11 RAJASTHAN

The drought of 1987 was the severest in the living memory. It was so all over north India and Rajasthan was the worst sufferer. This is manifest from the facts that all the 27 districts and 92.27 per cent villages were affected. Out of a total population of 342.62 lakh, 317.37 lakh were affected (92.63 per cent) and out of 494.86 lakh cattle, 372.30 lakh suffered (75.23 per cent). This was the fourth consecutive year of scarcity affecting the entire State. The recurrence of droughts, their intensity and frequency from 1957 to 1987 may be seen in Table 38.

- 1.2 The drought has been defined by the Irrigation Commission as the situation occurring in an area where the rainfall is less than 75 perc cent of the normal. It is defined as moderate drought if the rainfall deficiency is between 25 to 50 per cent and severe drought if the rainfall deficiency is more than 50 per cent.
- 1.3 In Rajasthan, drought is declared on the basis of damage caused to crops, as observed during Girdawari. The reports from the District Collectors(DCs) in this regard are received some time in November and declaration orders are issued thereafter immediately.

Table 38: Districtwise Frequency of Droughts in Decending Order of Severity in Rajasthan, 1957-87

S.No.	District	Year in Decending Order	
1. 2.	Bikaner Churu	*1968, *63, *79, 69, 84, 80, 57, 65 *1979, *65, 67, 72, 82, 68, 86, 81, 84	8 9
3.	Sriganganagar	*1968, *57, *69, *74, *79, *65, *62, 82, 71, 80, 73	11
4.	Barmer	*1974, *68, *69, *80, *66, *86, 82, 71, 79, 70, 77	11
5.	Jaisalmer	*1974, *69, *68, *86, *63, *72, 85, 71, 65, 66, 67 64	12
6.	Jalore	*1974, *69, *68, *80, 81, 62, 63, 82, 84	9
7.	Jodhpur	*1985, *60, *69, *68, 63, 74, 81, 86, 84, 80	10
8.	Pali	*1974, *69, *81 *68, 86, 72, 58, 80, 85, 82, 60, 84, 62	13
9.	Sirohi	*1974, *82, *85, *81, *86, *63, 57, 58, 84, 80, 79, 72, 69, 66	14
10.	Ajmer	*1969, *86, 65, 74, 60, 82, 72, 85, 80	9
11.	Bhilwara	*1959, 80, 65, 81, 85, 68, 57, 60, 63, 79	10
12.	Nagaur	*1986, *60, *63, *66, *65, *80, *69, *79, *84, 57, 61, 74, 85	13
13.	Tonk	*1985, 72, 65, 68, 84, 80	6
14.	Alwar	*1986, 82, 80, 68, 65, 66, 79, 59	8
15.	Bharatpur	*1979, *81, 86, 84	4
16.	Dholpur	*1979, *78, 86, 74, 81, 62	6
17.	Jaipur	*1965, 72, 68, 69, 84, 86, 82, 79, 80	9
18.	Jhunjhunu	*1982, *79, 81, 72, 74, 86, 76, 65, 68	9
19.	Sikar	*1967, *66, *65, *72, *79, 86, 58, 84, 82, 59	10
20.	Bundi	*1980, 85, 81, 60,	4
21.	Kota	1972, 80, 65, 76, 79, 83, 66, 81	8
22.	Jhalawar	1966, 80, 74, 75, 65, 77	6
23.	Sawaimadhopu	r [*] 1984, *65, 85	3
24.	Banswara	*1985, 66, 65, 74, 57, 82, 68, 60, 83	9
25.	Chittorgarh	1965, 81, 85, 60, 69	5
26.	Dungarpur	*1985, 74, 65, 66, 69, 86, 57, 64, 67	9
27.	Udaipur	1986, 79, 66, 74, 71, 82, 72	7

^{*} Indicates severe drought defined as a rainfall deficiency of 51 per cent or more.

