establishment of NABARD. The Parliament through the Act 61 of 81, approved its setting up. The Committee after reviewing the arrangements came to the conclusion that a new arrangement would be necessary at the national level for achieving the desired focus and thrust towards integration of credit activities in the context of the strategy for Integrated Rural Development. Against the backdrop of the massive credit needs of rural development and the need to uplift the weaker sections in the rural areas within a given time horizon the arrangement called for a separate institutional set-up. Similarly. The Reserve Bank had onerous responsibilities to discharge in respect of its many basic functions of central banking in monetary and credit regulations and was not therefore in a position to devote undivided attention to the operational details of the emerging complex credit problems. This paved the way for the establishment of NABARD.

NABARD is set up as an apex Development Bank with a mandate for facilitating credit flow for promotion and development of agriculture, small-scale industries, cottage and village industries, handicrafts and other rural crafts. It also has the mandate to support all other allied economic activities in rural areas, promote integrated and sustainable rural development and secure prosperity of rural areas. In discharging its role as a facilitator for rural prosperity NABARD is entrusted with:

I. Providing refinance to lending institutions in rural areas
II. Bringing about or promoting institutional development and
III. Evaluating, monitoring and inspecting the client banks
**Besides this pivotal role, NABARD also:**

I. Acts as a coordinator in the operations of rural credit institutions
II. Extends assistance to the government, the Reserve Bank of India and other organizations in matters relating to rural development
III. Offers training and research facilities for banks, cooperatives and organizations working in the field of rural development
IV. Helps the state governments in reaching their targets of providing assistance to eligible institutions in agriculture and rural development
V. Acts as regulator for cooperative banks and RRBs
VI. Extends assistance to the government, the Reserve Bank of India and other organizations in matters relating to rural development
VII. Offers training and research facilities for banks, cooperatives and organizations working in the field of rural development
VIII. Helps the state governments in reaching their targets of providing assistance to eligible institutions in agriculture and rural development
IX. Acts as regulator for cooperative banks and RRBs

The organizational structure of NABARD is as follows:

![Organizational Chart NABARD](image)

*Figure No – 3.6 Organizational Chart NABARD*
NABARD'S functions can be broadly classified in following three categories:

1. **Credit functions:** NABARD's credit functions cover planning, dispensation and monitoring of credit, Framing policy and guidelines for rural financial institutions, providing credit facilities to issuing organizations, Preparation of potential-linked credit plans annually for all districts for identification of credit potential and Monitoring the flow of ground level rural credit

2. **Development and Promotional Functions:** In order to reinforce the credit functions and to make credit more productive, NABARD has been undertaking a number of developmental and promotional activities such as:

   I. Help cooperative banks and Regional Rural Banks to prepare development actions plans for themselves
   II. Enter into MoU with state governments and cooperative banks specifying their respective obligations to improve the affairs of the banks in a stipulated timeframe
   III. Help Regional Rural Banks and the sponsor banks to enter into MoUs specifying their respective obligations to improve the affairs of the Regional Rural Banks in a stipulated timeframe
   IV. Monitor implementation of development action plans of banks and fulfillment of obligations under MoUs
   V. Provide financial assistance to cooperatives and Regional Rural Banks for establishment of technical, monitoring and evaluations cells
   VI. Provide financial support for the training institutes of cooperative banks
   VII. Provide training for senior and middle level executives of commercial banks, Regional Rural Banks and cooperative banks
   VIII. Create awareness among the borrowers on ethics of repayment through Vikas Volunteer Vahini and Farmer’s clubs
IX. Provide financial assistance to cooperative banks for building improved management information system, computerisation of operations and development of human resources

3. **Supervisory Functions:** As an apex bank involved in refinancing credit needs of major financial institutions in the country engaged in offering financial assistance to agriculture and rural development operations and programmes, NABARD has been sharing with the Reserve Bank of India certain supervisory functions in respect of cooperative banks and Regional Rural Banks (RRBs).

I. NABARD has been entrusted with the statutory responsibility of conducting inspections of State Cooperative Banks (SCBs), District Central Cooperative Banks (DCCBs) and Regional Rural Banks (RRBs) under the provisions of Section 35(6) of the Banking Regulation Act (BR Act), 1949. In addition, NABARD has also been conducting periodic inspections of state level cooperative institutions such as State Cooperative Agriculture and Rural Development Banks (SCARDBs), Apex Weavers Societies, Marketing Federations, etc., on a voluntary basis.

