

## **CHAPTER-VI**

# **DEVELOPMENT ADMINISTRATION AND THE DISTRICTS IN SIKKIM**

# *DEVELOPMENT ADMINISTRATION* *AND THE DISTRICTS IN SIKKIM*

Development administration, the most interesting innovation of Fred W. Riggs got much more importance during the late 70's of the last century. However, the term development yet to have a unanimous definition. Scholars frequently view this concept as 'economic growth', 'modernisation', 'nation building', 'social change' or simply as a 'state of mind'. Edward Weidner one of the important pioneers in the field of development administration defined this term as "the process of guiding an organisation toward the achievement of development objective". These objectives are "progressive political, economic, and social objectives that are authoritatively determined in one manner or another" (Arora, 2007). Ferrel Heady equates development with modernisation. To him 'development' and 'modernisation' or 'mordenity' are inter-related concepts that are widely but variously used to refer the major social transformation involving a complex of social economic and political changes (Meena, 2007).

Development is a continuing process of formulating, reformulating and implementing a set of related goals, plans, programmes, activities and tasks for realising the stated goals in a prescribed time sequence. And administration is one of the principal instruments available in governments for realising the goals of nation building and socio-economic progress (Krishnaveni, 1996).

The term development administration has been used in two inter-related senses—one is administration of development programmes and another is development of administration. Development can be of two types—a) quantitative development and b) qualitative development. However Fred W. Riggs are not ready to accept quantitative changes as developments. He is of the

opinion that by the term development one should refer to the “changes in the basic structural arrangements of society and economy not the degree to which these structures are productive or non-productive”. But, at the same time, we cannot ignore the quantitative changes because at the end these are also qualitative in nature.

In most of the key areas of development administration it is difficult to observe any uniform pattern either in the activities or in the behaviour of the various elements. In the diffused sectors like agriculture, education, community development, health, family planning and many areas of social welfare, it is virtually not possible to establish a clear-cut role for social, economic, political and administrative institutions in development administration. So, in the developmental situation it is not possible to identify clearly the behavioural values which have to be changed or the methods through which they can be changed. Even it is not possible to design an administrative set-up which can place both the agent of change and the clientele system of any kind of an effective organized relationship. Consequently, the various institutions and processes working in the developmental context criss-cross each other cause considerable confusion in their working, while the existing administrative theory remains on the side-lines.

India, with an experience of colonial rule, experienced a disproportionate development through the State. Actually the rural masses were neglected by the colonial rulers. However, the urban centres have been grown up at the cost of the rural areas. This unequal development of rural areas gave birth to a variety of problems those required prompt attention (Mehta, 1984).

During the pre-independence era, efforts to develop the socio-economic as well as cultural position of rural masses have been taken by some individuals like Tagore, Gandhiji and so on. No initiative was found on the part of the

Government. During the post independence period the state began to emphasis on the requirements of a welfare state. There was a greater awareness on the part of the citizens about their rights and responsibilities in the society. Under this situation development has become a major focus of administrative activity in India. The process of development consists of bringing about structural and behavioural change in social, economic and political life of the people. Development administration, as a concept, carnets the totality of administrative process involved in developmental activities.

After independence the first efforts for rural development was the introduction of Community Development Programme (CDP) in 1952. Onwards 1952 a number of programmes have been taken by the Government of India under various five year plans.

The rural development programmes with the respective dates of beginning and with a brief of their objectives can be shown in the following table:

**Table—6.1**

**List of Rural Development Programmes**

Sl.No.	Name of the Programmes	Year of commencement	objectives
1	Community Development Programme (CDP)	1952	Over-all development of rural areas with people's participation.
2	Intensive rural Agriculture Programme	1960-61	Providing loans for seeds and fertilizers to farmers

3	Intensive Agriculture Area Programme (IAAP)	1964-65	To develop special harvest in agriculture area.
4	Credit authorization scheme	1965	Involved qualitative credit control of Reserve Bank of India.
5	High Yielding Variety Programme (HYVP)	1966-67	To increase the productivity of food grains by adopting latest varieties of inputs of crops.
6	Green Revolution	1966-67	To increase productivity (confined to wheat production)
7	Rural Electricity Corporation	1969	To provide electricity in rural area
8	Scheme of Discriminatory Interest rate	1972	To provide loan to the weaker sections of society at a concessional interest rate of 4%
9	Accelerated Rural Water Supply Programme	1972-73	Providing drinking water in villages
10	Drought Prone Area Programme	1973	Protection from drought by achieving

			environment balance and by developing ground water.
11	Crash Scheme for Rural Employment (CSRE)	1973	Aiming at rural employment
12	Marginal Farmer and Agriculture Labour Agency (MFALA)	1973-74	Technical and financial assistance to marginal farmers
13	Small Farmer Development Scheme (SFDS)	1974-75	Technical and financial assistance to small farmers.
14	Command Area Development Programme (CADP)	1975	Better utilisation of irrigational capacities
15	Twenty Point Programme (TPP)	1975	Poverty eradication and an overall objective of raising the level of living
16	National Institute of Rural Development (NIRD)	1977	It is a training, investigation and advisory body for rural development
17	Food for Work Programme	1977-78	Providing food grains to labours

