

## **Impact of Multi-Sectoral Development Programme on Social Sector: Evidence and Lessons from Minority Concentration District of Leh, Jammu & Kashmir**

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**Abstract:** An attempt has been made to analyze how Multi-Sectoral Development Programme (MsDP) helped in tackling social exclusion of minority community of Buddhist in Leh district of Jammu & Kashmir by selecting 222 beneficiaries and 33 non-beneficiaries households from 13 villages and 2 urban localities of Leh city. A total of 10 focus group discussions (FGDs) were also conducted. The study reveals that there are complexities underpinning the processes of social exclusion. Inclusion is not just about “reaching” excluded groups with material resources, but addressing the behaviours and social norms that perpetuate discrimination. Equity strategies should ensure that inclusive processes are built into interventions to make use of resources available to them, and to demand the services and resources to which they are entitled. Therefore, a more *inclusive* approach to equity is called for. Inclusive equity is essential for social change and disparity reduction.

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### **I. INTRODUCTION**

Social exclusion and inclusion have been popularized in development and social policy in response to the social and economic crises and the fear of social disintegration (Jackson, 1999). Social exclusion is mostly directed toward minorities (the poor, immigrants) in developed countries, while in developing countries it occurs to the majority at the bottom of the social pyramid (Sen, 2000; Saith, 2001). According to Silver (1996), De Haan (1999), Sen (2000), Peace (1999), Jackson (1999), and Room (1999), 'social exclusion' is used to describe a wide range of phenomena and processes related to poverty, deprivation and disadvantage. Poverty is an outcome due to lack of resources but disadvantage is multi-dimensional considering all aspects of a person's life (Townsend, 1979). Deprivation focused on the lack of certain essentials such as food, housing, mobility or services (Berghman, 1995). Burchardt *et al.* (1999: 230) offer a more restricted definition of social exclusion: 'An individual is socially excluded if (a) he or she is geographically resident in a society and (b) he or she does not participate in the normal activities of citizens in that society'.

Social exclusion and inclusion is as overlapping spheres of integration and used broadly in a policy context, which encompass poverty, deprivation, low educational qualifications, labour market disadvantage, joblessness, poor health, poor housing or homelessness, illiteracy and innumeracy, precariousness, and incapacity to participate in society. According to Parkinson (1998: 1), social exclusion is a lack of 'social capital'. Developing social capital is being incorporated into policies and programmes to address social exclusion. Social capital is an 'antidote' to social exclusion through linking the extent and strength of community networks, the degree of community and civic participation and norms of trust and reciprocity with good health (Gillies, 1997; Kawachi *et al.*, 1997; Campbell *et al.*, 1999), effective and responsive public services and strong political institutions (Boix and Posner, 1998) and local economic development and economic prosperity (Putnam, 1993; Wilson, 1997). Thus, developing social capital can create the conditions to address other aspects of social exclusion by devoting resources to community development (Corrigan and King, 1999).

A social inclusion framework focuses on the need to remove barriers to equal participation. A socially inclusive society develops the talents and capacities of all members, promotes inclusive participation in all walks of life, actively combats individual and systemic discrimination, and provides valued recognition to groups such as ethno-racial communities. A socially inclusive society is therefore one which cultivates the skills and abilities of its citizens and communities, and works towards a goal of equal opportunity and freedom from discrimination. Overall, exclusion is 'bad' and inclusion is 'desirable'. Therefore, there is need to find ways to include the excluded (Loury, 1999; Jackson 1999). With above backdrop, an attempt has been made to analyze how Multi-Sectoral Development Programme (MsDP) helped in the tackling social exclusion of minority community of Buddhist in Minority Concentration District (MCD) of Leh in Jammu & Kashmir State.

## **II. OBJECTIVES AND METHODOLOGY**

The main objectives of the study on the implementation of MsDP in MCD of Leh are to assess whether the asset created and the service rendered by the facility created has improved the quality of service to the minority communities in particular and the public in general; to assess whether the availability of the facility has improved the accessibility of the facility created to the public and the level of awareness among the community about the programme, in particular the goals and objectives of the programme and to suggest modifications in MsDP to improve it.

The study of MsDP programme has been confined to MCD of Leh in Jammu and Kashmir State and covered respondents from rural and urban areas under the programme. The precaution has been taken to select villages and locations having fair representation of the rural and minority's population from selected blocks of the district. In order to obtain the required data and information from the targeted sample respondents a structured questionnaire has been canvassed.

In the State of Jammu and Kashmir, Leh district is the only MCD and therefore it has been selected for the study of MsDP programme. The sample villages have been selected as those wherein some physical works have been taken under the projects sanctioned in the district. On the basis of this information and with the help of local administration, four blocks have been selected in the present study instead of two blocks suggested by the Ministry of Minority Affairs. This variation was due to the fact that less number of projects has been selected in the district due to varied reasons such as topography, remoteness, harsh winter climatic conditions, closure of National Highway from November to April, non-availability of local as well as outside skilled labour, non-release of timely funds due to non-submission of utilisation certificate, etc. Therefore, to enlarge the scope of the study, four blocks instead of two blocks have been taken as the sample area of the study. The blocks have been selected using two criterions: (a) level of minority concentration and (b) high level of execution of projects under MsDP.