II. Undertakes inspection of Regional Rural Banks (RRBs) and Cooperative Banks (other than urban/primary cooperative banks) under the provisions of Banking Regulation Act, 1949.

III. Undertakes inspection of State Cooperative Agriculture and Rural Development Banks (SCARDBs) and apex non-credit cooperative societies on a voluntary basis

IV. Undertakes portfolio inspections, systems study, besides off-site surveillance of Cooperative Banks and Regional Rural Banks (RRBs)

V. Provides recommendations to Reserve Bank of India on issue of licenses to Cooperative Banks, opening of new branches by State Cooperative Banks and Regional Rural Banks (RRBs)

VI. Administering Credit Monitoring Arrangements (CMA) in SCBs and CCBs
Supervisory Strategy of NABARD: In the wake of the banking sector reforms, new set of international norms/practices were made applicable to Commercial Banks (CBs) to make them more competitive and sustainable in the changing scenario. The co-operative banks and RRBs were also to function in the general banking environment, emerging out of the financial sector reforms, introduced by the GOI/RBI. Accordingly, the prudential norms were extended to them in phases. While the capital adequacy norm has not yet been made applicable to these banks, the other prudential norms viz. income recognition, asset classification and provisioning, which were made applicable by RBI to the commercial banking sector had been extended to cover RRBs in 1995-96, SCBs and DCCBs in 1996-97 and by NABARD to SCARDBs in 1997-98. NABARD, through a concrete and time-bound supervision strategy, facilitate these banks to adjust to the new financial discipline so as to internalize prudential norms stipulated.

Off-site Surveillance in NABARD system: As a part of the new strategy of supervision, a system of ‘Off-site Surveillance’ has been introduced as a supplementary tool to the on-site inspection. Its objectives are to obtain and analyse critical data on a continuous basis, to identify areas of supervisory concern and to identify early warning signals and risky areas requiring further probe. The system basically envisages desk scrutiny of operations of cooperative banks and RRBs through a set of statutory and non-statutory returns. While the periodical statutory on-site inspections attempt an overall evaluation of the performance of the banks with a stipulated period, off-site surveillance envisages continuous supervision supplementing the on-site inspections with additional instruments of supervision.
VII – CAPART:

The voluntary sector in India has played a major role in rural development, through mobilizing communities and catalyzing people's initiatives for change, as well as through direct implementation of interventions around specific issues. Formal recognition of the role of voluntary organizations in the Seventh Plan documented to the formation of the Council for Advancement of People's Action and Rural Technology (CAPART) in 1986, as a nodal agency for catalyzing and coordinating the emerging partnership between voluntary organizations and the Government for sustainable development of rural areas.

CAPART was formed by amalgamating two agencies the 'Council for Advancement of Rural Technology' (CART) and People's Action for Development India (PADI). CAPART is an autonomous body registered under the Societies Registration Act 1860, and is functioning under the aegis of the Ministry of Rural Development, Government of India. Today, this agency is a major promoter of rural development in India, assisting over 12,000 voluntary organizations across the country in implementing a wide range of development initiatives. The objectives of this organization can be listed as follows:

I. to acquire the activities, programme and assets of two Societies namely People’s Action for Development (India) [Registration No.4433] and, Council for Advancement of Rural Technology [Registration No.12945] and all or any of the belonging, funds, rights, privileges, obligations and contracts of the said two Societies which as on the date of registration of this Society shall be deemed to have been amalgamated and merged into this society;

II. to encourage, promote and assist voluntary action in the implementation of projects for the enhancement of rural prosperity;
III. to strength and promote voluntary efforts in rural development with focus on injecting new technological inputs in this behalf;

IV. to act as the national nodal point for coordination of all efforts at generation and dissemination of technologies relevant to rural development in its wider sense;

V. to act as a catalyst for development of technology appropriate for the rural areas, by identifying and funding research and development efforts and pilot projects by different agencies and institutions particularly voluntary organizations;

VI. to act as a conduit for transfer of appropriate technology to Government Departments, public sector undertaking, cooperative societies, voluntary agencies and members of public to encourage adoption of modern techniques and appropriate technology in rural development;