Organisational Response

2.1 There was a State Level Relief Advisory Committee presided over by the Chief Minister and comprising public representatives and Government officials. The Committee met as and when need arose.

^{1.4} The GOI came to the rescue of the State Government in providing financial assistance to the extent of Rs. 582.74 crore without which it would not have been possible for the State Government to provide the requisite succour and support to the population adversely affected by the severest drought of the century.

^{1.5} It is obligatory on the part of the Government to ensure employment to the needy persons, maintain the supply of essential commodities, provide drinking water and supply of fodder to save the cattle, take care of the infirm and the old, and provide nutrition facilities to the children and needy women.

- 2.2 All the 27 districts were assigned to Ministers/State Ministers/Deputy Ministers and they were designated as Ministers-in-charge of the districts. They were asked to preside over at least one meeting in a month in each district and report progress of work under various items to Chief Minister. Due follow-up action was taken by the Relief Department.
- 2.3 A Weekly Famine Review Committee was constituted under the chairmanship of the Chief Secretary. This committee comprised Secretaries of all executing agencies, Finance Commissioner and Relief Secretary. The committee met on every Wednesday and took spot decisions and immediate action and reported progress in the next meeting. This proved very effective and almost all major decisions were taken and implemented without any loss of time.
- 2.4 All the districts were assigned to Commissioner/Secretaries to Government. These senior officers were made in-charge of the districts for purpose of ensuring timely action on all relief measures. They were expected to visit the districts at least once in a month and report progress of action to the Chief Secretary and Relief Department. This exercise also proved very effective as guidance was given to the District Collectors on the spot.
- 2.5 Rehef Department convened fortnightly meetings of officers-in-charge, famine relief, of all districts. In these meetings all important area of work, namely labour strength, release of funds and expenditure were reviewed. This forum was very useful in collecting relief data as written communications were found to be time-consuming.
- 2.6 At the district level, District Relief Committee functioned as a pivot body. All important decisions, namely, nature of works to be taken up, area to be identified and deciding labour strength were sorted out in this Committee.
- 2.7 In order to ensure that payment to labour in terms of wheat was made in time and to the actual labourers, a committee comprising Sarpanch, Patwan, Gramsewak and teacher was constituted in April, 1987. These committees also functioned well.
- 2.8 For the first time 20 inspection squads headed by Assistant Engineers with skeleton technical staff were deployed with Divisional Commissioners. They were expected to inspect relief works without prior intimation. This step had a salutory effect on the staff engaged on relief works who were booked for malpractices
- 2.9 Literaye munshis and beldars were drawn from Irrigation and Public Works Department (PWD) to function as Muster clerks These functionaries, who were borne on regular cadre of the Departments concerned, did a good job. However, the number of persons drawn was small as compared to number of mates deployed on famine works. Some of the muster clerks were found to be maintaining records in proper manner and did better than mates employed locally. If trained muster clerks are made available, not only execution of works could be better but many ills disappeared as they could be punished, being regular employees.
- 2.10 Visit Book and Mate Measurement Book (MMB) were introduced with a view to ensure that factual data were available at one place and in a proper shape so that incomplete works were got completed as and when funds were available and proper accounts rendered. Visit Book was prescribed for larger works. Personal beneficiary works were excluded for this purpose.
- 2.11 The MMB was prescribed with a view to have a proper record for entries. Earlier entries were made on the basis of some routine notes or loose sheets which did not present true picture at a later stage and were not authenticated. Visit Book has since been adopted by Special Schemes Organisation for all the Plan works, keeping in view the usefulness of this record.

Employment Generation

- 3.1 In Rajasthan, out of total population of 3.43 crore, 3.17 crore was affected by drought. Targeted population, which was required to be given preferential treatment in providing employment during the drought is shown in Table 39.
- 3.2 Since this was the fourth consecutive drought, the State Government was under obligation to provide maximum employment to the most vulnerable section of the society, namely, agriculture labourers, small/marginal farmers and marginal workers numbering 52 lakh. Optimal use of available-financial, material and personnel resources was planned.