18	Training Rural Youth for Self Employment(TRYSEM)	1979	Providing educational and vocational training
19	Integrated Rural Development Programme(IRDP)	1980	To secure overall development of the poor
20	National Rural Development Programme(NRDP)	1980	To provide employment for rural manforce
21	Development of Women and Children in Rural Areas	1982	Sustainable opportunities for self employment to the women belonging to the rural families who are living below the poverty line
22	Rural Landless Employment Guarantee Programme(RLEGP)	1983	To provide the employment to landless farmers and labourers
23	Farmer's Agriculture Service Centres(FASCs)	1983-84	To train the people to use the improved instruments of agriculture
24	National Fund for Rural Development(NFRD)	1984	To grant tax rebate to donors and also to

			provide financial assistance for rural development project
25	Comprehensive Crop Insurance Scheme	1985	To provide Crop insurance
26	Council of Advancement of People's Action and Rural Technology	1986	To assist rural people
27	Self Employment Programme for the Poor	1986	To provide self employment through credit and subsidy
28	National Drinking Water Mission	1986	To provide safe drinking water to rural poor. This programme was renamed and upgraded to Rajiv Gandhi National Drinking Water Mission in 1991
29	Jawahar Rojgar Yojna(JRY)	1989	To provide employment to rural unemployed
30	Agriculture and Rural Debt Relief Scheme(ARDRS)	1990	To exempt bank loans upto Rs.10000 for rural artisans and weavers
31	Scheme of Housing and	1990	To provide employment

	Shelter Upgradation		by shelter upgradation
32	National Housing Bank Voluntary Deposit Scheme	1991	To use black money by constructing low cost housing for the poor
33	Employment Assurance Scheme	1993	To provide employment of, at least, 100 days in a year in villages.
34	Mahila Samridhi Yojna	1993	To encourage rural women to deposit in post office scheme.
35	Child Labour Eradication Scheme	1994	To shift child labours from hazardous industries to school.
36	National Social Assistance Programme	1995	To assist the people living below the poverty line.
37	Group Life Insurance Scheme	1996	To provide insurance in rural areas for low premium.
39	Ganga kalyan Yojna	1997-98	To provide financial assistance to farmers exploring ground water resources
40	Annapoorna Yojna	1999	To provide 10 kgs of food grains to elderly

			people.
41	Swarna Jayanti Gramin Swarojgar Yojna	1999	To provide self employment in rural areas.
41	Pradhan Mantri Gram Sadak Yojna	2000	To connect all villages with nearest pukka road.
42	Sampoorna Gramin Rozgar Yojna	2001	To provide employment and food security to rural people.
43	National Food for Work Programme	2004	To provide supplementary wages as food grains for work.
44	Janani Suraksha Yojna	2005	To provide care for pregnant women
45	National Rural Employment Guarantee Scheme	2006	To provide 100 days wage for development works in rural areas.
46	Rajib Awas Yojna	2009	To make India slum free within 5 years.

**Source:** Singh (1995) & Five year Plan Documents, planning Commission, government of India.

Keeping all these things as a background, now we have to look at the facts in Sikkim. So far as the administration is concerned in Sikkim, till 1975 administrative provision was made for the protection of the interest of the two communities--the Bhutia-Lepcha and the Nepalese. But after merger these

community wise representation has been changed and showed a clear tilt to the Nepalese.

During the pre-merger period the administrative system in Sikkim was feudal in nature. The administrators were responsible to the Chogyal himself, not to the people. During post merger period development had to be consolidated and supported by administrative development. For this purpose, attempts were made to modernize the administrative system as an instrument of planned economic development.

In order to modernise the administration the legal rational authority has been introduced. The agency through which the power is implemented under this type of authority is called bureaucracy. This bureaucratic system is based on specialisation of work, hierarchy of position, rule boundness, recruitment on merit, and loyalty of office. During post integration period, with the advent of modernism in administration, specialisation of work can be seen in Sikkim. However, it can be said that the process of specialisation has been started since 1973 when the judicial power of District Collector has been taken away from him and entrusted to the judicial officers who are specialised in law. Likewise the head of the department of Health and Social Service has become a person specialised in medicine. Hierarchy of position was there during the period of traditional authority. But there was some kind of authoritarian attitude towards the junior colleagues in the organisation and a sense of disregard to the rules and regulations was there (Dhamala, 1985). However, after integration mutual responsibility and a sense of rule boundness has been emerged. The administrators became loyal to the office and rules and not to the ruling authority of the state.

