ORGANISATIONAL STRUCTURE FOR THE IMPLEMENTATION OF POVERTY ALLEVIATION PROGRAMMES IN HIMACHAL PRADESH

➢ Central level machinery for the Implementation of Rural Poverty Alleviation programmes
➢ State level machinery for the Implementation of Rural Poverty Alleviation programmes
➢ Organizational structure at the District level
➢ Organizational structure at the Block level
➢ Panchayat level structure
➢ Perception about the organizational structure and concerned officials
Chapter III

ORGANISATIONAL STRUCTURE FOR THE IMPLEMENTATION OF POVERTY ALLEVIATION PROGRAMMES IN HIMACHAL PRADESH

Organization occupies an important place in the administration. Without proper organization, whole system of administration would have collapsed. In ordinary sense of the term organization is an arrangement in which different parts have their functions to perform and all these are interlinked and interconnected as well as interdependent to each other. An organization is a collectivity with relatively identifiable boundary, a normative order, authority ranks, communications system, and membership coordinating systems; this collectivity exists on a relatively continuous basis in an environment and engages in activities that are usually related to a goal or a set of goals.

Organization is the process of combining the work which individuals or group have to perform with the facilities necessary for this execution, that the duties so performed provide the best channels for the efficient, systematic, positive and coordinated application of the available efforts. Thus organization concerns itself with combining as well as grouping activities in an enterprise. In this sense organization structure can be thought of as the machine through which management works to accomplish its tasks. An organization may be described as a system with a purpose or a goal, accomplished through the efforts of individuals operating in its several departments, contributing to the main goal in one way or another. In effect we can define an organization as a purposeful system with several sub-systems in

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1 N. Jayapalan (2000), Public Administration. Atlantic Publishers and Distributors, New Delhi, p. 46.
which individuals are organized to achieve certain predetermined goals through the division of labour and coordination of activities.\(^4\)

The important characteristics of an organization are communication, cooperative efforts, common objectives and rules and regulations. The persons who form the organization must be in a position to communicate with each other. They must also be willing to cooperate with each other for the achievement of their goals or objectives. The objectives must be common for which the organization comes into existence. Lastly, rules and regulations lay down the formal structure of the organization. They define the authority and responsibility relationship among various individuals in the organization\(^5\). Organization facilitates proper utilization of men, material and money for the achievement of goals. It provides a means by which human efforts are properly directed more and more to productive, effective and fruitful results.

In an organization total task is sub-divided into a number of major components, that is, there is internal differentiation in the organization. Also, a pattern of relationships is established among the components or sub-systems on a fairly permanent basis. This internal differentiation and relatively fixed relationships give rise to formal structure of the organization which is usually a planned design and in common language known as structure of the organization. The structure of the organization, that is, formal organization has value in relation to the fulfillment of objectives. However, practically formal organizations deviates from the lines expected from the established structures because of informal relationships. Thus, both the structure and informal relationships at a point of time determine the effectiveness of an organization\(^6\).

Organizational success is based on its structure. It is the structure in which human beings can perform most effectively. Organizational structure is a group of people working together to attain the desired objectives. People in an organization do not start working together automatically unless they are provided with some

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mechanism of coordination and control. One of the mechanisms is the organization structure. It provides an invisible framework to integrate all the people working together towards a common goal. Organization structure is essential for exercising leadership. It provides an indispensable sort of co-ordination in an organization.\(^7\)

Organizational structure is the configuration of the hierarchical levels and specialized units and positions within an organization, and the formal rules governing these arrangements.\(^8\) Organization structure helps in the achievement of goals with the help of well-defined hierarchical position which carry with them authority and responsibilities. Thus, a well-established organizational structure is an essential pre-requisite for the proper implementation of development policies and programmes.

The organization of government is not an end in itself, but a means for achieving national objectives. The purpose is to allocate the tasks of government so that they are performed in a manner that is both efficient and economical, with a minimum of duplication and overlapping. It is important to define the areas of authority and responsibility of administrative units, so that they may be properly subject to constitutional and political controls. Sound organization, based on the principle of delegation of authority to ministries, consistent with their competence and responsibility, also encourages flexibility and responsiveness to new policies and developments. Poor organizational structure of ministries is often a major cause of inefficient implementation of government policies and programmes.\(^9\)

The Centre Government and the State Governments have been implementing many poverty alleviation programmes in the rural areas of the country. The success of these programmes, largely, depends on the effectiveness of organizational structure, with the help of which government implement these programmes. It has been found important to study the organizational structure, established at various levels for the implementation of poverty alleviation programmes.

Hence, in this chapter, an attempt has been made to study the organizational structure at the Centre, State, District, Block and Panchayat level. The present

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\(^7\) Ibid, p. 833.


\(^9\) Ibid, pp. 65 and 66.
chapter has been divided into five sections. In Section – A organizational structure at
the Centre level and in Section – B organizational structure at the State level has
been discussed. In Section – C and Section – D the organizational structure at the
District level Block level has been discussed. In Section – E perception of the sample
respondents about administrative structure has been discussed.

Section –A

In this section the organization structure for the implementation of various
anti poverty programmes at the Centre level has been discussed.

