

Foundation Lecture delivered by Digvijaya Singh

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Shri Jatin Hazarikaji, Shantikam Hazarikaji, Prof. Dhiraj Bora, Distinguished Guests and Students,

I am indeed grateful to Shantikam, whom I know last 50 years. We studied together in school. Lost touch between but then again when I was made the incharge of Assam as General Secretary, AICC I have been able to revive our contact memory grateful to him for giving me the opportunity to speak to my young students and to the distinguished gathering. I would give its please me to surprise to find Dhiraj Bora he came he joined school after he left it but then I was studying in Indore and I was a regular visitor to the school because I was played scotch in the Delhi College's courts and we had daily followed Prof. Dhiraj Bora and I am very proud to say that the position like he had created for himself in the field of Physics and Plasma research that something that country's proud of. Well-done Dhiraj. May God Bless you.

Shantikam, my old friend and of course we read in the same class and he had contributed and of course much better than me in academic filed and usually I got coaching to appear my examination for Shantikam. Today he has asked to speak on Envisioning and Managing the development process in State systems. Well, I have always believes that a country like ours whose resource diverse and dispatched there has to be a broad policy of people sentry, community grievance, community own sustainable development. What we have seen in the past 50 years is that we have really not been able empowered the community the people we have empowered the system but in really not been able empower the people. I think this is one of the biggest drawback in the last 50 years of development history and because of which we have seen that the service delivery mechanism is not really been as efficient as should have been. Of course, when we talk of development process in the state system, the whole idea has to be seen with a state specific object. Of course the national resources, which are available in the state human resource available in the state and how these you can optimize the productivity of the natural and human resource available within the state. Of course we

have to see the changeas far mechanism is concern how badly have been depleted our national resources having been able exploit our national resources to optimum level without really endangering the ecological environment and the same we have to see what level of human development index are available in the human resource of the state. I think what is most important is to take the human resource first. After all in a civilized society it is the people who matter. What is the level of man infiltration rate, what is the level of index to see, how high is the infiltrate mortality rate, how high is themortality rate what is the economic level of the people and therefore I always felt that the first point on which any political executive or any government should exist to do the quality of life of the people and improve the human index of the people?

Therefore, I wanted do a base-line survey as to what is the level of Human Development Index (HDI). Human Development Index of course as the famous economist Pakistani Babul Hussain Sahab and brought the concept of HDI when he worked in USA and Madhya Pradesh is the first state to do such a national HD Report. When the report was prepared and published, lot of my party people and my senior civil servant told me that for most of the time your party has been in a government and to come out this kind of any human development report which is really reflect of the performance of the past government. I said this is not generate from reality let us go fact, if the HDI is poor, it is better to accept that execute the problem rather than galore of the problem. So we prepared a first human resource and now become a almost a practice involving the state governments and the planning commission also funding that what is important is that find out what is the level of human development in the state and of course then the problem to the ecological areas. Similarly, the national resource is concern now Assam has a large area under forest. The problem here is not lack of water but more of water. The flood is a continuous problem. Ecological deprivation upstream in the casement area of Brahmaputra or flood to the plains of Assam and also the lack of..... is a problem. So we have to apply our mind that to what the real issue and how we can exploit our national resource for the betterment of human resource. At the same time what is the best way improve your human development resource.

I think we have to understand to me a government have to be a more facilitator rather than regulator. I have always felt that the strength of the community has always been underestimated by us and I think we failed to realise the inherent common felt of the people of this country who have the traditional knowledge, who have been able to practice in their

own way and came out the solution to problem which could not really there earlier I think you have to sort out inherent common people and that is why people are solution not problem. What is most import is to involve them in our service delivery mechanism in make them stakeholder and empower them to legislation or regulation so that they become.....this thing,

The ethos and the strategy which Mahatma Gandhi wanted in this country, unfortunately we could not really adopted because the historical reasons. He wanted the every village to have enough power like liberty of republic and the power he could really worked upon within the given at a higher level. But Baba Saheb Ambedkar who naturally came from the backward classes, he was also right to such an extend that the social structure of the village was not really convened to empower the village into a community level to which Mahatma Gandhi wanted.

