CHAPTER IV

RURAL DEVELOPMENT SCENARIO IN INDIA

In the previous chapter, we have discussed the meaning, nature, dimensions, objectives, elements, issues, problems and strategies of rural development in the Indian context. We have discussed rural development as a multi-dimensional process including all aspects of rural life such as economic, social, cultural, political and educational development. It is a strategy designed to enable specific group of people, poor rural women and men to gain for themselves and their children more of what they want and need. It involves helping the poorest among those who seek a livelihood in the rural areas to demand and control more of the benefits of rural development. Different models of rural development have been discussed keeping in mind the ground realities of rural India. The strategies adopted for rural development in India have also been discussed.

The present chapter discussed the institutional arrangement of rural development starting from the Ministry of Rural Development, Directorate, Specialized agencies and other institutions as present in India and Mizoram. The chapter highlighted the different rural development programmes operating in Mizoram which includes Boarder Area Development Programme, Backward Region Grant Fund, Indira Awaas Yojana, Mahatma Gandhi National Rural Employment Guarantee Scheme, Non-Lapsable Centre Pool of Resources, Social Education, Integrated Wasteland Development Programme, Integrated Watershed Management Programme, North Eastern Region Livelihood Project, Swarnajayanti Gram Swarozgar Yojana, National Rural Livelihood Mission and New Land Use Policy.
4.1 RURAL DEVELOPMENT IN INDIA:

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

Initially, main thrust for development was laid on agriculture, industry, communication, education, health and allied sectors. Later on, realizing 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, the thrust shifted.

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.\(^{73}\)

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. It 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

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\(^{73}\) Ministry of Rural Development.nic.in, Retrieved on 19.12.2012
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 for effecting 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. The 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. The Ministry of Rural Development is responsible for policy, planning, direction, coordination, release of central share of funds and monitoring of the programmes.

4.2 MINISTRY OF RURAL DEVELOPMENT:

Being the nodal Ministry for most of the development and welfare activities in the rural areas, the Ministry of Rural Development plays a pivotal role in the overall development strategy of the country. The vision

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74 NIRD.nic.in, Retrieved on 19.12.2012
and mission of the Ministry is sustainable and inclusive growth of rural India through a multipronged strategy for eradication of poverty by increasing livelihoods opportunities, providing social safety net and developing infrastructure for growth. This is expected to improve quality of life in rural India and to correct the developmental imbalances, aiming in the process, to reach out to most disadvantaged sections of the society.

- Providing livelihood opportunities to those in need including women and other vulnerable sections with focus on BPL households.
- Providing for the enhancement of livelihood security of households in rural areas by providing at least 100 days of guaranteed wage employment in every financial year to every household demanding it.
- Provision of all-weather rural connectivity to unconnected rural habitations and up-gradation of existing roads to provide market access.
- Providing basic housing and homestead to BPL household in rural areas.
- Providing social assistance to the elderly, widow and disabled persons.
- Providing urban amenities in rural areas for improvement of quality of rural life.
- Capacity development and training of rural development functionaries.
- Promoting involvement of voluntary agencies and individuals for rural development.
- Restoring lost or depleted productivity of the land. This is done through watershed development programmes and initiating effective land reform measures for providing land to the landless rural poor.

The following major programmes are being operated by the Ministry of Rural Development in rural areas:

- Mahatma Gandhi National Rural Employment Guarantee Act for providing wage employment,
• National Rural Livelihoods Mission (NRLM) for self-employment and skill development,
• Indira Awaas Yojana (IAY) for providing housing to BPL households,
• Pradhan Mantri Gram Sadak Yojana (PMGSY) for construction of quality roads
• National Social Assistance Programme (NSAP) for social pension
• Integrated Watershed Management Programme (IWMP) for improving the productivity of the land.

In addition, the Ministry also has schemes for capacity development of rural functionaries; Information, Education and Communication; and Monitoring and Evaluation.

The Ministry of Rural Development consists of two Departments:

(i) Department of Rural Development,
(ii) Department of Land Resources.

4.3 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. The important programmes presently being implemented by the Department are:

• Pradhan Mantri Gram Sadak Yojana (PMGSY): 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 . 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, and Uttaranchal) and the Desert Areas, the objective would be to connect habitations with a population of 250 persons and above.

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

- **Rural Housing (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 Schemes:** 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 Administration:** 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.

- **Monitoring Mechanism:** 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.

- Promotion of Voluntary Schemes and Social Action Programme, organisation of Beneficiaries, advancement and dissemination of rural technology through CAPART.

### 4.4 DEPARTMENT OF LAND RESOURCE:

It is pertinent to mention here that land reforms and related matters are already under consideration of “National Council for Land Reforms” headed by the Prime Minister of India. Therefore, exact position and plan of action will evolve only after the Council gives necessary direction. As regards Rehabilitation and Resettlement Policy, Land Acquisition Act and Registration Act, the Department, time to time gives appropriate policy support and guides Departments of Government of India and States and Government organizations as per need. Therefore, there is no specific targeted action point on the subject.

With regard to Mission on Bio-diesel, Cabinet approved the Mission “in principle” subject to impact assessment study and positive feedback on the same. Therefore, the impact assessment study is still under process, covering all aspects of bio-diesel programme including related research finding in consultation with Ministry of New & Renewable Energy and no clear action point has emerged. In this background, it will not be possible to
evolve any action plan and design success indicators thereof with respect to land reforms and related issues and National Mission on Bio-diesel.

The main objectives of the Department of Land resources are:

- To increase productivity of rain-fed/degraded land through the process of integrated watershed management.
- To support the States and UTs for implementation of National Land Records Modernization Programme (NLRMP)
- Land reforms and other related matters relating to land like administration of Land Acquisition Act, 1894, National Rehabilitation and Resettlement Policy of 2007, Registration Act, 1908 etc.
- Bio-diesel Mission

**Major schemes implemented by the Department of land resource:**

- Technology Development, Extension & Training.
- National Land Record modernization Programme.
- Bio Diesel.

The 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.
4.5 SPECIALISED AGENCIES OF RURAL DEVELOPMENT IN INDIA:

❖ CAPART

The Council for Advancement of People's Action and Rural Technology was set up in September 1986 by the amalgamation of the People's Action for Development India (PADI) and Council for Advancement of Rural Technology (CART). It is a society registered under the Societies' Registration Act 1980 and operates as an autonomous body under the aegis of the Ministry of Rural Development, Government of India, with Headquarters at New Delhi.

CAPART supports project proposals from voluntary organisations working in rural areas. The Brochures and guidelines for different schemes are available from headquarters and Regional. Proposals for projects above this amount should be submitted directly to CAPART headquarters.

