

## **CHAPTER – VII**

### **Delivery system**

Development plans in Bihar have suffered in execution stage because of inefficient and corrupt delivery system. The chain of instructions emanating from Secretariat to District and then to block gets blurred at the delivery point. Delay ineffective monitoring and absence of understanding of programmes and development efforts create situations for their non implementation. This frustrates the planning and does not help the target groups i.e. the beneficiaries. The number of families living below poverty line continue to grow despite launching of programmes of poverty alleviation. Various type of schemes are there, which would have reduced poverty, provided employment to youths and led the creation of durable assets, had the programmes been faithfully executed.

Delay is caused at the apex level also i.e. the secretariat. Funds are not released to Districts for implementation before June, and districts release the fund to Blocks at least 30 days later. Such release in case of Centrally Sponsored Schemes, by and large, constitute only central fund and matching state share follows later on. Rains come around June. It practically restrains any field activity for about 3 months, leaving hardly three months time for implementation. Data of annual plan expenditure between April to December has hovered around 40% or less of the outlay in each financial year. This has become normal pattern of plan expenditure since long. Absence of adequate money in one go for the execution of programme creates bottlenecks in execution. In this way with the best of intention of the implementing agency, execution of the programme fails to fructify.

Absence of advance action concerning these programming causes real problem. The implementing agency has no shelf of schemes areas wise for implementation. Nor does the agency has the intention of taking such exercise. The agency because of its ignorance of the ingredients and implications of the programme is confused. After the allotment is received under various schemes, he/she obliges demanding people or visitors by offering them some schemes for execution on receiving some monetary consideration. This consideration is either demanded before offering the schemes or is accepted in lieu of allotment of scheme. In this way the implementation of scheme suffers. Ultimately beneficiaries suffer because the scheme gets diluted or executed in haphazard manner.

Rules of Executive Business of governance at Secretariat level being an extension of the British System does not help the development administration. This has continued for over five decades and may continue further. These rules give all powers to Finance Department which fails to admit that deliberate delay causes price escalation and often frustrates the objectives of development programme. British has empowered Finance Department only but post independence period has created Planning department which again acts as complementary to Finance Department & help in jeopardising plan performance of the state. The revision of Rules of Executive Business would become necessary only when the field level functioning i.e. the Panchayat Raj Institutions become strong enough to demand quick allotment of fund for executing a programme, at least in 10 months of a year. This is unlikely to happen nor would any executive like to voluntarily dispense with its authority. The legislature is just not bothered

about such deteriorating delivery system. The rot system therefore would continue.

Instances are there when Rural Development Secretary would pen though 45 or odd pages to send instructions for implementation of a new programme. He however does not feel the necessity of personally apprising the field officers with the ingredients of new schemes through zonal meets. It is no wonder that many executing agencies are just ignorant of the ingredients of the scheme. BDOs allot Rs. 10,000/- grant for house construction without ascertaining whether the recipients income is upto Rs.32000/-and also without making arrangement of the credit portion upto Rs.40000/-for the construction of the dwelling houses. This ignorance of ingredients of Credit and subsidiary scheme for Rural Housing thus leads to complete wastage of the grant. If the beneficiary feels that he can neither repair the house with this amount nor construct fresh dwelling unit nor he would be made accountable in future for its utilisation certificate, he institutively misappropriates the amount and is willing to part with some share to the fund releasing authority. In this way corruption and deliberate delay occur in the delivery system.

Bihar Government seldom gets its full annual budget passed by the legislature. Instead the budget is passed in 2 instalments first for 4 months and later for full year. This therefore necessitates allotment of funds in instalments to district on various development programmes. Such arrangement on it part keep the implementing agency always waiting for receipt of funds. Often financial stringency may restrict full release of cost of the programme at the apex level. The implementing agency cannot plan completion of a project in time and even before time as he would be just

unable to release the adequate amount in time to the executing agency for its completion. This system of allotment of funds is a breeding ground for corruption in the field level and no effective monitoring is possible under such system.

Whenever new programmes are launched zonal meetings should be organised of all BDOs/executing official agency. Such meetings must be presided over by the Secretary Rural Development Department who should personally explain all relevant details of new programmes to field officers. Effective monitoring of execution of programme can be exercised only if full cost of the work is released to the implementing official agency in advance. Panchayat Raj Institutions functionaries should be kept informed of the schemes and all scheme-wise allotments released to the BDO. Complete transparency in system beginning from Secretariat down to Block in execution of development programming has got to be ensured to improve the delivery system. The available information technology would be of immense assistance in such deliberation.

