

EVALUATION OF
DEVELOPMENT PROGRAMMES
IN
BARMER
RAJASTHAN

A REPORT PREPARED BY

ADVANTAGE INDIA
5E, White House
10, Bhagwandas Road
New Delhi - 110001

EVALUATION OF DEVELOPMENT PROGRAMMES IN BARMER RAJASTHAN CONTENTS

(i)	Executive Summary				
Chapter - 1	Introduction				
Chapter - 2	Survey design and Implementation				
Chapter - 3	Area Profile				
Chapter - 4	Households and Respondents background Characteristics				
Chapter - 5	Agriculture				
Chapter - 6	Education				
Chapter - 7	Health and Family Welfare				
Chapter - 8	Information, Education and Communication				
Chapter - 9	Panchayati Raj				
Chapter - 10	Development Programmes				
(ii)	Drinking Water				
(iii)	Relief Works				
(iv)	Conclusion				
(v)	Recommendations				
(vi)	Appendix				
	<u>Table - 1</u>	<u>Table - 2</u>	<u>Table - 3</u>	<u>Table - 4</u>	<u>Table - 5</u>

EXECUTIVE SUMMARY

In order to assess the efficacy of various development programmes, Planning Commission, Government of India sponsored the present study.

1. The objective of the study was to provide village level data on implementation methods of various development schemes and further needs of the rural community.
2. Both qualitative as well as quantitative methods were used. Qualitative methods included focused group discussions and case studies whereas quantitative methods included beneficiary's schedules, women's schedules, and gatekeeper interviews.
3. Target sample size was 1000 for the village schedule and 200 for the gate-keeper's interview schedule. 10 village panchayat in five development blocks were selected keeping in view diversified issues, population domination, and proximity to service delivery centres. Attempts were made to include maximum households living below poverty line. Socially active persons such as lawyers, teachers, social workers, doctors, etc were interviewed for gatekeeper schedule.
4. Interviewing female population was a problem because of low literacy rate and practice of *Purdah* system. 67 days strike was another problem faced during study. Panchayati Raj elections were also held during the study period that kept most of the people politically engaged. The difficult geographic terrain also made *Dhanis* (hamlets) inaccessible.
5. 76.2 percent respondents are male and 23.8 percent are female. Average age of the respondents is 39.11 years. Majority of the respondents are engaged in agriculture 37.8 percent respondents are from scheduled caste and 30.8 percent from other backward castes 18.5 percent respondents are from general caste whereas 13.58 percent are from poor scheduled tribe population. Majority of the respondents are illiterate (74.3%).
6. District has an acute shortage of irrigation facilities. Farmers depend on rainwater for irrigation. Only 4.79 percent farmers interviewed have irrigation facilities. Use of fertiliser is also not very popular and only 17.1 percent use them. Government has been able to provide irrigation to only 3.4 percent farmers. There is no Government programme to develop agriculture in the district. Only one percent respondents said they were assisted by the Government agencies. Average livestock with each household is 12.18, of which most preferable is goat. Only 3.4 percent respondents said that Government is doing something to develop animal husbandry in the district.
7. Availability of fodder is a major problem for most of the respondents and only 16.8 percent of them have a fodder depot in their village. Quality and regularity of fodder is very poor. Average distance of the veterinary hospital is 13.45 kilometres from the villages. Doctors charge fee and immunisation has not been done. Many animals are dying due to non-availability of fodder and water. Lack of irrigation facilities and lack of fodder are the most common and severely affecting problems of the respondents.
8. Though primary education has been made available in each village, education for secondary and college level is a luxury, which only a few can afford. Number of secondary, higher secondary schools, and colleges is very less. Dropout rates are high (19.9 percent dropouts before class V). Girls are not encouraged to go to schools after class Vth. There is lack of girl schools and female teachers. Social customs and early marriage practice in some

communities are also responsible for low literacy amongst females. Only 31.4 percent respondents said that the literacy classes were organised in their village. Quality of these classes was poor and no study material was distributed. 98.8 percent respondents think that the teachers are not regular to the school every day and come to school on turn basis. Quality of primary education is satisfactory according to 60.8 percent respondents but focus group discussion participants said that the quality of education is so poor that a class Vth student cannot even write other student's name.

9. Anganwadi centres are not functioning well. Distribution of supplementary meals is not regular. In some places it is given to cattle of influential persons of the village. No other facility is provided from the centre except meals.
10. Health services are the worst affected. Though doctors are available, admissions to hospitals is very rare. Remoteness of health services is a major problem and people resort to traditional medicines or witchcraft in case of illness. National healthcare programme is not implemented properly except Blindness control programme, which is very successful. Even though Barmer has the largest number of T.B. patients, T.B. control programme is not effective. Malaria and Leprosy control programmes exist on paper only according to the 90 percent of interviewees, and focus group discussion participants. Doctors are practising privately from their residential government quarters and charge fees for diagnosis and medicines.
11. There is a paucity of doctors especially lady doctors, medical staff, medical equipment and other facilities. There is only one anaesthetist in the whole district who is not available most of the time and there are only two gynaecologists available in the district to serve a large population.
12. Only 24.2 percent respondents said that family planning facilities are available at the Public Health Centres. At sub-centres they are not available at all. Men do not prefer sterilisation and in majority of the cases female sterilisation is performed (99.2%). Majority of women still cure their children with opium solutions whenever they suffer from diarrhoea (34%). Male child is preferred over female child. Pre and postnatal care is not available to most of the women. The general health condition of people is grim and needs immediate intervention.
13. Due to migration to other cities by majority of adult members of the villages in search of jobs, HIV/ AIDS is spreading in the district. 8 cases of AIDS have already been detected during the last two years. Government is not doing anything in this regard.
14. Only 0.8 percent respondents have a television set and 12.5 percent have radio sets. Songs and other entertainment programmes are most popular. No government officials have ever informed people on development issues.
15. People do not seem to be happy with the representatives of gram panchayat especially sarpanch. Women of some communities do not vote because of social customs and prevalence of *Purdah* system. Only 35.3 percent respondents attend gram panchayat meeting. Majority of the respondents do not have any information about the meeting in advance. Participants of focus group discussions said that these meetings are only a formality and resolutions are made as per the convenience of gram sarpanch and gram sewak. 70.0 percent respondents feel that panchayat is working just as any other Government office. It does not have any important role to play in the development process of the village. Gatekeeper interview respondents think that gram panchayat is acting like a contractor and is a puppet in the hands of Block Development Officer and gram sewak because most of the sarpanchs are illiterate and do not have enough knowledge of

development programmes. But 51.0 percent feel that the development process has accelerated after the inception of Panchayati Raj system.

16. Selection of the beneficiaries is as per the guidelines, though financial and political considerations by sarpanch, gram sewak and BDO is an important factor that influence the selection criteria. Majority of the beneficiaries under government programmes are from schedule caste.
17. Development programmes such as Indira Awaas Yojana is implemented properly in the district. Programmes such as Integrated Rural Development Programme (IRDP) and Development of Women and Children in Rural Areas (DWCRA) have failed to deliver the desired results. Only subsidy amount is availed by the beneficiaries under IRDP. Development of Women and Children in Rural Areas (DWCRA) and Training of Rural Youth for Self Employment (TRYSEM) programmes are implemented on paper only according to the most of the participants of focussed group discussion. The impact of these programmes is marginal.
18. Watershed (cluster development) management scheme sanctioned under Desert Development Programme (DDP) and Employment Assurance Scheme (EAS) has not been able to deliver any benefits even though huge amount is being spent on these programmes. Implementation process violates guidelines and participatory approach is missing.
19. Not a single respondent said that he/she has benefited by social assistance programmes such as National Family Benefit Scheme, Balika Samridhi Yojana, and National Maternity Benefit Scheme, whereas 5.3 percent of the beneficiaries are getting the benefits of National Old Age Pension Scheme.
20. Border Area Development Programme (BADP) has laid more emphasis on constructing buildings and residential colonies at district headquarters. But indeed, BADP has achieved remarkable success in providing drinking water to the remotest villages in the district through Public Health Engineering Department (PHED). Border villages covered under the study have been connected through all weather roads.
21. Schemes such as Ganga Kalyan Yojana (GKY) and Million Wells Scheme (MWS) are successful only in few villages. These schemes cannot be implemented in major part of the district because ground water level is very low. These schemes benefit big farmers rather than the small and marginal ones.
22. Jawahar Rojgar Yojana (JRY) and Employment Assurance Scheme (EAS) are the major schemes, which are advantageous in creating community assets in the villages. Schools, panchayat bhavans, and other buildings have been constructed under these programmes. But these programmes have failed to provide 100 days employment to the members of the families living below poverty line. The scheme fails to provide employment opportunities because most of the constructions are of concrete in nature (*Pucca*) which needs more skilled and semi-skilled workers than the casual labourers.
23. Corruption and political interference is prevalent. Commission system is rampant and no work is done without financial considerations.
24. Sarpanch does all the construction on his own with the help of local contractors. No workers committees are formed and workers cards are not made at gram panchayat level under EAS.

25. Quality of assets created by the funds, sanctioned under various schemes is very poor indicating possible misappropriation of funds.
26. Famine relief works done in the year 1998-99 have not been able to provide much relief to the villages. Rs. 20 was paid to the labourers per day on the basis of measurement of earthwork done by each labourer and not on the basis of daily wages.
27. Relief work for the year 1999-2000 had not started till February 19, 2000 forcing majority of adult male population to migrate to other cities and states in search of jobs.
28. Availability of drinking water is one of the major concerns of the villages and the situation is alarming. Due to non-availability of sources in the villages, people have to cover a distance of at least 10 to 15 kilometres to fetch drinking water in summer. There are more than 74 villages and more than 1,200 *Dhanis* (hamlets) which do not have any source of drinking water.
29. Repeated famine and drought situation, lack of economic activities and lack of industrial growth have forced many parents to engage their children into labour. Even contractors who are doing government works have employed children. In Gadra Road gram panchayat the carpet-manufacturing units have employed children.

Chapter - I : INTRODUCTION

1.1 Introduction to the study

The present study is a part of sincere efforts by Planning Commission, Government of India to gather first hand data on various aspects of the implementation methodology and efficacy of the development programmes, especially in rural areas. Scientific collection and analysis of data is an important source of information for the planners and implementers of the development schemes. The study is designed to present a true and unbiased picture of programme implementation procedure in the Barmer district of Rajasthan.

Present study covered all the development programmes being implemented in the district with special focus on health, education, poverty alleviation, and rural development.

1.2 About Rajasthan

The state of Rajasthan is situated in the north-western part of India between 23° 3' to 30° 12' North latitudes, 69° 30' to 78° 17' East longitudes. The present state of Rajasthan is the result of successive merger of the former Rajputana states on November 1, 1956 when the states of the Indian Union were reorganised along linguistic lines. The present state of Rajasthan came into existence as a result of this merger, and later the state of Ajmer and the Sunel Tappa region of former Madhya Bharat were also merged with Rajasthan. Since then Rajasthan has not undergone any territorial adjustment (Chib, 1979).

According to the 1991 Census, Rajasthan has a population of around 44 million and is one of the major states of India. The decadal population growth rate in the state during 1981-91 is higher than the country as a whole. Seventy seven percent of the population lives in rural areas compared to 74 percent in India. Rajasthan is one of the most educationally backward states in the country. The literacy rate according to the 1991 Census is 39 percent in the state compared to 52 percent in the country. The literacy rates are 55 percent for males and 20 percent for females in Rajasthan compared to 64 percent and 39 percent for males and females, respectively, for the whole country. The crude birth rate of 34.7 per 1000 population and the crude death rate of 10.4 per 1000 population in Rajasthan is greater than the all India crude birth rate of 29.0 per 1000 population and crude death rate of 10.0 per 1000 population estimated by the Sample Registration System in 1992.

1.3 Barmer

Barmer, one of the largest and the most backward districts of the exotic state of Rajasthan is largely arid. Apart from a small offshoot of Aravalli hills in the East, the region has vast sand covered tract which stretches for miles and miles together and forms a part of Thar desert known for its dryness, extreme temperature and erratic rainfall.

For the local population comprising mostly of schedule castes, scheduled tribes and refugees of the Indo-Pak wars, life is a struggle. Agriculture, which is the mainstay of rural India, is an unattractive proposition due to the frequency of droughts that plague the area, the inhospitable terrain and the lack of irrigation facilities. With no industries around, the only source of income seems to be animal husbandry, the traditional craft of patchwork and mirror embroidery, practised by the women of the area.

Chapter – II : SURVEY DESIGN AND IMPLEMENTATION

2.1 Objectives of the Study

The primary objective of the study was to provide village level data on implementation methods of various development schemes. It was also designed to calculate impact of development schemes and further needs of the rural community. More specific objectives may be given as following:

1. To evaluate all the schemes/ programmes on health, education, poverty alleviation, rural development, women and child welfare etc. implemented through various agencies.
2. To assess the process of implementation such as selection, sanction of money, execution of work etc. under various schemes by the implementing agency and to assess the quality of community assets constructed.
3. To know the impact of various schemes on beneficiaries households.
4. To know the extent of funds utilised under different schemes during the period 1996-97 to 1998-99.
5. To know the grievances of the beneficiaries regarding various schemes.
6. To seek peoples' suggestions in order to improve the implementation of various schemes.
7. To provide recommendations for improvement of the schemes.

2.2 Survey Methods

Formative and summative evaluation of development schemes was complicated as it included many programmes. A comprehensive study could have been possible only through application of different methods. Keeping in view the socio-economic background of the respondents a more comprehensive method was envisaged.

Both quantitative and qualitative methods of research were used. Qualitative method included Focused Group Discussions and Case Histories while quantitative method included beneficiary's schedule, women schedule and gate keeper interviews.

In addition to methods mentioned above, a separate schedule was developed to map the structures created in the villages, which again was compared with the Government records.

2.3 Schedules

Schedules having standardised alongwith open and close ended questions were used. Questions were carefully constructed to elicit correct and detailed information from the respondents at the same time giving them a freedom of choice. Schedules were designed carefully in relation to the knowledge and language of the respondents. Pre-tests of the questionnaires were carried out in Fogera and Uparla villages. A two-day training session for the interviewers and supervisor was conducted at district headquarters. For the pre-testing of questionnaires, a total of 50 pre-test interviews were completed. After the pre-test appropriate changes were incorporated in the schedules.

The household schedules were used to list all usual residents of the sample households. Some basic information was collected on income, education, health, panchayat system and development schemes. The schedule also collected information on household itself such as source of water, type of lighting, livestock, type of toilet facilities, land holdings and characteristics of the respondent such as religion, caste or tribe, age and education etc.

The household schedule consisted of 11 sections, which may be described briefly as following:

Section I – Respondent's background: - Questions on age, education, caste, annual income, etc. are included in this section.

Section II – Agriculture and livestock: - In this, information is collected about the total land holdings of the household, sowing pattern, livestock, irrigation facilities, etc. It includes questions on problem in agriculture and animal husbandry development.

Section III – Education: - This section collects information on educational status of the households. It also includes question on the educational facilities available in the village.

Section IV – Health and Family Welfare: - In this section information is collected about the general health of the households. Questions on delivery system of health services are also included in this section.

Section V – Information, Education and Communication: - This section is devoted to IEC attempts in the villages. In this section information is collected about availability of communication channels, and government efforts in information dissemination on development issues.

Section VI – Panchayati Raj: - This section collects information on the working style and efficacy of local self-government.

Section VII – Development Schemes: - This section is devoted for collection of information on development schemes being implemented in the district.

Section VIII – Beneficiary's Comments: - This section contains comments of the beneficiary regarding the methodology of implementing development schemes.

Section IX, X, and XI – Interviewers and Supervisor's comments: - This section contains comments of the interviewers and supervisor based on their observation.

Women's Schedule

Keeping in view traditional barriers in the area of study, a separate set of questionnaire was developed for women. These schedules were administered on women in selected villages. The women schedule is divided into 9 sections.

Section I – Personal Information: - This section of the schedule contains questions to collect information about the characteristics of the respondents. Information is collected on age, marital status, age of marriage, education, etc. in this section.

Section II – Family Details: - This section collects information about the family of the respondent.

Section III – Family Planning: - This section collects information about the knowledge, attitude and practice of the respondent and her family on family planning.

Section IV – Social and Health Status: - This section collects information on status of the respondent in the family, pre and post natal care, etc.

Section V – Education: - This section is devoted to collect information about the educational status of the respondent.

Section VI – Employment: - This section collects information on employment opportunities of women. This also contains questions about the present occupation of the respondent.

Section VII – Miscellaneous: - This section collects any other information.

Section VIII – Interviewers Comments: - This section records the personal comments of the investigator about the respondent and her status in the society.

Section IX – Introduction of the Interviewer: - This section of the schedule records the information about the interviewer, place of the interview, and date and time of the interview.

Gate - Keepers Interview Schedule

Gate-keeper interview was planned to elicit information from the literate and socially active sample population. The schedule was developed and designed to collect information about the methods of selection and implementation of different development schemes. It also included section to collect suggestions for the improvement in implementation of development schemes. This schedule consists of six sections.

Section I – Introduction: - This section records the introduction of the respondent.

Section II – Implementation of Schemes: - This section collects information about the implementation methods of various schemes. It contains questions on specific programmes.

Section III – Impact: - This section is devoted to collect information on impact of various schemes.

Section IV – Problems: - This section is devoted to record problems of the district.

Section V – Prevalence of Corruption: - This section collects information about the prevalence of corrupt practices at various stages in implementation of development programmes.

Section VI – Suggestions: - This section is exclusively devoted to suggestions that would help improve the implementation method of the development schemes for optimisation of impact.

2.4 Sample Design

The sample design adopted for the study is a systematic sample of households and beneficiaries. The sample was selected to provide statistical estimates for the survey village. Sample was designed to represent the whole district.

Sample size

Target sample size for the district was 1000 for the household schedule which also included 200 questionnaires developed separately for women respondents who would not answer to the specific questions relating to MCH, RCH and family planning while being interviewed by a male

investigator. In addition to household schedules, 200 gatekeeper interviews were also conducted in order to elicit more specific comments on development issues. The target size for the study was set keeping in mind the geographic features of the district alongwith time and resources available for the study. Considering large population, random sampling method was used for the study.

Two-stage sample design was adopted with the selection of villages in the first stage and household in the selected villages in the second stage. Four levels of stratification were done to ensure proper representation of the district. The first level was geographic. The second level of stratification was the size of the village, distance of the village from the block and district headquarter and villages along Pakistan border. In third level of stratification, villages were further divided on the basis of ratio of scheduled caste, scheduled tribe, and minority population to the general population. 100 households in each village panchayat were selected as sample.

In the fourth level of stratification population was divided according to caste, annual household income and poverty line. Attempts were made to include maximum households living below poverty line and belonging to scheduled caste and scheduled tribe since they were the priority category for most of the Government schemes.

Homogeneous groups of 10 to 15 persons were formed for focused group discussions in each villages identified for discussions. Selection of the villages was done according to the population representation, distance from the nearest town or market and availability of Government services.

Socially active persons such as teachers, lawyers, social workers, doctors, opinion makers, literary persons, etc. were identified and interviewed for the gate-keeper schedules. Minimum educational level of the respondents desired for the gate-keepers interviews was higher secondary. It was also ensured that the respondent had fair knowledge about the implementation of the development schemes.

2.5 Training of the Field Workers

A two-day training programme to train field workers was organised. The training course consisted of instruction in interviewing techniques and field procedures for the survey, mock interviews between participants, and practice interviews in the field. Training programme also included a brief description of objectives of the study and methodology to be used.

Two field workers were specially trained in interviewing techniques of gate-keeper interviews. Similarly two field workers were trained in technical aspects of conducting focussed group discussion.

In addition, a full day session was arranged to provide brief introduction of the development programmes and schemes being implemented in the district. They were also informed about the guidelines for the implementation of schemes.

2.6 Problems Faced

Like other surveys and research studies, this study was also subjected to a variety of problems, which could not be anticipated. Following problems were encountered during the survey:

Female Interviewees

Barmer has the lowest female literacy rate in India. Proportion of working women to non-working women is negligible. It was, therefore, very difficult to interview female respondents for women questionnaires. It is almost impossible for a male interviewer to speak to a female because of the *purdah* system still being enforced in the district. To overcome this problem, female teachers of the local primary schools were contacted and a brief training was imparted to them in administering the questionnaires.

Government Staff Strike

All government staff of the state of Rajasthan was on strike for 67 days from December 17, 1999 to February 20, 2000. All works were paralysed in the state government offices due to the strike. In absence of third and fourth class employees, it was not possible to procure any information such as list of the beneficiaries, financial details, etc. This hampered the study, as data collection through secondary sources was not possible at all.

Panchayati Raj Elections

Due to Panchayati Raj elections held between January 26 to February 8, 2000 in almost all the villages of the district, beneficiaries could not be contacted for interviews. Local panchayat functionaries were also not available.

Difficult terrain

The topography of Barmer is not only diverse but also difficult to survey. The settlement pattern is very scattered due to desert topography. Villages are spread over in *Dhanis* (hamlets) which are difficult to reach by any other means of transport other than the camel. Interviewers had to travel great distances to cover individuals and beneficiary's households.

Respondent's Apprehension

Respondents were very apprehensive in answering questions. They resisted in answering most of the questions. The resistance was due to fear of not getting any benefit from the government if they revealed truth about the implementation procedure.

2.7 Data Processing

Completed schedules were edited to check and correct any inconsistency in the data. Data processing consisted of editing, coding, data entry and validation. Though the data was edited in the field, it was re-edited at the Delhi office. The data was processed on PC computers using the entry and editing software known as Statistical Package for Social Scientists (SPSS).

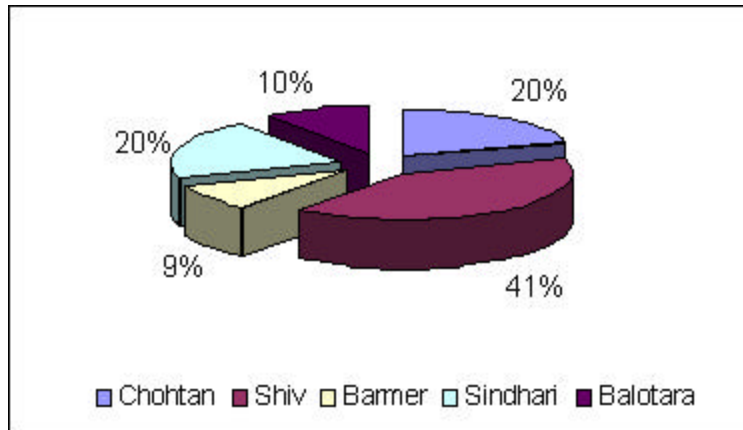
2.8 Report

The report of the study has been prepared to give a clear and true picture of the implementation methodology of the schemes and programmes in the district, availability of services, socio-economic status of the target audience and quality of assets created under various schemes. A separate data table has been attached with the report for convenience. Sincere efforts have been made to make this report reader friendly as far as possible by bifurcating into different chapters.

Chapter – III : AREA PROFILE

This chapter presents profile of the area with distribution of respondents in each block, gram panchayat and village.

3.1 Percentage distribution of respondents by number of Blocks covered



Five blocks are covered under the present study. The chart shows the distribution of respondents from each block.