The objects for which the Society is set up are:

• To acquire the activities, programme and assets of two Societies namely Peoples Action for Development India and Council for Advancement of Rural Technology 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;
• To encourage, promote and assist voluntary action in the implementation of projects for the enhancement of rural prosperity;
• To strengthen and promote voluntary efforts in rural development with focus on injecting new technological inputs in this behalf;
• 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;

• 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;

• 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;

• To act as a clearing house of information and data bank;

• 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;

• To promote aid, guide, organize, plan undertake, develop, maintain and coordinate projects / schemes aimed at all round development, creation of employment opportunities, promotion of self-reliance, generation of awareness, organization and improvement in the quality of the life of the people in rural areas in general and of the economically and socially handicapped as also those who are physically, orthopedically and visually handicapped and mentally retarded in particular (as amended of Article 3(ix) of Memorandum of Association and Rules of CAPART regarding Priority treatment of physically, orthopedically and visually handicapped persons along with SC and ST and freed Bonded Labourers approved by the General Body in its meeting held on 07.07.1995).

• To assist and promote programmes aimed at conservation of the environment and natural resources;
• 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;
• 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;
• 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.
• 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;
• 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;
• 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;
• 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;
• 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. 

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\[76\]

\[NABARD:\]

NABARD is an apex institution accredited with all matters concerning policy, planning and operations in the field of credit for agriculture and other economic activities in rural areas. It is an apex refinancing agency for the institutions providing investment and production credit for promoting the various developmental activities in rural areas. It takes measures towards institution building for improving absorptive capacity of the credit delivery system, including monitoring, formulation of rehabilitation schemes, restructuring of credit institutions, training of personnel, etc. It co-ordinates the rural financing activities of all the institutions engaged in developmental work at the field level and maintain liaison with Government of India, State Government, Reserve Bank of India and other National level institutions concerned with policy formulation. It prepares, on annual basis, rural credit plans for all districts in the country; these plans form the base for annual credit plans of all rural financial institutions. It also undertakes monitoring and evaluation of projects refinanced by it. It promotes research in the field of rural banking, agriculture and rural development. 

\[NABARD.nic.in, accessed on 15.12.2012\]

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4.6 DISTRICT RURAL DEVELOPMENT AGENCY:

The Ministry of Rural Development had recommended that at the district level, the planning and implementation should be the District Rural Development Agency headed by a Chairperson, who could be the Collector, the Deputy Commissioner or the District Magistrate, and run by a functional executive as the Project Director or Project Officer. Accordingly, DRDAs were set up as autonomous agencies at the beginning of the sixth plan when IRDP and NREP were launched in all block in the country.

The DRDA is the overall in charge of planning, implementation, monitoring and evaluation of the programmes in a district. The functions of DRDAs are:

- To provide information regarding the parameters, dimensions and requirements of the programmes to the district and the block level agencies and to apprise them to their tasks in this regard.
- To coordinate and oversee the survey and preparation of the perspective plan and annual plans of the block and finally prepare district plan.
- To ensure the effectiveness of the programmes by regular evaluation and monitoring.
- To secure inter-sectoral and inter-departmental coordination and cooperation.
- To publicize the achievements made under the programmes, disseminate knowledge and build up awareness about the programme.
- To send periodic returns to the State Governments in prescribed formats.

The governing body of DRDA includes, apart from the chairperson who is usually the District Collector, the following are:

- All MPs and MLAs of the District.
• Head of Central Cooperative Bank.
• Chairman of Regional Rural Bank.
• Chairman of Zilla Parishad.
• An officer of the Lead Bank.
• District Employment Officer.
• One representative of Rural Women, preferably a Beneficiary.

The President of the DRDA is empowered to form an Executive Committee to assist the DRDA. They committee has district level officers as its members. The Governing Body of the DRDA is required to meet every quarter and the Executive committee every month. The Project Director of DRDA is assisted by 2 to 3 Assistant Project Officers (APOs) who are subject specialists.

4.7 DISTRICT PLANNING COMMITTEE (DPC):

The State Government are required to constitute District Planning Committee as envisaged under Article 243 (ZD) of the constitution (74th Amendment) Act to facilitate the process of decentralized planning. The DPCs are to set up in each district to prepare Composite Plans covering both urban and rural areas through effective coordination between the urban civic and development bodies for the urban segment and the PRIs for rural areas. The Chairperson of the DPC is the Chairman of the Zilla Parishad. To facilitate the preparation of plans at the district level, a core planning team comprising experts from various disciplines must be formed. Such a team could help in the preparation of plans after thorough mapping of the physical and natural resources, endowments, existing and missing infrastructures in relation to the felt needs, convergence potential of the on-
going schemes and the available and additional resources required. In addition, when needed, experts could be hired on consultancy bases⁷⁷.

4.8 RURAL DEVELOPMENT IN MIZORAM:

From its own very name, the function and importance can be known already. To call it a Rural Development Department will not be a misnomer. The main objective of this department is the development and salvation in all ways of more than half the population of Mizoram, living in rural areas, feeding up in poverty from peasantry and other manual labours. Prime Minister Nehru said at the time of Independence that development should penetrate all the households, and in that pursuance, this Community Development (CD) project was chalked out. For the purpose of this CD project, the area of India is divided into number of CD Blocks according to density of population, geographical configuration and communications. Accordingly, in 1953, nine CD Blocks were also established in Mizoram, viz. Aizawl, Lunglei, Chhimtuipui, Kolasib, Hnahthial, Mamit, Lawngtlai, Saitual and Serchhip. These blocks were under the charge of Project Executive Officers. The scope of this project works was so vast at that time. It included:

- Agriculture
- Medical Group
- Education
- Rural Communication and Building Group.

In 1972, when Mizoram became a Union Territory, the existing development blocks were reorganised and eleven (11) other blocks were opened, thereby making twenty (20) blocks in all, viz:

- Aizawl Tlangnuam

Since Mizoram was upgraded to Union Territory, the ambit of CD programme was reduced greatly by up-gradation of Departments into full-fledged Departments, thereby leaving the CD project works under difficulties due to works reductions. And the CD works operated under the Deputy Commissioner was put under the Directorate of Rural Development. In 1983-84, the CD was named as Rural Development Department.

Since the Government of Mizoram adopted the New Land Use Policy (NLUP) and Rural Housing Scheme in 1990, the Rural Development
Department was upgraded to Commissionerate in 1990 according to the advice of Dr. GVK Rao by adding new functions.

In effect of this new phase of works in Agriculture, Industry, AH & Vety, Sericulture, I & PR, etc. a number of officers and staff were appointed/attached. Then and thus, the Department was upgraded into a Commissionerate under the Commissioner, who is an IAS Officer (Super-time scale).

In 1999-2000, by changing over the Commissionerate into Directorate of Rural Development, it continues to function as thus till date.

