CHAPTER-3

ADMINISTRATIVE STRUCTURE OF IRDP

The administrative structure created for implementation of any development programme has a definite role to play in its performance. Hence after the description of Profile of the Area of Study in chapter 2, in this chapter an attempt has been made to discuss the administrative structure at various levels. In all the developing nations of Asia and Africa, state is viewed as an agency for social and economic change. A modern nation-state is distinguished from a colonial-state in the sense that while the former is a 'welfare-state' engaged in activities of social transformation, the latter is a 'police-state' trying to maintain status-quo and maintenance of law and order. A state functions through its bureaucracy and therefore, in all the countries which are in a transitional period, passing from tradition to modernity, the bureaucracy is considered as an instrument of modernization and social change. The solution of such vital problems as removing poverty and illiteracy, and improving the living standards of the masses is not possible without an active and determined involvement of the government machinery. This makes the bureaucracy as the single most important variable influencing every type of change-social, economic, political or technological. In a developing country like India, administrators are prime moves and energies in the process of modernization of the country under their changed role in the 'welfare-state'. It is not only an instrument for the maintenance of law and order and collection of revenue, but the most important instrument for the welfare and well-being of the masses. Further in all developing nations, it is the only trustworthy,
stable and continuous organization for carrying out goal-oriented development plan\textsuperscript{1}. However, it has been noticed that the bureaucracy in all the developing nations including India has been finding it difficult to generate the required level of confidence in the people and to elicit their active support and cooperation in the process of social transformation.\textsuperscript{2} The Bureaucracy in India has been the victim of its colonial past. The British called the Indian Civil Service as the ‘steel frame’ within which was prescribed the entire policy and functioning of government.\textsuperscript{3} Changes were often introduced in an ad hoc manner and these were more marked at the central level than the lower levels of the government. At the State, District and Block levels, the old bureaucratic set-up remained almost the same in nature with the result that there existed dual forms of government at the top and lower levels. While the central government was looked upon as an agency for development and change, the principle of a ‘police-state’ continued to govern the functioning of the state structure at the various levels and common man still took the state as government as was the tendency during colonial times.\textsuperscript{4}

The nation has adopted various programmes of rural development started from Community Development Programme in 1952 to Integrated Rural Development Programme in 1978-79 one after another. However, the administrative set-up remained almost the same with certain minor changes. The Government of India has adopted various models of development in the last four decades but

\textsuperscript{1} Ghildial, A.K., "From Steel Frame to Open Structure: Bureaucracy and Social Change in India", The Administrator, Vol.28, No. 1, January-March,1983, p.33.
\textsuperscript{2} Ibid., pp.33-34.
\textsuperscript{3} Ibid., p.34.
\textsuperscript{4} Ibid., p.35.
not much has been achieved so far. Professor Rajini Kothari has cautioned against these frequent changes and said "when we take a different model for development, we must carefully diagnose the ills that we have confronted all the years for development. We are always enamoured of the models emulated in the west without understanding the ground realities." Paul Appleby, the American Expert on Public Administration, had stated in his report on Indian Administration that when a new programme is undertaken, it is better to implement it through an existing organization by suitably strengthening it rather than starting a new administrative set-up altogether. It was this approach which we seem to have followed in the Indian experiment. Thus, the Community Development Block administration was essentially built within the framework of traditional District administration though the functionaries like Block Development Officer (BDO) and the Village Level Workers (VLW) were a new creation. Thus, these new organizations, whether administrative agencies or registered societies, consist of the representatives of various departments and do not constitute the establishment of altogether a new administrative structure. They are rather adaptation of the existing administrative structure to new tasks and programme. Administrative and organizational agencies working entirely outside the framework of normal administration and altogether cut-off and aloof from it may not be able to deliver the goals.

6 Dubhashi, P.R., "Approaches to Integrated Rural Development in India : Administrative and Organizational Issues", The Administrative Change, Vol.6, No.1-2, July,1978-June,1979, p.120.
7 Ibid, p.121.
The crux of the problem of development is the failure of political and economic system to fulfill the basic needs of the people especially in rural areas despite our achievement in the fields of agriculture, industry, technology, science, education and other areas. Reality is that vast majority of the Indian populace lives in poverty and is unable to get even the basic amenities like food, protected water supply, health facilities, adequate clothing and shelter. The gap between the rich and the poor is increasing enormously. Like-wise the facilities available in urban areas are not available in rural areas. More specifically barring a few, majority of the villages are facing innumerable problems one way or other and the life in the rural areas is real struggle against the oddities. The problem of how to maximize the effectiveness of an administrative system so that it contributes to growth in the direction of development is a problem of how to strengthen rational and creative forces in the administrative system. Administrator with development responsibilities must be familiar with different forms of rationality needed for different areas from development administration. With the increase of pressure of new development programmes on the existing administrative structure, there is need of training of civil servants for new development tasks and responsibilities. The administrative structure which is engaged in the implementation of various programmes of socio-economic change has been given the name development administration. Caiden views development influenced change towards progressive political, economic and social objectives. 