Figure 14: Monthwise details of Labour Ceiling and Labour Engaged in Rajasthan January to June 1987.

Table 39: Categorywise Population for Providing Employment during Drought in Rajasthan, 1987.

S. No.	Category	Total (lakhs)	
1.	Small Farmers	8.83	
2.	Marginal Farmers	16.61	
3.	Landless Agriculture		
	Labourers	7.13	
4.	Marginal Workers	20.41	
5.	Scheduled Castes (Rural)	47.91	
6.	Scheduled Tribes (Rural)	40.27	

- 3.3 Major financial assistance was to be provided by the GOI as the State Government had already sufferred financial hardships during past three droughts. The Prime Minister visited the State in August, 1987 and the general public gathered an impression that two adult members of each family will be provided employment. Looking to the extent of drought, if one person from each family of the vulnerable section of the society was to be provided employment, the total employment would have been of approximately 8.6 lakh persons and with two persons from each family getting employment, the number of persons employed would be about 17 lakh.
- 3.4 In accordance with the financial assistance provided by the GOI during drought of 1987, only 10 lakh persons could have been employed at the prevailing minimum wage rate. The minimum wage rate applicable upto 25th May, 1988 was Rs.11/- per head per day which was subsequently enhanced to Rs. 14 per head per day following a Supreme Court judgement.
- 3.5 Taking the financial constraints in account, a preferential selective policy for providing employment on drought relief works was adopted and accordingly, the following priority was observed (i) Freed bonded labourers and IRDP beneficiaries; (ii) Landless agriculture labourers; (iii) Marginal farmers; (iv) Small farmers; (v) Persons belonging to SC/ST who were not covered under criteria (i) and (iv); and (vi) Any other person. It was decided that in the first instance not more than one person from each family possessing identity card issued by the State Government would be provided employment.
- 3.6 The State of Rajasthan consists of 27 districts, 211 tehsils and 39,290 villages. Eleven districts are desert districts and 8 drought prone districts. These districts have scattered population living in far flung inaccessible desert area in dhanies (hamlets). Providing employment nearer the place of living posed a gigantic problem for the State Government. Keeping in view the known constraints, a policy decision was taken that the employment should be provided to the needy persons within a radius of 5 kilometres of their place of residence. Employment for 3.6 lakh workers was sanctioned on the basis of this criterion.
- 3.7 The agencies involved in implementation of relief works were departments of Forest, Public Works Department (PWD), Irrigation, Soil Conservation and Panchayats besides the semi-government/voluntary agencies/Corporations of the State Government. The major agencies involved were Rajasthan State Agriculture Marketing Board for construction of roads, cooperative institutions for construction of sahkari ghars and godowns, Revenue Department for construction of patwari ghars and wells. Moreover, the voluntary agencies which were prepared to meet the material component expenditure from their own resources, were sanctioned relief works. The revenue villages falling within the municipal limits were also considered for benefit through start of relief works and works where material component was provided by the Municipalities were also sanctioned for these areas.
- 3.8 The major thrust was towards creation of durable assets and with the assistance of material component from respective department/organisations, a large number of weavers sheds, shops, public health centres, *khadi* godowns, veterinary dispensaries, community centres, *sahkari bhawans*, *gramsewak* residences, *patwari ghars*, *Panchayat Bhawans*, Agriculture supervisors' residences and school buildings were taken up. For the first time, the construction, of *Pucca* water courses in private

fields was taken up and digging of box-type trenches was experimented for increasing the fodder production. Also for the first time, with the GOI assistance, nutritional facilities were provided to the children in the age group of 0-6 years.