Majority of respondents (41%) were from Shiv development block of the district. Shiv is one of the biggest development blocks in the country. Most of the gram panchayats are situated on Indo-Pak border. This block has mostly arid land and consists of 252 villages. Four gram panchayats namely Gadra Road, Jaisindhar Station, Nagarda and Fogera in Shiv block were selected on the basis of distance from the block head quarter, proximity to border and population ratio. Gadra Road and Jaisindhar Station are the border villages, 120 to 130 Kms from district headquarter. Nagarda is dominated by minority population while Fogera was taken because of watershed programme being implemented there.

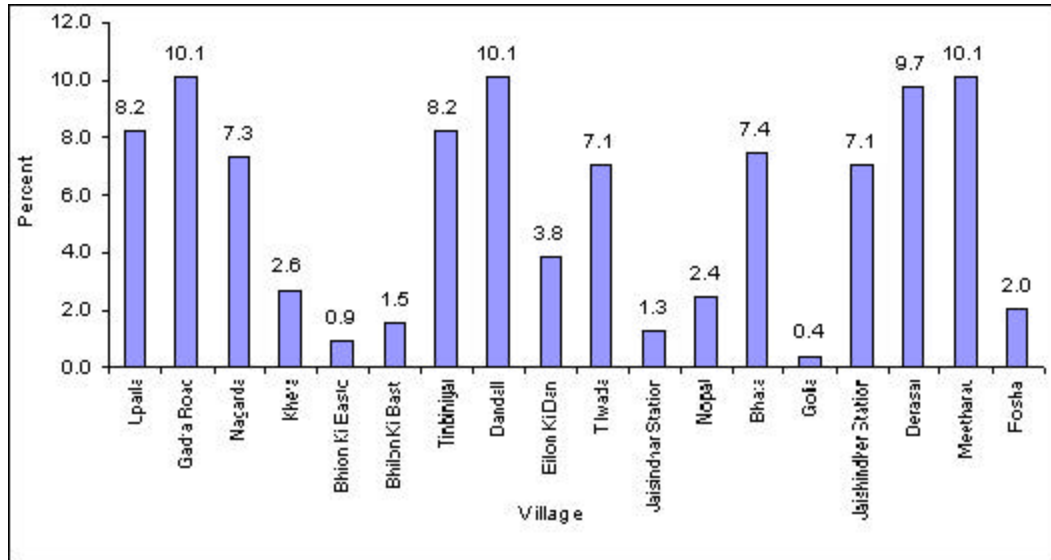
20% sample from Chohtan block, again a border area block of the district was taken because it is one of the most backward areas in the region. Sample village panchayats were Uparla and Meetharau. While Uparla is near to block and district headquarters, Meetharau, a border village, is 90 Kms. from the block and 145 Kms. from district headquarter. Uparla has a mixed population whereas Meetharau has 97 percent scheduled caste population.

Sindhari a relatively developed block was taken for comparison with other under developed blocks. Dandali and Juna Meetha Khera village panchayat have mixed population and two crop sowing areas. Luni river, the lifeline of eastern Barmer passes through this area. Though Juna Meetha Khera is situated 60 Kms. from district headquarters, distance of Dandali is 75 Kms. 20% sample were taken from Sindhari block.

Balotra is most developed block of the district. It is an industrial town. Most of the villages in this block are developed. Borabas village of Tilwara gram panchayat was taken for sample because of watershed development programme being implemented in the village, and is dominated by scheduled caste population. 10% sample was from this village.

Barmer, a *Sadar* block was also selected for sampling purpose. Derasar village, which is dominated by Muslim population, was chosen for the study. Derasar is a roadside village situated 25 Kms. from district headquarters. A watershed programme is also being implemented in the village. 9% samples were drawn from this village.

Sample size from each village



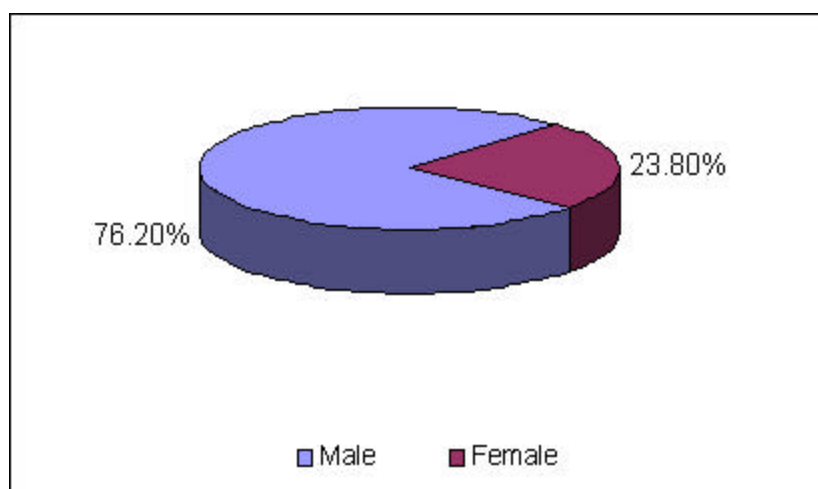
Chapter – IV : HOUSEHOLDS AND RESPONDENTS BACKGROUND CHARACTERISTICS

This chapter presents a profile of the demographic and socio-economic characteristics of the households and individual respondents in the survey.

800 respondents were covered for the household schedules. Since it was difficult to interview women respondents on family planning and mother and child healthcare issues because of *purdah* system, another 200 schedules were exclusively administered on women respondents. Beneficiaries under Prime Minister Rojgar Yojana (PMRY) filled up seven schedules out of total 800. PMRY beneficiaries responded to only section 7,8,9,10,and 11 of the household schedule.

4.1 Sex

Out of total respondents, 76.2 percent are male and 23.8 percent are female.

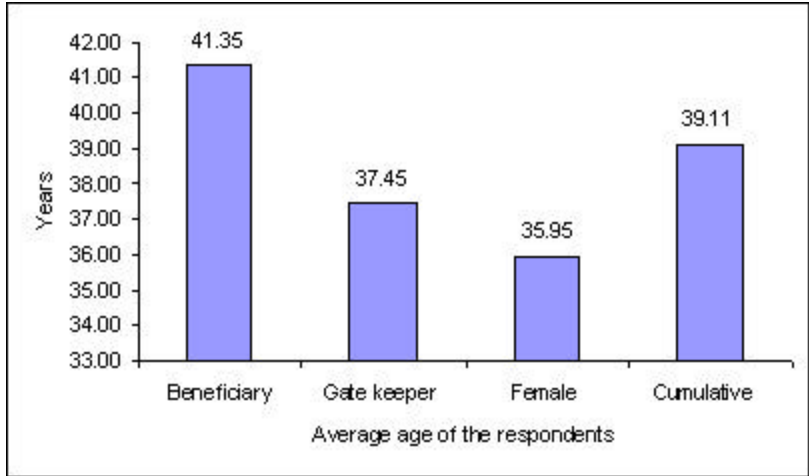


Distribution of respondents (beneficiary schedule) by Sex

4.2 Distribution of all the respondents by Age

Average age of the respondents of beneficiary's schedules is 41.35 years, for gate keepers interview schedule it is 37.45 years whereas average age of the women respondents is 35.95 years. Cumulative average age of all the respondents is 39.11 years.

Average age of respondents

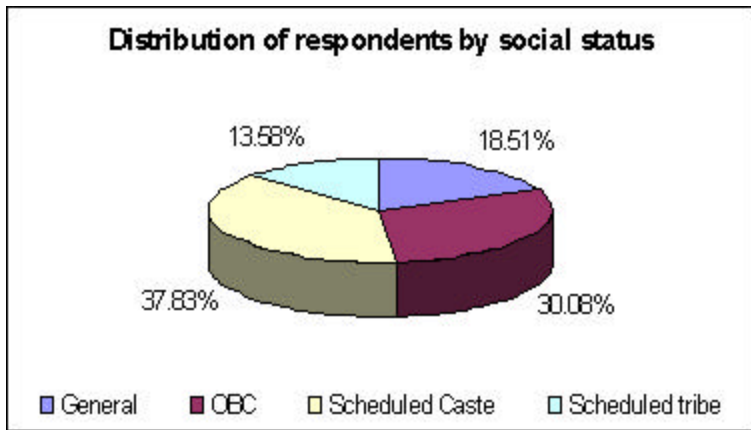


4.3 Distribution of respondents by Occupation

Majority of the beneficiaries are engaged in agriculture (74.2 percent) followed by 9.7 percent who are self employed. 3.7 percent respondents are employed in non-agriculture sector whereas 3.4 percent are engaged in housework.

Occupational details of the respondents of gatekeeper interviews are some how different because it was mandatory for the interviewers to interview only those who were literate and socially active. While 15.5 percent respondents are in government jobs, 12.5 percent are in private jobs. 13.5 percent respondents are teachers and 10.0 percent are political activists. Rest of the respondents are lawyers, large farmers and social workers.

4.4 Distribution of the respondents by Social Status



Majority of the respondents are from scheduled caste (37.83%) followed by (30.08%) from other backward castes. 18.51 percent respondents are from general castes whereas 13.58 percent are from scheduled tribe population.

4.5 Distribution of the respondents by Educational Status

Majority of the respondents (74.3%) are illiterate. Only a few have passed class fifth (6.0%). Percentage of respondents who have studied crossed primary level education is very less (3.7%).

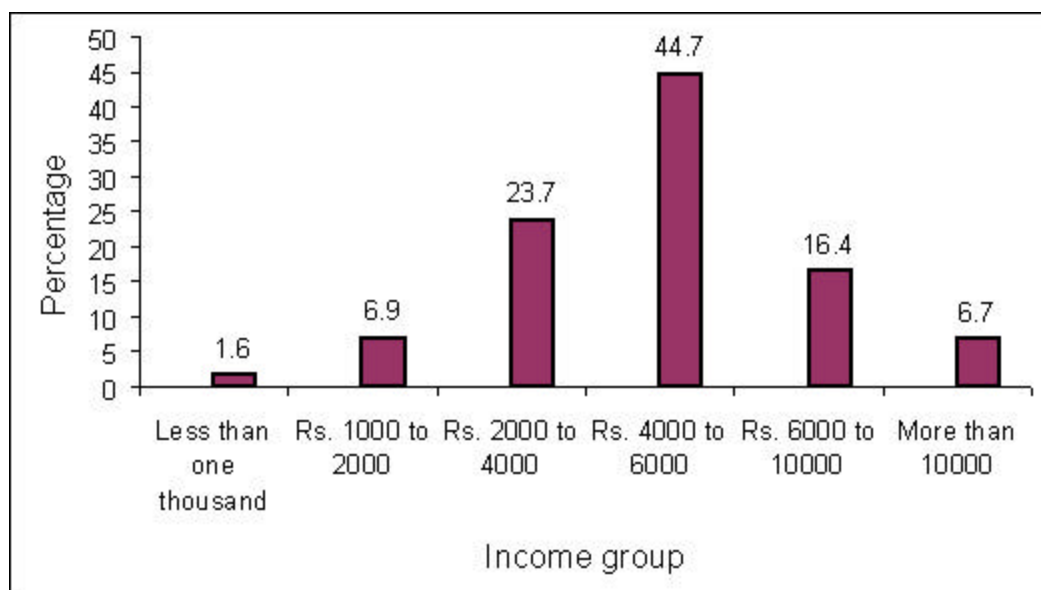
But in case of gatekeeper interviews, majority of the respondents are graduates (32.5%) followed by 29.5 percent who have studied up to higher secondary. A significant number of respondents are postgraduates (28.5%).

4.6 Distribution of the respondents by Annual Income

Keeping in view the priority category of most of the rural development programmes, it was envisaged to interview households living below poverty line so that the most deserving category can be interviewed.

Majority of the respondents (44.7%) said they were earning Rs. 4,000 to Rs. 6,000 annually. 23.7 percent respondents have annual income between Rs. 2,000 to Rs. 4000. 1.6 percent respondents who are very old or widow quoted their income to be less than one thousand, which seems to be understated. Sample taken from the schedule tribe population has annual income between Rs. 1,000 to Rs. 2,000 in most of the cases.

Respondents, who mostly belong to forward caste, have annual income between Rs. 6,000 to 10,000 and more than Rs. 10,000 in a year.



Annual income of the household

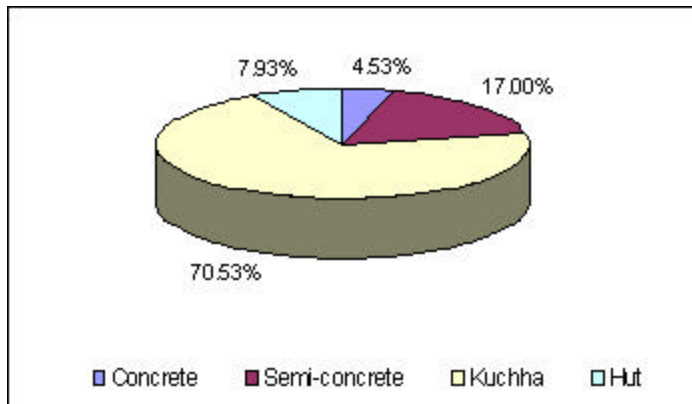
4.7 Distribution of the respondents by Religion

Out of total number of respondents, 86.6 percent are Hindus and rest 13.4 percent are Muslims.

4.8 Household Details

4.8.1 Type of houses

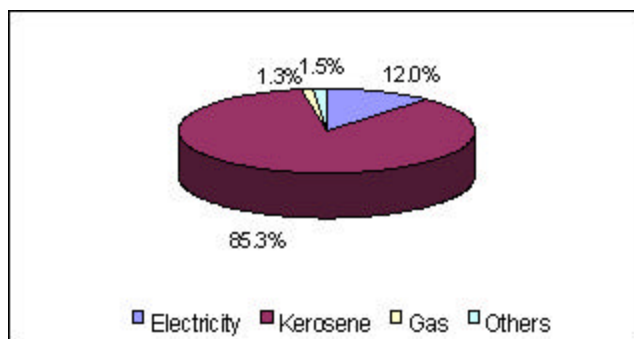
Majority of the respondents (70.5%) are living in *Kuchha* (mud) houses followed by 17.0 percent who are living in the semi-concrete houses. While 4.5 percent respondents are living in concrete houses, 7.9 percent live in huts.



Type of houses

4.8.2 Source of light

In majority of the houses (85.3%) source of light is kerosene lit lantern. Though the villages are electrified, only 12.0 percent respondents are using electricity as a source of light. Majority of the households have not applied for electricity connection due to heavy cost involved in it. While 1.3 percent respondents are using gas lanterns for the purpose of lighting, 1.5 percent respondents use other sources such as wood fire, mustard oil candles, etc.



Source of Light

4.8.3 Provision of Separate Kitchen in the households

Only 6.0 percent households have separate kitchen whereas 94.0 percent households do not have any separate kitchen facility.



Provision of separate kitchen?

4.8.4 Provision of Toilet

Village population is not used to using a toilet. It is an age-old practice for rural people to defecate in open fields. Even women do not want to use toilet facilities. The main reason of not having toilets in the houses is unavailability of sufficient water supply. For most of the people it is difficult to take a bucket full of water to the toilet every time they use it.

Only a negligible percentage (0.8%) of households have toilet facilities in their houses whereas 99.2 percent do not have any kind of toilet facilities, not even a urinal.

4.8.5 Main source of Drinking water

Water is the scarcest commodity in the area. Due to its geographical conditions, common sources of drinking water are very limited. Major source of drinking water in the village is water supplied by Public Health Engineering Department (PHED) through pipeline. 45.1 percent households fetch water from the supply tanks followed by 26.5 percent who get it from the tanks or wells in which they harvest rainwater. 9.1 percent households have tap as drinking water source and 6.8 percent fetch it from river (mainly in Sindhari block). 2.8 percent households depend on ponds.

Main source of drinking water

	Frequency	Percent	Valid Percent	Cumulative Percent
Tap water	72	9.1	9.1	9.1
Hand pump	77	9.7	9.7	18.8
Tanks/wells	211	26.5	26.5	45.3
River/Stream	54	6.8	6.8	52.1
Lake/Pond	22	2.8	2.8	54.9
PHED	358	45.1	45.1	100.0
Total	794	100.0	100.0	

4.8.6 Distance covered for drinking water

In majority of the cases, 62.6 percent, distance covered by the respondents is less than one kilometre. It is because of the storage tanks available in each village. 16.8 percent respondents have to cover 1-2 kilometres whereas 9.7 percent respondents have to cover 3-5 kilometres. There are 9.2 percent households, which have to cover more than five kilometres to get drinking water.

4.8.7 Family association with folk arts

Responding to the question that whether your family is associated with any folk art, only 2.5 percent respondents said 'Yes'. Rest 97.5 percent of the respondents are not associated with any form of folk art.

Are you associated with any folk art?

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	20	2.5	2.5	2.5
No	774	97.5	97.5	100.0
Total	794	100.0	100.0	

4.8.8 Kind of Folk Arts

Out of 2.5 percent respondents who are associated with folk arts, 40.0 percent are associated with folk music and folk songs whereas 55.0 percent respondents said they have at least one member associated with folk dance. Only one respondent is involved in other folk art that is puppetry.

If yes, what kind?

	Frequency	Percent	Valid Percent	Cumulative Percent
Folk songs and Music	8	1.0	40.0	40.0
Folk dance	11	1.4	55.0	95.0
Others	1	.1	5.0	100.0
Total	20	2.5	100.0	
Missing system	774	97.5		
Total	794	100.0		

Chapter V : AGRICULTURE

Agriculture is the main occupation of the people and chief source of economic activity. Most of the land is arid with no irrigation facilities. Farmers have to depend on rainwater for sowing and cultivation. Only one crop is grown in most parts of the district. Important agricultural products include *bajra*, *jawar*, maize, and oilseeds.

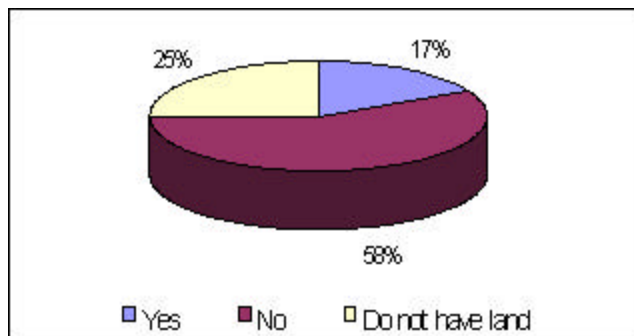
Landholding pattern in the district shows that most of the households fall into the category of big farmers. There are only 7,120 households who have less than one hectare of land in comparison to 24,894 households who have between one to four hectares of land and a majority of 1,40,830 households who have more than four hectares of land. Net arable land available in the district is 14,72,421 hectares whereas 9,11,528 hectares of land is barren and uncultivated. Irrigation facilities are very limited and the main source of irrigation is wells. Only 67,011 hectares of land is irrigated land. There are 1,30,425 wells in the district. Other sources of irrigation include 43 tube wells and one pond.

Average landholding of the households in the villages surveyed is 26.30 *bighas*. Uparla village has the minimum per household landholding (12.84 *bighas*) whereas, in Dandali village, average landholding is 37.25 *bighas*.

Irrigated landholding is very less with majority of households having no irrigation facility (89.9%). Though Dandali and Juna Meetha Khera villages are sowing two crops in a year due to availability of limited irrigation facilities, other villages are totally dependent on rain even for a single crop. Two-crop area is restricted to only 7,957 hectares in the district.

Most of the respondents feel investment in agriculture is a great risk since they have to depend on rainwater for irrigation purpose. Due to repeated famine since last five years they have lost all hopes. Agriculture pattern is very different in villages. Use of synthetic fertilisers is not popular due to availability of compost fertiliser, produced in plenty from a number of livestock, in each household. Only 17 percent respondents said that they use fertilisers whereas a majority of them (58%) do not use any kind of fertilisers at all. Out of 17 percent of respondents who use fertilisers, compost fertiliser is used by 75.7 percent of the respondents whereas 24.3 percent of the respondents use synthetic fertilisers such as urea and DAP.

Use of fertilisers



With the exception of sanctioning of few wells under MWS in Dandali and Juna Meetha Khera, Government seems to have made no efforts in providing irrigation facilities in the villages. 71.0 percent of respondents who do cultivation denied having existence of any kind of irrigation

facilities provided by the state government or irrigation department. But an insignificant percentage (3.4%) of them, mostly from the above-mentioned villages, said that they have been provided irrigation facilities such as wells under MWS or loans from the co-operative banks.

Though the district administration claims to have initiated and implemented various kind of agricultural development programmes, including IEC camps especially for women, 69.3 percent respondents denied even having heard of any such programme. Respondents of Borabas village associated the animal fair, held every year, with the agricultural development programmes, and said that the government was doing its best for the development of agriculture.

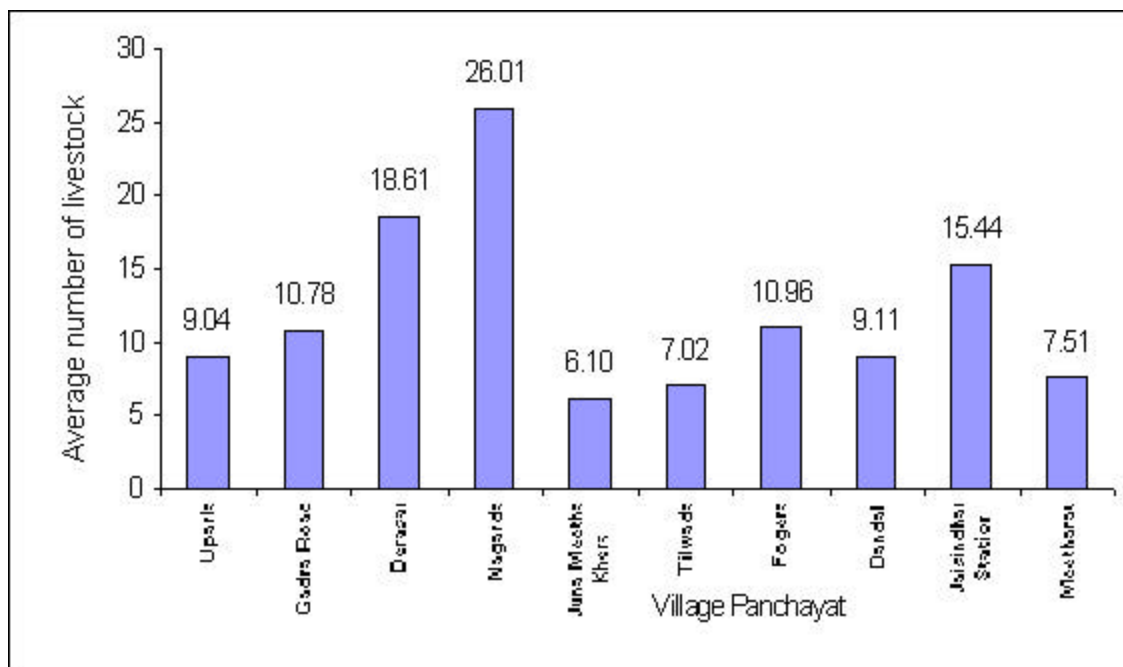
Agriculture department seems to have done nothing regarding dissemination of information on various aspects of scientific farming. Only 1.0 percent respondents out of total 74.8 percent who were engaged in agriculture said that they have been trained by *Krishi Vigyan Kendra* (KVK) or given any information on agriculture development.

