

## **CHAPTER 4**

### **Overview of the Department of Rural Development, Government of Arunachal Pradesh**

The idea of rural development is considered as bringing an improvement in the economic and social conditions of the rural people. According to Gill (1999), development programs have different significance in different political and social systems, but generally it is the need to reduce unemployment, poverty and inequality with the participation of the masses. Rural development is not an end in itself but a means to an end and can present the basis for a sustained and equitable economic growth of all sectors of the economy. Rural development is a total process of economic, social and human development (Gill, 1999). The role of public sector is very crucial for the socio-economic development of developing countries. Public sector efficiency and effectiveness have always been important issues for many countries. The main objective of public sector organizations is to increase service quality to customer approach and to provide social benefits based on limited budgets (Tazebachew, 2011).

Thus we can say that the true India lies in rural areas and the same is valid for the state of Arunachal. The State plan is largely dependent on Central assistance as the scope of internal mobilization of resources is limited in view of low tax base, these trend needs to be reviewed and reversed. The incident of poverty in Arunachal Pradesh remained more or less static during the last two decades. The Rural Development Programmes are mainly concerned with planning and implementing of State and Centrally Sponsored Programmes of poverty alleviation through self-employment, rural employment and infrastructural development in rural area with the objective to raise rural based economic activities for generating regular flow of income, particularly target group of rural poor (Department of Planning, 2012). However, most of the rural development programmes in the State lack coordination (Planning Commission, 2009) which is proved by various news being published frequently like the alleged misuse of centrally sponsored schemes like MNREGA and IAY by extending benefits to undeserving and dead persons (Misuse of MLA LAD fund, IAY alleged, 2015) and the Panchayat leaders expressing their dissatisfaction on not being informed on various schemes undertaken in the district (PRIs resent being uninformed, 2015).

There are 21 districts in Arunachal Pradesh (GOI Web directory, n.d.), out of which six districts were considered for this study. A brief outline of each district is provided below.

#### **4.1 A Brief Outline of Select Districts**

Out of the 21 districts in Arunachal Pradesh six districts were considered for this research. A brief outline of the select districts viz. East Kameng, Lower Subansiri, Papumpare, Tawang, West Kameng and Upper Subansiri (listed alphabetically) is provided below:

##### **I. East Kameng**

East Kameng district is situated in the western part of Arunachal Pradesh surrounded by West Kameng in the west, Papumpare in the east, Part of Lower Subansiri and Macmohan (International Boundary) line in the north and Sonitpur District of Assam in the south. In 1980, the erstwhile Kameng district was bifurcated into two districts namely East Kameng (Formerly known as Seppa Subdivision) and West Kameng (formerly known as Bomdila subdivision). Seppa is the district's headquarter and it has an area of 4134 sq. km, with population of 78413 consisting of 38974 male and 39439 female. It has a literacy rate of 62.48%, density of population being 19 person per sq. km and sex ratio of 1012 female per 1000 male. The Nyishi, Puroik, Aka and Khowa are the principal inhabitants of this district.

##### **II. Lower Subansiri**

The erstwhile Subansiri area with its headquarter at Lakhimpur was renamed as Subansiri division in 1946. Later headquarter was shifted to Ziro in March, 1952. On 1<sup>st</sup> June, 1980, the district of Subansiri was curved into two districts namely, Upper and Lower Subansiri district. Two more districts were further created after bifurcating the Lower Subansiri district viz. Papumpare and Kurung Kumey district. The area of the district is 3509 sq km with a population of 82839 consisting of 41935 and 40904 female. It has a literacy rate of 76.33% making it the second most literate district of the state. It has a density of 24 person per sq km and has a sex ratio of 975 females per 1000 male. The Apatanis, Nyishis and Hill Miris are chief inhabitants of this district.

### III. Papumpare

The Papumpare district was created on 22<sup>nd</sup> September, 1992 by carving out few Circles from Lower Subansiri district to become the 12<sup>th</sup> district of the state. The district is bounded by Kurung Kumey district in the north, Lower Subansiri district in the east, East Kameng district in the west and state of Assam in the south. It has an area of 3462 sq. km with Yupia as it's headquarter. It has a population of 176385 consisting of 90447 male and 85938 female. The literacy rate of Papumpare is 82.14% making it the most literate district of Arunachal Pradesh. It has a density of 51 person per sq. km and the sex ratio is 950 female per 1000 male. Itanagar is the state capital situated in Papumpare district. The Nyishis are the indigenous inhabitants of this district.