BDOs/Panchayats should identify the target group of beneficiaries of all programmes in advance so as to make the delivery system effective to bring succour to the beneficiaries.

Gram Sabhas should be activated and made functional for sanction of implementation of programme in its area and should act as watch-dog of all activities in the villages. Effective and strong Gram Sabha can revolutionise the delivery system of development efforts. It is then that the target groups would get full benefit of launching of programmes of development of poverty alleviation and such scheme which entail food and social society, and provide employment opportunities to unemployed youth.

The most lamentable aspect of delivery system is that most of the heads of departments personally do not read their mail and believe in marking them to office. Such officers become pawn to their clerks. If clerk wishes to put up any letter the controlling officer, by and large, goes through clerks interpretation instead of talking pains to go through the correspondences. Such attitude of controlling officers help in the deterioration of the delivery system.

Implementation of scheme can help the targeted beneficiaries only on their implementation in time. For instance the National Maternity Benefit scheme ceases to serve its cause if the targeted beneficiary is granted Rs. 500 one year after the birth of the child Similarly National Family Benefit Scheme ceases to be of real importance if the bereaved family is given 10,000/- after one year of the death of the breadwinner. Such delay jeopardise the significance of these schemes and bring immense hardship to the targeted beneficiaries. Non delivery of National Old Age Pension to senior citizen in time compels them to do beggary and lead an inhuman life.

Executing agencies and fund releasing authorities in field require to be apprised of such harassment through training. They should be motivated to put up a human face in the discharge of their duties.

The budget estimate for 2002-03 on Revenue Expenditure on Education in Bihar is Rs. 3110.91 crores. It comprises following.

	(Rs. Crores)
Non Plan	2875.05
Plan	137.00

Central Plan Scheme	1.41
Centrally Sponsored Scheme	97.45

The budgeted estimate on capital expenditure on Education for current financial year is Rs. 45.41 crores only which includes.

	(Rs. Crores)
Non Plan	0.00
Plan	36.99
Central Plan Scheme	8.42
Centrally Sponsored Scheme	0.00

Thus the entire revenue budget provision Rs. 2875 crore in Non Plan in Education is on payment of salary and other establishment expenditures.

Private schools are actually being utilised in urban areas for sending children to schools and the government schools are there only for such parents who cannot afford to pay the high fee of private schools. In villages only the government primary school serves the people but here also the same difference in attitude of parents on preference of private schools exists. Those who can afford to send their children outside to study in private school often do it. Where both types of schools exist the preference is generally for private institution. Quality of teaching is poor in government institution largely because teachers with fat salary and security of government service are not keen to impart quality education to students. Nationalisation of primary & High School on the one hand is eating away huge scarce resources of the state and on the other hand has generated indiscipline among teachers who consider it unnecessary to give quality education to pupils. Faith of people to receive quality education in government institutions has nearly been eroded. Huge expenditure on

education is unable to help the children in completely unaccountable for its failures.

Similarly on Health and Family Welfare budget (revenue) provision during current financial year is Rs. 739.22 crores of which Rs. 457.24 crores is to be spent on non plan item i.e. on payment of salary to doctors. Provision covers expenditure to be incurred on 1330 Additional Primary Health Centres, 397 Primary Health Centres, 70 Referral Hospitals- all in rural areas and in Hospitals and Colleges of Bihar Doctors seldom attend Primary Health Centres and even in Referral hospitals. Quarters are available in Block headquarters for those posted in Referral Hospitals and Primary Health Centres. Still doctors engage themselves in private practice instead of attending to the PHC etc. State government is aware of such position but is unable to check this male practice and indiscipline largely because of want of will to enforce discipline among doctors. Absence of medicine etc. in the PHC, Addl PHCs and referral hospitals have contributed to this malady. As a result the effectiveness of delivery system in public health has eroded. PHCs, Addl PHCs and CHC (Referral Hospitals) are of little help to villagers who prefer to rush to district Hospital or private medical practitioners for seeking medical relief.

Thus despite presence of necessary infrastructures, both public education and public health programmes suffer in this state because the delivery system has been corroded. No additional expenditure is required to make these infrastructural facilities functional. It is the will of the state which is required to be reflected in execution of its programmes. The existing system has to be activated in the larger interest of removal of poverty, hunger and unemployment in the State.