4.9 DEPARTMENT OF RURAL DEVELOPMENT IN MIZORAM:

Rural development is the process of helping the rural people to set the priorities in their own communities through effective and democratic bodies, by providing the local capacity, investment in basic infrastructure and social services, justice, equity and security, dealing with the injustice of the past and ensuring safety and security of the rural population. In recent years, rural development is getting increased attention in countries around the world. It is one of the most important items in the development agenda of all countries. It contributes greatly to the development of disadvantaged regions through its various structural funds. A reason for the heightened attention is the deep structural change in rural areas which includes not only changes in the rural economy but also serious demographic, social and cultural transitions. The sustainability of rural development initiatives depends greatly on the capacities of the stakeholders involved, the relationships among them and their relative power. The Staff under Rural Development department are divided into five groups having different functional responsibilities for the success of this department. The five groups are:
- Administrative Department (Secretariat).
- Directorate
- District Rural Development Agency
- State Level Monitoring Cell & Internal Audit Cell (SLMC & IAC)
- State Institute of Rural Development

**Administrative Department (Secretariat):**

The Rural Development Secretariat is located at the New Secretariat complex under the headship of Secretary. Summing up all works under the department and departmental policy making are the chief functions of this cell. It supervises, monitors, and sees if the works are done according to plans, policies and programmes. The Secretary is assisted by an Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary, Superintendent and a number of Clerical staff. MGNREGS, Backward Region Grant Fund (BRGF), IWDP are operated under it. Since it monopolises IWDP works, only the Secretariat is to be consulted at this matter.

**Directorate:**

In the Development Directorate, the Director is the head. Under him are Joint Director, Three Deputy Director, One Veterinary Surgeon, One Executive Rural Engineer, Four Assistant Director, Three Assistant Rural Engineer, One Joint Programme Officer (Horticulture), and One Superintendent, One Horticulture Extension Officer, Two Extension Officer (Independent) and Technical and Non-Technical staff. All these staff are given responsibilities by dividing them into groups as under:

- Establishment Branch
- Works Branch
• Planning Branch
• Accounts Branch
• Technical Branch

The functions of the Directorate are the preparation of funds for various works under the department, invigilation of departmental works, direction and supervision of different Administration Blocks (RD) works and the staff administrations.

➢ Rural Development Blocks:

For the smooth functioning of Rural Development programmes, there is a Block Officer in each Block and is called Block Development Officer (BDO). This Block Officer is the actual worker in the field. Various works for up-liftment of the poor and centrally sponsor schemes operated by the other department are operated by the Block. Whereas the salaries and office maintenances of the block are done by the Directorate, every aspects of work under Centrally Sponsor Schemes are done under DRDA. At present there are twenty six (26) rural development blocks in Mizoram. They are:

• Aibawk
• Bilkhawthlir
• Bunghmun
• Bungtlang South
• Champhai
• Chawngte
• Darlawn
• East Lungdar
• Hnahthial
• Khawzawl
• Khawbung
• Lawngtlai
• Lunglei
• Lungsen
• Ngopa
• Phullen
• Reiek
• Sangau
• Saiha
• Serchhip
• Thingsulthliah
• Tlangnuam
• Thingdawl
• Tuipang
• West Phaileng
• Zawlnuam

➢ **District Rural Development Agency:**

There are eight (8) District Rural Development Agency in Mizoram, one in every district with Project Director, two Assistant Project Officer, Assistant Engineer, Accounts Officer and others. District Rural Development is given high responsibility for the success of works under the centrally sponsor scheme and is expected to work in cooperation with the non-governmental organisation, Banks and financial institutions, technical institutions and other departments of the locality.
State Level Monitoring Cell and Internal Audit Cell (SLMC & IAC):

The State Level Monitoring Cell and Internal Audit cell function under the leadership of the Project director. The State Level Monitoring Cell and Internal Audit Cell invigilate if the various schemes under the department are properly done. It advises the District Rural Development Agency and Rural Development Blocks in taking steps in the management of the Centrally Sponsor Schemes. It Audits Blocks and DRDAs, verifies release of funds by the government and submits report of DRDAs to the Central government. In the SLMC & IAC, there are project Director, Deputy Project Director, Statistical Officer, Account Officer and a number of staff.

State Institute of Rural Development:

The State Institute of Rural Development is instituted to help the Ministry of Rural Development (MoRD) in making policies on research, training, workshop, seminar, etc., and is also to give training under rural development. In 2001, the office of the State Institute of Rural Development was opened at Kolasib. There are two extension training centre at Thingsulthliah and Tlangnuam.

4.10 Rural Development Programmes in Mizoram:

Rural Development implies both economic betterment of the people and ensuring better quality of life. India lives in its villages and, therefore, the development of rural areas has been among the central concerns of development planning since its inception. As per the 2011 Census, 48.49 per cent\textsuperscript{78} of the population in Mizoram lives in the rural areas whose main occupation is agriculture and allied activities. The endeavour of Rural Development Department has been, apart from promoting infrastructure for improving productivity and social development in rural areas, to reach out

\textsuperscript{78} Census of India, 2011
by a frontal attack on rural poverty, through programmes of asset building, income generation and wage employment. The origin of the Rural Development Department in Mizoram may be traced back when India gained Independence in 1947. Mr S.K. Dey (1905-1989), who piloted and steered the course of community development in the challenging and formative period of India’s independence as Cabinet Minister of Cooperation and Panchayati Raj under the Prime Ministership of Jawaharlal Nehru, stressed that democracy cannot be practised by a galaxy of Government servants through long-distance control, and called for a democracy traveling from the Parliament to the Panchayat. The vitality of Dey prompted Jawaharlal Nehru to put him at the helm of Rural Development of Independent India. He framed the Community Development (CD) Programme which culminated in the birth of CD Blocks in 1953 all over the country. A number of CD Blocks also came into existence in Mizoram, then known as the Lushai Hills District which was a part of the State of Assam. Each CD Block was headed by a Project Executive Officer. These CD Blocks were engaged in a wide range of developmental works and the CD programmes envisaged development in the fields of agriculture, animal husbandry, public health, social education, co-operation, communications etc. in selected areas.

In 1972, Mizoram attained the status of Union Territory and more CD Blocks were created thus totalling twenty CD Blocks. This period also saw many activities under Community Development Project being re-allocated among the newly created Departments. Community Development Project, then under the administrative control of the Deputy Commissioner, was also placed under a new Directorate of Community Development. In 1983-1984, the name was changed to Rural Development Department.

79 The First Cabinet Minister for Cooperation and Panchayati Raj Institutions, Government of India
Presently, there are twenty six RD Blocks in Mizoram. Today, the Department is headed by a senior Cabinet Minister and is supported by a Parliamentary Secretary. There is a Secretary to the Government of Mizoram as the head of the Administrative Department in the Secretariat. State Level Monitoring Cell and Internal Audit Cell (SLMC&IAC) is part and parcel of the Secretariat engaged in monitoring of activities and programmes under Rural Development Department.