### IV. Tawang

Tawang district is the extreme western most district of the state bounded by China and Bhutan on three sides and West Kameng on the east. It is a picturesque place of tourist interest. It has a population of 49950 with 29361(58.78%) consisting of male and 20589 (41.22%) female. It has a sex ratio of 701 female per 1000 male and a density of 23 persons per sq. km and literacy rate of 66.61%. The district is famous for the existence of the Tawang Monastery established in 1681 AD. The district was created on 6<sup>th</sup> October, 1984 bifurcating the Tawang sub-division from West Kameng district and became the 10<sup>th</sup> district of Arunachal Pradesh, with an area of 2172 sq. km. The administrative centres of Tawang District are divided into three Sub-Divisions viz- Tawang Sub-Division, Lumla Sub-Division and Jang Sub-Division. The inhabitants of this district are the Monpa tribe (District Portal Tawang, Government of Arunachal Pradesh).

### V. West Kameng

The West Kameng district with its headquarter at Bomdila covers an area of 7422 sq. km. It is surrounded by Tibet Region in the north, Bhutan in the west, Tawang District and East Kameng District of Arunachal Pradesh are in the north west and east respectively. The southern boundary adjoins Sonitpur District and Darrang District of Assam. It was created as Balipara Frontier Tract with its headquarter at Balipara in 1919 and this Tract further bifurcated into two viz. – Subansiri area and Sela Agency in 1964. Subsequently the headquarter of Sela Agency was renamed as Kameng district. This district was established on 1<sup>st</sup> June, 1980. It consists of four Development Blocks which are - Dirang, Kalaktang, Nafra-Buragaon, Thrizino. It has a population of 83,947 which

consists of 46,155 (54.98%) male and 37,792 (45.01%) female. The sex ratio of the district is 819 female per 1000 male and has a density of 10 people per sq. km and the literacy rate is 67.07%. The Bugun, Hrusso, Monpa, Sajolang and Sherdukpen are the principal inhabitants of this district.

#### VI. Upper Subansiri

The district was created on 1<sup>st</sup> June 1980 bifurcating the Daporijo sub-division from the erstwhile Subansiri district. Daporijo was retained as the Headquarter. The district is bounded by the Tibet Autonomous Region of China in the north, Kurung Kumey in the north-west, Lower Subansiri district in the south-west and West Siang district in the east. It has an area of 7032 sq. km with a population of 83205 consisting of 41974 male and 41231 female. The population density is 12 person per sq. km and its literacy rate is 63.96% and has a sex ratio of 982 females per 1000 male. The Tagins, Hill Miris, Nyishis, Galos and Nahs are the principal inhabitants of this district.

### **4.2 Overview of the Department of Rural development, Government of Arunachal Pradesh**

Professionalism can only flourish when key leaders within a profession take leadership in enforcing high standards of practice, while inviting public response and involvement in the profession's efforts to clarify its mission and responsibilities (Hill et al., 2013). Removing professionalism from the Public Service, will opened the flood gates of corruption. This is what has happened in many countries where corruption in the Public Service has become endemic. The most critical thing that the Public Servants are entrusted with is the delivery of public Services. Essentially the public would not mind so much about anything else in the public service if the services were delivered to all effectively, timely, predictably, consistently, affordably and equitably. This is one area in which public servants should never fail in their stewardship. There is a general view that the delivery of public services in many countries, especially developing countries, has declined due to big corruption in the public sector which has siphoned away funds and other resources that would go into the provision of essential public services (United Nations, 2000). With regards to Arunachal Pradesh, some of the problems faced by the Department in implementation of schemes in the State are tough geographical area, bad road connectivity (inaccessibility of villages), non-submission of the reports on time by

the BDOs and people are ignorant and illiterate making it difficult to explain them about the schemes (Yasung, 2014).

