

**Evaluation Report
On
Sampoorna Gram Rozgar Yojana
(SGRY)
Jammu & Kashmir**

**Programme Evaluation Organisation
Planning Commission
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PREFACE

Since Independence, the Government of India has launched a number of Central Schemes, Centrally Sponsored Schemes (CSS) and Community/Area Development Programmes in the areas of health & family welfare, education, employment & poverty eradication, agriculture, women & child development, sanitation, housing, safe drinking water, irrigation, transport, tribal development, border area development, social welfare, etc. both in rural and urban areas of the Country, including Jammu & Kashmir. The main objectives of all these schemes are to generate employment, improve quality of life, remove poverty & economic inequality and human deprivation. Besides, these schemes are also aimed at creation of basic infrastructure and assets essential for economic development in rural areas.

There is a general feeling that despite of huge allocations made by Government of India through Central Schemes//Centrally Sponsored Schemes in Jammu & Kashmir, the developments in basic infrastructure and amenities/facilities are not perceptible, especially in rural areas of the State. Further, the standard of living of the people is still very poor and the employment opportunities to the young people are still considered to be very limited and inadequate.

Since, most of these Schemes are in operation for a pretty long time, the Programme Evaluation Organization, at the instance of Ministry of Home Affairs and as per the recommendation of 'Group of Ministers' constituted by the Central Government on 'Internal Security and Border Management', undertook the Evaluation study on "Micro Analysis of certain Centrally Sponsored Schemes in selected districts of Jammu & Kashmir". The major objectives of the study were to examine whether selected CSSs have generated the desired benefits, including specification of reasons for their tardy implementation, shortcomings in implementation and steps required to tone up their implementation, including their monitoring, to achieve the desired results. The study was assigned to Population Research Centre, Kashmir University, Srinagar (J&K) and they were advised to assess the impact of five Centrally Sponsored Schemes in selected four

militancy affected border districts of Jammu & Kashmir, two each from Jammu and Kashmir regions of the State. The Selected Schemes were: (1) Employment Assurance Scheme (EAS)/ Sampoorna Gram Rozgar Yojana (SGRY), (2) Indira Awaas Yojana (IAY), (3) Swarnajayanti Gram Swarozgar Yojana (SGSY), (4) Integrated Child Development Scheme (ICDS) and (5) National Old Age Pension Scheme (NOAPS)

The present Report in hand is the result of fruitful collaboration between researchers in Population Research Centre, Kashmir University, Srinagar, Programme Evaluation Organisation, Planning Commission, New Delhi and Regional Evaluation Office, Planning Commission, Chandigarh, The study aims at assessing the impact of the Employment Assurance Scheme (EAS), / Sampoorna Gram Rozgar Yojana (SGRY), in the states of Jammu & Kashmir.

I hope the study, which provides useful information on the impact assessment, problems and shortcomings in the process of implementation of Employment Assurance Scheme, /Sampoorna Gramin Rozgar Yojana (EAS/SGRY) in Jammu & Kashmir would be extremely useful to the policy makers, concerned Central Ministries and Implementing Agencies at the State Level to introduce the improvements, take suitable corrective actions to ensure that the intended benefits of the schemes reach the target group.

I congratulate the Honorary Director and the team of researchers of the Population Research Centre, Kashmir University, Srinagar as well as the Officers/Officials of Programme Evaluation Organisation, New Delhi and Regional Evaluation Office, Chandigarh for their excellent work.



(Smt.S.Bhavani)
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Place: New Delhi
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EXECUTIVE SUMMARY

Background:

Government of India is implementing a number of Centrally Sponsored Schemes (CSS) in the areas of rural development, urban development, health and family welfare, education, agriculture, women and child development, sanitation, housing, safe drinking water, irrigation, transport, border area development, social welfare through out the Country, including Jammu and Kashmir. The main objectives of all these schemes are to generate employment, reduce poverty & economic inequality and improve the quality of life. Besides, some of these schemes aim at creation of basic infrastructure and assets essential for economic development in rural areas. Despite of the fact that huge allocations have been made by the Central Government through Centrally Sponsored Programmes in Jammu and Kashmir, the development in basic infrastructure and improvements in amenities/facilities has been inadequate, especially in rural areas of the state. The standard of living of the people has not improved to the desired extent and the employment opportunities for the youths are few and far between. Hence, it becomes imperative at this stage to know as to what extent these schemes have been in a position to achieve the stated objectives. Such an exercise will help to identify the problems/short comings in implementing these schemes. It will also help the policy makers and implementing agencies to introduce the necessary interventions to enhance the efficiency of the programme and to ensure better utilization of the resources. Hence, the Population Research Centre (PRC), Kashmir University, Srinagar, at the instance of Planning Commission, Government of India, New Delhi and Regional Evaluation Office, Chandigarh selected the following Centrally Sponsored Schemes in selected four districts of Jammu and Kashmir to assess their impact:

1. Employment Assurance Scheme/Sampoorna Gram Rozgar Yojana
2. Indira Awaas Yojana
3. Swaranjayanti Gram Swarozgar Yojana
4. Integrated Child Development Services
5. National Old Age Pension Scheme

As per 'Terms of Reference', the detailed District Level Reports for all the five selected Centrally Sponsored Schemes have already been finalized and the findings were presented in Planning Commission. The report in hand is a State Level Evaluation Report on Employment Assurance Scheme/ Sampoorna Gram Rozgar Yojana on the basis of field study conducted in four selected districts.

Methodology

A Committee consisting of representatives of Ministry of Home Affairs, New Delhi, Programme Evaluation Organisation, New Delhi, Regional Evaluation Office, Chandigarh and Population Research Centre, Kashmir University, Srinagar was constituted to finalise the Research Design, Methodology, Questionnaire, etc. for the study. As the study in the militancy affected state of J&K was taken up on the recommendations of the Group of Ministers on "Internal Security and Border Management", the Committee in consultation with State Government selected four districts, two each from Jammu region and Kashmir region which were either worst affected by militancy or the border districts. In view of the objectives and Terms of References of the study, after a series of meetings of the said Committee, districts Anantnag, Kupwara, Doda and Rajouri were selected for the in-depth study. The Community Development Blocks in each district were divided into two groups of high and low performance based on the information on key indicators of development. One block from each of the two groups was selected on random basis. Detailed information about the CSS were collected from district and block offices. From each selected block, 5-7 villages were selected on random basis. From the selected villages the information was collected from all the beneficiaries who were covered under EAS/SGRY in the selected villages. In addition to it, from each selected village, 5 respondents who had applied, but not selected, were also interviewed. Besides, detailed interviews were held with the officials at state, district and block level. A check list was prepared to collect the qualitative information from the beneficiaries and officials/offices. The secondary data regarding the physical and financial progress of the schemes and information regarding planning, implementation and monitoring was collected from the implementing agencies of the schemes through a set of questionnaires devised for the purpose. All the questionnaires devised for the survey were finalized in consultation with the members of the Committee.

Main Findings

During the course of field work, information was collected from 53 villages covering 209 works undertaken under EAS/SGRY. Further, 209 persons who had worked as wage laborers under EAS/SGRY were also interviewed. The main findings of the study are given below:-

The primary objective of the Employment Assurance Scheme/Sampoorna Gramin Rozgar Yojana (SGRY) is to provide 100 days of assured wage employment to adult households in rural areas and thereby provide food security and improve nutritional levels. The secondary objective is to create durable community, social and economic assets and develop infrastructure in rural areas. The scheme has been subsumed with National Rural Employment Guarantee Act w.e.f. February, 2006. The main findings of the evaluation study are as follows:

1. The qualitative information gathered on organizational set up in selected districts of J&K revealed that the existing organizational arrangements for planning, coordination and implementation of SGRY in Jammu and Kashmir was more or less on the same lines as indicated in the guidelines. The Panchayats were involved in the preparation of Annual Action Plans in the villages, where these were functional. However, in villages where panchayats were not functional, the Mates (contractors) were responsible for preparation of resolution of the proposed work, arranging work order, the material and labourers, execution of work, arranging payments from the block office and making payments to the labourers. These Mates were generally identified by the local MLAs and their main motive was to make profit out of the works allotted to them for execution. Hence, there was a need to eliminate Mates from the implementation of the Scheme. This could be done by holding the elections of the panchayats in the state at the earliest so that they are involved in the implementation and monitoring of the developmental schemes.
2. The Annual Action Plans were not prepared strictly as per the guidelines. In most of the cases there was no evidence of preparation of Annual Plan and planning with regards to employment generation, asset creation and allocation as per the felt needs of the people. An examination of the Annual Action Plans reflected that

these were mere repetition of the earlier plans, without going into the details of available local potential, local needs, existing infrastructure etc. It was found that at village level neither the demand for wage employment was assessed nor suitable proposals were formulated for creation of useful community assets which have the potential for generating gainful employment on sustained basis. In other words, the implementing method adopted was not consistent with the intended objectives of the scheme. The MLAs played a vital role in finalizing the action plans and selection of mates in their respective constituencies. There was hardly any community participation in preparation of action plan, identification of the beneficiaries, supervision, monitoring and maintenance of the assets created under the scheme.

3. There was lack of awareness about the contents and procedure for availing benefits under the Scheme among the prospective beneficiaries. Hence, there is urgent need to create awareness about the scheme among the masses and encouraging their involvement in the implementation of the scheme.
4. The Vigilance & Monitoring Committees at the State, District and Block level have been constituted for overseeing the various programmes. Recently, the post of ADC has also been created in each district to closely monitor the progress of the programme. Holding *Public Darbars* by Deputy Commissioners is a new development to get feed back on developmental works from people. These *Public Darbars* have got a good response from the public and should be continued and held regularly.
5. The performance of the scheme was monitored through monthly progress reports and meetings at district, division and state level. However, in such reports/meetings, only physical and financial achievements were reported/discussed. There was no built in mechanism for field inspections, measuring quality of such works, etc. Hence , there is an immediate need to strengthen the monitoring mechanism and identify suitable performance indicators so that there is a direct link between performance indicators and the objectives of the scheme. There is a need to strengthen the capacity of the district and the block level agencies to generate and transmit quality data on identified parameters to aid decision-making. The use of the information

- technology should be encouraged for speedy transmission of data to decision-making authorities for the system to be effective. Besides, to strengthen the monitoring system, it is suggested that inspection reports should be attached with the proposal of release of grants.
6. Though the guidelines were, generally, followed for allocation of funds to the districts, but certain deviations there also observed. For example Anantnag district which accounts for about 12 percent of the total rural population of the state, received around 9 percent of the funds during each of the 6 years 2000-2006. Baramulla and Jammu districts also received lesser amount allocations than their proportion of rural population in the state. On the other hand, Leh and Kargil districts, each of which account for less than 2 percent of the total rural population of the state, received 5-6 percent of the funds, despite of the fact that the percentage BPL families in these two districts was very low as compared to Anantnag and Baramulla districts.
 7. The officials pointed out that the BPL Census conducted by the state was not authentic and suggested that these BPL figures should not be used for location of funds at various levels. Hence, it is suggested that a fresh BPL Census should be conducted by Directorate of Economics and Statistics and its post enumeration check should be assigned to four credible research organizations.
 8. The state utilized more than 95 percent of the funds made available to it under EAS/SGRY during 2001-07, except in 2002-03. All the selected districts also utilized more than 90 percent of funds made available to them during 2000-07. Among the four selected districts, Doda and Rajouri had better rate of utilization of funds than Kupwara and Anantnag. So far as the utilization of food grains was concerned, the state utilised more than 95 percent of the food grains lifted by it during 2001-07.
 9. The Scheduled Caste and Scheduled Tribe population received recommended share of allocation under EAS/SGRY in the state. Around 21-26 percent of the mandays generated under SGRY were shared by SC/ST population during 2004-06.

10. Around 66079 works were undertaken in the state during 2001-04, out of which 54463 (82 percent) were completed during the same period. Similarly, out of 53606 works taken up for execution during 2004-07, 90 percent of these were completed.
11. None of the sample districts/blocks/villages was found to have observed the prescribed norm of wage-material ratio (60:40) in the creation of assets. Even after fabrication, the wage-material ratio contained in the Muster rolls works out to be less than 60:40 in all the districts/blocks. An in-depth analysis of the assets created revealed that majority of the assets created were masonry works which were of capital intensive in nature, like buildings, pucca link roads, culverts, water tanks etc. Mates mentioned that it was very difficult for them to follow the guidelines for wage material ratio of 60:40 for each activity. Therefore, it is suggested that the guidelines for SGRY wage-material ratio need to be modified suitably to indicate that the ratio need to be maintained at the block level.
12. On an average, around 3-4 lakh mandays were generated annually during 2000-2007 in the state. However, the data collected by the field team revealed that the information regarding number of mandays generated contained in the Muster Rolls was fabricated in such a way so as to bring conformity with the prescribed wage-material ratio as envisaged in guidelines and wage rate under SGRY and market wage rate. In no way it was the reflection of grassroot reality.
13. The market wage rate per man-day in the most parts of the state even in lean agricultural season during the reference period ranged between Rs. 80-120, while as under SGRY the prescribed wage rate fixed by the government was Rs. 60. Therefore, it was difficult for the mates to engage labour on scheduled wage rates. Consequently, the laborers involved in the scheme were paid wages as per the market rates. This resulted in the creation of less number of man days but muster rolls were fabricated to show higher number of man days created. Hence, it is suggested that the execution agencies be allowed to engage the labour as per the market wage-rates and show the same in muster rolls. This will help to address the menace of fabrication of statistics in muster rolls.
14. The scheme envisages that food grains should be given as part of wages under SGRY to the rural poor at the rate of 5 kg per man-day. Though the official statistics

showed that all the food grains lifted by the districts were distributed among beneficiaries, but it was mentioned by large majority of beneficiaries that they did not receive any food grains as part of the wage under SGRY. It was mentioned by the Mates that generally the beneficiaries were not interested in receiving part of the wages in food grains, because they believe that the food grains provided under the scheme were of poor quality. However, the qualitative information gathered from the beneficiaries revealed that contractors sell the food grains in the open market in order to make profit out of it. Hence, the Government should take necessary steps to remove the misconception regarding quality of food grains among wage seekers. Both print and electronic media can play a vital role in this regard. Further, there is need to monitor more closely the distribution of the food grains under SGRY or pay all the wages to the beneficiaries in cash only.

15. As per guidelines of the scheme, the assets created under EAS/SGRY should be of durable nature and maintained properly to realize their potential of generation of sustainable employment. However, it was observed that assets created under EAS/SGRY were not able to generate sustainable employment. Further, it was observed that the assets created EAS/SGRY were not handed over to any agency for maintenance. Consequently, most of the assets created under the scheme were in dilapidated shape at the time of survey.
16. The district and blocks level agencies have maintained complete inventory of the assets created under the programme giving details of the date of the start and the date of completion of the project, cost involved, benefits obtained, employment generated and other relevant particulars. Signboards depicting the nature of work and cost of the works were also displayed at a prominent places in the villages. The block offices have also kept photographic records of the work completed. However, the way of maintaining the records at all levels was haphazard and provides ample scope for improvement.
17. The information collected from the beneficiaries' revealed that during 2000-2003 on an average a beneficiary was provided employment for only 17 days in Anantnag and Doda districts, 15 days in Kupwara district and 13 days in Rajouri district. Thus, none of the beneficiaries was provided wage employment for

mandatory 100 days. Another issue that assumes importance in assessing the impact of EAS/SGRY is sustainability of employment and income of the beneficiaries. It was found that majority of the beneficiaries worked for less than 15 days and earned less than Rs. 1000 per annum. Thus, SGRY earnings have not adequately supplemented the household income of the beneficiaries.

Hence, it was observed that EAS/SGRY could neither provide 100 days generated employment nor sustained earnings each year to the beneficiaries. Consequently, the scheme has not been in a position to decrease the seasonal out-migration of laborers to other parts of the country during winter. Thus, it can be said that the scheme has not been in a position to achieve its objective of improving the economic status of the beneficiaries to the desired extent.

CHAPTER-I

INTRODUCTION

BACKGROUND

The State of Jammu and Kashmir is situated between 32° 17' N and 37° 6' N latitude, and 73° 26' E and 80° 30' E longitude on the northern extremity of India. It occupies a position of strategic importance with its borders touching the neighboring countries of Afghanistan in the north-west, Pakistan in the west and China and Tibet in the north-east. To its south lie Punjab and Himachal Pradesh, the two other states of India. The total geographical area of the State is 2,22,236 square kilometers and presently comprising of three divisions namely Jammu, Kashmir and Ladakh and 22 districts. The Kashmir division comprises of the districts of Anantnag, Kulgam, Pulwama, Shopian, Srinagar, Ganderbal, Budgam, Baramulla, Bandi Pora and Kupwara. The Jammu division comprises of the districts of Doda, Ramban, Kishtwar, Udhampur, Reasi, Jammu, Samba, Kathua, Rajouri and Poonch. The Ladakh division consists of Kargil and Leh districts. Every region has distinct social, economic, linguistic and cultural characteristics.

According to 2001 Census, Jammu and Kashmir had a population of 10 million, accounting roughly for one percent of the total population of the country. The decadal growth rate during 1991-2001 was about 29.4 percent which was higher than the decadal growth rate of 21.5 percent at the national level. The sex ratio of the population (number of females per 1,000 males) in the State according to 2001 Census was 892, which is much lower than for the country as a whole (933). Twenty-five percent of the total population lives in urban areas which is almost the same as the national level. Scheduled Castes account for about 8 percent of the total population of the state as against 16 percent at the national level. Scheduled Tribe population account for 11 per cent of the total population of the state as compared to 8 percent in the country. Jammu and Kashmir is one of the most educationally backward states in India. As per 2001 Census, the literacy rate was 55 percent as compared to 65 percent at the national level. Female literacy (43 percent) continues to be lower than the male literacy (67 percent).

On the demographic front, too, the state has to do a lot to achieve the goals of New Population Policy 2000. The total Fertility Rate of 2.71 in Jammu and Kashmir is slightly lower than the TFR of 2.85 at the All India Level. With the introduction of Reproductive and Child Health Programme, more couples are now using family planning methods. As per National Family Health Survey-3, about 45 percent of women are now using modern family planning methods as compared to 49 percent in India as a whole. According to Sample Registration System (SRS, 2006), Jammu and Kashmir had an infant mortality rate of 49 per 1,000 live births, a birth rate of 18.7 and a death rate of 5.6 per 1,000 population. The corresponding figures at the national level were 58, 24 and 7.5 respectively. National Family Health Survey-3 (NFHS-3) has also estimated an infant mortality rate of 45 per 1,000 live births and a birth rate of 20.9 for Jammu and Kashmir. The corresponding figures for the national level are an infant mortality rate of 57 per 1,000 live births and a birth rate of 18.8 per 1,000 population.

Jammu and Kashmir, like other states of the country is predominantly an agrarian state with 70 percent of the population depends upon agriculture. According to Census-2001, cultivators and agriculture workers comprised 49 percent of the total working force of the state. The importance of the various other economic sectors in the economy has changed little over time. The contribution of the agricultural sector to the state domestic product declined from 38 percent in 1980-81 to 32 percent in 2000-2001 and 27 percent in 2004-2005. The contribution of the manufacturing sector has increased from 5 percent in 1980-81 to 6 percent in 2004-2005 and the share of the other tertiary sector has increased from 58 percent to 67 percent in 2004-2005. Agriculture contributed 32 percent to the state domestic product in 1999-2000 and provided employment to more than 60 percent of the working population (Directorate of Economics and Statistics, 1991). Jammu and Kashmir grows cereals, fruits and cash crops. The major cereal products include wheat, rice and maize. As a result of Intensive Agriculture Programme and the introduction of high yield variety seeds, the agriculture sector in the state has registered a tremendous transformation. However, due to the environmental constraints, the state has not been in a position to attain self sufficiency in the cereal products. The state is famous for its delicious horticultural products since ancient times and fruit industry has been a source of income to

the state exchequer. In recent years, as a result of the all round economic and technological advancement in the State, the horticulture sector has received a great fillip, leading to greater production and export of the produce. The state is also rich in forest resources and a variety of spruce, such as fir, pine, hazel, wild oak, maple, beech, etc., grow in them. The forests besides lending charm and healthy fragrance to the environment are a great source of revenue to the state. The forests contribute less than 2 percent towards the net state domestic product, despite the fact that 23 percent of the total geographical area is under forests.

Industrially, Jammu and Kashmir is one of the backward states in the country due to lack of infrastructural facilities such as easy transportation, electricity, topography and other factors. Though the state is very rich in natural and human resources, but these have not yet been utilized for establishing an industrial base in the state. The state has only a few medium scale industries in the capital cities of Srinagar and Jammu which manufactures cement, wool and silk, furniture, etc. With the establishment of the Industrial Growth Centres in various districts, Food Parks and the introduction of new Industrial Policy, the state has shown signs of industrialization during the last few years. The setting of more power generating stations, wide spread road net work and coming up of the state on railway map of the country has helped in creating an atmosphere conducive to growth of industries in Jammu region. As a result of the concerted efforts of the government since 2002, more than 133 medium and large scale industrial units have been set up in the state as on 31-03-2007 with an investment of over Rs. 2500 crores generating employment potential for around 20,000 person (Qureshi, 2007). Similarly, more than 5700 industrial units under Small Scale Industrial Sector (SSIS) and more than 5300 units under Khadi Village and Industries Board (KVIB) were set up during the 10th plan period generating employment for about 1.62 lakh persons.

The Kashmir Valley is very famous for its handicrafts not only within the country but also throughout the world. The handicrafts of the State are also contributing to the state exchequer considerably. Production of handicrafts has increased from Rs. 750 crores in 2001-2002 to Rs. 1000 crores in 2006-2007. Out of which carpet alone has a contribution

of Rs. 475 crores. During 2005-2006, handicraft goods worth Rs. 705 crores were exported, out of which carpet accounted for Rs. 325 crores. Besides, handicrafts sector provided employment to 3.50 lakh artisans.

Tourism has emerged as an important and one of the major contributors to state's economy. Kashmir is a popular tourist resort not only for the Indians but also for the holiday-makers from the distant lands. The tourist sector which received a jolt during the militancy period is being revived and made broad-based to harness potential of employment and economic prosperity. According to the estimates of the Tourism Development Department, 30 percent of the population of the state is directly or indirectly connected with this activity and tourism contributes 16 percent of the state's domestic product.