VII. to act as a clearing house of information and data bank;

VIII. to disseminate knowledge on rural technology to manufacturers of machinery tools, equipment and spare parts so that large scale production of technically improved machinery etc. is carried out in the private cooperative and public sectors;

IX. to assist and promote programmes aimed at conservation of the environment and natural resources;

X. to strengthen existing institutions of research and develop or set up institutions, so that national level institutions on matter of purely or largely rural interest are built up;

XI. to collaborate with other institutions, associations and societies in India or abroad including concerned international agencies ? constituents of the U.N. system interest in similar objects;

XII. to conduct or sponsor training programmes, conferences, lectures and seminars on rural development activities of particular interest to women, with an accent on improved technologies appropriate to their role in rural development.
XIII. to conduct or sponsor training programmes for trainers, particularly in the voluntary sectors, so that improved technology is disseminated to participants in development in the rural areas;

XIV. to conduct or sponsor training programmes / seminars, workshops and meetings to promote interaction between government agencies and voluntary agencies working in the field of rural development and technology;

XV. to carry out research studies, survey, evaluation and the like on the use of appropriate technology and to offer fellowships, scholarships and prizes in furtherance of the objects of the society;

XVI. to prepare, print and publish paper, periodical-monographs and books in furtherance of the objects of the society; and to do all other such things as the society may consider necessary, incidental or conducive the attainment of its objectives;

XVII. to create awareness amongst rural people and provide a series of escort services to them through the NGOs on matters relating to Intellectual Property Right (IPR) issues in the context of WTO and assist them by protecting rights and all matters connected therewith.
Council for Advancement of People’s Action and Rural Technology (CAPART)

Figure No – 3.7 Organizational Chart CAPART
Committed to development of rural areas in India the CAPART functions through following divisions

**Rural Technology Division:** The thrust of Rural Technology is to promote innovative rural technologies in the village especially catering to disadvantaged sections of the society. CAPART supports projects under the Advancement of Rural Technologies (ARTS) scheme, Such technologies are catering to disadvantaged as are newly designed and lab tested to be viable, but are neither being promoted /funded by any other agency.

**Public Cooperation Division:** CAPART’s thrust is directed towards promoting innovative and integrated projects for employment, income generation, creation of community and fulfillment of basic needs like housing, drinking water, sanitation. CAPART has now come up with the sub guidelines under Pc schemes are as follows:

- Micro finance
- Micro planning (adopt a village program)
- Drought proofing in drought prone areas
- Innovative housing programmes
- Health and Sanitation
- Sustainable development and organic farming
- Education
- Environment and Energy

**DISABILITY ACTION DIVISION:** The Disability Action Division was set up in 1995 to facilitate the equalization of opportunities for people with disabilities in rural development. The thrust of the programme is to generate awareness through formation of SHGs and taking up of economic support to activities so that the disabled people not only become self-supporting but also become equal
partners in the developmental process of the community. The emphasis is on community based rehabilitation programmes through VOs who have the capacity to work in this field to focus on development rather than welfare. CAPART is the first national agency to act on the mandate of the "Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation)" Act, 1996, and earmark 3% of its resources for people with disabilities.

**Watershed Development Division:** The Watershed Development Division constituted in March 1995 works towards the integrated development of micro-watersheds in rural areas. Conservation and regeneration of soil and water, enhancing the biomass and productivity of the ecosystem and provision of employment and economic opportunities to the community, are priorities. Under the CAPART’s Watershed Development guidelines new VOs are first put in B track and only after they have successfully completed their training under one of the Support Voluntary Organisation(SVO) is the approval for preparation of Action plan under track ‘A’ permitted. The emphasis is on the capacity building and involvement of people at every stage, right from planning and implementation to sharing of usufruct and maintenance of the watershed. CAPART assistance is divided into four components-75 percent for watershed treatment/development work, 5 percent each for community organisation and training and 15 percent for meeting administrative overheads. Social forestry projects under the Jawahar Rozgar Yojana (JRY) are also supported by this division.