The Directorate is headed by a Director who executes functions as the apex line department at the State level. The State Institute of Rural Development (SIRD) has been established at Kolasib. At the districts, there are the District Rural Development Agencies (DRDAs) whose governing board is chaired by the Deputy Commissioner. Each DRDA has a full-time Project Director. At the Block level, there is a Block Development Officer.

The Government of Mizoram has, over the years, implemented a number of rural development programmes with the objective of reducing the problem of rural poverty. Under the Government of Mizoram, Rural Development Department has undertaken different rural development programmes for the development of the rural people and the rural areas as a whole. The different rural development programmes which are in operation are discussed below under the following heads:

- Border Area Development Programme
- Backward Region Grant Fund
- Indira Awaas Yojana
- Mahatma Gandhi National Employment Guarantee Scheme
- Non-Lapsable Central Pool of Resources
- Social Education

*Mizoram.rural.nic.in* Retrieved on 12.1.2013
• Integrated Wasteland Development Programme
• Integrated Watershed Management Programme
• Distribution of Galvanised Corrugated Iron (GCI).
• North Eastern Rural Livelihood Mission
• Swarnajayanti Gram Swarozgar Yojana
• National Rural Livelihood Mission
• New land Use Policy

➢ Border Area Development Programme (BADP):

This Programme is wholly funded by the Government of India, Ministry of Home Affairs, and Department of Border Management. The main objective of BADP is to meet the special developmental needs of the people living in remote and inaccessible areas situated near the international border and to bridge the gaps in the physical and social infrastructure of such areas. The aim is to transform the border areas by ensuring multifaceted development and to give a facelift to the border areas with the essential infrastructure through convergence of schemes and participatory approach.

Border Area Development Programme was implemented in Mizoram in 1993-1994 and it covered four (4) Rural Development Blocks then along Indo-Bangladesh border. In 1997-1998, the programme was extended to the eastern side of Mizoram bordering Myanmar. Mizoram perching on the high hills in the corner of North East India has a geographical area of 21,087 Sq. km. and shares an international border of 502.19 km along the Indo-Myanmar front and 360 km along the Indo-Bangladesh sector, thus totalling an international border of 818.19 km. This programme has been implemented in villages situated near the international border viz. Indo-Bangladesh border and Indo-Myanmar border. Priority has been accorded to
villages and areas situated within 0-5 km of the international border, and only after saturating these areas should the villages located deeper inside are taken up.

Today, BADP is implemented in 16(sixteen) Rural Development Blocks whose geographical area totals 12665.09 sq.km. Of these, 11(eleven) Rural Development Blocks are situated along the Indo-Myanmar border and the rest 5(five) Rural Development Blocks are along the Indo-Bangladesh border\textsuperscript{81}.

\begin{itemize}
  \item Bridge critical gaps in local infrastructure and other developmental requirements that are not being adequately met through existing inflows.
  \item Strengthen, Panchayat and Municipality level governance with capacity building to facilitate participatory planning, decision making, implementation and monitoring.
  \item Provide professional support to local bodies for planning, implementation and monitoring their plans.
  \item Improve the performance and delivery of critical functions assigned to Panchayats\textsuperscript{82}.
\end{itemize}

The Government of India identified two districts i.e. Lawngtlai and Saiha for the implementation of BRGF in Mizoram. Backward Grant Region Fund was implemented in Mizoram in 2008. The Government of Mizoram

\textsuperscript{81} mizoramrural.nic.in/badp.html Retrieved on 12.1.2013
\textsuperscript{82} mizoramrural.nic.in/brgf.html Retrieved on 12.1.2013
appointing the Department of Rural Development as a Nodal Department for implementation of BRGF\(^8^3\). The scheme is implemented through the respective Deputy Commissioner in the 2(two) districts who are responsible for the formulation of schemes and plans to be undertaken under this schemes\(^8^4\). There was a provision of `2498.00 lakhs in the Annual Plan 2011 – 2012 under this scheme and `3497.00 lakh is again reflected in the Annual Plan 2012-2013 in anticipation of Centre’s allocation.

- **Indira Awaas Yojana (IAY):**

  Housing is one of the basic requirements for human survival. For a normal citizen, owning a house provides significant economic and social security and status in society. For a shelter-less person, a house brings about a profound social change in his existence, endowing him with an identity, thus integrating him with his immediate social environment. IAY was launched during 1985-86 as a sub-scheme of RLEGP. IAY thereafter continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching in April, 1989, only 6 per cent of the total JRY funds were allocated for implementation of IAY. From the year 1993-94, the scope of IAY was extended to cover below the poverty line Non-Scheduled Castes and Scheduled-Tribes families in the rural areas. Simultaneously, the allocation of funds for implementing the scheme was raised from 6 per cent to 10 per cent of the total resources available under JRY at the national level, subject to the condition that the benefits to Non Scheduled Castes and Scheduled Tribes poor should not exceed 4 per cent of the total JRY allocation. IAY was de-linked from JRY and made an independent scheme with effect from 1st January 1996. Since 1999-2000, number of initiatives has been taken to improve the Rural Housing (RH) Programme by making provision for up-gradation of unserviceable kutcha houses and by providing

\(^8^3\) **NOTIFICATION**, Government of Mizoram, Rural Development Department, 13 February, 2008  
\(^8^4\) **NOTIFICATION**, Government of Mizoram, Rural Development Department, 17 April, 2008
credit with subsidy for certain sections of the poor. Emphasis has also been laid on use of cost effective, disaster resistant and environment friendly technologies in rural housing\textsuperscript{85}.

The objective of IAY is to provide financial assistance for construction and up-gradation of houses to rural households living below the Poverty Line. The target groups for houses under the Indira Awaas Yojana (IAY) are below poverty line households living in the rural areas belonging to Scheduled Castes and Scheduled Tribes, freed bonded labourers and non-SC and ST BPL rural households, widows and next of-kin to defence personnel and paramilitary forces killed in action residing in rural areas irrespective of their income criteria, ex-servicemen and retired member of paramilitary forces fulfilling the other conditions, by providing them a lump-sum financial assistance.

In Mizoram, the quantum of financial assistance provided for construction of a new dwelling unit is Rs.48, 500/- and for up-gradation of an existing house is Rs.15, 000/- per unit, in hilly and difficult areas. This Scheme is funded on a ratio of 90:10 by the Centre and the State respectively. The annual physical target under IAY is fixed by the Ministry of Rural Development and funds are released accordingly in instalments. The target for the 11\textsuperscript{th} Five Year Plan was 2959 houses and the actual physical achievement under this scheme till date is 13,577 houses\textsuperscript{86}.