Population growth and unemployment cover the entire gamut of poverty. Although sufficient data is not available on poverty, but according to the latest round of NSSO on household consumer expenditure undertaken in 2004-05, 4.21 percent of the population in Jammu and Kashmir is living below poverty line which is far lower than the national estimate of 21.80 percent. The percentage of BPL population in rural areas is higher than urban areas. But, according to the BPL survey conducted by the State Government nearly 36 percent of the population is BPL. Both these estimates have been questioned by many experts as well as by the State legislators as a result the State Government has initiated an independent BPL survey in the state and the results are still awaited. The average annual per capita net domestic product of the state increased from Rs. 1,776 in 1980-81 to Rs. 7,296 in 1999-2000 at constant 1980-81 prices or Rs. 12,373 at current prices.

With a view to involve majority of population in planning and implementation of development-cum-employment projects and welfare schemes, planning has been decentralized to grassroot level to incorporate local priorities in the annual plans. This decentralized planning after the introduction of single line administration has yielded tangible results in harmonious development of all the regions of the state. There has been about two-fold increase in plan allocations since 2002. While the annual plan in 2002-03

was of the order of Rs. 22 thousand lakhs and it increased to Rs. 42 thousand lakhs during 2005-2006.

The Government is also paying special attention for promotion of education in the state. In order to achieve universalization of the education among all school going children, many developmental schemes like extension of educational activities under the Border Area Development Programme, Sarva Shiksha Abhiyan and Non-formal education programme have been introduced. Education has also received top priority in allotment of funds under district plan. So far as the drinking water is concerned efforts are underway to provide potable drinking water to the entire population in the state. Under the Accelerated Rural Water Supply Programme drinking water facilities have been provided to more than 98 percent of the villages. Presently, the Swajaldhara Scheme is underway in the state.

In spite of all these programmes, the development in basic infrastructure and basic amenities/facilities is not perceptible especially in rural areas of the state. The standard of living of the people is still very poor and the employment opportunities to the young people are few and far between. A large proportion of population is still deprived of basic necessities of life. Though 94 percent of the population in the state has been provided drinking water, but still about 30 percent of the households are using water from unsafe sources. Besides, most of the villages have been identified as disadvantageous in respect of availability of water supply due to less service level, source depletion, and outlived design period of water supply schemes. The situation on sanitation front is even more alarming. Around two-third of the households (64 percent) do not have a toilet facility or have a pit type of toilet. Similarly, 60 percent of the households do not have any sewage and drainage facility. On the demographic front, population continues to grow at more than 2 percent per annum and infant mortality rate is about 50 per 1000 live births. The health centres are poorly staffed and do not have required drugs, equipments and manpower and some of the health centres are located in depilated buildings. Due to the hilly terrain and topography and limited resources, the state does not have an efficient transportation system. Though the state has immense potential for development of hydro

electricity but because of resource constraints, the state has, till now, been in a position to harness only 538 megawatts of electricity against a potential of more than 18000 megawatts which is about 3 percent of the harnessable potential, which is around 18 percent of the total requirement of the State at present. Due to the increase in population, absence of private sector, desirable industrial growth and lack of employment opportunities in the public sector, the number of unemployment youth particularly educated youth registered with the employment exchange has doubled during the last five years. The percentage of unemployed youth among rural educated males increased from 4 percent in 1993-94 to 9 percent in 1999-2000 and from 13.6 percent to 22 percent among females during the said period. As per the latest data on unemployment youth made available by the Employment Department, 1.10 lakh youth were registered with the employment department by March 2006. Therefore, the state has to go a long way to register a perceptible change in all these sectors.

The J&K Government has made efforts from time to time to give a boost to the economy of the state and lot of investment has been made in various sectors of economy. However, the beginning of the militancy in the State in 1989, shattered the development activities, as a result the development scenario of the state came to a complete halt, which resulted in decline in employment, gross domestic product and per capita income.

However, during the last 10 years, the State Government is also making efforts to put the economy of the State back on track and has invested huge amount in rebuilding the necessary infrastructure. The Government of India also launched a number of Central/Centrally Sponsored Schemes (CSS) and Community/Area Development Programmes in the areas of Health & Family Welfare, Education, Employment & Poverty Alleviation, Agriculture, Women & Child Development, Sanitation, Housing, Safe Drinking Water, Irrigation, Transport, Tribal Development, Border Area Development, Social Welfare, etc., both in rural and urban areas of the State. The main objectives of all these schemes are to generate employment, remove poverty, economic inequalities and improve quality of life. Besides, these schemes are also aimed at creation

of basic infrastructure and assets essential for economic development in rural areas. However, despite of huge allocations made by Government of India through Central/Centrally Sponsored Schemes in Jammu and Kashmir, there is a general feeling that the development in basic infrastructure and improvement in amenities/facilities has been quite inadequate especially in rural areas of the State. Further, the standard of living of the people has not improved and the employment opportunities for the youth are still limited and inadequate.

In this background, on the recommendation of the 'Group of Ministers' on "Internal Security and Border Management" during November, 2001, the Ministry of Home Affairs had requested Programme Evaluation Organisation, Planning Commission to undertake an evaluation study on the impact of developmental schemes in militancy affected state of Jammu & Kashmir. After analyzing the credibility and credentials of various agencies and NGOs, the study was outsourced to Population Research Centre, Deptt. Of Economics, Kashmir University, Srinagar.

The Terms of Reference of the study were to clearly bring out : (i) whether the CSS have generated the needed benefits/objectives (ii) the reasons for their tardy implementation, if so, (iii) the shortcomings/problems in implementation of the scheme (iv) the steps/strategy needed to tone up their implementation, including their monitoring to achieve the desired objectives.

A Committee consisting of representatives of MoHA, PEO, Hqrs., REO, Chandigarh, Govt. of J&K and PRC, Srinagar was constituted to decide the coverage of the schemes geographical area in the State, Research Design, Questionnaire, etc. After a series of meetings, it was decided to evaluate five schemes viz., i) Employment Assurance Scheme (EAS)/Sampoorna Gram Rozgar Yojana (SGRY), (ii) Swarnajayanti Gram Swarozgar Yojana (SGSY), (iii) Indira Awaas Yojana (IAY) , (iv) Integrated Child Development Services Scheme (ICDS) and (v) National Old Age Pension Scheme (NOAPS) would be conducted in the first phase. For conducting the study, four districts (two each from Kashmir and Jammu Region) i.e. Anantnag and Kupwara from Kashmir

region; and Doda and Rajouri from Jammu region were selected. Further, the modalities of the Research Design as well as the Questionnaires, to be canvassed during the course of field surveys, were also finalised. The PRC has already finalised and made presentation of observations and recommendations in respect of four districts level Reports. The Report in hand, in the series is a state evaluation report on Impact Assessment of EAS/SGRY in Jammu and Kashmir, is based on the consolidated data collected from four selected districts of the State.

Objectives of the Study

The specific objectives of the evaluation study include the assessment /examination of the following:

1. The type of mechanism adopted and arrangements made for planning co-ordination, monitoring and implementation of the scheme.
2. The extent to which allocations, releases and utilization of funds were made as per the guidelines of the scheme
3. The extent to which the number of days of employment was provided to the target groups under EAS/SGRY Scheme
4. To portray as to what extent the scheme has generated the needed benefits.
5. To analyze socio-economic and demographic characteristics of the beneficiaries of the scheme, so as to assess the extent to which the guidelines for identifying the beneficiaries/villages have been followed.
6. To identify the problems in the implementation of the scheme and reasons for tardy implementation, if any.

Methodology

Both primary and secondary data was collected through instruments structured at different levels. The secondary data was obtained through the State, District, Block and Village level questionnaires. Information was collected about financial and physical performance and adequacy of the implementation mechanism for the schemes. Detailed discussions were held with the officials at various levels to gather information

on the implementation of the scheme. The primary data was collected through field surveys from beneficiaries as well as non-beneficiaries of the scheme.

A set of schedules were approved by a Committee consisting of Officers from PEO, Hqrs., MoHA, REO, Chandigarh, Govt. of J&K and PRC, Srinagar for collecting data for the scheme. The schedules covered a host of areas starting with the socio-economic characteristics of the beneficiaries, level of awareness about the schemes, eligibility criterion, procedures, problems encountered, utilization of the funds and impact of the scheme, etc. Information collected from the non-beneficiaries included their socio-economic status, knowledge of the schemes and experiences with the implementation of the scheme. The experiences of the beneficiaries and non-beneficiaries were collected with a view to identify and analyse the possible shortcomings in the implementation of the scheme.

Research Design

The Technical Committee, consisting representatives from PEO, Planning Commission, New Delhi, REO, Chandigarh with Ministry of Home Affairs and PRC, Srinagar after a series of meetings and in consultation with Government of J&K, decided to select two districts from each of the two administrative divisions (Jammu and Kashmir) of the State and to select one border district and one non-border district from each division. In view of the 'Terms of References' of the study, it was decided to select two border district and two non-border districts affected by militancy in the State. Therefore, the present survey was conducted in the districts of Anantnag and Kupwara in Kashmir region and Doda and Rajouri in Jammu region.

Further, the Community Development Blocks (CDBs) were divided into two groups of high and low performance, based on the information on key indicators of development. The indicators used were literacy level, percentage of villages electrified, percentage of villages having safe drinking water facility and percentage of villages having health centres. One block from each of the two groups was selected on random basis in the district. Accordingly, eight blocks were selected from the selected districts. Details

about the EAS/SGRY were collected from the offices of Deputy Commissioners and concerned Block Development Officers. List of the works undertaken and the list of the beneficiaries under SGRY was collected from the offices of Block Development Officers. From each selected block a sample of 5-6 villages was selected on random basis. From the selected villages, the information was collected from all the beneficiaries who were covered under EAS/SGRY. Besides, detailed interviews were conducted with the officials involved with the implementation of these schemes at State, District and Block level. A check list was also prepared to collect the qualitative information from the beneficiaries and officials/offices. As the list of non-beneficiaries for any of the schemes was not readily available, therefore, effort was made to identify non-beneficiaries with the help of knowledgeable persons of the villages. However, in case of EAS/SGRY, it was not possible to locate and interview any non-beneficiary as even the locals were not aware about any such person, who applied for taking benefits under these schemes, but was not covered under the scheme.

Reference Period

The reference period of the study for selection of beneficiaries, collection of field data was 2000-01 to 2003-04. However, while making analysis, the data on physical/financial targets vis-à-vis achievements for the years upto 2006-07, was also utilised.

Field work

The Data collection started from December 2003 and continued till April, 2004. Data was collected by two teams and each team consisted of five field investigators, a supervisor-cum-editor and a field coordinator. Each field investigator was assigned to collect information for a particular scheme. Before the field work, all the team members received training for six days, which consisted of instructions in interviewing techniques and field procedures for the survey, a detailed review of the guidelines of the selected CSSs, review of each item in the questionnaire, mock interviews between participants in the classroom and practice interviews in the field. Besides the main training, one day training was specially arranged for supervisors/editors. The supervisors/editors were

trained to hold formal discussions with the officials involved with the implementation of the schemes and record their observations regarding the implementation of the schemes, impact assessment and possible reasons for tardy implementation. Senior officials of the PRC co-ordinated the data collection activities and also had formal discussions with the officials involved with the implementation/execution of schemes. The Director and the Project Coordinators also visited the field to monitor the data collection activities and ensure good quality data. During the course of field work, the information was collected from 53 villages covering 209 works undertaken under EAS/SGRY. Further, 209 persons who worked as wage laborers under EAS/SGRY were also interviewed.

CHAPTER- 2

EMPLOYMENT ASSURANCE SCHEME/SAMPOORNA GRAM ROZGAR YOJANA

Introduction

Generation of adequate employment opportunities for the growing labour force and balanced development throughout the country has been the prime concern of the Indian development planning, since inception.. However, the problem of unemployment and under-employment in rural and semi urban areas on the one hand and regional imbalance on the other, are on the increase. During the last decade, the employment growth has declined from 2.7 percent to 1.07 percent per annum resulting in increased unemployment rate in a year which has increased significantly since 1993-94 from 6.0 percent to 7.3 percent on Current Daily Status basis in the reference period. For Scheduled Castes, the corresponding unemployment rate has increased from 8.3 percent to 9.6 percent during the reference period. The total volume of unemployment had touched about 27 million in 1999-2000. It was estimated that organized sector would be able to provide employment only to 8 percent of the employed. Hence, there is urgent need to enhance the viability and competitiveness of the remaining sectors by evolving suitable policies and programmes.

The policy planners in the First Five Year Plans were basically influenced by the Harrod Domer Growth Model which was one of the guiding principles in the emerging economics of the contemporary world. During that period, though the economy grew, but the benefit of growth could not trickle down to the poor as a result of which the quality of life, especially the rural poor remained pathetic. Hence, it was felt that there is need to put in more concerted and direct intervention to ameliorate mass poverty, especially in the rural areas, was the felt need of the hour. This gave birth to the concept of 'Direct Attack' on rural poverty.

From the Sixth Five Year Plan, rural development programmes aimed at alleviating rural poverty were taken up in a big way and programmes for self-employment like

Integrated Rural Development Programme (IRDP) and at a later stage wage employment programmes like National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) were launched. Though self-employment programmes were basically aimed at uplifting the rural poor above the poverty line on a sustained basis by providing the beneficiary with income generating assets, it required basic managerial/technical skill to handle such projects. The self-employment programmes take some time to ground such projects as the beneficiaries are required to undergo skill development training and capacity building. Moreover, these programmes require supporting infrastructure, therefore, had a limited scope. Hence, for a class which lack entrepreneurial and technical skill, the only way out was to give them some social security which could provide them purchasing power for immediate sustenance. As a result, programmes like NREP and RLEGP were launched. These wage employment programmes were later merged with Jawahar Rozgar Yojana (JRY) and the Employment Assurance Scheme (EAS) in 1989 and 1994, respectively. It was envisaged to provide a minimum of 100 days of employment to the rural poor under the EAS during lean agricultural season. However, evaluation studies conducted on the impact assessment of EAS found that the scheme was not in a position to achieve its desired objectives and suggested that there was a need to restructure the scheme. The following factors necessitated the restructuring of the scheme.

(a) The existing programmes were not able to generate expected number of average man days of employment. This is clear from the fact that the Ministry of Rural Development, Government of India, had conducted three Rounds of Concurrent Evaluation and Quick Evaluation of the Jawahar Rozgar Yojana (JRY) for the sample period of January to December 1992, June 93-May 1994 and 1996-97 to 1998-99. The study revealed that average man days provided was 4, 11 and 16 per person during the above reference period under the programme.

(b) The second compelling reason focusing the need to restructure the wage employment programmes, was the inability of these programmes to feed the starving rural poor at the time of severe drought/natural calamities in the affected areas. Recurrence of drought destroyed in almost half of the states almost the agrarian economy shrinking the

employment opportunity drastically in the rural areas thereby increasing the demand for food grains manifold. Hence, under the given circumstances, it was not possible to save the starving masses and for state sponsored wage employment opportunities especially in the unorganized sector.

(c) In the age of market oriented reforms which have different effects on different groups within an economy, it was generally felt that reforms would increase growth and reduce poverty at medium level but may hurt a large number of poor especially in the un-organised sector in the short run. In such a scenario, a need was felt to take stock of the on going wage employment programmes and take immediate steps to widen the scope of employment opportunities which was fast shrinking in un-organised sector.

d) A fast but viable way out for productive liquidation of surplus food grains was the need of the hour, which was accumulating in the Food Corporation of India (FCI) and other related godowns of the Government Agencies. In the absence of such a way out, fresh procurement could not have been possible. This was clear from the fact that food grains stocks available with the FCI and the State Agencies under the Central Pool as on 1st January 2002 was 58.30 lakh metric tonnes against the storage facility of 356.58 lakh metric tonnes with the FCI.

e) To promote greater devolution of powers in favour of the Panchayati Raj Institutions (PRIs) in the implementation of rural development programmes in tune with 73rd Constitutional Amendment Act.

The Scheme

The Ministry of Rural Development, therefore, reviewed the hitherto on-going schemes of the Employment Assurance Scheme (EAS), (the only additional wage employment scheme for rural areas), the Jawahar Gram Samridhi Yojana (JGSY) (a rural infrastructure development scheme) and merged the two schemes into one scheme namely 'Sampoorna Gram Rozgar Yojana' (SGRY). The scheme was announced by the Hon'ble Prime Minister of India on 15th August 2001 and launched w.e.f. 25th September, 2001 with an annual outlay of Rs. 10,000 crores.

Objectives of the scheme

The primary objective of the scheme is to provide wage employment in all rural areas, thereby provide food security and improve nutritional levels. The secondary objective is to create durable community, social and economic assets and infrastructural development in rural areas. The scheme envisages to provide about 100 days of assured manual employment during the lean agricultural season, at statutory minimum wages, to all persons above the age of 18 years and below 60 years who need and seek employment, on economically productive and labour intensive social and community works. The works are to be selected by the District Collector and implemented by the line departments in such a manner that the ratio of wage to non-wage component would stand at 60:40. The village Panchayats are to be involved in the registration of persons seeking employment and they are required to maintain a record of job seekers under SGRY. The applicants, who register themselves for employment under the SGRY, are normally issued family cards in which the number of days of employment are entered as and when such employment is given to them. The village panchayats are also required to coordinate and monitor the works undertaken under EAS/SGRY.

The benefit of SGRY are available to all rural poor (BPL and APL) who are in need of wage employment and willing to take up manual or unskilled work in and around his or her village and habitation. The scheme is self targeting in nature. Further, while providing wage employment, the preference is to be given to the poorest among the poor, Scheduled Castes/Scheduled Tribes and parents of child labour withdrawn from hazardous occupation.

The SGRY is a Centrally Sponsored Scheme and is implemented on a cost-sharing basis between the Centre and the States in the ratio of 75:25 of the cash component of the programme. The scheme is demand-driven and, therefore, no fixed allocations are made for the districts/blocks. Instead, notional initial allocations are made to districts at the commencement of each year, and thereafter, depending on the

demand for supplementary employment and the actual utilization of funds, the district authorities can seek additional funds.

Food grains were provided to the States and Union territories free of cost. Five percent of the funds and food grains under the SGRY are retained in the Ministry for utilisation in the areas of acute distress arising out of natural calamities or for taking up preventive measures in the chronically drought or flood affected rural areas. Savings from five percent could be allotted by the Ministry to better performing districts. A certain percentage of the allotted food grains under the SGRY are reserved for the Special Component to be used in any Central or State Government Scheme with wage employment potential to meet exigencies arising out of any natural calamity. The remaining funds and food grains under the SGRY are available in two streams from the Department of Rural Development.

The First Stream is implemented at the District and Intermediate Panchayat/Block levels. At least 50 percent of the funds as well as food grains are made available under the First Stream and are to be distributed between the Zilla Parishad and the Intermediate Panchayats/Blocks in the ratio of 40:60. The Second Stream is implemented at the Village Panchayat level. The remaining 50 percent of the funds and food grains are earmarked for the Village Panchayats and distributed among them through DRDAs/Zilla Parishads.

There are special safeguards for the weaker sections and women of the community. Around 23 percent of the annual allocations (inclusive of food grains) under the First Stream of the SGRY both at the district and the block levels are earmarked for individual beneficiary schemes of SC/ST families living below the poverty Line (BPL). Besides, a minimum of 50 percent of the allocation to the village Panchayat (inclusive of food grains) are earmarked for the creation of need based village infrastructure in SC/ST habitations/wards under the second stream of the SGRY. The scheme also envisages reservation of 30 percent of employment opportunities for women

The Centre's share is directly released to DRDA of the concerned district and the state's matching share is required released within a fortnight of the receipt of

central release. The funds and food grains to Intermediate Level Panchayats (under Stream-I) and resources to the village Panchayats (under Stream-II) are also required to be distributed by the DRDAs/ZPs within 15 days of the receipt of the funds by the DRDAs/ZPs from the Central or the State Government, as the case may be. However, the Distribution of Central Share need not wait for matching State share.

Organization

For better organization of EAS/SGRY works, the guidelines of the Scheme have specially indicated the functions to be carried out by Implementation Authority and Implementing agencies in the district. The District Development Commissioner is the Implementation Authority responsible for co-ordination of works and allocation of funds among the Community Development Blocks in the district and the Department of Rural Development is responsible for the execution of all SGRY works departmentally.

The guidelines envisage that the Implementation Authority (DC) with the assistance of Project Directors (DRDA), BDOs, etc. would discharge the functions relating to (a) planning of works, (b) sanction of works, (c) ensure employment as envisaged and (d) report the progress to state governments. However, the functions pertaining to (a) preparation of estimates, (b) giving technical sanction, (c) execution of works on receipt of administrative sanction from DC, (d) making payments to the labourers and (e) reporting the progress to DC would be performed by the Implementing Agencies, such as; Executive Engineer (Roads and Buildings), Executive Engineer (Irrigation), Divisional Forest Officer, etc.

The qualitative information gathered on organizational set up in the state and in various districts revealed that the existing organizational arrangements for planning, coordination and implementation and monitoring of EAS/SGRY works are more or less on the same lines as indicated in the guidelines. SGRY in Jammu and Kashmir was implemented by the Department of Rural Development. The two divisions of the State (Kashmir and Jammu) have separate Directorates of Rural Development. While the Directorate of Rural Development, Kashmir is responsible for implementing the scheme in Kashmir province including the two districts of Leh and Kargil, the Directorate of

Rural Development, Jammu implements the scheme in Jammu province. These two directorates are responsible for planning, implementation, coordination, monitoring and also allocation of state share to districts of the SGRY at the provincial level.

Deputy Commissioners (DC) are the overall in charge of planning, co-ordination and implementation of SGRY in the districts. They are also responsible for setting priorities, approval of action plans and according administrative approvals for SGRY projects (Stream-I and II). The Deputy Commissioner are assisted by the Additional Deputy Commissioners (ADC), Assistant Commissioner Developments (ACD), Chief Planning Officers (CPO) and the Executive Engineers of the Rural Engineering Wing are also involved in the planning, implementation, execution, coordination and monitoring of the SGRY at the district level. The functions pertaining to preparation of estimates, giving technical sanction, execution of works on receipt of administrative sanction from DC is performed by the Rural Engineering Wing of the Department of Rural development.

