CHAPTER - IV

ADMINISTRATIVE ORGANISATION FOR RURAL DEVELOPMENT

In the previous chapter the Rural Development Programmes in Himachal Pradesh were discussed in order to highlight the impact of various rural development programmes in the State in general, and Mandi and Shimla district in particular.

In this chapter we would be discussing the rural development administration which has been divided into five sections.

(i) The first section deals with constitutional commitment for the good of all the people.

(ii) The second section comprises the administrative setup at the central level.

(iii) The third section pertains to the state level administrative machinery.

(iv) The fourth and fifth sections deal with the district level administration for rural development and block level administration for rural development respectively.

4.1 MEANING AND SCOPE

Administration is a collective activity organised towards the attainment of specific goals. Nigro was of the
view that "administration is the organisation and use of men and material to accomplish a purpose."\textsuperscript{1}

Administration is the determined action taken in pursuit of a conscious purpose. "It is a systematic ordering of affairs and the calculated use of resources aimed at making these things happen, which want to happen."\textsuperscript{2}

Administration is thus, concerned with proper organisation of men and material to achieve the desired goals. It consists of doing work or getting the work done by others. "Administration may be defined as the organisation and direction of human and material resources to achieve desired ends."\textsuperscript{3} Administration is, therefore, a necessary activity of every human grouping. It involves rational organisation and management of men and material.

Organisation is one of the most important parts of administration. Organisation is prior to every administrative action; for no administrative action can be taken without an organisation. Our society is now regarded as "Organisational society" and its population as "organisational men".\textsuperscript{4} Thus, to a degree organisational rationality and human happiness go hand in hand. Amitai Etozioni has observed that without a well-run organisation, our standard of living, our level of culture and our democratic life.\textsuperscript{5}

"Organisation is the form of every human association
for the attainment of a common purpose." It is an arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibilities.

An organisation is a combination of the necessary human beings, materials, tools, equipments, working space and apparatus brought together in a systematic and effective coordination to accomplish some desired objectives.

4.2 CONSTITUTIONAL PROVISIONS

The Constitution of the land has declared India to be a welfare state. The Preamble of the Constitution of India sets out the basic objective of a new social and economic order, which the nation has 'Solemnly resolved' to bring into existence, viz. to secure to all its citizens:

(i) Justice, social, economic and political;

(ii) Liberty of thought, expression belief, faith and worships;

(iii) Equality of status and of opportunity;

(iv) Fraternity assuring the dignity of the individual and 'Unity and Integrity' of the nation.

The Constitution was enacted on November 26, 1949. Under it, India became a Sovereign Democratic Republic. In a federal set up, there is a demarcation of functions and powers as well as financial resources between the central
government and the state governments.

The Constitution of India has adopted a federal system of government there are three lists of subjects as under:

a. Union list
b. State list
c. Concurrent list.10

The subject of rural development, falls in the state list and the main areas of rural developmental thrust are as under:-

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<tr>
<th>Sr. No.</th>
<th>Subject/items</th>
<th>Items No.</th>
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<tbody>
<tr>
<td>1.</td>
<td>Agriculture</td>
<td>14</td>
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<tr>
<td>2.</td>
<td>Public Health</td>
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<tr>
<td>3.</td>
<td>Irrigation and Canals</td>
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<td>4.</td>
<td>Animal Husbandry</td>
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<td>5.</td>
<td>Land</td>
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<td>6.</td>
<td>Forest</td>
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<td>7.</td>
<td>Communication</td>
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<td>8.</td>
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Consequently, many welfare programmes were started. The administration, within the framework of the Constitution, geared itself to rise to the occasion. A suitable implementation machinery at the central, state, district and block levels was designed to achieve the objectives of rural development. The organisation-structure
was so designed as to provide for the free flow of powers and control from the top to bottom, and mobilise the people into a democratic hierarchic organisation.