- 3.9 For providing shade and water facilities at the site, the norms were revised and upto 5 per cent of the average wage was made available for this purpose. Sufficient number of tools and plants (T&P) was provided by the State Government to the workers. For those workers who brought their own T&P, a remuneration of Rs. 2.50 per worker was paid. In some parts of the State, great difficulty was being faced by the labour due to work timings and tasks. These were revised in accordance with the local conditions. The lead and lift were relaxed to realistic standards. Certain other discrepancies observed earlier like consolidation of earth were not included in the calculation of wages of the gang.
- 3.10 The size of the gang was reduced from 50 to 20 to 10 taking into account local conditions. In the places where 80 per cent workers of a particular gang were ladies, it was made compulsory that the mate should be among the ladies only. It was also ensured that selection of a mate should be from literate workers, belonging to the weaker sections. It was made mandatory that the mate would be rotated every fortnight. Muster Clerks were appointed particularly for the Public Works Department (PWD) and Irrigation Works; these were mainly drawn from the Departments only so as to have a better supervision. Also, a training programme for the mates/Muster Clerks was drawn up and planned.
- 3.11 For the first time Visit Books containing details of the works were provided at each site, which included information like nature of work, T&P, number of workers and facilities provided to them, payments made, records/documents issued, work performed, progress of work, medical facilities provided and comments of the visiting officials. It proved to be very helpful in monitoring the works. The Mate Measurement Books (MMB) was also designed and provided at the work sites, to ensure correct measurement and minimise wrong payments resulting from deliberate wrong measurements. It contained detailed information regarding name of work, its location, department concerned, lead and lift and soil classification. Datewise attendance of workers, amount of work done, payment due, details of MMBs/ workers employed on providing drinking water to the workers, details of persons on creches, etc. The final quantity of work done was to be tallied with the total—amount of work recorded in the MMBs for this period
- 3.12 In case the number of available persons possessing identity cards were more than that of the persons required to be employed on a particular relief work in a village, the workers were rotated fortnightly to ensure that all the identity card holders are given employment. For selection of workers, a committee at the village level was constituted which was headed by a Sarpanch and had Patwari/Gramsewak/teacher, etc., as its members. While sanctioning the relief works, preference was given to incomplete works of previous years and works of drought proofing nature only, such as those of irrigation, soil conservation (anicuts), rapats/khadins/nadies/tanks and forestry. The Relief works were devetailed with plan/non-plan/NREP/RLEGP/DDP etc. The wages were paid from the relief component and material component was provided under the other programmes.
- 3.13 The works were sanctioned in accordance with the labour ceiling provided to the districts and it was ensured that this ceiling was not exceeded by the DCs. With a view to avoid misuse of scarce relief funds, it was ensured that payment of wages on relief works was made only by an agency other than the executing agency (whether in cash or wheat). As regards sanctioning of relief works, the Collector in consultation with the District Advisory Committee and also the Minister-in-Charge was required to sanction the works. One member per family belonging to the target group was employed first. After all the families had been covered, second member from larger families i.e. families of more than 5 were employed. If labour ceiling fall short of employing even one member from each target family, families were rotated and employed on alternate fortnights, so that atleast one member from every family could get employment. The wage payable to the skilled labour was restricted to the average minimum rate on that work. Departmental vehicles were requisitioned for supervision of relief works and disbursement of wages. Special relief camps were organised at panchyat samiti headquarter level wherein all the sarpanches/district level officers participated under the chairmanship of the Collector. The local MLAs/Pradhans were also invited in these camps. After detailed discussion, works were selected in accordance with the State Government's policy.