At the block level the scheme is implemented by the Department of Rural Development, through their Block Development Offices. The Block Development Office (BDO) is assisted in the implementation and supervision of SGRY by the Block Planning Officer, Panchayat Secretaries, Assistant Executive Engineers, Junior Engineers and Village Level Workers (VLWs). There is a Village Level Worker in every Panchayat. The VLW is assisted by a Multiple Purpose Worker. The VLWs in consultation with the Panchayats are responsible for assessing the infrastructural needs of the villages, preparation of Annual Action Plans (AAPs) at the Panchayat level, identification of beneficiaries and coordination and supervision of the SGRY works. VLWs have also been entrusted with the job of maintaining the Muster Rolls of the assets created at the Panchayat level.

Planning

Planning of SGRY assumes importance in identification of priority works and preparation of shelf of projects for their effective implementation. In this context, it is envisaged under the scheme that each district/block/Village Panchayat has to prepare

and get approval independently before the beginning of each financial year for an Annual Action Plan (AAP) equivalent in value of about 125 percent of its share of funds allocated in the preceding year. This exercise of approval of Annual Action Plan should be completed by the end of February of the preceding financial year. Works included in the AAP should be need based and properly prioritized. While preparing the AAP, completion of the incomplete works are to be given priority over taking up of new works. No work shall be taken up which cannot be completed in one year or at the most in two financial years. Once the AAP is finalized, the district and block authorities have to inform the concerned Village Panchayats about the works selected for their areas.

The study found that the planning of the SGRY in various districts is more or less as per the programme guidelines. It was found that the action plans for stream first and second in Kupwara, Doda and Rajouri districts have not been prepared as per the SGRY guidelines. But in Anantnag district it was seen that action plans for Stream-I and Stream-II were not prepared separately. In fact the resources of the two streams have been polled together and a single action plan has been prepared for all levels in the district and the works that have been taken up have been bifurcated between Stream I and Stream II.

So far as the action plans at the village levels are concerned, it was found that these action plans have not been prepared strictly as per the guidelines. Bottom up approach based on the community needs assessment has not been followed for the preparation of action plans at the Panchayat level. The biggest handicap in implementing the SGRY as per the guidelines in the state was the non-functioning of the Panchayats. It was found that in each village there is an interest group which is locally called a '*Dehi Committee*'. The members of these committees are mostly political workers who work as mates for the execution of EAS/SGRY works in the villages. Once the funds are allocated to the village panchayat, the members of these *dehi committees* identify the needs of the villages/Panchayat and prioritize them in consultation with the VLWs. This list of works to be undertaken in the village forms the action plan of the village. This list is submitted to the office of the BDO. The offices of the BDO scrutinises and consolidates these lists and based on the allocation of funds to Panchayats prioritises the nature of assets to be created and prepares the Panchayat wise action plan of the block. These action plans are

then submitted to the office of the Deputy Commissioner for approval. The action plans of all the blocks are discussed in the district EAS/SGRY meeting chaired by the Deputy Commissioner. Once the Panchayat wise action plans are approved by the EAS/SGRY committee, they are finally vetted by the concerned MLAs. The Annual Action Plan is finally returned to the BDOs for execution.

The qualitative information gathered from the villages regarding the approval of Annual Action Plans revealed that the people in general are not aware about the allocation of the funds to the villages. The members of the *dehi committees* in consultation with the local MLAs identify the works to be undertaken and also distribute them among the relatives of the members of the dehi committees and party workers for execution. MLAs have the final say in the selection of the works and the identification of the '*Mates*' for the execution of works under EAS/SGRY. People in general come to know about the allocation of funds and selection of the works to be undertaken in the villages only after the action plan has been approved for execution.

Presently the offices of the BDOs, before finalizing the Annual Action Plans have started to publish the Annual Action Plans in the local news papers and invite objections from the general public. This is a big step to ensure some transparency in the finalization of the action plans but still there are political and bureaucratic interventions in the finalization of the Annual Action Plans and selection of mates.

The study team collected the action plans of the selected districts for the year 2001-2002 and 2002-2003 and found that the Annual Action Plans reflect mere repetition of the earlier plans without going into the details of available local potential, local needs, existing infrastructure, potential wage seekers etc. Similarly, the study teams could not find any evidence in any of the villages that would suggest that the implementing/executing agencies have actually assessed the demand for wage employment at the village level and had formulated suitable proposals for creation of useful community assets that have the potential for generating gainful employment on sustained basis.

Since, huge amounts are allocated in each block under the SGRY, there should have been a comprehensive perspective plan for five years with thorough mapping of the existing social/community assets, human resource and skills, local economic and social assets that are lacking in different villages, the resources required to create the lacking infrastructure and potential source of funding from the centrally sponsored and state sector plans. While taking up such exercise, a shelf of projects was clearly to be indicated alongwith priority. For preparation of perspective plans, the involvement of local University, leading NGOs was also to be explored. It was, however, found that there was not much difference in the nature of assets created and the cost involved between the assets taken up under Stream-I and Stream-II. In fact the assets created under the two streams were of similar nature and no long term perspective plans have been formulated for any of the Panchayats under study in the state. Neither the state has involved any expert agency like University, Regional Engineering College or lead NGOs in the finalization of action plans.

Execution

The guidelines of the scheme envisages that the programme will be implemented by the Govt, departments only. The Contractors are not permitted to be engaged for execution of any of the works under the programme. No middleman or any other intermediate agency should be employed for executing works under the programme. The full benefit of wages to be paid should reach the workers and the cost of the works should not involve any commission charges payable to such contractors, middlemen, or intermediate agency. However, as mentioned earlier that village Panchayats were not effectively functioning in the state, therefore, village dehi committees finalize the AAP and once it gets approved, the works are executed by the *Mates*. As mentioned already that *Mates* are nothing but political workers or relatives of the Panchayat members who basically work for making some profit out of executing EAS/SGRY works. These *Mates* are generally selected by the local MLAs in consultation with the BDOs and panchayat members before finalizing the action plans. The *mates* are responsible for preparation of resolution of the proposed work, arranging to get the work order, the material and labourers, executing the work, lifting of food grains, payments from the block office and payments to the labourers. Thus there is hardly any community participation so far as

the identification, execution, monitoring and supervision of the assets created under EAS/SGRY is concerned.

Monitoring

The scheme envisages that Vigilance & Monitoring Committees at the state, district and block level constituted to look the various programmes of the Ministry of Rural Development will also be responsible to monitor the implementation of the EAS/SGRY works. The officers dealing with these schemes at the state headquarters shall visit Districts regularly and ascertain through field visits that the programme is being implemented satisfactorily and that the work executions are done in accordance with the prescribed procedures and specifications. A schedule of inspection, which prescribes the minimum number of field visits for each supervisory level functionary from District to Block level, should be drawn up by the Zilla Parishads/DRDAs, and strictly adhered to. A copy of the inspection schedule drawn should be sent to State and Central Governments for information.

There is a State Level Vigilance and Monitoring Committee to supervise, exercise vigilance and monitor the flow of funds and other aspects related to the implementation of all Rural Development Programmes in the state. Hon'ble Minister for Rural Development is its Chairman and Secretary to Government, Rural Development Department is its Member Secretary. Members of the committee include MPs, MLAs, and Secretaries of the Department of Finance, Planning and Development, R&B, Revenue, Agriculture, Anima/Sheep Husbandry, PHE, Social Welfare, and Forests; Chief Engineers of R&B and PHE, Directors of Rural Development, Finance Department and Social Welfare; and representatives of NGOs. The committee holds quarterly review meetings regularly.

EAS/SGRY programme in each of the districts is monitored regularly by the District Development Commissioner in accordance with the existing mechanisms through periodical review meetings and progress reports. Besides, officials of the Department of Rural Development undertake field visits. At the district level, there is a District Coordination Committee (DLCC), with Deputy Commissioner as the Chairman of

the Committee. Assistant Commissioner Development and Executive Engineer of the Rural Engineering Wing (REW), BDOs and other heads of departments associated with the implementation of the EAS/SGRY are the members of this committee. This committee regularly reviews the physical and financial progress of the scheme. It was also observed that DLCC has not fixed any schedule for reviewing the progress of the SGRY programme but the progress of the scheme is monitored at least two to four times in a year. Besides these review meetings, the progress of the scheme is reviewed at the directives of the local MLAs, MLCs and MPs. Recently the state government has sanctioned the posts of Additional Deputy Commissioner (ADC) to monitor the implementation of all developmental programmes in the districts. The ADCs also have the responsibility of monitoring the implementation of SGRY in the districts. ADCs are supposed to draw a schedule of visits and personally visit the construction sites. ADCs and ACDs have started to visit the villages and monitor the implementation of scheme.

There are no block level and panchayat level EAS/SGRY committees for monitoring the programme at the block and panchayat level in any of the districts. Hence, in all blocks, the progress of the scheme is regularly reviewed and monitored by BDOs, Assistant and Junior Engineers of the Rural Engineering Wing, Panchayat Secretaries and the VLWs. The team also observed that a schedule for inspection of works has not been prepared by any of the officials involved with the implementation of the programme. But it was found that the Junior Engineers, Supervisors, VLWs and MPWs, regularly visit the work sites during the execution of works. Besides, need based inspections are conducted by the ACD and BDOs. Most of these visits by the ACD and BDOs in the last two years have only been conducted when any irregularity in the implementation of SGRY work has been brought into their notice or there was some dispute in the execution of any work. It was also found that ACD and BDOs maintain the photographic records of all the works executed under EAS/SGRY. Presently the SGRY has been subsumed with National Rural Employment Guarantee Act (NREGA) in the State.

Evaluation

As per the guidelines the state government has to periodically evaluate the implementation of the scheme through their own evaluation cells or through reputed institutions and organizations, on issues meriting detailed studies, so that its impact in relation to its objectives can be assessed.

The evaluation wing of the Directorate of Economics and Statistics has been entrusted with the job of evaluating the rural development programmes in Jammu and Kashmir. The Directorate of Economics and Statistics has district level evaluation cells. These evaluation cells have evaluated the implementation of EAS/SGRY in only a few districts. Evaluation of SGRY in most of the districts has not been conducted by the Directorate of Economics and Statistics due to shortage of staff in the district evaluation cells. Regional Evaluation Office of the Planning Commission which used to evaluate the centrally sponsored schemes in Jammu and Kashmir has also not conducted any evaluation of the programme after it closed its office in Srinagar in 1990. The SGRY has not been evaluated at the state level by any of the agencies.

Allocation of resources

SGRY is a Centrally Sponsored scheme funded on cost-sharing basis between the Government of India and the States in the ratio of 80:20. The Government of India allocates funds directly to the districts for the implementation of SGRY. The information collected from the Department of Rural Development shows that the share of Central allocation to total funds was 70 percent to 73 percent during 2001-02, 2003-2004 and 2005-2007. The Centre share was 65 percent during 2004-2005 and 58 percent in 2002-2003. Though this trend can be observed in all the four selected districts but the Centre's share has been slightly higher in Rajouri district compared to other three districts (Table 2.1).

Under the scheme, funds and food grains are allocated to the States/UTs on the basis of proportion of the rural poor in a state to the total rural poor in the country or such other criteria as decided by the Central Government from time to time. At the district level, the allocation of funds and food grains is to be made on the index of backwardness

formulated on the basis of the proportion of rural SC/ST population in a district to the total SC/ST population in the state and inverse of per capita production of the agricultural workers in that district. Equal weight-age is to be given to these two criteria, while allocating funds and food grains to the district.

The scheme envisages that 40 percent of funds and food grains earmarked under the First Stream should be reserved at the district level and shall be utilized by the Zilla Parishads/DRDAs preferably in the areas suffering from endemic labour exodus/areas of distress as per the Annual Action Plan approved by the Zilla Parishads/DRDAs. Similarly, 60 percent of the funds and food grains earmarked under the Stream-I would be allocated among the Panchayat Samitis (Intermediate Panchayats). While allocating the funds and food grains, equal weight should be given to the proportion of SC/ST population and rural population of the respective Panchayat Samiti areas to those of the districts. The works should be taken as per their own Annual Action Plan approved by the Panchayat Samitis. However, while selecting the work, preference should be given to the areas which are backward, calamity prone or face migration of labour.

A glance on the district wise allocation of funds during the period 2001-2007 under SGRY shows that though this criterion has generally been followed but there are deviations (Table 2.2 and Table 2.3). The tables reveal that Anantnag district which accounts for 11.7 percent of the total rural population of the state has received around 9 percent of the funds during each of the 6 years (2000-2006). Baramulla and Jammu also have received lesser amount than their share of rural population in the state. Leh and Kargil districts, each of which account for less than 2 percent of the total population of the state have received 5-6 percent of the funds, despite the fact that the percent BPL families in these two districts is very low as compared to Anantnag and Baramulla districts.

As far as the allocation of resources to blocks within districts is concerned, it was mentioned by the ACDs and BDOs that 70 percent of the resources under EAS/SGRY are allocated to the blocks on the basis of proportion of rural population in the blocks to the total rural population in the district and 30 percent of the funds are allocated on the

basis of the proportion of rural population living below poverty line (BPL) and proportion of SC/ST population. The BPL survey conducted by the Department of Rural Development is used for the allocation of resources to the Blocks. It was also mentioned by the Assistant Commissioners (Development) that blocks which have some concentration of SC/ST population, are allocated additional resources over and above their normal allocations. Besides, the occurrence of natural calamities like drought, floods, snow and geographical location of the blocks is also kept in mind while allocating funds to the blocks. But no fixed percentage has been earmarked for allocating additional funds to the blocks over their normal allocation.

A glance on the block-wise allocation of funds during the period 2000-2007 presented in Tables 2.4A-2.4D under EAS/SGRY shows that the criterion of percentage of population in the block to the total population in the four selected districts has generally been followed for allocation of funds to the blocks but no weight has been given to the index of poverty. For example, both Breng and Qazigund blocks of Anantnag district account for about 12.5 percent of the rural population and the percentage of BPL population in the two blocks is 86 percent and 66 percent respectively, but during 2000-01, Qazigund has received Rs. 13 lakhs and Breng, the most backward block in the district, has received only Rs. 9.8 lakhs. Similarly, both Khovri Pora and Qaimoh blocks have almost identical proportion of rural population and BPL population, but Khovri Pora has received more allocation than Qaimoh during 2001-02 and 2002-2003. However, during 2003-06, the criterion of percentage of rural population to the total rural population in the district and the percentage of rural BPL population to the total rural BPL population in the district has been followed for allocation of funds among the blocks In Rajouri district also Rajouri and Budhal blocks account for 16 percent and 22 percent of the total rural population of the district respectively and the two blocks have received 17 percent and 21 percent of the EAS/SGRY funds during 2000-2007 respectively. Similarly, all other blocks also have received funds in accordance with their share of total rural population in the district during 2000-2007. However, the funds have not been allocated on the basis of the number of Panchayats in the blocks. This is substantiated by the fact that Rajouri and Manjakote and Nowshera blocks have almost same number of Panchayats but the

percentage of funds received by the three blocks is 17 percent, 8 percent and 13 percent respectively. Thus it appears that the district administration has mainly used absolute size of the population as the main criterion for allocation of funds among the blocks.

Coverage and allocation of funds at village level

The scheme was launched with the explicit objective of providing assured wage employment up to 100 days in a year to all rural wage employment seekers subject to a maximum of two persons from each family. The guidelines for implementation of EAS have not made it clear as to what is implied in the "coverage of a block". Whether to cover all the villages in the block be covered each year? Or, it should be confined to a few villages each year, or, should it be confined to villages where employment seekers have registered with the Panchayat, or, should all the villages be covered by rotation, several questions seem pertinent in view of the objectives of the scheme. However, the most meaningful interpretation of the objective of EAS/SGRY is that the scheme should generate sustained employment during lean agricultural seasons each year for all wage employment seekers in a block.

The above interpretation becomes meaningful only when adequate financial and other resources are available to implement the scheme on such a wider scale. Therefore, it would be of interest to examine the extent of coverage of panchayat in the selected blocks. It was mentioned by the ACDs and the BDOs that the scheme has been extended to all the blocks and all the panchayats in the blocks have been covered under the scheme. BDOs mentioned that once the funds are allocated to the blocks, the blocks allocate equal amount of funds to all the panchayats. After the allocations are made to the villages/panchayats, they are asked to submit the action plans for the amounts allocated to them. But some villages fail to submit the action plans or do not submit the action plans for the entire amount allocated to them. The amount allocated to the panchayats who fail to submit the action plans is reallocated either among the backward panchayats or to those panchayats who have a better record of utilizing the EAS/SGRY funds. The field teams of PRC collected the action plan of Acchabal, Kulgam, Kupwara, Langate, Doda, Kishtwar, Rajouri and Sunderbani blocks for the year 2000-03 and analyzed information on the

coverage of village panchayats and the funds made available to them and the same is presented in Table 2.5.

There are 22 Panchayats in Achabal Block and all the Panchayats have received funds for the implementation of the EAS/SGRY during the period 2000-03. It was also found that more than 90 percent of the Panchayats in Achhabal Block have received funds for all the three years under reference. Similarly there are 32 Panchayats in Kulgam block, but during the reference period only 27 Panchayats have received funds under EAS/SGRY. Five of the Panchayats have not received any funds for the implementation of EAS/SGRY scheme. It was also found that about 80 percent of the Panchayats in Kulgam have received any funds during the period 2000-03. All the 24 Panchayats in Rajouri block and 16 Panchayats in Sunderbani Block have been covered under EAS/SGRY and all the panchayats have received some funds for each of the three financial years 2000-01, 2001-02 and 2002-2003. Similarly all the Panchayats in Kupwara, Langate Block of Kupwara districts and Doda and Kishtwar blocks of Doda districts have been covered under EAS/SGRY scheme and all the panchayat have received some funds for each of the three financial years 2000-1, 2001-02 and 2002-2003.

Another important finding regarding the allocation of funds under EAS/SGRY to the Panchayats is that the criterion of equal allocations of funds has not been followed. Some Panchayats have received more funds while others have received lesser amount of funds. On an average a Panchayat in Anantnag district has received an amount of Rs. 1.62 lakhs during 2001-2003. In Kulgam Block, one Panchayat was allocated Rs.6.4 lakhs and another two have been allocated about Rs. 2 lakhs each, whereas majority of the Panchayat have been allocated only Rs. 1-2 lakhs only. Similarly in Achhabal Block, three Panchayats have received more than three lakhs rupees and another two have received about rupees 2 lakhs.

Out of the 38 Panchayats in Kupwara block, 6 have received less than Rs. 50 thousand and 11 have received Rs. 50 thousand to Rs. 1.0 lakh. Further, 16 Panchayats have received 1-2 lakh rupees and 5 have received more than 2 lakh rupees. So far as the stream wise allocation of funds among various Panchayats in

Kupwara is concerned, there are six Panchayats which have not been allocated any funding under SGRY Stream I. Similarly, eight Panchayats have not received funds under SGRY Stream-II. Thirteen Panchayats have received about Rs. one lakh or more funds under Stream-I, whereas only three Panchayats have received more than one lakh rupees under Stream-II. Out of the 19 Panchayats in Doda block, two have received about Rs. 2.0 lakhs and 9 have received about Rs. 1.0 lakh, whereas the remaining seven have received less than Rs. one lakh during 2002-03. Similar is the situation in Kishtwar block. Three panchayats have received more than Rs. 2.5 lakhs and 11 have received Rs. 1-2 lakhs. But, five panchayats have received Rs. 50 thousand to Rs. one lakh. There are three panchayats in Kishtwar block which have received less than 50 thousand rupees. So far as the stream wise allocation of funds among various Panchayats in Doda block is concerned, each block has received some funds under both the streams. But in Kishtwar block, there are 3 Panchayats which have not received any funds under SGRY-II. Besides, funds have not been distributed equally among various panchayats in the two blocks under study.

Sunderbani block of Rajouri district consists of 16 Panchayats. Of these 16 Panchayats, two have received about Rs. 1-2 lakhs and six have received about Rs. 2-3 lakhs. There are four Panchayats, which have received Rs 3–4 lakhs, while as the remaining four have received more than Rs. 4 lakhs each during 2002-03. Similar inequalities in the allocation of funds also exist in the Panchayats belonging to Rajouri block. Four panchayats have received more than Rs. 3 lakhs, two have received Rs. 2-3 lakhs and eleven have received Rs. 1-2 lakhs. There are eight panchayats in Rajouri block which have received less than Rs. 1 lakh. So far as the stream wise allocation of funds among various Panchayats in the two blocks is concerned, there are three Panchayats in Rajouri Block which have not received any funds under stream-I and 9 Panchayats have not received any allocation under Stream-II. But in Sunderbani there is only one Panchayat each which have not received any allocation under the stream I and stream II. Thus, the above analysis reveals that funds have not been distributed equally among various panchayats in the two blocks under study.

The position of the allocation of funds was further studied in the sample villages in the four districts. It was found that out of 12 Panchayats selected in Anantnag district, 10 have received funds for all the three years whereas the remaining 2 received funds for only two years. In Kupwara district, out of 10 Panchayats selected, eight have received funds for all the three years and two have received funds for only two years. Out of 10 selected Panchayats in Doda district, eight have received funds for all the three years and two have received funds for only two years. In Rajouri district it was found that out of 10 selected Panchayats, 9 have received funds for all the three years and 1 has received funds for two years only.

However, it was difficult to assess the criterion used for allocation of funds to the Panchayats as the funds allocated are not based either on the size of the population or on the proportion of BPL population. The evaluation team was apprised by the villagers that allocation of resources at the Panchayat level is decided by the MLAs and there is much political intervention in the allocation of funds at the Panchayat level. This issue of unequal allocation among panchayats was discussed with the BDOs and other officials. They explained that some villages do not come forward to submit the action plans or do not utilize the allocated funds. Therefore, the funds of these Panchayats who fail to claim the allocations are diverted to some other Panchayats who have a better record of utilizing the EAS/SGRY funds. But the qualitative information collected from the field reveals that political intervention results in higher allocation of funds among some Panchayats and lower or no allocations among other Panchayats.