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been used to focus attention on administration in the sense of ‘getting results’ or ‘getting things done through organization’ as distinguished from the use of ‘administration’ to refer to specialized staff services or administrative or managerial techniques and processes. An economic interpretation of Development Administration has been made by John D. Montgomery who defined it as carrying out planned change in economy (in agriculture or industry, or the capital infra-structure supporting either of these) and to a lesser extent, in the social services of the state (especially education and public health). Of course, he maintains that ‘politics’ remains an important aspect of development administration. If the citizens are enlightened, vigilant and enterprising, the development process is likely to be quicker and the goals of development more easily achievable. The administrative machinery becomes an effective tool of change in the process.

India has presented before the world an example of a nation providing to its rural masses a ‘well penetrated and development oriented’ administrative system. Important structural changes were introduced in Indian Administration particularly after 1950, with a view to meet the new challenges thrown by the need to modernize the country. First, the goals of administration were expanded so as to make it a ‘welfare-administration’. Secondly, the pattern of administrative organization was transformed in 1952.

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when, with the commencement of the scheme of Community Development Blocks which functioned under one coordinating officer who was designated as the Block Development Officer (BDO). And lastly, changes in the norms and ethos of the administrative personnel were introduced and the officials were made aware of the need to adopt a democratic approach to administration.\textsuperscript{14} Community Development Administration was a new step forward towards the building up of an effective and firmly based local government system in the rural areas which had remained ‘relatively undeveloped’ during the British Regime.\textsuperscript{15} It was through the Community Development organization that the government reached down to the villages “not merely as policeman and tax-collector but as an agent for the improvement of agriculture and transformation of rural society. The little finger became the whole hand and the government was everywhere and inescapable.”\textsuperscript{16} But the bureaucracy failed to inspire the people’s cooperation in Community Development Programme due to its rigid approach, conservatism and lack of development attitudes. The introduction of Panchayati Raj System in many states in the late fifties and early sixties was yet another important structural modification in Indian Administration. It was designed to change the entire tone of rural administration which was till then more authoritarian and official oriented than being democratic and people oriented. This change warranted that the administration should establish cordial relations with the citizens and also try to build a good image of its own in the minds of the rural poor. Thought these changes brought people...


closer to administration, they were minor ones as the people belonging to traditionally dominant castes only are approaching the administration. In India, like other countries, the higher civil service is a comparatively better salaried class than the lower level. Their social background and vision are centered round the big cities. Socialistic goals and slogans of equality raised by the politicians are only of academic interest to them. In certain cases the civil service, may even sabotage socialist programme at the stage of implementation, if not at the policy formulation level itself. Rigidity, insecurity and frustration among officials are part and parcel of bureaucratic culture in development administration. In most of the cases lower level bureaucracy is found always busy with the completing paper targets without any feedback from the rural areas. Most of the time fictitious reports are prepared and presented just to demonstrate wonderful results. The deterioration in standard of efficiency was mainly due to the bad temperament and negative attitudes of officials occupying higher levels. The traditional service structure in the government of India is based on what is called as career staffing. While such a staffing system guarantees a certain degree of continuity, members of these services have no commitment to the success of a specific programme. It was expected that during the course of time the attitude of the bureaucracy would change and in course of time they would be quite responsive to development. However, the attitude of bureaucrats in

our country have not been changed to the desired extent. The success of rural development programme, to a large measure, depends on the involvement and participation of the beneficiaries groups in their implementation. For this purpose, an appropriate relationship between the beneficiary group and the organizational structure should be developed. The effective implementation of integrated programme calls for better planning at the district level and below, closer monitoring and a tighter organizational set-up to ensure optimum use of resources and reaching the benefits to those for whom they are meant. All this requires a high level of competence, dynamism and devotion on the part of the field-level functionaries, and intelligent and imaginative supervision and support from the higher level of administration. Adequate administrative efforts and organizational structures are as relevant, or even more, than the financial disbursements and the programmes themselves, if they have to have any success. The Economic-Survey of Government of India (1994-95) has observed simply increasing budgetary allocations for social sector and poverty programmes is not enough. The emphasis must now shift to revamping delivery system and administrative structure for all these programmes to make them accountable and responsive to the beneficiaries they are intended to serve. Leakages and mal-practices must be curbed.

