

REPORT

for

PLANNING COMMISSION

Government of India

On

Development Interventions

In

BIHAR

AND

**Preparation of Model Development
Plan for Villages**

By

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The Lal Bahadur Shastri Institute of Rural Management and Rural Development Patna is an autonomous voluntary organisation established in 1982. The basic objective of the Institute is to promote social change and economic development in the rural areas. In fulfilment of the objective, we have undertaken a number of studies and research programmes on various problems hampering the pace of rural development in Bihar. After Seventh plan Bihar's economic growth has not kept pace with other states. Deterioration in its economy after advent of new economic policy has been a matter of concern and require studies. We are strongly of the view that the one key area which deserves due attention is the reorientation of development administration, through revitalisation and restrengthening of the Panchayat Raj Institutions. Functionaries of the Panchayat RaJ Institutions have been elected in Bihar. In absence of proper training and rules of operations these functionaries are groping in possibilities and aspirations without actually understanding the real task of formulation and execution of Development Programmes. The major task is to minimise iniquitous distribution of gains of development with an end to removal of poverty.

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Abbreviations

DM	District Magistrate
SDO	Sub Divisional Officer
BDO	Block Development Officers
PRI	Panchayat Raj Institutions
SC	Scheduled caste
ST	Scheduled Tribe
OBC	Other Backward Class
JGSY	Jawahar Gram Samridhi Yojna
PMGY	Pradhan Mantri Gramoday Yojna
PMGSY	Pradhan Mantri Grameen Sarak Yojna
SJGSY	Swaran Jayanti Grameen Sarak Yojna
SGRY	Sampoorna Grameen Rojgar Yojna
IAY	Indira Awaas Yojna
BPL	Below Poverty Line
NSAP	National Social Assistance Programme
NOPS	National Oldage Pension Scheme
NMBS	National Maternity Benefit Scheme
NFBS	National Family Benefit Scheme

Executive Summary & Core recommendations

- (i) Literacy campaign begun in eighties have helped the weaker sections in Bihar.

The decadal growth in eighties in total literacy of Scheduled caste was nearly the literacy rate which the scheduled caste had achieved in three decades during 1951 to 1981, whereas the literacy rate among females (S.Cs) in eighties had been nearly twice of the literacy rate gained during this thirty year period. (page 75)

- (ii) The jump in female literacy rate of scheduled caste after 1981 has great impact in their socio economic outlook. S.C. parents send their children to schools even handicapped SC child now goes to school in the village. (page 101,142,148)

- (iii) The decadal growth of literacy rate among females in eighties has been higher than the growth of overall literacy rate. (page75)

- (iv) This has influenced the decision of parents to send their children in schools. Survey indicates that 66 percent villagers residing in South Bihar and 79 Percent residing in North Bihar desire to educate their daughters. Similarly 79 percent of parents in South Bihar and 90 percent of parents in North Bihar desire their sons to be educated. (page 41,75,168,169)

Girls walk a few kilometers away from villages to prosecute studies in Middle/High School. (page 101,142,148)

- (v) Parents in villages now send their girl child at an early age (upto 5 years) to school. Nearly 68 percent girls upto 5 years are sent to school in South Bihar while such percentage is 61 for North Bihar. Similarly 67 percent of boys in the age upto 5 years are sent to schools in South Bihar whereas 63 of boys of this age are sent to schools in North Bihar. (page 167)

- (vi) In South Bihar about 44 percent of villagers and in North Bihar 49 percent of villagers want to give college education to both sons and daughters even after selling their land. (page 171)
- (vii) The number of literates in Bihar is 31.7 million which is nearly the total population of Kerala State 31.8 million. (page 86)
- (viii) Growth in literacy has effected reduction in the infant mortality rate of Bihar. (page 78)
- (ix) OBC mothers in village now send their daughters to study in colleges in far off places. (page 148)
- (x) Females participate in meetings at places at long distances from their villages. They openly raise questions to outsiders and not feel shy to answer questions put to them. They run and manage cooperatives with success. (page 151)
- (xi) Females volunteer to receive para medical training, garment manufacturing training and to undertake enterprises dealing with poultry, pigrearing, consumer services etc. (page 191,192)
- (xii) Women have done electioneering themselves during Panchayat election and have won after keen contest. (page 151)
- (xiii) Women still suffer privacy in villages. Only 21 percent of villages in State have toilet facilities. (page 78)
- (xiv) Clean habits have been imbibed by weaker sections of the villages. Their habitations have neat and clean wide lanes and their handpumps are being used now by OBCs and others. They take baths daily. (page 78)
Disposal of domestic dust and rubbish "any where" is indicative of unhealthy practice which only 3 percent of villagers would like to do. (page 78)
- (xv) Necessity of drinking clean water has been realised by villagers. They know that drinking dirty water would harm their