4.3 ADMINISTRATIVE ORGANISATION AT THE CENTRAL LEVEL

4.3.1 NATIONAL DEVELOPMENT COUNCIL

National Development Council is a very powerful body, which is headed by the Prime Minister himself. The Chief Ministers of all the states, Members of Planning Commission, Cabinet Ministers, Food, Home, Finance and Defence of the Central Cabinet are Members of the Council. The Council meets twice a year. It is a useful link between the states, the Central Government and the planning commission. Its recommendations are accepted as policy directives. It makes recommendations pertaining to the overall size and structure of the Plan. The draft plan is placed before it for its general approval. Once the plans are thrashed out at the National Development Council Level, and targets fixed, quick and earnest efforts are made to raise plan resources for achieving these targets. It also creates a sense of responsibility among the states for making the plan a success. Care is taken that the states do not feel that the plan has been imposed on them by the super-bosses.

4.3.2 PLANNING COMMISSION

The Planning Commission, an important body, is also the planning machinery for the rural development programmes,
and also for other economic sectors. In India both material and personnel resources being very limited, the Commission has been given the responsibility of making an assessment of the material, capital and human resources of the country. It suggests the ways and means by which different resources, in relation to national requirements, can be met. The commission formulates plans for the most effective and balanced utilisation of the country's resources. The commission is also required to pinpoint hindrances which might hamper nation's economic growth.

4.3.3 MINISTRY OF RURAL DEVELOPMENT

At the central level, the Ministry of Rural Development is in-charge of all the rural development programmes. It is responsible for formulating policies and programmes of rural development for the country as a whole. It is also responsible for planning, direction, coordination and monitoring of the programmes (See Chart- 4.1).

In addition to this ministry, there are four other ministeries partially concerned with the facts of rural development: social welfare, health and family welfare, works and housing and home affairs. The ministry of social welfare looks after the welfare of children, women and the physically and socially handicapped, and operates schemes for this purpose in the rural areas. The Ministries of Health and Family Welfare and Works and Housing make their respective schemes in the rural areas. The Ministry of
Home Affairs is directly responsible for the welfare of scheduled castes and scheduled tribes communities.

These ministries, however, work more or less independently of each other, notwithstanding the vaguely defined responsibilities of the Ministry of Rural Development to ensure the integration of various components of rural development programmes for the benefit of rural people.11

The Government of India has also formed a central Committee at the national level with the Prime Minister as its Chairperson, the members of Planning Commission, and the Minister of Food and Agriculture as members, to lay down the broad policies and provide the general supervision and control. All the concerned ministers are directed to cooperate and collaborate with the programme through the community project administration which was specially created for this purpose.

4.3.4 CENTRAL LEVEL CO-ORDINATION COMMITTEE

A Central Level Co-ordination Committee (CLCC) on Integrated Rural Development Programme and allied programmes of TRYSEM and DWCREA has been setup to assist the department.

4.3.4.1 COMPOSITION

CHAIRMAN
1. Secretary, Department of Rural Development.
MEMBERS

2. Secretary, Deptt. of Agriculture and Cooperation or his nominee not below the rank of Joint Secretary.

3. Adviser (Rural Development), Planning Commission or his nominee not below the rank of Joint Secretary.

4. Secretary, Expenditure, or his nominee not below the rank of Joint Secretary.

5. Secretary, Department of Women and Child Development or his nominee not below the rank of Joint Secretary.

6. Secretary, Department of Small Scale Industries or his nominee not below the rank of Joint Secretary.

7. Secretary, Ministry of Welfare or his nominee not below the rank of Joint Secretary.

8. Director General, CAPART

9. Additional Secretary, Department of Rural Development.

10. Additional Secretary, Banking Division, Ministry of Finance.

11. Chief Executive Officer, KVIC.

12. Managing Director, NABARD.

13. Executive Director, RBI.

14. Joint Secretary, Finance, Department of Rural Development.

15. State Secretaries of Rural Development of Selected States.

MEMBER SECRETARY

16. Joint Secretary, IRD, D/o Rural Development.
Other Officials/non officials may be invited to the meetings of this committee if their presence is felt necessary by the Chairman.