I. Central Level Machinery for the implementation of Rural
Poverty alleviation Programmes

The Ministry of Rural Development is at the apex of the organization
hierarchy. The Ministry has the overall responsibility of policy formulation,
planning, monitoring and evaluation of the anti-poverty programmes and other rural
development programmes in the country. Minister for Rural Development, who is
assisted by a Secretary to the Government of India, heads the Ministry. In addition,
there is an additional Secretary, Joint Secretaries and other supporting staff of
administrative as well as of technical personnel. A Central level Co-ordination
Committee or SGSY Committee, which helps the Ministry in the working,
evaluating and monitoring the anti-poverty programmes also assists the Ministry.
List of business allocated to the Ministry of Rural Development has been given in
Annexure – II.

1. Composition of Ministry of Rural Development

Ministry of Rural Development consists of the following three departments:
1. Department of Rural Development
2. Department of Land Resources
3. Department of Drinking Water Supply

Out of these three departments, Department of Rural Development is
responsible for the implementation of rural poverty alleviation programmes. The
organizational setup of the Department of Rural Development has been presented in Chart - 3.1.

Chart - 3.1
Organizational Structure of the Department of Rural Development
at the Centre Level
The political head of the Department of Rural Development at the Centre level is Minister for Rural Development. He is assisted by a Secretary to the Government of India, who is the administrative head of the department. He is assisted by Joint Secretary (SGRY), Joint Secretary (SGSY), Joint Secretary (Training), Economic Advisor (MON), Joint Secretary (RC), Joint Secretary (PR) and Additional Secretary and Financial Adviser. These officials are assisted by several other officers such as Deputy Secretaries, Directors, Deputy Directors, Under Secretaries etc.

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:

1. Pradhan Mantri Gram Sadak Yojana (PMGSY)
2. Swaranjayanti Gram Swarozgar Yojana (SGSY)
3. Sampoorn Grameen Rozgar Yojana (SGRY)
4. Rural Housing (Indira Awaas Yojana)
5. DRDA Administration
6. Training Schemes
7. Promotion of Voluntary Schemes and Social Action Programme, organization of beneficiaries, advancement and dissemination of rural technology through CAPART.
8. Monitoring mechanism.

2. Functions of the Department of Rural Development (Ministry of Rural Development)

The main functions of this department are as follows:

a. It implements schemes for generation of self-employment and wage employment;

<http://www.drd.nic.in/aboutus.htm>
<http://www.drd.nic.in/aboutus.htm>
b. It makes provision of housing and minor irrigation assets to rural poor, social assistance to the destitute and rural roads;

c. It provides the support services and other quality input such as assistance for strengthening of DRDA administration, panchayati raj institutions, training and research, human resource development, development of voluntary action etc. The major anti-poverty programmes of the department are Swaranjayanti Gram Swarozgar Yojana (SGSY) and Sampooran Grameen Rozgar Yojana (SGRY).

Section – B

In this section organizational structure at the State level in Himachal Pradesh has been enumerated.

I. State Level Machinery for the implementation of Rural Poverty alleviation Programmes

At the State level in Himachal Pradesh, there is a Department of Rural Development, which has the overall responsibility of implementation of poverty alleviation programmes in the State. In Himachal Pradesh, the Department of Rural Development is responsible for the implementation of anti-poverty programmes. The nomenclature of this Department has been changing from time to time with the shift in emphasis in rural development programmes. The department was earlier known as Community Development Department and Planning and Development Department. During the year, 1975-76, it was renamed as Rural Integrated Development Department. On July 20, 1982, the word ‘Integrated’ was dropped and department came to be known as Rural Development Department. With the merger of Panchayati Raj Department in this department during November 1992, the name of the department was again changed and came to be known as Rural Development and Panchayati Raj Department. In April 1995, the Department of Panchayati Raj was again separated from this department. This department has, now, been renamed as Department of Rural Development. The Department of Rural Development is responsible for formulation, implementation, evaluation, monitoring of the anti-poverty programmes at the State level. To perform these functions there is a well-
established organizational structure of the department, which has been discussed as under.

1. Organizational Structure of the Department of Rural Development in Himachal Pradesh

A Minister of Rural Development heads the Department. He is the political head of the department. He looks after the working of the department. He is responsible for the overall functioning of the department to the State Legislature. The Secretary (RD) assists him. The Secretary (RD) is the administrative head of the department. He helps the Minister (RD) in the formulation of policies and programmes regarding rural development and poverty alleviation. The administrative responsibility of the department lies with him. He gives direction to the lower level staff regarding the implementation of poverty alleviation programmes in the State. The Secretary (RD) is assisted by the Special Secretary (RD), Additional Director-Cum-Additional Secretary (RD), Additional Director-cum-Joint Secretary (RD), Deputy Director (RD), Deputy Director (Stat.), Administrative Officer and Statistical Officer (RD)\textsuperscript{12}. The organizational structure at the state level has been presented in chart- 3.2.

2. Functions of the Department in Himachal Pradesh

The main functions of the department are as follows: -

Execution/reporting & implementation of different rural development programmes in the Pradesh like community development. Housing schemes like IAY & RGAY, Swaranjayanti Gram Swarozgar Yojana, Sampoorn Grameen Rozgar Yojana, SGSY Special Projects. Besides the Watershed Development Projects (IWDP, DPAP & DDP) the total Sanitation Campaign, National Rural Employment Guarantee Act is also being implemented by the department\textsuperscript{13}.

To perform all the functions of the department as mentioned above the duties of various officers of the department are as under:\(^\text{14}\) -

**Secretary (RD):** - to assist the State Government in policy formulation and overall control and administration of state Rural Development Department and Panchayati Raj.