- 3.14 Monitoring committees were constituted at all levels right from village to State level. Under the chairmanship of Chief Minister, a cabinet committee was constituted and individual Ministers made incharge of districts. At the Chief Secretary's level a committee of secretaries reviewed the progress every week. AT the district level, the district advisory committee ensured maximum participation of public representatives in all spheres of employment generation. Monitoring committees were set up at town/tehsil levels to ensure effective monitoring of the relief works. At the Relief Commissioner's level a fortnightly review meeting was held during the entire drought period in which the problems being faced by the district were discussed and their solutions found out without any loss of time. Besides, hot line wireless/telex systems were used to the maximum to ensure communication of Government policies/instructions to the district. A computer was installed in the Relief Department at the State headquarter to have sufficient data collection and compilation of statistical data pertaining to operations.
- 3.15 For effective monitoring, for the first time flying squads were constituted, which had a salutary effect on the execution of relief works. All the complaints regarding execution of relief works were attended to immediately by the flying squads comprising Executive Engineers, Assistant Engineers and Junior Engineers, etc. The funds made available by the Relief Department for providing assistance to the affected families were utilised by the Khadi & Village Industries Commission (KVIC) for providing wage component to the spinners/weavers. Rajasthan Raj Bunker Sahakari Sangh and Rajasthan Handloom Development Corporation also assisted in providing employment during the drought period.
- 3.16 For giving an incentive to the family planning programme, the Government provided special benefits to relief workers adopting family planning measures. The male/female workers were provided 3-7 days as paid holidays for undergoing family planning operations depending upon the type of operation.
- 3.17 In accordance with the directive of the Planning Commission, the earth work on identified major/medium/minor irrigation projects was undertaken in a big way. Approximately 51,000 workers were provided employment. To provide employment on *Indira Gandhi Nahar Pariyojana* (IGNP) special benefits were provided to the relief workers, such as insured minimum wages, supply of essential foodgrains, edible oil, sugar at subsidised rate, *Sirkil*tented accommodation was made available to the workers. Those workers coming from other districts to work on IGNP were provided free transport from their villages and an advance of Rs.200 per person to meet his daily requirement. Free medical facilities and fodder at subsidised rate were also made available to these workers.
- 3.18 During the drought of 1987, a total of 42.41 crore manday was generated. For the first time the State had to employ 20.4 lakh persons per day. It was all time high. The intensity of the drought was the highest in a period of last 50 years. It was rightly treated as the "worst drought" of the century. Monthwise details of labour ceilings and labour engaged in the State during January to June, 1987 are shown in Fig. 14 and for July, 1987 to June, 1988 in Fig. 15. Month-wise manday generated under drought relief works in Rajasthan from July, 1987 to July, 1988 may be seen in Table 40 and Figure 16.
- 3.19 The Supreme Court directed the State Government to pay to each relief worker Rs. 14 per day as wage from 26th May, 1988. This resulted in an extra liability to the extent of Rs. 21.82 crore for the State Government. Total expenditure on the employment generation was Rs. 402 crore during July, 1987 to July, 1988. The GOI provided during this period for employment generation, a sum of Rs. 321 crore and the State spent Rs. 81 crore from its own resources.
- 3.20 The major problems faced during the drought of 1987 with reference to employment generation, were as follows:
 - 1) For creating durable assets during drought relief programme, the material component forms a major requirement. Material forms a very important input in executing relief works of durable nature. Material and wage component with 40:60 ratio alone could have ensured this. The GOI provided no funds to meet expenses on material component. The State Government had no option but to select types of works requiring minimum expenditure on material though maximum emphasis was laid on sanctioning selective works where the material component was provided either by the concerned departments/institutions/corporations/local bodies, etc. or from plan/non-plan funds or from its special programme like DDP/DPAP/TADP/IRDP/NREP etc.



