

CHAPTER VI

Border Area Development

INTRODUCTION

Jammu and Kashmir covers an area of 2,22,236 sq. km. of which 78,114 sq. km. is under illegal occupation of Pakistan and 37,555 sq. kms under China. In addition to this, 5,180 sq. kms. of Jammu and Kashmir was illegally ceded to China by Pakistan under the March 1963 Sino-Pak. boundary agreement.

People of Jammu and Kashmir living close to the international border have to deal with special problems arising out of their distinct geo-physical situation and concomitant socio-economic conditions. People are facing hardship because of inadequate and/or lack of basic infrastructural facilities. Also, due to adverse climatic conditions, the working season remains very short in the state, resulting in low levels of development. Therefore, it is necessary to meet the special needs of the people of the region.

BORDER AREAS

The border areas of Jammu and Kashmir cover ten districts as shown in Table VI.I.

In view of the difficulties faced by the people, the Border Area Development Programme (BADP) was introduced in 1992-93. It was started in 41 CD and NES blocks of state bordering Pakistan. After the creation of new block 'Teetwal' from Tangdar block in Kupwara district, the programme is presently under implementation in 42 blocks. In addition, two blocks of Nyoma and Durbuk bordering China in Leh district were brought under the programme during 1998-99. Thus the total number of blocks covered under the programme is 44.

The district-wise names of the CD and NES blocks bordering Pakistan are given in Table VI.1.

Table V1.1
Blocks Bordering Pakistan & China (District-Wise)

District	No. of Blocks	Name of the blocks
Jammu	8	Samba, Vijaypur, Bishnah, R.S. Pura, Satwari, Marh, Akhnoor, Khour
Kathua	4	Ghagwal, Huranagar, Barnoti, Kathua
Rajouri	4	Sunderbani, Nowshera, Rajouri, Manjakote
Badgam	1	Khag
Poonch	4	Balakote, Mendhar, Poonch, Mandi
Baramulla	7	Booniyar, Gurez, Tangmarg, Baramulla, Ruhama, Uri, Dangiwachha
Kupwara	9	Tangdhar, Kralpora, Trehgam, Kupwara, Sogam, Langate, Rajwar, Ramahal, Teethwal,
Kargil	3	Drass, Kargil, Shaker Chikten
Leh	2	Khaltsi, Nubra
Leh (China)	2	Nyoma, Durbu
TOTAL	44	

Source: Planning Department, Government of Jammu and Kashmir.

Of these Ladakh divisions is the largest, comprising two districts – Leh and Kargil. Leh is situated in the eastern portion of the Ladakh region of Jammu and Kashmir bordering Pakistan occupied Kashmir and Chinese-occupied Kashmir in the north and north-west, Tibet in the east and Lahaul area of Himachal Pradesh in the south. The district covers an area of more than 45000 sq.km. It is the coldest and most elevated inhabited region in the country with altitudes ranging from 2300 metres to 5900 metres above mean sea level. The district generally remains landlocked between November and June. The district combines the condition of both Arctic and desert climates. The temperature fluctuates from 30° C in summer to -30° C in winter. Precipitation is very low averaging around 9 to 10 cm.

The district has a low population of about 1 lakh persons and low density of 2 person per sq. km. – the lowest in the country. The urban population comprises 12 per cent of the population. The literacy rate is also very low accounting for 25 per cent. Agriculture is the main activity of the people. The main crops grown are grim, wheat and fodder. Apricot and vegetables are also grown in various parts of the district.

GEOGRAPHICAL FEATURES OF BLOCKS BORDERING PAKISTAN (LADAKH DIVISION)

Nubra Block: Deskit-Nubra block is famous for its culture and scenic beauty. The block is connected with an all-weather road which goes via famous Khardungla Pass,

situated at an altitude of 18,500 ft. This is the world's first highest motorable road. The block is situated at an altitude of 9000 ft. which is the lowest in the district. Strategically, the block is very important and is bounded in the north by Pakistan-occupied territories of the district. The Shayok river divides the block into two parts and to its north-west fall Khaltse block, to the south-west the Durbuk block and to the south-east Leh block. Here it may be mentioned that the Shayok and Siachen rivers, which flow through this region make no contribution to agriculture.