\textsuperscript{85} Ministry of Rural Development, \textit{Guidelines IAY}, effective from 1.4.2004
\textsuperscript{86} mizoramrural.nic.in/iay.html Retrieved on 12.1.2013
Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS):

Implemented by the Ministry of Rural Development, MGNREGA is the flagship programme of the Government of India that directly touches lives of the poor and promotes inclusive growth. The Act aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The Act came into force on February 2, 2006 and was implemented in a phased manner. In Phase I it was introduced in 200 of the most backward districts of the country. It was implemented in an additional 130 districts in Phase II 2007-2008. The Act was notified in the remaining rural districts of India from April 1, 2008 in Phase III. MGNREGA is the first ever law internationally that guarantees wage employment at an unprecedented scale.

The primary objective of the Act is augmenting wage employment. Its auxiliary objective is strengthening natural resource management through works that address causes of chronic poverty like drought, deforestation and soil erosion and so encourage sustainable development. The process outcomes include strengthening grassroots processes of democracy and infusing transparency and accountability in governance.

The MGNREGA aims at enhancing the livelihood security of the people in rural areas by guaranteeing hundred days of wage employment in a financial year, to a rural household whose members volunteer to do unskilled manual work. The Act also seeks to create durable assets and strengthen the livelihood resource base of the rural poor. The choice of works suggested in the Act address causes of chronic poverty like drought,

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deforestation, soil erosion, so that the process of employment generation is on sustainable basis\textsuperscript{88}.

*The Central Government bears the costs on the following items:*
- The entire cost of wages of unskilled manual workers.
- 75\% of the cost of material, wages of skilled and semi-skilled workers.
- Administrative expenses as may be determined by the Central Government, which will include, inter alia, the salary and the allowances of the Programme Officer and his supporting staff and work site facilities.
- Expenses of the Central Employment Guarantee Council.

*The State Government bears the costs on the following items:*
- 25\% of the cost of material, wages of skilled and semi-skilled workers.
- Unemployment allowance payable in case the State Government cannot provide wage employment on time.
- Administrative expenses of the State Employment Guarantee Council.

Districts have dedicated accounts for Mahatma Gandhi NREGA funds. Proposals are submitted based on clearly delineated guidelines so that funds may be distributed efficiently at each level, and adequate funds may be available to respond to demand. Under Mahatma Gandhi NREGA, fund releases are based on an appraisal of both financial and physical indicators of outcomes.

➢ **Non-Lapsable Central Pool of Resources (NLCPR):**

The NLCPR created in 1997–98 and operationalized in 1998–99 is the accrual of the unspent balance of the mandatory 10 per cent budgetary

\textsuperscript{88} Rural.nic.in/mgnregs, Retrieved on 12.1.2013
allocation of the Ministries and Departments. The broad objectives of the NLCPR Scheme is to ensure speedy development of infrastructure by way of filling the existing infrastructural gaps, economic and social, in the region by making funds available from the pool.

The North Eastern Region (NER) comprises of eight states viz. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura. The development concerns of these states are pursued through their respective Five Year and Annual Plans as well as those of the Union Ministries and Central Agencies. In addition, projects of inter-state nature in the Region are funded through by the North-Eastern Council (NEC), which has a separate additional budget for the purpose.

The North East has essentially depended on central funding for development programmes. All the states in the NER are Special Category States whose Development Plans are centrally financed on the basis of 90 per cent Grant and 10 per cent Loan. Further, the Special Category States are allowed to use up to 20 per cent of the Central Assistance for Non-plan expenditure.

The Union Cabinet approved the constitution of a Central Pool of Resources on 15.12.1997\(^\text{89}\). This pool, NLCPR, was created in 1998 for accrual of the unspent balances out of the 10 per cent earmarked for NER in the budget of various Ministries and Departments. DONER have been provided budgetary allocation for the NLCPR Scheme for sanction of infrastructure development projects to the North Eastern States out of the NLCPR Pool.

The broad objective of the NLCPR Scheme is to ensure speedy development of infrastructure in the North Eastern Region by increasing the flow of budgetary financing for new infrastructure projects and schemes. Both economic and social infrastructure sectors, such as, Power, Roads &

\(^{89}\) Rural.nic.in/nlcpr.html, Retrieved on 12.1.2013
Bridges, Education, Health, Water Supply, and Sports, etc., are considered for providing support under the Central Pool.

Funding under NLCPR is on 90:10 (Central: State Share) basis. From 2005-06, only ‘Grant’ portion is being released to the State Governments. Funding under the Scheme can be made for State sector as well as Central sector projects and schemes. However, the funds are not meant to supplement the normal Plan programmes, either of the State Governments or Union Ministries, Departments and Agencies. The Ministry issued District Infrastructure Index (DII) of NE States on 24.09.2009 which gives the status of infrastructure at district level in NER. It helps in targeting the projects in backward areas to reduce intra-regional disparity.

The guidelines of NLCPR Scheme are being amended from time to time to make it more effective. It has provision for earmarking 25 per cent funds during retention of projects in backward and Autonomous District Council (ADC) areas of the States for all round development of the region. Projects sanctioned under this scheme are implemented by the State Governments. The timely completion of projects along with good quality of works is necessary for desired benefits to percolate to the intended beneficiaries. Therefore, emphasis has been laid on effective monitoring, which is the key to the successful utilization of resources. Ministry of DoNER has been focusing on close monitoring and evaluation of projects being implemented in the NER under the NLCPR Scheme. In order to ensure this, the Ministry has evolved a comprehensive system of Monitoring and Evaluation of the implementation of NLCPR projects.

All projects are continuously monitored through periodical progress reports received from the State Governments, depicting both the financial and physical progress of the projects and also through review meetings with State Government officers and inspections by officers of the Ministry. The procedure adopted for release of funds to the States for implementation of various projects under the Scheme stipulates conditions which ensure that
the State Governments furnish utilisation certificates and other documents to the effect that the funds have been utilized for the purpose for which they were sanctioned. The Planning and Development Department of each State, which is the nodal Department for NLCPR projects, has been entrusted with field inspections of the projects through senior officers of the State and submission of inspection notes. For each new project, the state/implementing agency is to identify a nodal officer, who is responsible for timely implementation of that project submission of progress reports. Besides, the State Chief Secretary has been entrusted with the responsibility of holding quarterly meetings for review of each of the projects and sending the proceedings to the Ministry.

The visit of senior officers of the Ministry of DoNER is an effective tool for monitoring as well as identifying problem areas and verifying physical as well as financial progress of the projects for prompt implementation of the projects. To further strengthen the supervision, the monitoring through independent agencies has been introduced in line with Jawaharlal Nehru National Urban Renewal Mission (JNNURM) Scheme. The State Governments have been asked to make presentation before NLCPR committee explaining the status of operationalization of the projects completed, action plan for completion of the on-going projects, and the utility of the projects proposed in the annual priority list submitted by them while retaining new projects for the respective states. To encourage the states for timely completion of projects, an incentive scheme has been introduced. Wherein every year for a best performing state in terms of completion rate of projects, an incentive in terms of retention of additional projects worth Rs.20.00 crores as per their choice over and above their normal allocation is being given.
➢ **Social Education:**

The main objective of Social Education Scheme is to create durable assets of public utility and civic infrastructure which are genuinely needed by the society, thereby creating rapport within the community, forging closer ties among the people and facilitating their socio-economic development. Such assets created under this scheme should be accessible to all members of society. There are over 700 villages in Mizoram. In these villages, Social Education scheme has been initiated by the Rural Development Department by funding the construction of Community Hall, Building of Office and Information Centre for the NGOs like Young Mizo Association (YMA), Mizo Hmeichhia Insuihhawm Pawl (MHIP), Mizo Upa Pawl (MUP), etc. Apart from this, it has funded in the construction of playground, extension of the existing playground and important places that are useful to the public as a whole. Every year the government has taken steps such as those that have been implemented in the villages.