There are no seed stores or any other government agency such as agriculture extension department in the villages surveyed.

5.1 Livestock

Livestock is the next major source of living and an important economic activity next to agriculture. Majority of households have number of livestock, which include goats, buffaloes, cows, sheep, camels, and donkeys. According to 1997 census of live stock in the district, there were 5,41,790 cows, 93,032 buffaloes, 15,11,992 sheep, 18,68,235 goats, 1,459 horses 1,14,077 camels, 40,929 donkeys, and 5,003 pigs. Goats, sheep and cows are the favoured animals since they are source of income for the farmers.

People tend to keep large number of cattle in the villages, because they are a good source of food and income for them. Per household livestock holding is maximum in Nagarda village panchayat (26.01) whereas Juna Meetha Khera has the minimum average household livestock holding (6.10).



Average livestock in the households

Out of total households surveyed 55.0 percent have cows at an average of 2.71 per household. 7.1 percent respondents have buffaloes at an average of 1.82 per household. Percentage of households having stock of oxen is very low at only 9.4 percent. Sheep and goats are more in number due to climate and topography of the district in which survival chances of these animals is greater. Majority of the households have herds of goats (76.4%) at an average of 8.13 per household. Total number of live stock in households surveyed is 8,757 at an average of 12.18 per household excluding the number of households who do not have any number of livestock. Out of 90.1 percent respondents who have livestock, only 3.4 percent said that they have been benefited by a government scheme for animal husbandry. 86.6 percent denied having received any such help. Majority of the beneficiaries have been benefited under IRDP scheme.

Villages experiencing repeated drought situation, survival of animals has been a great difficulty. Due to famine, fodder is available neither in the fields nor in the fodder depots. There are no fodder depots in any of the gram panchayats except Gadra Road and Derasar. Though the cost of fodder available at fodder depots is cheaper than that of available in the open market, its quality is poor and only 0.6 percent respondents find it good in quality.

There is a great shortage of veterinary hospitals and other associated facilities in the district. There are only 53 hospitals catering to 1,868 villages. Scattered habitation pattern, in which people live in far-flung hamlets, is a major problem for the villagers who do not prefer to take their sick animals to the hospitals. Except Meethra, Borabas and Gadra Road village panchayats, no other village panchayat has a veterinary hospital forcing farmers to cover an average distance of 13.45 kilometres. In most of the cases (31.2%) traditional methods are adapted to cure the sick animals. Despite the claims by the Directorate of Animal Husbandry that 83,382 animals were immunised against diseases such as VQ, Goitre, FMD and ARP in the year 1998-1999, respondents from all the villages covered under the study said that animals were never immunised by the government department. Annual reports of the department say that training camps were organised to train women participants on different issues concerning livestock development, but not a single respondent confirmed the organisation of such camps. The impact

of the ongoing Animal Husbandry development programmes could not be felt even though government has been spending Rs. 1.25 crores on the salaries of its staff only, which does not include the salaries of the staff under unplanned expenditure.

A good example of the inefficacy of the veterinary department is the fact that only 2.1 percent respondents had their animals immunised during the last 10 years.

Respondents also confirm that they have to pay certain amount to the doctors, and compounders to avail any facility from the hospital. Amount paid by the respondents, though some times exaggerated, varied from Rs. 1 to Rs. 200. But majority of the respondents admit that they have to pay Rs. 25 (15.5%) and Rs. 50 (21.8%) to the hospital authorities for check-up and medicines, which is rarely available.

Famine has been causing a great deal of problems for the survival of animals. Each village surveyed has been witnessing a loss of 4 to 5 cows, 6 to 7 goats, and similar number of other animals every day. A scatter of animal bones is common sight in each village. Goats and sheep have no calf since most of them have died because of lack of milk and fodder. 22.8 percent respondents have lost cows, 3.7 percent respondents have lost oxen, 10.6 percent have lost sheep, 44.0 percent have lost goats, 1.9 percent camels, 1.3 percent buffaloes, 1.1 percent donkeys, and 4.7 percent other animals. Total number of animals died in the villages surveyed till 20th February 2000 is 2,505.

Loss of Animals

	Loss of cows	Loss of oxen	Loss of sheep	Loss of Goats	Loss of camels	Loss of buffaloes	Loss of donkeys	Loss of other animals
Households	181	29	84	349	15	10	9	37
Missing	613	765	710	445	779	784	785	757
Mean	1.73	1.38	4.90	4.22	1.33	1.20	1.67	5.89
Sum	314	40	412	147	20	12	15	218

Main reasons of animal mortality are non-availability of fodder and water.

5.2 Gate keeper analysis

Respondents of the gate-keeper interview schedules have given a more clear picture of the situation. They were asked questions related to agricultural and animal husbandry development programmes being implemented in the district. When asked about what is being done for the development of animal husbandry, 52.0 percent respondents said 'Nothing'. There are people who are appreciative of the government's effort in opening fodder depots and veterinary hospitals. But contradicting this statement, 10.5 percent of the respondents said that even though government is providing more veterinary hospitals, it is of no use because most of the facilities are not available at the existing hospitals and quality of fodder is very poor. A group of respondents have a negative opinion about the fodder depots and hospitals. According to them they do not function properly and are useless. The participants have also disclosed that medicines allocated to the hospitals are frequently sold in the open market and hospital staffs charge fee from the farmers. They do not provide any kind of immunisation facility free of cost. It is alleged that all the services and facilities are available at the veterinary hospitals for a fee.

Regarding agricultural development programmes, majority of the respondents said government is not implementing any programme except 5.0 percent, who admitted that the government is disbursing loans to the needy farmers through banks, but only rich farmers are benefited since they can afford interest rate and risk involved in farming. 10.0 percent of the respondents are highly critical of watershed development programme. According to them the watershed development programme is a total failure and government officials are making huge financial benefits out of it.

5.3 Problems

Agriculture

Major problem encountered in agriculture is lack of irrigation facilities as indicated by majority of respondents (38.5%). Lack of government helps, vast holding of arid land and repeated famine is another major problem indicated by the respondents. There are no seed depots in the villages and because of this, farmers are not able to buy hybrid seeds, which have better yields. Abrupt supply of electricity was a major problem in Dandali and Juna Meetha Khera village panchayats whereas Meethrau has been facing the problem of insects and pests. Shortage of village level financial institutions to provide loans and financial assistance to poverty stricken farmers is also one of the problems encountered by the villagers. Only Gadra Road and Uparla have got co-operative banks whereas other villages have got no such institutions and farmers have to go to far off places to secure loans which is often very difficult for them.

As indicated by focus group discussion participants, non-availability of fodder is a major problem for the people because most of them have number of livestock, which is major source of livelihood (10*). Scarcity of water for cattle and lack of government facilities regarding animal husbandry is rated 3rd most common problem sought by the participants.

Animal husbandry

Major problems in development of livestock faced by the villagers is non-availability of fodder and drinking water due to drought which is again aggrieved by non-availability of medical facilities for their animals (27.7%). Government has not made any effort to develop pasturelands and forest land. There is a complete lack of pasture in all the villages covered under the study. Acute scarcity of drinking water for the animals and absence of fodder depots are responsible for the death of large numbers of animals in the villages. Only Gadra Road, Dandali and Derasar have got fodder depots but supply of quality fodder is very much irregular.

As indicated by the focus group discussion participants, lack of irrigation facilities and financial support from the government is a major problem in agriculture development (10*) followed by lack of other facilities such as seed stores, etc. (6*). Repeated famine was the common most answer by all the participants with regards to agricultural problem (10*).

** Evaluated on a 10 point rating scale.*

Chapter VI : EDUCATION

Education is being given top priority over all other development programmes in the district. State government is doing its best to provide primary level education to the people. It has introduced many schemes to promote primary education in the state. Swarnjayanti Rajiv Gandhi Pathshala is a major initiative of the government to ensure availability of at least one primary school in each village. One of the objectives of the government is to establish primary schools in every village or hamlet so that no one has to go more than one kilometre to attend primary school.

Despite sincere efforts of the Government, educational scenario is not very encouraging in the district. Barmer is one of the most educationally backward districts in the country with total literacy rate of 22.98 percent. Male literacy rate of the district is 36.56 percent and female literacy rate is lowest in India at 7.68 percent according to 1991 census.

Educational Institutions

As on 31.3.1999

Category	Boys	Girls	Total
Primary	1691	02	1693
Middle	425	11	436
Secondary	22	05	27
College	2	1	3

Apart from regular education institutions, there is one polytechnic, three Industrial Training Institutes and a Development of Industrial Education and Training (DIET). There are 430 informal education centres besides Lok Jumbish schools and literacy mission.

Literacy programmes, under Lok Jumbish scheme, have been sanctioned in seven clusters in the district and have already started in four clusters. 157 villages are covered under the project and are implemented through gram sabha, local NGOs and Nehru Yuva Kendra. New schools are opened with the support of local community under this scheme. Management of the these schools is under the village committee which comprises of local people, NGO representatives and representatives of gram sabha. Rs.19,62,688 has been spent during the first phase of project.

Educational facilities available in the villages covered under the study

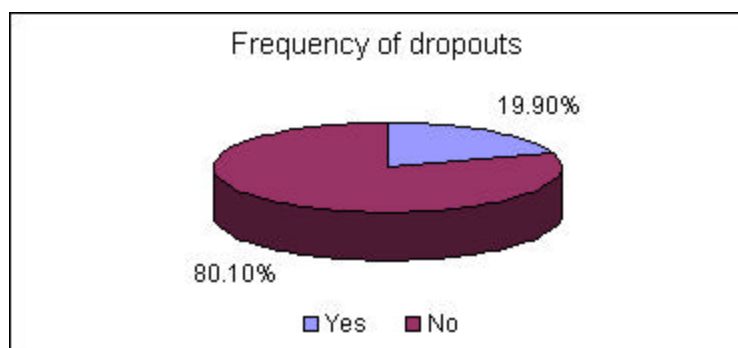
Name of the Panchayat	Number of Primary schools	Number of Middle schools	Number of Secondary schools
Derasar	5	1	-
Uparla	6	1	-
Meethrau	2	1	1
Jaisindhar Station	4	2	-
Borabas	2	1	1
Nagarda	4	1	-

Fogera	3	1	-
Gadra Road	5	2	1
Dandali	5	1	1
Juna Meetha Khera	5	1	-

There are enough primary schools in the villages. Except Borabas village, which has only two primary schools, all other villages, covered during the study, have more than two primary schools. Each gram panchayat has at least one middle school in the village. Secondary and senior secondary education is available only in four villages.

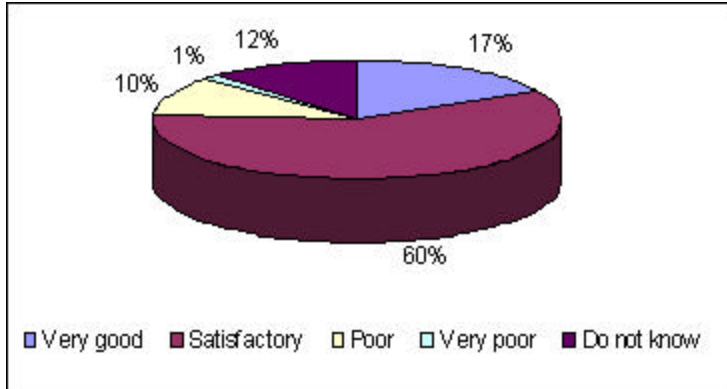
Most of the children, especially girls, do not go to school and even if they go, their dropout rate is as high as 19.9 percent.

Are there any dropouts in your family?



Out of total number of dropouts, 17.4 percent are boys and 5.2 percent are girls. Number of girl dropouts is less because of less number of enrolments of girls in schools. Financial problems in the family force majority of the parents (61.4%) to stop their children from going to schools. 13.3% children left school because they were not interested to continue their education further. But what is more alarming is the fact that 7.6 percent children have to leave schools because they are put on jobs. Rest 2.0 percent left studies to work at home.

Standard of education in the schools is not very good. Teachers lack motivation and interest in teaching. A school in a *Dhani* of Jaisindhar station gram panchayat was closed since a week because teacher was absent. Irregularity of teachers is a common factor and most of the teachers are politically affiliated. By and large quality of education is very poor in primary schools. But according to 59.7 percent of the respondents it was satisfactory whereas 10.5 percent find it poor. Respondents categorised quality of education as satisfactory because most of them are illiterate and do not have any idea about quality of education.



Quality of education

Meetharau village has the lowest literacy rate with maximum number of illiterates whereas Uparla has the minimum. 11.3 percent respondents are literate who could read or make signatures whereas 6.0 percent are primary pass. 5.4 percent respondents have passed secondary school whereas 2.0 percent respondents have studied up to high school. Only 0.1 percent respondents have had education up to intermediate level and there are only 0.6 percent and 0.1 percent respondents who have education up to graduate and postgraduate levels respectively.

Comparative educational status of the villages

Educational status of the respondent	Sex of the respondent	Minimum	Maximum
Illiterate	Male	Uparla	Meetharau
	Female	Uparla	Meetharau
	Total	Uparla	Meetharau
Literate	Male	Uparla	Meetharau
	Female	Gadra Road	Meetharau
	Total	Uparla	Meetharau
Primary	Male	Uparla	Meetharau
	Female	Gadra Road	Juna Meetha Khera
	Total	Uparla	Meetharau
Secondary	Male	Uparla	Meetharau
	Total	Uparla	Meetharau
High school	Male	Uparla	Meetharau
	Female	Gadra Road	Gadra Road

	Total	Uparla	Meetharau
Intermediate	Male	Uparla	Uparla
	Total	Uparla	Uparla
Graduate	Male	Gadra Road	Meetharau
	Total	Gadra Road	Meetharau
Post Graduate	Male	Tilwada	Tilwada
	Total	Tilwada	Tilwada
Total	Male	Uparla	Meetharau
	Female	Uparla	Meetharau
	Total	Uparla	Meetharau

As far as scholarships are concerned, only 4.4 percent students from the households covered under the study are receiving scholarships out of which, majority (74.3%) is getting Rs. 60 per month. 14.3 percent students get Rs. 350 per month and 2.9 percent get a sum of Rs. 200 or Rs. 500 per month. It was not possible to locate any SC/ST student who was staying in the hostel run by state government welfare department for evaluation purposes. According to the education department, Rs. 4,36,000 to SC students, Rs. 10,06,000 to ST students and Rs. 4,50,000 to students belonging to other backward castes have been disbursed as scholarship in the year 1999-2000. Mode of payment is mostly cash.

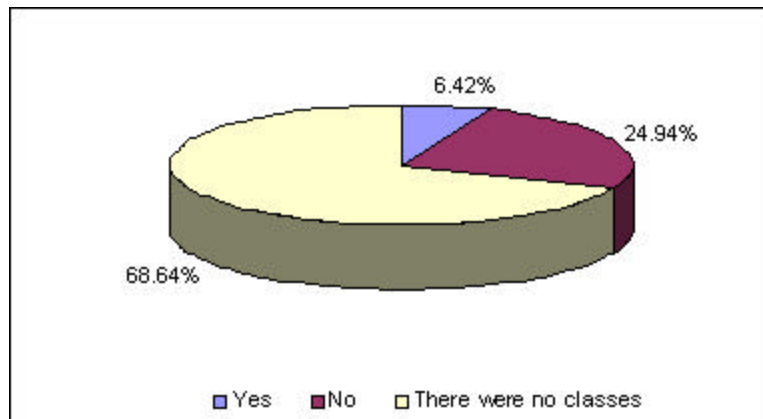
It was surprising that Meetharau village, which is dominated by scheduled caste population, has the least number of students receiving scholarships. Such is the case with Bhilon Ki Dhani in Uparla village, which is dominated by scheduled tribe population, but there has not been a single student who is receiving scholarship. There is mass scale favouritism and misappropriation of funds with regard to scholarships.

6.2 Literacy Programmes

Literacy mission seems to have failed to achieve its objectives. Classes organised in the villages were irregular and, in most cases, were confined to a *dhani* or a revenue village only. Though the Literacy mission office confirmed that the literacy classes were organised in all those village panchayats which were covered for the study, a mere 31.4 percent respondents confirmed the organisation of literacy classes in their villages. Though the literacy classes were organised in revenue villages of Uparla, Meetharau and Dandali village panchayat, it has never been organised in the *dhani*s (hamlets) of the same villages. There was lack of motivation among the people regarding literacy classes, as a result only 6.4 percent respondents have family members who had attended classes organised in their villages.

According to the Literacy mission office, Rs. 236.95 lakhs was spent on Total Literacy Campaign (TLC) during literacy programme to make more than 2-lakh population literate. Internal evaluation of literacy mission has put the achievements at 44.8 percent for nomination.

Did any one from your family attend literacy classes?

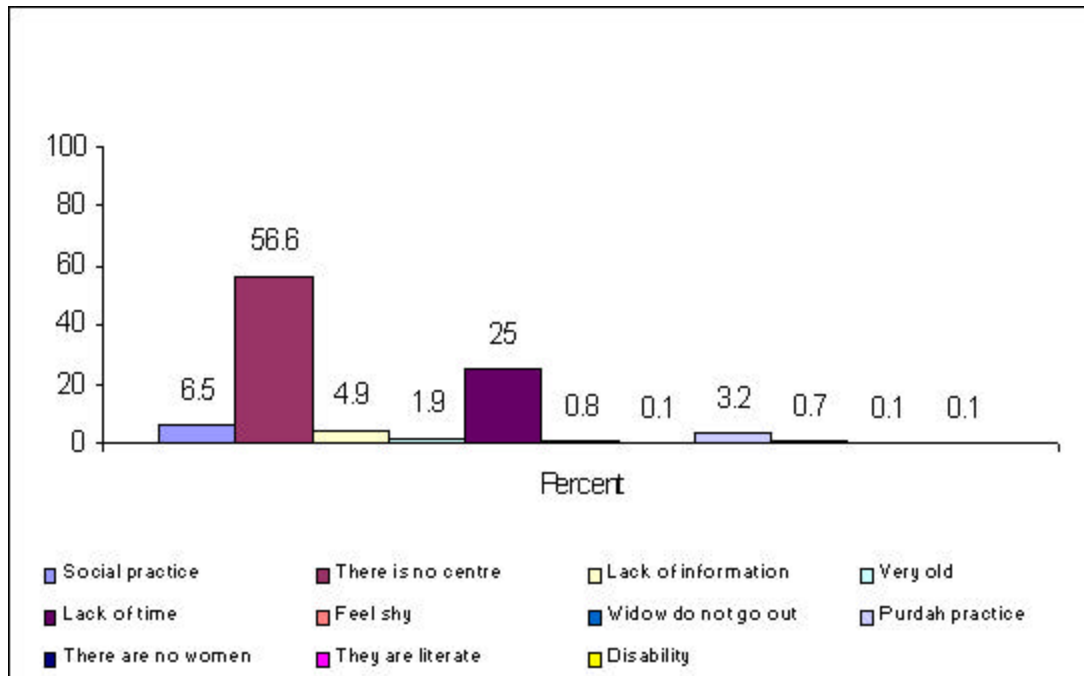


Those who attended literacy classes were taught how to do signatures instead of complete lessons of curriculum. In fact quality of education was very poor in these classes. Teachers would hold classes whenever or wherever they wanted. Study materials were not supplied to a majority of the people during literacy campaign. Even though the officials, associated with the literacy mission, have claimed that study materials such as pencils, books, and copies were distributed to each candidate who was enrolled, majority of respondents (77.1% valid) denied having been given any kind of study material. Only 10.5 percent confirmed receipt of copies, pencils, and books. Some of the respondents complained during the study that the study materials, given to them were taken back after some time.

Contradictory to the claim of district administration that there are 430 informal education centres in the district being run under Adult and Informal education programme, not a single centre could be located in the sample villages during the study. Though 5.3 percent respondents said that the female members of their families have attended informal classes, this was found to be incorrect since villages covered under the study did not have any such centre. It is believed that these respondents must have mistaken literacy mission classes with adult education and informal education centres. However, 94.7 percent of the respondents denied having such centres.

Keeping in view the lowest female literacy rate of the district, respondents were asked, "why they did not send females to literacy centres?" They said there was no such centre in their villages according to majority (56.7%) of them. 6.2 percent said it is common practice within the village not to send their female members out without a male escort. Foremost reason for women not attending informal classes is that they do not have spare time from their household chores such as cooking, and fetching water according to 25.0 percent respondents. *Purdah* system is enforced on women in almost all the communities in the district and is a major barrier in female education. Widows are not allowed to go out and female members in some communities such as Rajputs are not allowed to go out of the house without a male escort. However, it was strongly observed that the female members were not encouraged for studies.

Why women do not attend literacy classes?



Respondents of the gate keepers interview were critical of the literacy mission. Majority of them (30%) were of the opinion that it was implemented only on paper and was a mere eyewash, whereas 18.5 percent respondents considered the quality of education and implementation methods of literacy mission very poor. Some of the respondents in Meethrau and Juna Meetha Khara village said that everything under literacy mission and adult education programmes was organised for media publicity and the whole programme was useless. There are reports of misuse of large amount of funds sanctioned under the mission. Majority of the respondents of gatekeeper interviews had no hesitation in mentioning the fact that a large amount sanctioned under the programme had gone into the pockets of the officials involved in it. 7.5 percent respondents said that the campaign indeed was launched but it was restricted to a few villages to impress higher authorities and to show utilisation of money.

Literacy mission has failed due to involvement of students of primary schools who were given the responsibility of teaching. School students were appointed without any incentive to teach small groups in their villages. It was difficult for these children to motivate adult members of the villages for attending classes regularly if at all it was being organised. Lack of provision of incentives to the teachers was also a main reason for students not being interested in teaching.

6.3 Problems

It is an irony that the children are forced to quit education and join their family in labour work to earn living. Most of the parents are poor and do not have money to support education of their children. Repeated famine has left a devastating effect on the income of the households forcing most of the adult population to leave villages and children to work for money.

Quality of education is another major area of concern. 24.5 percent of the respondents said that the quality of education in the schools was very poor. There were many students who could not write their names even though they have passed class 5th exams. Lack of senior secondary schools and colleges, especially for girls was a major barrier in education. Students have to cover more than 20 to 30 kilometres for higher education. Students from Meetharau and Gadra Road village panchayats have to come to district headquarter covering almost 100 to 120 kilometres for

attending college. Being a desert, commutation by bicycle is not possible and other modes of other transportation are limited. Higher secondary schools and colleges are too far from the villages and with limited transportation available, students from poor families are not able to go for higher education restricting most of the students to quit education.

Lack of schools, lack of awareness and traditional practices are the main reasons for low literacy rate of women. Gender bias is prevalent in the society, which is a main barrier in female literacy. In many communities, especially Rajputs and Meghwals, girls are not encouraged to go to schools (24.5%). Respondents blame government and district administration for not doing anything to promote education among girls. Early marriage is another reason that girls are not able to complete their education and they are not encouraged to go to schools.