To evaluate the impact of the different component of the programme on the household beneficiaries, 10 villages were supposed to be randomly selected from each block from the set of villages where MsDP programmes have been undertaken. Sufficient care has to be taken in selection of villages so as not to miss out any active component programme running in the district. The MsDP programmes are of two types: common beneficiary programmes and individual beneficiary programmes. In individual beneficiary programme, small number of non-beneficiary households has also to be selected. Total number of sample households surveyed in each village shall be 30 and also depend on the number of individual beneficiary programmes operational in the village. The number of non-beneficiary households shall be varying from five to ten and corresponding beneficiary households shall be in the range of 25-30. The distribution of households covered under different programme components within the village shall be proportionately distributed on the basis of utilized amount of different programme component.

During the present study, no individual beneficiary oriented MsDP projects were found operational in the district, and only common beneficiary programmes were undertaken. From the selected blocks, total number of 222 beneficiaries and 33 non-beneficiaries households from 13 villages and 2 urban localities of Leh city have been selected for the collection of primary data and information. From block Durbuk, 73 beneficiary households from three villages were selected and 39 beneficiary and 15 non-beneficiary households were selected from five villages of block Karu. From block Chochut, 35 beneficiaries and 9 non-beneficiaries households were selected from three villages and 46 beneficiaries' households were selected from 3 villages of Leh block. Besides, 29 beneficiaries and 9 non-beneficiaries' households were selected from 2 urban localities of Leh city covered under the MsDP projects. A total of 10 focus group discussions (FGDs) were also conducted in 9 villages (8 beneficiary villages and one non-beneficiary village) and one urban locality. In each of the FGDs, 3-17 participants were mobilised and recruited to ascertain their perceptions and reactions regarding MsDP activities being carried out or proposed in their respective villages.

## **III. BRIEF PROFILE OF LEH DISTRICT**

Leh with an area of 45110 Sq. Km is probably the largest district in the country in terms of area. It is situated between 32 degree to 36 degree North Latitude and 75 degree to 80 degree East Longitude. The district is bounded by Pakistan occupied Kashmir in the West and China in the north and eastern part and Lahul Spiti of Himachal Pradesh in South East. It is one of the coldest and most elevated inhabited regions of the world having 112 inhabited and 1 uninhabited villages. Leh experiences wide diurnal and seasonal fluctuations in temperature with -40°C in winter and +35°C in summer. Leh is connected to the main land through two roads namely Leh - Srinagar highway and Leh - Manali road. It is at distance 434 Kms from Srinagar and 474 Kms from Manali. These two roads remains open only during summer months and during the winter it remains closed for more than 7 months due to closure of the passes (Zojila, Rotang Pass, Baralacha, Changla). The only route accessible to Leh during the winter is air. More over in winter months the air services is not frequent as there are too many cancellations of flights due to fog in Delhi and Leh. Life in Leh comes to a stand still in winter months and remains cut off rest of the world.

There is one tehsil: Leh, and six blocks: Leh, Kharu, Nyoma, Durbuk, Nobra, and Khaltsi. Only Leh block supports 40% urban population against 60% population in rural areas, and rest of the blocks are cent per cent rural in character. Leh Hill Development Council (LHDC) was constituted in accordance with the Ladakh Autonomous Hill Development Council Act, 1995. The democratic constitution of the Council has heralded democratic decentralization of planning process with the involvement of people at the grass root level. Owing to the difficult geographical problems, the need for greater public participation in the planning and development process was all the more necessary.

Agriculture is the main source of livelihood in this district as in the rest of the state. Leh has a reporting area of 51358 hectares of which 10585 hectares have been brought under cultivation. The land put to non-agricultural use is high in Leh and Kharu block. Average holding size is 1.38 hectares. The principal crops grown in the district are gram and wheat. Vegetables including potato are also grown in the district. Being mountainous with arctic desert condition and scanty rainfall, irrigation depends on the glaciers, which give birth to number of rivulets. However, efforts are made to bring more barren land under cultivation by constructing irrigation canals on the Indus, Shayok and other tributaries and cent per cent of the cropped area is under irrigation.



**Leh District Map**

Besides agriculture, horticulture is playing a major role in supplementing the income of the farmers and assumed great importance in recent years. The main horticultural productions are apricot and apple, but in some parts of Khaltsi block almond and grapes are also grown. The fruit produced are marketed in Leh town, other places and supplied to defense forces stationed in the region through cooperative marketing societies. The rearing of livestock is a very crucial and core economic activity of the district. It is adopted as a subsidiary occupation by a majority of the rural population. The nomadic population depends exclusively on sheep and goat rearing for their livelihoods and the district is famous for Pashmina wool.