4.3.4.2 FUNCTIONS

The functions of CLCC are as under:

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

ii. To ensure effective implementation of the programmes.

iii. To review linkages for supporting services for IRDP beneficiaries.

iv. To review preparation of Block Plans, District plans, annual plans and credit plans etc.

v. To consider changes in administrative setup under IRDP and for other rural development programmes.

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

vii. To consider concurrent evaluation reports.

viii. To provide a forum for a continuous dialogue with the state governments; and

ix. To consider proposals for strengthening of infrastructure of training institutions, establishment of new training institutions, modifications in the norms prescribed for grant of stipend and in the pattern of training institution, etc. under TRYSEM.12
4.4 STATE LEVEL ADMINISTRATIVE MACHINERY

Each state government has a state development committee consisting of the Chief Minister as a chairperson, ministers representing the national building departments as members and a highly competent officer such as development commissioner who acts as the secretary to the Committee. This committee is responsible for policy formulation, direction and coordination of activities and providing the general supervision and evaluation.

4.4.1 ADMINISTRATIVE MACHINERY IN HIMACHAL PRADESH

The rural development in Himachal Pradesh has been growing in its size and activities in various directions since 1952, the year of its inception. The effectiveness of rural development can be determined by the degree to which it realises its goals through its organisational structure. It is, therefore, essential that first of all, the goals or objectives which the organisation and its leaders wish to attain, be identified. It is only in the light of these goals that the evaluation of its performance can be done. It is, however, necessary to determine what factors constitute the goal or objectives. A sound organisational structure is a pre-requisite to sound management. It is highly desirable, therefore, that a good deal of care is taken and vision is shown in determining the structure of an organisation.
A wrong structure will seriously impair business performance and may even destroy it. Organisation structure must be designed so as to make possible the attainment of objective of the business for a long period. However, a good structure does, not by itself, bring about good performance, just as a good constitution does not by the structure make good performance possible.14

A chart is of great help in understanding an organisation plan. That is why it has been rightly pointed out that these enterprises, which have comprehensive charts, appear to have sound organisation structure. For securing a clear understanding of the organisation structure, an attempt has been made to make use of various organisational charts of rural development.

On examining chart no. 4.1. and office records, the head quarter and field organisations, the functions position and ranks of various levels of officers and officials are depicted as under:

4.4.2 MINISTER (AGRICULTURE AND RURAL DEVELOPMENT)

In Himachal Pradesh, Minister of Agriculture and Rural Development is the political head of department of rural development. He initiates the broad policy which the department is to follow, and decides all the more important policy questions which may arise with in the Rural Development Department. He exercises general supervision
over the implementation of rural development programmes according to policy framework.

He is also responsible to justify and bear responsibility for the policies and administration of his department before parliament, to answer questions concerning rural development. He acts as the sole channel of communication between his department and legislature. He presides over the meetings of his department. He also acts as a link between the department and the legislature. He is responsible for the implementation of various rural development programmes and ensuring efficient working of the administrative machinery under his charge.

4.4.3 FINANCIAL COMMISSIONER-CUM-SECRETARY (DEVELOPMENT)

Immediately below the political head, there is the Secretariat Organisation of the department (Chart 4.2). The Financial Commissioner (Development), who is also the Secretary of this department, is the overall incharge of the department and provides the minister, the materials and expert advice for the formulation of policies and watching their applications when these are implemented. He keeps himself fully informed of the work of his department by demanding weekly summaries, reports and statements related to the implementation of rural development programmes. He is assisted by two joint secretaries who formly function as secretaries in relation to the subject allotted to them in the Ministry/Department.
4.4.4 DIRECTOR CUM-ADDITIONAL SECRETARY (RURAL DEVELOPMENT)

Director is the head of department and he acts under the control and supervision of secretary, Rural Development. He is also the Joint-Secretary of Rural Development Department. He is assisted by additional director-cum-joint secretary, a joint director and deputy director. He looks after the execution of centrally sponsored programmes and other programmes in the state. In the policy making process, the directorate plays a significant role by collecting information from the district and block levels.