Of course they had both strong vision and strong argument, but I strongly feel that subject to the social character of a village, the village should be a primary unit of development. Unfortunately we have not been able to make village or go to the extent.....family to be the primary unit of the development. The cohesive less of a village the interest of the villagers which something which we have not been able sort of worked upon. You see country today is top down service delivery mechanism where the bureaucracy, the civil servant have been given the task of executing the development schemes of the state. I think when we exclude the community when you exclude the people you are really not making them a partners in the development. This is one of the major reason while we find that the Rajiv Gandhi had to made a famous statement that I spend 100 rupees to the stakeholders only 50 rupees is left. I think what is most important is to hand over and the empower the local bodies so that they can develop their own plan and we do not such things and money bounded scrolled from the top. So a village or a security hand should be the primary unit of development and then you empower them and asked to make their own plan, with attempt earlier the planning board was at a state level. The new 23rd /24th amendment has provided for devolution plan at the district level, which I think is a right step, but the planning has to start from the village. Unfortunately numbers of states not really been able to develop a district plan model. And this I think this is one of the major weakness, because Assam states as such diverse in later from the NC Hills to Cachar valley to Cachar valley, upper Assam, lower Assam, I think the hills and the forests and the plain it is so diversed in its exact composition and also in its

geological structure same kind of development sort of projects for all..... Infact I having fighting specially in the planning commission the centrally sponsored schemes you make out the centrally sponsored schemes for the whole country, but unfortunately, you do not allow the district and the panchayat to evolve and make out the schemes so that that particular village. I think that is one of the major reason why the centrally sponsored is not done well as they should have. Infact, member as the CM, the National Development Council 1993 or 94 I forget we had decided that all centrally sponsored schemes will be transferred to the states so that they can evolve their own scheme. There was a working group in planning commission and 24,000 crores was to be given for the centrally sponsored schemes. But this working groups mean deliberate do at 2 or 3 years and ultimately decided that only 400 crores out of schemes.....to the states that can be given. This protection of within the ministry the Government of India and within the planning commission is one of the major reasons why the decentralisation which Mahatma Gandhi and what Rajiv Gandhi infact unfortunately could not taken place. That is why we have highly centralized service delivery mechanism, which unfortunately does not work.

Now, as a political executive or as a state we have to create right environment for policy-formulation, legislation, rules and regulations to the policy. Now people as such have to be made educated made aware of their right and duty and have to suitably empower by the legislation, rules and regulation so that they become stakeholder to the developmental process. Unfortunately, we had feel that a political leader whose primary duty to legislate when need time for a legislation because of the absence of a viable local body in the country we have seen that the MLAs and Members of Parliament feel that there is a political executive of the constituency which is really not correct.

They have been elected to legislate, to frame a rules and regulations and also took contribute to a policy-formulation, which is a best interest of the country and for the best interest of the state but unfortunately because of the absence of a viable local body they assumed that a political executive of their own constituency, which is not correct. In fact, when the MPLAD fund and MLALAD fund bourght.....constitutional and legally also discretionary fund withoutoverall planning process but it has happen and it has a strong point some money for the development which unfortunately may or may not have come. But you have given money as a discretionary fund down to the grassroot, down to the panchayat or village level this could have been better utilised. Unfortunately the legislation that can be

bring.....If the political executive is not really clear the map of development.....want to the country. The policy formulation and legislation part is left to the bureaucrat to frame. This I think, if we see the history of last 50-55 years, if the Members of Parliament and the MLAs are really not sort of paying attention to the formulation of the bill and the rules and regulations, it usually left to the legal expert and to the bureaucracy. They may not be very clear to the ground reality, but when they formed the legislation they assumed that all people who legislation is going to affect are all are all corrupt and the state has to be protected from them. Unfortunately, my own experience is the reverse is quite correct because these assumption that everyone protected him is not correct. We must go with the assumption that everyone is honest and everyone is concentrated right and duties keep open the provisions for the law breakers but when they starts assuming that everyone is.....better protective, you bring such a provision which becomewhich do not really go with the right of the democratic system. My own observation has been that a delegated legislation with the training of rules and regulations, which is also the duty of the state with the different committees unfortunately no MLAs and MPs even I as an MLA and Member of Parliament never pay attention to this things. But as Chief Minister I realised that need to look into the rules and regulations, which unfortunately we avoid.