Leh district is an industrially backward district. District Industries Centre (DIC), Leh was established in the year 1978-79 with the objective of promoting small scale, tiny and other business related industries. The district is remote and inaccessible and also lacks basic infrastructure facilities. However, strenuous efforts have been made by DIC to accelerate the pace of industrial development in the district. There were 679 small scale industrial (SSI) units generating employment of 1787 persons in 2007, and of them about 139 SSI units were initiated in 2006-07. Handloom and handicrafts are another important income generating activities in the district. In 2006-07, there were 60 handloom and handicrafts training centres in the district, of them one third were operational in Leh block only. Cooperative societies occupy an important place in the economic life of the people of Leh district and it has help diversify economic activities. Currently, more than two-third of the households are members of cooperative societies. There are 111 cooperative societies in the district of which 69 are primary agricultural credit societies. The cooperative public distribution system control three-fourth of consumer business of essential commodities and marketing of agricultural produce and cent per cent fertilizer distribution.

The generation and distribution of power continues to be one of the most problematic areas with respect to development in the district. The major source of power in the district is Stakna Hydel Project. Due to various reasons, it only generates power for approximately for 7 months a year. Besides, Solar and diesel energy are also used for electrification. It is significant to note that cent per cent villages are electrified in the district. Leh District is connected to the Block Headquarter by roads, through a network of roads. The average distance of the block headquarter from Leh is 180 Kms. Bus services and other means of communication is very poor. Boarder roads organization (BRO) maintains most of the highway connecting the block headquarters and public works department (PWD) maintains a road length of 1060 Kms. As some of the roads to the block headquarter passes through the world highest motor-able roads, it is frequently closed due to the avalanches and snowfall in the passes. Durbuk block and Nubra block remains closed in winter months due to closure of the Khardongla

and the Changla Passes. Besides PWD, the BRO (project Himank) has also constructed and maintained a huge chunk of road network in the district. There are 16 bank branches of various banks in the district. All the blocks of the district have banking facilities except Kharu, and Leh block has half of them.

#### **IV. MULTI-SECTORAL DEVELOPMENT PROGRAMME (MSDP)**

MsDP for MCDs is now a flagship programme of the Government of India. The progress of implementation of MsDP is reviewed on quarterly basis. State Governments/UT Administrations have to implement the programme properly as per the guidelines. The programme also have been reviewed and monitored regularly and closely. State Government has to ensure non-delay in the sanction and release of funds, both Centre and State share (wherever applicable), to the districts and by the districts to the implementing agency.

MsDP has been designed to address the 'development deficits' of MCDs identified through the baseline survey, which also ranked deficits in order of the extent of deprivation in the district. MsDP submitted by the State Government was expected to address the identified development deficits in the order of priority ranked by the baseline survey. This was intended to ensure that the various MsD programme interventions would result in the improvement of the backwardness parameters of a MCD and bring the relevant parameter at par with the national averages. The fact that these districts were not just MCDs, having a substantial minority population, but were also districts comprising of other communities who suffer from the same backwardness and deprivation, should not be lost sight of. Large presence of minorities may have resulted in the identification of such districts for appropriate developmental intervention, but the scheme, while giving priority to villages/areas having a substantial minority population, was intended to benefit the district as a whole as it is a special area development programme. Improving the relevant backwardness indices upto national averages was the primary mandate of the scheme for social inclusion.

MsDP envisages providing additional resources to various existing Centrally Sponsored Schemes (CSS) which were already addressing national concerns with time-tested guidelines and implementation mechanism especially those included in the Prime Minister's New 15 Point Programme for the Welfare of Minorities, for saturating them in MCDs. The States/UTs were advised to ensure that topping up Centrally Sponsored Schemes (CSS), wherever appropriate, could be proposed in the MsD plan. These established schemes could be implemented with ease without setting up new structures for implementing them, however, the deviations from the existing guidelines of CSS were not permitted under the MsDP.

The fund given for supplementing the resources for CSS under MsDP was to be treated as additional resources. The existing level of resources allocated under various CSS to the district was not to be reduced. To prevent diversion of funds from MCDs, the flow of fund to the district concerned in the previous year would be taken as a benchmark. The basic needs such as primary and secondary education, skill development, safe drinking water, housing etc. were addressed first. The responsibility for eliminating duplication of work and avoiding double counting of a scheme under two funding sources vested with both the district authority and the State Government. MsDP accounts were supposed to be maintained separately and the Ministry of Minority Affairs must be informed of assets created in respect of CSS topped up under MsDP. MsDP was required to display of a board containing information of the date of sanction of the project, likely date of completion, estimated cost of the project, source of funding i.e. MsDP (Government of India), contractor(s) name and the physical target was pointed out. The State Government was advised to put up a permanent display on completion of each project.

The Deputy Commissioner/District officers concerned of the MCD of Leh in the State of Jammu and Kashmir has made MsD Plan and subsequently the clarifications and confirmation of the status and fulfillment of conditions of the guidelines was taken from the representative of Government of Jammu & Kashmir. Accordingly, the projects under MsDP were approved for implementation in the district Leh. The district is rural in character as 75.5% of the population lives in rural areas. Total minorities population was 91.80%. Leh (Ladakh) was a category 'B2' district i.e., it has basic amenities parameters below the national average. An amount of Rs 1500.00 lakh has been allocated for Leh (Ladakh) District.