➢ **Integrated Wasteland Development Programme (IWDP):**

Land is the mother of all natural resources which provides life support system to all living beings. The water resource, lakes and ground water are also products of land. Land and water together support plant and animal kingdom. Conservation, development and management of these resources are the key to the food and employment security, biomass supply, healthy environment and social stability. Human and animal populations are rising, but landholdings are declining. The resources are degrading due to soil erosion, salinization, water-logging, unscientific management practices etc. which have negative impact on its productive capacity, posing a threat to the security of food and livelihood.
India is one of the first developing countries to formally recognize the danger of soil erosion and land degradation in the context of food security and prosperity of the nation. The basic objective of the IWDP is aimed at an integrated development of wastelands and degraded lands based on village or micro watershed plans. The plans are prepared by the Watershed Associations or Watershed Committees with the technical guidance of the Watershed Development Team of the Project Implementation Agencies (PIAs) after taking into consideration the land capability, site condition and local needs of the people. The watersheds of approximately 500 hectares are be identified and selected by the WDT in consultation with the community or Panchayat meeting for the following criteria:

- Areas having acute shortage of water.
- Areas having large population of SC and ST.
- Preponderance of wastelands and common lands in the proposed watershed projects watershed.
- Areas with actual wages less than the minimum wages.
- Watersheds should be contiguous.

In the context of Mizoram, the abandoned jhum land is treated as wasteland. IWDP envisages development of such denuded areas on integrated approach involving activities like Soil and Water Conservation, Afforestation, Horticulture development etc. in micro watershed basis approach. With this aim, the Government of India has sanctioned a number of projects in Mizoram. The IWDP Projects had been implemented with the objective of developing wasteland or degraded land keeping in view the capability of land. The scheme is funded on a cost sharing basis of 90.91: 9.09 between the Central and State Government respectively.
Integrated Watershed Management Programme (IWMP):

The main objective of the IWMP is 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 run-off, regeneration of natural vegetation, rainwater 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.

The Department of Land Resources, till 1.4.2008, under the Ministry of Rural Development implemented 3 (three) watershed programmes viz. IWDP, DPAP AND DDP. Since then, they have been brought under a comprehensive programme named IWMP has been implemented under Common Guidelines on Watershed Development since 2008. This Programme is relatively new to Mizoram although it has already been implemented in most states of the country. A State Perspective and Strategic Plan (SPSP) has been prepared which aims at developing sources of livelihood, enhancing income, rejuvenating wastelands, maximizing the productivity of agricultural land, recharging ground water, optimizing water usage and enhancing income in the rural areas, through participatory approach and based on watershed areas. Unlike IWDP, this programme covers wastelands and dry lands as well as rainfed areas. Further, while landless households were left out in other watershed programmes, IWMP cater to livelihood intervention for landless households. The project costs are shared between the Centre and the State on 90:10 ratio.

A total of 170 Projects with an estimated cost of Rs. 946.569 crores, covering an area of 6,31,046 hectares have been proposed to be taken up in a phased manner up to the 14th Five Year Plan. The SPSP was approved by the National Steering Committee in January, 2010 and sanction was
accorded for 16 Projects during 2009-2010, covering an area of 62,435 hectares amounting to Rs. 93.6525 crores. The Central Government has released Rs. 5.0572 crores in February, 2010. Another 16 (sixteen) projects have been started in 2010-2011.

This Programme is expected to boost productivity and income of rural households. Rs. 62.08 lakhs (Sixty Two Lakhs Eight Thousand) has also been received as Grant-in-Aid for setting up of the SLNA (State Level Nodal Agency), which has been named Mizoram Watershed Development Agency, to oversee the implementation of IWMP in the State. Further, Rs. 68.00 lakhs (Sixty Eight) has also been received as Grant-in-Aid for setting up of Watershed Cell-cum-Data Centre (WCDC) for the 8 (eight) Districts. Detailed Project Reports (DPRs) are being prepared by the DRDAs and the Project Implementing Agencies (PIAs), after the submission of which the Central Government will be releasing the remaining 14 per cent of the 1st instalment of 20 per cent. The first instalment of funds under this Programme will be used for capacity building, preparation of DPR and undertaking entry point activities.

➢ **Distribution of Galvanised Corrugated Iron (GCI):**

Distribution of GCI sheets for roofing was introduced during the 11th Plan period in the year 2009-2010 by the Government of Mizoram distributed GCI sheets to 2218 families with an expenditure of Rs. 400 lakhs. As per proposed action plan, each selected household will be provided with six bundles of GCI sheets. This will help in providing of quality roofing to the rural households and also in harvesting rain water so that the daily living condition will be improved. Rs. 560.00 lakhs is
proposed under this head for the year 2012-2013 for providing tin roofing to additional 2500 families.

- **North Eastern Rural Livelihood Project (NERLP):**

  In the North-East though there are several rural development programmes underway, still there are major challenges and gaps concerning poverty and livelihood. The project has a three pronged approach to livelihood strengthening for achieving sustainable development. These are:

  **Social empowerment:** It aims at empowering the most disadvantaged people in the community – women and the youth in particular – through building coalitions and institutions to participate more effectively in the developmental process supported by the project and to increase their access and control over assets and services, enable the target group to take full advantage of the poverty reduction programme of government and other agencies through effective convergent action with local government, line departments and technical agencies. It tries to enhance saving capacity of the SHGs and increase their access to sources of credit through linkages with banks and other financial institutions. It ensures social, economic, and environmental and gender equity by developing effective institutional mechanism.

  **Economic empowerment:** It aims at enhancing capacities of the communities in terms of knowledge, skill and input involved in implementing the economic development programmes, increase productivity and profitability of disadvantaged farming households and generation of multiple livelihood opportunities through diversification and integration of production system with agriculture including crop, animal husbandry, fisheries, forestry, agro-forestry and agri-business by making appropriate value chain analysis and have synchronization among production-processing
marketing. It provides linkage to the communities for credit, extension, and insurance, market with financial institution, government organization, line department and private bodies. It provide opportunity to improve food security through interventions in farm activities by disseminating ecologically benign technology based on effective natural resource management along with generation of skilled and market driven non-farm employment opportunities. It creates micro and small scale businesses around value addition activities and establishes effective market linkages for better price realization, develop enterprise around market demands, especially with youth groups. It promotes asset enhancement strategies built around SHGs and Producer Groups.