Now, through the rules and regulation and over protectiveness by the law framers we find that.....inspectors and supervisors in the systems itself. And you know the..... every inspector and supervisor has a pride attract to his position that is why the more inspector and supervisors and ultimately more corruption. I have strongly always felt that the community and the stakeholders are the best inspector and supervisor because they have a vested interest in these aspects of the successful implementation of the schemes itself and that is why I have always guide in my year of government I have always interested whenever formulation the schemes the implementation of the scheme even the conceptualizing the scheme and even detailing of the schemes should be left to the stakeholders that is why the integrate water shed management project in MP project successful project because we said the whole village is given money that that has to be spent and then they are argued to draw own plan and problem of the village from time memorial for forefathers' time. They are concern the natural resource much more than us. The only question of making them aware of the reality and providing the money so that they can make their own these things. My own experiences when the devolution was the implementation of these schemes was excellent. Whenever the project officer he interfered with the leadership within the group we have a problem. Therefore, if

any project has to be implemented until you take the stakeholders and the beneficiaries into confident things will really not work.

Therefore, if any project has to be implemented until you take the stakeholder and the beneficiary into confident thing really not work. I member that a World Bank project to be we will give to that money to every village beneficiary this again the Below Poverty Line and the poverty indexes the planning commission last time came out with I thing having problem, because they vested poverty line indicator on the issues of calorie index consumption of the family which is highly arbitrary and village in grassroot people really do not know in some of the village in my own state of .MP people thought that if you are keep consumption of calorie..... poverty line. So, I think the policy of deciding of the poverty indicator in my opinion have to be on the valuation in the family the migration of labour, lack of attract unemployment and of course then the whether he has a pucca house or not and like that rather than the consumption of calorie is one most indicator..... So when these things came we get the beneficiary the amount of money and you said now you development make.....your own plan. I can tell you that this ultimately result is in an excellent implementation of the scheme. For example, central group decided that we have to ban for your own limit. So the money was given got them and then they found that in best place to buy the equipment. They found in Muradabad in UP where the instruments are manufactured they should go and buy. So they went to that place and bought the equipment of their own choice and also be negotiated the price as a result equipment cheaper and better equipment for the bandh. If it had been left like the IRDP programme to the officers they would have fixed these instrument has to be bought for such and such shop where the commission that has been fixed earlier. So that is why I am saying that if you can really given the power and power people make them decide among themselves between the...is the only answer and is one of the effective service delivery mechanism that I can think of.

I think people sometimes complained even my ministers complained about bureaucracy that they do listen to them. We have eminent bureaucracy in dias also, but frankly I never having problem with the bureaucracy. You know bureaucracy is of course when informed a high intellect but if they are given a clear mandate if know the mind of a political executive they always performed. But if they do not get a clear message if they do not get clear mandate from the political executive then of course they are feel do they wanted to do. Therefore, in think we have an Indian democracy a very fine democracy performedI think you have

to deal with a clear mandate. For example, ...those area district government in MP those power without improving the power panchayat in their locality. It was virtually taking the secretariat power given to the district officers. Any other task would have tried best harder to retain task, but when done within best-framed rules and regulations down to the bottom of feet as a result this district government concept failing to claim within 15 days. What I am trying to say the bureaucracy has a role to play and it has reason to be occasion provided you give them clear mandate and a clear that message they like to do.

Now as far as the natural resource are concern, I have always felt that shortest these one resource which I think not been able to mandate and we must remember people and people talk of environment and ecology and they talk of ecological security we can never have ecological security until and unless we have put security viable security for the forest dwellers. Our forest act created was found enacted 1927 primary for the Britishers to exploit forest recourses in the country. Unfortunately we have not been able to sort of look at the issue in a fatal. In 1980 we brought the forest conservation act Gandhi brought but I strongly feel that the resource available in forest belong to the people. It should go the people and if the people realise that these trees or fruits or grass of mine he have vested interest in the protecting the forest.....fore right insurgency problem I have been saying for along time that we have to a fresh look the 1927 forest act. We have to deal the forest resource to the people living the in the forest areas otherwise they will cut forest they will sell forest and they will do their farming on that. Infact, whenever a joint forest management committee has been empowered the forest management much better. So, I strongly feel that the tell you that community living in the forest areas I am giving as a an example, just to tell you that how best we can conserve our forest resources exploited sustainably is only by involving the people who have vested interest in the subject then only the possible. Our joint forest management committee has been successful but that is not enough. We have to make the forest manual and primary the tribal, the owner of the forest. Now there has been highly contentious issues some environmentalists feel that the tribals who cut down sort of the trees. But if you can evolve the system by which a forest lover or a tribal can have a collateral forest consumption load which you have a tree or produce things can be sorted out then of course if there people.....forest produce people who are do legal thing they should have been punished. But once you involve the people and the community in the managing the forest it could better exploited. Same thing is our money regulation manual is also outdated its first of all major manual and minor manuals are divided. The major manuals decided by