**Organization Of Beneficiaries (OB):** CAPART supports in endeavor to create awareness about development programmes organizing rural poor, disabled and capacity building of VOs through training and exchange of information. VOs may organize there for taking up local specific issues which has sufficiently just or serious and sustain their campaign/struggle for the betterment of the economic status and social power for the poor and deprived. It is one of the important
scheme to create awareness about development programmes, who wish to organize themselves for a cause which is sufficiently just or serious and help to sustain their campaign/struggle for betterment of their economic status and social power. It also focuses on to increase their bargaining power by supporting active network and protect the interest of SC/ST, women, landless laborers, physically handicapped persons and other disadvantaged sections of the society. The Scheme also goes up to the extent to fight legal battles to secure justice for a large number of poor and exploited people, including legal counseling and assistance for the poor litigants.

**Marketing Development Division:** CAPART introduced its Marketing Division in February 1989 with a view to provide opportunities, exposure and sustainable market linkages to Rural producers covered under various Income Generation Schemes of the Ministry of Rural Development. The main activities undertaken by Marketing Division of CAPART are:

- Gram Shree Melas
- Exhibitions at Regional, National and International level
- Workshops and Seminars
- Theme Melas

**Information & Technology:** This Division is responsible for maintaining and implementing the computerized management information system at CAPART. An online integrated project monitoring and information system has been developed, using state-of-art technology. Project processing and monitoring are computerized, with Regional Centers networking with the main system at CAPART headquarters. The CAPART database involves more than 17000 voluntary organizations and 60,000 projects at various stages of the project cycle. This division is also responsible for designing and implementing training programmes for CAPART staff in the use of the computerized management information system.
**Monitoring & Evaluation Division:** Monitoring and Evaluation Division is one of the support divisions of CAPART. This division is headed by In charge MED, Shri P. N. Srinivasan, Director, who is further assisted by a core group comprising of R.O, YPs, P.A. and a LDC. The Monitoring and Evaluation Division as the very name suggests takes up the major responsibility of ensuring that the projects sanctioned and funded by CAPART are properly monitored and evaluated, and for this purpose it is primarily engaged in the empanelment of Facilitator cum Evaluator's (FCEs) of CAPART. At present 519 FCEs are empanelled with CAPART. The Monitoring & Evaluation Division is also involved in the blacklisting of fraudulent Voluntary Organizations as also in the follow up action for the recovery of funds in regards to such blacklisted Voluntary Organizations. It also undertakes Comprehensive Evaluations of blacklisted Voluntary Organizations as and when needed. The number of Voluntary Organizations blacklisted by CAPART at present stands at 293. Besides this the division is also responsible for processing of complaints against Voluntary Organizations received from different sources.

It also deals with Voluntary Organizations placed under Defaulter(s) and doubtful category. The Defaulter is a category under which a Voluntary Organization is placed if it has been blacklisted by some other agency of which CAPART has been eventually informed. In such cases no more funds are further released to such Voluntary Organizations. Doubtful is yet another category wherein such Voluntary Organizations, against whom complaints are received and are under process of examination, are placed. The Monitoring & Evaluation Division in an overall way is also responsible for coordination with all Project Divisions of CAPART.

**Vigilance:** The Vigilance Division of CAPART was established in 1995, mainly to keep a vigil on the activities of CAPART officials and initiate other preventive measures, in the organization. In this division, we examine the complaints that
we receive against the CAPART officials, conduct inquiries and take action according to the CCA/CCS rules, 1965, as extended to CAPART employees. The word "VIGILANCE" implies watchfulness and vigilance activities can be broadly classified into two parts "Punitive" and "Preventive". The vigilance division of CAPART not only emphasis on the punitive aspect of detection and punishment of corruption but also on the preventive measures which could reduce the number of cases considerably.

**Micro-finance**: CAPART in its effort to bring about sustainable development has chosen the path of self help groups (SHG) and Micro-finance, which is more sophisticated and sustainable form of financing. Main objective of the program is to pace the formation and strengthening of and to improve upon quality of the groups by extending promotional and capacity building training support. It aims at taking a pro active role required to utilize the potential of SHG movement for poverty alleviation by linkages, income generation programmes could easily be within the scope of the program and the SHGs themselves.