**Director-cum-Special Secretary (RD):** - overall administrative, financial control Department of Rural Development.

**Additional/Joint Director (RD) – cum – Additional/Joint Secretary (RD):** - to assist the secretary (RD) and Director (RD) in the formulation of policies and implementation of all the plans/schemes and overall administration of Directorate and field level, as per work assigned.

**Deputy Director – cum – Deputy Secretary (RD), Deputy Director (RD)/Stat.:** - to assist the Director in the administration of all the central and state plans/schemes and overall administration of Directorate and field level and to assist the Secretary (RD) and Special Secretary (RD) in policy formulation.

**Statistical Officer:** - to assist the Deputy Director (Stat.) in the implementation of various schemes, especially, the periodical reporting and monitoring.

**Deputy Controller (F and A):** - he is responsible for conducting annual inspection of the blocks in the state, expediting replies and setting audit reports, CAG/PAC, attending to the cases of advice with the assistance of section officers.

3. **Engineering services to the Department**

As the government is implementing various rural reconstruction programmes in the state it is obvious that it needs technical assistance in this matter. In order to provide technical assistance and guidance to the Department of Rural Development there is an engineering cell at the state level attached to it. It provides valuable guidance and assistance in implementing rural reconstruction programmes.

At the state level, engineering cell consists of Executive Engineer, Assistant Engineer and 2 Junior Engineers and other ministerial staff. In addition to it three posts of Executive Engineers, 24 posts of Assistant Engineers and 167 posts of Junior Engineers, 3 posts of Head Draftsmen and 21 posts of Draftsmen have been created in the department. These posts are distributed between three zonal offices. As per the norms of the Government one Junior Engineer has been posted after 15 Gram Panchayats and one Assistant Engineer has been provided on 6 Junior Engineers.

There are three zonal offices situated at Dharamshala, Mandi and Kangra. The zonal office is functioning with staff strength of the Executive Engineer, Assistant Engineer Junior Engineer, Superintendent, Senior Assistant, Steno Typist, Clerk, Driver and Peon. The organizational structure of the Zonal Office of Engineering Services has been shown in Chart 3.3.

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The Engineering Services of the department helps it in technical works. The Engineering Cell provides valuable guidance and help in rural reconstruction works and infrastructural development works to the Department. All the rural reconstruction works have been executed under their supervision.

Section - B

In this section the administrative machinery responsible for the implementation of rural poverty alleviation programmes at the district level has been discussed.

I. Organizational Structure at the District Level: -

At the District level, the District Rural Development Agency (DRDA) is the key instrument for implementing the various rural development programmes including poverty alleviation programmes. The DRDA has been functioning as a Society registered under the Registration of Society Act, 1958, since 1978-79, when Integrated Rural Development Programme was launched. In Himachal Pradesh, each district has its own DRDA. It performs all those functions that help it to implement the rural development programmes including poverty alleviation programmes in the district concerned.
The District Rural Development Agency (DRDA) is the principal organ at the District level to manage and oversee the implementation of different anti-poverty programmes of the Ministry of Rural Development. Since its inception, the administrative cost of the DRDAs was met by setting apart a certain percentage of the allocation from each programme. However, keeping in view the need for an effective agency at the District level to co-ordinate anti-poverty programmes, a new Centrally Sponsored Scheme for strengthening the DRDAs was introduced w.e.f 1st April, 1999. Under this scheme, the staff costs of DRDA establishments are met by the Central and State Government in the ratio of 75:25. The administrative cost per district has been fixed as follows:

i) Category 'A' district (<6 blocks) - Rs. 46 lakhs
ii) Category 'B' district (6-10 blocks) - Rs. 57 lakhs
iii) Category 'C' district (11-15 blocks) - Rs. 65 lakhs
iv) Category 'D' district (>15 blocks) - Rs. 67 lakhs

The above limits are applicable from the year 1999-2000. The ceilings are raised every year, on a compounding basis, upto 5%, to set off increases due to inflation etc.

1. **Objectives of DRDA Administration**

   The primary objective of the Scheme of DRDA Administration is to professionalize the DRDA so that they are able to effectively manage the anti-poverty programmes of the Ministry of Rural Development and interact effectively with other agencies. The DRDAs are expected to coordinate effectively with the line departments, the Panchayati Raj Institutions, the banks and other financial institutions, the NGOs as well as technical institutions with a view to gathering support and resources required for the poverty reduction effort in the district.

2. **Functions of DRDA:**

   The role of district rural development agency is distinct from all the other agencies. The DRDA has traditionally been the principal organ at the district level to

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oversee the implementation of different anti-poverty programmes. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and a commitment to the task. Thus the DRDA is visualized as a specialized and professional agency capable of managing the anti-poverty programmes. DRDAs are entrusted with various kinds of functions at the district level.

DRDA performs the following functions:

1) It keeps the district level and block level agencies informed of the basic parameters or requirements of the programme and the tasks assigned to them.
2) To co-ordinate and oversee the surveys conducted, preparation of perspective plans, annual plans of the blocks and finally prepare a district plan.
3) It conducts the BPL survey and identifies the families below the poverty line.
4) It makes arrangements for institutional credit support to the identified beneficiaries.
5) It helps in securing inter-sectoral and inter-departmental co-ordination and cooperation.
6) It gives publicity to the achievements made under the various programmes and disseminates knowledge and builds up awareness about the programmes undertaken.
7) It prepares and sends periodical reports of its working to the State Government on the prescribed form.
8) It evaluates and monitors the programmes of poverty alleviation so as to ensure their effectiveness in the district.