An interesting fact revealed during focus group discussions in Gadra Road was that the girls were not encouraged to join formal schooling because they were engaged in housework such as cleaning, cooking, etc. Lack of female teachers in the schools is also one of the major reasons for girls not attending regular schools.

School teachers in Uparla, Gadra Road, Meetharu and Nagarda village panchayats practice a unique system. They come to school on turn basis. For example a teacher will come to school for two days on his turn and will be absent for other days when other teachers will come on their turn.

It was found in Nagarda and Meetharu villages that some students were enrolled in more than one school. Same student was enrolled in primary school as well as in Rajiv Gandhi Pathshala. This was done to show more enrolments in the schools. Focus Group Discussion (FGD) participants endorsed the fact that the teachers who are qualified only up to class VIII are teaching in some of the Rajiv Gandhi Pathshalas. No regular inspection of the schools was carried out by higher authorities.

Chapter VII : HEALTH AND FAMILY WELFARE

Due to its geographic conditions and habitation pattern (in far-flung hamlets), more health services are required at the village level. Community participation would be beneficial in implementing health programmes. The involvement of gram panchayat and the local community was missing in health initiatives at district level.

7.1 District health scenario

Health Facilities available in the district

Facilities	Number
Government Hospitals	03
Community Health Centre	07
Sub-divisional Primary Healthcare Centre	03
Primary Healthcare Centre	54
Dispensaries	02
Post-mortem Centre	04
Mother and Child Welfare Centre	06
Sub Health Centres	412

Facilities mentioned above are not sufficient to cater to a large population spread over far-flung villages and *dhanis*. According to health department, as per national standards, at least 10 community health centres and 65 primary healthcare centres are required for better delivery system of the health services in the district.

Condition of delivery system of health care services is grim at present. Shortage of supervisory staff, general physicians and surgeons has aggravated the problem. Presently there are only three gynaecologists and three surgeons in the district. Only one anaesthesia specialist is available in the whole district. Family planning programme is also lagging behind due to shortage of ANMs and village level health workers.

Comparative health indicators of the district

Indicators	Barmer	Rajasthan	India
Average age of Marriage	16.9 years	18.4 years	19.4 years
Life expectancy	58 years	61.4 years	63.4 years
Birth Rate	41.45	32.4	27.5
Death Rate	8.2	9.1	9.0

Following National Programmes are being implemented in the district:

1. Family Planning Programme
2. Pulse Polio Programme

3. Blindness Control Programme
4. Leprosy Control Programme
5. AIDS Control Programmes, and
6. Guinea Worm Control Programme

Rs.308.14 lakh was spent under PHC non-plan expenditure and Rs. 140.47 lakh was spent under CHC non-plan expenditures during the year 1998-99. Rs. 11.09 lakh was spent on mobile eye care programme (non-plan) during 1998-99. Rs. 2.71 in 1997-98 and Rs. 2.70 in 1998-99 was spent per person on family planning programmes in the district.

Rs. 3,88,393 in 1997-98 and Rs. 8,73,394 in 1997-98 was spent on Leprosy eradication programme. Number of leprosy cases detected during 97-98 was 7 whereas number of cases detected during 98-99 was 5 and 19 during 99-2000. Thus the average expense in each case was Rs. 55,484 in 1997-98 and Rs. 1,74,678 during 1998-99.

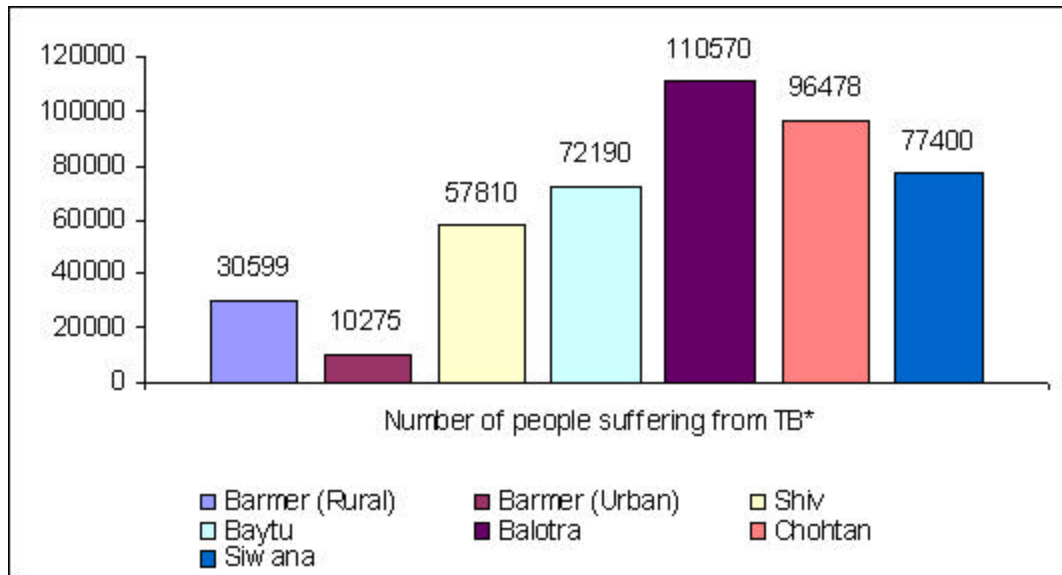
Number of patients treated by allopathic government hospitals

Year	Admission	Outdoor
1994	37,106	1,47,901
1995	35,512	1,40,789
1996	35,474	1,42,647

Blind control programme of the district has been appreciated by the state administration. 2,690 cataract operations were performed during 1996-97 with an expenditure of Rs. 4,54,351 on the programme. During the period of 1997-98, 3,119 operations were performed at 41 camps organised at the expenditure of Rs. 8,76,759 whereas 3,130 cataract surgeries were conducted in 1998-99 on which Rs. 8,46,957 was spent. Barmer stood first in achieving the targets from 1994 to 1999.

Tuberculosis is rampant in the district. According to a rough estimate, more than 5 lakh people are suffering from TB in the district as against 2 crore 9 lakh in Rajasthan. But according to the TB hospital sources only 138 TB cases were detected after the examination of 96,231 patients in 1998. Number of TB patients detected during the year 1998-99 was 458. As per the reports, expected number of TB patients are given in the following table:

Expected number of TB patients in the district

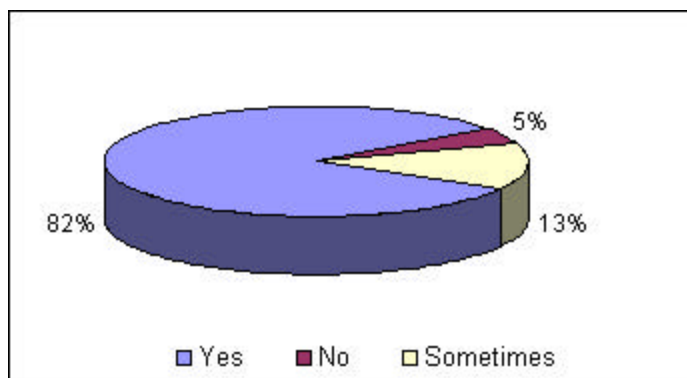


Though TB control programme is being implemented in the district, there is only one TB hospital at the district headquarters. During last three financial years only Rs. 2,00,000 (Rs. 1,00,000 in 1997 and Rs. 1,00,000 in 1999) was sanctioned from the central government for this programme.

7.2 Village health profile

Primary Healthcare Centres are available in Gadra Road and Derasar village panchayats whereas Juna Meetha Khera, Jaisindhar Station, Meetharu and Nagarda village panchayats have sub centres. Even though majority of the people go to local PHC or sub-centre, witchcraft and traditional practice of medicine are still practised in the villages especially among scheduled caste and scheduled tribe population. Still a large majority of people go to proper medical facilities rather than depending on local substitutes. Short fall of medical facilities has created the situation where a spurt of unauthorised medical practitioners can be noticed. Dispensary and clinics are not available in any of the villages covered. Except Nagarda village panchayat, there is no village health guide in other panchayats. Medical shops are not available in any of the villages except Nagarda. Even though the facilities are available in the vicinity of the villages, still people have to cover an average distance of 10.58 kilometres to go to a hospital in case of any ailment in their family.

According to majority of the people, doctors are available in the hospitals even though a considerable 13 percent said that they were available only occasionally.



Do you get the Doctor when you go to Govt. Hospital?

Delivery system of health services is not very efficient. Condition of the PHCs and sub-centres was bad. Necessary facilities are not available in any of the centres. Medical instruments and equipment are old and are never sterilised. Sub centres do not open every day and they lack most of the facilities. Sub-centres in Meethrau and Juna Meetha Khera were closed for three days during the study period.

Majority of the villagers said that free medicines are never available to the patients and it is a common practice by the doctors to prescribe medicines, which have to be purchased from open market. Those who said 'Yes' would get only those medicines, which were cheap and supplied in bulk quantity. Costly medicines such as antibiotics are not provided and have to be purchased from the open market. It is rare for the villagers to get the required tests done in PHCs. At sub-centres they are never done. Private pathologists on payment do prescribed tests at district headquarters.

X-Ray facility is not available in PHCs and is done in private hospitals or X-Ray centres. X-Ray machines are either not available in the PHCs or, if available, not working. Admissions in the PHCs are difficult. Those who said they have been given admission facility complained about mismanagement and lack of proper facilities and treatment. They also complained that a certain amount has to be paid to hospital staff for better treatment during admission.

Sterilisation facility, a family planning method, is available in most of the PHCs. But as regard to other family planning facilities which included condoms, IUDs and oral pills, majority of the respondents denied having been given any kind of such family planning facilities. As per the PHC records, oral pills and condoms were distributed in the villages such as Meethrau, Derasar, Uparla, Dandali and Nagarda during 1999-2000 but it was found during the study that not a single eligible couple was given pills or condoms in the villages. In fact village level health workers, who are responsible for the distribution, never go to villages and dump their quota of pills and condoms in panchayat bhavan or sarpanch's house. People in the villages have never been informed about various methods of family planning as well as services available in the district.

Village level health workers and Auxiliary Nurse Midwives are not available in the villages. They seldom visit the villages assigned to them. Almost all the respondents said that the health workers never come to the villages (98.0%). ANMs who go to the villages never stay there because they are not provided residential facilities in the villages. With limited mode of commutation, they are not able to overstay in the villages.

7.3 Diseases

Tuberculosis is rampant in the villages especially in Meethrau, Gadra Road and Juna Meetha Khera village panchayats. 4.7 percent households reported having a family member suffering from tuberculosis. Cataract is also very prominent in the villages. There are more than 5.2 percent households having blinds or persons suffering from cataract. Malaria is common in the villages.

Any one who is suffering from a major disease prefers to go to PHC or any other government hospital for check-up and treatment according to 73.7 percent respondents. Patients are advised to go to a specialist or a society, such as blind control, for further consultation and treatment.

Diagnosis and treatment are not provided free to a majority of people. Doctors charge fee for examining any patient after OPD timings at PHCs and other government hospitals. Doctors charge Rs. 100 to Rs. 200 as visiting fee in case they go to a village to see a patient. They practise privately after hospital timings. Most of the patients are seen during private practice.

There is no awareness among villagers about iodised salt and majority of them use simple salt sold in the markets. Only 13.2 percent households are using iodised salts against 81.2 percent households who do not use them. Majority of respondents, who know about iodised salt, said that the use of iodised salts prevents disease. Only 8.6 percent of them knew it prevents goitre.

People do not use iodised salts because they do not have knowledge about the benefits of using it. Most of the respondents do not have the knowledge of benefits of iodised salts or why they should use it (88.5%). For 5.8 percent respondents it was not available in the local market. 3.3 percent respondents do not use it because it is costly and for rest 1.9 percent it hardly makes any difference.

7.4 Mother and Child care and Family Welfare

State government has launched Raj Laxmi scheme to remove gender bias. State government deposits Rs. 1500 in the name of girl child to Unit Trust of India, which gets matured to Rs. 21,000 in 20 years.

A scheme to promote birth spacing and adoption of family planning methods, namely Jan Mangal Yojana is also being implemented in the State. Objective of the scheme is to make family planning methods easily available to village people by the village people. A couple is selected as Jan Mangal couple under this programme in one village having a population of more than 500.

Only 22 male sterilisations were done during 1998-99 while 4516 females were sterilised during the same period. Only 4538 sterilisations were done against a target of 17,000 during 1998-99. In case of IUD insertions, only 7940 insertions were conducted against a target of 15000. 1,84,013 oral pills and 23,21,503 condoms were distributed in the community as per the government records.

According to the government agencies, achievement of the family planning programmes are as under:

Year	IUD	Sterilisation			Distribution	
		Male	Female	Total	Condoms	Pills
94-95	4203	23	1763	1786	1022558	-
95-96	3153	20	1654	1674	11011202	50835
96-97	7438	46	2608	2654	1731635	88277

97-98	6684	32	3206	3238	135631	1806324
98-99	7940	22	4516	4538	184013	2321503

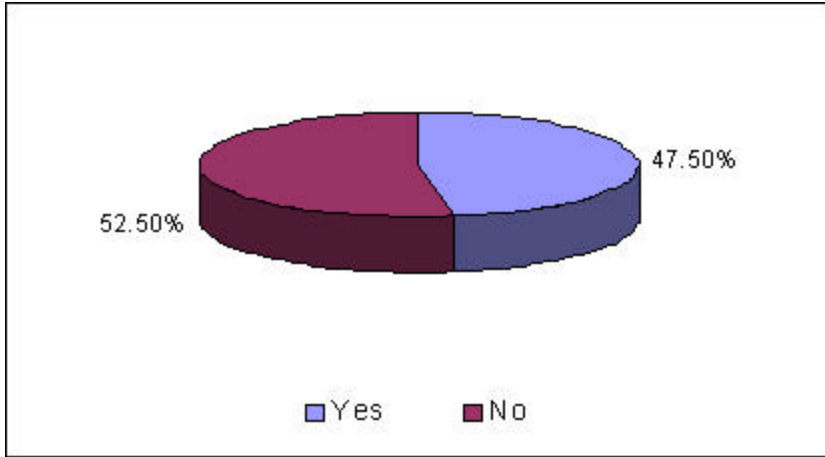
Almost half of the female respondents surveyed did not know about the legal age of marriage, Only 50.5 percent of them knew about it. Family size was large with average 4.18 living children in each household. Maximum number of children born to one couple was 14 whereas 5.5 percent couples did not have any children.

No. of children born

	Frequency	Percent	Valid Percent	Cumulative Percent
0	11	5.5	5.5	5.5
1	9	4.5	4.5	10.0
2	13	6.5	6.5	16.5
3	26	13.0	13.0	29.5
4	39	19.5	19.5	49.0
5	27	13.5	13.5	62.5
6	30	15.0	15.0	77.5
7	13	6.5	6.5	84.0
8	15	7.5	7.5	91.5
9	8	4.0	4.0	95.5
10	4	2.0	2.0	97.5
11	1	.5	.5	98.0
12	2	1.0	1.0	99.0
14	2	1.0	1.0	100.0
Total	200	100.0	100.0	

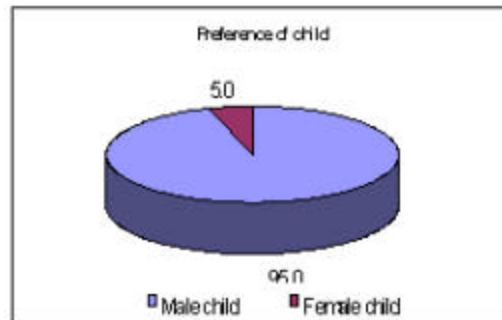
Child mortality rate in the villages covered is relatively high than that of State. Almost half of the households (47.5) had experienced death of a child before he/ she attained two years of age. Mortality rate per couple is 1.53 in the villages covered. This average is very high and alarming. Lack of medically attended deliveries and prenatal and postnatal care are responsible for the high rate of mortality of children. Percentage of male child (25.5%) mortality is far less than girl child which is 31.5 percent. Average mortality rate of male child is 1.25 whereas average mortality rate of girl child is 1.38 indicating existence of gender bias in the communities.

Loss of any child after birth?

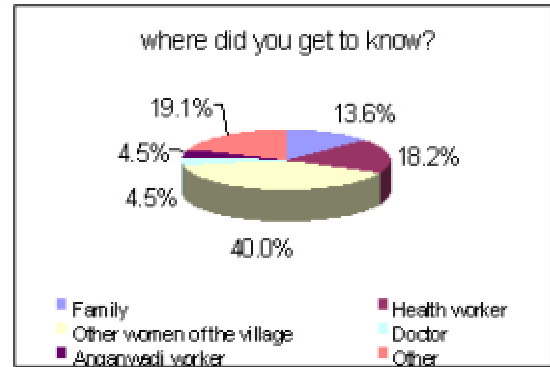


Miscarriage & abortion rates are very high due to absence of proper medical care, intake of proper nutrition and care by the family member during first few months of the pregnancies. 40 percent women interviewed in the villages had experienced abortion. Out 60 percent of women respondents, who had experienced abortions, 68 percent were voluntary and 34.5 percent were due to miscarriage. 34.5 percent miscarriage clearly indicates lack of nutritious diet and proper care.

Birth of a male child is preferred over female. 95 percent respondents said that birth of a male child over girl child was preferred in their family.



Almost half of the women interviewed (45%) did not have any knowledge about any family planning method, whereas 32.0 percent knew about more than one method, 5.0 percent knew only about contraceptive pills. 4.5 percent knew about condoms and 9.0 percent knew about sterilisation. Indigenous method of family planning was practised at large in the villages and most common was abortion. People did not see any harm in going for an abortion if they do not want a child.



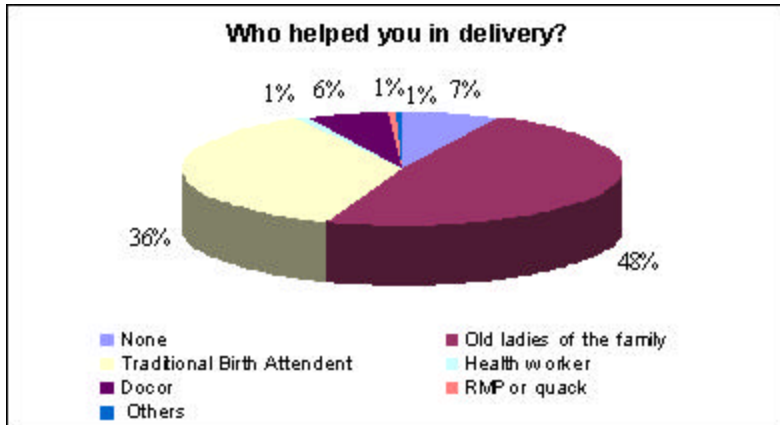
Major source of information regarding family planning methods for women was primarily by word of mouth. The village level health workers had not informed most of the eligible couples about these methods in the villages. Meethrau was an exception where NGO workers had informed and educated many couples about birth spacing and family planning methods. Only 18.2 percent women said they came to know about family planning methods through a village level worker. Husbands were the only source of information for 13.6 percent women respondents.

Number of couples practising family planning methods was very low. Only 25.5 percent of the respondents said that they were using one or the other method of family planning. Indigenous methods are very popular since most of the couples do not have knowledge of other scientific methods. Efficacy of the family welfare programme may be evaluated by the fact that only 8 percent couples are using condoms and 7.5 percent couples contraceptive pills as against 32.5 percent of the respondents who are practising indigenous methods. This is a clear indication of information gap between family planning programme and target audience. Family planning was not adopted by the couples of minority community on religious grounds.

People did not prefer to go to hospital for family planning. Majority of women, who were interviewed, wanted 3 to 4 children (22.0% and 20.5%) and significant number of them wanted even more than that (5 to 6 children, 16.5% and 12.5%). Women had no say regarding the number of children they should have. Religion was also an important factor for the women of minority community. 27.5 percent respondents felt a large family was better.

Status of the women was good in the family in majority of the cases. But 26.0 percent of the respondents considered their status in the family to be average. 7.0 percent felt that they were in miserable condition and not treated well. 2.5 percent themselves are heads of the households. 48.5 percent said they were consulted for any important decision in the family.

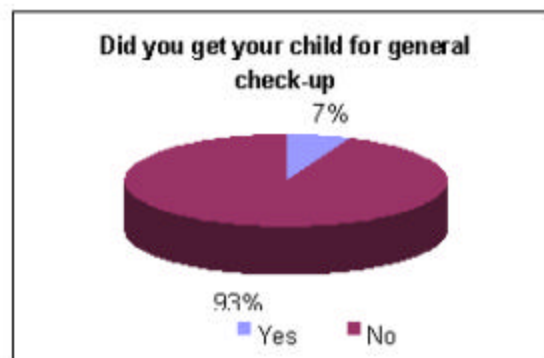
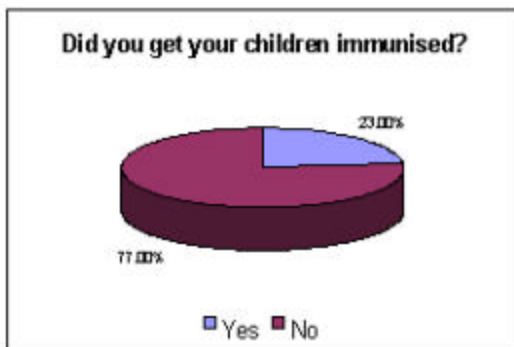
There are only 6.0 percent institutional child deliveries and majority of deliveries (48.5%) are attended by elderly ladies of the family. Traditional birth attendants attend 36.5 percent deliveries. Traditional birth attendants (TBA) are neither trained nor given safe kits by the government agencies to attend and help in child deliveries. Except Meethrau, Gadra Road and Dandali village panchayats, no village panchayat has a TBA. 85.0 percent women denied having received free iron tablets during pregnancies. In fact not a single woman had heard of iron tablets given during pregnancies.



Child Care

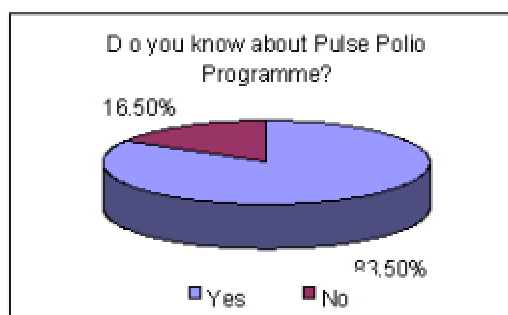
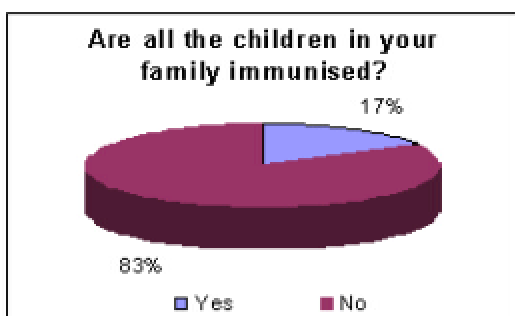
Children are not taken to the health centres for general health check-ups in majority of cases (93.0%) not even in Meetharau, Gadara Road and Derasar village panchayats where PHCs are available. In fact villagers do not know that they should take their new-borns to the hospitals for general check-ups.