**Micro planning (Adopt a Village Programme)**: This scheme endeavors towards integrated rural development activities through experimental and innovative efforts over a period of three years. Desirous VOs having a good track record of working with the people of CAPART at either the concerned Regional Center or HQ as per suggested format. Here again though-varied activities could be taken up as per suggested format. Here again though varied activities could be taken up as per justification and need, thrust areas are to be provided based on a definite a strategy to be adopted for the implementation of a Comprehensive Action Plan. Empowerment issues are to be a normally taken up first only, to be followed by infrastructure related or income generation activities. Schemes purely or infrastructure will not be entertained. Ideally, CAPART funds must be used to mobilized the people, empower them, so that they can stand on their own feet and demand the schemes and projects due to them from either the government or other agencies.
VIII – Management of Rural Development:

The Rural development is constitutional directive and objective of Right to work, Life, Food are guaranteed through fundamental rights and hence Poverty Alleviation is the prime objective of nation. As a result in all the plans without any party level policy consideration is the “Common objective”. This national objective is spelt out in the policies by Parliament and implemented by Ministries. Though Rural Poverty is a matter of concern of numerous ministries, the present study has confined itself to two major ministries i.e. Ministry of Rural Development and Ministry of Panchayati Raj who are directly dealing with Rural Poverty and development. In earlier sections of this chapter administrative mechanisms of rural development within the frame of different actors of rural has been discussed. The present section describes the management system of Rural Development Programmes with special reference to Ministry of Rural Development and Ministry of Panchayati Raj.

Management of Rural development consist of such activities as planning, organizing, coordinating, directing, implementing, monitoring, controlling and evaluating rural development programmes, rural organizations and institutions, rural resources, and rural enterprises.

Managing the Rural Development means managing the masses is a quite different affair than that of managing the projects of Bridge Construction or Building Construction. Since the components to be managed here are human and that to with diversified cultures and social background. In Rural Development affair there is huge size, diversity, relatively high dependence on uncontrollable natural factors, and unorganized nature of rural sector. Hence the task of managing the rural development is extremely difficult one.
**Conceptualization:** The prior condition of any programme, policy or mandate is conceptualization. The thing is to be conceptualized before planning; planning takes place after the thing is conceptualized. Conceptualization of Rural Development begins from the sources like Gandhian Philosophy, International Conventions on Poverty and Regional Development, Preamble – Fundamental Rights – Directive Principles of the Constitution, Census reports, NSS survey, BPL survey, Evaluation reports, Manifestos of political parties, Mass movements, advocacy by activists, International trends, public demands and many more variables like these.

**Policy Formulation:** Conceptualized ideas and aspirations related to poverty alleviation and rural development takes place of debate, political agenda etc. consequently takes place in the form of parliamentary debate and ultimately take shape of concrete policy. Policies are nothing but broad framework or to say a statement of intent. So in policy formulation the main role is played by Parliament at central level and legislative assemblies at state level.

**Planning:** Policies formulated in parliament are implemented by Ministries. As far as Rural Development is concerned planning takes place simultaneously at various levels. Planning commission in the form of five year plans, Finance Ministry is involved as far as allocation of funds hence the financial planning component is concerned. Ministry of Rural Development is involved in planning different programs and frameworks for poverty alleviation and rural development. Ministry of Panchayati Raj plans its own programs at the same other such programs that are aimed at providing institutional support to successful implementation of programmes planned by ministry of rural development.

73rd and 74th Constitutional amendments brought paradigm shift in the process of planning. Now the avenues are opened wherein people can plan for their own development in the frame of Panchayati Raj Institutions and District Planning
Committees. But at this juncture the process of planning is passing through transition phase wherein the PRIs are constitutionally recognized institutions for planning and are given the rights there of. Despite that the above level institutions i.e. state and central government are functioning in old fashioned (as functioning before the enactment of 73rd and 74th constitutional amendment) and considers PRIs as implementing agencies which is not true as per the constitutional amendment. In the present scenario RRIIs plan but they plan how to implement the programmes planned by Ministry of Rural Development and Ministry of Panchayati Raj. Even in the era of well structured guidelines for each and every programme there remains no role to play by PRIs in real sense of planning.

**Organizing:** One of the integral tasks under the domain of management is ‘Organizing’. ‘Organizing for Rural Development’ meant for creating appropriate organizational structures and recognizing the clientele of a programme such that the stated goals of the programme under consideration are achieved as efficiently as possible. Looking from the management perspective in context of rural development what is organizing is creating appropriate bureaucratic structure suitable to scheme and not to prepare scheme suitable to bureaucratic structure. Hence it involves challenging task of bringing flexibility in the existing system making the people work out of traditional track and methodologies.