II. DRDAs in Himachal Pradesh: -

In Himachal Pradesh, Deputy Commissioner is the Chief Executive Officers of the District Rural Development Agencies (DRDAs). Besides him there

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is a Project Director of the rank of an Additional District Magistrate (ADM) who heads DRDA. He is a senior scale officer of the All India Services or a senior officer of the State Services eligible for appointment to the All India Services. He has overall In-charge of the activities of the DRDA. There is a Project Officer under whom Additional Project Officers (APOs) are working. These APOs are Additional Project Officer (self-employment), Additional Project Officer (Women) and Additional Project Officer (Watershed). Under these APOs various other employees are functioning. These includes one Assistant Engineer, Project Economist, One Account Officer, one Junior Engineer, one Draftsman, two Technical Assistant, three Senior Assistant, three Clerks, one Lady Village development coordinator, two Drivers and three Peons. Organizational structure of the DRDAs in Himachal Pradesh has been shown in Figure 3.4.

DRDA consists of two bodies, namely, Governing body and Executive committee. The constitution and functions of these bodies are discussed in following paragraphs.

1. **Governing Body of DRDA: -**

   District Rural Development Agency has a Governing Body. The members of which can be increased or decreased as per the instructions of the Government at any time. The composition of governing body of District Rural Development Agency has been given in Annexure I. Chairman of the Zila Parishad heads the governing body. He is the chairman of governing body of the DRDA. The Project Director of DRDA functions as Member Secretary of governing body. The governing body of the DRDA meets once in a quarter.

   **a. Functions of the governing body: -**

   The functions of the governing body are as follows: -

   1. The action plan is prepared at the level of DRDA and the governing body approves it.

   2. Block-wise lists of selected families to be benefited in a particular year are approved in the meeting of the governing body of DRDA.
3. The governing body review and monitor the implementation of poverty alleviation programmes and other rural development programmes in the district.

Chart - 3.4
Organizational Structure of the District Rural Development Agency in Himachal Pradesh

2. Executive Committee:

Executive Committee of DRDA exercises all the executive and financial powers and is responsible to the governing body of the DRDA. It is headed by the Chief Executive Officer/Deputy Commissioner and consists of all the District level Officers. The project officer is the Member Secretary of the Executive Committee. All the executive and financial powers of the District Rural development Agency is exercised by this committee. District Rural development Agencies (DRDAs) in
Himachal Pradesh have been categorized into three categories, namely, Category A, Category B and Category C. Districts having less than six blocks fall in Category A, Districts having six to ten blocks fall in Category B and districts having above ten blocks fall in Category C. The DRDAs of Bilaspur, Kinnaur, Kullu, Lahaul–Spiti, Solan and Una districts fall in Category A. The DRDAs of Hamirpur, Chamba, Mandi, Sirmaur and Shimla districts fall in Category B and DRDA of Kangra district falls in Category C.

Prior to 1999, there were three wings in each category of DRDAs in Himachal Pradesh, namely, i) Project Management, Self-Employment, Wage-Employment, Monitoring and Women Wing; ii) Financing and General Administration Wing; iii) Engineering and Watershed Wing. In the year 2001, the Government of Himachal Pradesh restructured the DRDAs in the State. DRDAs have been equipped with additional staff. With the order of Government of Himachal Pradesh, 12 posts of Gram Sevikas in Women Wing one in each DRDA, 12 posts of Junior Engineers in Engineering Wing one in each DRDA, and 12 posts of Additional Project Officers (APO) one in each DRDA have been created. The posts of Gram Sevikas and Junior Engineers have been filled up from the Rural Development Department. The posts of APO (Watershed) have been filling up on secondment basis from Agriculture Department. The number of Wings in each DRDA has also been increased from three wings to six wings. At present, there are seven wings in each DRDA in the State. These wings have been discussed as under:

a. Self-employment and Wages-employment Wing

This wing is headed by Additional Project Officer (Self-employment). One Technical Assistant and a Clerk-cum-typist assist him. The wing is responsible for drawing up projects for specific activities under the self-employment programmes and is concerned with the planning, monitoring and vigilance of the wage-employment programmes.

b. Women Wing

This wing is dealing with the anti-poverty programmes. It initiates BPL Census in the district and maintain records regarding the BPL families. It is headed
by Additional Project Officer (Women) who is assisted by a Gram Sevika and functions under the overall co-ordination of the Project Officer.

c. Finance and General Administration Wing

It deals with the day-to-day working and financial matters of the DRDA. It prepares the annual report along with the balance sheet. An Account Officer who is assisted by Superintendent, Senior Assistant, Accountant, steno, Clerk-cum-typist, Driver and Class-IV, heads it.

d. Engineering Wing

This wing is responsible for innovations in designs and use of material as well as training of the engineering personnel of the Panchayati Raj Institutions. There is an Assistant Engineer assisted by a Junior engineer and a Technical Assistant (Draftsman).

e. Watershed Wing

The wing is headed by an Additional Project Officer (Watershed) who is assisted by Technical Assistant and Clerk-cum-typist.

f. Monitoring Wing

This wing monitors and evaluates all the rural development programmes including poverty alleviation programmes in the district. There is a Project Economist assisted by Statistical Investigator and Senior Assistant. The wing-wise staffing pattern of DRDA has been given in Annexure –II.

Section –C

In this section administrative setup at the block level has been discussed.