As per the DISNIC survey conducted during 1994, the Nubra block consists of 28 villages and 30 hamlets constituting 2489 households with a total population of 13564 persons. Out of this, males account for 6770 and females 6794. The block is divided into 6 panchayat halqas. The total area of the block is 17610.40 hectare of which 1978.40 hectare is cultivable. Land under forest accounts for 294.4 hectare. Area under fruits and vegetables accounts for 10.4 hectare. The block is self-sufficient in fire wood.

Khaltse Block: It is situated to the south-east of the district. The Nubra block falls to its north-east and Kargil district to its south-west. Out of the total area of 6034 hectare 2038.8 hectare are cultivable. Most of the cultivable area is mono cropped.

The block consists of 24 villages and 56 hamlets. Depending on the topography, climate and living conditions, the block can be divided into plain and hilly area. The hilly areas include Wanla, Lamayuru, Lingshet, etc. Villages from Kahltse-Dah Baima constitute the plain areas. The plain portion of the block has tremendous scope for the development of fruits and vegetables and other crops due to availability of fertile soil and a favourable climate.

The total population of the block is 14732 persons of which 7123 are females and 7609 are males. The block has been divided into eight panchayat halqas.

GEOGRAPHICAL FEATURES OF BLOCKS BORDERING CHINA (LADAKH DIVISION)

Durbuk Block: Situated in the north-eastern portion of Leh district, it is one of the coldest, remote and backward blocks of the district. It is located at an altitude of 13,500 feet above sea level. The reasons for its backwardness are its difficult terrain, harsh climate and lack of infrastructural facilities. The winter temperature in the area is as low as -45° C.

The block has five villages and consists of 21 hamlets. Total cultivable area is only about 22 per cent. Prolonged and severe winters restrict the growth of crops and hence the area is mono-cropped. The only source of irrigation is canals/khuls.

Literacy rate is also low, accounting for only 25 per cent. However, not much disparity is found between male and female literacy levels. Based on the topography of the region, living conditions and way of life of the people, the block can be conveniently divided into two parts. In the upper portion, comprising Manpong, Kargyam and Chhushul villages, people lead a semi-nomadic life and are mainly dependent on livestock. In the case of the lower part comprising Tangste, Shachukul and Durbuk villages, people are dependent on both agriculture and livestock.

Nyoma Block: This is one of the coldest blocks of the district and is situated at an altitude of approximately 13,000 to 14,000 feet from the sea level. Owing to the harsh terrain, difficult approach, severe winter and lack of infrastructural facilities, the block is very backward and people live below poverty line. The block is split up diagonally by river Indus.

Strategically the block is very important and is bounded by north and east by China, Himachal Pradesh in south and Leh in its east.

Demographically, the area is thinly populated. It consists of 18 villages and 13 hamlets out of which one village, Mansar, is uninhabited. Villages are situated at far-off distances, which hamper the developmental activities. Winters are prolonged and severe and as such agricultural activity is limited. The main product is barley which is suitable for such climate. The entire population depends on livestock especially sheep and goats. However, 30 to 40 per cent of the population lead a nomadic life and move with their livestock from one place to another in search of fodder.

These aspects attracted the attention of planners for the creation of economic infrastructure, development of already available pasture lands, development of additional pasture land, development of agriculture by constructing khuls/canals, land development, fodder development, etc. Also avenues may be created for development of handloom and handicrafts using pashmina and raw wool. It is also necessary to bring about qualitative and quantitative improvements for raising the income of the people. Training programmes may also be organised by utilising locally available resources for upgrading the skills. For qualitative improvement, emphasis needs to be given on education and health by constructing hostels, primary schools, health centres, strengthening of the mobile school, etc.

In September 1995, Ladakh Autonomous Hill Development Council was formed. The council has been vested with the powers to formulate, implement, review and

monitor all developmental programmes including Five-Year Plan and Annual Plan. The council is trying to reorient its strategies to meet the expectations of the people in various fields and also ensure better utilisation of available local resources. It is expected that an autonomous set-up, based on democratic principles (people's participation) will ensure better accountability and efficient utilisation of resources for the development of the people.