Beyond it organizing rural communities is the most important managerial tasks that requires skills, knowledge and attitude towards community organization. This role is continuously evolved earlier the rural level government worker i.e. Gram Sevak was community organizer, some where teachers are involved for this tasks and during recent times either government hires professionals to organize community or outsources it to professional NGOs competent for that. In Gujarat government has hired Gram Mitras for different tasks of rural development their role in detailed has been discussed in subsequent chapter.
Integration and Coordination: Given the multi-disciplinary nature of development and given the multitude of governmental and non-governmental agencies engaged in rural development with different, and often conflicting, objectives it is absolutely essential for optimum results that the activities of all these agencies are integrated and coordinated effectively. In absence of requisite integration and coordination, there is a lot of unnecessary overlapping, duplication and wastage of scare resources. This role is being played by DRDAs as they involve all the line departments in preparation and execution of any project. Even at taluka level this task is being played by Block Panchayat. To involve NGOs systematically some state level initiatives like appointing mother NGO, lead NGO etc. brings necessary coordination in successful planning and execution of the programme.

Implementation: the implementing role is very important and it is being played by each and every stakeholder involved in rural development i.e. from Ministry to Gram Panchayat level. The task remains that of implementation but the role differs from actor to actor for e.g. ministry’s role in with special reference to implementation includes developing guidelines for implementation allocation of funds, release of funds, appointing authorities for different tasks etc. At state level the implementation tasks involve state level engaging NGOs, identification of common issues and issuing circulars for administrative clarifications etc. The hardcore task of implementation lies at DRDA level as this agency is meant for implementing the schemes. Then comes the Blocak Panchayat and Gram Panchayats who are also directly involved in implementation as they are directly involved in beneficiary identification, direct allocation, work level project planning and implementation.
Monitoring and Evaluation:

The Monitoring and Evaluation System under Ministry of Rural development is as follows:

The Ministry of Rural Development places special emphasis on monitoring and evaluation of its programmes being implemented in rural areas all over the country. Effective monitoring of the programmes is considered very important for efficient delivery at the grass root level particularly in view of the substantial step up in the allocation of funds for rural development programmes since the Eighth Five Year Plan onwards. In order to ensure this, the Ministry has evolved a comprehensive multi-level and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. Appropriate objectively verifiable performance indicators have been developed for each of the specific programme, both by the Ministry of Rural Development and the State Government for effective monitoring at the District, Block, Gram Panchayat and Village levels so that alarm signals can be captured well in advance for midcourse corrections. The implementation of various Rural Development schemes especially the wage employment, self-employment and rural infrastructure/amenities schemes to a great extent, has resulted in reduction of poverty in rural areas. The Government has instituted an in-built monitoring mechanism in the guidelines of each scheme so as to ensure that the objectives of the schemes are achieved by their implementation.

The Minister of Rural Development and the Ministers of State for Rural Development visit States/UTs and review the performance of programmes with the Chief Ministers, Ministers and officials of the State Government concerned with the implementation of the programmes. Such review meetings provide the much needed impetus in the implementation of the programmes by energizing and motivating the Implementing Agencies. The need for ensuring better utilization of funds and effective delivery of benefits to the targeted groups is
emphasized in these review meetings. During the year under report such reviews have taken place in most of the States. These review meetings were quite useful in resolving policy issues and problems of programme implementation.

The programmes of the Ministry are continuously monitored through periodical progress reports received from the State Governments depicting both the financial and physical progress of the programmes. The Monitoring Division has streamlined the data processing system and the Monthly Progress Report is received by the 10th of every month. These reports give the State-wise and Programme-wise performance of the schemes. District-Level information on the performance of various schemes are also being generated and disseminated to all concerned.

On-Line Reporting of Monthly Progress Report (MPR): The Ministry of Rural Development has been emphasizing on e-governance. Accordingly, States/DRDAs were requested to take action to ensure that MPRs compiled by the DRDAs and implementing Agencies are sent through the electronic medium. More than 590 DRDAs/Districts are submitting their progress reports of rural development programmes of SGSY, IAY, NREGA, DRDA Administration, Integrated Wastelands Development Programme (IWMP), Accelerated Rural Water Supply Programme (ARWSP) and Total Sanitation Campaign (TSC) through On-Line system and remaining States/Districts have been emphasized to ensure that all the DRDAs submit their return timely through On-line.