I. Organizational Structure at the Block Level

In the organizational hierarchy, the next level is the block level organization. All the blocks function under a coordinator known as Block Development Officer (BDO). He is responsible for efficient implementation of the rural development programmes, including poverty alleviation programmes in his block. He coordinates
various technical functions in the block and all correspondence with the district level officers. He convenes regular meetings of Panchayat Pradhans and Up-Pradhans, Social Education and Block Planning Officer (SEBPO), Gram Panchayat Awam Vikas Adhikaries (GPAVA), Ladies Village Development Coordinators (LVDCs) and Extension Officers (EOs). He assesses the needs and resources of the block and formulates plan at the family, village and block level in consultation with technical experts and popular institutions like Panchayats and Co-operatives.

Block Development Officer is at the apex of the block level. A Superintendent assists him. In the account branch, there are two Senior Assistants that deal with Centre and State heads each; an Accountant deals with the progress. In the technical branch there are four Junior Engineers who are providing engineering services to the block and help it in reconstruction works in the Block. In the Programme Implementation Branch, there is a Social Education and Block Planning Officer, 10 Gram Panchayat Awam Vikas Adhikaris, that is, Panchayat Sachiva, one Lady Social Education Organizer (Mukhiya Sevika) and two Lady Village Development Coordinators (LVDC). These deal with the poverty alleviation programmes and also with the development of women in the block. All these functionaries are responsible for spreading the awareness among the poor people about the programmes formulated for them and help the poor masses in getting benefits from these programmes. In the Establishment Branch, there are two Clerks, one Steno, one Driver, three Peons and one Chowkidar. Organization structure at the block level has been given in Chart- 3.5.

Besides the above departmental staff, the following staff is also functioning under the administrative control of the Block Development Officer with regard to Annual Confidential Reports, tour programmes and casual leave21. These staff is as under: -

1. Assistant Development Officer (Agriculture).
2. Assistant Development Officer (Horticulture).
3. Extension Officer (Co-operative).

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4. Extension Officer (Industries).
5. Panchayat Inspector
6. Assistant Development Officer/ Junior Engineer (Soil Conservation).

**Chart - 3.5**

**Organizational Structure at the Block Level in Himachal Pradesh**

Block Development Officer

- Block Staff
  - Superintendent
  - Sr. Assistant
  - Accountant
  - Clerk (2)
  - Steno-cum-Typist (1)
- SEBPO
  - LSEO (Mukhiya Sewika)
  - Panchayat Sachiva
- Pooled Staff
  - ADO (Agri.)
  - ADO (Co-op) (Ind.)
  - ADO (Soil)
  - Technical Assistant
  - Jr. Engineer
  - Panchayat Inspector
  - Panchayat Sub-Inspector

All the development programmes and schemes including SGSY and SGRY are reviewed at the Block level in the meeting of SEBPO, Panchayat Sachiva and other Block staff under the Chairmanship of the Block Development Officer. The review of all the activities is also made in the quarterly meeting of the Panchayat Samiti under Chairmanship of Chairperson of Panchayat Samiti with BDO as its member Secretary. The success of poverty alleviation programmes largely depends upon this level of organizational setup, because it directly interacts with the general masses.
Section – D

As all the rural development programmes are implemented at the Gram Panchayat Level, it is important to discuss the organizational arrangement at the Gram Panchyat level. The success of any programme depends on the efficient organization structure at the Gram Panchyat level. So, in this section an attempt has been made to study the organization structure at the Gram Panchayat level in Himachal Pradesh.

1. Panchayat Level Structure

The Panchayat Sachiva, earlier known as Gram Panchayat Awam Vikas Adhikari is at the tail end of the administrative hierarchy. He is functioning at the grass root level and is responsible for the implementation of SGSY and other programmes. He has to look after two to three Gram Panchayats. At the Gram Panchayat level, there is also a Technical Assistant who provided on three Panchayats, which provides technical guidance in the construction works to the Gram Panchayats. The members of three-tier Panchayat Raj Institutions also act as agents for the implementation of various poverty alleviation programmes. The village Gram Sabha serves as an important meeting point for the block level functionaries. Here the beneficiaries can be identified under SGSY programme and annual action plan under SGRY programme is approved.

Chart 3.6
Organizational Structure at the Panchayat Level

```
Pradhan
   ↓
Panchayat Sachiva
   ↓
Panchayat Sahayak
   ↓
Chowkidar
   ↓
Technical Assistant
   ↓
Up-Pradhan
   ↓
Panchas
```
The foregoing description of organizational structure at various levels indicates that the Government of Himachal Pradesh has tried its best to frame a well-designed organizational structure at various levels in the state. With the help of this organization machinery government of Himachal Pradesh is implementing various anti poverty programmes and schemes in the state.

Section – E

Government has established a well-organized structure to implement the poverty alleviation programmes in the state. The success of any developmental programme largely depends on the organization structure and the officials who implement these programmes. So it is important to know the perception of the respondents about the officials. Hence, in this Section an attempt has been made to assess the administrative structure for implementation of poverty alleviation programmes. This assessment is based on the data collected from the sample respondents.

To know the perception of respondents is a significant variable particularly for development activities and ascertains one’s preferences or choices. Various questions have been asked from the respondents to elicit the views of respondents regarding the organizational structure and the concerned officials.