**Partnership and linkages:** It develops linkage with banks and financial institutions (government or privately owned) for credit access to members of groups and their economic organizations, build synergy and develop linkage with government departments for accessing and co-implementing various schemes and programmes of the government. It facilitates market based interventions for improving agricultural productivity and profitability through production of critical mass. It strengthens such tie ups into sustainable business partnerships, work with service providers to access various professional services related to accounts and finance, legal rights, technology, markets, etc. It develops linkages with research institutions and technology providers, develops partnerships with input suppliers and other value chain participants including value chain stakeholders and evaluates capabilities & infrastructural gaps and look for point of convergence at local levels to avoid crowded playing field

The project would be implemented by the autonomous regional level Society registered and established by the Ministry of DONER, under the name North East Livelihood Promotion Society (NELPS). It is chaired by the Secretary, NEC and represented in the general body by all participating
state governments as well as important institutions working in the region. The Executive Committee of NELPS consists of 7 members in which Secretary, NEC is the Chairman, the Joint Secretary, DONER is the Vice-Chairperson, and the Project Director NERLP is the Member Secretary and Nodal officers of the four project states are the members. From Tripura, Commissioner, Rural Development, from Nagaland Commissioner & Secretary Planning and Coordination, from Mizoram Director Rural Development and from Sikkim, Project Director Sikkim Rural Development Agency are the members.

The structure for implementation is visualized as a long term investment in promoting rural livelihoods in the region, beyond just the scope of the proposed NERLP project. The NELPS is headquartered in Guwahati. The World Bank supported NERLP would be implemented by a separate Regional Project Management Unit (RPMU) headed by a Project Director. The RPMU will implement the project through establishment of eight DPMUs and district teams that will manage the field level implementation through the Project Facilitation Teams (PFTs) set up covering cluster of villages. The project implementation in each of the four states will be supported by a small State Project Support Unit (SPSU), housed within the respective state governments.

- **Swarnajayanti Gram Swarozgar Yojana (SGSY):**

  After a review and restructuring of the erstwhile Integrated Rural Development Programme and allied scheme, SGSY was launched in April, 1999. It is the only self-employment programme being implemented for rural poor. The objective of SGSY is to lift the assisted Swarozgaris above the poverty line by providing them income-generating assets through bank credit and government subsidy. The scheme is being implemented on 75:25 ratios. For the north eastern states the ratio is at 90:10 respectively.
The main objective of SGSY is to provide sustained income to the rural poor to enable them to cross the poverty line. To achieve this objective, the scheme has its focus on community mobilisation by forming SHGs, capacity building, infrastructural facilities, subsidised credit linkage and market support.

- **National Rural Livelihood Mission (NRLM):**

  National Rural Livelihoods Mission was launched by the Ministry of Rural Development, Government of India in June 2011. Aided in part through investment support by the World Bank, the Mission aims at creating efficient and effective institutional platforms of the rural poor enabling them to increase household income through sustainable livelihood enhancements and improved access to financial services. The main objective of the National Rural Livelihood Mission is similar to that of the SGSY. A systematic review of SGSY has brought into focus certain shortcomings and the impact is not found to be that significant. In this background, the Central Government has approved the restructuring of SGSY as National Rural Livelihoods Mission. The scheme is to be implemented in a mission mode across the country.

  NRLM has set out with an agenda to cover 7 crore BPL households, across 600 districts, 6000 blocks, 2.5 lakh Gram Panchayats and 6 lakh villages in the country through self-managed SHGs and federated institutions and support them for livelihoods collectives in a period of 8-10 years. In addition, the poor would be facilitated to achieve increased access to their rights, entitlements and public services, diversified risk and better social indicators of empowerment. NRLM believes in harnessing the innate capabilities of the poor and complements them with capacities such as information, knowledge, skills, tools, finance and collectivization, to participate in the growing economy of the country.
NRLM would look at the entire portfolio of livelihoods of each household and facilitate support for the activities at the individual and household level, or in a collective, or at both levels. As agriculture is the mainstay livelihoods activity for a large proportion of the rural poor, NRLM will lay special focus on sustainable agriculture and allied activities like animal husbandry, non-timber forest produce and fisheries.

The Mizoram Chief Minister Mr. Lal Thanhawla on April 22 launched the Mizoram State Rural Livelihood Mission aimed at eradicating poverty in the hilly state. The mission has been set up as per the NRLM under the Union Ministry of Rural Development. The Chief Minister recalled several initiatives of the government that had been undertaken for the elevation of poverty and for the up-liftment of the poor like IRDP, TRYSEM, DWCRA and SGSY.

NRLM is a new programme for Mizoram. The Ministry of Rural Development in 1999 carried out SGSY with a mission to reduce poverty, but due to some issues it has been transformed into NRLM for covering larger framework covering the poor. NRLM, the mission for elimination of poverty, mainly focuses the rural poor. It is a multi-pronged approach to strengthen the livelihoods of the rural poor by promoting Self Help Group (SHGs), providing skill development and setting up of Rural Self Employment Institutions. Banks are also expected to extend cooperation for provision of financial assistance to the poor.

Mizoram is the first among the North East States to carry out the NRLM. The Team which will carry out the Mission in the State has been selected, and selection for the team to work at block level is also going on. Moreover, Annual Action Plan for 2012 – 2014 has also been approved in December 2012.

90 www.mizonews.net Retrieved on 23.4.2013
New Land Use Policy (NLUP): Major flagship programme of Government of Mizoram

NLUP has a history of nearly three decades during which it was implemented on and off, developed and streamlined through the process of experience gained as it was a new concept that has never been attempted before either by the Government of Mizoram or the Government of India. It is a courageous and ambitious political vision adhered to with tenacity by the Government of Mizoram when run by a Congress Ministry.

With a view to the grave economic deprivation of the common people, especially the farmers who constitute about 70 per cent of the total population of Mizoram, the Government of Mizoram conceived a policy in 1984 which was implemented in a small scale during 1985 - 1992. While the birth of this NLUP was prompted, at first, by the destruction of forests and wooded areas of land through the uneconomical, labour-intensive slash and burn method and the economic hardships faced by the majority of the Mizo population, it was later developed into a more resourceful project during 1993-1998 when the Congress Ministry again came to power. This time round, it was implemented on a larger scale than the previous one and the project managed to encompass around 35,000 families during a two-year period. The policy was again implemented in 2011 after the Congress came to power once more in 2008 year-end. More modifications and a better framework were made to the policy following suggestions from the Government of India that envisaged a five-year period for the project to be completed with a project cost of a staggering Rs 2,800 crores (50 million US dollars).