The organizational set-up of Integrated Rural Development Programme is almost the same as that of Community Development Programme with certain changes at the district level. The establishment of Small Farmer Development Agency and

District Rural Development Agencies during the 4th and 5th plans at the district level are major ones in this direction to make the agencies, responsible for implementation of rural development programmes, and to make it more and more development oriented. The description of the Administrative set-up of IRDP and allied Programmes of poverty alleviation and employment generation in rural area has been given in this chapter.

Central Level Administrative Structure

The Ministry of Rural Development, Government of India, New-Delhi has the overall responsibility of policy formulation, planning, monitoring, evaluation of the programmes of poverty alleviation and release of central share of funds. It is headed by a Minister of Rural Development. The Minister is assisted by a Secretary to the government of India. In addition, there is an Additional Secretary, Six Joint Secretaries and other supporting administrative as well as technical staff. The Ministry is divided into seven wings viz., Administration, Rural Employment, Integrated Rural Development, Land Reforms; Finance, Monitoring and Technology Mission. Each of these wings is headed by a Joint Secretary. The Ministry also runs the following institutions viz., National Institute of Rural Development (NIRD), Council for Advancement of People’s Action and Rural Technology (CAPART) and Directorate of Marketing and Inspection (DMI) under its administrative control. The administrative structure of the Ministry and its attached Institutions can be seen in chart 3.1.
Due to creation of six new Departments in the Central Ministries during March, 1995, the nomenclature of the Ministry of Rural Development has been changed and this Ministry has now come to be known as Ministry of Rural Areas and Employment. 23 This Ministry has now two Departments viz. Department of Rural Development and Department of Rural Employment and Poverty Alleviation each headed by a Secretary to the Government of India. Integrated Rural Development Programme and other programmes of poverty alleviation and employment generation are now under the Department of Rural Employment and Poverty Alleviation. Government circulars constitute the most important means employed by the Ministry for fulfilling its responsibilities. Since the inception of IRDP in 1978-79, the Ministry has issued a number of circulars through which it has sought to revise, clarify and supplement the original guidelines and instructions incorporated in

its manual on IRDP. A perusal of these circulars would show that most of them have been issued in response to the feedback comments and suggestions received by the ministry from time to time. This shows that the ministry has been sensitive, open and responsive in its approach to planning and implementation of IRDP.24

Central Level Coordination Committee (CLCC)

The Ministry of Rural Development is assisted by a Central Level Coordination Committee (CLCC). This committee has been constituted to review Integrated Rural Development Programme (IRDP), Training of Rural Youths for Self-Employment (TRYSEM), Development of Women and Children in Rural Area (DWCRA) and other programmes of rural poverty alleviation and employment generation at the central level. The detailed structure of CLCC is given in Appendix-2.

The functions of Central Level Coordination Committee (CLCC) include:

- Framing and revision of guidelines for the IRDP and allied programmes.

- To ensure effective implementation of the programmes.

- To review preparation of Block Plans, District Plans, Annual Action Plans and Credit Plans etc.

To review linkages for supporting services for the IRDP beneficiaries.

To consider changes in administrative set-up under IRDP and for other rural development programme.

To review progress of these programmes in physical, financial and qualitative terms.

To consider concurrent evaluation reports.

To provide a forum for a continuous dialogue with the State Governments; and

To consider proposals for strengthening of infra-structure of training institutions, establishment of new training institutions, modification in the norms prescribed for grant of stipend and in the pattern of training institutions etc. Under Training of Rural Youths for Self-Employment (TRYSEM).\(^{25}\)

This structure and its modus operandi seem to be appropriate for meeting the policy and planning needs of Integrated Rural Development Programme (IRDP) at the national level. The Ministry of Rural Development has prescribed that programmes like Integrated Rural Development (IRDP), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Drought Prone Areas Programme (DPAP) etc. at the state level should be looked after by a single department.