I. Perception about Administrative structure

The type of administrative structure has a direct relation with the performance of the programmes. The perception of persons for whom it is created has an immediate effect on its performance. Their satisfaction will certainly increase administrative efficiency. The data collected from the respondents regarding their satisfaction of the administrative structure have been shown in Table 3.1.

Table 3.1 shows that majority of respondents were found satisfied with administrative structure. Out of total respondents, 68.89 per cent of SGSY swarozgaries, 59.44 per cent of SGRY beneficiaries and 64.81 per cent of panchayat office bearers were satisfied with the administrative structure. On the other hand, out of total respondents, 40.56 per cent of SGRY respondents, 35.19 per cent of
panchayat office bearers and 31.11 per cent of SGSY respondents were not satisfied with the administrative structure.

Table 3.1
Perception about the Administrative Structure

<table>
<thead>
<tr>
<th>Selected respondents</th>
<th>Responses</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>SGSY respondents</td>
<td>124</td>
<td>56</td>
</tr>
<tr>
<td></td>
<td>(68.89)</td>
<td>(31.11)</td>
</tr>
<tr>
<td>SGRY respondents</td>
<td>107</td>
<td>73</td>
</tr>
<tr>
<td></td>
<td>(59.44)</td>
<td>(40.56)</td>
</tr>
<tr>
<td>Panchayat office Bearers</td>
<td>35</td>
<td>19</td>
</tr>
<tr>
<td></td>
<td>(64.81)</td>
<td>(35.19)</td>
</tr>
<tr>
<td>Total</td>
<td>266</td>
<td>148</td>
</tr>
<tr>
<td></td>
<td>(64.25)</td>
<td>(35.75)</td>
</tr>
</tbody>
</table>

Note: Figures in parentheses represent percentage.

Overall data clearly shows that about two third, that is, 64.25 per cent, of respondents reported that the administrative structure for the implementation of poverty alleviation was good. However, a significant number, that is, 35.75 per cent, of respondents did not find the administrative structure up to the mark and felt dissatisfaction with it. Hence the respondents desired changes. The respondents reported that as and when they went to the DRDA/Block offices no concerned officials were found there. It has been observed that many posts at the DRDA and Block level were laying vacant, which overburdened the other staff resulting in inefficient and ineffective working at these levels. It has also been observed that the posts in the DRDA are being filled up on deputation or secondment basis from various departments for a specific period. It breaks the regularity of working in the DRDA. Moreover, employees coming from other department on deputation or secondment basis are not faithful to the DRDA, as they are very much attached to their parent departments. They show no enthusiasm in the functioning of DRDA and only pass their time in the DRDA. It is suggested that the posts should not be filled on deputation basis.
II. Perception about spreading awareness among the rural poor

For the successful implementation of anti-poverty programmes it is important that people should participate in the implementation process of these programmes. Until and unless they participate in the implementation process, one cannot think of the success of anti poverty programmes. For the active participation of poor people in the process of implementation can only be ascertained by spreading awareness among the poor people about various anti poverty programmes. They can extend their cooperation and participation only after knowing the real spirit of the programmes. It is the duty of the officials to spread awareness among the rural people about various types of anti poverty programmes. Hence it was important to know whether the officials perform their duty or not. The data, thus, collected from the respondents have been presented in the Table 3.2.

Table 3.2
Perception about spreading awareness among the rural poor

<table>
<thead>
<tr>
<th>Selected respondents</th>
<th>Responses</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>SGSY respondents</td>
<td>64</td>
<td>116</td>
</tr>
<tr>
<td></td>
<td>(35.56)</td>
<td>(64.44)</td>
</tr>
<tr>
<td></td>
<td>180</td>
<td>(100.00)</td>
</tr>
<tr>
<td>SGRY respondents</td>
<td>45</td>
<td>135</td>
</tr>
<tr>
<td></td>
<td>(25.00)</td>
<td>(75.00)</td>
</tr>
<tr>
<td></td>
<td>180</td>
<td>(100.00)</td>
</tr>
<tr>
<td>Panchayat office bearers</td>
<td>26</td>
<td>28</td>
</tr>
<tr>
<td></td>
<td>(48.15)</td>
<td>(51.85)</td>
</tr>
<tr>
<td></td>
<td>54</td>
<td>(100.00)</td>
</tr>
<tr>
<td>Total</td>
<td>135</td>
<td>279</td>
</tr>
<tr>
<td></td>
<td>(32.61)</td>
<td>(67.39)</td>
</tr>
<tr>
<td></td>
<td>414</td>
<td>(100.00)</td>
</tr>
</tbody>
</table>

Note: Figures in parentheses represent percentage.

Table 3.2 indicates that in majority of cases, that is, 67.39 per cent, the officials, responsible for spreading education, were not performing their duty. Out of total respondents, 75 per cent of SGRY respondents, 64.44 per cent of SGSY respondents and 51.85 per cent of Panchayat office bearers were of the opinion that
the officials were not giving any kind of information of about the anti poverty programmes.

However, on the other hand out of total respondents, 48.15 per cent of Panchayat office bearers, 35.56 per cent of SGSY respondents and 25 per cent of SGRY respondents were of the opinion that the officials perform their duty of spreading awareness among the rural poor people.

On the basis of above analyses it can be concluded that officials were not educating rural people about anti poverty programmes to the desired extent. This results in non-participation of the rural poor in the various anti poverty programme.

III. Perception about the Behaviour of the officials

An attempt has been made to know the perception of respondents about the behaviour of the official to assess their style of functioning; their orientation towards their duty and the role played by them for the successful implementation of the anti poverty programmes. The respondents were asked whether the officials were cooperative or not. Their responses have been presented in the Table 3.3.