- health. They install private hand pumps for safe drinking water. Village women attending rallies often carry drinking water bottles. (page-78)
- (xvi) Gradually villagers are understanding the value of small family norm. literacy have created awareness in them. Many want to limit their children upto 5 only. However social tensions, caste riots and elections bias them against small family. (page 42,78)
- (xvii) Village men and women have undergone vasectomy and tubeligation operations because of incentive money. However, couples have begun practicing other family planning methods in villages. (page 79)
- (xviii) Growth in literacy and rise in number of educated persons in rural areas appear to have helped villagers in developing scientific outlook. Influence of Ojhas (mystic) have been waned around fifty percent. (page 41, 193)
- (xix) Despite ineffective delivery system and near absence of public health facilities in villages, in view of rise in their consciousness villagers have by and large exhibited concern for securing medical treatment. Our survey indicates that 60 percent patients in the villages of South Bihar are treated by qualified MBBS doctors whereas such figure for North Bihar is 74 percent. (page81,86)
- (xx) Implementation of development programmes have suffered because of inefficient and corrupt delivery system.

The delivery system is not result oriented. The structure has corroded. Development administration has become ineffective because of complete absence of inspection by senior officers. Monitoring and evaluation of programmes are just not done. (page 73)

- (xxi) Field officers appear to be ignorant of the contents of various development programmes. Senior Officers should educate the lower field officers on contents of programmes. Whenever new development programmes are launched educative interaction among them on contents of the programme is imperative for the success of the programme. (page-70)
- (xxii) Delay in implementation occurs because of untimely release of funds. Release of funds in instalments keep the executing officers uncertain about the receipt of funds. In some cases release of subsequent instalments get restrained due to financial constraints. This scenario hampers completion of schemes in time. (page-69)
- (xxiii) Evidence of implementation of important schemes like Jawahar Gram Samridhi Yojna, Pradhan Mantri Gramoday Yojna (Grameen Awaas) Pradhan Mantri Gram Sadak Yojna, Swaran Jayanti Gram Swarajgar Yojna, Sampurna Grameen Rojgar Yojna could not be found in the survey. (page-203)
- (xxiv) Identification of families living below poverty line has not been done properly and coverage is inadequate. (page 62,63)
- (xxv) Meeting of Gram Sabhas have been held wherein proposals regarding identification of persons living below poverty line could not be considered anywhere. (page 109)
- Gram Sabha should first consider identification of families living below poverty line. This should be the foremost task before the meeting of any Gram Sabha. (page-109)
- (xxvi) Gram Sabha being a larger body, small informal body working under it in shape of Vikas Samity should be formed in each village. (page 112)

- (xxvii) This Vikas Samiti should consist of elected members of the village in the Panchayat Raj Institution and two members (one male and one female) from each caste residing in the village. (page-113)
- (xxviii) Each Gram Sabha should identify BPL families for facilitating beneficiaries under National Social Assistance Programme for example National Oldage Pension Scheme, National Maternity Benefit Scheme, National Family Benefit Scheme and other Schemes meant for helping men/women living below poverty line. Vikas Samiti should be ground work for such identification. (page 103, 104, 112)
- (xxix) Neither Antyoday nor Annapurna Anna Scheme has served the genuine beneficiaries, because PDS dealers most infrequently open the shop. (page 34, 103)
- (xxx) PDS dalers charge additional cost over and above the fixed charges of grains allegedly for compensating additional expenses incurred to give bribe to authorities. (page 53,103)
- (xxxi) Food security to indigent senior citizens in villages is yet to materialise. (page 42)
- (xxxii) In a village some villagers have been paid Rs.10,000/- for putting concrete roof on the old Indira Awaas Yojna. The recipient frankly admits to have paid Rs.2000/- for this grant. Mukhiya of the village said that this money would go waste as the old IAY building had Katcha walls which could not bear concrete roof and that the old houses could not be converted into semi pucca or pucca from this amount. (page 64, 69)