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having an overall control over the development administration right up to the Block and field levels so that the inter-sectoral coordination with other departments, operational aspects of implementation, review, monitoring etc. are adequately taken care of.\textsuperscript{26}

\textbf{State Level Administrative Structure}

The Department of Rural Development or any other Department to which the subject of Rural Development has been allocated should be responsible for planning, implementation, monitoring and evaluation of the programme. The nomenclature of the Department and the Ministry has been changed from time to time. Earlier this task was given to a ‘Special Project Cell-Agriculture’ established under the Ministry of Agriculture, Haryana, which kept it up to 1984-85. Later on in 1984-85, this project-cell was converted into a Directorate and named as Directorate of Development under the Ministry of Development, Haryana, headed by a Director and a Commissioner-cum-Financial Secretary respectively and given the charge of Rural Development. Again in 1990-91, a separate Directorate of Rural Development was established under the Ministry of Development and Panchayat, headed by a Director-cum-Joint Secretary, Rural Development and a Commissioner, Development and Panchayat respectively, which are responsible for all types of above-said activities of Integrated Rural Development Programme (IRDP) at the state level. Thus, the Commissioner, Development and Panchayats, is at the top of administrative hierarchy and the overall incharge of all the rural

\textsuperscript{26} NIRD, \textit{Administrative Arrangements for Rural Development : A Perspective}, op. cit., p.277.
development programmes including IRDP in the state. He takes help of various staff members provided for this purpose. Below it, there is Directorate of Rural Development, headed by Director-cum-Joint Secretary, who with the help of various staff members is actually responsible for planning, implementation, monitoring and evaluation of rural development programmes in the state. Besides, Haryana Institute of Rural Development (HIRD), Nilokheri helps in training of personnel and evaluation of the programme. The composition of administrative machinery of IRDP at the state level has been shown in Chart 3.2.

A State Level Coordination Committee (SLCC) has also been instituted to assist the Ministry in discharging its responsibilities. The actual and perspective composition of the SLCC in the state is given in appendix-3 and 4.

The functions of State Level Coordination Committee (SLCC) include:

To provide leadership and guidance to the District Rural Development Agencies (DRDAs) in the planning, implementation and monitoring of the programme.

To secure inter-departmental co-ordination between various implementing agencies of programme like Operation Flood, Operation Blackboard, Applied Nutrition Programmes etc. And to ensure development of strong forward and backward linkages for the programmes.
Chart-3.2

Administration Structure of Rural Development at State Level

Ministry of Development and Panchayat
|
(Minister; Commissioner, Development and Panchayats)

Directorate of Rural Development
|
(Director- cum- Joint Secretary)

---

Project Economist (Jt. Director)
Expert Animal Husbandry (Jt. Director)
DWCRA (Under Sect.)
Forest Expert (Jt. Director)

---

Account Officer
Research Officer

Project Officer

---

Section Officer
Technical Assistant
Assistant (IRDP)
Assistant (TRYSEM)
Assistant (DWCRA)

Auditors
Investigators

---

Clerks
Computers/ Clerks
Clerks
Clerks

Source: Directorate of Rural Development, Government of Haryana, Chandigarh.
To consider needs and changes in the administrative set-up for the implementation of the programme and approve the establishment pattern and sanction the posts accordingly.

Fix norms for office expenses, equipment, vehicles, hiring of accommodation etc. where necessary and to review the expenditure on these items to ensure that it remains within the prescribed limits.

To review the physical targets and achievements of the districts keeping in view the objective conditions attracting the provision and operation of viable schemes and modify the targets accordingly, keeping in view the overall objectives.

To monitor and evaluate the implementation of the programme with reference to the objectives of the programme.

To review implementation of IRDP and allied programmes by voluntary agencies and other Non-Government Organizations.

To provide a forum for a meaningful dialogue between the policy makers at the state level and the implementors at the field level. The SLCC normally meets quarterly.

**District Level Administrative Structure**

At the district level, District Rural Development Agency (DRDA) is responsible for planning, implementing, coordinating, supervising and monitoring of all rural development programmes including IRDP. This agency is a
registered society under the Registration of Societies Act, 1860. It is generally chaired by the Collector/Deputy-Commissioner/Sabhapati of Zila Parishad depending upon the practice prevailing in the state. In Haryana, Deputy-Commissioner is the chairman of the District Rural Development Agencies (DRDA), besides him there is a full-time Chief Executive Officer (CEO) of the DRDA. This post is held by Additional Deputy-Commissioner (ADC) and is known as CEO – cum-ADC, DRDA. Besides, there is a Governing Body and an Executive Committee in each District Rural Development Agency (DRDA) to assist it in formulation and approval of annual action plans. The detailed composition, powers and functions of these agencies are given below. The composition of District Rural Development Agency (DRDA) as desired by the Government of India and as adopted by the State of Haryana has been given in charts 3.3 and 3.4.

The staffing pattern of District Rural Development Agencies (DRDA) has been given in charts 3.3 and 3.4.

In addition, District Bhiwani has also been provided the posts of – Stenographer (1), Computer Assistance (1), Daftari and Class IV (3).