the government of India only minor manual are decided by the state level. Now, the major manual which I strongly feel.....that is why we find who are very richer in natural resources are extremely poor, i.e. Jharkhand, Chhattisgarh even Assam also we have to keep the ownership and the right to the state. I have been changing for a long time unfortunately not been able to sort of convince are plan in Delhi See, for example there is cool mind..... certain area now the people who are loosing land if you do not make them the beneficiary in the exploitation of manual then you are the unfair... The most of the then number example where tribals are another in their lifetimes..... irrigation projecting, these people..... fulfilling become beneficiary of this development process I think what is most important is those people who give up their land, the land....given share of the development process without which..... Land Acquisition Act also even the Act of 1987 unfortunately the Land Acquisition Act has not been depleted. Now we have a debate going in.....SEZ. In USA the land acquisition whenever the government required the land for government purpose.....there is a tripartite meeting between the developer and the local bodies market price given a market price usually in the state the last 10 years primary measureunfortunately less in the market price.....therefore, the concept have come into land....development projects. For example in MP and Chhattisgarh there was a Diamond Bearing Zone and it was in the remotest part of Chhattisgarh where there was primitive tribes I saidand provide to be we develop a model.....until and unless local area and also they provide skills to the people whose land.....We developed a model and on that model over and above.....come up now this government of India there was money regulation act you do not have authority to..... on that but again whole. What I am trying to say confirmed the people at last.

Now, I think the social sector is concern that problem in the country as mentioned in earlier....in school in the hospital itself. For example, number of school in my State, the teachers are appointed on a centralized basis and.....scheme like to go the village. Therefore, every teachers are not to be posted.....village...block headquarter as a result rural area. unfavourable in the rural areas. There are numbers of schools where the teachers are not there. Therefore, we started the Education Guarantee Scheme that any village in which have a school within 1 km areas right class for to given to 90 days and we empower them to choose their own teacher. Now, the community choose teacher, the teacher was accountability to the community. The salary was paid by me and the parents teacher committee of the students meinfatabsenteeism in MP came down of teacher

came down from 50 to 18 percent. Only because the change the recruitment policy adopted by the possible

I was criticised in absence of primary health care in absence of doctors and paramedical villagers I said I am only objecting providing facilities...and quite the China has always I was criticised boy and girls living the village for six month in integrated medical system...I was criticised what will do in absence of doctors and paramedical staff untrained quash providing facility where the people in villages...that we have to provide decentralized andprimary health care.....like India I therefore, Janta Jansakti the detailed scheme has been remodel as a National Rural Health Mission provide the scheme which is about in MP there has been abecause of Asha where they are trained in the medical system and they provide primary health care at the village itself. The result extremely excellent because they are paid the salary because as my own experience has been that the most a human being is confirmed in job. There was a very old story of Mali in St. Stephens College he was working in temporarily you find another mali because now I am confirmed so the point we understand once you starts giving salary.....natural my assessment you know...ever punished for not working the performance level incentives and the grassroot level is much more better.....but people have been punished grassroot level was more efficiently much better than just putting the on a salary.

Now the agriculture is concerned, our extension services are become extremely poor. Again the same thing who are agriculture officer they supposed to provide agriculture information and agriculture sensex in the department but at the same they are different that there need to a ...concept agriculture village system trained the village agriculture worker, T&V system later on we found that these persons who was to provide training are visits the farmers were himself not available. So T&V system became.....not available. So, therefore the agriculture extension is very poorthen if you farmer sentry if you trained and educate the farmers he will be better educator in the village community and slowly the thing they will adopt.