Only few children (23%) are immunised against dreaded diseases due to of lack of knowledge among the parents. 46.0 percent respondents did not have any knowledge about this. Unavailability of immunisation facilities was also responsible for such a low rate of immunisation. Villagers do not



have sufficient knowledge about the importance of immunisation. As much as 25.5 percent respondents do not get their children immunised because facilities are not available whereas 1.5 percent do not do so because of their belief in God. 88.5 percent women had not heard about immunisation cards for their children. Only 11.5 percent had immunisation card made for their babies.

There was no effort from the government departments, especially health department to inform and educate people on the importance of immunisation. Village level workers such as Auxiliary Nurse Midwives (ANMs) had not disseminated any information on immunisation in the villages.



Information, Education and Communication (IEC) campaign has paid rich dividends in publicising Pulse Polio programme that seems to have been successfully implemented in the villages. Surprisingly 83.5 percent women had heard about Pulse Polio Immunisation campaign and out of them 81.5 percent confirmed that there was an immunisation booth in their villages. Only 17 percent women respondents said that all the children in their family were immunised. Lack of knowledge was the main reason for not getting all the children immunised. 26.0 percent said there was no facility earlier.

7.5 ICDS Programme

ICDS programme is operational in the whole district. There are 1,273 anganwadi centres in the district. An anganwadi may be sanctioned for the general population of 1,200 or scheduled caste population of 750 whereas it is sanctioned for the population of 350 scheduled tribe. As per the provisions of the scheme a child was given 80 grams of supplementary meal per day. Pregnant and lactating women were also given 120 grams of nutrition supplements every day. There were more than one anganwadi in the villages covered under study except Tibiniyar which has only one centre. Financial patterns may be understood by the expenditure details of Barmer block during 1999-2000.

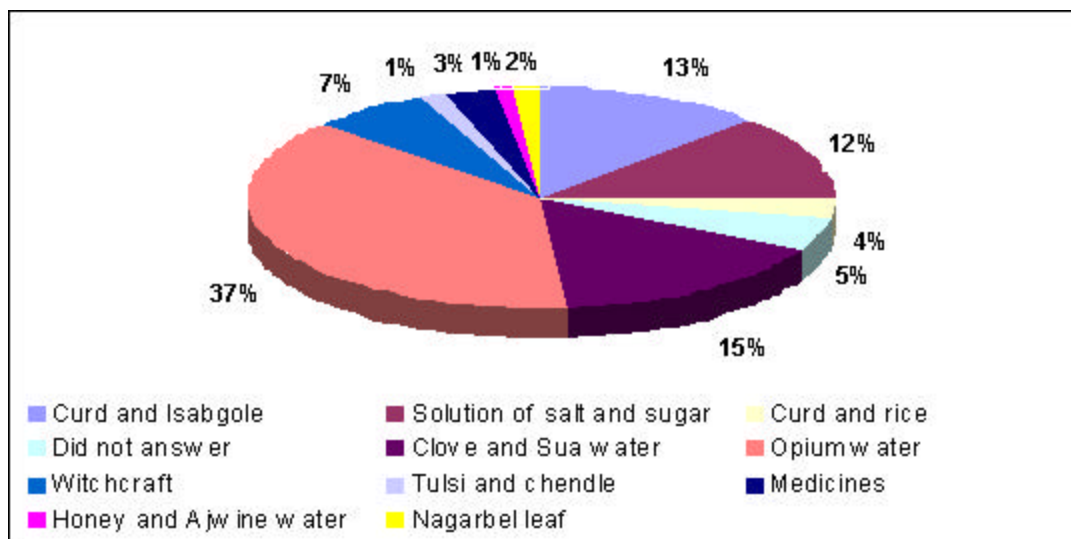
Heads	Expenditure (Rs.)
Honorarium	16,43,000
TA	1,00,000
Peripherals	35,100
ICS	25,00
Medical	3,000
Rent of Centres	43,300

Besides supplementary meals, centres also distribute iron tablets. Total expenditure on the programme in Barmer development block, which has 192 centres, was Rs. 35,93,700 in 1999-2000, Rs. 41,47,108 in 98-99, and Rs. 26,68,425 in 97-98.

Anganwadi programme was not very popular among the villagers. They were not interested in sending their children to centre because they did not find the centres useful. Only 13.1 percent households sent their children to anganwadi centres out of which 34.5 percent were from Borabas village only.

Anganwadi centres were not functioning properly in any village. There were no proper timings for opening and closing of these centres, which was dependent on the convenience of the Anganwadi Workers. Supply of supplementary meals to the children was not regular. It is reported that supplementary meals was given to the cattle of sarpanch and other influentials of the village In Gadara Road and Meethrau.

Diarrhoea was common in the villages. Lack of safe drinking water and extreme temperature was the main cause of the disease in almost 83.5 percent households that experienced diarrhoea among their children. **38.3 percent women respondents said that they gave opium solution to their children in such condition.** Knowledge of diarrhoea management is very low among rural population. Mere 8.5 percent women respondents said that a health worker or doctor informed them about Oral Rehydration Solution (ORS). Even though 24.5 percent women respondents had heard about ORS, they did not use it. Half of them (12.0%) gave only sugar solution to treat diarrhoea. While negligible 3.0 percent gave medicines, rest relied on traditional and indigenous methods to treat diarrhoea. **A considerable percentage (6.6%) of women respondents still take the help of *Bhopa*(witch doctor) in case their children suffer from diarrhoea.**



According to the participants of focus group discussion, health services were not accessible to a large population. Distance of the health facilities such as PHCs, dispensaries and medical shops was too much from most of the villages. Sub-centres were not functioning properly in villages and were rated 8 on a 10-point scale by the participants. 100 percent respondents said that the medicines prescribed by the government doctors had to be purchased from the medical shops. 7 out of 10 participants said government doctors were absent most of the time.

Government doctors charged Rs. 40 to Rs. 50 when they saw patients at their residence. Doctors were also charging Rs. 100 to Rs. 200 for home visits apart from mode of conveyance, which had to be provided by the patients. Participants revealed that full course of medicines to TB patients are not provided and only cheap medicines were given free while costly medicines had to be purchased from the open market. This was the prime reason why most of the patients did not complete the whole course of medicines for the prescribed period. They also said that even iron tablets were not given free to pregnant women because most of the health workers did not take the pain to distribute them in far-flung villages.

Participants complained that water storage tanks were never cleaned giving rise to spread of water borne diseases. Members of scheduled caste and scheduled tribe still had faith in witchcraft and magic healers known as *Bhopa*. In case of illness they first went to these *Bhopas* and if not cured went to a doctor.

According to the participants, traditional birth attendants were neither given training nor delivery kits to help conduct deliveries. Most of the participants did not know who the ANM was. They added that the family planning devices such as IUDs were not available in most of the PHCs and no serious efforts were made in this regard by the government. Health education was the responsibility of elder members of the family.

7.6 Case Study

A resident of Timiniyar village in Shiv block had been suffering from severe TB. He went to local PHC at Harshani. The doctor gave him some tablets and wrote a prescription of medicines to be bought from the market. He was also denied admission to the hospital on the pretext of PHC not being a TB hospital. He went to Jaisalmer a nearby city and got himself checked up by private doctor, who prescribed him costly medicines. He continued the treatment for three months but stopped after that, as he was not able to buy costly medicines and pay the fee of private doctor. As a result, disease relapsed. This person is still living with the disease, spreading it to others and will probably die of it.

Mr Narendra Singh's wife, a resident of Sahadat Ke Par village in Shiv Panchayat samiti died due to non availability of doctors at the district headquarters .She complained of labour pain and was unable to deliver the child for three days. When it was not possible for local Dai to help in the delivery of the child she was taken to a hospital in Barmer City. The gynaecologist was not available so she was referred to Jodhpur. She died on the way.

Chapter VIII : INFORMATION, EDUCATION AND COMMUNICATION

This chapter presents details of IEC efforts initiated by the government in the district. It seems government is not taking any concrete measures to disseminate information about development schemes. Communication channels available to the villagers are also very limited.

Gadara Road village has got the maximum (50) number of TV sets followed by Meetharau, which has got six TV sets in the village. Juna Meetha Khera, Borabas and Uparla villages do not have a single TV set. Only 0.8 percent respondents said they have television sets whereas 12.5 percent respondents have got radio sets. Entertainment programmes are most popular, though majority of the respondents listen to a variety of programmes, which include entertainment, educational, and social programmes.

Due to repeated famine, cultural activities have got a severe set back. Most of the people have migrated to other cities and villages wear a deserted look. 94.3 percent respondents said that no cultural programmes were organised in the villages. Even if cultural programmes were organised, they were mostly devotional and literacy campaigns. There were no serious efforts by the government in this regard as reported by the respondents. Only 1.8 percent respondents said that street plays were organised under literacy mission.

Information level among the villagers on various aspects of government schemes and programmes was very low. Even panchayat representatives, especially sarpanchs did not have correct and sufficient knowledge of government schemes and guidelines. Most of the sarpanchs are illiterate and are totally dependent on gram sewak. Sarpanchs of Nagarda, Fogera, Borabas, Dandali, Derasar and Meethrau did not have any idea of the National Family Benefit Scheme, Employment Assurance Scheme, and Maternity Benefit Scheme.

According to 98.5 percent respondents, there are no IEC efforts in the villages. Village level government staff do not share information with the common people of the village. 98.1 percent respondents said that they had never been given any information by a village level worker or gram sewak.

Majority of the people did not have any knowledge about government schemes. Only 9.8 percent respondents had some information, which they got from friends and colleagues (4.5%), 4.2 percent respondents got to know about it from more than one source. Only 0.6 percent respondents were given information on various development schemes through government staff. 0.5 percent respondents got to know about the schemes by reading newspapers and magazines.

14 percent women respondents listened to music or watched television. Majority of them listen or watch (53.6% valid) films and local music whereas 21.4 percent (valid) listen to news. 14.3 percent said that they listen to all kind of programmes. Since women respondents are not from the households of the male respondents, there is slight variation in data.

Chapter IX : PANCHAYATI RAJ

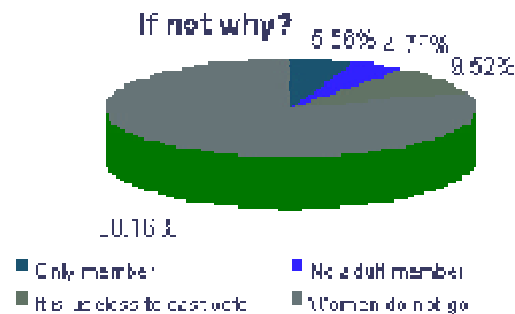
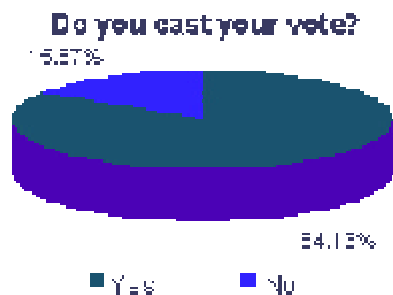
In 1988-89 Panchayati Raj institution was reconstituted and strengthened by providing more powers to Zila Parishads in the State. Village Panchayats were also accorded more powers to enable them formulate and implement development programmes at the village level and play more important role in the village development. Besides this, certain number of seats have been reserved for SC, ST, OBCs and women in panchayat elections.

At present there are 380 gram panchayats in the district. Till 1988, District Development Officer under overall supervision of District Collector was implementing schemes of the rural development and Panchayati Raj. From January 1989, responsibility of implementation of these programmes was transferred to Zila Parishad.

Following schemes are being implemented by Zila Parishad, Barmer:

1. Allocation of residential land
2. Janata Awaas Yojana
3. Unnat Chulha Programme
4. Rural Sanitation Programme
5. National Social Assistance Programme

Three tier Panchayati Raj system in the district has reaped good results. Villages have been empowered to implement programmes at their level as per the needs and requirements of the village. Present study tried to assess participation level of the villagers in the functioning of panchayat system.



People are enthusiastic about panchayat elections. Majority of the respondents said that they voted in panchayat elections. But in some of the communities such as Rajput community, women are not allowed to go to vote because of *purdah* system still being enforced in the district. There are families in other communities also where female adults are not allowed to vote.



Only few villagers attend gram panchayat meetings because most of them do not have prior information about the meetings. Except Uparla and Juna Meetha Khara villages where respondents confirmed that development programmes are discussed and resolutions are passed in the gram panchayat meeting, these meetings are a mere formality in other villages.

A significant number of respondents who attend gram panchayat meetings including those of gate keepers interviews said that the meetings are only a formality. 4.5 percent respondents even think that most of the resolutions are forged. Fake thumb impressions are taken on the resolutions. Illiterate and innocent village people do not understand the complex meeting procedures. They would sign or give their thumb impression whenever the gram sewak or Sarpanch asks them to do so.

Lack of time and information are some of the main reasons why people do not attend meetings. Even though people are enthusiastic about the panchayat, most of them do not have much interest in its working. 10.9 percent respondents do not attend because they do not have time to go to the meetings due to their wage employment or house chores. 2.7 percent female respondents do not attend because they are not allowed to go out and attend such gatherings. There are 2.1 percent respondents who said meetings are not held at all. 5.3 percent respondents do not go to the meetings because they do not understand whatever is discussed there. Distance of the meeting place is also a constraint for 2.3 percent respondents.

Majority of people do not go to the village panchayat for any personal or other kind of work (57.3%). 13.0 percent go to panchayats for local problems whereas 21.0 percent go to get benefit under various development schemes. Even disputes are resolved in the meetings according to 0.4 percent respondents. It is interesting to note that 85.4 percent of the respondents have not been benefited by village panchayats whereas 7.6 percent respondents said village panchayat functionaries assist them in development programmes. 2.3 percent said that loans were given to them on recommendation of village panchayat. 0.8 percent said that ration shop was opened whereas 0.4 percent have been helped through the tanks constructed.

Selection procedure is based on recommendations by gram panchayat in all the villages. The gram panchayat forwards the names to the panchayat samiti for final selection of the beneficiaries. Gram sewak plays a very important role in the selection process.

Selection criteria of the beneficiaries are broad. It is not enough to be poor to get the benefits under government schemes. Good relationship with political parties, leaders and panchayat representatives plays an important role in the selection of beneficiaries. But the situation is not as bad as projected. 18.4 percent people still believe that rules and regulations are followed. According to them, people living below poverty line are on the top of the priority list of the beneficiaries. 6.8 percent respondents feel that it is enough to have good relationship with

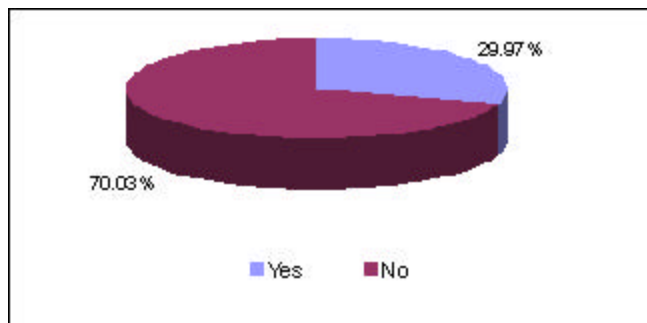
panchayat representatives, especially with sarpanch, to get benefits under government schemes. 22.4 percent respondents do not know about the selection criteria.

Selection criteria, according to the gate keeper schedule respondents, is basically politically influenced. Many of them think that even though persons living below poverty line are selected for the government schemes personal favour is required. 18.0 percent of the respondents are of the opinion that there is favouritism in the selection of beneficiaries. Bribery is also prevalent. One has to bribe either panchayat representatives or government officials to get the benefit of the schemes such as IRDP and IAY.

Selection criteria according to Gate-keepers Interviewees

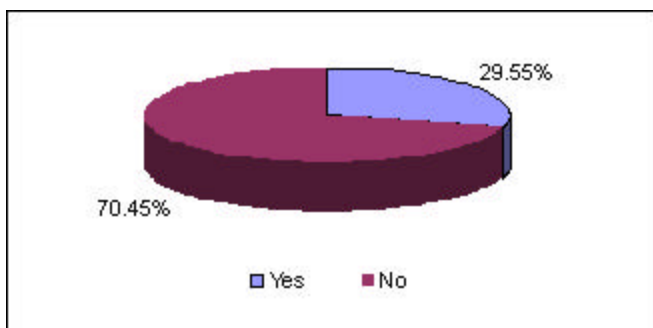
	Frequency	Percent	Valid Percent	Cumulative Percent
Living below poverty line				
	42	21.0	21.0	21.0
Favoritism				
	36	18.0	18.0	39.0
Political				
	63	31.5	31.5	70.5
BPL families				
	8	4.0	4.0	74.5
Poverty and political				
	16	8.0	8.0	82.5
Bribe				
	22	11.0	11.0	93.5
Good relationship with panchayat representative				
	4	2.0	2.0	95.5
Do not know				
	2	1.0	1.0	96.5
On the basis of caste				
	7	3.5	3.5	100.0
Total				
	200	100.0	100.0	

It seems that panchayat members of the villages do not have important role to play in the implementation of the schemes except signing resolutions. 39.0 percent respondents said that village panchayat functionaries never inspect development works being implemented by the government authorities, whereas 16.4 percent said that they inspect regularly. Majority of the respondents do not have any idea of this.



Do panchayats play an important role in the development process?

It seems that gram panchayat is not playing an important role in the development of the village. Development works are still carried out by government authorities and they have control over village level programmes according to a majority of respondents (70%). Panchayat members do not impart any development-related information to the villagers according to 94.7 percent respondents. Those who said that they have been given information, it was regarding loans, IAY and cluster schemes.



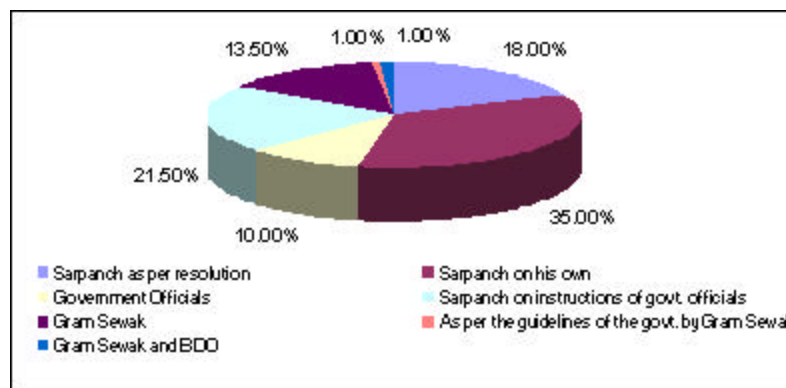
Do village panchayat members inspect development work?

Sarpanch is responsible for formation and follow-up of the development proposals in the villages. 58.0 percent respondents of gatekeeper interviews said that it is the sarpanch who is instrumental in getting schemes sanctioned at the gram panchayat level. Even though sarpanch is the main authority in getting the schemes sanctioned, BDO and gram sewak also play an important role in it. Proposals are formulated and resolutions are forged as per the direction of BDO and Gram Sewak.

Who gets the schemes sanctioned at village level?

	Frequency	Percent	Valid Percent	Cumulative Percent
Sarpanch/Gram Panchayat	116	58.0	58.0	58.0
Block/BDO				

	26	13.0	13.0	71.0
MLA or MP				
	1	.5	.5	71.5
Any other				
	1	.5	.5	72.0
Gram Sewak				
	4	2.0	2.0	74.0
Gram Panchayat and MLA				
	1	.5	.5	74.5
Sarpanch and other influential				
	9	4.5	4.5	79.0
Sarpanch and Gram Sewak				
	8	4.0	4.0	83.0
Sarpanch and BDO				
	34	17.0	17.0	100.0
Total				
	200	100.0	100.0	

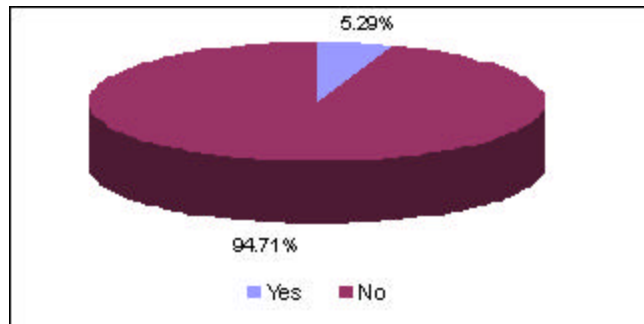


Sarpanch formulates proposals for the development programmes to be implemented in the villages according to majority of respondents. There is complete lack of people's participation in the formation of proposals. A significant number (21.5%) of gate-keepers interviewees felt that sarpanch takes the help of government officials in formulation of the proposals whereas 13.5 percent think only gram sewak is responsible for the formulation of proposals.

Whatever the implementation method, panchayat system has helped in the development of the village according to 58.1 percent of respondents but at the same time 41.9 percent respondents do not think so. Construction of schools, tanks, panchayat buildings are the main reasons for the respondents who said villages have developed by the implementation of government programmes panchayat.

Those respondents (41.9%) who feel that development programmes implemented by panchayats have not helped in the development of their villages think so because there is no development in their hamlets (35.7% valid). Similarly 24.3 (valid) percent of the respondents think so because no scheme has been sanctioned in their village. While 26.1(valid) percent said they do not know why it has not helped, 4.7(valid) percent attributed it to non-availability of facilities in their village.

Gram panchayat representatives never disseminate information regarding development programmes to the villagers. Majority of the respondents of gatekeeper interview confirmed this. Only 5.29 percent respondent said that panchayat representatives have informed them about the schemes and programmes.



Information by gram panchayat

Corruption in the implementation of the programmes is prevalent which was confirmed by a majority of the respondents (54.3%). But there is positive thinking also and 23.8 percent respondents do not endorse prevalence of corruption. Whereas 21.9 percent respondents either did not know about it or did not wish to answer. Demand for bribe for any work done by the government officials is the main reason respondents think so (43.9% valid), another 30.4 (valid) percent gave the same reason accusing government officials for corruption. 8.8 percent respondents said that full payment is never made to the beneficiaries under any scheme because of corruption. Only 5.3 percent said that their answer was based on the fact that favouritism is prevalent in the selection of beneficiaries.

Respondents accused sarpanch and gram sewak for asking and taking commission on each work done by them. They also accused that only 40 percent of money are being spent on the schemes.

Suggestions given by the beneficiaries to improve implementation of development programmes

1. Money should be given directly to the beneficiaries.
2. Community should be informed about the various aspects of all the government schemes.
3. Selection process for the list of beneficiaries should be done by an independent agency.
4. Sanctioned money should be disbursed in one instalment.
5. Corruption should be checked immediately.
6. There should be effective supervision by the higher authorities even at village level.
7. There should be special programmes for disabled and they should be given priority in selection.

8. Village Sarpanch should be qualified to be able to understand complicated process of implementation of various schemes.
9. Honest officers and staff especially gram sewak and junior engineers should be posted in the villages to oversee the development works.
10. A committee of the villagers, which should be constituted for each work separately. This committee should implement government programmes.
11. Development programmes should be implemented and evaluated by non-governmental organisations.

Chapter X : DEVELOPMENT PROGRAMMES

This chapter presents a picture of development schemes being implemented in the district. Almost all the programmes of state and central government are being implemented here. Programme-wise details are given in this chapter.