In the state IRDP and Allied Programmes are implemented by IRDP staff at District Headquarters. The District is divided into Blocks and the Assistant Project Officers (APO) look after one or more Blocks for planning and implementation of the programmes. However, also take help of Block level staff i.e. VLW, Extension Officers, BDO etc. in survey of Below Poverty Line (BPL) families, identification of beneficiaries, purchasing of assets,
Staffing Pattern for DRDA as recommended by the Government of India

Chairman
(Collector, Distt. Magistrate)

Project Director

<table>
<thead>
<tr>
<th>APO</th>
<th>APO</th>
<th>APO</th>
<th>Accounts Office Manager</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Credit)-1</td>
<td>(Women)-1</td>
<td>(Planning &amp; Monitoring)-1</td>
<td>-1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>APO(TRY-SEM&amp;Ind.)-1</th>
<th>LDC-1</th>
<th>Accountant-3</th>
<th>LDC-2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Statistical Investigators-2</td>
<td>Driver-1</td>
<td>ClassIV-1</td>
<td>Chowkidar-1</td>
</tr>
<tr>
<td>Driver-1</td>
<td>LDC-1</td>
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</tr>
</tbody>
</table>

Chart- 3.4

Staffing Pattern for DRDA in Haryana

Chairman
(Deputy – Commissioner)

Chief Executive Officer/Project Director
(Additional Deputy-Commissioner)

<table>
<thead>
<tr>
<th>APO</th>
<th>APO</th>
<th>APO</th>
<th>Accounts Office Manager</th>
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</thead>
<tbody>
<tr>
<td>(Credit)-1</td>
<td>(Women)-1</td>
<td>(Planning &amp; Monitoring)-1</td>
<td>-1</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>LDC-2</td>
</tr>
<tr>
<td>APO(TRYS EM&amp;Rur.Ind.)</td>
<td>LDC-1</td>
<td></td>
<td>Accountant-3</td>
</tr>
<tr>
<td>-1</td>
<td></td>
<td>Statistical</td>
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<tr>
<td></td>
<td></td>
<td>Investigators-2</td>
<td>Driver-2</td>
</tr>
<tr>
<td>Driver-1</td>
<td>LDC-1</td>
<td></td>
<td>ClassIV-1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Chowkidar-1</td>
</tr>
</tbody>
</table>

Source:
organization of camps and supervision of IRDP beneficiaries and recovery of loans.

**Functions of District Rural Development Agency (DRDA)**

The DRDA is the overall incharge of the planning, implementation, monitoring and evaluation of the programme in the District. The main functions of District Rural Development Agency are as follows:

- To keep the District and Block level agencies informed of the basic parameters and the requirements of the programme and the tasks to be performed by all these agencies.

- To coordinate and oversee the surveys, preparation of Perspective Plans and Annual Plans of the Blocks and finally prepare a District Plan.

To monitor and evaluate the programme implementation by Government and non-Government agencies to ensure its effectiveness.

To secure inter-sectoral and inter-departmental coordination and cooperation.

To give publicity to the achievements made under the programme and disseminate knowledge and build up awareness about the programme.
To send periodical returns to the state government in the prescribed formats.

**Governing Body**

The Governing body of DRDA includes Deputy Commissioner as Chairman and all the MLAs, MPs, the officials of all the concerned departments and financial institutions of the district as members and ADC-cum-Chief Executive Officer as member secretary. The detailed composition of Governing Body both illustrative as well as actual is given in Appendix-5 and 6. The Governing Body normally meets once in three months but emergency meetings can be called, if required at a short notice. The functions of the Governing Body include:

To coordinate and oversee the survey, preparation of plans and annual action plans of the Blocks and to finally prepare the District plan.

To provide leadership and guidance to DRDA in the planning, implementation and monitoring of the programme.

To secure inter-departmental coordination and linkages for the programme.

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To evaluate and monitor the programme so as to ensure its proper implementation.

To approve the expenditure of the staff and the programmes of the DRDA.

To give publicity to the achievements made under the programmes and disseminate knowledge and build up awareness about the programmes.

**Executive Committee**

The chairman of the District Rural Development Agency (DRDA) is empowered to form an Executive Committee to assist the DRDA, consisting of ADC, all the District Level officers and any other officer deemed necessary for the planning and implementation of the programme. The Executive Committee meets once in a month.

**Duties and Powers of the Executive Committee**

The duties and powers of the Executive Committee are as follows:

To perform all the duties, functions and exercise powers required for achieving the objectives of the society.
To assess and evaluate the working of the Agency once in a month and give necessary directions as are considered relevant for proper implementation of the programmes.