#### **V. FINANCIAL AND PHYSICAL ACHIEVEMENTS OF MSDP**

Under the MsDP, the projects in ICDS, PHE, Health and Education sectors were planned and implemented for a total of Rs. 1123.13 lacs, for which funds amounting Rs. 593.37 lacs were released as first installment and Rs. 446.02 lacs were utilized for different physical works. The details of financial and physical achievement are discussed in the following paragraphs.

**i) ICDS Projects under MsDP**

Under the ICDS, 40 Anganwari Centres (AWCs) were proposed to be constructed for which Rs. 88 lacs have been released as first installment and Rs. 87.97 lacs were utilised ending March 2011, for which 11, 7, 6, 6, 5 and 5 AWCs were planned for construction in blocks of Leh, Khaltsi, Nobra, Nyoma, Durbuk, and Kharu respectively. Most of the construction of AWCs was near completion and some of them have been handed over, for the use of beneficiaries and were functioning successfully. The local contractors have over spent the money to complete the construction work and were pressing hard for release of balance amount due to them. Later, with the release of the second installment, the financial hardships faced by the local contractors must have been over, and the steps for completion of the uncompleted AWCs must have been taken up. However, it is pertinent to mention that the due to very harsh winter and related difficulties, the construction work is restricted to summer months only with beginning April-May till October-November.

**ii) PHE Projects under MsDP in Leh**

Under the PHE sector, the projects with total cost of Rs. 530.51 lacs were proposed, for which Rs. 238.72 lacs were released as first installment and of which the expenditure ending March 2011 was Rs. 120.87 lacs. The second installment of similar amount has also been released by the end of the year 2011. The Water Supply Scheme (WSS) in 6 slipped back habitations were planned in Nay, Khera Pulu, Pholonglay Tangtse, Sharmos, Merak, and Sumdho with a total cost of Rs. 244.51 lacs and for this Rs. 110.02 lacs of funds as first installment and Rs. 48.73 lacs were utilised ending March 2011. In terms of physical achievement, pipes were procured for the proposed WSS in all the habitations. Besides, 60 hand pumps were also proposed to be installed in these habitations at the total cost of Rs. 120.00 lacs, of which Rs. 54 lacs of funds were released as first installment and the same was utilized fully ending March 2011. With the utilized funds, 21 hand pumps were bored and installed. A total of 4 solar submersible pumps were also planned in habitations with total cost of Rs. 64 lacs, for which a fund of Rs. 28.00 lacs were released as first installment and a small proportion of this (Rs. 3.77 lacs) was utilized ending March 2011.

Under the scheme of installation of 0.50 and 1.80 Kw solar submersible pumps, with a total cost of Rs. 34.00 lacs four such solar submersible pumps were planned for the Leh district at residential schools in Khaltsi, Kargaim Sato, Nyoma, and Tsogstot, for which Rs. 15.30 lacs were released as first installment and only Rs. 2.25 lacs were utilized. In terms of physical achievement, bore has been allotted and allotment of solar submersible pump set is under process. With the release of second installment, further progress in physical performance is possible, which is also constraint due to difficult weather conditions. Similarly, eight number of 0.50 and 1.80 Kw solar submersible pumps, with a total cost of Rs. 68.00 lacs were planned for the Leh district at health institutions of CHC Skurbuchan, SNM Hospital Leh, PHC Tangtse, PHC Nyoma, PHC Chuchot Shamma, PHC Panamic, and Allopathic Dispensaries of Hanu and Korzok, for which Rs. 30.60 lacs were released as first installment and only Rs. 12.12 lacs were utilized. In terms of physical achievement, bore has been allotted and allotment of solar submersible pump set is under process.

**iii) Education Projects under MsDP in Leh**

The projects in education sector were the major activities planned at the total cost of Rs. 592.62 lacs under MsDP in Leh district for which Rs. 266.65 lacs were released as first installment, of which Rs. 237.18 lacs were utilized ending March 2011. As in first installment, almost similar amount of funds have also been released as second installment in December 2011 to successfully complete the planned projects in education sector.

The construction of 15 Solarised Additional Class Rooms (ACRs) of the size of 18ft x 15ft per class room were planned at Residential Schools of Tharuk (7 Nos.), Sato (3 Nos.) and Chushul (5 Nos.) with total cost of Rs. 98.52 lacs, for which Rs. 44.33 lacs of funds were released as first installment and Rs. 44.26 were utilized. In most of the cases, the construction work was completed, except finishing, for want of funds on account of release of second installment, which was released in December 2011 and due to extreme cold weather conditions in winter up to April, the uncompleted works can be taken up only after April 2012.