Though Zila Parishad has been given more powers and has been strengthened, District Rural Development Agency (DRDA) implements all-important schemes, which are supported by central government. Zila Parishad is the Project Implementation Agency for these schemes, which are sponsored by state government.

Out of total 1000 respondents, 283 were benefited under various government schemes

10.1 Profile of the beneficiaries

Age: Age of the beneficiaries interviewed is between 18 to 80 years. Average age of the beneficiaries is 39.37 years.

Sex: 51.6 percent beneficiaries are male and 48.84 percent beneficiaries are female.

Educational status:

Majority of the beneficiaries are illiterate (80.9%). 9.2 percent are literate whereas 3.9 percent are primary pass. 4.6 percent beneficiaries have studied up to secondary school whereas 0.4 percent are high school pass. 1.1 percent beneficiaries are graduate or above.

Category: Majority of the beneficiaries belong to general category (97.2%) followed by victims of natural calamity (1.8%) and affected by military programmes.

Application:

Majority of the beneficiaries have applied to gram panchayat (62.9%) followed by 16.3 percent who have applied to panchayat samiti. 1.4 percent beneficiaries said they had applied to gram sewak. 16.3 percent who are beneficiaries under cluster scheme have applied to cluster samiti. Other 2.5 percent who are beneficiaries under PMRY scheme applied to district Industries centre.

Recommendation:

Majority of the applications are recommended by Gram panchayat (61.5%) followed by 24.0 percent which are recommended by panchayat samiti. 4.9 percent are recommended by influentials of the villages whereas 8.1 percent named others.

Year of sanction of the schemes:

Majority of the respondents have been sanctioned schemes in 1999 (30.4%) followed by 26.9 percent who were sanctioned schemes in 1997. 17.7 percent beneficiaries were sanctioned in 1998. Only one beneficiary got sanction in 2000.

Year of sanction of scheme

Year	Frequency	Percent	Valid Percent	Cumulative Percent
1984	2	.7	.7	.7
1987	2	.7	.7	1.4
1988	1	.4	.4	1.8
1989	1	.4	.4	2.1
1990	8	2.8	2.8	4.9
1992	7	2.5	2.5	7.4
1993	5	1.8	1.8	9.2
1994	3	1.1	1.1	10.2
1995	11	3.9	3.9	14.1
1996	30	10.6	10.6	24.7
1997	76	26.9	26.9	51.6
1998	50	17.7	17.7	69.3
1999	86	30.4	30.4	99.6
2000	1	.4	.4	100.0
Total	283	100.0	100.0	

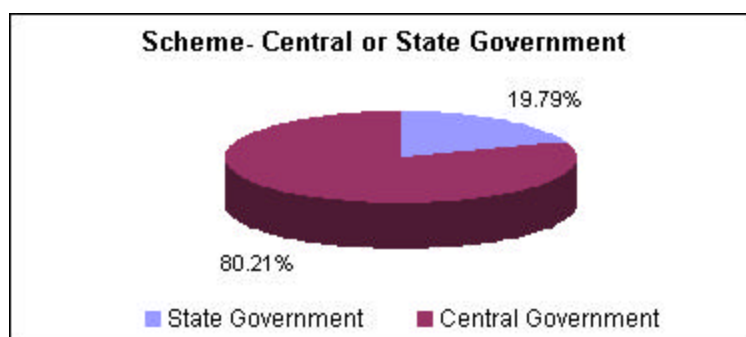
Schemes:

Out of total 283 beneficiaries 4.2 percent beneficiaries have got widow pension whereas 12.7 percent are benefited under SCYTE scheme under Scheduled Caste Development Corporation. 27.6 percent beneficiaries have got Indira Awaas Yojana and 0.4 beneficiaries have been benefited under Anganwadi scheme. 19.4 percent beneficiaries have got IRDP scheme and 2.8 percent have got benefit under Million Wells Scheme 16.6 percent beneficiaries are receiving benefits under cluster scheme whereas 5.3 percent are receiving pensions under National Old Age Pension scheme. 1.1 percent have got loans from the banks for agriculture. 2.1 percent beneficiaries are getting the benefits under Shilpi Yojana and 2.5 percent are benefited under PMRY scheme whereas 2.8 percent under TRYSEM. 1.4 percent beneficiary got wage employment under EAS scheme.

Under what programme are you getting benefit?

Schemes	Frequency	Percent	Valid Percent	Cumulative Percent
Widow pension	12	4.2	4.2	4.2
SCYTE scheme	36	12.7	12.7	17.0
IAY	78	27.6	27.6	44.5

Anganwadi	1	.4	.4	44.9
IRDP	55	19.4	19.4	64.3
MWS	8	2.8	2.8	67.1
Cluster	47	16.6	16.6	83.7
NOAPS	15	5.3	5.3	89.0
Loan for agriculture	3	1.1	1.1	90.1
Shipi Yojana	6	2.1	2.1	92.2
Cyclone affected	2	.7	.7	92.9
PMRY	7	2.5	2.5	95.4
TRYSEM	8	2.8	2.8	98.2
EAS	4	1.4	1.4	99.6
Shikshit Rojgar Yojana	1	.4	.4	100.0
Total	283	100.0	100.0	



Majority of the schemes are centrally sponsored.

Majority of the beneficiaries are from Gadara Road, Fogera, Jaisindhar Station and Nagarda village panchayats. Together they constitute more than 56 percent of the total number of beneficiaries. Lowest number of beneficiaries were from Uparla and Meethrau village panchayats. Though Meethrau is a large and border area village, surprisingly it has the minimum number of beneficiaries. Derasar, Dandali and Juna Meetha Khara village panchayats have 17, 26 and 7.8 percent beneficiaries respectively. While Barmer panchayat, from where PMRY beneficiaries are identified had 21.1 percent beneficiaries.

10.2 Scheme Wise Details

10.2.1 Integrated Rural Development Scheme (IRDP)

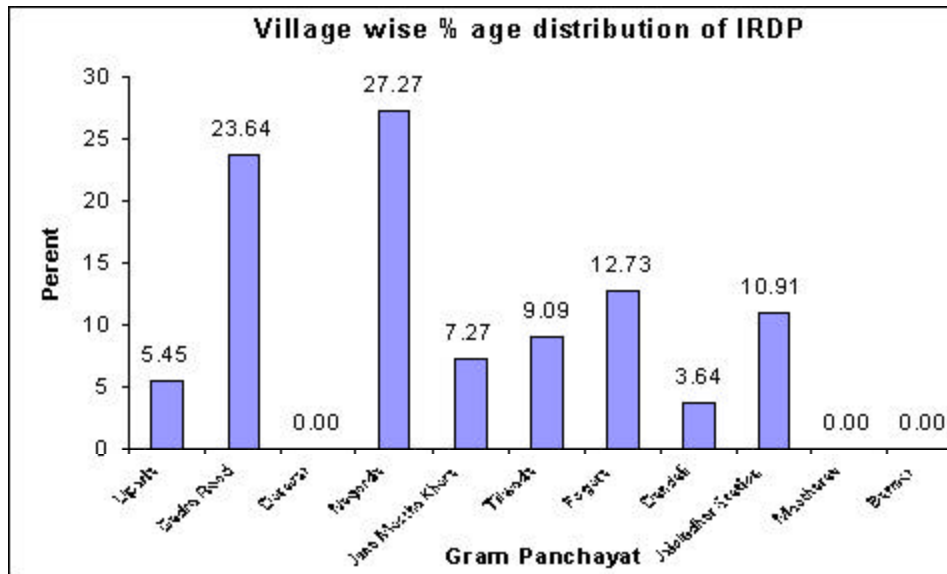
IRDP is a poverty alleviation programme started in 1980. Objective of the programme is to identify and assist families living below poverty line by providing subsidised loan to start small business. 29,013 families have benefited under this programme till 1998 since its inception. The programme was being implemented in whole district before 1999.

Financial Progress of the Programme

Year	Available funds	Expenditure
1997-98	182.10	153.90
1998-99	315.61	153.83

Out of total Rs 153.83 lakhs spent on the total programme, Rs 1.29 lakhs were spent on subsidies and Rs 7.46 lakhs were spent on insurance.

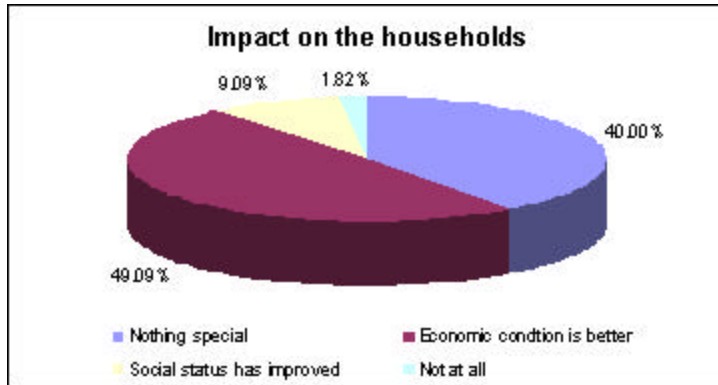
19.1 percent beneficiaries are getting benefit under IRDP programme. Majority of the beneficiaries were sanctioned schemes in 1997 (40.7%) followed by 20.4 percent in 1999. 13 percent in 1998 whereas 7.4 percent in 1995. Amount sanctioned was between Rs. 5,000 in 1984 to Rs. 30,400 in the year 2000. Rs. 2,50,000 was sanctioned under two group projects in 1998-99. Majority of the beneficiaries were from scheduled caste population (47.3%) followed by 27.3 percent from other backward castes and 14.5 percent from scheduled tribe population. Beneficiaries belonging to general caste comprised only 10.9 percent of the total beneficiaries.



Maximum number of beneficiaries under IRDP were from Nagarda village whereas there were no beneficiaries in Meetharau, and Derasar village Panchayats. Average money sanctioned under the scheme was Rs. 26,694.00 whereas average subsidy amount as mentioned by the beneficiaries was Rs. 6,554.00. Average money received by the beneficiaries was Rs. 23,688.55, which was less than the average sanctioned amount. The difference of Rs. 3,005.45 in sanctioned amount and actual receipt by the beneficiary was due to pilferage of funds. This indicated prevalence of corruption in the implementation of scheme.

In most of the cases, which were revealed during focused group discussions, beneficiaries received only subsidy amount. Rest of the amount was deposited in the bank as repayment of the loan. Participants informed that beneficiaries were not motivated to start their own business but were selected for the want of subsidy amount. IRDP has failed to meet its objective.

31 percent respondents of gatekeeper interview said that only subsidies were given. Corruption was rampant in the sanction of schemes. They accused BDO and bank manager for all the malpractice in the scheme. 3.5 percent said that beneficiary would not use the money for which it has been sanctioned.



Mode of payment was cheque in the name of beneficiary and time lag in payment was one to three months after the sanction of the scheme, in majority of cases. Majority of the cases were recommended by gram panchayat (70.1%) followed by 17.5 percent by panchayat samiti.

Even though in majority of the cases only subsidy was availed by the beneficiaries, most of them said that their economic condition had improved considerably. Even though 40 percent beneficiaries said that the scheme had not made desirable impact on their economic condition, majority of the beneficiaries (49.1%) said that their economic status had improved. Only 1.82 percent said that the scheme did not have any impact on their socio-economic condition.

According to 16.37 percent beneficiaries, they had to pay Rs. 500 to Rs. 5,000 to get the benefit under the scheme.

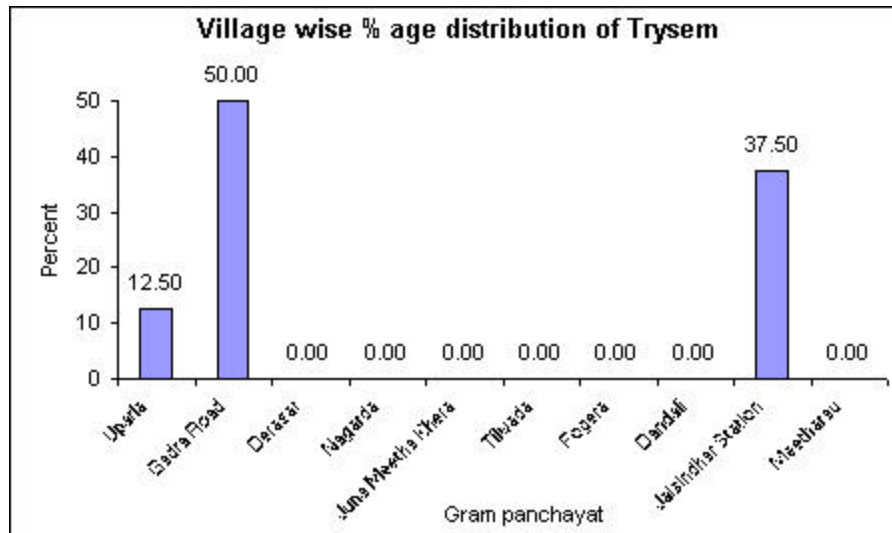
Case Study

Sanctioning of loans was forged at many places. Loans were sanctioned in the name of poor people while their masters or influential people took the actual benefit.

Majority of the beneficiaries who were sanctioned amount under IRDP in 1999 to buy camel-carts, goats and sheep could not show them at the time of survey. They had a very simple answer that since animals died, the carts were sold. This is a clear indication of malpractice in scheme by the beneficiaries, panchayat representatives and government officials.

There is no provision for training under the scheme. No beneficiary reported to have received training under the scheme.

10.2.2 Training of Rural Youth for Self Employment (TRYSEM)



The scheme is not being implemented quantitatively. Only 258 youth were trained during 1994-95 whereas in 1995-96 only 57 youth were trained. Only 399 youth were trained in 1996-97. Total Rs. 1,40,683 was spent during 1996-97. Even though Rs. 20.78 lakhs were available with DRDA in 1997-98, it spent only Rs 0.51 lakhs out of it. Similarly Rs. 1.45 lakh was spent during the year 1998-99 against total available funds of Rs. 19.94 lakhs.

Only eight beneficiaries in the villages were covered under the study. While four beneficiaries were from Gadara Road, three beneficiaries from Jaisindhar Station and one beneficiary was from Uparla village panchayat. Training was imparted to the beneficiaries by private institutions. According to government records Rs. 350 per month was paid to the beneficiary as stipend for six months. But beneficiaries denied that they were paid Rs. 350. They said only Rs. 300 instead of Rs. 350 was paid to them.

Impact of the scheme is marginal. It has not been able to change the socio-economic status of the beneficiaries.

Age of the beneficiaries was between 25 to 50 years. Out of eight beneficiaries, three were more than 35 years old. There were seven female beneficiaries and only one male beneficiary. Seven out of eight beneficiaries were illiterate whereas one had studied till class 1st. Four beneficiaries were sanctioned schemes in 1997 and other four in 1999.

Participants of FGDs said that this programme was implemented only on paper. Not a single participant knew any one who had benefited under TRYSEM programme. 2.2 percent respondents of the gate keeper interview said that the training institutions were making money in the name of imparting training to the youth under this programme.

10.2.3 Supply of Improved Tools to Rural Artisans (SITRA)

Though Rs. 4,74,210 was spent on SITRA during 1998-99, no beneficiary under the scheme was found in the villages surveyed even after an intensive effort.

10.2.4 Jawahar Rozgar Yojana (JRY)

The scheme was started in 1989-90. Objective of the scheme is to provide wage employment of 100 days to at least one member of the families living below poverty line. One of the objectives of the scheme is to create valuable infrastructure in the villages.

Financial and Physical Progress Report of JRY

Expenditure in lakh

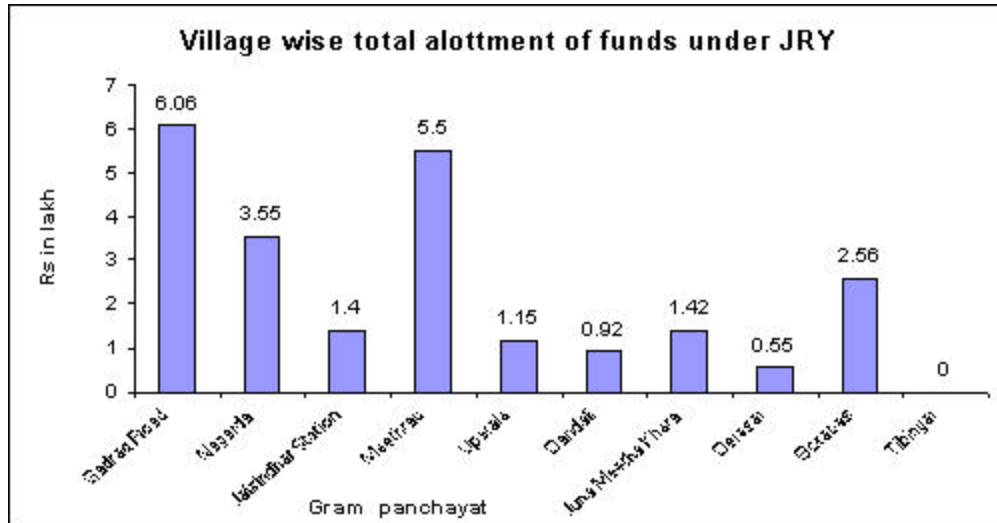
Year	Allocation	Expenditure	Total work	Complete	On progress
1995-96	717.08	576.64	2984	1807	1035
1996-97	387.25	447.74	899	467	413
1997-98	523.74	529.54	942	485	391
1998-99	352.39	506.40	814	381	422

Village wise allocation of funds under JRY

Expenditure in lakhs

Year	Gram Panchayat	Sanctioned work	Amount sanctioned
1996-97	Gadara Road	WBM Road (1Km)	2.00
1997-98	--	--	2.10
1998-99	--	One hall in primary school	1.16
1998-99	--	Drainage	0.80
1996-97	Nagarda	Kanji house	1.00
1997-98	-	One room in school	1.30
1998-99	-	One room in school	1.25
1996-97	Jaisindhar Station	Hall with veranda	1.00
1997-99	-	Bus Stand	0.40
1996-97	Meetharau	Bus stand	0.96
-	-	Meeting Hall	1.00
-	-	Public Toilet	0.50
-	-	Addn. Class room	0.93
-	-	Rajiv Gandhi Pathshala	2.11
-	Uparala	Primary school	1.0
-	-	Tank repairing	0.15
1997-98	Dandali	--	0.52
1998-99	-	--	0.40
1997-98	Juna Meetha Khera	School room	0.81
1998-99	--	--	0.61
1996-97	Derasar	One room	0.30
1997-98	-	Toilet	0.25
1996-97	Borabas	School hall	1.31
1998-99	--	Additional class room	1.25

Village panchayat (70%), panchayat samiti (15%), and DRDA (15%) are implementing JRY. Durable structures are created in the villages under the programme.



Gadra Road village has received maximum funds (Rs. 6.6 lakhs) under the scheme. No work has been done in Tibiniya village. In fact Tibiniya is a revenue village of Fogera village panchayat and cluster development scheme is being implemented in the village. Sanction of funds depends on the resourcefulness of the gram panchayat and his political affiliations.

In majority of the cases sarpanch acted as contractor and completed the work. Measurement books were maintained properly for most of the constructions. In few cases, such as, in construction of drainage in Gadra Road village, fake measurements were taken. Almost all the muster rolls were manipulated. Muster rolls were manipulated to maintain a 40-60 ratio of labour and material component. This ratio is never maintained and actual labour and material ratio is 25-75. Transportation cost, which varies from place to place and higher labour rate, than sanctioned by the government are main reasons for the manipulation.

In FGDs, participants who were familiar with the construction work said that in all the construction works, plinth area was not constructed as measured. Actually it was less deep and wide than that mentioned in the measurement books (MB). Sarpanch did not do consoling in the construction of plinth. Three-step method for the construction of plinth area was not followed. Government rates approved for the construction was Rs. 2,060 per square metre, if it is less than 100 sqm, and Rs. 1950 per sqm if it is more than 100 sqm. Earthwork excavation rates are Rs. 29 per cu metres when the earth is lifted up to 1.5 metres and lead up to 30 metres. Participants said that contractors and sarpanch did all the work themselves with the help of skilled and semi-skilled labourers. Very few people in village were provided wage labour in these constructions. Since nature of most of the construction work was concrete, there exists very few opportunities for the engagement of greater number of labourers.

Quality of construction was poor in all the villages except Nagarda village panchayat, where quality of construction of schools was satisfactory. Poor quality construction materials were used in almost all the assets.

Respondents of the gate-keeper interview do not have any different opinion about the implementation of the programme. A significant number of respondents think that the scheme is the main source of commission for sarpanch, gram sewak and BDO.

What do you know about JRY?

	Frequency	Percent	Valid Percent	Cumulative Percent
Gram Panchayat gets money for construction work	87	43.5	43.5	43.5
Sarpanch is acting like a contractor for construction	60	30.0	30.0	73.5
Through this Sarpanch and Gram Sewak gets commission	19	9.5	9.5	83.0
Main source of commission for BDO, DRDA and Gram Panchayat	33	16.5	16.5	99.5
Do not know	1	.5	.5	100.0
Total	200	100.0	100.0	

Case study

Rs. 80 thousand was sanctioned in Gadara Road village panchayat to construct a drain in 1998-99 under JRY. Gram panchayat executed the work. An 80 ft. long, 4 ft. wide and 4 ft. deep drainage was constructed in the market where the then sarpanch had a shop. Cost of construction of the drain was exorbitant. Construction of the same should not have exceeded Rs 20, 000 in any case.

The scheme has been very useful in creating public assets in the villages. It is due to this scheme that all the village panchayats have their own Panchayat Bhavan (community halls) and additional rooms in the school. But the main objective of the scheme to provide gainful employment to the members of the families living below poverty line has not been achieved. The scheme has also not been able to address to its target audience i.e. women, scheduled caste, and scheduled tribe.

10.2.5 Border Area Development Programme (BADP)

DRDA Barmer is implementing border area development programmes. Panchayat halls, roads, toilets, science laboratories, urinals, teachers flats are constructed along with the creation of water and electricity facilities in the villages. As per the guidelines of the scheme, funds allocated under BADP shall be spent on the development of villages located within 50 Kms. from the border.

Physical and Financial Progress of BADP scheme

Year	Allocation (In lakhs)	Expenditure (In lakhs)	Total work	Completed	Progress

1996-97	858.20	837.00	150	8	142
1997-98	1703.20	1111.26	*	*	*
1998-99	1585.69	889.90	707	327	380

* Not available

Huge funds were sanctioned to the district under this programme. Emphasis of the programme is to create community assets in the border villages as well as creating facilities for police and paramilitary forces. Type of construction of the assets under the scheme is mostly residential. Guesthouses have been built in Gadara Road and Meethrau village panchayats. Besides buildings, roads and water tanks have also been built in the border villages.