With the abandonment of the royal patronage in the field of recruitment, merit principle came to be recognised. For this purpose an open competitive

examination is held under the auspices of the Selection Committee till this date. The Director of Institute of Tibetology and Director of Tasi Namgyal Academy conduct such examinations. The generalists are recruited through this type of examination. However, it is to be noted that when the administration is set for attaining programmatic goals the generalist dominated personnel system is highly inadequate for the purpose. Therefore, a shift of emphasis in this regard is necessary, for bringing the organisation and classification of service and post, in tune with the needs of development administration in Sikkim. (Bhaumik and Bhattacharyya, 1977)

Due to the development of administration the number of the departments under district administration has been increased. Being a 'prismatic society' some kind of overlapping is there in the functioning of these departments. As a result, the role of District Collector as a coordinator has been increased tremendously. In fact, this coordinating function becomes the most important function of the District Collector in the present day.

During the last one and half decade enormous efforts have been taken in the field of infrastructural development in the state. This development has been reflected throughout the state. The revenue receipt of the Urban Development and Housing Department has increased from Rs. 78.91lakhs during 1994-95 to Rs.424.89lakhs in 2008-09. It was a jump of near about 438% over a period of 15 year. The collection of entertainment tax was Rs. 29, 54,478.00 in the year 1994-95. It has risen to Rs. 54, 37,931.00 in the year 2006-07([www.pawan-chamling.org](http://www.pawan-chamling.org)).

One of the important sources of income of the state of Sikkim is tourism. In order to create more attraction of the tourists remodelling and beautification of MG Marg, Gangtok is done. A ropeway from Deorali to Secretariat, Gangtok has been started to carry passengers. Children Park near Paljor Stadium, Titanic

Park and Millennium Park in Gangtok, Central Park at Namchi has been established.

A walkway from Baluwakhani, Gangtok to Ranipool along the National Highway; Drainage system along NH 31-A from Zero Point to Ranipool; CarPark cum Shopping Complexes at Lall Market and Development Area, Baluwakhani in Gangtok and Singtam; Multi Utility Centre near Lall Market and 32 No. middle Camp at East Sikkim; Car Park Plaza at West Point School, Multi level Car Parking at Deorali in Gangtok; four Shopping Complexes at Jorethang in South Sikkim, Soreng in West Sikkim, Pakyong in East Sikkim and Geyzing in Sikkim have been established.

We have noticed some other infrastructural development keeping in view the health of the common people in Sikkim. One Slum Rehabilitation Centre has been established at Lingding in East Sikkim. Two Solid Waste Composite Plants started working in East Sikkim and West Sikkim. Besides, pay and Use Toilets at Jorethang, Namchi, Ravangla, Rabdentse, Dikchu and Phensang. Bell system has been introduced for effective collection of garbage and to ensure cleanliness in town. Not only have these, Garbage Management Committees been established, with the help of the NGOs, in the bazaar areas.

Besides, augmentation of water supply and capacity enhancement with improved distribution system has been carried out in almost all the urban towns of the state. Sewerage scheme has been initiated at Namchi, Jorethang, Singtam and Rangpo. The PHE department is responsible for supplying drinking water to notified Rural Marketing Centres in Sikkim ([www.pawan-chamling.org](http://www.pawan-chamling.org).)

From the above discussion it becomes clear that there are much more infrastructural developments in Sikkim. However, 'development' does not mean only infrastructural development. Development, actually, means 'growth with equity'. In order to develop a society, the government has to look after the

poorer and the weaker section of the society. Accordingly, the state government of Sikkim has been taken various programmes for the enforcement of the principle of 'growth with equity'. In order to discuss the development programmes the present study grouped the programmes into some heads like programmes for rural development, programmes for the upliftment of the women and children programmes for the youths of the state, programmes to make justice accessible.

Initially Sikkim does not have any District Rural Development Agency and District Planning Committee. Plans were to be formulated at state level. But now, with the advent of decentralization, both are there to make the administration more pro-people. More than 50% people in the third world countries reside in the rural areas. So, there is no wonder that the focus of the present government in Sikkim is devoted to the rural development. 70% of the state budget has to be spent for the welfare measure of the rural people in Sikkim. The state also becomes one of the pioneering states to carry out the policy of decentralisation of power to the grassroots level. Power has been transferred to the villagers through panchayats to make the people partners in the process of policy making and finalising schemes and also implementing them at the grassroots level.

Since the state of Sikkim has merged with India in the year 1975 the rural development programmes launched by the Government of India onwards 1975 has also been executed in Sikkim. The present study tries to uphold some of the latest programmes.

## **SWARNAJAYANTI GRAM SWAROZGAR YOJNA (SGSY)**

The Swarnajayanti Gram Swarozgar yojna (SGSY) is one of the major self employment programmes that have been launched in 1999. It is a holistic self employment scheme that aimed at a sustainable income to rural BPL families through income generating assets or economic activities so as to bring them out of the poverty line. It combines the Integrated Rural Development Programme (IRDP) with allied programmes like TRYSEM, DWCRA, SITRA, GKY, and MWS. The SGSY is trying to achieve social mobilisation through formation of the groups (Self Help Group) those are controlled and managed by their own members. From 1999 to the year 2009 around 2991 self help groups have been formed (Annual Report, Dept. Of Information & Public Relation, Govt. of Sikkim).