The Rural Development Department is primarily responsible for planning, implementation and monitoring of various Centrally Sponsored Schemes designed by the Government of India for alleviation of rural poverty through District Rural Development Agency (DRDA) at District level and Community Development Blocks in the field level. History of the Rural Development Programmes in Arunachal Pradesh dates back to the year 1952 when the planners in the Government of India gave a serious thought to undertake a time bound and innovative planning for rural development so as to bring about a change in the social and economic scenario of rural India. With this objective in view, the Government of India launched the National Extension Service (NES) on 2nd October, 1952 by selecting 55 NES Projects in the country of which one was for Pasighat in Siang Frontier Division of the then North East Frontier Agency (NEFA). The concept of Rural Development Programme was redesigned in third Five Year Plan from NES Projects to Community Development Programme and NES Projects were converted to CD Blocks.

The Department is now committed to concretizing and pursuing the following objectives (Department of Rural Development, Government of Arunachal Pradesh):

- I. Creation of self-employment opportunities and wage employment avenues for the people below the poverty line with a view to improving the overall quality of life in the rural areas;
- II. Employment of women for economic activity and social progress and making them self-reliant;
- III. Decentralization of authority to promote people's action and institutionalism of participatory development;
- IV. Intensification of the focus on collectivism in popular efforts by promoting group activities.

#### **4.2.1 Activities of Rural Development Department**

The Rural Development Department is primarily responsible for planning, implementation and monitoring of various Centrally Sponsored Schemes designed by the Government of India for alleviation of rural poverty. The strategy has been to identify the people Below Poverty Line (BPL) in rural areas and then helping them with financial assistance in the form of subsidy and loan so that they can start self-employment ventures. The efforts have been further reinforced through supplementary wage employment programmes, on the one hand, and schemes for social welfare and security, on the other. Side by side physical facilities and required basic infrastructure are being created out of the State Plan funds so as to make implementation of social and economic development possible and sustainable.

#### **Programmes or Schemes implemented by the Department of Rural Development, Arunachal Pradesh (“Programmes/Schemes Implemented”, 2016)**

Following are the programmes or Schemes implemented by the Department of Rural Development, Government of Arunachal Pradesh as on 20<sup>th</sup> February, 2016. All the Schemes are sponsored by Central Government as the Government of Arunachal Pradesh so far does not have any state sponsored scheme of its own for poverty alleviation (Annual Report, 2013-2014).

##### ***I. Aam Admi Bima Yojana (AABY):***

The State Government has decided to implement Aam Admi Bima Yojana (AABY) sponsored by the collaboration of Ministry of Finance and Life Insurance Corporation of India. Annual fixed premium of Rs 200.00 is shared between Centre and State Government in 50:50 ratio. It will ensure insurance of Rs 30000 on natural death, Rs 75000 on accidental death, Rs 75000 on accident loosing eye and limb, Rs 37000 on loss of one eye or limb and Rs 10000 as stipends to children of the family studying in between class IX to XII monthly.

##### ***II. Integrated Watershed Management Programme (IWMP):***

The erstwhile Desert Development Programme, Drought Prone Area Programme and Integrated Watershed Development Programme etc. are brought under single umbrella of Integrated Watershed Management Programme (IWMP). The objective of the IWMP is to restore the ecological balance by harnessing, conserving and developing degraded

natural resources such as soil, vegetative cover and water. The outcomes are prevention of soil erosion regeneration of natural vegetation, rain water harvesting and recharging of diverse agro based activities and boost sustainable livelihood and generate other socio-economic activities for livelihood. Arunachal Pradesh has 156 numbers of project sanctioned for a total area of 467655 hectares in 16 districts. All schemes of 2009-10 (batch - I) is completed and schemes of batches II, III and IV (2010-11, 2011-12 and 2012-13) have completed preparatory phases. State government is provided another 50000 hectares during 2013-14 for the same.