To take necessary steps to maintain financial discipline; and

To ensure that the staff in the DRDA is according to the requirements.

Like Governing Body, the Deputy Commissioner is also the chairman of the Action/Executive Committee and presides over all the meetings of the committee. The plan known as Annual Action Plan is formulated by the Planning Committee of DRDA consisting of an Economist/Statistician, a Credit Planning Officer, and a small and cottage Industries Officer with the help of other concerned officials if required under the supervision of Chief-Executive Officer, District Rural Development Agency (DRDA).

Restructure of District Rural Development Agency (DRDA)

Consequent upon the Seventy Third Amendment of the Constitution and the formation of newly elected Panchayati Raj Institutions, there was a need for closer link and effective coordination between Zila Parishad and the District Rural Development Agency (DRDA). Accordingly the Central Government after taking into consideration the resolution unanimously adopted both in the Conference of Panchayati Raj Ministers and All India Panchayat Adhyakshas Sammelan decided to bring some changes in

the existing structure of the District Rural Development Agencies (DRDAs).  

The District Rural Development Agencies (DRDAs) would now function under the overall supervision, control and guidance of the Zila Parishad, and provide executive and technical support to the Zila Parishad in discharging its functions. Chairman, Zila parishad would be the ex-officio chairman of the Governing Body of the DRDA, instead of the Deputy-Commissioner. The Panchayati Raj Institutions will implement the anti-poverty programme with taking of democracy to the grass roots. The implementation of the rural development programmes will forge closer links and more effective coordination between the Zila Parishads and the District Rural Development Agencies. The executive and financial powers would however, vest in the District Collector to be designated as Chief Executive Officer or Executive Director. The changes being brought about in the existing structure of the DRDAs is to make them more representatives. The Governing Body of the DRDA would consist of all MPs and MLAs of the District and District level officers of various development departments. Provisions had also been made for including Ex-MPs and Ex-MLAs, one third of Panchayat Samits Chairmen and Chairmen of standing Committees of the Zila Parishad as members of the Governing Body. The Governing Body of the DRDA will provide policy direction, approve the national plan as well as all schemes, both in physical and financial terms and also review the

implementation of the Government of India. However, Deputy-Commissioner still continue to be the Chairman of the Governing Body of District Rural Development Agency (DRDA).

**Block Level Administrative Structure**

The Block is the basic unit for identification of Below Poverty Line families, preparation of annual plans, implementation of the programme as per the approved plan and providing feedback of the impact of the programme. Therefore, the BDO is required to perform the role of the Chief Coordinator in the Block and also see that the plans are prepared in time and implemented effectively.

**Staffing Pattern For Block**

The BDO is assisted by Extension Officers whose number vary according to the need of the area. Usually there should be one Extension Officer each for every core discipline. There should be ten VLWs per Block in addition, at least two Women VLWs. However, in Haryana there is no staff of IRDP at Block level. Blocks take the help of various departments for the implementation of IRDP.

**Consultative Committees for Credit at Various Levels**

For implementation of Integrated Rural Development Programme consultative arrangements for credit have also been made at various levels which include:

**High Level Committee at Central Level (HLCC)**

A High Level Committee on credit for Integrated Rural

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Development Programme; headed by the Secretary, Department of Rural Development, Government of India and including senior representatives from the Government of India, State Government, Commercial Banks, National Bank for Agriculture and Rural Development (NABARD) and Reserve Bank of India (RBI) has been constituted to consider the various problems arising from time to time in the course of implementation of the programme and review the credit arrangements to recommend changes and improvements as and when necessary. This committee meets regularly.

**State Level Banker's Committee (SLBC)**

State Level Banker’s Committee (SLBCs) has been set-up as inter-institutional forum for coordination and joint implementation of development programmes. The meetings of this committee are convened by the designated convenor Bank, which is usually the Bank with substantial lead responsibility in the state. In Haryana, this responsibility is owned by Punjab National Bank (PNB). The agenda items discussed by the SLCC relate mainly to branch expansion, implementation of Annual Action Plan, support from government agencies, inter-Bank differences, problems raised at District Consultative Committee which require attention at State level etc.

**District Level Consultative Committee (DLCC)**

At the District level a District Level Consultative Committee (DLCC) has been constituted under the chairmanship of the Deputy-Commissioner. All the Banks and the District level officers of the government, National Bank for Agriculture and Rural
Development (NABARD), District Rural Development Agency (DRDA) and District Industries Centre (DIC) are represented on this committee. This forum is utilized for allocating share of credit disbursement to various Banks, monitoring and reviewing the overall progress in physical and financial terms, ironing out inter-agency differences and to prepare items for consideration of State Level Committee. The lead Bank i.e. Punjab National Bank (PNB), a Bank with maximum number of branches and credit, functions as a coordinator between various Banks of the District.