All the other 40 blocks also have similar features including low literacy levels, agriculture as the main occupation, low levels of living and inadequate or lack of infrastructure facilities.

BACKGROUND OF BORDER AREA DEVELOPMENT PROGRAMME

With a view to ensuring a balanced development of the border districts and border areas, a programme was started in 1986-87, called Border Area Development Programme (BADP) for the states bordering Pakistan, namely, Jammu and Kashmir, Punjab, Gujarat and Rajasthan. The main objectives of the programme are:

- To ensure balanced development of sensitive border areas in the western region through adequate provisions of infrastructural facilities.
- Promotion of a sense of security amongst the local population.

During the Eighth Plan BADP was revamped and its coverage extended to the states on the eastern border with Bangladesh. Initially the programme was schematic in nature with emphasis on education. However, it was changed to a state-level programme with emphasis on the balanced development of border areas. As per this changed/revised programme, the main objective was to meet the special needs of the people living in remote, inaccessible areas near the border.

In the Ninth Plan period the programme was extended to all the border lands in response to the demands of the state governments and the Ministry of Home Affairs. Thus the programme was extended to the states bordering Myanmar, viz., Arunachal Pradesh, Manipur, Mizoram and Nagaland. Subsequently, the states bordering China namely Arunachal Pradesh, Himachal Pradesh, Uttar Pradesh, Sikkim and Jammu and Kashmir were included under the programme. In 1999-2000, the programme was further extended to include the states bordering Nepal and Bhutan.

BADP is a 100 per cent centrally funded programme and Special Central Assistance (SCA) is provided for the execution of approved schemes. The SCA under BADP is distributed amongst the beneficiary states on the basis of the three parameters,

viz., area and population of the bordering blocks and length of international border. The block is the basic unit for the programme.

Although BADP is a 100 per cent centrally sponsored scheme, it has been considered as a part of the state plan. The schemes to be taken up under the programme are prepared by the concerned departments in the state and submitted to the nodal department for approval by the state-level screening committee. For execution of the programme at the national level, an empowered committee of BADP has been constituted under the chairmanship of Member-Secretary of Planning Commission, New Delhi. At the state level, screening committees were constituted under the chairmanship of Chief Secretary in each state. The empowered committee at the central level deals with the policy matters relating to the scope of the programme, prescription of the geographical limits of the areas in the states and allocation of funds to the states.

PROGRAMMES FOR BORDER AREA DEVELOPMENT

Implementation of Programmes/Schemes in Districts Bordering Pakistan

The schemes being selected by the state government under the programme are generally from sectors such as education, health, roads and bridges, water supply etc. Particular emphasis is being given to improvement and strengthening of social and physical infrastructure. For this, the felt needs of the people are the prime criteria. Some of the schemes implemented in the blocks of Jammu, Kathua, Poonch, Kupwara, Baramulla, Budgam, Leh and Kargil districts bordering Pakistan are as follows:

Table VI.2
Schemes/Programmes in Districts Bordering Pakistan

S.No	Sectors	Ongoing Schemes
1	Education	1 Construction of PS buildings
		2 Construction of MS buildings
		3 Construction of additional classrooms
		4 Development of play fields
		5 Construction of Dormitory/Hostels
		6 Construction of Laboratory block
		7 Construction of Bathrooms/Toilets
		8 Books/Journals for libraries
2	Health	1 Construction of PHC buildings
		2 Construction of MOS quarters
		3 Construction of Sub-centers