Funds under BADP programme are allocated to almost all the departments and following departments have implemented the programme in the district in the year 1998-99:

Name of Department	Sanctioned amount
Panchayat Samiti Shiv	60,30,000
Panchayat Samiti Barmer	53,87,000
Panchayat Samiti Chohatan	40,50,000
Panchayat Samiti Dhorimana	64,60,000
PWD Barmer	2,34,14,126
PWD Balotra	43,86,72
PWD Chohatan	1,61,89,049
PHED City Barmer	42,72,203
PHED South Barmer	77,62,169
PHED North Barmer	5,37,785
PHED R Barmer	58,79,606
Awaas Vikas Samiti	1,23,04,000
RSEB Barmer	96,22,000
DAHO Barmer	5,44,367
PO Dairy Barmer	80,06,106
Secretary Barmer sports	76,570
IMO Barmer	88,70,000
Superintendent of Police	6,68,182
Addl. SP CID	1,54,682
SSB Jaisalmer	3,50,000
DIG Police, Jaipur	1,37,071

It is clear that the large part of the total funds sanctioned under the scheme was allocated to Public Works Department (PWD) and Public Health Engineering Department (PHE D).

BADP programme is being implemented in the border area villages covered under the study. All the four villages that were close to the border have been allocated funds as under:

In lakhs

Year	Name of GP	Work	Amount
1997-98	Derasar	2 Hall	3.16
1996-99	Meetharau	Two rooms in school	3.50

--	--	Additional Room	1.00
1998-99	Nagarda	Two rooms with veranda	3.50
--	Jaisindhar Station	Two rooms in school	3.50

Out of total funds allocated to the district under BADP, a chunk of fund goes to Public Works Department and Public Health Engineering Department. PHED has constructed storage water tanks linking with main supply line.

A central intelligence building was constructed at Gadra road at the cost of Rs. 6,68,890 in 1997-98. Residential quarters of upper subordinate were built for Rs. 5,15,000 in 1998-99 at Gadra Road.

It seems that, some of the constructions done from BADP funds have not been according to the guidelines of the programme. A cricket pavilion has been built in 1996-97 at a cost of Rs. 20,00,160.

Majority of the buildings constructed, under the programme, are at the district headquarters for police and district administration. A bulk of amount has been spent to provide accommodation to police and paramilitary forces and creation of additional rooms and hall in district collectorate.

Impact of the programme is remarkable. All weather roads have connected villages. Supply line of drinking water has been strengthened and community assets have been created in the villages from the funds sanctioned under the programme. Even though the cost of the assets created under BADP is more than that created under JRY, quality is same and even poor in some constructions. Direct involvement of government agencies has been said to be responsible for commission system in the implementation of the programme.

10.2.6 Desert Development Programme (DDP)

Large part of the district is desert and arid where drought and famine are common. Keeping in view this fact, Desert Development Programme was launched in 1991-92. Main objective of the programme is to ensure optimum use of local resource and by doing so, raise economic level of the rural people. Soil conservation, forest extension, plantation, development of grazing grounds, animal drinking water, and irrigation programmes are implemented under this scheme through concerned departments.

Financial and Physical Progress Report

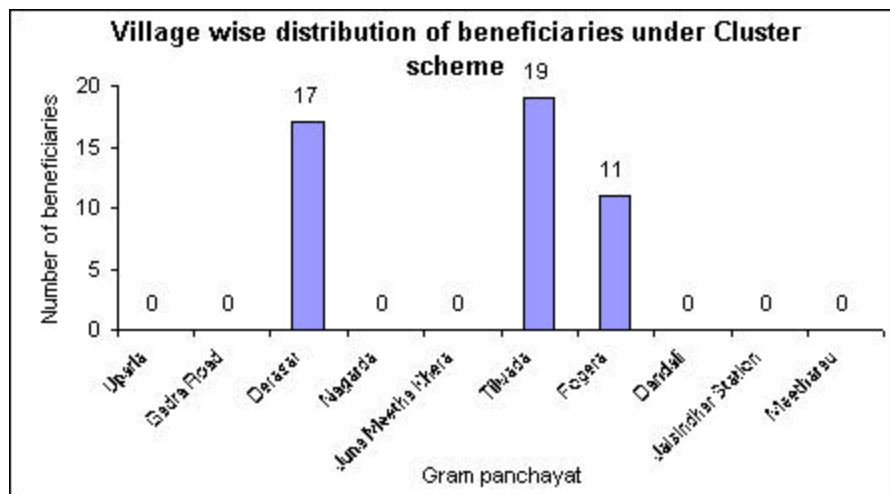
Year	Allocation (In lakhs)	Expenditure (In lakhs)	Total work	Complete	On progress
95-96	615.69	547.25	516	129	348
96-97	578.93	476.92	351	129	448
97-98	558.80	508.80	123	--	123
98-99	1155.64	538.09	123	--	107

The programme is being implemented through forest and soil conservation department. Watershed management approach has been used for the implementation of the programme. Due to geographical conditions, acute shortage of rainfall, and non-availability of 500-hectare land collectively, watershed programme has been redesigned as cluster development programme. Under this programme cluster of lands is considered as one unit of watershed. Under watershed programme, forest department developed 54 clusters whereas soil conservation department is implementing 63 watersheds in the district.

Under watershed programme, vegetative contour bunds are made to prevent wind erosion of fertile soil in agricultural lands. Contour vegetative hedge apart from micro windhoek are also erected in non-agricultural fields. Plantation and development of pastureland are also undertaken on non-agricultural lands under this programme. Construction of *Chetna Kendra* (meeting halls) and water harvesting tanks are also undertaken under this programme.

Three watersheds sanctioned under DDP were evaluated during the study. Major findings are as under:

Cluster scheme is being implemented in Borabas village of Tilwada village panchayat from 1994-1995. Forest department is the Project Implementing Agency (PIA) of this watershed. Mr. Uma Ram Choudhary, forest guard is the secretary of the WDT. Rs. 22.4 lakhs have already been spent during 4 years of implementation of programme.



Users group and self-help groups have not been formed. Not a single farmer, whose land has been treated according to the records, said to have contributed in terms of money or labour to the development fund created under the programme.

Five tanks have been constructed at the rate of Rs. 30,000 each while cost of construction of tank of same size and specification by private owners was Rs. 12,000 to Rs. 15,000 in the village. Out of five tanks, one is built in the fields of a rich Rajput family of Mr. Jog Singh, who is also a member of Watershed Development team. Another tank has been built in the fields of the vice president of the cluster society. Even though Rs. 2.684 and Rs.1.680 lakh has been spent on fuel wood plantation, no fuel wood is available in the village. Rs. 5.735 lakhs has been spent on development of VCBs in the forest and private lands but on spot observation, it was found that no VCBs have been made at all. Though the plantation has been done, plants were not given water as a result they could not survive. It is important to note that out of Rs. 2.75 paise per plant, 75 paise is given for watering plants for survival. Labourers involved in the plantation work were

brought from other village panchayat (Bhilon Ki Dhani village in Somera GP) whereas they should have been taken from the same village (Borabas).

Most important thing is that the watershed development team members Mr. Amar Singh Mahecha, Jog Singh, and Lara Devi do not know that they are members of the committee. Mr. Mohan Darji who is also a member does not live in the village, He is working in Surat (Gujrat) and has not come to village for years.

Average age of the beneficiaries under cluster scheme is 36.83. In most of the cases beneficiaries did not apply to any one for getting benefit under the scheme. Only few had approached the secretary and members of the cluster society. 85.7 percent beneficiaries have got wage employment for 10 to 45 days whereas 11.1 percent beneficiaries said that they have got VCB made on their lands. Main beneficiaries of the scheme are large farmers and influential of the villages. Major component of the scheme to provide gainful employment to the people is completely missing and very few persons have been provided job, that too for few days only.

Financial Details of Tibiniyar Cluster

Name of the activity	Area treated in ha.	Expenditure (in Rs.)
VCB	172.77	17,907.00
Kanabunding	55.00	65,575.00
EPA (Sabha Bhavan)	-	88,553.00
Topo Survey	330.00	17,160.00
Pasture development CVT plantation	30.00	2,60,000.00
Form pond	4 Nos.	1,19,825.00
Pasture development	30.00	3,79,828.00
	Total	9,48,848 .00

Financial details of Derasar Cluster

Activity	Expenditure (In Rs.)
EPA	87,230.00
Conservation measure arable land	2,16,487.00
Farm Pond	2,31,337.00
Total	5,35,054 .00

One community hall and five tanks have been constructed in Borabas village whereas one community hall and six tanks are constructed in Derasar village panchayat. Even though in Derasar cluster only Rs. 5.35 lakhs has been spent, quality of construction is better and number of assets created is more than the Borabas cluster. In Tibiniyar village of Fogera panchayat 12 tanks, a community hall and an anganwadi centre has been built under the scheme. Quality of construction is far better in Derasar and Tibiniyar villages.

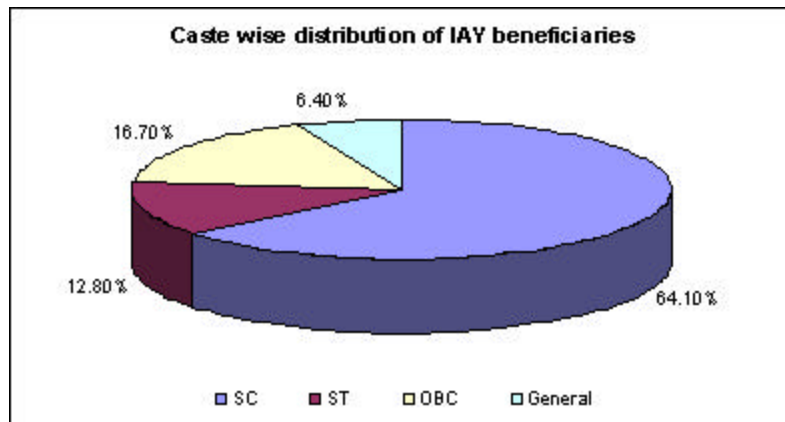
Cluster development programme has failed to deliver desired results. There is no visible impact on the beneficiaries. Even officials involved in it confirmed that the scheme is a failure. People have not been provided employment, users and self-help groups have not been formed and guidelines have not been followed by the implementing agencies. But of course the cluster development schemes (in Tibiniyar and Derasar villages) implemented by soil conservation department is far better than the one implemented (in Borabas) by the forest department.

10.2.7 Indira Awaas Yojana (IAY)

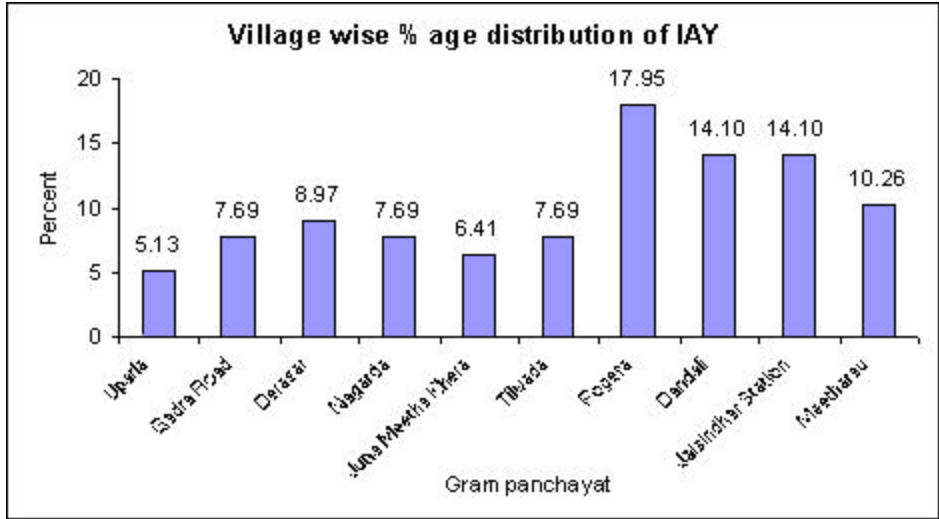
The scheme was launched to provide residential units to families living below poverty line. Families of scheduled caste, scheduled tribe and bonded labourers are given preference under the programme.

Financial and Physical Progress of the IAY

Year	Allocation (In lakhs)	Expenditure (In lakhs)	Total work	Completed	On progress
1996-97	143.06	189.41	1974	1299	601
1997-98	165.35	147.49	1425	797	624
1998-99	188.28	132.43	1658	1008	650



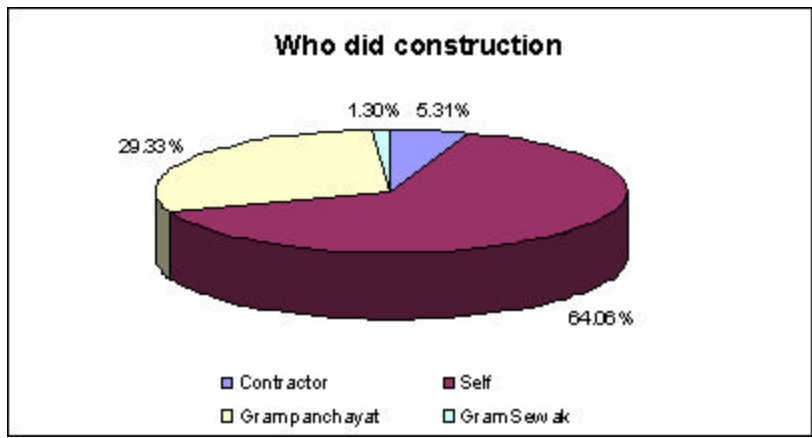
78 beneficiaries have received residential units under IAY. In majority of the cases schemes have been sanctioned to the beneficiaries belonging to schedule caste population.



30.8 percent beneficiaries are male whereas majority of them (69.2%) are female. Almost all the cases (92.3%) are recommended by gram panchayat.

Rs. 17, 500 has been sanctioned to each beneficiary during 1997-1999. Out of this amount, Rs. 2,500 was not released if beneficiary did not construct a toilet and a separate kitchen.

Majority of the beneficiaries were sanctioned IAY in 1999 (34.6%) followed by 24.5 percent in 1997 and 16.7 percent in 1998. 29.0 percent construction of the houses was done by gram panchayat whereas in majority of the cases (64.00%) beneficiaries constructed themselves. In 5.01 percent cases houses were constructed by contractors.



Not a single house has been constructed as per the construction (20x9 ft.) norms and only 0.1 percent houses have toilet facilities and 0.9 percent houses have separate kitchen. 15.4 percent beneficiaries had to pay money (Rs. 500 to 1000) to either sarpanch or gram sewak to be recommended for IAY.

Majority of the respondents of the gate keeper interviews said that the houses are given to the deserving candidates but some of them complained that the financial considerations (22.5%) is an important factor for the selection of the beneficiaries.

Impact of the programme is satisfactory. Selection criteria for IAY seems to be as per the guidelines with a few exceptions. Dwelling units have been provided to the deserving families living below poverty line.

Case Study

A beneficiary of IAY from Gadara Road has also been given benefit under IRDP. In another case in the same village a beneficiary was sanctioned funds under IAY. When her husband went to encash cheque from the bank, bank authorities and sarpanch took the encashed money from her on the pretext of repayment of loan, which he had taken 2 years back. As a result, he could not complete his house, which had been built up to plinth level only.

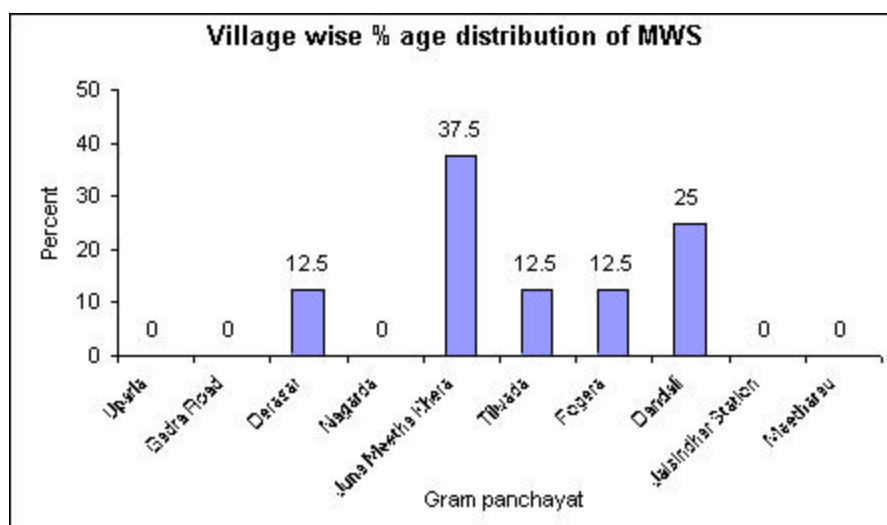
In Borabas village two beneficairees who have not utilised the money for the construction of the house, have been issued utilisation certificates by the sarpanch and gram sewak.

10.2.8 Million Wells Scheme (MWS)

The scheme is known as Jeevan Dhara in the state. Under this scheme Rs. 35,000 is given as grant to scheduled caste, scheduled tribe, and other families belonging to general category living below poverty line and who are marginal farmers for the creation of irrigation facilities.

Financial and Physical Progress of MWS

Year	Allocation (In lakhs)	Expenditure (In lakhs)	Total work	Completed	On progress
96-97	100.00	76.95	419	248	168
97-98	149.05	34.98	248	123	120
98-99	114.08	72.58	524	161	361



The scheme is not successful in major parts of the district because strata of ground level water is very low. Juna Meetha Khera has three beneficiaries whereas Danadali has two. Borabas, Derasar and Fogera have one beneficiary in each village.

Majority of the schemes were sanctioned in 1998. Wells were constructed by the beneficiaries themselves in all the cases with no technical support from line department.

75 percent beneficiaries said that they had to pay Rs. 500 to Rs. 5000 to get the benefit of the scheme whereas 25 percent beneficiaries denied having paid any amount for the scheme. Six out of eight wells constructed are functioning and have raised the income level of the households of the beneficiaries.

Except Balotra and Siwana blocks, where water level is a little better, the scheme is not successful in the district because of continuing drought situation since last four years.

Construction of wells, if successful, has been lifeline for the farmers. They are able to sow two crops and their annual income has increased. But the scheme is not successful in more than 95 percent area of the district due to low ground water strata.

10.2.9 Employment Assurance Scheme (EAS)

The scheme was launched in 1994-95 under Jawahar Rojagar Yojana to ensure 100 days of wage employment to one or two members of the families living below poverty line. Second objective of the scheme was to create sustainable community assets in the villages.

Financial and Physical Progress of the Programme

Year	Allocation (In lakhs)	Expenditure (In lakhs)	Total work	Completed	On progress
96-97	600.00	722.97	499	286	182
97-98	600.00	495.71	326	115	182
98-99	330.53	435.39	323	141	171

Schemes sanctioned in the villages

Village Panchayat	Work	Amount (In lakh)
Dandali	Sub -Centre	2.86
Nagrada	School	1.80
Uparla	School	3.03
--	--	0.90
--	--	0.90

Funds were not given to other villages during 1996-99.

Since nature of work executed under the scheme is construction of buildings in most of the cases, only skilled and semiskilled labourers are employed. Only few persons are employed as casual

labourers. Majority of work is done through contractors and not by forming a village work committee as per the guidelines.

The scheme is known as JRY II in the district. Even executive engineer of DRDA and most of the BDOs do not have any knowledge of the guidelines that village workers committee should execute the work.

In the villages where EAS was being implemented, no beneficiary was found who has been employed for 100 days.

Even though durable community assets have been created in the villages under the scheme, it has failed to provide gainful employment to the members of the families living below poverty line .

Case Study

Mr. Mohan Singh son of Hakim Singh whose name is listed as the beneficiary who got 100 days employment was contacted during the survey in Nagrda village of Shiv block. He refused to have worked for 100 days. He confessed that though he was given more daily wages than that fixed by the government, he had not worked for more than 40 days.

10.2.10 National Social Assurance Programme (NSAP)

Under NSAP programme only those beneficiaries were found who had benefited under National Old Age Pension Scheme (NOAPS). Not all the old age people of the village are sanctioned pension under the scheme. No beneficiary was found under National Family Benefit Scheme (NFBS) or National Maternity Benefit Scheme (NMBS). Though financial reports of the Zila Parishad, who implements the programme, confirms the implementation of the NMBS and NFBS programmes, no beneficiary was found during study and surprisingly not a single person of the village, including panchayat representative, had knowledge about the existence of these schemes. However, NOAPS is implemented without any bias and corruption.

Financial and Physical Progress of the Scheme

All expense in Lakhs

Year	Scheme	Allocation	Expenditure	No. of Bene.
1997-98	NOAPS	36.32	1.20	688
	NFBS	8.56	10.00	252
	NMBS	6.61	4.00	1868
1998-99	NOAPS	--	19.70	9526
	NFBS	15.10	12.34	333
	NMBS	10.19	6.40	2778
1999-2000	NOAPS	18.43	27.43	18673
	NFBS	15.10	15.10	135
	NMBS	5.31	5.00	912

Most of the beneficiaries are not happy with the amount sanctioned under National Old Age Pension Scheme, which is too less an amount. Majority of them suggested increasing the amount to a logical Rs. 300 a month. The scheme has no significant impact on the economic status of the beneficiaries.

10.2.11 Balika Samridhhi Yojana

Zila Parishad is implementing the scheme in the district and Rs. 500 is given to the parents of girl child but **not a single respondent reported to have got benefit under this scheme.**

Financial and Physical Progress of the Scheme

Expenses in Lakh

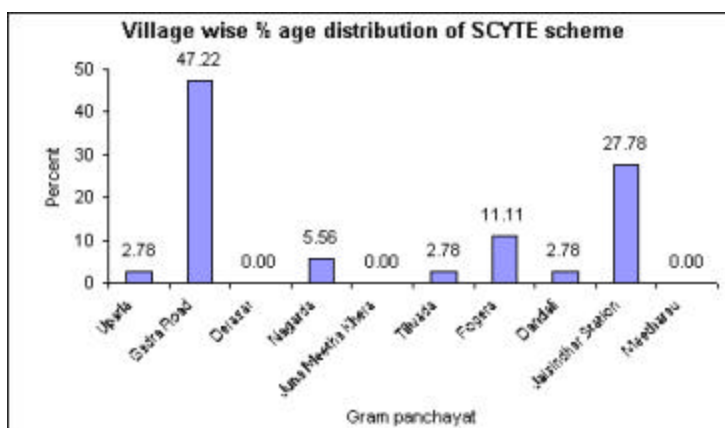
Year	Received funds	Expenditure	Beneficiary
1997-98	2.00	0.135	43
1998-99	14.44	4.68	1008
1999-2000	4.61	--	312

10.2.12 State Scheduled Caste Development Corporation

The corporation is implementing various kinds of schemes for the economic upliftment of the rural people belonging to schedule caste. Funds are allocated yearly on the basis of physical targets. Workshed scheme, under which entrepreneurs are given Rs. 6,000 to establish a workshed, is implemented on a large basis. Another scheme of the Corporation is People's Options for People's Enterprise (POPE) under which subsidies up to Rs. 6,000 is given on the loan sanctioned by the Banks as per the RBI rules to the beneficiaries.

Pump sets to the group of families living below poverty line and having less than two hectares of land are given under the scheme. Maximum of Rs. 15,500 is provided. Training to Schedule Caste Youth scheme is also being implemented. Training to young SC youth is provided by recognised institutions for self-employment. 86 percent of the total beneficiares who have been trained under SCYTE scheme are from scheduled caste community and 8.3 percent are from scheduled tribe community. Rs. 350 is paid as stipend per month during three months training imparted by government or a private institution. Beneficiaries complained that they were paid only Rs. 300 instead of Rs.350 for the training.