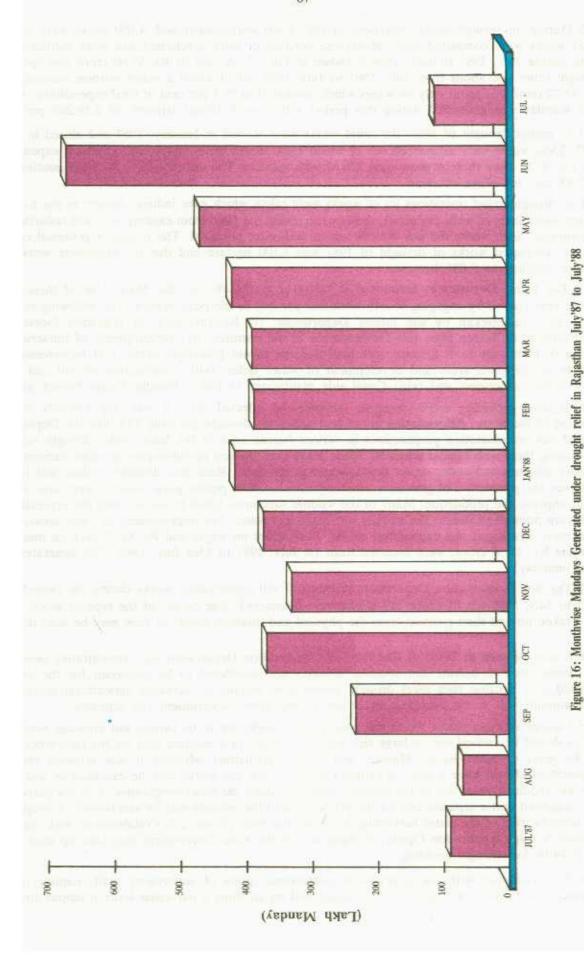


Figure 15: Monthwise details of Labour Ceiling and Labour Engaged in Rajasthan - Jul'87 to July'88

Table 40: Monthwise Manday Generated under Drought Relief Works in Rajasthan, July 1987 to July 1988.

S.No.	Month and Year	Manday (in lakh)	
l.	July, 1987	12.32	
2.	August, 1987	7.86	
3.	September, 1987	2.67	
4.	October, 1987	30.06	
5.	November, 1987	39.49	
6.	December, 1987	48.50	
7.	January, 1988	53.49	
8.	February, 1988	46.16	
9.	March, 1988	42.57	
10.	April, 1988	42.58	
11.	May, 1988	49.55	
12.	June, 1988	50.60	
13.	July, 1988	6.24	
	Total	441.09	

- ii) The dovetailing of the relief programmes with the special scheme programme or with the material component provided by the voluntary agencies etc. resulted in the creation of durable assets and other useful buildings for community like dispensaries, schools, etc. The banking institutions were also involved in a big way to assist these programmes for providing material component under variou centrally sponsored schemes. There would be an appreciable change in the quality and durability of works in case assistance for material component for relief works is also liberally provided by GOI.
- iii) The assistance provided by the GOI was sufficient only to provide employment to 9 lakh workers per day, whereas the State had to provide employment to 20.4 lakh workers per day. The additional burden thus was borne by the State Government.
- iv) The central study teams visiting the State were given a clear impression by almost all the relief workers that the payment of wages should be made to them in kind in the shape of wheat instead of cash. The GOI assistance provided this time in the form of wheat was limited to 1.3 lakh tonne which was sufficient only for 20 thousand workers.
- v) The State government also entrusted to the individual beneficiaries the work of construction of wells/tanks on their khatedari land. The wells were sanctioned only to small/marginal farmers, SC/ST persons and IRDP beneficiaries. These works subserved the purpose of creating additional sources of drinking and irrigation water, leading to increased foodgrains production and raising the economic status of the beneficiaries. Financial assistance only in the form of wages upto the limit prescribed by NABARD norms was admissible to the beneficiaries. The programme was dovetailed with loan assistance to the beneficiaries from banks. The programme was the fore-runner of Jeewan Dhara and has been very useful in the drought affected area, where creation of additional sources of water was the top-most priority.
- 3.21 The experience in administering relief operations was that the relief works generally stopped with the first drop of rain, leaving behind a large number of relief works incomplete. Also out of all the labour employed, some of the vulnerable sections particularly agriculture landless labourers and other landless people needed employment for one or two months after the rains. It would be proper if the on-going relief works which could be completed within one or two months of the on-set of rains could be allowed to continue. This will ensure employment to the most needy persons like agriculture landless labour.