The actual groundwork for the implementation process was commenced in 2009 when the Government of Mizoram constituted the top authority for NLUP called NLUP Apex Board chaired by the Chief Minister. Directly under this was also constituted, at the same time, the
NLUP Implementing Board (NIB) chaired by a Member of the Mizoram Legislative Assembly with the rank and status of a State Cabinet Minister. The Government of Mizoram also called in the expertise of an experienced retired Indian Administrative Service officer who has extensive experience and knowledge in implementing projects as a former Secretary of the NEC to help reshape and implement the policy.

The main aims and objectives of NLUP, in its final shape and structure, is a versatile and encompassing mechanism for a stable State economy, environment protection and land reforms and reclamation. The broad and primary aims and objectives are as follows:

- Provide sustainable income to farming families who comprise nearly three-fourths of the total population of Mizoram by weaning them away from the destructive and unprofitable shifting cultivation practice
- Provide urban poor with livelihoods by encouraging small scale industries and petty trades
- Converging schemes funded by the Government of India (Centrally Sponsored Schemes) to NLUP for better utilization of funds and avoidance of duplication of works
- Land reclamation and forestation by introducing permanent farming systems and land reforms
- Environment protection and restoration through various means such as expansion of rain catchment areas for recharging rivers, springs and underground water, encouraging rearing of domestic animals and poultry for increased meat production to discourage hunting to protect the fauna etc.
**Ultimate Objective of NLUP:**

The ultimate objective of the NLUP is a happy, self-sufficient and prosperous population living in a healthy natural environment where both humans and the animal kingdom live side by side without infringing on each other’s’ area thus providing a rich and buoyant bio-diversity and at the same time contributing towards the fight against global warming. One among the long-term objectives worth mentioning is Mizoram becoming eligible for carbon financing under the Clean Development Mechanism of the Kyoto Protocol. Initiatives are being taken to link up with Government of India’s Green Programmes to reach this objective.

**NLUP Components:**

The final project of NLUP as approved by the Cabinet Committee on Economic Affairs in 2010 broadly comprises of three components. These components are –

- Management and Capacity Building Component
- Development Component
- Infrastructure Component

**Convergence of NLUP with Centrally Sponsored Schemes:**

As mentioned previously, one objective of NLUP is converging on-going and normal Centrally Sponsored Schemes with NLUP so as to avoid duplication of works by two or more different Departments. This objective was met with schemes such as the MGNREGS under the Rural
Development Department, Technology Mission under the Horticulture Department, National Bamboo Mission under the Environment & Forests Department, Watershed Development under Agriculture Department, National Mission on Medicinal Plants under the Health Services Department, Rubber and Coffee Board funding under Soil & Water Conservation Department etc., being merged with NLUP through the funds provided for the above-mentioned schemes which were incorporated in the various components of the NLUP.

In short, any Central scheme that can be incorporated into NLUP has come under the purview of NLUP implementation thus focusing and integrating these schemes into the NLUP Project.

**Transparency:**

To ensure transparency and discourage corruption, a mechanism for disbursement of funds to beneficiaries has also been incorporated into the Project. As far as possible, direct credit of funds in beneficiaries’ accounts is to be used when disbursing funds. This has been put in practice for which the Rural Bank under the State Bank of India which has extensive coverage in the State has been designated as the financial institution through which beneficiaries receive the funds. A provision has also been made for concurrent and external auditors to be appointed who would regularly audit funds under the NIB. Stress has also been made for social audits to take place regularly at village levels to ensure corruption does not creep into the Project.

Another step that is being taken at the time of preparation of this summary is the use of modern technology in ensuring that no fund goes astray. It is the intention of NIB to make use of internet banking and
electronic bank transfers that would interconnect NIB with all line Departments and their District offices. State Bank of India and NIB has reached an agreement on this front which would be the first use of modern information technology the Mizoram State Government and State Bank of India.

**Funding of NLUP:**

NLUP beneficiaries were to receive a sum of Rs 1, 00,000, and if necessary more, as a start-up for commencement of a sustainable form of livelihood from one-time sanction of funds from the Government of India. When the Government of India was first approached with a detailed project report in 2009, it was realized that with a few modifications and reshaping of the DPR, the NLUP could be a pilot project that, if implemented successfully in Mizoram, could be introduced as a centrally sponsored Government of India scheme in other states too.

As a result of this, a new and improved DPR was prepared by the NIB with the Mizoram State Planning Board playing a crucial part in the preparation. It took more than 10 months and not less than 16 meetings at the highest Government of India levels for the new DPR to be approved by the Cabinet Committee on Economic Affairs (CCEA). Finally, the CCEA, chaired by the Prime Minister, in its meeting held in August 2010 approved a total outlay of Rs 2,873.13 crores for the NLUP Project for five years. The break-up of the fund allocation Component-wise is –
Table 4.1 Fund Allocation, component wise under NLUP

<table>
<thead>
<tr>
<th>Sl.no</th>
<th>Component</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Management, administration &amp; Capacity Building</td>
<td>Rs. 72.20 crores</td>
</tr>
<tr>
<td>2</td>
<td>Development Component</td>
<td>Rs. 1620.15 crores</td>
</tr>
<tr>
<td>3</td>
<td>Infrastructure Component</td>
<td>Rs. 1118.78 crores</td>
</tr>
<tr>
<td>4</td>
<td>Total</td>
<td>Rs. 2873.13 crores</td>
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</tbody>
</table>

The table 4.1 shows that Rs 2873.13 crores has been earmarked for NLUP. Out of this total outlay, the Central Government would provide Rs 2526.98 crores while the remaining amount of Rs 346.15 crores would come from the beneficiaries as their contribution. The beneficiaries, however, were not expected to give their contribution in monetary form, but in the form of physical labour that would be put in by them to make their trades a success. The funds from the Central Government would constitute funds through Centrally Sponsored Schemes (about 35 per cent of the total outlay) and Additional Central Assistance to States.

The NLUP funds would be incorporated into the annual budget of the Government of Mizoram and credited into the account of the State Exchequer. After approval from the State Planning Board and State Finance Department, the funds would finally be credited into the NIB account from which line departments would be given their share of the funds for disbursement to the beneficiaries or expenses for infrastructure development under the Infrastructure Component.
In the present chapter we have discussed the institutional arrangement of rural development starting from the Ministry of rural development, Directorate, Specialized agencies and other institutions as present in India and Mizoram. The chapter highlighted the different rural development programmes operating in Mizoram which includes Border Area Development Programme, Backward Region Grant Fund, Indira Awaas Yojana, Mahatma Gandhi National Rural Employment Guarantee Scheme, Non-Lapsable Centre Pool of Resources, Social Education, Integrated Wasteland Development Programme, Integrated Watershed Management Programme, North Eastern Region Livelihood Project, Swarnajayanti Gram Swarozgar Yojana, National Rural Livelihood Mission and New Land Use Policy.