A total of 17 dormitories with wooden flooring with the dimension of 18ft x 24 ft were planned in residential hostels of Leh for 50 students, and Wanla, Tsogstot Nobra, Kargiam Sato and Liksey for 20 students each, and Chushul for 40 students with a total cost of Rs. 178.67 lacs, for which Rs. 80.40 lacs were released as first installment and Rs. 72.36 lacs were utilized ending March 2011. In terms of physical performance, varied level of achievements have been reported and in most of the cases the construction work is in progress and in some cases the construction work was halted for want of release of funds due on account of second installment, which was released in December 2011, and accordingly uncompleted construction work will be carried out.

With total cost of Rs. Rs. 30.63 lacs, 3 dining halls with provision of wooden flooring were planned in residential hostels of Kargiam Sato, Leh and Chushul at the cost of Rs. 10.21 lacs, for which Rs. 13.78 lacs were released as first installment and Rs. 11.28 lacs were utilized ending March 2011. The physical work of each

dinning hall was in progress and completed up to plinth or lintel level, for want of additional funds due on account of second installment, which were released in December 2011, and accordingly uncompleted construction work will be carried out.

A total of 48 solarised bath rooms in 11 residential hostels were planned with total cost of Rs. 72.00 lacs, for which Rs. 32.40 lacs were released as first installment of which Rs. 28.94 lacs were utilized ending March 2011. In physical terms, varied amount of work has been undertaken and in most of the cases, construction work has been in progress, which will be completed in due course of time, for which the needed funds have also been released as second installment in December 2011.

Three solarised kitchen for residential hostels at Leh, Tsogstot, and Chushul were planned with total cost of Rs. 12.24 lacs, for which Rs. 5.50 lacs were released as first installment of which Rs. 3.77 lacs were utilized ending March 2011. In residential school Leh, Tsogstot, and Chushul the kitchen buildings were completed respectively up to plinth level, building raised up to lintel level, and work in progress. The funds due as second installment were released in December 2011, which will be used for completion of pending construction work.

Under MsDP, 31 toilets were also proposed to be constructed with total cost of Rs. 56.50 lacs, for which Rs. 25.42 lacs were released as first installment and Rs. 16.05 lacs were utilized ending March 2011. The construction work in most of the cases was at various phases and in progress, which will be completed in due course of time after the receipt of the second installment in December 2011. Lastly, 7 residential accommodation for wardens of the hostels consisting of one bed room of 12ft x 12ft, one kitchen of 6ft x 9 ft, one store of 8ft x 10ft and a bath room of 6ft x 9ft were planned with total cost of Rs. 56.49 lacs, for which Rs. 25.42 lacs were released as first installment of which Rs. 23.06 lacs were utilized ending March 2011. In Chushul, the construction work was completed except finishing, whereas in Wanla and Khaltsi, only materials were booked, in Tsogstot Nobra and Leh the buildings were raised up to plinth level, and in Nyoma and Deskit Nobra, the buildings were raised up to lintel level. The uncompleted works will be completed soon, as the funds due as second installment has also been released.

## **VI. IMPACT OF MSDP AT VILLAGE LEVEL**

Nearly 93% of the sample villages were electrified and 21.4% of these villages had also access to alternative sources of power in the form of solar energy. The Rajiv Gandhi Rural Electrification Mission (RGREM), which targets universalisation of electricity connection to the rural households by the end of 2009 needs to be strengthened so that non-electrified villages with have electricity facilities. It is significant to note that 100 per cent households in 11 sample villages were electricity and in two villages more than 96% of the households were electrified and in only one village called Basgo, nearly 50% of households were electrified.

Ironically, the electricity availability in terms of number of hours, is very dismal situation has been reported in eight villages wherein the power supply was only in the range of 1 hour to 6 hours a day. In two of the villages, the power supply was up to 8 hours a day, and in rest of the three villages, the power supply was available up to 12 hours a day (see table 3.2). Thus, the majority of the villages with electricity facility are not supplied adequate power, which needs to be improved through alternative sources of solar power, as these villages have high potential for development of this renewable energy.

In nearly 71.4% of the villages, the primary source of drinking water was private hand pump followed by river/spring water in 21.4% of the villages and piped water facility was available in only 7.1% of the sample villages. Therefore, 78.6% of the villages have alternative sources of drinking water such as river/spring water (57.1%) followed by pond/tank (14.3%) and piped water (7.1%). Nearly 21.4% of the villages have no alternate source of drinking water except the primary source of drinking water. It is significant to note that 71.4% of the villages have no problem with quality of drinking water, which is mainly due to the fact that there are lesser industrial and transport activities as well as density of the population is also very less. However, Nearly 14% of the villages were suffering from the problem of arsenic and 7% each were suffering from excess iron content in drinking water and turbidity, which needs attention of public health engineering department.