This indicates that the concerned BDO had released this amount without ascertaining the condition of the old houses

- built under IAY. Such situations create ground for misappropriation of the development fund. (page 80)
- (xxxiii) Migration of unemployed persons in villages is unchecked largely because of inadequate implementation of Employment Assurance Scheme. (page 84)
- (xxxiv) Pradhan Mantri Gram Samridhi Yojna has not benefitted the craftsman and professionals like Cobblers, Carpenters, Potters etc. in villages. (page 100)
- (xxxv) Rural Housing Schemes like Indira Awaas Yojna, Pradhan Mantri Gramoday Yojna (Rural Housing) and Credit cum Subsidy scheme for Rural Housing have not adequately covered needed persons. (page 84)
- (xxxvi) Panchayat Raj functionaries should be trained for giving development administration, 44815 Women have been elected for the first time of which 9262 are from SCs and 566 from STs. They require to be given training for the success of Panchayat Raj and development programmes. (page 94)
- (xxxvii) PRI functionaries require to be made aware of the necessity of generating resources from local available assets for augmentation of programmes meant for development of the village. They should be trained for creating new avenues for raising financial resources. (page 62, 87)
- (xxxviii) Land reform laws have not been implemented properly (page 57,58,59)
- (xxxix) Bataidars (share croppers) are at a disadvantages position as compared to land owners. Both Bataidars and land owners should equally share the cost of agricultural productions and yields. (page 67)
- (xl) Land acquisition has not served its purpose largely because of dispute on compensation amount. Some accept the amount

while others prefer an appeal against it in court of law where the case lingers for years. Both cultivators, i.e. those who accepted acquisition amount and those who preferred appeal utilise the usufructuary at the cost of the purpose of such acquisition. In one village nearly 200 acres of land were acquired for construction of a factory for employment of poor villagers. Some landowners have accepted compensation amount while others have preferred appeal. Landowners are utilising the usufructuary of the land at the cost of employment to co villagers. Amendments may be made in Land Acquisition Act to discourage interference by courts where the compensation amount has been accepted by even one landowner. (page 112)

(xli) Nearly 91 percent of education budget (Rs.3110.91 crore) is to be spent on non plan revenue expenditure in Bihar. It means that towards payment of salary etc the state is spending huge amount of Rs. 2875 crore) from its scarce resources. Still there is migration of students to other places where classes are regular and where teachers do not spend time in non-academic activities. Quality of teaching is poor in government schools and colleges, because teachers with security of government service are not keen to impart quality education to students. Private institutions attract students and guardians. Private tuition and coaching institutes are flourishing in each major town of the state. (page 34)

(xlii) As doctors do not attend to the Primary Health Centres, Additional Primary Health Centres and CHCs (Referral Hospitals) and other Hospitals, the effectiveness of delivery system in public health services has eroded. The PHCs, Addl

PHCs and CHCs are of little help to villagers who prefer to go to district hospitals or private medical practitioners for treatment. (page 41)

(xliii) The existing rules of executive business of state administration causes delay in release of funds on development programmes, as a result of which the working period for implementation of scheme gets shrunked to say 3 to 4 months only in a financial year. (page 68)

(xliv) The state has not been able to raise additional financial resources therefore it finds itself incapacitated to execute plan of actual outlay or to release matching state share for implementation of centrally sponsored development schemes. (page 8)

(xlv) The state has all necessary administrative infrastructure for development. However the infrastructure has been corroded. The administrative infrastructure requires reorientation for delivering good to people. Perhaps Panchayat Raj functionaries may be able to effect such reorientation. (page 8,35,42,86)

(xlvi) Villagers should have one pucca godown for storage of grains. Villagers volunteer to give land for its construction. Godowns can be constructed under Employment Assurance Scheme. (page 49,51)

(xlvii) Unremunerative sale of grains prevails in villages because of distance of Hats. Middleman still operate. Cooperatives should be revitalised in villages to help agriculturists in getting remunerative prices of their production. (page 50, 52)

(xlviii) Sex discrepancy in payment of wages should be eliminated. (page 54,55)