Table 3.3
Perception about the Behaviour of the officials

<table>
<thead>
<tr>
<th>Selected respondents</th>
<th>Behaviour of the officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Very Co-operative</td>
<td>Co-operative</td>
</tr>
<tr>
<td>SGSY respondents</td>
<td>0 (0)</td>
<td>85 (47.22)</td>
</tr>
<tr>
<td>SGRY respondents</td>
<td>0 (0)</td>
<td>73 (40.56)</td>
</tr>
<tr>
<td>Panchayat office bearers</td>
<td>0 (0)</td>
<td>23 (42.59)</td>
</tr>
<tr>
<td>Total</td>
<td>0 (0)</td>
<td>181 (43.72)</td>
</tr>
</tbody>
</table>

Note: Figures in parentheses represent percentage.

Figures in the table 3.3 indicate that half, that is, 50.24 per cent, of the total respondents were of the opinion that officials were not cooperative. However, in the
opinion of 43.72 per cent of respondents the officials were cooperative and provided help in solving their problem. And a small number, that is, 6.04 per cent, of respondents didn’t want to say anything in this regard. As the opinion of the SGSY respondents and SGRY respondents is concerned, 47.22 per cent of SGSY respondents and 40.56 per cent of SGRY respondents reported that the behaviour of the officials was cooperative and 52.78 per cent of SGSY respondents and 49.44 per cent of SGRY respondents were of the opinion that the attitude or behaviour of the officials was not cooperative.

It has been concluded that the behaviour of the officials were not cooperative towards the poor people. As the opinion of Panchayat office bearers is concerned, 44.44 per cent of Panchayat office bearers reported that the attitude or the behaviour of the officials has not cooperative. On the other hand, to 42.59 per cent of Panchayat office bearers the behaviour of the officials was cooperative. But, 12.96 per cent of Panchayat office bearers didn’t say any thing in this regard. The opinion of the panchayat office bearers clearly indicates that there was lack of coordination and cooperation between block and gram panchayats.

IV. Beneficiaries perception about the officials

The beneficiaries (SGSY swarozgaries and SGRY beneficiaries) come in contact with the government officials at various stages. Thus, it is important to know how beneficiaries perceive government officials. Five indicators which depict the attitude and behaviour of the officials were developed, such as, giving patient hearing, helping in solving problems, providing guidance, encouraging taking up new schemes and dealing sympathetically with the rural people. The data thus collected has been presented in Table 3.4.

Table 3.4 depicts that majority of respondents, both SGSY and SGRY respondents, were of the opinion that the behaviour of the officials was not up to the mark. Out of total respondents, 32.50 per cent of SGSY respondents and 35.56 per cent of SGRY respondents reported that the officials did not hear them patiently whenever they went to the officials. Out of total respondents, 33.61 per cent of SGSY respondents and 35.84 per cent of SGRY respondents reported that the officials did not provide any kind of help in solving the problems. In respect of
providing guidance the table reveals that out of total respondents, 31.66 per cent of SGSY respondents and 36.66 per cent of SGRY respondents were of the opinion that the officials did not provide guidance.

<table>
<thead>
<tr>
<th>Table 3.4</th>
<th>Opinion about the officials</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Particulars</strong></td>
<td><strong>SGSY respondents</strong></td>
</tr>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>1. Give a patient hearing</td>
<td>63 (17.50)</td>
</tr>
<tr>
<td>2. Help in solving problems</td>
<td>59 (16.39)</td>
</tr>
<tr>
<td>3. Provide guidance</td>
<td>66 (18.34)</td>
</tr>
<tr>
<td>4. Encourage to take up new schemes</td>
<td>53 (14.72)</td>
</tr>
<tr>
<td>5. Deal sympathetically</td>
<td>46 (12.63)</td>
</tr>
<tr>
<td><strong>Average percentage</strong></td>
<td>15.92</td>
</tr>
</tbody>
</table>

Note: Figures in parentheses represents percentage.

It is the responsibility of the officials that they encourage the poor people to take up new activities or schemes under various kinds of schemes. In this regard figures in the table indicate that out of total respondents, 35.28 per cent of SGSY respondents and 37.50 per cent of SGRY respondents were of the opinion that officials did not encourage them to take up new schemes. Lastly, it is important that the officials should deal sympathetically with rural poor people. Such kind of behavior on the part of officials would encourage rural poor people to participate in the implementation of the anti-poverty programmes. In this regard the data in the table depicts that out of total respondents, 37.37 per cent of SGSY respondents and 37.50 per cent of SGRY respondents reported that the officials did not deal with sympathetically.
The average percentage in respect of all the five indicators revealed that in majority, 34.08 per cent in case of SGSY respondents and 36.61 per cent in case of SGRY respondents, of cases the behaviour of the officials was not found good towards poor people. Overall average percentage in the table indicates that 70.69 per cent of cases officials did neither deal sympathetically nor, heard the problem patiently, nor helped the people in solving the problems, nor encouraged the poor people to take up new schemes and nor did provide guidance to the poor people.

V. Opinion about the corruption among officials

It is commonly accepted that corruption is dysfunctional to the system of governance and to society as a whole. It promotes illegality, inequity, waste and inefficiency in administrative conduct and behaviour. In addition, it erodes the faith of the common man in the legitimacy of the politico-administrative systems. As the administration is mainly concerned with the implementation of public policies and programmes, any sort of corruption can lead towards non-achievement of objectives and goals. Thus it was found necessary to know the perception of the respondents about the corruption among the officials. The data, thus, collected have been shown in Table 3.5.