		4	Dental units
		5	AD buildings
		6	Construction of operation theatres
3	Rural Development	1	Construction of community centres
		2	TV/Dish Antenna
		3	Link roads completed
		4	Construction of lanes/drains
		5	Household latrines
		6	Construction of bunkers
		7	Construction of <i>saraies</i>
4	Power	1	Creation of sub-station
		2	Beneficiaries covered
		3	Electrified villages covered
		4	Engines of pump sets
5	PHE	1	Upgradation of WSS
		2	Construction of dug wells
		3	Installation of hand pumps
6	R & B	1	No. of schemes
		2	BT
		3	MT/RMT
		4	SH/SOL
		5	FW
		6	Culvert/Bridge
7	Agriculture	1	HV seed distribution
		2	Beneficiaries covered
		3	Soil conservation works on agriculture
8	Food and Supplies	1	Construction of godowns
		2	Provision of K. oil tanks
9	Irrigation	1	Improvement of Khuls
10	Animal/Sheep Husbandry	1	Establishment of poultry units
		2	Completion of veterinary centers
11	Horticulture	1	Establishment of fruit plant nursery
12	J & K Police	1	Constitution of border police posts
13	Production of documentary films		

Note: The block-wise schemes for the blocks bordering Pakistan are not available.

A system of monitoring the scheme under BADP in physical and financial terms has been introduced since 1994-95 and the concerned state government submit reports indicating the scheme-wise achievements in financial and physical terms to Planning Commission.

Allocations and Expenditure: As against Rs. 19,260 lakh released by Government of India, an expenditure of Rs. 18,897.74 has been incurred, (Rs. 362.26 lakh unspent balance), as on 31.3.2002. The year-wise details of funds released and expenditure incurred is given in the Table VI.3.

Table VI.3
Year-wise details of income and expenditure incurred

(Rs. in lakh)

Year	Funds released by Government of India	Expenditure Incurred
1993-94	1400.00	1361.03
1994-95	1750.00	1676.96
1995-96	1925.00	1467.43
1995-96 (Supp. Grants)	143.00	124.11
1996-97	1979.00	1679.61
1996-97 (Supp. Grants)	89.00	78.98
1997-98	1034.00	1518.91
1998-99	2138.00	1903.04
1999-2000	2352.00	2591.10
2000-2001	2965.00	2725.37
2001-03	3485.00	3771.20
Grand Total	19260	18897.74

Source: Planning Department, Government of Jammu and Kashmir.

Physical Achievements: Details of Physical achievements under Border Area Development Programme in 42 border blocks of Pakistan are given here under:

Table VI.4
Sector-wise Physical Achievements under BADP

Sector	Cumulative Achievement up to		Net Addition in March 2002 (Nos.)
	March 2001 (Nos.)	March 2002 (Nos.)	
Education*	1334	1522	218
Health**	352	388	36
Rural Development***	11456	11562	106
Solar Lighting ^s	7584	7584	0
Road Communication ^{ss}	895.71	1180.71	285
Power Sector ^{sss}	494	608	114
PHE #	99	144	45
Strengthening of security Facilities ##	37	44	7
Social Forestry ###			
<i>Area under village woodlot</i>	<i>503 (Hectares)</i>	<i>503 (Hectares)</i>	<i>0</i>
<i>Plantation</i>	<i>4.29 (Lac)</i>	<i>4.29 (Lac)</i>	<i>0</i>
<i>Agriculture @</i>	<i>23 (Quintals)</i>	<i>140 (Quintals)</i>	<i>117</i>

Source: Planning Department, Government of Jammu and Kashmir

* Education

- Primary School buildings constructed
- Middle school constructed
- Additional classrooms constructed
- Hostels/dormitories constructed
- Play fields developed

** Health

- Ambulance purchases
- X-ray machines installed

- Ultrasound machines purchased
- Dental chairs purchased
- PHCs/MOs quarters constructed

*** Rural Development

- Community Centers
- Household latrines constructed
- Institutional latrines constructed
- Cattle plate farms constructed

\$ Solar Lighting

- Solar street lights installed
- Solar domestic lights installed

\$\$ Road Communication

- Fair whether
- Shingled
- Metalled
- Black Topped
- Other schemes covered by R&D

\$\$\$ Power Sector

- Augmentation of sub-stations
- Energization of pump stations

PHE

- Installation of hand pumps
- Implementation of water supply schemes

Strengthening of Security Facilities

- Police stations constructed
- Police posts set up
- Residential barracks constructed