About 93% of villages have non-sanitary households' toilet facility and 7.1% of the villages have no household toilet facility and villagers were defecating in the open, which is totally unhygienic. The condition of the drainage is also reporteded unsatisfactory, as 93% of the villages have no proper drainage system and 7.1% of the villages have open kutchra drainage system. Nearly 71% of the villages have paved approach road and rest of them have sand gravel approach road. All this makes it clear that the scheme like Total Sanitation Campaign (TSC), a Centre sponsored scheme, aiming at universalisation of sanitation facilities is running quite unsuccessfully in the district and the major gaps which remains need to be filled in through concerted efforts. The different types of village organizations were found existing in the sample villages. The village library and cultural organization were found in all of the sample villages, followed by self-help group (SHG) (93%), religious organization (79%), youth club (29%), voluntary organization (21%), cooperative (14%) and farmer's organization (7%). Besides religious, cultural, literary, development and voluntary organizations, various

governmental programmes were found operational in the sample villages, which includes MsDP and IWDP (92.9%), IAY, SSA and ARWSP (85.7% each), followed by MGNREGA (78.6%), RGGVY, TSC, and NSAP (57%), and AIBP, JSY, NRHM, and PMGSY (28.6%). It is pertinent to mention that the MsDP is a new programme in the district and operational since last two years only and has significant presence in villages of Leh.

The data related to operational and awareness aspects of programmes of Ministry of Minority Affairs reveal that MsDP is operational in 92.9% of the sample villages besides the scheme of Merit-cum-means Scholarship in 7.1% of the villages. The other schemes of the Ministry are not operational in the sample villages; however, villagers were aware of these schemes though their proportion is not significant. It is needed to make these programmes more widespread through concerted awareness campaigns using visual and print media.

The villagers were asked to reveal their perceptions about the overall village conditions since operation of MsDP in sample villages. Significant proportion of the villages have seen improvement if overall village condition including sanitation, access to drinking water, education, and connectivity (71.4% each). Health care accessibility has improved in 78.6% of the villages. Besides agricultural productivity, work availability, and wage rate were perceived to improve in 57.1% of the villages. However, availability of work and housing condition has perceived to be deteriorated in 14.3% of the villages. Similarly, irrigation facility, wage rate, and sanitation has declined in 7.1% of the villages, which needs to be corrected at earliest so that livelihood conditions and opportunities are provided to the villagers on sustainable basis.

## **VII. IMPACT OF MSDP AT HOUSEHOLD LEVEL**

It has been clarified earlier that none of the individual beneficiary oriented projects were taken under the MsDP in villages of Leh. However, the community oriented beneficiary projects have helped in improving the livelihoods of the individual beneficiary households also. In this evaluation and impact study, 134 such households were included in the sample, however, 14 households were indifferent to most of the responses to the questions asked in the survey. Therefore, the analysis that follows is confined to 120 beneficiary households. More than half of the beneficiary were got selected as beneficiary with the active help and support of members of Hill Development Council, followed by panchayat representative (29.2%), and Gram Sabha (15.8%). Only 1.7% of the beneficiaries were selected on behest of MLA/MP.

In majority of the beneficiaries, hand pump facility was provided and in 8.3% of beneficiary households, piped water facility was provided under MsDP. Those of the beneficiaries who were provided hand pump facility have been facilitated by the members of Hill Development Council followed by panchayat representative, and Gram Sabha. These facilities provided under MsDP were located within half km (53.3%), followed by household premises (39.2%), and up to 1.5 km and used mainly by 96% of the beneficiary families. The existence of village water and sanitation committees were reported in very small proportion of the villages, and water of the installed facility was tested in only 13.2% of the cases and display boards were existing in just 3.3% of the cases. There is urgent need to follow the guidelines of the scheme in letter and spirit. The VWSC needs to be formed and operationalised in each of the village where drinking water facilities were created under MsDP. The members of the MsDP should be trained in all operational aspects of the facilities created including water testing. The display boards should also be installed as required under the guidelines of the scheme

Only 99 beneficiaries responded to the question on the time lag between actual work and sanction. In 43.4% of the cases, the time lag between actual work and sanction was more the 7 days, followed by 7-15 days in 38.4% cases, and more than 30 days in 13% of the cases. Thus, there is need to reduce the gap between the time lag in actual work and its sanction. The data related to monitoring, supervision and maintenance of work reveals that the government officials were visited 74% of the facility created under MsDP. The officials of the PHED have supervised the installation work and maintained the facilities in 91% of cases, and 11% of beneficiaries have incurred expenditure to maintain the drinking water facilities created under MsDP. Nearly 65% of the beneficiaries reported water sufficiency in their households after the operationalization of the scheme under MsDP and 76% and 22% of them perceived the quality of the water as good and very good. Nearly 64% of the beneficiaries were satisfied with the facilities provided under MsDP and for 66% of them, the facilities were very useful and for 34% of the beneficiaries, the drinking water facilities provided were somewhat useful to them and in case of 85% of the beneficiaries, the accessibility to drinking water has improved. It is ironical to note that the awareness of MsDP programme was very low among the sample households (2%) against more than 92.9% and 35.7% regarding knowledge of operation and awareness of MsDP respectively at village level. The low level of awareness of MsDP among beneficiaries was due to two reasons, first, the programme is very new in the villages of the district and operational since last two years only and mainly community oriented, and second no display boards were installed at construction/facility sites, which is mandatory under the guidelines of the programme and need to be adhered to in letter and spirit by the concerned implementing agencies at district level.