**Block Level Consultative Committee (BLCC)**

This committee has been constituted in each Block. The composition of Block Level Consultative Committee (BLCC) is given as under:

Chairman

Sub-Divisional Officer (c)

| Convenor

Block Development Officer

| Members

Branch Managers of all Commercial Banks

Chairman/Secretary of the Primary Land Development Bank, District Cooperative Bank

Tehsildar

APO (credit)
The main functions of BLCC can be mentioned here:

- Acceptance of branch wise, scheme-wise targets.
- Selection of clusters of villages and allocation of villages to various Banks.
- Fixing dates for credit camps.
- Monitoring the progress of sanction-number of applications sponsored by BDO to each branch, numbers rejected, reasons of rejection etc.
- Fix up dates for meetings of Purchase Committees for assets procurement.
- Monitoring progress of IRDP recoveries and fix dates for recovery camps etc.
- Review of implementation of schemes, conduct sample checks of verification of assets. The BLCC should hold meeting once every month.

**An Evaluation of Administrative Structure of IRDP**

The foregoing description indicates that there exist many weaknesses in the organizational set-up presently in existence for the implementation of poverty alleviation programmes in the state of Haryana in general and District Bhiwani in particular. The shortcomings as observed at various levels may briefly be discussed here so that a picture of the organizational weaknesses may emerge at various level.

**State Level**

Over the years, many new Rural Development Programmes have been launched by the Government but the staffing
pattern by & large remained the same as it was during the initial stages when Community Development Programme was started. There has not been any proportionate increase in the staffing strength especially on planning and monitoring side as would be evident from the organizational chart (see chart 3.2). The existing staff can only perform routine type of functions such as general administration, compilation of reports and returns and financial control. Haryana Institute of Rural Development (HIRD), Nilokheri, has not proved effective in the organization of training programmes and motivation camps for IRDP personnel and concurrent evaluation of programmes. The kind of strong set-up recommended by Government of India for the effective implementation of poverty alleviation programmes has not been followed despite Government of India’s offer to share the burden of expenditure on additional posts. Besides, the lack of dedication toward programmes seems to be very clear among the members of the staff.

District Level

The weakness in the administrative structure at the district level as observed may be highlighted here. Firstly, the District Rural Development Agency was set-up for the implementation of Integrated Rural Development Programme. Many new programmes like National Rural Employment Programme, Rural Landless Employment Guarantee Programme, Jawahar Rojgar Yojana etc. were also entrusted to District Rural Development Agencies for implementation without providing any additional staff. Though the staff in District Rural Development Agency, Bhiwani is more than the guideline of Government of India, lack of interest and spirit towards work among officials is one of its major features.
Most of the time, it has been observed that either there were few officials in office or otherwise they were gossiping. Most of them seemed to be unskilled and incompetent in their work. It has been observed that it is very difficult for the concerned Assistant Project Officers to get work done from their subordinates. Secondly, it was observed that the effectiveness and efficiency of DRDA is determined to a large extent by Chief Executive Officer-Cum-Additional Deputy-Commissioner. As he is from IAS cadre and have no specific technical knowledge about the programme and the frequent transfers of CEO-Cum-ADC has adversely affected the performance of DRDA in District Bhiwani. Thirdly, the post of Project Economist is lying vacant since long in DRDA, Bhiwani and is held by Assistant Project Officer (Credit). Hence no proper statistics was maintained and the data are highly contradictory in many cases. Fourthly, the Computer Assistant seems uninterested towards research programme and remains always busy in adjusting data. Similar is the situation with that of statistical investigators, who are in the habit of forgetting things and we have tough time with them to collect relevant data. Fifthly, the post of Assistant Project Officer (Recovery) is still held by another Assistant Project Officer who has to work besides his own, which has affected the monitoring as well as recovery process.

Block Level

There is no staff of IRDP at Block level in Haryana and also in District Bhiwani. The Block officials who are engaged with the process of implementation of Integrated Rural Development Programme at various stages take only as much interest as is essential to fulfill the formalities. They do not take sincere step in
dealing with IRDP as they consider it additional burden on them. Lack of Block Level staff of IRDP as they consider it additional burden on them. Lack of Block Level staff of IRDP is one of the major cause of increase in project expenditure as the concerned APO has to visit to the farthest villages which take a lot of time and resources and is a major hurdle in development of cordial relations between the beneficiaries and concerned officials, which is needed for the effective implementation of the programme and its pragmatic out put. It has also adversely affected the functioning of the DRDA, as and when the APOs went to the field, their subordinates slip away from office and do their other work. Most of them come for one hour in the morning and one hour in the evening.