<table>
<thead>
<tr>
<th>Selected respondents</th>
<th>Corrupt officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>All</td>
<td>Half</td>
</tr>
<tr>
<td>SGSY swarozgaries</td>
<td>0</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>(00.00)</td>
<td>(11.67)</td>
</tr>
<tr>
<td>SGRY beneficiaries</td>
<td>0</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>(00.00)</td>
<td>(8.33)</td>
</tr>
<tr>
<td>Panchayat office bearers</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>(00.00)</td>
<td>(00.00)</td>
</tr>
<tr>
<td>Total</td>
<td>0</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td>(00.00)</td>
<td>(8.70)</td>
</tr>
</tbody>
</table>

*Note: Figures in parentheses represent percentage.*
Table 3.5 reveals that in majority, that is, 37.20 per cent, of cases the respondents didn’t want to say anything about the corruption among the officials. Out of total respondents, 26.95 per cent of respondents were of the opinion that few officials were corrupt, 24.15 per cent of respondents were of the opinion that officials were not corrupt, whereas 8.70 per cent of respondents were of the opinion that half of the officials were corrupt. The Table also reveals that, 11.67 per cent of SGSY respondents and 8.33 per cent of SGRY respondents were of the opinion that half of the officials were corrupt. And, 38.33 per cent of SGSY respondents, 23.89 per cent of SGRY respondents and 22.22 per cent of Panchayat office bearers, were of the opinion that few officials were corrupt.

Whereas, out of total respondents, 23.33 per cent of SGSY respondents, 20.00 per cent of SGRY respondents and 40.74 per cent of Panchayat office bearers were of the opinion that officials were not corrupt. And 26.67 per cent of SGSY respondents, 47.78 per cent of SGRY respondents and 37.04 per cent of Panchayat office bearers remained silent in this matter.

From the above description it can be concluded that virus of corruption was there in the administrative structure as majority of respondents were of the opinion that officials engaged in the implementation of poverty alleviation programmes were corrupt and indulge in malpractices. This hurt the very spirit of efficient and effective implementation of poverty alleviation programmes.

**Sum up: -**

The Government of Himachal Pradesh is implementing many rural development programmes, including anti-poverty programmes in the State. To implement these programmes effectively, there is a well-established organizational structure at the various levels in the State. The Ministry of Rural Development is at the apex of organizational hierarchy.

At the State level, there is a Department of Rural Development headed by the Minister of Rural Development who is assisted by Secretary (RD). This Department is responsible for the formation, implementation and evaluation of poverty alleviation programmes in the State.
At the District level, there is a District Rural Development Agency that is responsible for implementation of various poverty alleviation programmes in the district. The next level in the organizational hierarchy is Block level organization. The blocks are functioning under a coordinator known as BDO. There are many officials, namely, SEBPO, GPAVA, Mukhya Sevika, LVDCs, who help the BDO in implementing the anti-poverty programmes at the block level.

It was found that there were many lacunae in the administrative structure. People were not satisfied with the administrative structure. They need changes or improvements in the administrative setup at all levels.

It was found that in majority of cases, that is, 67.39 per cent, the officials, responsible for spreading education, were not performing their duty.

The sub-hypothesis of the present study, that is, 'lack of co-operation between blocks and panchayats', has been proved. As in the opinion of 50.24 per cent of respondents the behaviour of the officials was not found cooperative. They were not found oriented towards their duties. They indulge in too much of formalities, which results in delay of work. It was found that in 70.69 per cent of cases officials did neither deal sympathetically nor, heard the problem patiently, nor helped the people in solving the problems, nor encouraged the poor people to take up new schemes and nor did provide guidance to the poor people.

Further it was found that majority of officials were corrupt. In the opinion of 26.95 per cent of respondents few officials were corrupt and in the opinion of 8.70 per cent of respondents half of the officials were corrupt. Whereas, only 24.15 per cent of respondents were of the opinion that officials were not corrupt. Due to the corruption prevailed in the administration leads toward the non-achievement of objectives. And also such type of behaviour on the part of officials restricts the participation of people in the development programmes. So, to make administrative structure more effective it is important that officials, who man the positions in the structure, should change their attitude and behaviour. These officials are required to change their bureaucratic orientation and their functioning.

Thus it is clear that there are many weaknesses in the organization structure in Himachal Pradesh at the various levels. As the Government of Himachal Pradesh has made many attempts to restructure the organizational structure at the district
level, it did nothing at the other levels. At the Block level, Extension Officers no longer accept BDO as their leader. Sometime, the situation of conflict arises between the BDO and Extension Officers in the Block.

Now-a-days many rural reconstruction programmes like SGRY, are in operation in the block. It increases the role of engineering staff significantly. Since the works are large in number and spread over the entire block, the engineering staff posted in the block is insufficient. Though, there is provision of a Technical Assistant at the village level, it does not ease the Junior Engineers because he/she lacks technical expertise as they are not highly qualified or well trained. Many posts at the DRDA and Block level were laying vacant, which overburdened the other staff resulting in inefficient and ineffective working. It has been suggested that vacant posts should be filled up as early as possible. And also there should be provisions for the training of technical assistant appointed at the gram Panchayat level.