The government formulates policies in the light of these complied and analysed data. He is also assisted by the various functionaries below this transitory cadre i.e. administrative officer, section officers grade I and II, statistical officer, project economic senior assistants, junior assistants, sr. clerks and junior clerks etc.

4.4.5 EXECUTIVE ENGINEER (RURAL DEVELOPMENT)

The head of the rural engineering wing of this department is executive engineer (Rural Development). He provides technical know how and assistance in the rural area for rural development programmes. The officials of this wing have been drawn from Public Works Department, Twelve assistant engineers have been posted in district to look after the construction works in various blocks. There
are at present 140 junior engineers, two in each block, who are responsible for execution and implementation of the work in the field.

4.4.6 STATE LEVEL COORDINATION COMMITTEES

To assist the Rural Development Departments in discharging their responsibilities, a state level coordination committee (SLCC) has been set up. The composition of the this committee is as under:

CHARIMAN

1. Financial Commissioner-Cum-Secretary (Development).

MEMBERS

2. Secretary, Department of Rural Development.
3. Secretary, Department of Finance.
4. Secretary, Department of Planning.
5. Secretary, Incharge of Women's Programmes.
6. Head of the Department of Agriculture.
8. Head of the Department of Irrigation.
9. Head of the Department of Cooperation.
10. Head of the Department of Forests.
11. Head of the Department of Fishries.
12. Head of the Department of Industries and Mines.
15. Representative of KVIC.
16. Chief Executive Officer of State.

17. A Representative of Government of India, not below the rank of Deputy Secretary.

18. Joint/Dy Secretary Department of Rural Development.

The state may include other Officials/Non Officials whose presence it deems necessary in the meetings.\textsuperscript{16}

The State Level Coordination Committee meets quarterly.

Its functions are as under:-

i. To provide leadership and guidance to the District Rural Development Agency in the Plan implementation and monitoring of the programmes.

ii. To secure coordination and cooperation between various implementing agencies;

iii. To consider matters of change in the organisational structure of implementing agencies;

iv. Watching the progress of expenditure against the provision of the funds;

v. Fix norms of expenditure for office expenses, equipment, vehicles, hiring of accommodation etc. where necessary and review the expenditure;

vi. Supervision of the general progress of the implementation of the rural development programmes.
4.5 DISTRICT LEVEL ADMINISTRATION

4.5.1 DEPUTY COMMISSIONER

The basic territorial unit of administration in India is district administration. It is at this level that the common man comes into direct contact with the administration. A district is placed under the charge of a District Officer, called either Deputy Commissioner or District Collector (Chart 4.3). He acts as District Development Officer, who coordinates the activities of implementing agencies related to the Rural Development programmes and ensure the successful execution of various programmes. He is also the chairman of the district rural development agency. He is assisted by the project officer and assistant project officers, DRDA. He has the overall responsibility for the implementation of various schemes and programmes, and as such, he must properly integrate the developmental activities, resolving inter-departmental conflicts. Being type representative of the government, he remains in touch with the state capital on the progress of schemes under way.

4.5.2 PROJECT OFFICER (DRDA)

District Rural Development Agencies of Mandi and Shimla have been registered under Registration Act, XXI of 1860 with effect from 3rd January, 1979 by the Registrar Cooperative Societies Himachal Pradesh. The project officer
CHART - 4.3

ORGANISATIONAL STRUCTURE AT DISTRICT LEVEL

Deputy Commissioner
(Chairman DRDA)

Additional Deputy Commissioner (Dev)

District Level Corporations and boards and voluntary Organisations.