Training has not been very useful for the beneficiaries since most of them are already trained craftsmen. They joined the training because of stipend paid to them.



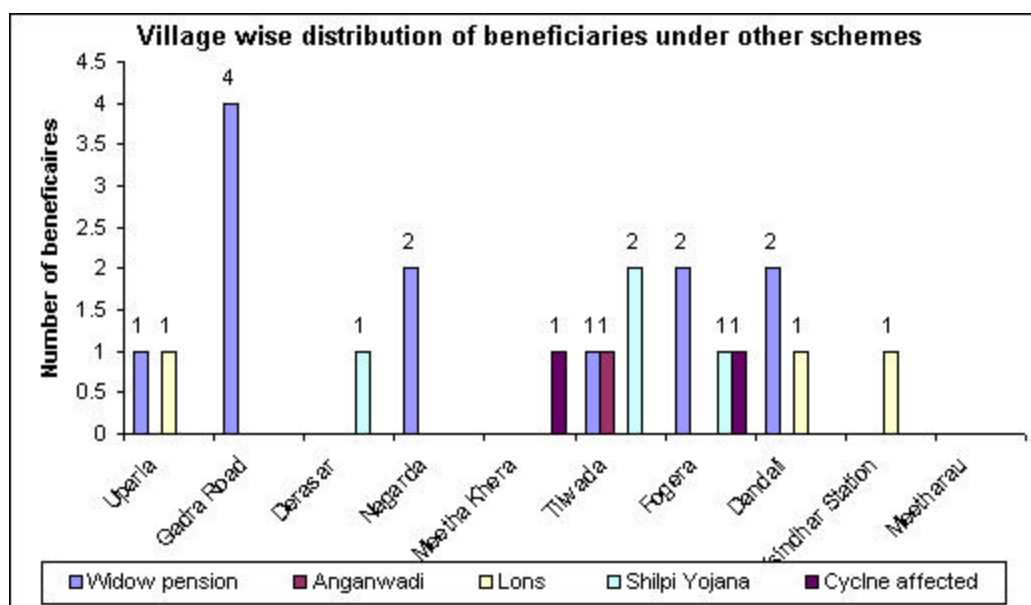
10.2.13 Prime Minister Rojgar Yojana (PMRY)

There are seven beneficiaries under Prime Ministers Rojgar Yojana. District Industry Centre (DIC) implements the scheme. All the beneficiaries applied to DIC and were not recommended by anyone. Category of the beneficiaries is male who belong to general caste. Six out of seven beneficiaries are high school pass whereas one is a graduate. All beneficiaries received loans with subsidy to open shops. Time lag in getting the sanctioned amount is three to four months. Four beneficiaries were sanctioned schemes in 1999 whereas one each got it in 1997, 1998, and 2000.

Five out of seven beneficiaries accepted that they have paid some amount (Rs. 2000 to Rs. 5000) to the middlemen to get the scheme sanctioned.

Impact of the scheme is remarkable and income of the beneficiaries has improved considerably.

10.2.14 Other schemes



The beneficiaries also mentioned other schemes such as Shilpi Yojana, Widow pension, loans for agriculture, anganwadi and cyclone affected. Zila Parishad implements these schemes under state government funds. Keeping in view the small number of beneficiaries, they were not analysed for further details.

Drinking Water

Public Health Engineering Department is implementing drinking water programmes in the district. Barmer is reeling under acute shortage of drinking water. At present, 60 litres per person water is supplied in the city. Out of total 73 tube wells constructed, only 23 are working. Though the government has done a remarkable job in last 5 years, drinking water is a most sought after need of the people. During year 1999-2000, PHED got 17 percent of the funds released under BADP.

As per the survey conducted under Rajiv Gandhi Drinking Water Mission, there are 4558 hamlets but water could be made available to only 2483 hamlets. 69 villages and 2075 hamlets are still to be provided with drinking water facility as on 1-3-1999.

Working condition of the Hand Pumps in the District

Facilities	Rural	Urban	Total
Total Number of Hand Pumps	1103	87	1190
Hand Pump Surveyed	1057	87	1144
Were not working	572	48	560
Have been repaired	498	48	546

Available drinking water facilities

No of villages	Piped / P&T	Hand Pumps	Regional Scheme Supplied water through tanks	TSS/JJY scheme	Digging of well
1625	161	50	1296	8	30

Area of the district is vast with limited aquifer. It is for this reason that the length of pipeline is very long. Out of 1,556 villages that have drinking water facilities 1,316 have been linked with 219 regional water supply schemes. 55 water distribution schemes in 95 villages are troubled. 47 villages do not have water facilities at all. Luni River is dry for last 4 years adding to the problems in those villages where water was supplied through this.

Budget Demand of PHED

Name of division	Amount	Exp. Up to 3/99	Allotment 99-2000	Exp. Up to 21-2-2000	Revised demand 99-2000
CDY DIVISION	1048.79	325.11	270.00	121.25	270.00
DISTT DIVISION NORTH	2840.16	2585.30	220.00	97.98	150.00

DISTT DIVISION SOUTH	680.93	425.88	278.68	190.43	300.00
RIGEP DIVISION	407.73	255.08	167.00	76.00	120.00
DIVISION BALOTRA	1218.70	390.01	305.00	161.00	305.00
TOTAL	6196-31	3381.38	1240.68	646.66	1145.00

During 1998-99 with Rs. 9.29 lakh as opening balance, Rs. 114.46 lakh from BADP was spent for the provision of drinking water facility.

Relief work

One school was constructed in Meetharau and Dandali villages under relief work programme during 1998-99. There was no relief work done in other villages. Earthwork is preferred under the programme because more wage employment could be created in earth works.

Relief work sanctioned during 1998-99- Block wise details

Sn.	Agency	Sanctioned work	Sanctioned Amount	Sanctioned labour	Work in progress	Planned labour
1.	S.N.V., Barmer	69	619.85	7750	20	1665
2.	S.N.V., Balotra	76	948.50	15255	76	9884
3.	S.N.V., Chohtan	80	936.50	15545	37	3400
4.	Panchayat Samiti, Barmer	101	231.68	5620	47	2940
5.	Panchayat Samiti, Baytu	116	310.70	6145	78	3670
6.	Panchayat Samiti, Balotra	108	249.57	8650	66	2585
7.	Panchayat Samiti, Chohtan	87	172.98	4090	75	2970
8.	Panchayat Samiti, Dhorimana	96	201.17	5010	73	3770
9.	Panchayat Samiti, Shiv	98	146.08	6330	74	2640
10.	Panchayat Samiti, Sindhari	105	207.98	5910	84	2320
11.	Panchayat Samiti, Siwana	89	188.12	4855	85	2360
12.	Irrigation department	37	261.61	3650	5	310
13.	Soil Conservation department	4	8.38	240	1	15
	Total	1066	4483.12	89050	721	38529

Relief work did not start till February 19, 2000 due to 67 days government staff strike in the State.

CONCLUSION

Barmer is one of the most backward districts in the country despite the fact that huge investments have been made in development programmes in the district by the Government. Common man has only benefited to some extent. Performance of development schemes is not appreciative and is much below the desired level. Number of people living below poverty line has increased. Literacy rate has just risen to seven percent from what it was in 1991. Population growth rate is increasing every year and number of livestock is reducing every year.

Though the selection criteria are more or less as per the guidelines, implementation procedure does not seem to be correct. Majority of the gram sarpanchs are illiterate and do not understand the complex procedure of project planning and record maintenance. They depend on gram sevak and other functionaries of the Government departments even for basics of development procedures. Dependence of the sarpanch on Government officials has diluted the purpose of decentralisation of power to the village level.

Guidelines of the Ministries are violated more often in case of rural development and poverty alleviation programmes. Village work committees have not been formed. Sarpanch and gram sevak with the help of local contractors execute all the works. Payments are delayed and less payments are made to the wage earners. Muster rolls under EAS and JRY schemes have been grossly manipulated and the quality of assets created are very poor. Women and physically handicapped are not provided benefits as per their quota (30% and 3% respectively) mentioned in the guidelines under various programmes. There are less than 30 percent of women benefited under IRDP programme as against 40 percent, mentioned in the guidelines. Beneficiaries under IRDP avail only subsidy amount and rest of the amount of loan is deposited in the bank as repayment. DWCRA and TRYSEM schemes are implemented only in official records. Keeping in view the availability of handicraft in plenty, DWCRA scheme could have been a very successful programme in the district. But there are no efforts to implement the programme sincerely. Priority category has not been considered for the distribution of Indira Awaas Yojana. No handicapped has been given benefit under IAY in last three years in the villages covered under the study.

While National Old Age Pension Scheme is being implemented as per the guidelines, other social assurance schemes such as Balika Samridhhi Yojana and National Family Benefit Schemes are not implemented in the villages covered under the study. These programmes have not reaped any direct impact on the socio-economic status of the target population.

Cluster development programme under Desert Development Programme is a failure and has not been able to provide any kind of relief to the farmers. Participatory approach, which is the essence of the programme, is not applied. Government departments such as forest and soil conservation are implementing programmes as per their convenience. Assets are created in the fields of rich and influential. Treatment work is either not done at all or done for mere records. As a result of mismanagement and pilferage of funds, there is no improvement in water harvesting and drinking water facilities in the villages. There is no fuel wood plantation, no pasture land development and no afforestation done under the scheme, except in few cases. Soil erosion has not stopped. It has been observed that clusters developed by soil conservation department are far better than the ones developed by forest department.

Even though the funds under Border Area Development Programme have been utilised to construct more office buildings and residential flats in the district, the scheme has been a great help in creating a vast network of water supply system in the villages through Public Health Engineering Department. All the border villages covered under the study are connected through all weather road.

Though each village has more than one primary school, quality of education is very poor in these schools. Teachers are not regular. Parents are not interested in sending their girl children to schools because there are shortage of schools for girls in the villages. Literacy mission has been eyewash and has not been able to raise the general literacy level, even by five percent. Secondary and college level education is a luxury due to shortage of schools and colleges.

Healthcare is the worst affected service. Doctors are not regular and facilities such as medicines and admissions are not provided at the PHCs and sub centres. Doctors practising privately from their government houses and have no time for OPD patients. Health facilities in government hospitals are available on payment only. Women are suffering most because of the non-availability of specialised services. Family planning programmes are not delivering any result and there is a complete lack of motivation and accountability on the part of village level workers. National programmes such as Tuberculosis control and Leprosy eradication are implemented on papers only. Tuberculosis is spreading fast and Barmer has become the host of largest number of TB patients in the state.

Due to large number of migration of male adult members to other cities and states, number of people infected with HIV seems to be high. In last two years, eight cases of full blown AIDS cases have been detected from the district according to the newspaper agencies. Health department has no programme to educate and inform rural people about the disease.

Even though main occupation of the majority of population is agriculture followed by animal husbandry, no concrete steps to develop them have been taken. There is scarcity of veterinary hospitals and doctors, seed depots and irrigation facilities. Schemes such as Million Wells Scheme and Ganga Kalyan Yojana are not successful because of low strata of ground water and exorbitant cost involved in boring. Agriculture is totally dependent on rainwater and most of the farmers are able to reap only one harvest in a year that too only when they have good monsoon. Animals have never been vaccinated according to 98.9 percent of the respondents. There are few cooperative and rural banks in the district to provide financial support for agricultural purpose. Scarcity of fodder is the major problem in the district. Due to famine and drought situation, people are not able to arrange fodder for their cattle. 5-6 cows and 7-9 goats are dying every day in each village due to hunger and thirst. Quality and regularity of fodder supply at the fodder depots are very poor. Government efforts in this regard are not sincere and adequate.

Famine relief work had not started till February 18, 2000 by the time field data collection of the present study was complete. During 1998-99, under famine relief work programme, daily wage employment was provided to the villagers. Labourers were not paid daily wages as per the government rules. The labour payment was as per the measurement of work done by them (Rs. 20 per cubic metre for earthwork). That meant Rs. 15 to 20 per labourer per day. The respondents have reported misappropriation of funds at large scale. Majority of the male adult population has already migrated to cities in Gujarat and Rajasthan in search of jobs.

Drinking water is the utmost problem of the people. Average distance to be covered to fetch water, which is the responsibility of the women, is 3.5 Kms. in winter seasons. In summers there is no water at all and people have to rely on supply system of the water works department, which also is not regular. Though government is investing more than Rs.300 lakh every year to provide drinking water in the district, there are more than 74 villages and more than 1,200 *dhanis* without any source of drinking water.

There are a large number of children employed in labour even in government works. They are also employed in handicraft and carpet manufacturing units (Gadra Road in Shiv Panchayat Samiti). Due to famine and drought situation parents are forced to send their children for labour to support their family.

Development programmes are not producing the desired results due to inefficiency of the government machinery, lack of motivation among government staff, shortage of supervisory and technical staff, and prevalence of corruption at every level. Lack of information and awareness among the people living below poverty line, about the schemes is one of the reasons for non-utilisation of services. Service delivery system also needs to be strengthened.

Poverty in our country can only be eradicated when at least the poor start contributing to the growth by their active involvement in the growth process. Poverty eradication strategy has to be based on direct poverty alleviation programmes with the orientation and strengthening of the productive potential of the economy and creating space for involving the poor in the economic process. Implementation of schemes and programmes should be increasingly based on approaches and methods, which involve the poor themselves in the process of poverty eradication and economic growth. This is possible through a process of social mobilisation encouraging participatory approaches and empowerment of poor. Empowering the people is most important for successful implementation of government schemes and programmes.

All the schemes and programmes can succeed through community participation. Assets created need to be transferred to people, who should be permitted to carry out the programmes themselves.

Government needs to be more accountable to people for its activities. People have right to information and government documents ought to be accessible to people. There is a need to have bottom up approach and a decentralised system.

The investigators had nothing special to mention about 34.5 percent of the respondents. As per the investigators though 33.5 percent of the respondents were living below the poverty line they had not received any benefit from the Government.

Recommendations

Based on feed back from the respondents, opinion makers, NGO representatives and government functionaries, following remedial measures are recommended:

1. Supervisory structure at the district level needs to be strengthened.
2. A visit-book could be maintained at the village panchayat level to record comments of the visiting supervisory authority.
3. Technical supervisors could be posted to inspect various development works being done in the villages.
4. Evolving social audit system may remove shortcomings in the implementation of the development programmes.
5. Subsidies under all the schemes should be abolished. Instead of subsidy, interest free loans should be provided.
6. Accountability of the panchayat representative needs to be ensured by enacting legislation. At present Section 38 (1) of Panchayati Raj Act, to deal with misappropriation in development works by panchayat, does not seem to be enough.
7. On the pattern of PWD and other departments, power of estimation of the projects should be vested with the panchayat samiti.
8. Intensive training should be imparted to sarpanch about the various aspects of a particular programme whenever it is initiated. Sarpanch should also be provided complete information regarding the programmes and schemes being implemented in the district and at the level of panchayat samities.
9. Representation of female sarpanch by husbands or any other male member of the family should be discouraged.
10. Mid term evaluation of the projects should be conducted by a committee of common people from the villages formed by Zila Parishad or District Collector.
11. Impact evaluation of each programme should be done periodically to assess the impact of the programme on the beneficiary's socio-economic status. The evaluation should be done by an independent agency.
12. Government should make intensive efforts to generate awareness about the schemes amongst rural people.
13. Cluster development scheme should be redesigned in order to ensure optimum utilisation of local resources and funds.
14. An independent evaluation of the cluster scheme should also be initiated to assess the impact and methodology of implementation of the scheme.
15. Credible NGOs should be involved in implementation of the scheme.
16. Authorised bodies or persons from the programme sponsoring ministries or departments should make more on-the-spot visits in the district to oversee the implementation methodology of the programme.
17. Process evaluation and Impact assessment should be made an integral part of the programme implementation.
18. The vigilance committees at the district level should be activated.

19. Selection of beneficiaries and site of civil works such as roads and community irrigation facilities should be done by the village committees formed by the village panchayats.
20. Village works committees should maintain muster rolls for civil works under Jawahar Rojgar Yojana and Employment Assurance Schemes.
21. Supply of materials including purchase should be done through a purchase committee formed by the village panchayat.
22. Contractor system should be abolished and work order should be issued in the name of worker's committee instead of junior engineer.

Brief details of the villages covered under study

Name of the village	Name of the Block	Total population	Total number of Households	Total Arable land	Main sources of irrigation	Distance from the nearest town	Distance from the Block head quarters	Distance from the Tehsil head quarters	Distance from nearest railway station	Distance from nearest bus stand	Whether the village is connected by all weather road?	Main source of drinking water in the village	Is the village electrified?	Are educational facilities available in the village?
GADRA ROAD	SHIV	5265	982	1210.85	Rain	85	85	85	0	0	Yes	Tank	Yes	Yes
JUNNA MEETHA KHERA	SINDHARI	1115	192	2041.82	Tank	18	18	78	40	0	Yes	Tank	Yes	Yes
UPARLA	CHOHTAN	1312	224	1650.67	Rain	10	10	10	50	0	Yes	Tank	Yes	Yes
JAI SINDHAR STATION	SHIV	1216	226	7306.71	Rain	28	110	30	1	0	No	Tank	Yes	Yes
BORABAS	BALOTRA	1825	135	2689	Rain	16	16	20	0	2	No	Tank/River	Yes	Yes
DERASAR	BARMER	951	165	943	Rain	26	26	35	10	0	Yes	Tank	Yes	Yes
TIMINIAR	SHIV	599	107	2738.71	Rain	38	38	38	90	0	Yes	Tank	Yes	Yes
MEETHRAU	CHOHTAN	2229	476	3728.11	Rain	50	50	50	100	0	Yes	Tank	Yes	Yes
DANDALI	SINDHARI	1037	198	2534.69	Rain	56	36	36	56	4	Yes	Tank	Yes	Yes
NAGARDA	SHIV	959	169	2482.36	Rain	38	18	18	38	0	Yes	Tank	Yes	Yes

Educational facilities available in the villages covered under the study

Name of the village	Primary school		Middle school		Secondary school		Higher secondary school		College		Adult education		Anganwadi centre	
	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages
GADRA ROAD	Yes	0	Yes	0	Yes	0	Yes	0	No	85	Yes	_	Yes	0
JUNNA MEETHA KHERA	Yes	0	Yes	0	No	10	No	18	No	40	No	_	Yes	0
UPARLA	Yes	0	Yes	0	No	10	No	10	No	50	Yes	_	Yes	0
JAI SINDHAR STATION	Yes	0	Yes	0	No	10	No	30	No	110	No	_	Yes	0
BARARAS	Yes	0	Yes	0	No	16	No	16	No	16	No	_	Yes	0
DERASAR	Yes	1	Yes	0	No	26	No	26	No	26	No	_	Yes	0
TIMINIAR	Yes	0	Yes	0	No	21	No	21	No	90	No	_	Yes	0
MEETHRAU	Yes	0	Yes	0	No	20	No	50	No	100	No	_	Yes	0
DANDALI	Yes	0	Yes	0	No	22	No	22	No	56	No	_	Yes	0
NAGARDA	Yes	0	Yes	0	No	15	No	36	no	36	No	_	Yes	0

Health facilities available in the villages covered under the study

Name of the village	Primary Health Centre		Sub-centre		Govt. Hospital		Hospital by NGO		Dispensary/ Clinic		Village Health Guide		Trained Birth attendant		Family Welfare		No. of TV sets in the village	Type of drainage facility in the village
	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages				
GADRA ROAD	Yes	0	No		No	86	No	-	No		Yes	0	Yes	0	Yes	0	50	Open
JUNNA MEETHA KHERA	Yes	0	Yes	0	No	40	No	-	No		No	15	No	-	No	21	0	No
UPARLA	No	10	No	10	No	10	No	-	No	10	No	10	Yes	0	No	10	0	No
JAI SINDHAR STATION	No	30	Yes	0	No	50	No	-	No		No	51	No	-	No	18	1	No
BORABAS	No	16	No	16	Yes	50	No	16	No	16	No	16	Yes	-	No	16	0	No
DERASAR	Yes	0	No		No	26	No	-	No	26	No	26	No	26	No	26	3	No
TIMINIAR	No	21	No	21	No	90	No	-	No	21	No	21	No	21	No	21	0	No
MEETHRAU	No	50	No	15	No	50	No	-	No	50	No	15	Yes	0	No	51	6	No
DANDALI	No	25	No	25	No	56	No	-	No	15	No	15	Yes	0	No	25	5	No
NAGARDA	No	36	Yes	0	No	36	No	-	Yes	18	Yes	0	Yes	0	No	36	5	No

Other facilities available in the villages covered under study

Name of the village	Bank		Cooperative society		Milk Cooperative		Post office		Fair price shop		Market		Cinema house		Pharmacy/ Medical shop		Mahila Mandal		Youth club		NGO	
	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages	whether available in the villages	Distance from the villages
GADRA ROAD	Yes	0	Yes	90	No	86	Yes	0	Yes	0	Yes	0	No	86	Yes	0	Yes	0	No	-	No	86
JUNNA MEETHA KHERA	No	18	No	18	No	18	Yes	0	No	18	No	18	No	18	No	18	No	18	No	-	No	18
UPARLA	No	10	Yes	0	No	10	Yes	0	Yes	0	No	10	No	50	No	10	No	10	No	-	No	35
JAI SINDHAR STATION	No	10	No	10	No	110	Yes	0	Yes	0	No	30	No	110	No	30	No	18	No	-	No	110
BORARAS	No	16	No	84	No	90	Yes	0	No	4	No	16	No	16	No	16	No	36	No	-	No	36
DERASAR	No	10	Yes	0	No	56	Yes	0	Yes	0	No	26	No	26	No	26	No	26	No	-	No	26
TIMINIAR	No	21	No	21	No	90	No	7	No	7	No	21	No	90	No	21	No	21	No	-	No	52
MEETHRAU	No	50	No	50	No	90	Yes	0	Yes	0	No	50	No	100	No	50	Yes	0	No	-	Yes	0
DANDALI	No	56	No	56	No	56	Yes	0	Yes	0	No	15	No	56	No	56	No	56	No	-	No	56
NAGARDA	No	18	No	36	No	36	Yes	0	Yes	0	No	18	No	36	No	18	No	18	No	-	No	36

Name of the village	Did the village experience any natural calamity during the last two years	If yes, what was the nature of calamity?	Major epidemics and diseases in the village during last one year	Any communication campaign launched during one year	Major sources of information for filling in village schedule
GADRA ROAD	Yes	Drought	-	No	Sarpanch
JUNNA MEETHA KHERA	Yes	Drought	-	No	Sarpanch
UPARLA	Yes	Drought	-	No	School Teacher
JAI SINDHAR STATION	Yes	Cyclone	-	No	Sarpanch
BARARAS	Yes	Drought	-	No	Panchayat Member
DERASAR	Yes	Cyclone	-	No	Sarpanch
TIMINIAR	Yes	Drought	-	No	Panchayat Member
MEETHRAU	Yes	Drought	Malaria	No	Sarpanch
DANDALI	Yes	Drought	-	No	Sarpanch
NAGARDA	Yes	Drought	-	No	Gram Sewak