Even after clear cut directions and guidelines from Government of India no fundamental change has been brought at State Level to cope with such a magnitude problem of rural development and for effective implementation of poverty alleviation and employment generation programmes in rural areas like IRDP. Though it is the subject of state to implement programme of rural development, if has remained as post office to pass information from center to DRDAs and vice-versa. All the major decisions regarding the policy formulation, implementation and evaluation of these programmes have been taken by the Central Government and the programmes of rural development have become highly centralized. At the District Rural Development Agency, a registered society under the ‘Registration of Society Act 1860’ but it is still far to ensure active participation of the people for whom the programme is meant. Though certain significant steps have been taken by restructuring DRDAs, it has still remained on paper and needs to strengthen the programme at the field level. The
performance and role of Block officials regarding IRDP is far from satisfactory and requires fundamental change.

We are inclined to conclude that in all the developing nations of Asia and Africa, state is viewed as an agency for social and economic change. The modern state has become a ‘welfare-state’ engaged in activities of socio-economic transformation. As the state functions through its bureaucracy which is considered as an instrument of modernization and social change, the solution of vital problems of rural development depends to a large extent on the mode of functioning of the bureaucracy. But the Bureaucracy in all the developing nations including India has been finding it difficult to generate the required level of confidence in the people and to elicit their active support and cooperation in the process of social transformation.

In India, it has been the victim of its colonial past, though changes were introduced but in an ad hoc manner and these were more marked at the central level than the lower levels of the government. While the central government was looked upon as an agency for development and change, the principle of a ‘police-state’ continued to govern the functioning of the state structure at the various levels and common man still took the state as government as was the tendency during colonial times. The nation has adopted various programmes of rural development started from CDP in 1952 to Integrated Rural Development Programme in 1978-79 one after another but the administrative set-up at the state, District and Block levels by and large remained same with certain changes such as creation of DRDAs, Panchayati Raj Institutions and Block Development Offices. The problem is of how to maximise the
effectiveness of an administrative system so that it contributes to the growth in the direction of development and how to strengthen rational and creative forces in the administrative system. Administrators with development responsibilities must be familiar with different forms of rationality needed for different areas for development administration. Hence the administrative structure engaged in the implementation of various programmes of socio-economic change has been given the name development administration. It was expected that during the course of time the attitude of the bureaucracy would change and in course of time they would be quite responsive to development. However, the attitudes of bureaucrats in our country have not been changed to the desired extent. In India, there seems no difference between the regular bureaucracy and personnel engaged in development activities as far as their functioning and service conditions are concerned.

The administrative structure of Integrated Rural Development Programme and allied programmes of poverty alleviation and employment generation at various levels may be briefly mentioned here. The Ministry of Rural Development, Government of India, New-Delhi has the overall responsibility of policy formulation, planning, monitoring, evaluation of the programmes of poverty alleviation and release of central share of funds. It is headed by the Minister of Rural Development, who is assisted by the Secretary. Besides, there is an Additional Secretary, Six Joint Secretaries and other administrative as well as technical staff. National Institutes of Rural Development (NIRD), Council for Advancement of People's Action and Rural Technology (CAPART) and Directorate of Marketing and Inspection (DMI) are other
technical Institutions under the Control of the Ministry. In addition to the Minister incharge, the Commissioner, Development and Panchayats is at the top of administrative hierarchy and is the overall incharge of all the rural development programmes including Integrated Rural Development programme in the state. Below it, there is the Directorate of Rural Development, headed by Director-cum-Joint Secretary, who with the help of various staff members is actually responsible for planning, implementation, monitoring and evaluation of the programme. Besides, Haryana Institute of Rural Development (HIRD), Nilokheri helps in training of personnel and evaluation of the programme. A State Level Coordination Committee has been instituted to assist the Ministry in discharging its responsibilities. At the District level, DRDA is responsible for planning, implementing, coordinating, supervising and monitoring of all rural development programmes including IRDP. In Haryana, Deputy Commissioner is the chairman of DRDA. Besides him, there is a full time Chief Executive Officer of the DRDA and his post is held by Additional Deputy Commissioner. To help the ADC in formulation of annual action plan, a planning committee has been constituted which consists of an Economist, a Credit Planning Officer and a small and cottage Industries Officer.