Project Officer (DRDA) Development Deptts.

Assistant Project Officer

Assistant Budget Officer

Women Programme

Officer Manager

Accountant'

Assistant (NREP)

Statistical Assistant

Steno

Clerks

Drivers

Class IV
is overall incharge and head of office of the District Rural Development Agency. He looks after the implementation of various rural development programmes. He keeps the district and block level agencies informed of the basic parameters and the requirements of the programme and the tasks to be performed by all these agencies. The District Rural Development Agency prepares perspective plans and Annual plans of the blocks and finally, of the district. He monitors and evaluates the programmes implementation by governmental and non-governmental agencies. Being a project officer, he gathers information and transmits it to the district development officer, contacting people, supervising subordinate officers and finally creating awareness about the programmes. He is assisted by assistant project officers, office manager, accountant, statistical assistant, assistant (NREP), Steno and two Clerks.

4.5.3 GOVERNING BODY

At the district level the District Rural Development Agencies has a governing bodies. The composition of over a body is given as under:-

CHAIRMAN

i. Collector (Deputy Commissioner).

MEMBERS

ii. All Members of the Parliament and Members of State Legislative Assembly from the District.
iii. Head of Central Cooperative Bank.
iv. Chairman, Regional Rural Bank.
v. Lead Bank Officer.
vi. NABARD representative at district level.
vii. General Manager, District Industries Centre.
viii. District Family Planning Officer.
ix. District Employment Officer.
x. District Manager Scheduled Castes/Scheduled Tribes development corporation.
xi. Assistant Project Officer, (Women's Development).

xii. One Woman worker/organiser with actual experience of organising the rural poor.
xiii. Two representatives of weaker sections, one whom may be drawn from the scheduled castes and scheduled tribes. These should be beneficiaries.
xiv. One representative of rural women preferably a beneficiary.

MEMBER SECRETARY

xv. Project Officer, District Rural Development Agency.

The chairman of the District Rural Development Agency is empowered to form an Executive Committee to assist the DRDA. The Executive Committee may consist of all the district level officers and other officers, deemed necessary for the planning and implementation of the programme. The governing body of the District Rural Development Agency meets quarterly and the executive committee once a month.
4.5.4. ROLE AND IMPACT OF THE GOVERNING BODY.

As mentioned earlier, the following methods have been applied to analyse the role, contribution and impact of the governing body of the DRDAS, Mandi and Shimla districts. Firstly, to go through the agenda/minutes of meetings with a view to understanding the dynamics of decision making at the governing body level. Secondly, to examine the extent to which the decisions derived at or the recommendations/directions made in a given meeting were implemented by all the authorities concerned.

From the perusal of the minutes of the meeting of the governing body of DRDA, Mandi & Shimla, it is evident that the confirmation of the minutes, a follow up action of the decisions of the every last governing body meeting and review of upto date progress under this item has been made. The most prominent factor seems to be the role of deputy commissioner as well as of the additional deputy commissioner. Since the deputy commissioner is the chairman of the governing body, the decisions taken there become the decisions of the government and are thus implemented without any technical or legal hitch. Additional deputy Commissioner is responsible for the implementation of all the decisions related to rural development programmes, takes all pains to implement the decisions with rigorous effects. Moreover, any item on the agenda which is vague or unpracticable is either explained away or disapproved in the
thereby one obligation on the part of the administration for their implementation.

4.6.CO-ORDINATION UNDER IRDP IN MANDI AND SHIMLA DISTRICTS

Coordination, the first principle of management or organisation, among the several sub-systems connecting themselves with the system is a paramount ingredient to enable an administrative machinery to function effectively and smoothly. Thus, co-ordination is required to avoid or resolve conflicts or overlapping in the work of the employees or units of an organisation to prevent or discharge too much concentration on one aspect of work to the exclusion of the other aspects, and to curb the tendency towards entire units of agency. In a programme like IRDP in which delivery system comprises various departments, their coordination is equally important. Thus, the successful implementation of the rural development programme requires to establish a system of supervision and coordination at every level of administration.