The scheme of SGSY is funded both by the Government of India as well as the government of Sikkim in the ratio of 90:10. This programme covers all aspect of self employment such as Self Help Groups (SHGs) credit, training, technology, infrastructure and marketing. According to the guiding line, the beneficiaries are selected by the Block Level Committee in the Gram Sabha from the families below the poverty line (BPL). This programme is aimed at uplifting the poor families from below the poverty line (BPL) to above the poverty line (APL). The swarozgaries may work as individual or in a group under this programme. However, the SHGs are major components under SGSY programme. The SHGs have the advantages to get assistance in terms of credit technology as well as marketing guidance.

**Table-6.2**

**Physical and financial achievements Under SGSY (2010-2011)**

OB As on 1.4. 2010	Centre	State	Fund of 2009-10 received during the year 2010-11	Interest accrued	Total	Achievement	SHG formed	SHG received(revolving funds)	SHG received(subsidy)	No. Of individual Swarozgaris and SHG members assisted for economic activities	No. Of Swarozgaris trend
228.30	311.40	30.00	105.87	11.60	687.17	368.39	176	176	165	2163	6800
							groups	groups	groups	Nos.	Nos.

**Source:** Annual Report 2010-11, RMDD, Government of Sikkim.

**TOTAL SANITATION CAMPAIGN**

Sikkim is the first state to be declared as the 'Nirmal Rajya' (Annual report 2010-11, RMDD, Government of Sikkim). The health and hygiene of the individual is dependent, to a large extent, on adequate availability of drinking water and proper sanitation. So one can directly relate water and sanitation with health. Consumption of unsafe drinking water, improper disposal of human excreta, improper environmental sanitation and lack of personal and food hygiene have been major causes of many diseases in developing countries. India is no exception to this. Prevailing High Infant Mortality Rate is also largely attributed to poor sanitation. It was in this context that the Central Rural Sanitation Programme (CRSP) was launched in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women.

Sikkim being one of the constituent states of India was not an exception to this direction. However, after implementing this programme, Sikkim within a very short time, achieved 100% sanitation in the year 2008.

### **INDIRA AWAAS YOJNA**

The Government of India has Indira Awaas Yojna (IAY) in the year 1999 with an objective to provide shelter to the homeless rural poor families belonging to scheduled castes/scheduled tribes, freed bonded labourers, physically and mentally challenged individuals and other non SC/ST families. Under this scheme a financial assistance of Rs. 48,500 is to be provided per beneficiary for the construction of new house. The list of beneficiaries is prepared from 2005 Socio-Economic Survey conducted by DESME, Government of Sikkim and on this basis a permanent IAY waitlist has been prepared. In the state of Sikkim, for construction, 30 pieces of green coloured pre coated galvanized GCI sheets are provided with a financial assistance to the selected beneficiaries. The financial assistance is to be released in two instalments. The first instalment has to be released along with the 30 pieces of GCI sheets and the remaining fund is to be released after full construction of the house. Till March, 2011, 16156 new houses have been constructed with the financial expenditure of Rs. 4130.18 lakhs and 5596 houses have been upgraded with the financial expenditure of Rs. 852.86 lakhs under the scheme of IAY. (Annual Report 2010-11, RMDD, Govt. of Sikkim).

### **RURAL HOUSING SCHEME (RHS)**

The Government of Sikkim, with a view to eradicate the curse of poverty from the state, has launched the ambitious "Mission Poverty Free Sikkim-2013" in the year 2010. The problem of the people having no shelter has been solved due to the high priority given to the housing sector by the government of Sikkim. Under RHS from the year 1994-95 to 2008-09, 107495 families have

been benefited and Rs. 181.50 crores have been spent. (Department of Information and Public Relations, Government of Sikkim). And during the same period, 51255 individuals have been distributed GCI sheets and an amount of Rs.65.25 crores have been spent so far. (Annual Administrative Report, 2010-2011, Department of Information and Public Relations, Government of Sikkim.)

However, a survey conducted, in mid 2010, by the Rural Management and Development Department (RMDD) of the government of Sikkim revealed that the number of households staying in Katcha houses is 6000. The poorest of the poor households were able to manage to construct a house with the supports of the housing subsidy programmes. But they were unable to upgrade their household status. Therefore, a need was felt to introduce a new scheme to make Sikkim free from Kutch houses within the year 2013. Accordingly, the state has introduced a new scheme –Mukhya Mantri Awas Yojna. In fact, Sikkim was the first to introduce this scheme.