### **VIII. RESULTS OF FOCUS GROUP DISCUSSIONS**

A total of 10 focus group discussions (FGDs) were conducted in 9 villages (8 beneficiary villages and one non-beneficiary village) and one urban locality of Leh district and in each of the FGD, 3 to 17 participants were mobilised and recruited to ascertain their perceptions and reactions regarding functioning of MsDP in their respective villages. The social composition of the sample communities in villages and urban wards reveals that the minority community is the dominant community. The rural minority population was living the sample villages since Independence, whereas in urban localities they were the new settlers and their population had grown over the period with the process of rural-urban migration for tapping economic opportunities at district headquarter. The quality of the assets created under MsDP was perceived to be as good and very good. It is interesting to note that none of them perceived the quality of the assets as not good or at acceptable level. In case of AWCs in Tagar, Zamchung, Basgo, and Pheyang, the quality of assets created were perceived to be very good to the tune of 73%, 70%, 100%, and 50% of the participants of FGDs. In Leh block, 57.15% and 71.13% of the participants respectively perceived the quality of the Panchayat Ghar and community hall as very good. In Durbuk block, the quality of the Residential School Thoruk and Centralised Residential School Satho were perceived to be good by 75% and 58.8% of the participants respectively. The quality of the community assets namely Hand Pump at Karu was perceived to be good by all the participants of FGD. Thus, one can infer that the quality of the assets created under MsDP was satisfactory and termed as good or very good by the users and the community in respective blocks of district Leh.

Nearly 58% of the participants reveal that with the provisioning of the Centralised Residential School Satho under MsDP, the availability of staff/service provider was substantially improved. In case of AWCs, 30.77%, 42.86%, 100% and 50% of the FGD participants reveal substantial improvement in availability of staff/service provider in Tagar, Zamchung, Basgo and Pheyang respectively. In Leh block, 57.14% and 71.43% of the FGD participants perceived substantial improvement in availability of the staff/service provider for Panchayat Ghar and community hall. In case of the community assets of hand pump for water supply, there was marginal improvement in availability of staff/service provider. Ironically, 50% and 17.64% of the participants in block Durbuk perceived no change in availability of staff/service provider for assets – Residential School Thoruk and Centralised Residential School Satho, which needs close attention of the implementing agencies for better and improved performance of the MsDP.

The level of awareness of the projects under MsDP was reportedly very high among the participants in case of the community assets of the Residential School Thoruk and the Centralised Residential School Satho in block Durbuk and AWC Pheyang. However, in case of AWC Tagar, Zamchung and Pheyang, the level of awareness was reportedly low in case of 69.3%, 57.14% and 75% of the participants. Likewise in case of Panchayat Ghar and community hall in Leh block, the level of awareness was reportedly low at 57.14% and 71.43% respectively. In case of hand pump also, the awareness level was low as perceived by 66.7% of the participants. On the whole, the awareness of the MsDP programme was ranging from 25% to 100% of the participants in most of the sample villages where FGDs took place. The information regarding MsDP projects and assets created was provided to local population by the contractors, politician and government department responsible for implementing the projects. In most of the villages, no publicity of the MsDP projects was undertaken, except village Satho in Durbuk block by the government department. Those who were aware of the programme include mainly educated males from minority community engaged in agriculture as their main occupation. In Durbuk block, the MsDP activities undertaken includes improvement of infrastructure of residential schools and the quality of the activity undertaken was perceived to be good and highly relevant. Besides, construction of new Anganwari Centres (AWCs), Community hall, and improvement in infrastructure of health centres and residential schools and hostels including toilet facilities, sanitation, dinning halls, dormitories etc have also been undertaken. In all these cases, the quality of the works was rated as good and highly relevant.

The participants in FGDs suggested certain changes and or addition to be made to the existing facilities provided to improve its quality, relevance and impact, which differ as per the activities undertaken. For example, the participants from remote village Thoruk in Durbuk block asked for need of centralised heating systems and village Satho enclosed for better drinking water facility and centralised heating system in residential schools. They also suggested for better and more hostel accommodation for the poor students of the very backward areas of the district. In their opinion, the created assets under MsDP were of durable assets and highly useful for the community. In most of the AWCs, the boundary balls were not constructed and these centres were also not provided with heating systems, which needs to be provided, as the children will be more secured with proper boundary balls and with proper heating system they will be more comfortable during severe winter. The community has also desired for primary school, skill development centre and electricity facility in village Sharmos in Karu block as the village was denied of the facilities. In Chuchot Zamchung, besides boundary ball, the community also desired solar lighting system at AWC. The demand of health centre and drinking water facility is also high in these villages, as there is insufficient availability or non-existence of the