Financial progress

Table 2.2 shows the district wise availability of funds under EAS/SGRY in Jammu and Kashmir during 2001-07. A total amount of Rupees 2655 lakhs were made available to the state during 2000-01 for the implementation of EAS and during 2001-02 this amount increased to Rs. 4341 lakhs. The annual availability of funds under EAS/SGRY in the state fluctuated between Rs. 4256 lakhs and Rs. 4750 lakhs between 2002-03 and 2005-06. With the implementation of NREGA in Kupwara, Doda and Poonch districts in 2006-07, funds available under SGRY in Jammu and Kashmir slightly declined to about Rs. 4000 lakhs. The availability of fund in Anantnag district

increased from Rs. 245 lakhs in 2000-01 to Rs. 412 lakhs in 2005-06 and marginally declined to Rs. 356 lakhs during 2006-07. An amount of Rs. 229 lakhs was made available to Kupwara district for the implementation of EAS during 2000-01 and this amount increased to Rs. 368 lakhs in 2001-02 and Rs. 375 lakhs in 2004-05. During the remaining three years 2002-03, 2003-04 and 2005-06, an amount ranging between Rs. 265 lakhs to Rs. 300 lakhs was made available annually to the district administration for the implementation of EAS/SGRY. The district was covered under NREGA in 2006-07. The availability of funds under the scheme in Rajouri district steadily increased from Rs. 140 lakhs in 2000-01 to Rs. 393 lakhs in 2005-06. Doda district also has witnessed much improvement in the availability of funds under EAS/SGRY during 2001-06 as the total funds available with the district have steadily increased from Rs. 247 lakhs in 2000-01 to Rs. 377 lakhs in 2005-06.

So far as the utilization of funds under EAS/SGRY is concerned, the state has utilized more than 90 percent of the funds during 2001-07 (Table 2.6 and Table 2.7). In fact the state has been in a position to utilize 95 percent of funds during 4 out of 7 years under consideration in this study. The data regarding the utilization of funds in the selected districts shows that Doda district has utilized more than 96 percent of funds during all the years under reference and in fact the utilization is about 100 percent in 3 out of 7 years. Rajouri also has a very good utilization rate as the utilization rate with more than 98 percent during 2003-07. In Anantnag district utilization rate was less than 90 percent during 2000-01 and 2002-03 but it has increased to more than 95 percent during the latest years. In Kupwara district the utilization rate has fluctuated between 80-95 percent during 2001-06. Overall, the districts located in Jammu division have utilized higher percentage of funds made available to them than the districts located in Kashmir division.

Availability and utilization of food grains

In addition to the cash, kind wages are also available under the scheme which is paid as part of the wages to the labourers at the rate of five kilograms of rice/wheat per day. Both rice and wheat has been made available to the implementing agency for disbursement among the beneficiaries in the state. The rate per kg. of rice is Rs. 6.25

and wheat is Rs. 4.75 per kg. The comparable district wise information regarding the availability and utilization of food grains was available for a period of four years (2003-04 to 2006-07) only. During 2003-04, food grains valuing about Rs. 2034 lakhs were made available to the state under SGRY and the state utilized 94 percent of the food grains allotted to it during the year. Similarly, food grains valuing about 1878 lakhs were made available to the state under SGRY during 2004-05 and the state utilized 97 percent of the food grains allotted to it during the same period. During 2005-06, food wheat valuing at Rs. 311 lakhs and rice valuing at Rs. 1177 lakhs was allotted to the state under the scheme. Thus food grains valuing at Rs. 1488 lakhs were available with the state during 2005-06, and during this year also, the district utilized 97 percent of the food grains allotted to it (Tables 2.8). Ninety one percent of the food grains allotted to the state under SGRY during 2006-07 have also been utilized by it. Thus the availability of food grains in the state has declined over the years despite the fact that the state has utilized more than 90 percent of the food grains made available to it during 2003-07.

So far as the availability and utilization of food grains by districts is concerned it can be seen from Tables 2.8-2.11 that due to the preference in Kashmir only rice is provided in the districts located in Kashmir valley while as both rice and wheat is provided in the districts located in Jammu and Ladakh provinces. The availability of food grains in Anantnag district has declined from Rs. 163 lakhs in 2003-04 to Rs. 104 lakhs in 2006-07. The availability of food grains in other districts has also witnessed this decline. The districts located in Kashmir Valley have utilized 90-95 percent of the food grains allotted to them but the districts located in Jammu division have utilized 95-100 percent of the food grains allotted to them.

Expenditure on weaker sections and women

The scheme envisages that there should be no sectoral allocations of resources but 22.5 percent of the resources under EAS/SGRY should be used for individual works of Scheduled Castes (SC) and Scheduled Tribes (ST). As per the Census 2001, SC population account for eight percent of the total population of the state and ST population account for 11 per cent of the total population of the state. Besides, the state has a huge concentration of population belonging to backward classes. The survey team

tried to get the information about the expenditure incurred on scheduled caste and scheduled tribe population but detailed information regarding expenditure on SC/ST population was available for only some years. During 2000-01, a total amount of Rs. 327 lakhs accounting for about 27 percent of the total cash expenditure under SGRY in Kashmir Valley was devoted to SC/ST population (Table 2.12). The percentage of funds devoted to SC/ST and other backward classes was 18 percent during 2004-05 and 19 percent during 2005-06. During 2006-07 about one third of the total expenditure under SGRY was incurred on SC/ST population. Thus, the state has devoted funds to SC/ST population more or less as per the SGRY guidelines. The information collected from the office of the ACD Anantnag reveals that 16 percent of the total expenditure in 2000-01 was incurred on SC/ST population in the district and this percentage was 24 and 17 during 2004-05 and 2005-06 respectively. Similarly, 16 percent of the total expenditure in 2002-03 was incurred on SC/ST population in Kupwara district. The percentage of total expenditure on SC/ST population during 2003-04, 2004-05 and 2005-06 in Kupwara was 20 percent, 22 percent and 42 percent respectively. In Rajouri and Doda districts also 20-30 percent of the SGRY funds have been devoted to SC/ST population.

In the absence of complete information regarding expenditure on SC/ST population from the Directorate of Rural Development, the study team also collected information regarding the mandays generated for SC/ST population. According to this information 21-26 percent of the mandays generated under SGRY in the Jammu and Kashmir have been created for SC/ST population annually during 2004-2006 (Table 2.13). The percentage of mandays generated for SC/ST and other backward sections was as high as 46 percent during 2006-07. So far as the creation of mandays in Rajouri district is concerned, more than 50 percent of the total mandays have been created for SC/ST population annually during 2000-07. Doda district has also generated adequate number of mandays for households belonging to SC/ST and other backward classes. Thus, if the percentage of mandays generated for SC/ST is taken as a proxy for expenditure on SC/ST population, then most of the districts have been in a position to allocate required funds to SC/ST population as per the guidelines of the scheme.

Expenditure on women

The guidelines also envisage that 30 percent of employment opportunities should be reserved for women. However, break-up of expenditure of SGRY funds by gender was not available from the secondary sources. Due to the religious and cultural reasons, women in Jammu and Kashmir generally do not work as wage labourers, therefore, it has not been possible for the implementing agency to engage women in EAS/SGRY and thereby reserve some employment opportunities for them. Therefore, no reservations/allocations have been made for providing employment opportunities to women in the district. The BDOs also mentioned that even if women in some remote areas have worked under the wage employment schemes no separate accounts of on expenditure or mandays generated by gender they have not maintained information.

Expenditure on administrative contingencies

The scheme envisages that up to 2 percent of the funds released during the year under the First Stream can be spent by the Zilla Parishad on contingency for strengthening monitoring & coordination of SGRY. Under the Second Stream of SGRY, village panchayats can spend up to a maximum of 7.5 percent of the annual allocation of funds or Rs. 7500/- whichever is less during a year on the Administration/Contingencies and for technical consultancy. Information regarding the expenditure on administrative contingencies was made available to the survey team for 2004-2007. It was found that only 2 percent of the total expenditure has been incurred on meeting the administrative contingencies during 2004-05 (Table 2.14). During 2005-06, 4 percent of the total expenditure has been incurred on meeting the administrative contingencies under SGRY. The expenditure on administrative contingencies was recorded to be about 5 percent during 2006-07. It was, however, observed that administrative contingencies have not been earmarked for village panchayats in the districts. It was revealed by the ACDs and two BDOs that contingency amount is clubbed with the total allocations and some part of it is also utilized for the creation of additional assets and creation of wage employment in the villages.

Expenditure on maintenance of assets created

It may be noted that the assets created under SGRY should be of durable nature and are required to be maintained properly to realize their potential of sustainable employment generation. Under the SGRY Guidelines, there is a provision of utilisation of 15 percent of the allocated resources for the maintenance of assets created earlier. This provision has been kept for sustenance of the assets/infrastructure so created. Detailed information regarding the expenditure incurred on the maintenance of already created assets was not available for the districts located in Kashmir Valley. It appears that there is no set arrangement for maintenance and repairs of the assets in Kashmir Valley. However, information regarding the utilization of funds on the maintenance of assets was available from the Directorate of Rural Development for the years 2004-07. According to the information collected less than two percent of the funds have been utilized for the maintenance of the already created assets in the state (Table 2.15). But, the information collected from the offices of ACDs regarding the expenditure on maintenance of assets does not match with the information collected from the Department of Rural Development. For example as per the information collected from the ACD's offices less than 10 percent of the funds in Doda district have been utilized for the maintenance of the already created assets whereas in Rajouri district the percentage ranges from 6 percent in 2004-05 to 18 percent in 2005-06 and 26 percent in 2006-07. Overall it appears that there is no set arrangement for maintenance and repairs of the assets created under the scheme in the state. The study team found that maintenance of the created resources do not receive any priority. For example a look at the assets created in various districts in Kashmir region during 2001-03 shows that no funds have been allocated for the maintenance/repairs of the assets created in the earlier years. Similarly, in case of Sunderbani block in Rajouri district only 5 percent of the funds have been utilized for repair of already created assets. It needs to be mentioned that the survey team found a number of assets created under SGRY/EAS which were in a dilapidated shape and needed maintenance. Some of the assets which badly needed maintenance are lanes, drains, bridal paths, springs, toilets and passenger sheds. There is, therefore, an urgent need for having a satisfactory arrangement for maintenance and repairs of the works. Follow up of the works through occasional visits by the officials concerned is necessary for this purpose. Besides,

intensive supervision by supervisory officers during the course of execution of works is needed to ensure good quality of work and material and thereby minimisation of damages.

Expenditure on trainings

The guidelines also state district administration can utilize rupees one lakh from their annual share of funds for training/ capacity building of official/non-officials of the PRIs involved in the implementation of the SGRY. But Information on training component and expenditure on trainings was not maintained properly as a separate head under expenditure during 2000-04. Information regarding expenditure on trainings was available at the state level for only a few years. According to this information less than 0.5 percent of the total expenditure was incurred on training of the officials involved with the implementation of SGRY (Table 2.16). It was mentioned by the ACDs that no funds were utilized on the training or capacity building of the officials. Consequently, officials face a lot of problems in implementing the programme and in maintaining records properly.

Expenditure on wages and non-wages

It is envisaged under the scheme that major share of the financial allocation under EAS/SGRY should be utilized for wage component so that desired level of wage employment could be created for the target groups. It is therefore, imperative to know as to whether the prescribed wage material ratio of 60:40 is maintained at the implementation level. The survey teams selected information regarding the expenditure on wages and non wages from the official records maintained by the offices of the Assistant Commissioner Development and also from the Muster Rolls of the selected works maintained by the concerned BDO Offices and the same is presented in Table 2.17. It can be seen from the Table that in Anantnag district about 50-55 percent of the total funds under EAS/SGRY during the period 2000-04 has been utilized for providing wages to the labourers. In Kupwara district also about 55 percent of the total expenditure during the period 2000-03 has been incurred to provide wages. This percentage has increased to 68 percent in 2003-04. Information regarding the expenditure on wages in Doda and Rajouri districts was available only for a few years. During 2000-01 and 2001-04, these two districts have utilized about 70 percent of the total cash component under EAS/SGRY for providing wages to the laborers.

Though the official information reveals that the districts have more or less followed the wage and non-wage ratio but the information collected regarding the expenditure on wages and non wages from the muster rolls of the 209 works from the four selected districts reveal that only 38 percent of the funds in district Anantnag have been utilized for providing wages to the labourers (Table 2.20). Similarly, in Kupwara district 29 percent of the funds have been utilized for wages to the labourers. In other words, 71 percent of the total funds have been utilized for non-wages. The wage material ratio is the highest in case of culverts/crossings. In most of the activities, less than 50 percent of the funds have been spent on wages. Wage material ratio is as low as 25:75 percent in case of construction/repair of buildings. In Doda and Rajouri districts also more than 60 percent of the funds have been utilized for non-wages. In none of the activities, more than 40 percent of the funds have been spent on wages. Wage material ratio is as low as 20:80 percent in case of toilets.

Physical progress

The scheme envisages that priority should be given to the following works:

- a) Infrastructure support for Swaranjayanti Gramin Swarozgar Yojana (SGSY)
- b) Infrastructure required for supporting agricultural activities in the Village Panchayats.
- c) Community infrastructure for education, health and internal as well as link roads
- d) Other socio-economic community assets.
- e) Distillation, renovation of traditional village tanks/ponds.

While creating rural infrastructure, emphasis is to be given on labour intensive works. Purely material oriented works are not to be taken up. During 2000-01, 8044 works were taken up for execution under the two streams of EAS/JGSY in Jammu and Kashmir, but only 6278 works were physically completed (Table 2.18 and Table 2.19). Thus, the state was in a position to complete 78 percent of the works initiated during the year. During 2001-02 and 2002-03 about 17 thousand and 18 thousand works were initiated under EAS/SGRY respectively and about 92 percent of these works got completed. The number of works taken up for the execution fell steadily from about

22000 in 2003-04 to 15400 in 2006-07 and the percentage of works completed also slightly declined from 93 percent in 2003-04 to 88 percent in 2006-07. In Anantnag district, 1200-1500 works were initiated annually during 2001-07 and in Kupwara district 900-1500 works were taken up for execution under EAS/SGRY during the same period. In the two selected district of Jammu division (Rajouri and Doda) the number of works taken up for execution ranged between 1200-2800 annually during 2001-07. The percentage of works completed in Anantnag during 2000-07 was about 93 percent. In Kupwara district the rate of completion of works has marginally declined from 94 percent in 2001-02 to 80 percent in 2005-06. In Rajouri, more than three-fourth of works initiated during 200-06 have been completed. Doda district has registered a better record of asset completion as more than 95 percent of the works undertaken for execution in the district during 2001-07 have been completed.

Asset creation

One of the main objectives of the scheme is to create economic infrastructure and community assets for sustained employment and development while engaging the target group in labour intensive works under EAS/SGRY. In this regard, the guidelines for EAS have indicated the norms for fixation of allocation of funds for each of the activities identified for implementation. It is stipulated in the guidelines that of the total allocation, 40 per cent is to be allocated for water and soil conservation including afforestation, agro horticulture and salvipasture, 20 per cent for minor irrigation, 20 percent for link roads and the remaining 20 per cent for construction of buildings for schools and Anganwadies.

To see as to whether the aforesaid norms for sectoral allocation are followed, it was thought prudent to collect information from the ACDs offices regarding the expenditure incurred on various sectors. But information regarding the expenditure incurred on various assets was partly available. Some details about the expenditure by nature of activity were also collected from the action plans of various blocks selected under study. The findings of the same are summarised below.

It was found that during the period 2000-03; about 20 percent of the expenditure has been incurred on the construction of the buildings for schools, anganwadi centres, health centres, stores, godowns and community centres in Anantnag district. Expenditure has been above the prescribed sectoral allocation in case of rural roads, culverts, lanes (43 percent) and other activities (26 percent). Expenditure has been less in case of irrigation works (5 percent). No allocation has been made to afforestation; and health and sanitation also has been given lesser priority (6 percent). On the other hand, during 2003-06, about 23 percent of the funds have been utilized on the rural roads, 14 percent on culverts and 12 percent on construction of buildings. Lanes and drains accounted for 20 percent of the expenditure and 13 percent was devoted to health and sanitation. Expenditure on irrigation has remained at less than 5 percent of the total expenditure. In Kupwara district around 32 percent of the expenditure under SGRY-I has been incurred on the construction of the buildings for schools, anganwadi centres, health centres, stores, godowns and community centres. Sixteen percent of the funds have been incurred on construction of rural roads, and 10 percent on irrigation, another 10 percent on soil conservation. Under Stream-II, 30 percent of the funds have been utilized on irrigation, 16 percent each on link roads, lanes and drains. Expenditure has been less in case of irrigation (6 percent). No allocations have been made for afforestation or drinking water facilities. During 2002-03, most of the expenditure has been incurred on rural roads and culverts/crossings (20 percent each). Expenditure has been less in case of drinking water, afforestation and soil conservation. During the period 2003-06, about 40 percent of the total expenditure has gone to communication (rural roads, culverts), 13 percent has been utilized for construction of lanes and drains and another 25 percent on the protection walls and soil conservation. Besides, health and sanitation also accounted for 14 percent of the total expenditure.

As far as the expenditure by nature of works executed in Doda district during 2001-02 is concerned, higher proportion of funds have been utilized for the construction of water tanks/ bath rooms (18 percent), protection work (12 percent), bridle paths (17 percent), lanes and drains (11 percent). During 2003-04, one fourth of the expenditure has been incurred on bridle paths, 23 percent on water tanks and bath rooms, 15 percent on lanes and drains, 14 percent on soil conservation, and 5 percent on minor

irrigation. In Rajouri district during 2000-01, 18 percent of the funds have been utilized for the construction of buildings for schools, community centers and anganwadi Centres. Fifteen percent of the expenditure under SGRY has been incurred on the construction of bowlis/springs and another 13 percent on the construction of bridle paths. Eight percent of the funds have been incurred on soil conservation work, 2 percent on the construction of lanes and drains and 7 percent each on link roads and bridges/culvers. Under stream-I, priority has been given to the communication activities while as under stream-II priority was given to the construction/repair of bowlis. During 2001-02, 16 percent of the funds have been utilized for the construction of link roads, bridges and culverts. Twenty one percent of the total funds have been utilized for providing drinking water facility and 16 percent on buildings for schools, community centers and anganwadi centers. Communication received highest priority under stream-I and drinking water was given highest allocation under stream-II. During 2002-03, 37 percent of the total funds under SGRY have been utilized for the construction of school buildings, 22 percent on bridges/culverts, 15 percent on roads, and 12 percent on independent beneficiary works. Further 6 percent of the funds have been utilized on the maintenance of the assets. Thus during 2002-03, most of the expenditure has been incurred on the construction of buildings and communication works. Rural roads/bridle paths received higher allocation during 2003-04, followed by soil conservation (17 percent) and water tanks (12 percent).

An in-depth analysis of the assets created under the scheme reveals that majority of them are masonry works which are of capital intensive in nature, like pucca link roads, culverts, bridle paths, drains, bath rooms and buildings. Creation of durable assets like health centres, AWCs, irrigation, soil conservation has been given least priority. Thus larger part of the EAS/SGRY funds has been utilized on activities which are less labour intensive and more capital/material intensive. Earth works, soil conservation, irrigation canals, infrastructure for Self Help Groups which could have generated more mandays and could have provided sustainable employment have also been given least importance. The scheme also envisages that works for religious purposes were restricted under the programme. It was however, seen that some assets (like fencing of graveyards and shrines and flush points in mosques) have been created for the religious places.

The study team also collected information about 209 works completed during 2000-03 in the selected blocks in four selected districts. The muster rolls of these 209 works were examined and information was collected regarding the nature of work, total expenditure, expenditure on wages, expenditure on material and man days generated. The information so collected is presented in Table 2.20. It can be seen that in Anantnag district maximum proportion of resources have been incurred on the creation of culverts, lanes/drains, link roads. Eighteen percent of the total expenditure has been incurred on the construction of buildings. Fencing of religious places or construction of link roads leading to religious places or construction of bath rooms in religious places have also received 12 percent of the funds in the selected villages. Irrigation, soil conservation and afforestation activities have not received the desired level of funding in the selected villages. No funds have been allocated on the maintenance of already created assets. In Kupwara district 16 percent of the total expenditure has been incurred on the creation of culverts and crossings, 13 percent on passenger sheds and 12 percent on link roads. Similarly, drinking water, soil conservation and irrigation also have received due importance in the creation of assets in the villages. In Doda district 30 percent of the total expenditure has been incurred on the construction of link roads and bridal paths, 24 percent on springs, and water tanks and 17 percent on lanes and drains. Similarly, repair of buildings, construction of bath rooms, and irrigation also have also received due importance in the creation of assets in the villages. Thirty nine percent of the total expenditure in Rajouri district has been incurred on the construction of buildings for schools, anganwadi centres, community centres, panchayat ghars etc. Twenty one percent of the total funds have been used for facilitating communication links like link roads, bridal paths, steps, small bridges etc. Similarly, 12 percent of the funds have been incurred on assets supposed to improve the drinking water facilities in the villages. Construction of passenger sheds also account for 12 percent of the funds. Irrigation, soil conservation and sanitation have received least priority in these villages.

As far as the felt needs of villages covered under EAS/SGRY are concerned, it was noted that the scarcity of water for irrigation was acutely felt in some villages, while in another few villages non availability of drinking water was the main problem. Link

roads and soil conservation was observed to be the felt need of 7 other village. In these cases, afforestation and watershed development respectively should have been the felt need/priority works. Yet, masonry works, like drains and lanes, toilets, bath rooms, bus stops etc. were taken up. Therefore, no attention was given to the felt needs of the locals. When this issue was raised with the ACDs and BDOs, they expressed that at the time of the finalization of action plans, the people's participation is not encouraging and people do not come forward with the actual needs of the villages. Under such circumstances, the implementing authority has allowed the mates to take up the masonry works where profit margin is substantial. Thus, the relevance of EAS/SGRY is lost, as the focus of EAS/SGRY on engagement of the target group in labour intensive works as per the spirit of guidelines was observed to have been diluted at the grassroots level.