- 3.22 During the drought relief operations of 1987 4,400 works sanctioned, 4,050 works were started, 2,081 works were completed fully. Monthwise position of work sanctioned and work started in the State during July, 1987 to July, 1988 is shown at Fig. 17. A sum of Rs. 53.60 crore was spent on drought relief operations from July, 1987 to July, 1988 out of which a major portion amounting to Rs. 41.72 crore was spent only on wages which amounted to 77.8 per cent of total expenditure. 441.09 lakh manday was generated during this period with a peak labour strength of 2,19,263 per day.
- 3.23 In earlier drought of 1986, the relief works were started in January, 1987 and closed in June, 1987. 2,950 works were sanctioned out of which 1,450 works were completed. The total expenditure was Rs. 30.22 crore thereby generating 226.62 lakh manday. The incomplete works were continued in 1987-88 due to failure of rains.
- 3.24 In drought relief operations lot of works were taken which gave indirect benefit in the form of raising water level of wells (sub-soil), thereby increasing the yield from existing well and reducing cost of pumping. Such works did not directly add to irrigation potential. The irrigation potential created due to completed works of drought of 1987 was 4,100 hectare and due to incomplete works 985 hectare totalling to 5,085 hectare.
- 3.25 The forest Department sanctioned 2,760 relief works all over the State. Out of these 2,454 works were started by engaging 95,049 labourers per day in the peak season. The following types of work were underteken by the forests Department: (i) Rehabilitation of degraded forests; (ii) Reforestation of barren hills; (iii) Development of old pastures; (iv) Development of nurseries and raising of plants for farm forestry; (v) Improvement of old plantation areas; (vi) Improvement of wildlife conservation areas and development of water holes; (vii) Construction of soil and water conservation structures; and (viii) Canal side plantations in Indira Gandhi Canal Project area.
- 3.26 Besides providing employment to labourers of affected area, it was step towards drought proofing of the State. Afforestation is the best policy for drought proofing and thus the Department carried out pre-plantation preparations in various barren area of the State under drought relief by dovetailing them with regular schemes. These areas were planted up subsequently under various social forestry schemes and under desert development programme. Recurrent droughts reduce soil fertility and even the production of grasses is adversely affected. Old potent grass pastures were also worked up to improve the production. Many of the wildlife sancturies failed to sustain wild life especially the herbivore population due to the scarcity of fodder and water. For improvement in these areas, water holes were developed. An expenditure of Rs. 14.68 crore on wages and Rs. 81.73 lakh on materials, totalling Rs. 15:50 crore, were incurred from 1st July, 1987 to 23rd July, 1988. This generated 1.22 crore manday.
- 3.27 The Soil Conservation Department started 657 soil conservation works during the period July, 1987 to July, 1988 out of which 397 works were completed. The details of the type of works which were taken up and their position from the physical and financial points of view may be seen in Table 41
- 3.28 It may be seen in Table 41 that the Soil Conservation Department was concentrating mostly on the construction of anicuts and khadins. Khadins are considered to be important for the drought affected area because they meet drought proofing by helping in increased agricultural production. This amount was to be provided under any of the State Government run schemes.
- 3.29 Various schemes under which soil conservation works are to be carried out envisage that these works should be carried out on large size watershed basis. In a meeting held on 3rd December, 1987 at the level of State Relief Minister and State Agriculature Minister it was stressed that the Department should have a shelf of projects ready so that the works may be executed as and when they are required under any of the schemes including under the relief programme. For this purpose, it was suggested that a separate cell for the preparation of the projects may be sanctioned. A project for the identification of the water harvesting structures has been prepared in Collaboration with the State Remote Sensing Application Centre, Jodhpur so that the State Government may take up such works on priority for drought proofing.
- 3.30 In accordance with the government instructions, posts of supervisory staff, namely, Junior Engineers and Assistant Engineers were sanctioned on attaining a particular level of labour strength.