Of course all these expenditure of the state need money. Unfortunately in our state the tax GDP ratio in our country are extremely poor in the world.We have not been able tax ratio which I think put together would not 16-17 levy, I am correct or wrong, where the USA UK much more than 30 and 1 percent of tax GDP can provide available for the governmentlook into the fiscal system from also in my own experience I have always

felt if you have put in a better tax in honest tax payer which ultimatelymuch better then empower the... Infact in MP in my tenure as Chief Minister agriculture you have a new officer even the commissioner it didwithout the permission of the state government. Lot of traders came to me and said you have relieved us from paying tax..... but our tax revenue increased ratio is that are increased if you can make agriculture income tax.....itself and I think best in the country. I think in a democracy..... but in earlierin farmer most of human system and most of the system in the independent.... The farmers have to contribute state. Now land revenue totally become a negligible figure. I think we should..... Land revenue become tally a negligible figure. But I thing we should ... asking the facer to contribute some part of the agriculture produced to be retained in the village itself it should go to state systems. Once it goes to the state system....whether money is going. So, I think the decentralized system of tax collection, the villagers can spent their own tax....local bodies can be empowered to levy tax if you do levy tax and it can collected and this can be used for the village development.

I am telling you an incident in my constituency. I went to a village. They took me to show a new temple they have build. I asked them how much have you spent on this? They said that 4 lakhs. I said why you have money problem? They said we collected from the money levying taxes on the farmers for.....we have collected 4 lakhs and we have spent on it. While coming back they given an application that you give us some money for making this road pucca. I said how much will it costs? They said 50,000 rupees. So I said when you have collect Rs.4 lakhs for a temple why you are unable to collect 50,000 rupees for the pucca road? The point which I raised is there is possibility there is the people living in the village if you want to they can raise money for development, but unfortunately over the year we have make them depending manner everything had to be handed out to them on a flatter. So, I think need to relocate the whole thing and charging meagre fee from people without functioning it should be sort out.

It can be locally collected, locally levy and locally spend. Now, for example, Rogi Kalyan Samiti Scheme that we brought in the government hospital which strengthen the principle of 'you collect and you spend' it does not go to the state and many development history but some people to object I said I have not levy any tax, local community if there in the spent in the improvement of the hospital itself why should I object? Same thing in colleges and professional institutes, in engineering and medical colleges. As a result that now all the fees

collected by the students if the same in the institute without going the state government. Until and unless you sanctioned your professional institution until and unless levy meagre fee, how the community can contribute to the betterment of the facility. When talk of improve the facilities one should realised we have duty to us to society also and if we can do it to pay our..... In my own experience the common man is not quite ready to pay taxes, but we the political people are paid the levied taxes. I think there is a greater interaction among the people by them in their own villages, I think this is possible.

Well, I think I have taken lot of time, but no state can progress without upgradation of technology and adaptation of technology. I think Assam has IIT in Guwahati what we really need is to link research we feel fine unfortunately which not happening in forestry, in agriculture and linkage between the lab is really not there I think the pointed that we have to establish a formal linkage between the research laboratory and the users.

Well, of course, no state which can be progress without it encouraging the traditional artisans, traditional handicrafts and this of course it is most important of course the cultural heritage something to be proud of and I can say what a little bit of Assam rich cultural heritage of Assam and northeast is something which is in my opinion. Ireally to believe I think the local handicraft, local cultural heritage of Assam and northeast is something really to be proud of and the market more you need develop which go long. Well, before I conclude I as a political leader one has to be expert in managing contradiction, which is day-to-day affairs of a political leader, we have to manage contradiction within our party within our government and within our systems. At the same we have to evolve in very efficient conflict resolution mechanism also because I would say that the role of a Chief Minister that of a fire-fighter every morning he has a problem he has to fight so that these can be resolved and sorted out. I think the most important or any development strategy or a management system of course conflict resolution mechanism and also the how to manage contradiction. I have been able to tried my best to say something on that issue I feel the people the names whose has been were mentioned me who has been speaker in this august gathering is man of learning, man of knowledge and I think the names read out by Shantikam I thought where I will be able to that level convey my thought and my experience with the student and distinguished gather. I hope I have succeeded.

Thank you.