4.6.1 THE DEPUTY COMMISSIONER AS A COORDINATOR:-

In both Mandi and Shimla districts, the deputy commissioner, who is overall incharge of the developmental activities, is assisted by additional deputy commissioner, project officer and assistant project officer, DRDA, in discharging his functions as district development officer relating to development Programmes. Thus, he, is the main coordinator for ensuring the coordination among the various
departments, official and non-official members of the governing body of DRDA and other committees for implementing IRDP. The success or the failure of the IRDP and other programmes depends to a large extent upon the cooperation of these departments.

However, it has been observed during the field survey that there is a lack of coordination between different development department and DRDA for making rural development programmes more successful in Mandi and Shimla districts. According to the project officer of DRDA, Mandi and Shimla districts, the non-cooperative attitude of the development departments posed a serious problem to the agency as it has to depend on them for the implementation of the various programmes related to rural development. There is always a feeling among the staff of the development departments that the DRDA'S work is an extra burden on them. Likewise, they pay least attention to this work. Therefore, the project officer, DRDA, has absolutely no control over the officers of other departments. Thus, there exists no effective device to secure coordination among these departments and DRDA.

The impression also given during the field survey by the functionaries of districts or blocks is that the IRDP is a credit based programme and financial institutions such as regional rural banks, commercial banks, etc. are playing a very significant role in arranging credit for different
schemes. The timely arrangement of credit and assets for the beneficiaries is very essential. But it has been found that there is no proper understanding for speedy disposal of loan applications and recoveries of the loan, between staff of the agency and the concerned financial institutions. Further it has also been noticed during the discussion with the concerned bank officials that they have to wait for several months for the release of subsidy even loan applications are not properly checked by the DRDA before forwarding them to the bank for disposal. Besides, this, pressure from authorities to achieve target and repeated requests by beneficiaries for securing loans creates hindrances in their work. Whereas, the DRDA officials have informed that many a time loan applications are rejected on illogical reasons by the bank managers. Thus, the DRDA has no control over the credit institutions for the timely arrangement of credit. On the whole it is observed that the implementation of the IRDP is not undertaken properly due to the lack of coordination and cooperation among them.

As already mentioned, at the block level, the block development officer's (BDO) are mainly responsible for the identification of beneficiaries, formulation of schemes, collection of loan applications and verification of assets both in Mandi and Shimla districts. It has been observed during the field survey that blocks administration is not playing any effective role in this programme to the desired extent because different aspects of the IRDP, i.e. planning,
implementation and monitoring and evaluation were looked after by DRDA itself.

4.7 BLOCK LEVEL ADMINISTRATION

A community development block has been accepted as the basic unit of planning and implementation. Mandi district has been divided into 10 blocks and Shimla district into eight blocks. They are Chachiot, Chountra, Drang, Dharmapur, Gopalpur, Karsog, Mandi, Badar, Rewalsar, Seraj and Sundernagar in Mandi district, and Chhohara, Ghopal, Jubbal and Kothhai, Moshobra, Narkanda, Rampur, Rohru and Theog in Shimla district. The block development officer is the overall incharge of the block (Chart 4.4).