### **PRADHAN MANTRI GRAM SADAK YOJNA ( PMGSY)**

The Pradhan Mantri Gram Sadak Yojna was launched by the Government of India in the year 2000 with a view to connect all the villages with nearest pukka roads. In Sikkim, a master plan has been prepared to construct such roads covering 1800 kms of road length providing rural connectivity to 410 habitations. (Annual Report 2010-11, RMDD, Govt. Of Sikkim) In addition to this the road connectivity was also to be extended to education centres, panchayats head quarters health centres and tourists points.

From the periods of its inception of the scheme up to the year 2012-13, a total number of 296 habitations have been cleared for connecting with an all-weather road by constructing 3,246 kms of road length. Against this, the state has connected 168 habitations by constructing 2,406 kms of road length. (www.rural.nic.in)

The project proposals of the value of Rs. 971 crore have been sanctioned to the state of Sikkim till June, 2012 against which Rs. 600 crore has been released. So far out of this, the state has utilized Rs.499 crore. (www.rural.nic.in)

During the expansion of the rural road net-work, the challenges also lies with maintaining the new infrastructure being created. There is 5 year in built maintenance in the programme; the state has been lagging the capacity to ensure the same. We can show the required funds for the maintenance of the road the funds released to the SRRDA and the funds utilized by the state during last two years through the table below:

**Table: 6.3**

**Details of Maintenance of Funds During the Last Two years**

Financial year	Maintenance of Funds Required to be Released (as per maintenance contract)	Actual release to SRRDA During the Financial year	Expenditure under the contracts by SRRDA During the Financial Year
2010-11	2.5	2.5	2.5
2012-13	5.69	1.49	2.92

Source: www.rural.nic.in

**NATIONAL RURAL DRINKING WATER PROGRAMM**

The availability of safe drinking water is a basic need. According to the Eleventh Schedule of the Constitution of India rural drinking water supply is a state subject and it may be entrusted to the panchayats by the states. To accelerate the pace of coverage of problem villages with respect to provision of

drinking water, the Government of India introduced the Accelerated Rural Water Supply Programme (ARWSP) in the year 1972-73, to support states and union territories with financial and technical assistance in implementing drinking water supply schemes. In order to address the major issues like sustainability, water availability and supply, poor water quality, etc., the Rural Drinking Water Supply Guidelines have been revised with the effect from 01-04-2009. This revised programme has come to known as National Rural Drinking Water Programme (NRDWP).

The NRDWP focuses on the following areas:

1. Moving forward from achieving habitation level to household level drinking water coverage.
2. Moving away from over dependence on single drinking water source to multiple sources through conjunctive use of surface water, ground water, and rainwater harvesting.
3. Ensuring sustainability in drinking water schemes and preventing slip back.
4. Encouraging water conservation methods including revival of traditional water bodies.
5. Convergence of all water conservation programmes at the village level.
6. Ensuring household level drinking water security through water budgeting and preparation of village water plans.
7. Consciously moving away from high cost treatment technologies for tackling arsenic and fluoride contamination to the development of alternative sources/ dilution of aquifers through rainwater harvesting for tackling fluoride contamination.

8. Developing the capacity of preliminary drinking water testing at the gram panchayat level.

9. Establishing Water Testing Laboratory with respect to drinking water, at the district and subdivision level.

10. Linking water Quality Monitoring and Surveillance with the Jalmani guidelines for implementation of standalone drinking water purification systems in rural schools.

11. Encouraging handing over management of Rural Drinking Water Scheme (RWS) to the Panchayati Raj Institutions (incentive of 10% of the NRDWP allocation of the states that transfer the management, is introduced ([www.rural.nic.in/sites/NRDWP.asp](http://www.rural.nic.in/sites/NRDWP.asp)).

The state statistics under NRDWP during the year 2011-12 can be shown through the table below:

**Table: 6.4**

**Achievement of the NRDWP**

As on 01-04-12	Total Habs. Covered	SC Dominated Habs. Covered	ST Dominated Habs. Covered	Other Habs. Covered
East District	82.44%	100.00%	78.30%	82.90%
West District	62.30%	0.00%	65.08%	62.00%
North District	77.17%	0.00%	79.62%	70.97%
South District	61.77%	0.00%	78.18%	60.28%
Sikkim	71.74%	50.00%	76.64%	70.87%

Source: [www.Indiawater.govt.in](http://www.Indiawater.govt.in)

So, from the above table it becomes clear that the functioning of the NRWDP is satisfactory. However, the North, South, and West districts have to be serious more to cover the SC households under this programme.

The state of Sikkim is not only able to supply safe drinking water to more than 70% households in the rural Sikkim, two water testing laboratories have been set up one at Karfacter SIRD complex for South and West districts and other at Tadong for North and East districts. Testing facilities is available here for all parameters.

### **DHARA VIKAS**

The ecology and economy of the Himalayan states have, tremendously, been affected by the change of climate. The people of this region are predominantly dependent on spring water for their day to day work. As a result of the change of climate these springs are going to dry to met the challenge of this problem the government of Sikkim had launched a new programme, Dhara Vikas, in the year 2008. However, the first project, under this scheme, was implemented in the year 2010.