facilities in these villages. They have asked for these alternatives with the perceptions that provisioning of these facilities will improve their livelihood opportunities. The facilities created under MsDP were highly useful for the villagers and impacted their livelihoods by improving educational infrastructure, nutrition, child development, provisioning of drinking water, etc. The community participation has also improved and all these projects were located in minority concentrated areas. The assets created were reported in minority concentration areas and were accessible to minority community universally. However, the display boards were not installed in majority of the projects, except Residential schools and accommodation in villages of Thruk and Satho in Durbuk block, which needs to be rectified as this is required under the policy guidelines of MsDP. The participants have also offered vital suggestions for improvement in available and provided infrastructure such as play ground, library and laboratory facility in residential school of Thoruk in Durbuk block. More hostel accommodation was required in residential school of Satho. The participants from block Karu suggested for improved water supply, education and skill development programme. In Chuchot block, the participants suggested to provide health centre and drinking water facilities. Similarly, the participants from block Leh suggested to provide health centre, irrigation, drinking water, AWC and improved public transport services in their villages. In the FGD in Buddhist dominated Liker village, the participants reveal that they were not aware of MsDP. The school teacher informed them about the construction of AWC with solarised heating system. The participants perceived the quality of AWC as good and the maintenance of the asset was done by the Gram Sabha and Panchayat. The display board of the asset was not installed. The AWC was catering to the nutritional need of 4 home take mothers (2 nursing mothers and 2 pregnant women), 9 children in the age group of 0-6 years and 19 adolescent girls. Besides nutritional supplement, pre-school education, motor development and cognitive development skills were also imparted. The nutritional status of the participants has improved significantly. In AWC of Buddhist dominated village Basgo, there were 21 children in the age group of 2-6 years, 4 adolescent girls and one nursing mother. Besides nutrition, children games were also played. The children of labour migrants from Bihar, Orrisa, Doda and Nepal also enrolled in the AWC. The nutritional supplements were provided as per the menu of the ICDS. The procurement of the food materials was done by the workers of AWC themselves, sometimes on monthly basis and sometimes once in three month. The participants of FGD suggested renovation of class rooms of the school in village Basgo, which were damaged due to flood. The lack of heating facility in AWC was also needed to be removed. Half of the village has uncertain electric supply, whereas the local power generation in village Basgo was being supplied to other nearby villages such as Liker and Ney. Both the Buddhist and the Muslim resides in the village Pheyang. AWC Pheyang enrolled 14 children in age group of 3-6 years, 3 nursing mothers, and 2 pregnant mothers. There was no boundary wall and playground facility in AWC. The participants suggested provisioning of LPG connected heating system in AWC in winter season. Some of the participants of FGD were aware of the MsDP from television. The quality of the AWC building was perceived as good. The villagers demand construction of staff quarters for school teachers in the village, as most of them were non-local. Toilet facility for girls in the school was also required on priority. The participants were also demanding the provision of playground facility in the village. Besides, skill development programmes were needed for women for self-employment on self-help group basis. The village was facing acute shortage of water, which was suggested to be met through improved tanker services. Both the Buddhist and Muslim resides in village Zamchung, however, Buddhist were dominant social group. The participants in FGD were not aware of MsDP. AWC has enrolled 10 children in the age group of less than 6 years, 3 nursing mothers and 5 pregnant mothers and meeting their nutritional supplements and other needs. The quality of the AWC was perceived to be good and they were satisfied with AWC services. They suggested provisioning of water supply through hand pump and playground facility to AWC. The link road to the village was also needed to be made metallic. In order to reduce the flood havoc from river Indus, the villagers were suggesting the construction of wall using crates along the stream. They were also needed an animal husbandry centre in the village.

In the Residential School Thoruk, all the beneficiaries were Buddhist. The total strength of the school was 270 students (higher secondary school: 153 students and middle school: 117 students). The students from across the Durbuk block up to 120 km were residing in the hostel. On average 7 students were accommodated in each room. The hostel building was under construction and the work was assigned to the PWD. The participants of FGD were not aware of MsDP. They perceived that the quality of building as good, however revealed that cemented building is not more useful in winter when temperature reaches minus 22 degree and above. They instead suggested use of wooden walls and flooring besides installation of solarised heating system using double pane system used locally. The quality of teaching has been perceived to be improved recently. The participants were suggesting the provisioning of separate building for library and laboratory. Separate toilet facilities for male and female staff were also needed. Recreational facilities such as indoor basketball and other indoor games facilities were needed for residents of the hostel. There was also demand for separate accommodation for male and female wardens and the fencing of the hostel for separate boys and girls section.

## IX. CONCLUSIONS

There are complexities underpinning the processes of social exclusion. It manifest in adverse human development outcomes for socially excluded groups. Disparities between social groups are important to promote 'inclusion by design'. Attention to diverse causal factors – economic, political, social is necessary to address all aspects simultaneously. Inclusion is not just about “reaching” excluded groups with material resources, but addressing the behaviours and social norms that perpetuate discrimination. Equity refers to a strategic approach to ensure redistribution of resources. Equity strategies should ensure that inclusive processes are built into interventions to make use of resources available to them, and to demand the services and resources to which they are entitled. Some equity strategies may result in creating parallel services for specific groups in addition to those that are accessed by non excluded social groups. Such an approach may be necessary to encourage participation and build confidence of the target group in short run. However, in long run, it may not do enough to change the *status quo*. Therefore, a more *inclusive* approach to equity is called for. Inclusive equity is essential for social change and disparity reduction.

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