***III. Indira Awaas Yojana (IAY):***

Indira Awaas Yojana now a National Flagship Programme, directly monitored by the PMO was launched in the year 1985-86 as a component of RLEGP/JRY which subsequently was declared as an independent scheme w.e.f. 1996-97, with separate fund under it. The objective of the scheme is to provide assistance for construction of houses to the SCs/STs and free bonded labours (families) leaving Below Poverty Line in rural areas. Initially a maximum amount of Rs 22000 was provided to the identified families in hilly areas with gradual enhancement to Rs 38500 and next to Rs 48500, which again was enhanced to Rs 75000 per unit with effect from 1<sup>st</sup> April, 2013. Although the Ministry of Rural Development allocate fund for new construction only, but the DRDAs if desire can utilize 20% of the total district allocation for upgradating the old houses with provision to provide low cost house, supported by sanitary latrine and smokeless chullas as mandatory.

**Table 4.1: Physical Performance<sup>1</sup> of IAY in North East India**

State	Financial Year 2014 - 2015			Financial Year 2015 - 2016		
	Annual Target	Houses Sanctioned	Houses Completed	Annual Target	Houses Sanctioned	Houses Completed
Arunachal Pradesh	2017	92	0	1357	0	1 (Sanctioned in 2014-15)
Assam	183171	159669	69485	123193	72353	23732
Manipur	4658	1051	1167	3133	2	6
Meghalaya	8433	2662	3682	5672	2456	43
Mizoram	1293	1	13	870	295	0
Nagaland	7543	1068	0	996	0	0
Sikkim	1834	1857	0	1234	5	47
Tripura	9550	9445	23056	6423	8589	1173

Source: Annual Report, 2014 -15 and 2015 -16, Ministry of Rural Development, Govt. of India.

The construction of sanitary latrine is being taken up by PHE Department under Nirmal Bharat Abhiyan (NBA) from 2013-2014 onwards. The current year (2015-16) upto date allocation of Normal IAY is Rs 952.509 crore for only 1357 units as against 2017 units earlier. Besides above a huge fund has been released by MoRD in tune of Rs 3287.788 lakhs for clearing up the outstanding liabilities for 5% IAY (Border), 5% IAY (Puroik) and 2<sup>nd</sup> instalment of Central Share 2014-15 (as outstanding liability).

**IV. Mahatma Gandhi – National Rural Employment Guarantee Act (MGNREGA):** MG-NREGA, a flagship programme of Central Government is implemented throughout the district of Arunachal Pradesh through respective Gram Panchayats under the supervision and guidance of Programme Officer. The programme benefits the rural unemployment persons to earn wage employment at their door steps. It guarantees 100 days employment and ensures employment opportunities livelihood security, empowerment of the socially disadvantaged especially women, SC and STs through processes of a right based legislation, strengthening decentralized participatory planning,

<sup>1</sup> Year-wise total target of IAY houses to be constructed and achieved in terms of contracted IAY Houses.



strengthening Panchayati Raj Institutions and effecting greater transparency and accountability in governance.

The fund under the programme is allocated on the basis of demand being made through Labour Budget. During the current year, the labour budget envisages for generation of 196 crores mandays with financial involvement of 545 crores. Out of the projected labour budget, GoI has already approved Rs 157 crores for generation of 29.22 lakh mandays.

**Table 4.2: District Wise Presentation of MGNREGA, 2013-2014**

<b>Sl. no</b>	<b>District</b>	<b>Cumulative number of households demanded employment</b>	<b>Cumulative number of households provided employment</b>	<b>Percentage of households completed 100 days</b>
1	Tawang	7408	7408	-
2	West Kameng	8560	8555	-
3	East Kameng	14818	14818	-
4	Upper Subansiri	15726	15725	-
5	Lower Subansiri	15690	15690	-
6	Kurung Kumey	0	13694	-
7	Papumpare	14283	14283	-
8	West Siang	14169	14169	-
9	East Siang	10038	10038	-
10	Upper Siang	4441	4441	-
11	Dibang Valley	1512	1512	-
12	L/Dibang Valley	6288	5996	-
13	Changlang	8325	7272	-
14	Lohit	16748	8118	-
15	Tirap	13988	13901	-
16	Anjaw	4537	0	-
	<b>Total</b>	<b>156531</b>	<b>155620</b>	<b>-</b>

*Source: Annual Progress Report (2013-2014) of MGNREGA, Department of Rural Development, Government of Arunachal Pradesh.*