The Ministry has constituted the Performance Review Committee (PRC) under the chairmanship of Secretary (RD), which comprises of State Secretaries In-charge of rural development schemes, representatives of the Planning Commission and Central Ministries i.e. Ministries of Finance, Statistics & Programme Implementation and Environment & Forests. The Committee
reviewed in detail the performance of various programs being implemented in different States and appropriate recommendations were made for corrective action wherever found necessary. The State Governments were also advised to improve the quality and pace of implementation of the programmes.

Pursuant to the President’s Address to both houses of Parliament on 4th June 2009, it was decided by PMO to set up a Delivery Monitoring Unit (DMU) in the Prime Ministers Office to review a select number of flagship programmes/initiatives/iconic projects. The task of DMU is to ensure effective delivery of selected programmes through steady monitoring for outputs stated by the Ministry concerned, fast-tracking of implementation and ensuring troubleshooting through periodic reviews, informing the Prime Minister on a quarterly basis on performance of the selected programmes/initiatives/projects’ ensuring evaluation of impact of the selected programmes/initiatives/projects, ensuring that information on these programmes/initiatives/projects to the extent possible, is placed in the public domain by the Ministry concerned. MGNREGA, IAY, PMGSY and NRDWP are covered under DMU (http://rural.nic.in/DMU.htm).

Beyond these formally engaged monitors there are other kinds of monitors who are not engaged formally but plays crucial role for e.g. activists, media, social groups, people’s organization etc.

The Monitoring and Evaluation System under Ministry of Rural development is as follows:

The MoPR places special emphasis on Monitoring and Evaluation of its programmes being implemented all over the country. Effective monitoring of the programmes is considered very important, particularly in view of the substantial step up in the allocation of funds for PRIs. It is well recognised that the success of the programmes largely depends on the effective delivery system and efficient implementation at the grass-roots level so that the programme benefits reach the rural poor in full measure. In order to ensure this, the Ministry has evolved a
comprehensive multilevel and multi-tool system of Monitoring and Evaluation for the implementation of its programmes. The implementation of the recommendations of the various Round Table Conferences has resulted in the devolution of functions, funds, and functionaries to PRIs to some extent. The Government has instituted an in-built monitoring mechanism in the guidelines of each scheme to ensure that the objectives of the schemes are achieved by their implementation.

**Periodical Progress Reports/Returns** The programmes of the Ministry are regularly monitored through progress reports received from the States / Union Territories (UTs) depicting the financial and physical progress of the programmes.

**Utilisation Certificates/Audit Reports** The procedure adopted for release of funds to the States/UTs under various programmes stipulates that the State/UT Governments should furnish Utilisation Certificates to the effect that the funds have been utilised for the purpose for which the funds were sanctioned and no diversion has been made. The auditing of accounts and reports thereon are preconditions for the release of the second and subsequent installments.

**Visits by Officers** At the Central Government level, the MoPR has allotted States/UTs to the Officers of the Ministry, with the objective to monitor the progress of the programmes of the Ministry with special reference to devolution of powers to PRIs. Officers visit their assigned States/UTs at regular intervals. The important observations from such visits are shared with the State Government concerned, advising them to take corrective measures, wherever shortcomings are noticed. The officers, during their visits to allocated States and UTs, also look into the complaints received by the Ministry regarding implementation of programmes.
IX – Concluding Note:

This chapter gave an idea of how the Rural Development is being carried out in India. The major actors involved in Rural Development their administrative structure have been explained. Their style of functioning from planning and implementation to monitoring and evaluation is described. It becomes clear that there are many actors involved in rural development in India. Ministry of Rural Development and Ministry of Panchayati Raj are major actors of rural development. Ministry of Rural development implements various programmes for betterment of rural poor while Ministry of Panchayati Raj is devoted to strengthen governance at local level. In a way both the ministries are complementary to each other. Under the ages of these ministries many programmes are implemented. NIRD functions as training institute devoted to training and research in rural development. Place of rural development wing in planning commission shows the importance rural development has gained in the national priority.