Social Forestry

- Area covered under village woodlot plantation
- Plantation

@ Agriculture

- Provision of high yielding variety of seeds

***Border Area Development Programme (Indo-Pak Border, Ladakh Division)
2001-02***

The border area development programme (2001-02) has been formulated with an outlay of Rs. 183.03 lakh. In order of priority Rs. 80.19 lakh was proposed under education sector followed by PWD sector (Rs. 45.15 lakh), Rural Development Sector (Rs. 22.59 lakh), Health sector (Rs. 22.00 lakh), PHE and information sector (Rs. 5 lakh each), Food and supplies sector (Rs. 1.50 lakh). The planning and development department has given first priority to the completion of ongoing works/schemes. No new work/scheme has been proposed for the year 2001-2002. The sector-wise highlights are given as under:

Education: Rs. 80.19 lakh has been proposed for completion of 24 ongoing works. This includes construction of residential hostels at Khaltse and Deskit. All these works are proposed to be completed during 2001-02.

Sheep Husbandry: Rs. 1.50 lakh has been proposed for purchase of 1000 Pashmina kits which will be provided to the pashmina goat rearers.

Information: Rs. 5.00 lakh has been earmarked for purchase of dish antenna/TV sets which will be provided and installed in the community centers in the rural areas. About 16 villages are proposed to be covered under this scheme during the year 2001-02.

Rural Development: Rs. 22.59 lakh has been proposed for completion of three on-going schemes which include completion of 187 bunkers in Turkut area, construction of one community centre each at Largyap Gongma and Nurla.

Health: Rs. 22.00 lakh has been proposed for completion of ongoing schemes, i.e. completion of one M.O quarter at Bogdang, 10 MAC buildings in Nubra and Khaltse blocks, one AD building at Saspol and construction of additional accommodation in PHC Turbuk.

PWD: Rs. 45.15 lakh has been proposed for completion of 4 ongoing schemes including one 6 metres span RCC culvert at Hemis Kongshet road.

PHE: Rs 5.00 lakh has been earmarked for installation of 5 India Mark II hand pumps in Khaltse/Nubra blocks.

Implementation of Programmes/Schemes in Districts Bordering China

During 1998-99 the programme was extended to the states bordering Myanmar, China, Bhutan and Nepal. Accordingly, CD and NES blocks of Nyoma and Durbuk in district Leh bordering China were brought under the programme.

Some of the schemes in the blocks of Nyoma and Durbuk bordering China are listed in Table VI.5.

Table VI. 5
Important Schemes in Border Blocks of China

S.No	Sectors	Ongoing Schemes
1	Agriculture	1 Establishment of fodder research farm Nidder
		2 Distribution of agricultural implement kits
		3 Potato development in Changthang
		4 Oats, Local Peas
		5 Construction of office-cum-residential quarters
		6 Vegetable development in Changthang
		7 Incentive for vegetable production

2	Sheep Husbandry	1 Construction of buildings for sheep extension centres 2 Fodder development in Khurli farms 3 Purchase of improved Pashmina kits 4 Provision of portable dipping vats 5 Construction of main store for feed at Nyoma 6 Purchase of petrol drive shearing scheme 7 Development of Nuruchan Command Area 8 Purchase of veterinary kits to paramedics 9 Construction of office/residential quarter at Nyoma 10 Construction of feed store at Tsaga 11 Establishment of mini farms per block on subsidy as per norms 12 Breedar's camp 13 Repair/ remodelling/ renovation of existing building at Khurli farm 14 Construction of modern Paddocks at Khurli farm 15 Phase wise fencing of pasture area and construction of shelter huts for staff at Skakjung / Lungkung and Queng area 16 Provision of mobile veterinary dispensary 17 Training to community veterinary workers 18 Pasture development 19 Provision of subsidy on cost of feed as per government norms 20 Pilot project for value addition in pashmina processing
3	Forests	1 Afforestation 2 Silvi pasture development 3 Nursery 4 Construction of staff quarters at Nyoma 5 Construction of forest rest house and staff quarter at Tangtse 6 Purchase of Tractor 7 Nursery of poplar
4	Wild Life	1 Construction of range office / residential quarters 2 Establishment of nature interpretation center 3 Construction of watch tower at Tsokar (wet land reserve)
5	Youth Service & Sports	1 Purchase of games and sports materials 2 Purchase of ice hockey equipments 3 Purchase of Archery equipments 1 Construction of indoor stadium 2 Construction of open stadium 3 Development of play fields 4 Construction of ice hockey / skating rink
6	Education	1 Improvement of existing schools 2 Construction of other school buildings 3 Purchase of equipment and furniture
7	Health	1 Purchase of ambulances for PHC 2 Purchase of machinery and equipments 3 Other medical programmes such as purchase of first aid kits, mobile dispensary, medical camps, etc. 4 Construction programme
8	Animal Husbandry	1 Setting up of cross-bred Jersey / Dzomo cow unit