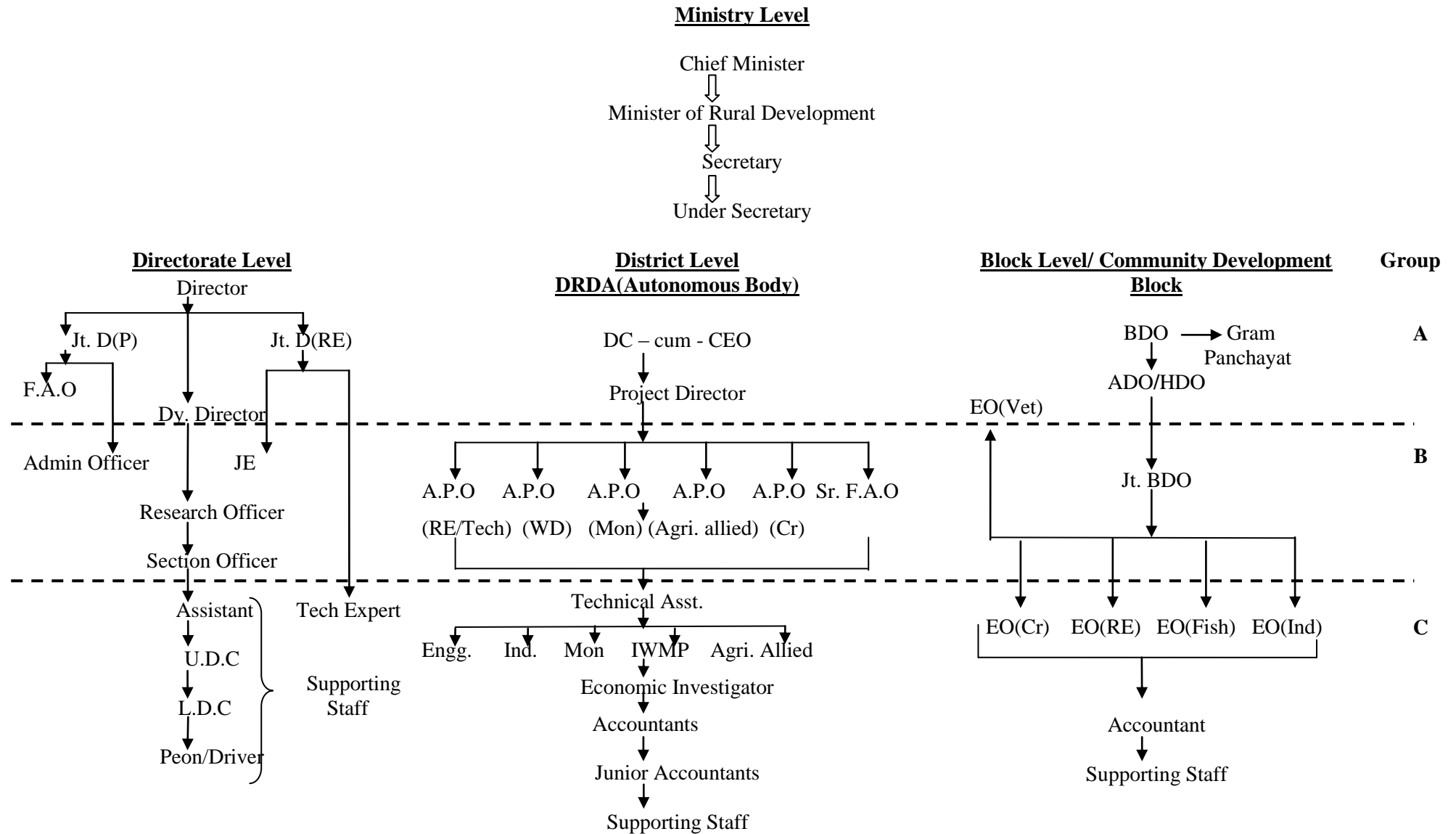
**V. Saansad Adarsh Gram Yojana (SAGY):**

The Prime Minister of India has launched Saansad Adarsh Gram Yojana (AABY) on 11<sup>th</sup> October, 2014. The Honorable Member of Parliament will identify a village within their respective constituency to make a model village with all basic amenities, service and generate harmonious atmosphere for peace and development. Honorable MP and Union Minister at State for Home Shri Kiren Rijiju, Shri Ninong Ering Honorable MP (Lok Sabha) and Mukut Mithi, Hon'ble MP (Rajya Sabha) have identified Yigi Kaum Village in West Siang District, Taki Lallung in East Siang District and Kera-aa-ati under Meyo-II Gram Panchayat, Lower Dibang Valley District respectively. State government has constituted State level and Power Committee under Chairmanship of the Chief Secretary to carry out the noble task of creating Model Village during 2014-2015 onwards.