The Dhara Vikas programme is a unique scheme sponsored by the state government, with the help of the NGOs and other institutions to increase the discharge of springs in rural Sikkim. The labour for the works is funded by the Mahatma Gandhi Rural Employment Guarantee Scheme the local people are to be trained to recognised contours and where to place the trenches and drains so they can direct the project implementation without the Field Facilitators present.

It is modelled with the idea of protecting a spring's catchment area and provided recharge of its aquifer. Its implementation system requires community involvement and it is an example of decentralised water management. It is a system of village level water management that facilitates communities improving their own water supply through spring shed development.

The technology behind the Dhara Vikas Programme is based on slowing the movement of water down the slope. As an impact of the changing rainfall patterns, soils are not absorbing enough water during the monsoon season and the ground water is not being adequately recharged. To solve this problem and increase the discharge of springs in winter, the water need to be slowed down enough to percolate down and recharge the spring aquifers. The installation of trenches in barren lands and drains in cultivated land, gives rainwater a place to rest and percolate down into the ground water. The drains in cultivated land provide additional water to the crops, as well as, catching soil and nutrients that have run off from other terraced fields ([www.sikkimsprings.org](http://www.sikkimsprings.org)).

The Sikkim Rural Management and Development Department, in their annual report of the year of 2010-11 hold up the response of spring discharge to rainfall as well as artificial recharge, taking six springs as sample. The spring discharge during March 2010 was taken as the baseline and compared with the spring discharge during March 2011. The result can be shown in the following table:

**Table: 6.5**

**Performance of Dhara Vikas**

Name of Spring	Discharge of springs during March 2010	Discharge of springs during March 2011	Increase in Discharge
Malagiri Dhara, Lungchok Kamarey GP. Sumbuk Block	7.5liters per minute	15 liters per minutes	100%
AitbareyDhara,Deythang GP, Kaluk Block	2liters per minute	6liters per minute	200%
Dokung	8liters per	30liters per	300%

Dhara, Takuthang GP, Kaluk Block	minute	minute	
Nunthaley Dhara, Deythang GP, Kaluk Block	2liters per minute	10liters per minute	400%
Kharkharey Dhara, Deythang GP, Kaluk Block	1liters per minute	5liters per minute	400%
Chukudum Dhara, Kewzing Bakhim GP, Ravangla Block	45liters per minute	60liters per minute	33%

**Source:** Annual Report 2010-11, RMDD, Government of Sikkim

### **Mahatma Gandhi National Rural Employment Guarantee Act** **(MGNREGA)**

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is the national flagship programme that directly touches the lives of the poor villagers and promotes their inclusive growth. This Act aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members are willing to do unskilled manual works.

This Act is implemented in Sikkim by the Rural Management and Development Department of the government of Sikkim. The Act came into force in the year 2006. It was introduced in the North District in that year. Secondly, it was introduced in East and South Districts in Sikkim during 2007-2008. And lastly, it was implemented in West District on April 1, 2008 (Annual Report, 2010-11, RMDD, Government of Sikkim).

The MGNREGA guarantees wage employment at an unprecedented scale. The objective of the Act is augmenting wage employments through strengthening natural resource management that address problems like drought, deforestation and soil erosion and at the same time encourage sustainable development.

The Act has other objectives also. They are:

- 1) Generating productive assets and skills thereby booking the rural economy,
- 2) Protecting the environment
- 3) Empowering rural women
- 4) Reducing rural urban migration and foresting social equity among others ([www.mgnregasikkim.org](http://www.mgnregasikkim.org))

Following the Administrative Report 2010-2011 of the Rural Management and Development Department Sikkim, the outcome of this programme during the year 2010-2011 are as follows:

- a) Increasing Employment Opportunities in 2010-2011, 56,401 household were provided employment and 48 lacs person days of employment were guaranteed.
- b) Enhancing Weigh Earning and Impact on Minimum Wage: The enhance wages earning have lead to a strengthening of the livelihood resource base of the rural poor in Sikkim , in 2010-2011
- c) Increasing Outreach to the Poor and Marginalized people: Self targeting in nature, the Programme had high work participation from marginalized groups and women

- d) Strengthening Natural Base : In 2010-2011, 2314 works were undertaken, of which 67% were related to water conservation .A total of 181 Jhora training works, 360 water conservation works, 415 drought proofing and plantation works, 100 micro irrigation channels, 260 rural footpaths and 199 land terracing works( including play grounds) were completed. In order to enhance rural water security a new spring-shed development programme has been initiated.
- e) Financial Inclusion of the Poor: The system of wage payments through Institutional Bank and Post Office accounts has been opened and 99% of the wage payments disbursed through them in the financial year of 2010-2011.
- f) Independent studies and research indicates that MGNREGA has aided in enhancement of agricultural productivity ( through water harvesting, flood control, ground water recharging, improved moisture content, check in soil erosion and minor irrigation ) stemming of migration increased access to markets and services through rural connectivity work, supplementing household incomes, increase in women work force participation ratios, and the regeneration of natural resources.(Annual Report,2010-2011,RMDD,Sikkim)