		2	Provision of animal feed
		3	Health care
		4	Fodder development at Nyoma
		5	Construction of veterinary dispensaries
		6	Establishment of Yak farm
		7	Construction of bull shed at Nyoma
		8	Establishment of Pony / Horse unit
		9	Purchase and distribution of animal feed
		10	Reclamation of land
		11	Provision of community breeding units
		12	Vaccine / medicines
		13	Renovation of bath and veterinary building at Nyoma
9	Rural Development	1	Construction of buildings
		2	Parks and gardens
		3	Communication
		4	Rural sanitation
		5	Soil conservation works
		6	Other works
		7	Irrigation
		8	Rural development works in Durbuk blocks
		9	Rural roads
10	Soil Conservation	1	Fertilisation and manuring work
		2	Soil working for introduction of legumes / grass
		3	Chain-link fencing
		4	Purchase of tents
		5	Pasture development
11	Food and Supplies	1	Installation of tanks in each village
		2	Purchase of tankers for nomadic tribes
		3	Construction of food store
		4	Purchase of weighing equipments
		5	Compounding walling of food store / repair of chowkidar huts
		6	Installation of oil tanks
		7	Construction of ration store
12	PWD	1	Minor Irrigation
		2	PHE
		3	R & B
13	Non-functional buildings		
14	Miscellaneous		includes schemes related to Information, Command Area Development, Handloom, Tourism, etc.

Source: Draft Action Plan under BADP (China Border) 2002-03, Government of Jammu and Kashmir.

The above tables (schemes/programmes in border blocks of Pakistan and China) show the on-going schemes for mitigating the problems of border areas. Here, it is worth mentioning that these programmes are continuously gaining momentum and have strengthened not only security activities but also all aspects of development in all the border districts.

Allocations and Expenditure: Out of Rs. 30,000 lakh released by the Government of

India since 1998-99 till March end 2002, an expenditure of Rs. 2975.12 lakh has been incurred for implementation of various schemes under the programme leaving an unspent balance of Rs. 24.88 lakh in March 2002. The year-wise details of the funds released by the Government of India, funds authorised by the State Government and the expenditure incurred by the executing agencies are as under:

Table VI.6
Funds Released, Authorised and Expenditure Incurred (Year-wise)

(Rs. in Lakh)

Year	Funds		Expenditure Incurred
	Released by Government of India	Authorised by P & D Department	
1998-99	1000.00	0.00	0.00
1999-2000	1000.00	2000.00	701.89
2000-2001	1000.00	2298.11	1226.45
2001-2001	-	1071.66	1046.78
Total	3000	5369.77	2975.12

Source: Planning Department, Government of Jammu and Kashmir.

The details of physical achievements are given in the following Table.

Table VI.7
Sector-wise Physical Achievements under BADP

Sector	Cumulative Achievement up to		Net Addition in 2002
	March 2001 (Nos)	March 2002 (Nos)	
Education *	32	58	26
Animal Husbandry **	41	42	1
Irrigation #	22	23	1
Rural Development ##	96	102	6
Communication @	16.70 km	61.11 km	44.41 km

Source: Planning Department, Government of Jammu and Kashmir.