Quality and maintenance of assets created

In order to assess the quality of assets created under EAS/SGRY, the field teams of PRC made observation of 209 assets created in the sample villages. So far as the quality of these assets is concerned, it was observed that some of the assets created under the programme like buildings for schools and anganwadi centres, water tanks were of reasonable quality. But bridal paths, passenger sheds, flush points, latrines, springs and drains were of poor quality. Latrines and drains constructed under the programme have created problems for the people. The drainage flowing from the incomplete/damaged drains was found to be flowing over the main roads and thereby damaging the main roads. Similarly, toilets and flush points also have become a health hazard in most of the villages. Locals also mentioned that they used to get water from the bowlis /springs before their renovation but once they were renovated, the flow of water either has either declined or these water sources have become blind i.e no water flows from them. Similarly, it was also observed that most of the water tanks constructed under the programme are useless as they were never/partially used for storing water for drinking purposes.

The guidelines of the scheme envisages that the assets created under SGRY should be handed over to the concerned Panchayats for their maintenance. The

observations of the study teams reveal that while the details of expenditure and asset created under EAS/SGRY were made available to the study teams by the BDOs, but it was not possible to find out the agencies, who have taken the assets for maintenance. Due to the ineffective functioning of the Panchayats and least community participation, there is no arrangement in the villages, which could look after the assets created in the villages under rural development schemes. Consequently, most of the assets created under the scheme like drains, toilets, bath rooms, urinals, bowlis, etc in all the districts were in dilapidated conditions and have become a health hazard in some of the villages.

Muster rolls

Under the scheme, muster rolls are to be maintained for every work separately showing the details of wages paid to workers and food grains distributed. The muster rolls for all works should have entries showing the number and details of Scheduled Castes/Scheduled Tribes/women and other who have been provided employment. Those responsible for the preparation of muster rolls are responsible for these entries also. To prevent non-payment or under payment of wages or any manipulation, muster rolls are to be maintained in stitched forms and all its pages must be numbered. Muster rolls are to be made available for public on demand. It was found during the survey that the muster rolls have been prepared separately for each work by the Panchayat Secretary in consultation with the VLW/Mate. The field teams examined some of these muster rolls and it was observed that the muster rolls show details about the number of mandays generated, wages and food grains paid to the labourers and the material and labourer cost. However, the information contained in these muster rolls is rarely correct. In fact the VLWs mentioned that market wage rate is higher than the minimum wage rate applicable under SGRY, therefore, the mates and the labourers do wage bargaining. Normally mates have to pay double the wages to the labourers than applicable under SGRY guidelines. Mates also mentioned that due to the lower wage rates prevailing in rural development for execution of works and high cost of construction material, they are not in a position to provide wage employment as per SGRY norms. Therefore, they have no alternative but to inflate the various statistical figures in the muster rolls so as to bring conformity with the prescribed wage- material ratio and wage rate. It was also observed that the muster

rolls are not easily made available to the public and one has to get the permission of the BDO to see the muster rolls which is not an easy task.

Records of the assets created

Each district, block and village Panchayat have to maintain complete inventory of the assets created under the programme giving details of the date of the start and the date of completion of the project, cost involved, benefits obtained, employment generated and other relevant particulars. Signboards should be displayed near the works giving these details. Photographic record of the work executed may also be kept of the various stage of implementation (before start, during implementation and after completion). It was observed that the information regarding the physical and financial progress of SGRY works is maintained both at district as well as block level. While the information maintained at the district level is well maintained, but the system of maintaining this information at the block levels is haphazard. Uniform formats have not been used for maintaining statistical information by different districts/blocks. The maintenance of accounts/records should be systematized and made transparent so that it becomes possible to ascertain if the objectives of individual schemes have been achieved. Now the computers have been provided to all the BDO offices and it should be ensured that they are put to use at the earliest.

Signboards depicting the nature of work and estimated cost of all the works undertaken in panchayat areas were seen to be displayed at prominent spots in all the villages. Similar signboards were also seen outside the offices of BDOs. The offices of BDOs and ACD have also maintained photographic records of the works completed under EAS/SGRY.

Employment generation

The target group under EAS/SGRY consists of all the rural poor who are in search of wage employment during lean agricultural seasons. The agricultural labourers, whose employment level shrinks before and after the major agricultural operations (viz. sowing and harvesting) because of lack of alternate employment avenues in areas where off-farm activities have not developed adequately, constitute a

large proportion of the target group of SGRY/EAS. The marginal farmers who supplement their income through wage employment in agriculture and non-agriculture can also be the target group of EAS/SGRY. A look at Table 2.21 shows that a total number of 276 lakh mandays have been created under EAS/SGRY in Jammu and Kashmir during the last six years (2001-07). On an average, 46 lakh mandays have been created annually in the state during the said years. Out of the total mandays generated under SGRY during 2001-03 in the state, 56 percent were generated under Stream-I. Information regarding the mandays generated in 4 selected districts reveals that 21-23 lakh mandays have been made available to wage seekers in each selected district during 2001-07.

Assured employment for 100 days during lean agricultural season was to be provided to each worker under the scheme. Eligible persons who need and seek work under the scheme are required to get themselves registered with their own village Panchayat/VLW. Each registered worker's family was to be issued a family card indicating the details of the family members registered and the work provided to them from time to time under various schemes. However, registration system has not been maintained in any of the districts in the state. Since Panchayats are not functioning effectively, the list of labourers is, therefore, maintained by VLW, which in most of the cases is incomplete. Family cards have also not been issued to any of the households. Even the list of the wage seekers available with the VLW is also of not much use in engaging the workers. The mates engage all the wage labourers and bargaining is done for the wages to be paid per day.

Since information about the number of registered persons has not been maintained by any of the panchayats/blocks, therefore, the estimated size of the target group of EAS/SGRY was not known at any level. Even the secondary information maintained at the BDOs and ACD offices gives information regarding the number of mandays generated alone and not the persons employed or the persons available for work. Therefore it was not possible to estimate the coverage of the target population under EAS/SGRY.

The other issue was to assess, whether the ultimate beneficiary was getting wage employment for 100 days each. Due to the paucity of data, it was not possible to estimate the number of days of employment provided to beneficiaries directly. However, indirect estimates were calculated by dividing the total number of mandays generated by total number of BPL families. The assumption used is that all the families living below poverty line are in need of wage employment to at least one adult member. This way EAS/SGRY has been in a position to provide only 3 to 6 days of wage employment annually to each family living below poverty line in Anantnag district during 2000-07 (Table 2.22). The mean days of employment proved in the selected districts was highest (8-11 days) in Kupwara district and lowest (2-6 days) in Doda district. The mean number of days of employment provided per family annually during 2000-07 under SGRY in Rajouri ranges from about 6 days in 2000-01, 2005-06 to 9.7 days in 2003-04. Thus the scheme has been in a position to achieve less than 10 percent of the total demand of wage employment in various districts of the State.

The information collected regarding the number of mandays generated from the muster rolls of the 209 works selected for in-depth evaluation and the information about the number of days of employment generated by nature of work is presented in Table 2.20. It can be seen that the number of man-days generated in muster rolls is surprisingly very high in all the works and in all the districts. For example construction of a spring in Anantnag district has been recorded to have generated 400 mandays of employment and a passenger shelter in Rajouri district has been recorded to have generated 533 mandays of employment. Similarly, the number of mandays generated by constructing a culvert in Kupwara is 1110 and a culvert, well and hand pump in Rajouri district is 380, 267 and 200 respectively. The field team inspected most of these sites and observed that most of these works might have generated about 50-80 mandays of employment. Thus the data collected during the survey showed that the number of mandays depicted in muster rolls is almost two to three times higher than the number of mandays actually generated.

This discrepancy was discussed in detail with officials involved on the implementation of EAS/SGRY at various levels. The officials also agreed that the

estimates of employment generated in the muster rolls are only half-truths. They mentioned that local labourers are not willing to work on rates fixed by the government, as the market rates are almost double the wage rate fixed by the state government. Therefore, *mates* find it very difficult to get local labourers at the scheduled wage rates. Consequently, wage bargaining is made in ordinary manner and an average of Rs. 100-120 is stuck. However, the payment is recorded as per the minimum wage rate fixed by the government and two mandays are recorded for each man-day actually generated. Thus the number of mandays generated recorded in muster rolls is in no way the reflection of actual number of man days generated at the grassroots level.

The field study was also apprised by the locals that instead of manpower, the *mates* are now resorting to the use of machinery like tractors, Mixers and JCBs. They mentioned that mates are now using JCBs for earth works and Mixers are used for laying the slabs. *Mates* find the use of machinery as cost effective and the engineers also encourage the use of machinery for enhancing the quality of assets created. The use of machinery has restricted the use of manpower and consequently the number of mandays generated has declined.

Profile of the beneficiaries

As mentioned above that 16 villages were selected to collect information from some of the beneficiaries who have worked under EAS/SGRY during the reference period of 2000-03. A total number of 210 beneficiaries (60 from Anantnag, 50 each from Kupwara, Rajouri and Doda districts) were selected to collect detailed information about their socio economic characteristics, mandays employed, wages received and other information related to the implementation of EAS/SGRY. Names and other details of the beneficiaries who had worked under EAS/SGRY were collected from the offices of the BDO. Except for one beneficiary in Doda district interviews were successfully conducted with all other beneficiaries.

Table 2.23 gives the distribution of the sample beneficiaries according to the various socioeconomic characteristics. Laborers (agricultural and non agricultural) constituted the largest proportion (70 percent) of EAS/SGRY beneficiaries in the state

followed by farmers (19 percent), and skilled workers (10 percent). Unemployed accounted for only one percent of the beneficiaries. Majority of the beneficiaries (86-92 percent) in Kupwara, Doda and Rajouri were labourers. While as, farming was the main occupation of 63 percent of beneficiaries in Anantnag district. Skilled workers like carpenters, masons, plumbers, painters accounted for 10 and 14 percent of the beneficiaries in Rajouri and Doda respectively and less than 10 percent in Anantnag and Kupwara districts.

Type of house is an important indicator of the economic status of the households. Barring one beneficiary in Rajouri district all other respondents had their own house to live in. Information regarding the type of the house owned by the beneficiary's shows that 58 percent had a semi pacca house, 35 percent lived in a kachha house and 6 percent possessed a pucca house. Kachha houses were more common among beneficiaries in Anantnag and Kupwara districts and semi pacca house were owned by majority of the beneficiaries in Doda and Rajouri districts. None of the beneficiaries in Rajouri had a pucca house and in other districts percentage of beneficiaries having a pucca house ranged from 4 percent in Doda to 12 percent in Kupwara.

Size of the land holding owned by a beneficiary also signifies the economic status of a household. In all, 14 percent of the households did not possess any agricultural land. In Doda district 35 percent of the respondents were landless as compared to less than 5 percent in Anantnag and Rajouri districts. Large majority of the beneficiaries (54 percent) in the state possessed less than 6 canals of land. Fourteen percent of the beneficiaries had 6-10 canals of land and an additional 19 percent had more than 10 canals of land. Though 70 percent of the EAS/SGRY beneficiaries in Rajouri district owned more than 10 canals of land but due to lack of irrigation facilities and terrain topography, most of this land is not economically viable for cultivation. Information was also collected regarding the annual income of the beneficiary households. The mean annual income of the beneficiary households was estimated to be Rupees 13516. The mean income of the beneficiary households was highest in Anantnag district (Rs. 17983), followed by Rajouri (Rs. 14260) and Kupwara (Rs.

12180). Beneficiaries belonging to Doda district had the lowest mean annual income of Rs. 8653.

A BPL index was computed by clubbing three economic variables namely type of house, amount of land and total annual income of the beneficiaries. A beneficiary was considered to be living above poverty line (APL) if he lived in a pucca house or owned more than 20 kanals of land or has an annual income of more than Rupees 30, 000. By this definition 10 percent of the beneficiaries who have worked under EAS/SGRY belonged to the APL category, which indicates that some labourers from the households who were above poverty line have also been engaged as wage labourers under the scheme. Proportion of APL households was somewhat higher in Anantnag and Kupwara districts (15 percent and 12 percent) than in Rajouri and Doda districts (8 percent and 4 percent).

Information was also collected on a variety of household durable items like fridge, color TV, scooter/motor cycle, car and telephone connection etc. It was found that these items were not possessed by any of the beneficiary households. However, low cost items like radio (41 percent), pressure cookers (31 percent) clock/watch (26 percent), fan (13 percent) and TV (11 percent) were possessed by a sizeable percentage of respondents. The percentage of EAS/SGRY beneficiary households who possessed LPG connections, bicycles and sewing machines was 9, 7 and 5 respectively. However, there were 46 percent of the households who did not possess any of these items. Slightly more than half of the households in Rajouri did not own any of these consumer items as compared to 40-45 percent in Doda and Kupwara (Table 2.24).

Thus, the socioeconomic profile of the beneficiaries indicates that beneficiaries from Anantnag district were comparatively well off than the beneficiaries of Kupwara and Rajouri. The per capita income of the beneficiaries of Doda district was the lowest indicating that EAS/SGRY in this district has covered the poorest households. Even in other districts too, the programme has been in a position to provide employment to the households who generally live below poverty line. Though a few APL households have also benefited from this wage employment scheme, however, it was mentioned by the

mates that wage seekers are generally not interested in working under EAS/SGRY due to the low wage rate and consequently, they are constrained to provide wage employment to any person who is available for work under the programme without ascertaining their economic status.

Knowledge about the scheme

As per the guidelines, implementing agency should give wide publicity to the EAS/SGRY so as to get community support who are involved in the planning, implementation, execution and monitoring of the programme. In this connection, the information was collected from we tried to know from our respondents regarding how they came to know about this scheme. The information is provided in Table 2.25. It was found that more than four-fifth (79 percent) of the beneficiaries had heard about the EAS/SGRY programme from a *mate/contractor*. Surprisingly, VLWs who are supposed to disseminate information about various rural development programmes at the grass roots level were mentioned as a source of knowledge by only 20 percent of the beneficiaries. Even though Panchayats are implementing the scheme in some of the districts, surprisingly only one of the respondents mentioned to have received information about the scheme from a Panchayat. Print and electronic media also seems to have played no role in disseminating the knowledge about this scheme in the state, as only one of the beneficiaries reported to have got the knowledge about the scheme from radio, T.V or news papers.

Duration of employment

An effort has also been made to collect information from the beneficiaries about the number of days they were given employment under EAS/SGRY during 2000-03. On an average, a person engaged under EAS/SGRY got only 15 days of employment annually (Table 2.26). The mean days of employment provided is comparatively higher in Anantnag and Doda districts (17 days each) than in Rajouri district (13 days) and Kupwara (15 days). Thirty four percent of the respondents got wage employment for less than 10 days and 53 percent for 11-20 days. Proportion of respondents who received wage employment for more than 20 days was only 12 percent. There is a slight variation in the pattern of wage employment provided to the respondents in the four

districts. While 42-44 percent of the respondents in Kupwara and Rajouri districts were employed for less than 10 days, the corresponding percentage in Anantnag and Doda was 32 percent and 22 percent respectively. But about 50 percent of the beneficiaries of Anantnag and Rajouri districts were employed for 11-20 days, the corresponding percentage in Kupwara was 42 percent and it was 69 percent in Doda. Thus the EAS/SGRY has not been in a position to provide an assured 100 days of employment to any of the beneficiaries. Another important finding was that 77 percent of the respondents had worked under EAS/SGRY only once. This percentage ranges between 74 percent in Anantnag to 82 percent in Rajouri. This means that the SGRY programme has not been in a position to provide wage employment to the labourers year after year.

Wage rate

The scheme envisages that minimum wages fixed by the state authorities shall be paid under the EAS/SGRY both for skilled and unskilled labour. The Labour Department of the State Government is revising the minimum wages payable to the casual and daily wage workers working in the government departments from time to time the same are applicable in case of labourers working under different wage employment scheme implemented by the Department of Rural Development. The minimum wages payable to the labourers have increased from Rs. 63 in 2001-02 to Rs. 89 in 2005-06. Information was collected on the wage rate received by the beneficiaries. Though the minimum wage rate prevalent during 2000-03 was Rs. 63 per day but it can be seen from Table 2.27 that most of the EAS/SGRY beneficiaries have received a higher wage rate (Rs. 90) than the minimum wage rate prescribed by the State Government. The mean wage rate received by the selected beneficiaries is highest in Anantnag (Rs. 97) and lowest in Rajouri (Rs. 85). While forty one percent of the beneficiaries have received a wage rate of Rs.100 or more but there are another 14 percent beneficiaries (mostly from Doda) who mentioned to have received Rs. 60 as wages per day. A majority of the beneficiaries (88 percent) had received a wage rate ranging between Rs. 61-100. The reason for a higher wage rate in the state is that most of the wage seekers of this area migrate to other States and the winter capital of the state (Jammu) during winter where they get a higher wage rate. This migration of the labourers creates shortage of wage seekers in the rural areas and consequently the market wage rate in most parts of the state even during lean working

season is higher than the minimum wage rate prescribed under EAS/SGRY. Despite the fact that the actual wage rate provided under the EAS/SGRY is higher than the minimum wage rate fixed by the Government, even then 22 percent of the workers considered the wage rate under EAS/SGRY as inadequate. Large majority of beneficiaries who considered wage rates as inadequate belonged to Kashmir valley.

Receipt of wages and food grains

Information was also collected regarding the total wages in cash and kind received by the beneficiaries both in cash and foodgrains while for working under EAS/SGRY. It was found that beneficiaries on an average had received Rs.1452 during the last working season. The beneficiaries belonging to Anantnag had received about Rs. 1700 and those belonging to Kupwara had received Rs. 1314. Similarly, beneficiaries from Doda and Rajouri had received Rs. 1636 and Rs. 1114 respectively. Forty-three percent of the respondents had received less than Rupees one thousand and another 35 percent had earned Rs. one thousand to Rs. two thousands. Only 8 percent had received more than Rs. three thousand (Table 2.28). Thus large majority of the beneficiaries had received a meager amount under the scheme which is insufficient to control outmigration.

The scheme also envisages that part of the wages to the labourers should be provided in the form of food grains. But the information collected from the beneficiaries reveals that 70 percent of the beneficiaries have received all the wages in cash and only 30 percent had received part of their wages in the form of food grains. None of the beneficiaries from Doda mentioned to have received any food grains under EAS/SGRY. While only 16 percent of the beneficiaries from Rajouri had received part of the wages in the form of food grains, the corresponding percentage in Anantnag and Kupwara districts were 60 and 40 percent. Both the *mates* as well as the beneficiaries mentioned that wage laborers generally were not interested in opting for food grains as a component of wages. The *mates* reported that they find it difficult to get laborers if some part of the wages under EAS/SGRY are paid in the form of food grains. This is because of the fact that the variety of rice/wheat provided under the EAS/SGRY programme was not liked by the local people even though it is reasonably of high quality. Mates also

added that the food grains are not allotted in time and since the labourers are provided employment for only a few days and they cannot make them to wait for a long time to distribute food grains. Consequently, they generally pay almost all the wages in cash. Beneficiaries also expressed that they prefer to take all wages in cash because they are not sure about the quality of food grains and because of delays in their disbursement. The question then naturally arises how the mates arrange the additional cash to be paid as wages to the labourers. It has been a general perception among the officials, *mates*, labourers and the community members at large that food grains lifted by the mates under EAS/SGRY are sold in the open market and thereby the cash so collected is used for the disbursement of wages.

So far as the quality of food grains received by the beneficiaries is concerned, it was found that majority of the beneficiaries who had received the food grains termed them as of good quality but there were 2 percent of the respondents who opined that the food grains received by them under the scheme are of poor quality. Thus it appeared that beneficiaries who had not received the food grains had misconceptions about the quality of food grains available under the scheme.

EAS/SGRY assures 100 days of wage employment to the rural employment seekers and thus the scheme intends to place the purchasing power in the hands of the target group. An attempt has therefore been made to assess the contribution of wage income from EAS/SGRY to total income of the beneficiary households. Table 2.29 presents the share of EAS/SGRY earnings to total household income of the beneficiaries. It can be seen from the information collected from the beneficiaries that the share of the EAS/SGRY income in all the cases is very marginal and for none of the beneficiaries the share of EAS/SGRY to total income is more than 30 percent. In fact the Scheme contributes less than 5 percent of the total income of the households for 15 percent of the households, 5-10 percent for additional 32 percent of the households and 10-20 percent for 34 percent of the households. There are only 19 percent of the households where the contribution of the Scheme is between 20-30 percent. The contribution of the Scheme income to total annual household income varies among the four districts. For example, the contribution of EAS/SGRY income to total income is less

than 11 percent in case of about 55 percent of beneficiaries in Anantnag, Kupwara and Rajouri districts but only 20 percent in Doda district. On the other hand, the contribution is 15-30 percent for only 20-30 percent of the beneficiaries in Anantnag, Kupwara and Rajouri districts and for 57 percent beneficiaries in Doda district. Thus, SGRY has not been in a position to improve the economic status of the beneficiaries in the state.

Low income from the schemes primarily because of the low levels of employment generation in most of the works. It may be noted that 87 percent of the beneficiaries got wage employment under the programme for less than 20 days and the overall average in the sample blocks was 15 days per annum. Beneficiaries were, however, not made to suffer on account of payments. Wages to the laborers had been paid either within 15 days after the completion of work or as and when the labourers were in need of the money (Table 2.30), and majority of the works were completed within a month.

Impact on beneficiaries

All the respondents were asked to report whether they benefited by working as wage laborers under EAS/SGRY and if yes what kind of benefit did they acquired. The information is presented in Table 2.31 that all the beneficiaries mentioned that the EAS/SGRY is a very useful scheme and each one of them has benefited from it to some extent. Forty percent of the beneficiaries expressed that they were in a position to get some employment at a time when they were totally idle and another 30 percent mentioned that EAS/SGRY benefited them monetarily. Similarly, 8 percent reported that they were in a position to purchase necessary items from the wages earned under EAS/SGRY. Another 6 percent of the beneficiaries reported that they benefited from the scheme as their financial condition improved. However, all the beneficiaries reported that had they been provided wage employment for all the three months of winter, it would have benefited them a lot.