Besides all these programmes, the present government in Sikkim aims at capacity building as a major component of the development process in the state. The government of Sikkim announced that all departments and the Panchayati Raj institution were to set aside 2% of their budget allocation for capacity building programmes and training for the youth. The youths in Sikkim, including both boys and girls have been sent to other parts of the country as well as abroad under various schemes in order to transform them into

productive individuals and at the same time to make them able to serve as a resource pool of human resource for the State. ([www.pawan-chamling.org](http://www.pawan-chamling.org).)

### **The Skill Development Scheme**

The Skill Development Scheme was initiated in 2004-05 with the aim of assisting local educated unemployed youth in developing their skills to enable them to explore employment avenues outside the government sector and even outside the state. Under this scheme, educated local unemployed youths are sent for vocational training outside the state. Till 2009 1782 candidates have been sponsored for vocational training under the Skill Development Scheme including coaching programme for Civil Service Examination ([www.pawan-chamling.org](http://www.pawan-chamling.org)).

### **Chief Minister Self-Employment Scheme**

There is another programme that targets the youth in Sikkim is the Chief Minister Self Employment Scheme. It was launched in the year 2002-2003 and it is to be implemented by Sikkim Industrial Development and Investment Corporation. This scheme promotes self employment by providing loan to the unemployed youth. Preference is given to the trained candidates. The maximum limit of loan permissible to each individual is Rs. 3 lakhs. Simple interest of 6% is charged after two years of release of loans. Till 2009, the Corporation has sanctioned Rs. 38.76 crores to 4305 beneficiaries for setting up self employment ventures ([www.pawan-chamling.org](http://www.pawan-chamling.org)).

### **Comprehensive Educational Loan Scheme**

In order to give support to the eligible educated unemployed youth desiring to take up higher studies in academic or professional courses outside Sikkim and even abroad the government has launched the Comprehensive

Educational Loan Scheme. The maximum loan amount for study in India is Rs. 7.5 lakhs and in case of abroad it is rupees 15 lakhs. In the year 2007-08 rupees 12.03 crores has been sanctioned to 189 beneficiaries among whom 62 students got Rs. 7.53 crores for their study in abroad ([www.pawan-chamling.org](http://www.pawan-chamling.org)).

During the year 2007-08, the Directorate of Capacity Building organised a 'Carrier Fair'. A large number of students as well as unemployed young were exposed to a variety of academic and vocational courses. Reputed faculty from various famous institutions delivered informative lectures on a variety of subjects.

Development of a society cannot be completed without the development of the women and the children in that society. The government of Sikkim is fully aware of the fact. So, the state cabinet approved 40% reservation for the women in panchayat bodies and became the first state to offer women the highest quota.

### **Laghu Pariwar Yojna**

Laghu Pariwa Yojna was launched in the year 1997. The aim of this programme is to delay the marriage of girls till she reaches at the age of 18. It also aims to make the girls aware to maintain adequate space between child births. It also encourages them to pursue higher education.

### **Balika Samridhi Yojna**

With an intention to raise the minimum age of marriage for girls of Government of India has launched a programme called Balika Samridhi Yojnain the year 1997. The scheme was implemented in Sikkim also. Under this scheme Rs. 500/- is to be deposited in the name of the girl child of a family living below the poverty line. The beneficiary will get the promised amount at her age of eighteen year provided she is not married till then. Under this

scheme, benefits are restricted to two girl children in each household born on and after 15<sup>th</sup> August, 1997, irrespective of total number of children of that family. More than 2000 beneficiaries have been benefited from this scheme till 2009 (<http://india.govt.in/scheme/balika-samridhi-yojna-0>), ([www.pawan-chamling.org](http://www.pawan-chamling.org)).

Besides the above mentioned programmes the government of Sikkim has introduced other programmes to empower the women in that state. Swayamsiddha yojna has been started with an aim to achieve a holistic socio-economic development of the women. Kishore Shakti Yojna was launched to provide proper nutrition and health care for girls between the ages of 11-18 years. Again, the government has the Small Family Scheme which is a state programme. The girl children, at the age of 13 years are to be registered under this scheme. Rs. 8000/- per beneficiary is deposited in the State Bank of Sikkim for a period of eight years. If the registered girl remains unmarried till the age of 21 years, she become eligible for first incentive of Rs.2000/-. If she marries only after attaining 22years of age, additional Rs.500/- is to be paid to her. If she marries only after 23 years of age, additional Rs.1000/- is to be paid to her.

Under the Small Family Scheme, bearing first child only after 2 years of marriage makes a girl eligible for an incentive of Rs.1000/-. And a gap of 3 years between the first and second child makes her eligible for another incentive of Rs.1000/-. As of 2008-09 7,263 numbers of beneficiaries have been covered ([www.pawan-chamling.org](http://www.pawan-chamling.org)).