**4.2.2 Organisation Setup**

Originally Community Development Department was a minor department under the then NEFA Secretariat under the overall control of the Development Commissioner. The Department was attached to the Directorate of Agriculture and the Director of Agriculture and Community Development was the designated Head of Office for administrative and development activities. Subsequently, on introduction of Integrated Rural Development Programme (IRDP) during 1978-79, the organizational structure was reviewed and Rural Development Department was brought under the direct command of the Development Commissioner in 1982. In 1998, the Panchayat Department was attached to the Rural Development Department and renamed as Department of Rural Development and Panchayat Raj with the Director (RD & PR) as Head of Office and Commissioner/ Secretary (RD) as Head of Department.

The District Rural Development Agencies (DRDAs) were set-up as per all India pattern in 11 districts of Arunachal Pradesh w.e.f 2nd October, 1983 as an autonomous body registered under the Societies Registration Act, 1860 (as extended to Arunachal Pradesh in 1976). Two more DRDAs were set-up for new districts of Papum pare and Upper Siang in 1994 and 1996 respectively. Two more DRDAs were set-up for Dibang Valley and Kurung Kumey. Another DRDA for Anjaw is under consideration. The organizational structure of the Department of Rural Development, Government of Arunachal Pradesh is shown in figure 4.1.



**Figure 4.1: Organisational Structure of the Department of Rural Development, Government of Arunachal Pradesh**

**Table 4.3: Basic Data of the Department of Rural Development**

Sl. No	Category	Number
1	Number of DRDAs	16
2	Number of CD Block	99
3	Number of Employees in DRDAs	582
4	Number of Employees in RD Department	1225

Source: Gramin Vikash Marching Ahead (2013), Department of Rural Development, Govt. of Arunachal Pradesh.

There was a staffing pattern for CD Blocks for community development activities. But with the introduction of various Centrally Sponsored Schemes under poverty alleviation sector, the Blocks were strengthened with a team of extension staff, VLWs and Gram Sevikas under the command of the Block Development Officer.

#### **4.2.3 DRDA Administration**

District Rural Development Agency (DRDA) has traditionally been the principal organ at the District level to oversee the implementation of the anti-poverty programmes of the Ministry of Rural Development, Created originally for implementation of Integrated Rural Development Programme (IRDP). The DRDAs were subsequently entrusted with a number of programmes, both of the Central and State Governments. Since inception, the administrative costs of the DRDA were met by setting a part of the allocations for each programme. Of late, the number of the programmes had increased and several programmes have been restructured with a view to making them more effective. While an indicative staffing structure was provided to the DRDAs, experience showed that there was no uniformity in the staffing structure. It is in this context that centrally sponsored scheme-DRDA Administration was introduced from 1st April, 1999 based on the recommendations of an inter-Ministerial committee known as Shankar Committee.

The objective of the scheme of DRDA Administration is to strengthen the DRDAs and to make them more professional and effective. Under the scheme, DRDA is visualized as specialized agency capable of managing anti-poverty programmes of the Ministry on the one hand and effectively relate these to the overall efforts of poverty eradication in the district on the other. The DRDA continues to watch over and ensure effective utilization of the funds intended for anti-poverty programmes. However, it needs to develop distinctive capabilities for poverty eradication.

### **4.3 Summary of the Chapter**

This chapter presented an overview of the Department of Rural Development, Arunachal Pradesh. It started with a small description of rural development in general and its status in Arunachal Pradesh. Then it is followed by a brief description of the six districts that were considered for this study. Lastly the chapter discussed in detail about the studied organization, its functions, set up and the schemes that are implemented presently.