The amount received by the beneficiaries has been put to multiple uses. Table 2.32 shows that mostly this amount was utilized for daily necessities of life (84 percent). Eleven percent of the respondents also mentioned that they used it for construction of houses, 2 percent used it to pay the debt, 1 percent used it for treatment of ailments and 2 percent

utilized it for the education of their children. In Anantnag district a substantial proportion of respondents, however, mentioned that they have not benefitted much from SGRY.

Respondents were asked to report the type of people who mainly get benefit from EAS/SGRY. It was mentioned by a substantial proportion of respondents (46 percent) that anybody available for wage employment gets benefited from the scheme (Table 2.33). But, 52 percent exclusively mentioned that poor/BPL and households from backward classes are benefited from EAS/SGRY. Besides, all the respondents mentioned that creation of assets has benefited all sections of society in the village.

Since all the respondents belonged to the local villages and it was thought prudent to know their views whether the works in which they were involved were really needed in the village. Though almost 91 percent of the respondents mentioned that the works undertaken in the villages were needed in the village, but there were nine percent of the respondents who mentioned that the assets created in the villages were not needed in the village. This response was given by 16 percent of the respondents in Kupwara district and 20 percent in Doda district. Besides, all the respondents mentioned that pressing needs of the villages were not always given priority for execution under EAS/SGRY. Proper planning was not done for the identification of the works. It is evident that one third of the respondents mentioned though the pressing needs of the villages was drinking water but priority was given to fencing of public parks graveyards and shamshan ghats. Similarly, 12 percent of the respondents mentioned that though construction of link roads were the pressing needs of the villages, but construction of water tanks and drains was given importance while executing the works (Table 2.34). They also expressed that and these water tanks never catered to the needs of the people and drains became a health hazard. Similarly, 33 respondents mentioned that though irrigation for agricultural land is not available in the villages but construction of bridle paths, bath rooms and urinals were included in the SGRY plan. This is due to the fact that local people are not always involved in prioritizing of the assets to be created in the village and the finalization of annual action plans.

Quality of material used in the creation of assets

Information regarding the quality of the material used for the creation of assets under EAS/SGRY was also collected from the beneficiaries. Ninety four percent of the beneficiaries were of the opinion that keeping in view the estimated cost of the assets, and the low rates given to *mates* in the rural development department compared to the rates prevalent in the Public Works Department (PWD), the material used in the construction of the assets is reasonably of good quality (Table 2.35). But, four percent of the respondents mentioned that the sub standard material was used in the creation of assets under EAS/SGRY. So far as the condition of the assets created at the time of survey is concerned, 35 percent of the respondents mentioned that the assets created under the scheme in their village were in a bad shape. A majority of the respondents from Anantnag were of the view that the present condition of EAS/SGRY assets is not good. The study team also inspected the assets which were created in the selected villages. The survey team found that most of the assets like bath rooms, drains, urinals, bowlis, springs, water tanks, public parks were in a bad shape. It was found that villagers used to get drinking water from the springs and bowlis but once they were renovated under SGRY/EAS, the flow of water either declined or the water sources totally got blinded as no water is oozing from these bowlis or springs now. When the respondents were asked to cite the reasons for the condition of the assets created under EAS/SGRY, all the beneficiaries mentioned that once the assets created are completed by the *Mates*, neither are they looked after by any agency nor are there any provisions for their maintenance. Besides, the community also does not look after these assets. Consequently, most of the assets created under EAS/SGRY especially drains, bathrooms, passenger sheds, urinals get depilated within years.

Availability of facilities at worksite

Finally, respondents were also asked to give their opinion regarding the availability of drinking water, toilet and rest shed at the work site (Table 2.36). It was reported by 73 percent of the beneficiaries that drinking water was made available to them at the work site but none of the respondents mentioned that toilet or rest shed facility was made available at the work site.

Conclusion and suggestions

The findings of the study suggest that the objectives of generation of sustained and gainful employment, supplementing the income of the rural wage-earning class in agricultural lean seasons and improving the well being of the rural poor through EAS/SGRY have not been fully realized. Hence, there is need to introduce some mid-course corrections with regard to the design and implementation to ensure effective delivery of the intended benefits to the target group. An outline of such changes is indicated below for consideration of planners, policy makers and implementing agencies.

1. Since, the Panchayats are not functioning in the villages and Mates have been given the responsibility of execution the works. There is an immediate need to eliminate the business of Mates. This can be done by holding the elections of the panchayats in the State at the earliest so that the Panchayats take the responsibility of implementation and monitoring of the developmental schemes in the district. However, till Panchayats become functional, it is suggested that for execution of projects/works in the villages/blocks, Dehi Committees comprising the representatives of the all sections of the society, irrespective of political affiliations, may be constituted for planning, execution and monitoring and maintenance of the assets.
2. EAS/SGRY is a demand driven scheme, but the method of planning and implementation adopted is top-down. There is hardly any community participation in the planning and implementation of the scheme. Hence, there is a need to involve the local community in the assessing the local needs for the creation of useful community assets that have the potential for generating gainful employment on a sustained basis. To involve the locals, it is necessary that both the wage employment seekers and the users of assets are involved in identification of schemes/ projects. This can be done by giving wide publicity to the program and making the local people aware about the existence, contents of the scheme and procedure for availing the

3. The funds are generally released in winter which is the lean agricultural season. Due to adverse climatic conditions, it becomes difficult to execute the works during December-January. Consequently, most of the works are undertaken in March, which is the last month of financial year. With a view to finish the works before the closure of financial year, Mates mostly prefer to undertake those works which are capital intensive works. Hence, it is suggested that the funds should be released to the villages before the onset of winter so that the execution agencies have enough time to execute the works and funds are utilized properly. Since the lean agriculture season gets curtailed because of adverse climatic conditions in Jammu and Kashmir, hence, the State should be given a special concession to execute the works throughout the year.
4. As per available secondary data, the State has utilized almost all the food grains allotted to it. However, it was observed that large majority of the beneficiaries have not received any food grains under the scheme. It was observed that an impression has been created among the beneficiaries that the food grains available under SGRY are not of good quality. Consequently, they do not demand food grains as part of their wages. Thus, there is a need to remove this misconception among wage seekers. As a result, the foodgrains supplied under the Scheme are sold in market. Hence, there is need to monitor the distribution of food grains more closely.
5. It is envisaged in the guidelines that the assets created under SGRY should be of durable nature and are required to be maintained properly to realize their potential of sustained employment generation. However,

it was observed that the assets created under EAS/SGRY are not maintained properly. The main reason for poor conditions of the assets created is that there is no monitoring by any of the agencies on the conditions of such assets . Hence, there is a need to have an effective monitoring system of the conditions of the assets created. It is suggested that the conditions of the already created assets should be one of the criteria for the release of funds to the districts/blocks. The members of the Dehi Committee may be vested with the responsibility of maintaining these assets, as they have a stake in keeping the assets in working condition. For all such schemes that aim at creation of assets, a certain proportion of their annual allocation could be earmarked for maintenance of created assets.

6. It was observed that the knowledge about the Scheme, role of different agencies, dealing with needy poor people is not up to the mark among officials implementing the scheme in the field. Hence, there is a need of capacity building at the block and village level through imparting training to officers of the block level, and members of the village and block Panchayats. They need to be sensitized about the details of various government schemes and the importance of their role planning and implementation and making the scheme a success. This would enable them to participate effectively and meaningfully in the “bottom-up” planning process.
7. Appropriate and continuous monitoring and evaluation of schemes is an important component of all the CSS/CS. It was found that such evaluation studies of the scheme are not conducted regularly. It is suggested that before releasing the funds, the Planning Commission should ensure that an evaluation exercise has been conducted by the districts. This would help the Planning Commission to ensure the plan goals formulated by the governments are being achieved through the implementation of the wage employment schemes. It was found that the District Evaluation Cells do not have enough staff and technical capability to evaluate the schemes. Therefore, there is a need to

strengthen the evaluation cells by posting adequate manpower and upgrading their evaluation skills. Besides, it is suggested that huge expertise and academic manpower available with Universities and Research Institutions be utilized for monitoring and evaluation of the scheme. The Ministry of Rural Development should also develop a network with the Universities to carry out evaluation exercise at regular intervals.

8. Performance-based system of releasing funds to districts needs to be in place, if monitoring is to play a role in improving implementation of Centrally Sponsored Schemes. Performance of districts needs to be reviewed based on the physical performances of the scheme rather than financial performance of the scheme alone. Further, reorientation of present monitoring system from quantitative to qualitative has to be made in order to capture the complete picture of rural development schemes. For such evaluation, development of appropriate indicators is necessary for making the impact of a programme visible at various stages of the programme cycle. Indicators like usage and conditions of the assets created should be added among other indicators to monitor the performance of the programme.
9. Increase in the number of Centrally Sponsored Schemes has given rise to the need to have effective Management Information System (MIS) to monitor these programmes. Use of computers in information management has, therefore, become essential. Use of information technology would speed up flow information between implementing agencies and the funding agencies, thereby improving the monitoring of the programmes. Investment in development of computer network and training of staff in the use of IT needs to be given continued importance. Besides, Training should be made an important organisational aspect of monitoring development. All staff members should be adequately trained, particularly in modern methods of MIS. Training in information technology significantly raises the computer capabilities of monitoring

staff. The training should be a mixture of training in technology as well as in general aspects of management.

It may be concluded that SGRY was (now merged with NREGA) a very beneficial scheme but it has not been in a position to create viable economic infrastructure and community assets that have the potential to create sustained employment opportunities in rural areas of the state. The scheme has also not been in a position to provide gainful employment to wage seekers as envisaged under the scheme. The provisions in the guidelines relating to the preparation of shelf of projects, identification/registration of people seeking wage employment, issuance of family cards and constitution of co-ordination committees at different levels were partly adhered to in the state. Lack of proper planning, non-functioning of the Panchayats, political interference, lack of community participation, low wage rate etc. are the important factors that have contributed to low performance of the programme. The coverage of the target group is extremely low. A maximum of 5-10 percent of the target group are estimated to have been covered annually under the scheme. Higher proportion of the funds have been used in activities that are less labour intensive and more capital intensive. The normative capital - labour ratio has not been adhered to. As a result, the cost of employment generation has become abnormally high. The majority of beneficiaries received less than 15 days of wage employment in a year. Thus, the income from the EAS/SGRY has not been enough to enable the poor households to improve their economic status.

Table 2.1: Percentage availability of Central Share of funds under EAS/SGRY in Jammu and Kashmir 2001-07						
District	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Srinagar	74.9	71.0	68.4	71.1	74.6	75.3
Budgam	71.0	50.0	74.1	62.4	66.6	67.3
Anantnag	66.6	48.5	74.9	60.3	64.6	65.3
Pulwama	71.7	55.6	78.3	67.6	71.5	72.2
Baramulla	67.1	39.9	70.2	54.4	58.9	59.7
Kupwara	69.5	52.5	74.6	59.8	64.0	**
Leh	100.0	66.7	69.1	75.0	0.0	78.2
Kargil	100.0	51.8	69.4	57.2	61.5	63.8
Total	72.9	53.6	72.7	62.5	63.8	67.9
Jammu	74.8	65.4	75.0	71.1	79.7	75.3
Kathua	68.1	65.8	75.0	69.8	78.7	74.1
Udhampur	75.1	59.3	75.0	65.0	74.8	69.7
Rajouri	75.4	67.2	75.0	70.1	78.9	74.4
Poonch	74.8	67.6	75.0	70.3	79.1	**
Doda	74.4	52.2	75.0	60.8	71.2	**
Total	73.8	62.1	75.0	67.5	77.1	73.3
J&K	73.3	57.7	73.8	64.8	67.4	71.1

** : Districts covered under NREGA

Table 2.2: District wise total availability of funds under EAS/SGRY in Jammu and Kashmir -2000-2007 (Rs. in Lakhs)

District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Srinagar	110.13	224.65	184.72	234.3	170.16	242.19	324.13
Budgam	206.03	277.63	235.59	254.5	268.24	303.03	330.52
Anantnag	245.1	342.32	411.79	354.79	407.21	412.96	356.62
Pulwama	190.12	314.28	277.87	265.42	233.14	285.13	223.97
Baramulla	296.76	418.22	383.98	389.46	415.8	385.86	539.62
Kupwara	229.62	368.83	265.98	292.04	375.09	301.85	**
Leh	62.09	199.62	222.62	262.75	233.6	286.2	292.46
Kargil	121.02	226.73	278.22	289.76	276.16	286.48	293.29
Additional	98.48	0.0	0.0	0.0	0.0	0.0	0.0
Kashmir	1559.35	2372.28	2260.77	2343.02	2379.4	2503.7	2360.61
Jammu	241.86	411.82	402.08	385.86	363.97	472.68	486.54
Kathua	146.99	263.88	275.96	279.26	260.9	309.63	344.99
Udhampur	225.48	419.99	408.18	400.84	430.24	447.38	495.8
Rajouri	140.41	300.55	310.37	347.21	349.73	392.86	277.44
Poonch	93.84	234.06	243.45	230.13	217.95	247.19	**
Doda	247.23	339.33	356.12	368.61	398.67	377.36	**
Total	1095.82	1969.63	1996.16	2011.91	2021.46	2247.1	1604.77
J&K	2655.17	4341.91	4256.93	4354.93	4400.86	4750.8	3965.38

** : Districts covered under NREGA.

Table 2.3: Percentage availability of funds to total available funds among various districts in Jammu and Kashmir under EAS/SGRY -2000-2007

District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	% of pop	% BPL
Srinagar	4.1	5.2	4.3	5.4	3.9	5.1	8.2	3.2	60.0
Budgam	7.8	6.4	5.5	5.8	6.1	6.4	8.3	6.6	62.2
Anantnag	9.2	7.9	9.7	8.1	9.3	8.7	9.0	11.7	52.8
Pulwama	7.2	7.2	6.5	6.1	5.3	6.0	5.6	7.1	36.4
Baramulla	11.2	9.6	9.0	8.9	9.4	8.1	13.6	11.4	57.2
Kupwara	8.6	8.5	6.2	6.7	8.5	6.4	**	7.2	45.7
Leh	2.3	4.6	5.2	6.0	5.3	6.0	7.4	1.5	35.6
Kargil	4.6	5.2	6.5	6.7	6.3	6.0	7.4	1.3	46.6
Additional	3.7	0.0	0.0	0.0	0.0	0.0	0.0	*	*
Kashmir Div	58.7	54.6	53.1	53.7	54.1	52.7	59.5	59.5	NA
Jammu	9.1	9.5	9.4	8.9	8.3	9.9	12.3	14.4	30.2
Kathua	5.5	6.1	6.5	6.4	5.9	6.5	8.7	7.0	34.3
Udhampur	8.5	9.7	9.6	9.2	9.8	9.4	12.5	8.7	66.3
Rajouri	5.4	6.9	7.3	8.0	7.9	8.3	7.0	6.4	66.3
Poonch	3.5	5.4	5.7	5.3	4.9	5.3	**	4.8	60.1
Doda	9.3	7.8	8.4	8.5	9.1	7.9	**	8.7	73.6
Jammu Div	41.3	45.4	46.9	46.3	45.9	47.3	40.5	40.5	NA
J&K	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	51.8

**= District under NREGA

*=Not applicable

NA=Not available

* The total may not tally due to rounding of figures.

Table 2.4 A: Block wise percentage of rural BPL population and percentage availability of funds under EAS/SGRY in Anantnag district 2000-2006									
Name of BLOCK	% Rural Families to total rural families	% Rural BPL families	% rural PBL families to total rural PBL families	% of Funds made available					
				2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Achabal	8.7	52.2	7.3	8.2	7	6.3	7.07	7.34	8.18
Breng	12.3	86.5	17.7	9.8	11.6	11.4	12.14	10.82	10.82
D. Pora	10.5	66.3	11.1	6.4	9.9	10.0	10.21	9.19	9.26
D.H.Pora	9.8	74.3	10.7	9.3	12.5	11.2	13.25	10.15	9.81
K.Pora	11.1	47.4	8.5	9.6	11.1	12.5	10.80	10.54	10.44
Kulgam	9.5	61	9.3	9.9	8.9	7.7	6.30	8.76	8.20
Qaimoh	11.2	48.3	8.8	9.8	8.8	8.6	9.36	10.26	10.05
Qazigund	12.6	65.9	11.9	13.0	12.8	10.1	8.73	12.42	10.62
Shahabad	8.3	63.5	8.5	8.6	7.3	7.3	7.57	6.74	6.84
Shangus	6	64	6.2	9.0	7.8	6.7	7.63	5.72	6.94
Pahloo*	na	na	na	na	na	na	2.73	3.69	3.56
Devsar*	na	na	na	na	na	na	1.53	3.65	2.99
Other	0.0	0.0	0.0	6.4	1.8	8.2	2.69	0.71	2.29
Total	100	63.3	100	100	100	100	100.00	100.00	100.00

na=Not applicable.

* Pahloo and Devsar blocks have been created in 2003-04.

Table 2.4B: Block wise percentage of rural BPL population and percentage of funds available under SGRY in Kupwara district during 2000-2006

Block	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	Total	% Rural Pop to total Rural pop	No. of Panch ayats
	%	%	%	%	%	%	%		
Kral pora	11.21	10.46	9.25	10.02	10.98	10.32	10.69	9.6	25
Vawoora*	0.00	0.00	0.00	5.35	5.92	5.46	5.71		12
Sogam	11.13	12.47	19.88	6.85	6.11	5.94	6.03	20.4	15
Kalaroos*	0.00	0.00	0.00	5.22	4.83	4.54	4.70		12
Trehgam	10.96	7.90	7.48	7.39	7.46	8.03	7.71	8.12	19
Kupwara	11.42	9.63	13.74	13.86	16.56	14.84	15.79	16.8	38
Rajwar	11.29	11.21	10.28	10.07	9.69	9.53	9.62	12.8	27
Langate	10.92	11.23	13.35	13.19	18.49	18.05	18.29	16.8	39
Ramhal	11.53	9.73	8.27	7.29	7.07	8.24	7.60	7.1	17
Tangdar	9.74	10.54	8.62	6.55	4.67	4.26	4.48	2.6	11
Teetwal	4.14	8.64	6.65	5.96	4.09	4.48	4.26	5.8	9
Overhead expenses at DPO/Xen/ACD level	7.66	8.19	2.48	8.25	4.13	6.31	5.15	NA	NA
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.0	224

NA=Not applicable.

*= Blocks created in 2003-04.

Table 2.4C: Block wise rural population and percentage availability of funds under EAS/SGRY in Doda district 2000-2006

Block	% Availability of funds to total available funds						% BPL families to total BPL families
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	
Banihal	6.35	4.8	5.29	5.39	4.81	4.03	4.85
Ramsoo	8.21	5.9	7.22	6.93	5.98	5.67	8.38
Ramban	8.27	9.5	6.76	7.29	10.56	10.37	9.56
Assar	7.18	8.1	5.3	3.48	3.45	5.95	4.13
Bhagwah	6.39	6.5	4.97	5.11	6.70	4.11	5.95
Doda	6.96	7.3	5	8.17	5.81	4.87	5.58
Bhaderwah	7.62	9.2	11.18	7.17	7.57	8.28	3.47
Thathri	10.07	11.1	7.38	5.04	6.34	5.81	7.04
Bhellessa	7.72	8.6	7.63	12.38	11.90	11.23	8.19
Kishtwar	9.96	12.2	5.91	5.01	5.39	7.21	6.01
Inderwal	5.8	6.9	4.28	4.44	4.52	4.37	7.68
Padder	3.93	3.3	2.24	1.89	2.79	1.98	4.03
Marwah	4.33	2.7	2.99	2.24	1.15	1.35	2.84
Warwan	3.76	1.1	3.79	7.30	1.75	0.92	2.98
Marmat*	NA	NA	3.81	2.86	3.28	2.79	3.88
Gundna*	NA	NA	3.27	3.57	3.28	4.90	3.22
Nagsani*	NA	NA	2.25	1.95	2.22	2.27	3.15
Dachhan*	NA	NA	5.84	1.09	1.87	1.38	1.31
Drabshall*	NA	NA	3.47	4.86	5.77	6.22	7.76
Overhead expenses at DPO/Xen/ACD level	3.45	2.9	1.31	3.82	4.85	6.31	-
Total	100	100	100.0	100.00	100.00	100.00	100.00

*=Blocks created in 2002-03

NA=Not applicable.

Table 2.4D: Block wise rural population and percentage availability of funds under EAS/SGRY during 2000-2007 and percentage of population and BPL population in Rajouri district

Block	Year							% BPL Pop	% POP	%SC/ST Pop	No of Panchayat s
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07				
Rajouri	17.39	17.01	17.06	16.66	17.97	19.66	16.12	17.13	16.33	19.67	24
Budhal	19.00	22.43	21.39	22.45	21.58	22.18	22.29	26.44	22.36	28.21	33
Darhal	17.92	16.49	16.92	15.50	6.33	7.08	6.54	16.14	17.67	16.97	29
Thanamandi *	NA	NA	NA	NA	9.80	9.96	10.88				
Manjakote	7.97	6.82	7.36	7.47	7.78	7.55	8.45	7.93	8.56	6.69	24
Kalakote	12.41	10.68	11.35	10.86	10.92	11.92	11.06	12.82	11.19	10.45	21
Nowshera	13.21	13.57	13.65	14.53	12.96	11.31	12.86	12.12	13.06	14.24	23
Sunderbani	10.34	11.88	12.26	11.85	11.94	9.40	10.54	7.43	10.83	3.76	16
Other	1.78	1.02	0.00	0.68	0.72	0.94	1.25	NA	NA	NA	NA
Total	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	160

*=New Block created in 2004-05.