Sikkim has merged with India in the year 1975. Then onwards, a number of development programmes have been introduced in that state. An in-depth study of these programmes reveals a shift of the basic objective of the programme from the infrastructural development to the development of human

resource. The evolution of the development priorities in Sikkim can be shown through the following table:

**Table: 6.6**

**Performance of Balika Samridhi Yojna**

1980-1995	1996-2010	2011-2025
<p>*Development of essential infrastructure</p>	<p>* Development of social infrastructure (housing, school, hospitals, rural roads, water supply, playgrounds, minor irrigation channels (MICs) flood control etc.)</p> <p>*Decentralisation (infrastructure, funds, staff, participatory planning.)</p> <p>* Wage employment</p> <p>* ICT( computers, mobile phones)</p>	<p>* Development of non-farm economy and agricultural income</p> <p>* Skill development and placement</p> <p>* Decentralisation( staff, accountability, participatory planning)</p> <p>* ICT(computers, online software, internet)</p> <p>* Post earthquake rebuilding</p> <p>*Recreational infrastructure</p> <p>* Climate change adaptation</p>

The District Collector, initially, was the central figure in the district. He could, by right, be involved in almost all district level activity and he himself controlled almost all the significant committees in the district. And almost in each and every committee he was the chairman. The whole administration of the district revolved around the district magistrate and collector and all the other key district officials. Not only this, most governmental transactions and linkages with the superior provincial authorities were built around him (Chaturvedi, 1988).

However, from the time that development started receiving great emphasis, there have been attempts at bolstering the authority of the Collector as the leader of district development. In district administration one can find traces or successive efforts at development coordination. All the development programmes have to be implemented through the administration at the district level. Being the leader of the administration at the district level, the District Collector remains the kingpin of district administration. He becomes the eyes and ears of the government at district level. The District Collector has to play a vital role as a coordinator between different development departments. The District Collector is expected to act as a catalytic agent for development. His success depends on his own personality. He should be tactful in dealing with the technical officers who are specialists in their own fields (Acharya, 1996).

The beneficiaries of all of these development programmes, in Sikkim, are selected by the Gram Sava. However, the implementing authority is the District Development Officer- cum- Panchayat Officer of the respective districts. The DDO-cum- PO is a man from Indian Administrative Service. He holds a peculiar position in the district administration in the sense that the horizontal division of power at the district level among various departments gives the DDO-cum-PO a more or less similar status to the District Collector. However, at the same time, the District Collector in Sikkim is still treated as the leader of

the district. So, there is every possibility to arise a conflict between the District Collector and the DDO-cum-PO. However, it is to be mentioned that due to more or less homogeneous character of the society in Sikkim there is no instance of conflict between these two officers at the district level.

## Notes and references

Acharya, M, R. (1996): Changing Role of the District Collector in D. Sundar Ram (ed) 'Dynamics of District Administration: A New Perspective', New Delhi, kanishka Publishers, Distributors.

Annual Administrative Report, 2010-2011, Department of Information and Public Relations, Government of Sikkim.

Annual Report 2010-11, RMDD, Govt. of Sikkim.

Arora, Ramesh K.(2007): Development Administration: Some Conceptual Issues in Hooja, Rakesh and Ramesh K. Arora (eds) 'Administrative Theories: Approaches, Concepts and Thinkers in Public Administration, Jaipur, Rawat Publications.

Bhaumik, D.J. & K. S. Bhattacharyya(1977): political and Administrative Development In Sikkim, Journal of Constitutional and Parliamentary Studies, Vol. XI, No. 3, July-September.

Chaturvedi, Anil (1988): District Administration, New Delhi, Sage Publications.

Dhamala, R. R. (1985): A Study of Local Self Government and Democratic Decentralisation in Sikkim, Unpublished Ph.D. Thesis, University of North Bengal.

<http://dx.doi.org/10.1695/MRD-JOURNAL-D-12-00005.1>

Krishnaveni, N. (1996): Development Administration in the District and role of the District Collector in D. Sundar Ram (ed) 'Dynamics of District Administration: A New Perspective', New Delhi, kanishka Publishers, Distributors.

Meena, S. L. (2007): Development: A Contradictory Discipline in social Sciences in Hooja, Rakesh and Ramesh k. Arora (eds) 'Administrative

Theories: Approaches, Concepts and Thinkers in Public Administration, Jaipur, Rawat Publications.

Mehra, S.R. (1984): Rural Development, Politics and Programmes, New Delhi, Sage Publications.

[www.Indiawater.govt.in](http://www.Indiawater.govt.in)

[www.pawan-chamling.org](http://www.pawan-chamling.org)).

[www.rural.nic.in](http://www.rural.nic.in)

[www.sikkimsprings.org](http://www.sikkimsprings.org)