4.7.1 BLOCK DEVELOPMENT OFFICER

He is a powerful and effective officer in the district administration, first being the district collector. As a leader of a team of extension officers and other functionaries at the block level, he has been given the responsibility for efficient implementation of the rural development programme in his block. He looks after the administrative needs of the block so that the technical personnel remain free from routine work to be able to devote themselves fully to the implementation of rural development programmes relating to their respective fields. He convenes regular meetings of Village Gram Panchayat Vikas Adhikaries and extension officers and all other members working under him. As a head of office, the BDO looks after
TABLE 4.4

Organisational set up at Block level

Block Development Officer

- Assistant Engineer (PUD)

ADO → ADO (Agr.) → Superintendent Executive → Panchayat → Co-optv. J.E. Inspector

V.D.O(Agr.) → VDO(Agr.) → VDC Clerks

Accountant → Progress Assistant

SEBPO → LSEO

V & GPVA → VOC Clerks

Drivers

Villagers → Class IV

Beneficiaries
office work. He replies to a large number of letters received in the office, submits numerous reports to the higher authorities and exercises a number of financial as well as administrative powers with respect to the personnel under his control. He coordinates the work of all extension officers working in the block. In technical problems however, extension personnel continue to operate under the control and supervision of District level departmental functionaries.

The emergence of the block administration headed by block development officer, has resulted in dual supervision and control. An extension officer deals with administrative affairs, under the control of the Block Development Officer; and in technical matters, the control of the district Officer of his department. Likewise, the departmental officers at the district level have lost direct control over subordinate personnel posted at the block level because the development officer comes between the two.

It has been pointed out by many that the Block Development Officer is not professionally equipped and trained to understand the difficulties faced by technical personnel working under him; nor does he possesses the ability to guide them and coordinate their work. This dual system of control affects unity of command, which is essential in administration. The extension officer at the block level has two bosses to obey: (i) B.D.O. on the one
hand and (ii) D.O. on the other but even if district officer, finds that his instructions are not complied with by the extension officers, he is helpless to do anything against them. Extension personnel have adopted a tendency to play one against the other and thus, evade responsibility. A reconciliation between the horizontal responsibility of the area specialist and the vertical responsibility of the subject matter specialist, has not yet been satisfactorily brought about and is long overdue.

4.7.2 VILLAGE AND GRAM PANCHAYAT VIKAS ADHIKARI V.G.P.A.

There is hardly any village in India which is not served by a government servant, namely the Village and Gram Panchayat Vikash Adhikari, commonly known as Village and Gram Panchayat Vikas Adhikari is at the tail-end of the rural development administration, and it is he who comes into contact and remains in touch with the farmers and others in the village. The last link in the rural development administration, the Village and Gram Panchayat Vikas Adhikari, has six to 11 villages under his jurisdiction. He is required to visit every village once a fortnight. In addition to it, he has to look after the works of panchayat secretaries, which is also an extra burden on him. As majority of panchayats in Himachal Pradesh consists of more than one village scattered over a fairly large uneven area, this officer has to waste a lot of time while touring these areas he has to walk on foot many a time. And what little touring he does, tends to be
selective with a clear preference for villages close to his place of residence, or those connected by road or where locally influential people reside, or those connected by road.

The village and Gram Panchayat Vikas Adhikari is looked upon as a multipurpose functionary. He is an extension worker in the production field, educating the villagers in better techniques of agriculture and animal husbandary and promoting irrigational and other productive constructional works. He is an extension worker in other fields, as well, such as cooperation, Panchayat, social institutions and sanitation.

The village level worker has thus, a heavy workload. He has to prepare too many returns, reports and statements which burden him with excessive paper-work. He has to attend to the functions of panchayat secretary and serve minimum three or four panchayats in addition to his developmental work. Consequently, he does not maintain their daily diaries and fills up false figures while sitting in the office.

Besides, they are generally less educated and technically unqualified for the jobs expected of them. They cannot even understand the real meanings of the letters, circulars and instructions, issued by the authorities from time to time. They lack motivation. They are, at present, made to look after an unrealistically excessive area,
population and volume of work. This must be reduced. Secondly, they must be thoroughly trained to understand problems and methods of community and group organisation.