NA=Not applicable

Table 2.5: Panchayat Wise Allocation of Funds under EAS/SGRY in selected districts and blocks of Jammu & Kashmir 2000-2003 (Rs. in lakhs)

S. No	District Anantnag				District Kupwara	
	Block Kulgam	Allocation	Block Achhabal	Allocation	Block Kupwara	Allocation
1	Amnoo	6.4	Akingam	2	Karihama	1.64
2	Btapora	1.6	Brakpora	1.95	Dadikot	1.6
3	Behibagh	1.2	Brenty	1.3	Pazipora	0.65
4	Laroo	2	Chchripora	4.65	Halmatpora	1.65
5	Doderkoot	1.2	Chee	1.7	Nagri	1.8
6	Nilow	1.1	Donipawa	0.6	Hatmulla	1.35
7	Okey	1.4	Gopalpora	0.7	Jaggerpora	0.94
8	Chancer	1.1	H.Turoo	3.96	Drugmulla A	0.57
9	Katroosoo	1.4	Hardpora	0.6	Drugmulla B	2.99
10	Malpora	1.4	Issoss	1.5	Redbugh	0.7
11	Tantraypora	1.3	Kamad	1.45	Bumhama	1.5
12	M.Guffan	1.3	Kawarigam	1.9	Gundisana	2.2
13	Areh	1.6	M.M.Nowgam	0.18	SW Muqam	0.65
14	Shalipora	1.4	Magraypora	2.8	Bahipora	0.8
15	Mirhama	1.7	Mirgund	1.65	Keegam	2.56
16	Chellan	0.8	Mohripora	1	Kandi	1.76
17	Nanibugh	1.1	Muniward	1.6	Bramree	1.3
18	Poonibugh	1.8	PethDialgam	1.4	Salkote	1.2
19	Shurat	1.7	Ruhoo	1.5	Anderhama	0.91
20	Shangus	1.6	Shelipora	3.39	Tikker	2
21	Bugam	2.35	Tailwani	1.5	Batpora	1.6
22	Tarigam	1.7	Thajiwar	2.4	Shortpopra	0.7
23	Dessand	1.65			Zangli	2.58
24	Hanjan	0.8			Jugtiyal	2.15
25	Motibugh	1.7			Munigah	2.87
26	Reshipora	1.3			Hutapora	0.9
27	Checkchalan	1.3			Payarpora	1.7
28					Guttiopora	0.9
29					Humander	1.3
31					Vadhoora	0.8
31					Mugalpora	0.41
32					Tirch	1.075
33					Babpora	0.27
34					Mazhar	0.5
35					Nuthnisa	0.25
36					Kawariu	0.37
37					Vedpora	0.15
38					Gughi	0.38
	Total	44	Total	36.73	Total	47.675

(Contnd)

	District Doda				District Rajouri			
	Doda Block	Allocation	Kishtwar Block	Allocation	Rajouri Block	Allocation	Sunderbani Block	Allocation
1	Trown	1.09	Pochhal-A	1.48	Agrati	0.85	Balshama	1.81
2	Shangroo	1.07	Loakhazana	1.25	Danhore	0.7	Patrara	2.24
3	Pranoo	1.66	Palmar-upper	0.92	Dassal	3.73	Prat	3.16
4	Shiva	0.96	Laohdayram	0.57	Doongi	9.88	Siot	4.30
5	Shararna	1.26	PochhalB	1.25	Fateh pur	0.4	Talla Tanda	1.83
6	L/Arnera	1.94	B.Town 1	1.25	G Bala	3.4	Thandapani	3.02
7	U/Arnera	0.89	B Town 11	1.15	Gadder	1.14	Thangriot	2.35
8	Jedhpur	0.95	B Town111	2.68	HQ	0.7	U Bhajwal	4.30
9	Keti	1.1	Matta	1.5	K Kass	1.59	Ch Kangril	4.18
10	Dashnan	0.88	Trigam-A	1.26	Kallar	1.35	Channi	2.74
11	Kulhand	1.34	Ttrigam B	1	Androoth	0.5	Devak	2.56
12	Udyanpur	1.96	Filler	1.04	Kotedhar	1.59	Hathal	3.25
13	Nagla	1.04	Agral	4.01	M Gujraan	0.8	Kangri	4.99
14	Hanch	1.08	Keshwan	3.62	Nagrota	2.65	L Bhajwal	5.74
15	Kalihand	0.98	Galhar	0.3	Palam	0.9	Nah	2.4
16	Birshala	1.54	Peyas1	0.15	Potha	1.96	Nallaha	3.85
17	Dhar	0.9	Lodihar	1.33	Sarnoo	1.53	Balshama	2.29
18	Bhabera	1.03	Darbdhan	0.65	Cg. Nar	0.55		
19	Dhara	1.11	Dachdayram	0.58	Atti	1.5		
20			Upper/Palmar	0.4	Badhoon	3.6		
21			Lower-Palmer	1.04	Bagla	1.5		
22			Pakelan	0.93	Bathuni	2.6		
23					Challas	1.4		
24					Chingus	1.58		
25					D Dhar	1.5		
	Total	22.78	Total	28.36	Total	47.90	Total	56.16

NOTE: Totals may not tally due to rounding off figures.

District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Srinagar	88.92	190.18	154.48	220.42	166.76	236.57	285.5
Budgam	167.96	259.6	225.61	240.71	255	262.8	306.45
Anantnag	215.21	309.13	347.26	337.78	386.95	378.19	355
Pulwama	141.41	281.56	258.36	263.78	232.44	283.49	200.99
Baramulla	270.96	395.04	338.63	373.56	364.8	371.24	478.31
Kupwara	176.07	334.89	239.31	279.32	331.96	284.95	**
Leh	57.75	185.05	164.77	249.04	209.61	273.33	273.19
Kargil	101.39	174.43	250.13	256.95	255.28	281.56	279.17
Additional	97.47	0.00	0.00	0.00	0.00	0.00	0.00
Kashmir Div	1317.14	2129.88	1978.55	2221.56	2202.8	2372.13	2178.61
Jammu	234.045	407.36	401.69	377.36	349.7	452.4	456.86
Kathua	136.952	261.84	272.09	270.3	260.27	209.97	339.9
Udhampur	202.576	417.36	404.33	399.48	426.61	433.85	493.22
Rajouri	127.512	298.53	256.69	340.84	341.7	391.16	277.2
Poonch	80.159	227.91	239.63	225.77	217.75	246.36	**
Doda	239.54	339.33	343.31	359.99	398.67	375.01	**
Jammu Div	1020.78	1952.33	1917.74	1973.74	1994.7	2108.75	1567.18
J&K	2337.92	4082.21	3896.29	4195.3	4197.5	4480.88	3745.79

**= Districts under NREGA.

District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Srinagar	80.7	84.7	83.6	94.1	98.0	97.7	88.1
Budgam	81.5	93.5	95.8	94.6	95.1	86.7	92.7
Anantnag	87.8	90.3	84.3	95.2	95.0	91.6	99.5
Pulwama	74.4	89.6	93.0	99.4	99.7	99.4	89.7
Baramulla	91.3	94.5	88.2	95.9	87.7	96.2	88.6
Kupwara	76.7	90.8	90.0	95.6	88.5	94.4	**
Leh	93.0	92.7	74.0	94.8	89.7	95.5	93.4
Kargil	83.8	76.9	89.9	88.7	92.4	98.3	95.2
Additional	99.0	0.0	0.0	0.0	0.0	0.0	0.0
Kashmir Div	84.5	89.8	87.5	94.8	92.6	94.7	92.3
Jammu	96.8	98.9	99.9	97.8	96.1	95.7	93.9
Kathua	93.2	99.2	98.6	96.8	99.8	67.8	98.5
Udhampur	89.8	99.4	99.1	99.7	99.2	97.0	99.5
Rajouri	90.8	99.3	82.7	98.2	97.7	99.6	99.9
Poonch	85.4	97.4	98.4	98.1	99.9	99.7	**
Doda	96.9	100.0	96.4	97.7	100.0	99.4	**
Jammu Div	93.2	99.1	96.1	98.1	98.7	93.8	97.7
J&K	88.1	94.0	91.5	96.3	95.4	96.2	94.5

**= Districts under NREGA.

District	2003-04			2004-2005			2005-06			2006-07		
	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total
Srinagar	5.61	93.38	98.98	4.70	100.69	105.39	3.61	77.44	81.05	0.00	73.13	73.13
Budgam	0.00	113.88	113.88	0.00	114.00	114.00	0.00	83.50	83.50	0.00	75.92	75.92
Anantnag	0.00	163.31	163.31	0.00	147.19	147.19	0.00	116.25	116.25	0.00	104.19	104.19
Pulwama	9.93	166.31	176.24	5.13	102.06	107.19	0.00	82.25	82.25	0.00	78.50	78.50
Baramulla	0.00	132.44	132.44	0.00	134.75	134.75	0.00	134.19	134.19	0.00	104.75	104.75
Kupwara	0.00	147.88	147.88	0.00	132.63	132.63	0.00	132.31	132.31	0.00	8.29	8.29
Leh	21.66	121.13	142.79	25.27	97.00	122.27	17.01	68.69	85.69	0.29	79.38	79.66
Kargil	19.05	107.63	126.67	1.52	163.06	164.58	0.43	113.88	114.30	0.48	72.34	72.82
Kashmir Div	56.25	1045.96	1102.19	36.62	991.38	1028.00	21.05	808.51	829.54	0.77	596.50	597.26
Jammu	98.28	69.75	168.03	90.11	66.13	156.23	93.01	69.31	162.32	1.24	128.74	129.98
Kathua	49.50	57.50	107.00	50.49	57.56	108.06	40.99	45.25	86.24	0.90	89.75	90.65
Udhampur	86.26	93.06	179.32	82.27	91.75	174.02	53.91	61.13	115.04	0.00	119.50	119.50
Rajouri	58.19	90.13	148.31	71.90	79.69	151.58	46.60	53.25	99.85	0.59	104.46	105.06
Poonch	11.40	132.00	143.40	10.17	99.06	109.23	9.03	87.69	96.71	0.00	0.00	0.00
Doda	75.19	111.44	186.63	71.30	79.88	151.17	46.65	51.75	98.40	0.00	0.00	0.00
Jammu Div	378.82	553.88	932.69	376.23	473.69	849.92	290.19	368.38	658.56	2.73	442.45	445.19
J&K	435.07	1599.84	2034.88	412.86	1465.06	1877.91	311.24	1176.89	1488.10	3.50	1038.95	1042.45

Note: Totals may not tally due to rounding off figures

Table 2.9: District wise food grains lifted under SGRY in Jammu and Kashmir, 2003-2007 (Rs lakhs).												
	2003-04			2004-2005			2005-06			2006-07		
District	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total
Srinagar	5.61	91.94	97.54	4.28	97.44	101.71	3.94	78.50	82.44	0.00	73.13	73.13
Budgam	0.00	113.88	113.88	0.00	103.38	103.38	0.00	89.69	89.69	0.00	76.25	76.25
Anantnag	0.00	163.31	163.31	0.00	145.38	145.38	0.00	116.25	116.25	0.00	104.19	104.19
Pulwama	9.93	166.31	176.24	5.13	101.94	107.07	4.13	82.31	86.45	0.00	78.50	78.50
Baramulla	0.00	130.88	130.88	0.00	130.00	130.00	0.00	146.75	146.75	0.00	104.75	104.75
Kupwara	0.00	137.19	137.19	0.00	121.56	121.56	0.00	132.31	132.31	0.00	8.29	8.29
Leh	21.66	96.44	118.10	21.38	84.38	105.75	17.01	68.69	85.69	0.29	79.38	79.66
Kargil	19.05	78.75	97.80	0.00	95.00	95.00	0.43	113.88	114.30	0.48	72.35	72.83
Kashmir Div	56.24	978.69	1034.93	30.78	879.06	909.84	25.51	828.38	853.88	0.76	596.84	597.60
Jammu	90.73	67.50	158.23	86.50	63.38	149.87	70.30	52.69	122.99	1.24	118.39	119.63
Kathua	49.50	57.50	107.00	50.49	57.56	108.06	39.95	45.25	85.20	0.90	89.75	90.65
Udhampur	86.26	93.06	179.32	82.22	90.94	173.16	53.91	61.13	115.04	0.00	119.50	119.50
Rajouri	58.19	90.13	148.31	71.92	79.69	151.60	46.93	53.38	100.31	0.59	104.08	104.67
Poonch	11.40	132.56	143.96	9.88	96.25	106.13	9.03	87.69	96.71	0.00	0.00	0.00
Doda	75.19	111.44	186.63	62.13	69.06	131.19	46.65	51.75	98.40	0.00	0.00	0.00
Jammu Div	371.26	552.19	923.45	363.14	456.88	820.01	266.76	351.88	618.64	2.73	431.72	434.45
J&K	427.50	1530.88	1958.38	393.92	1335.94	1729.86	292.27	1180.25	1472.52	3.49	1028.56	1032.05

Note; Totals may not tally due to rounding off figures.

Table 2.10: District wise food grains utilized under SGRY in Jammu and Kashmir, 2003-2007 (Rs. Lakhs)

	2003-04			2004-2005			2005-06			2006-07		
District	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total
Srinagar	4.47	91.94	96.41	4.28	97.50	101.78	3.94	77.88	81.82	0.00	73.13	73.13
Budgam	0.00	107.56	107.56	0.00	107.31	107.31	0.00	89.31	89.31	0.00	74.13	74.13
Anantnag	0.00	162.38	162.38	0.00	169.00	169.00	0.00	112.13	112.13	0.00	101.68	101.68
Pulwama	9.93	166.31	176.24	5.13	101.13	106.26	4.13	82.31	86.45	0.00	79.13	79.13
Baramulla	0.00	129.00	129.00	0.00	151.75	151.75	0.00	136.31	136.31	0.00	98.55	98.55
Kupwara	0.00	132.94	132.94	0.00	139.75	139.75	0.00	112.81	112.81	0.00	0.00	0.00
Leh	18.91	86.25	105.16	25.27	84.38	109.65	16.72	65.75	82.47	0.00	50.00	50.00
Kargil	15.63	59.56	75.19	1.43	95.00	96.43	0.00	105.94	105.94	0.00	43.65	43.65
Kashmir Div	48.94	935.94	984.87	36.11	945.82	981.93	24.79	782.44	807.24	0.00	520.27	520.27
Jammu	90.73	67.50	158.23	84.41	61.38	145.78	69.02	51.50	120.52	1.24	113.93	115.17
Kathua	49.50	57.50	107.00	50.49	57.56	108.06	39.95	45.25	85.20	0.90	89.75	90.65
Udhampur	86.21	92.38	178.59	82.22	92.88	175.10	53.91	61.13	115.04	0.00	119.50	119.50
Rajouri	58.19	90.13	148.32	71.92	79.69	151.60	46.36	52.94	99.30	0.59	103.69	104.28
Poonch	11.40	132.56	143.96	9.88	96.25	106.13	9.03	87.69	96.71	0.00	0.00	0.00
Doda	75.19	111.44	186.63	71.30	79.75	151.05	46.65	51.75	98.40	0.00	0.00	0.00
Jammu Div	371.22	551.51	922.71	370.22	467.51	837.72	264.92	350.25	615.16	2.73	426.87	429.60
J&K	420.16	1487.45	1907.58	406.33	1413.33	1818.38	289.70	1132.70	1422.41	2.73	947.14	949.87

Note: Totals may not tally due to rounding off of figures.

	2003-04			2004-2005			2005-06			2006-07		
District	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total	Wheat	Rice	Total
Srinagar	79.66	98.46	97.40	90.91	96.83	96.57	109.21	100.56	100.95	0.00	99.99	99.99
Budgam	0.00	94.46	94.46	0.00	94.13	94.13	0.00	106.96	106.96	0.00	97.65	97.65
Anantnag	0.00	99.43	99.43	0.00	114.82	114.82	0.00	96.45	96.45	0.00	97.59	97.59
Pulwama	100.00	100.00	100.00	100.00	99.08	99.13	0.00	100.08	105.10	0.00	100.80	100.80
Baramulla	0.00	97.40	97.40	0.00	112.62	112.62	0.00	101.58	101.58	0.00	94.08	94.08
Kupwara	0.00	89.90	89.90	0.00	105.37	105.37	0.00	85.26	85.26	NA	NA	NA
Leh	87.28	71.21	73.65	100.00	86.98	89.67	98.32	95.72	96.24	0.00	62.99	62.77
Kargil	82.04	55.34	59.36	93.75	58.26	58.59	0.00	93.03	92.68	0.00	60.34	59.95
Kashmir Div	86.99	89.48	89.36	98.57	95.40	95.52	117.83	96.78	97.31	0.00	87.22	87.11
Jammu	92.32	96.77	94.17	93.67	92.82	93.31	74.21	74.30	74.25	100.00	88.49	88.60
Kathua	100.00	100.00	100.00	100.00	100.00	100.00	97.45	100.00	98.79	100.00	100.00	100.00
Udhampur	99.94	99.26	99.59	99.94	101.23	100.62	100.00	100.00	100.00	0.00	100.00	100.00
Rajouri	100.00	100.00	100.00	100.03	100.00	100.01	99.49	99.41	99.45	100.00	99.26	99.26
Poonch	100.00	100.43	100.39	97.20	97.16	97.16	100.00	100.00	100.00	NA	NA	NA
Doda	100.00	100.00	100.00	100.00	99.84	99.92	100.00	100.00	100.00	NA	NA	NA
Jammu Div	97.99	99.57	98.93	98.40	98.69	98.56	91.29	95.08	93.41	100.00	96.48	96.50
J&K	96.57	92.98	93.74	98.42	96.38	96.83	93.09	96.25	95.58	78.23	91.16	91.12

NA=Not applicable as the districts are under NREGA.

Table 2.12: Expenditure on SC/ST in Rs. lakhs and % expenditure on SC/ST under EAS/SGRY in Jammu and Kashmir 2000-2007

	2000-01 (EAS)			2004-05				2005-06				2006-07			
	TOTAL	Exp on	% exp on	TOTAL	Exp on	Exp on	% exp on	TOTAL	Exp on	Exp on	% exp on	TOTAL	Exp on	Exp on	% exp on
District	expend	SC/ST	SC/ST	expend	SC/ST	SC/STH	SC/ST	expend	SC/ST	SC/STH	SC/ST	expend	SC/ST	SC/STH	SC/ST
Srinagar	110.13	28.18	25.6	166.76	11.6	0	7.0	236.57	0	0	0.0	285.5	13	71.38	29.6
Budgam	167.96	13	7.7	255	2	0	0.8	262.8	0	0	0.0	306.45	110.45	0	36.0
Anantnag	215.21	38.71	18.0	386.95	0	0	0.0	378.19	0	0	0.0	355	0	97.6	27.5
Pulwama	141.41	22.3	15.8	232.44	0.7	0	0.3	283.49	0	0	0.0	200.99	0.7	43.95	22.2
Baramulla	270.96	33.45	12.3	364.8	0	0	0.0	371.24	0	0	0.0	478.31	0	182.39	38.1
Kupwara	176.07	32.25	18.3	331.96	13	0	3.9	284.95	0	0	0.0	**	**	**	**
Leh	57.75	57.75	100.0	209.61	0	0	0.0	273.33	0	0	0.0	273.19	0	0	0.0
Kargil	101.39	101.39	100.0	255.28	0	0	0.0	281.56	0	0	0.0	279.17	0	279.17	100.0
Kashmir Div	1240.88	327.03	26.8	2202.8	27.3	0	1.2	2372.13	0	0	0.0	2178.61	124.15	674.49	36.7
Jammu	NA	NA	NA	349.7	31.08	104.97	38.9	452.4	39.41	186.84	50.0	456.86	42.96	99.11	31.1
Kathua	NA	NA	NA	260.27	31.15	78.44	42.1	209.97	31.09	88.39	56.9	339.9	33.3	78.28	32.8
Udhampur	NA	NA	NA	426.61	49.17	72.6	28.5	433.85	88.61	114.46	46.8	493.22	81.62	120.44	41.0
Rajouri	NA	NA	NA	341.7	44.91	104.35	43.7	391.16	88.5	0	22.6	277.2	62.5	0	22.5
Poonch	NA	NA	NA	217.75	44.53	68.65	52.0	246.36	48.66	100.87	60.7	**	**	**	**
Doda	NA	NA	NA	398.67	40.1	64	26.1	375.01	28.10	77.27	28.1	**	**	**	**
Jammu Div	NA	NA	NA	1994.7	240.94	493.01	36.8	2108.75	324.37	567.83	42.3	1567.18	220.38	297.83	33.1
J&K	NA	NA	NA	4197.5	268.24	493.01	18.1	4570.88	324.37	567.83	19.5	3745.79	344.53	972.32	35.2

NA=Not available

**=Districts under NREGA

Table 2.13: Percentage of man days generated for SC/ST Population under EAS/SGRY in Jammu and Kashmir 2000-2007

District	2000-01	2001-02	2004-05	2005-06	2006-07
Srinagar	NA	NA	NA	NA	29.4
Budgam	NA	NA	NA	NA	24.8
Anantnag	NA	NA	NA	NA	28.3
Pulwama	NA	NA	NA	NA	16.0
Baramulla	NA	NA	NA	NA	37.0
Kupwara	NA	NA	NA	NA	**
Leh	NA	NA	NA	NA	100.0
Kargil	NA	NA	NA	NA	100.0
Kashmir Div	NA	NA	NA	NA	41.4
Jammu	58.9	57.8	44.5	58.3	53.2
Kathua	55.0	48.0	43.7	56.4	100.3
Udhampur	57.9	57.6	46.3	53.2	52.6
Rajouri	50.0	60.6	54.6	42.4	51.9
Poonch	39.1	48.7	45.7	56.9	**
Doda	91.0	27.7	39.2	47.0	**
Jammu Div	46.6	49.9	45.6	52.7	66.4
J&K	46.6 ^a	49.9 ^a	21.2 ^a	26.0 ^a	45.9

**=District under NREGA

NA=Not available

^a =Information pertains to Jammu Division only

Table 2.14: Percentage of expenditure incurred on administrative contingencies under EAS/SGRY during 2004-2007

District	2004-05	2005-06	2006-07
Srinagar	NA	NA	3.2
Budgam	NA	NA	0.0
Anantnag	NA	NA	3.0
Pulwama	NA	NA	1.0
Baramulla	NA	NA	0.0
Kupwara	NA	NA	**
Leh	NA	NA	NA
Kargil	NA	NA	NA
Kashmir Div	NA	NA	1.0
Jammu	6.7	5.7	10.3
Kathua	8.1	10.6	7.0
Udhampur	1.6	6.4	5.8
Rajouri	5.7	18.4	26.1
Poonch	2.0	3.3	**
Doda	4.9	6.3	**
Jammu Div	4.8	8.5	11.0
J&K	2.3	3.9	5.2

**=District under NREGA

NA=Not available

District	2004-05	2005-06	2006-07
Srinagar	NA	NA	0.0
Budgam	NA	NA	0.0
Anantnag	NA	NA	0.1
Pulwama	NA	NA	0.0
Baramulla	NA	NA	0.0
Kupwara	NA	NA	**
Leh	NA	NA	0.0
Kargil	NA	NA	0.0
Jammu	0.6	0.3	0.0
Kathua	1.8	1.3	0.7
Udhampur	3.8	4.4	6.1
Rajouri	2.3	0.0	9.7
Poonch	4.2	4.3	**
Doda	7.0	0.0	**
Jammu Div	3.4	1.6	3.8
J&K	1.6	0.7	1.6

**=District under NREGA

NA=Not available

District	2004-05	2005-06	2006-07
Srinagar	0.0	0.0	0.0
Budgam	0.0	0.0	0.0
Anantnag	0.0	0.0	0.0
Pulwama	0.0	0.0	0.0
Baramulla	0.0	0.0	0.0
Kupwara	0.0	0.0	**
Leh	0.0	0.0	0.0
Kargil	0.0	0.0	0.0
Jammu	0.0	0.0	0.0
Kathua	0.0	0.0	0.0
Udhampur	0.0	0.3	0.0
Rajouri	0.0	0.0	0.0
Poonch	2.5	0.0	**
Doda	0.0	0.0	**
J&K	0.1	0.0	0.0

District	2000-01	2001-02	2002-03	2003-04
Anantnag	54.6	51.0	NA	50.2
Kupwara	56.5	55.6	57.5	67.9
Doda	77.0	NA	76.8	73.2
Rajouri	75.7	69.7	NA	71

NA=Not available

Table 2.18: District wise Distribution of No. of Works Taken up (TUP) and Works completed (COMP) under SGRY in Jammu and Kashmir, 2000-2007														
	2000-01		2001-02		2002-03		2003-04		2004-05		2005-06		2006-07	
District	TUP	COMP	TUP	COMP	TUP	COMP	TUP	COMP	TUP	COMP	TUP	COMP	TUP	COMP
Srinagar	190	176	563	514	556	593	722	703	689	646	847	827	754	694
Budgam	519	442	632	602	727	697	751	722	876	823	946	853	1090	774
Anantnag	613	580	1244	1083	1524	1572	1558	1466	1180	1133	1217	1176	1409	1308
Pulwama	438	407	1075	730	789	723	900	863	612	591	897	889	905	860
Baramulla	863	802	1190	1146	996	987	1203	1116	1194	1064	1321	1074	1307	1130
Kupwara	721	597	1206	1132	896	829	1319	1219	1470	1295	1026	819	**	**
Leh	208	122	318	266	369	222	722	601	594	503	540	480	591	415
Kargil	317	202	249	208	371	136	567	445	682	523	665	614	570	515
Kashmir	3869	3328	6477	5681	6228	5759	7742	7135	7297	6578	7459	6732	6626	5696
Jammu	726	575	1787	1567	1902	1772	1961	1873	1600	1412	2010	1710	2000	1698
Kathua	452	383	1809	1690	1733	1728	1952	1753	1857	1737	2254	1842	2661	2639
Udhampur	884	549	1811	1767	1864	1779	2087	1929	1974	1904	1874	1636	2071	1973
Rajouri	581	359	1564	1466	2513	1980	2679	2443	2297	2296	1285	1239	2050	1595
Poonch	279	184	1304	1275	2095	2076	2579	2532	2458	2170	1927	1620	**	**
Doda	1253	900	2589	2488	2425	2326	2932	2816	2061	1963	1845	1824	**	**
Jammu	4175	2950	10864	10253	12532	11661	14190	13346	12247	11482	11195	9871	8782	7905
J&K	8044	6278	17341	15934	18762	17420	21932	20481	19544	18060	18654	16603	15408	13601

**=District under NREGA

TUP=No. of works taken up

Comp=No. of works completed

Table 2.19: District wise percentage of works completed under SGRY in Jammu and Kashmir, 2000-2007							
District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Srinagar	92.6	91.3	106.7	97.4	93.8	97.6	92.0
Budgam	85.2	95.3	95.9	96.1	93.9	90.2	71.0
Anantnag	94.6	87.1	103.1	94.1	96.0	96.6	92.8
Pulwama	92.9	67.9	91.6	95.9	96.6	99.1	95.0
Baramulla	92.9	96.3	99.1	92.8	89.1	81.3	86.5
Kupwara	82.8	93.9	92.5	92.4	88.1	79.8	**
Leh	58.7	83.6	60.2	83.2	84.7	88.9	70.2
Kargil	63.7	83.5	36.7	78.5	76.7	92.3	90.4
Kashmir Div	86.0	87.7	92.5	92.2	90.1	90.3	86.0
Jammu	79.2	87.7	93.2	95.5	88.3	85.1	84.9
Kathua	84.7	93.4	99.7	89.8	93.5	81.7	99.2
Udhampur	62.1	97.6	95.4	92.4	96.5	87.3	95.3
Rajouri	61.8	93.7	78.8	91.2	100.0	96.4	77.8
Poonch	65.9	97.8	99.1	98.2	88.3	84.1	**
Doda	71.8	96.1	95.9	96.0	95.2	98.9	**
Jammu Div	70.7	94.4	93.0	94.1	93.8	88.2	90.0
J&K	78.0	91.9	92.8	93.4	92.4	89.0	88.3

**=District under NREGA.

Table 2.20: Work wise expenditure on wages (in thousands) by districts on selected works under EAS/SGRY in J&K, 2000-03

S.NO	Nature of work	District Anantnag						District Kupwara					
		No. of works	Total cost	% exp. to total cost	% exp. On wages	Man days generated	Mean man days generated	No. of works	Total cost	% exp. to total cost	% exp. On wages	Man days generated	Mean Man days generated
1	Hand Pump	2	49	1.4	40.8	260	130	8	101	4.46	29.7	300	38
2	Bund/retaining wall	6	210	6.28	38.5	1241	206.8	5	175	7.73	32.6	570	114
3	Bathroom	6	165	4.9	35.75	831	138.5	1	27	1.19	44.4	120	120
4	Culvert/Crossing	12	862	25.8	38.74	5454	454.5	10	355	15.7	32.4	1095	1110
5	Link Road/ Tractor Road/Footpath	14	592	18	34.21	2847	42.3	6	280	12.38	27.9	750	125
6	Latrine/Sanitation	1	35	1	40	130	130	3	205	9	20.5	450	150
7	Spring/Bowli/ Tanki	2	90	2.7	41.1	800	400	2	36	1.6	30.6	110	55
8	Passenger shed/	2	110	3.3	29.1	440	220	1	300	13.2	33.3	100	100
9	Drains	1	60	1.8	33.3	220	220	5	245	10.8	27.8	680	136
10	Const. of Buildings/ repairs	3	605	18	38.18	2683	894.3	2	277	12.2	21.7	600	300
11	Const. of Steps	1	30	0.9	40	215	215	0	0	0	0	0	0
12	Kull/Irrigation/ Supply channel	3	80	2.4	40	495	165	1	130	5.74	26.9	400	400
13	Fencing	1	20	0.6	45	150	150	0	0	0	0	0	0
14	Religious Purpose	6	433	12.9	39	1645	274.7	0	0	0	0	0	0
15	Well	0	0	0	0	0	0	6	130	5.74	33.8	681	113
	Total	60	3341	100	37.5	17411	290	50	2261	100	28.8	5856	117

(Contd)

S. NO	Nature of work	District Doda						District Rajouri					
		No. of works	Total cost	% exp. to total cost	% exp. On wages	Man days generated	Mean man days generated	No. of works	Total cost	% exp. to total cost	% exp. On wages	Man days generated	Mean Man days generated
1	Hand Pump	0	0	0	0	0	0	1	27	1.41	55.56	200	200
2	Bund/retaining wall	2	22	2.08	27.27	140	70	0	0	0	0	0	0
3	Bathroom	3	57	5.39	46.15	220	73.3	1	20	1.05	40	180	180
4	Culvert/Crossing	0	0	0	0	0	0	1	22	1.15	68.18	360	360
5	Link/ Tractor Road /Footpath	10	323	30.58	31.57	970	97	17	398	20.83	55.53	3175	187
6	Latrine/Sanitation	0	0	0	0	0	0	2	29	1.52	44.83	370	185
7	Spring/Bowli/Tanki	17	258	24.43	34.5	1406	82.7	11	226	11.83	46.9	1468	133
8	Passenger shed/	0	0	0	0	0	0	3	235	12.3	50.21	1600	533
9	Drains	9	184	17.42	33.15	765	85	0	0	0	0	0	0
10	Const. of Buildings/ repairs	3	118	11.17	25.4	360	120	7	743	38.88	25.17	2353	336
11	Kull/Irrigation/ Supply channel	1	11	1.04	27.24	60	60	2	40	2.09	47.5	240	120
12	Religious Purpose	0	0	0	0	0	0	2	29	1.52	44.83	220	110
13	Well	0	0	0	0	0	0	3	142	7.43	42.25	802	267
14	Other	4	83	7.85	28.9	260	65	0	0	0	0	0	0
	Total	49	1056	100	32.86	4181	85.3	50	1911	100	40.55	10968	219

Table 2.21: District wise number of mandays generated (in lakhs) under EAS/SGRY in Jammu and Kashmir 2000-07								
District	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Total
Srinagar	0.65	1.24	2.52	2.08	1.7	2.59	2.14	12.92
Budgam	1.48	1.63	2.68	1.64	2.17	2.02	1.33	12.95
Anantnag	2.23	2.67	4.33	2.71	4.02	3.05	2.3	21.31
Pulwama	1.34	2.41	1.91	3.44	2.31	2.12	1.44	14.97
Baramulla	3.5	4.77	3.21	3.73	4.94	3.97	4.92	29.04
Kupwara	2.16	3.94	2.86	5.23	4.71	3.41	**	22.31^a
Leh	0.62	1.46	2.16	2.48	1.79	2.35	2.3	13.16
Kargil	0.73	0.91	2.32	1.42	1.73	1.81	0.02	8.94
Jammu	2.676	4.92	5.01	5.23	4.02	4.29	4.96	31.106
Kathua	2.119	4.41	3.88	2.89	3.11	3.62	0.16	20.189
Udhampur	2.33	4.29	5.17	3.63	3.87	3.78	3.33	26.4
Rajouri	1.8	3.89	4.01	4.78	3.5	2.9	2.7	23.58
Poonch	1.1	3.08	3.28	4.49	2.19	2.67	**	16.81 ^a
Doda	3.015	4.55	3.8	4.14	3.67	3.51	**	22.68^a
J&K	25.75	44.17	47.14	47.89	43.73	42.09	25.6	276.37

Table 2.22: Number of BPL families, mandays created and average mandays generated per BPL family under EAS/SGRY in J&K, 2000-2007												
Year	BPL families	mandays generated	man days/BPL family	BPL families	mandays generated	man days/BPL family	BPL families	mandays generated	man days/BPL family	BPL families	mandays generated	man days/BPL family
	Anantnag			Kupwara			Doda			Rajouri		
2000-01	71326	4.459	6.20	38345	318000	8.29	72803	430100	5.91	49472	313000	6.3
2001-02	71326	3.77	5.28	38345	425700	11.1	72803	478000	6.57	49472	346000	7.0
2002-03	71326	4.33	6.07	38345	383000	9.99	72803	380400	5.23	49472	416895	8.4
2003-04	71326	3.42	5.00	38345	458900	11.97	72803	245300	3.37	49472	477600	9.7
2004-05	71326	4.13	5.79	38345	424400	11.07	72803	366900	5.04	49472	320000	6.5
2005-06	71326	3.05	4.27	38345	340700	8.89	72803	351200	4.82	49472	290000	5.9
2006-07	71326	2.1	2.94	38345	**	**	72803	**	**	49472	369000	7.5

**=District under NREGA

Table 2.23: Distribution of beneficiaries of SGRY by socio-economic characteristics in Jammu & Kashmir, 2004

Characteristics	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Occupation										
Labour	14	23	46	92	42	86	45	90	147	70
Skilled worker	5	8	3	6	7	14	5	10	20	10
Farmer	38	63	1	2	0	0	0	0	39	19
Unemployed	3	5	0	0	0	0	0	0	3	1
Type of House										
Pacca	5	8	6	12	2	4	0	0	13	6
Semi pacca	24	40	12	24	36	74	49	98	121	58
Kachcha	31	52	32	64	11	22	0	0	74	35
No house	0	0	0	0	0	0	1	2	1	1
Land holding										
No land	3	5	7	14	17	35	1	2	30	14
1-5 canals	50	83	33	66	24	49	5	10	112	54
6-10 canals	5	8	10	20	5	10	9	18	29	14
10+ canals	2	3	0	0	3	6	35	70	40	19
Annual income										
< Rs.10000	18	30	26	52	41	84	34	68	119	57
Rs.10001-20000	28	45	24	48	7	14	11	22	70	33
Rs.20001-30000	7	12	0	0	0	0	1	2	8	4
Rs.30000+	7	12	0	0	1	2	4	8	12	6
Mean income Rs.	17983		12180		8653		14260		13516	
BPL/APL										
BPL	51	85	44	88	47	96	46	92	188	90
APL	9	15	6	12	2	4	4	8	21	10
Total	60	100	50	100	49	100	50	100	209	100

Table 2.24: Distribution of SGRY beneficiary households by possession of household items in Jammu & Kashmir, 2004.

Household items possessed *	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
No item	28	47	20	40	22	45	26	52	96	46
Pressure cooker	20	33	14	28	21	43	9	18	64	31
Clock/ watch	23	38	9	18	1	2	22	44	55	26
Fan	7	12	2	4	1	2	17	34	27	13
Bicycle	6	10	3	6	3	6	2	4	14	7
Radio	25	42	19	38	18	37	23	46	85	41
Sewing machine	3	5	2	4	0	0	5	10	10	5
TV B/W	12	20	5	10	1	2	5	10	23	11
Gas connection	10	17	4	8	2	4	3	6	19	9
Water pump	1	2	0	0	0	0	0	0	1	1
Total	60	100	50	100	49	100	50	100	209	100

* Multiple Response

Table 2.25: Percent distribution of beneficiaries of SGRY by source of knowledge about EAS/SGRY in Jammu & Kashmir, 2004

Source of knowledge	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
VLW	14	23	6	12	12	25	9	18	41	20
Mate/contractor	46	77	43	86	36	74	41	82	166	79
Panchayat	0	0	1	2	0	0	0	0	1	1
Media	0	0	0	0	1	2	0	0	1	1
Total	60	100	50	100	49	100	50	100	209	100

Table 2.26: Percent distribution of SGRY beneficiaries by number of man days employed in Jammu & Kashmir, 2004

Days employed	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
<10 days	19	32	21	42	10	20	22	44	72	34
11-20 days	31	52	21	42	34	69	25	50	111	53
21-30 days	8	13	5	10	5	10	3	6	21	10
31+ days	2	3	3	6	0	0	0	0	5	2
Total	60	100	50	100	49	100	50	100	209	100
Mean days of employment	17		15		16.7		12.80		15.44	

Table 2.27: Percent distribution of SGRY beneficiaries by wage rate and its adequacy in Jammu & Kashmir, 2004

Response	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Wage rate										
Rs. 60	3	5	5	10	20	41	2	4	30	14
Rs. 61-99	17	28	24	48	8	16	44	88	93	44
Rs. 100	37	62	17	34	14	29	1	2	69	33
Rs. 100+	3	5	4	8	7	14	3	6	17	8
Mean wage rate (Rs.)	97.00		86.00		94.00		84.60		90.70	
Adequacy of wage rate										
Adequate	26	43	42	84	47	96	49	98	164	78
Inadequate	34	57	8	16	2	4	1	2	45	22
Total	60	100	50	100	49	100	50	100	209	100

Table 2.28: Percent distribution of SGRY beneficiaries by total wages and food grains received under SGRY in Jammu & Kashmir, 2004										
Response	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Amount received in cash										
< Rs. 1000	11	18	21	42	17	35	40	80	89	43
Rs. 1000-1999	33	55	20	40	17	35	4	8	74	35
Rs. 2000-2999	11	18	6	12	9	18	3	6	29	14
Rs. 3000+	5	8	3	6	6	12	3	6	17	8
Mean amount received	1698.00		1314.00		1635.90		1114.00		1451.80	
Amount of food grains										
None	36	60	20	40	49	100	42	84	147	70
<100 Kg.	5	8	22	44	0	0	8	16	35	17
100-200 Kgs	10	17	8	16	0	0	0	0	18	9
200+ Kgs	9	15	0	0	0	0	0	0	9	4
Mean (Kgs)	66		71		0		10		38.3	
Total	60	100	50	100	49	100	50	100	209	100
Quality of food grains										
Good	10	42	22	73	0	0	3	38	35	56
Average	14	58	8	27	0	0	4	50	26	42
Poor	0	0	0	0	0	0	1	13	1	2
Total	24	100	30	100	0	0	8	100	62	100

Table 2.29: Percent distribution of SGRY beneficiaries by contribution of EAS wages to total annual income in Jammu & Kashmir, 2004

Percent contribution	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
< 5%	13	22	12	24	1	2	7	14	33	15
5-10%	21	35	16	32	9	18	20	40	66	32
10-15%	9	15	8	16	11	22	13	26	41	20
15-20%	7	12	6	12	11	22	6	12	30	14
20-30%	10	17	8	16	17	35	4	8	39	19
Total	60	100	50	100	49	100	50	100	209	100

Table 2.30: Percent Distribution of SGRY beneficiaries by frequency of wages payment in Jammu & Kashmir, 2004

Periodicity of payment	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
After completion	53	88	4	8	0	0	48	96	105	50
As and when needed	7	12	46	92	49	100	2	4	104	50
Total	60	100	50	100	49	100	50	100	209	100

Table 2.31: Percent distribution of SGRY beneficiaries by their views on the benefit of EAS/SGRY in Jammu & Kashmir, 2004

Nature of benefit	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Get Employment	1	2	36	72	36	74	10	20	83	40
Become economically strong	21	35	10	20	4	8	27	54	62	30
Purchased requirements	2	3	2	4	7	14	5	10	16	8
Become income source	0	0	1	2	1	2	5	10	7	3
Self dependent	0	0	1	2	1	2	3	6	5	2
Saved from debt	1	2	0	0	0	0	0	0	1	1
Partially benefited	35	58	0	0	0	0	0	0	35	17
Total	60	100	50	100	49	100	50	100	209	100

Table 2.32: Percent distribution of SGRY beneficiaries by utilization of amount received under EAS/SGRY in Jammu & Kashmir, 2004

Amount utilized for	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Daily necessities	59	98	45	90	35	71	36	72	175	84
Construction	0	0	4	8	14	29	5	10	23	11
Schooling	1	2	1	2	0	0	2	4	4	2
Health	0	0	0	0	0	0	3	6	3	1
To pay debt	0	0	0	0	0	0	4	8	4	2
Total	60	100	50	100	49	100	50	100	209	100

Table 2.33: Percent distribution of SGRY beneficiaries by type of people benefited by EAS/SGRY in Jammu & Kashmir, 2004

People benefited	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
All	25	42	4	8	33	67	34	68	96	46
Others	0	0	2	4	1	2	1	2	4	2
Poor	0	0	42	84	15	31	15	30	72	34
BPL	8	13	0	0	0	0	0	0	8	4
Backward classes	27	45	2	4	0	0	0	0	29	14
Total	60	100	50	100	49	100	50	100	209	100

Table 2.34: Percent distribution of SGRY beneficiaries by needs of the villages in Jammu & Kashmir, 2004

Need of work/Needs of villages	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Need of work										
Yes	60	100	42	84	39	80	50	100	191	91
NO	0	0	8	16	10	20	0	0	18	9
Other needs of village*										
Link road	0	0	12	24	6	12	8	16	26	12
Irrigation	10	17	8	16	10	20	5	10	33	16
Other	0	0	0	0	1	2	3	6	4	2
Drinking Water	20	33	5	10	3	6	6	12	34	16
AWC Building	7	12	5	10	2	4	5	10	19	9
Roads	5	8	1	2	5	10	4	8	15	7
Bath rooms	1	2	7	14	9	18	3	6	20	10
Play ground	5	8	3	6	3	6	5	10	16	8
School building	7	12	1	2	5	10	6	12	19	9
Passenger shed	5	8	7	14	3	6	4	8	19	9
Foot bridge	0	0	1	2	2	4	1	2	4	2
Total	60	100	50	100	49	100	50	100	209	100

*. Multiple responses

Table 2.35: Percent distribution of SGRY beneficiaries by quality of material used and the condition of the assets created under EAS/SGRY in Jammu & Kashmir, 2004

Quality of material/quality of asset	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Quality of material										
Good	60	100	45	90	48	98	43	86	196	94
Average	0	0	0	0	0	0	4	8	4	2
Bad	0	0	5	10	1	2	3	6	9	4
Conditions of asset										
Satisfactory	1	2	44	88	48	98	43	86	136	65
Unsatisfactory	59	98	6	12	1	2	7	14	73	35
Total	60	100	50	100	49	100	50	100	209	100

Table 2.36: Percent distribution of SGRY beneficiaries by the provision of facilities at the work site in Jammu & Kashmir, 2004

Facility available	District								Total	
	Anantnag		Kupwara		Doda		Rajouri			
	No	%	No	%	No	%	No	%	No	%
Drinking water										
Yes	60	100	24	48	19	39	50	100	153	73
No	0	0	26	52	30	61	0	0	56	27
Toilet										
Yes	1	2	5	10	3	6	0	0	9	4
No	59	98	45	90	46	94	50	100	200	96
Rest shed										
Yes	60	100	2	4	4	8	0	0	66	32
No	0	0	48	96	45	92	50	100	143	68
Total	60	100	50	100	49	100	50	100	209	100