4.8 ANALYSIS/ OBSERVATIONS

The administrative set up for the implementation of rural development programmes is not according to its requirements. The administrative structure for the planning, supervision, implementation, monitoring and evaluation of IRDP has vertical linkages right from the central to the block level. It has also been observed that the organisational arrangements of DRDA in both districts is not conducive for good performance. The deputy commissioner is overburdened with the work of the district administration as the chief and the coordinator of the district administration. Therefore, he can very rarely spare time for the function of DRDA. There is a general tendency to assign all development works to the ADC in the district. Under such circumstances, he cannot do full justice with the implementation of the rural development programmes.

It has been pointed out during the survey by the non-official members of the governing body that they do not have any say in the meetings as their number is very small. That is why no significant attention is paid to their opinions, if any. They opine that the rural development programmes have become more of a Government's programmes than those of the people.
It has also been observed that the capacity of the deputy commissioner to coordinate with the officials of other departments who are not under his direct control has become ineffective. This factor is also affecting his functioning at the district level. Moreover, because of the existence of dual chain of command between DRDA and other development departments, the DRDA, and financial institutions, and the BDO's and other departments, there is no proper coordination between them.

The District Rural Development Agency (DRDA) is responsible for the implementation of various rural development programmes in the district. The project Officer is a key figure in the Agency's setup responsible for formulation of programmes and their implementation with the assistance of subject matter specialists.

With the introduction of various rural development programmes, workload of the agency has increased without any increase in staff. There is an urgent need to strengthen the staff of the Agency in accordance with the workload. Inefficient and incompetent staff from various government departments should not be deputed to work in the Agency. Selection of the staff, particularly the subject matter specialists, should be very carefully done on the basis of their aptitude for such work.

Understanding and cooperation between the staff of the Agency and the staff at the block and field levels is
necessary to ensure effective programme implementation. But
the understanding and co-operation at different levels is far
from satisfactory. As all officials are on deputation with
the Agency, their frequent transfers hamper its general
working. It is suggested that either the agency should have
regular staff of its own or the deputationists should be
retained at least for a period of five years so that the
development work does not suffer. There should be no
transfer in between.

It is also pointed out that there are no transportation
facilities for the extension staff related to Agriculture
and Horticulture, at the block headquarters. Poor farmers
cover long distances to the BDO office to procure
fertilizers and seed etc. Many of them travel from 60 to
100 k.ms. on foot to reach the block headquarters. If the
concerned employee is not available, they have either to
stay there overnight or visit this place again. People of
Himachal Pradesh, because of hostile terrain, face this
problem. Mandi and Shimla districts are spread over the
remotest areas where transportation and communication
facilities are scarce. Large amounts of public funds are
presently disbursed under various programmes of rural
development but for want of proper supervision, corruption
in bureaucracy has come to stay as a widespread phenomenon.
It is one of the serious problems that hinders the rural
development programmes.

As there is no dearth of subject matter specialists
(SMS) in the country and they are technically qualified, they should be posted at the block headquarters to provide technical knowhow, guidance and technical assistance for the activities which are taken up in the rural areas. Not only this, to avoid unnecessary expenditure, the meetings of the block level staff posted in the field, should be conducted under the Chairmanship of subject matter specialist at the block headquarters in place of the district headquarters. Further, the government is, today building up vast physical assets but little attention is paid to managing them prudently and raising their productivity. In short, the rural bureaucracy is inadequately prepared for the emerging challenge of rural development. This cries for a comprehensive review of the extension agency personnel to tone up the system.

The rural development administration has not yet appreciated the importance of monitoring and evaluation of the progress of programmes. It also suffers from information and communication gaps. Often, the villager are not aware of a scheme, though it is designed mainly for them. They may not know which organisation they have to contact if they face any problem. There is an urgent need to introduce proper management techniques in the rural development administration and the present practice must be replaced. In fact, the whole approach at present is expenditure-oriented, with no consideration as to who is benefited.
NOTES AND REFERENCES