* Education

- Construction of primary school buildings
- Construction of additional classrooms
- Development of play fields/Open/Indoor stadium
- Construction of residential quarters for ZEO at Tangts (Durbuk)
- Construction of Hostel at degree college in Nyoma and Durbuk blocks
- Construction of class rooms in primary schools (Durbuk)
- Construction of community school at Lukung Durbuk

** Animal Husbandry

- Setting up of cross-bred Jersey cow units (Nyoma and Durbuk)
- Construction of bull shed at Nyoma

Irrigation

- Extension of irrigation canal at Nurchen
- Construction of storage tanks

- Construction of protection bunds at Earth part III
- Construction of head work of Khul and R/wall at Shyok

Rural Development

- Construction of foot bridges at Nyoma
- Construction of bathrooms at Tukla (Nyoma)
- Construction of household latrines (Nyoma)
- Wooden flooring of community hall

@ Communication – Link Roads added

- Shingled
- Metalled
- Fair weather

***Border Area Development Programme (Indo-China Border, Ladakh Division)
2002-03 (Proposals)***

The BADP (China Border) has been formulated with an outlay of Rs. 1000 lakh. As per the Planning and Development Department, priority has been given for the completion of ongoing schemes. The schemes have been proposed after assessing the critical gaps between the existing infrastructure and the required infrastructure. Further, felt needs of the people have been assessed through interaction with a cross section of the people of the border area and every effort has been made to incorporate their demands. In the order of priority, the amounts proposed are as follows:

**Table VI.8
Proposed Allocation in Different Sectors**

Sector	Proposed Allocations (Rs in Lakh)
PWD	573.45*
PHE	17.50
T & C	451.42
NFB	48.54
Agriculture	7.00
Sheep Husbandry	134.70
Youth service and sports	3.57
Education	69.48
Health	55.04
Animal Husbandry	11.17
Rural Development	129.10
Soil conservation	3.00
Food and supplies	5.69
Information	5.00
Power	4.80

Source: Planning Department, Government of Jammu and Kashmir.

*including 19.19 lakhs under minor irrigation.

Table VI.8 shows that the education and health sectors have very low allocation. It

is suggested that the allocations are increased. Further there is no allocation under horticulture, vegetable and herbs. The altitude and nature of the soil of this area make it uniquely suited for growing herbs.

The sector-wise highlights of the proposal are as under:

Agriculture: Rs 7 lakh has been proposed under this sector which includes Rs. 2.00 lakh for distribution of seed storage bins, Rs. 1.50 lakh for oat seeds and Rs. 1.5 lakh for local peas seeds.

Sheep Husbandry: Rs. 134.70 lakh has been proposed for the purchase and distribution of improved pashmina kits, Rs. 4 lakh for establishment of mini farms. It is also proposed to purchase a mobile dispensary to supplement the efforts of the sheep husbandry department in extending the health coverage to far-flung areas.

Physical Education: Rs. 3.57 lakh has been proposed for the completion of two ongoing schemes, which includes the construction of an indoor stadium and completion of an open stadium at Durbuk.

Education: Rs. 69.48 lakh has been proposed for the completion of the construction of the nomadic type of hostel at Puga, construction of compound walling and toilet for centralised residential hostel at Sato Kargiam.

Health: Rs. 55.04 lakh has been proposed for the construction of 4 staff quarters single room at Chushul, Tangtse, Nyoma and Hemya, construction of PHC building at Hemya. All works are proposed to be completed soon.

Animal Husbandry: Rs. 11.17 lakh has been proposed for the purchase and distribution of 1200 quintals of animal feed for both the blocks.

Rural Development: Rs. 129.10 lakh has been proposed for rural development works like community centres, foot bridges, rural sanitation, soil conservation, etc.

Food and supplies: Rs. 5.69 lakh has been proposed for the construction of 60 MT capacity ration store at Durbuk block and the completion of 100 MTs storage capacity godown at Chumathang, Tsaga, Kungiam, Maan, Merak and Shachukul.

PWD: Rs. 573.45 lakh has been proposed for irrigation schemes, provision of hand pumps through Aquadril, water supply schemes at Shayok, transport and communication, etc.

Information: Rs. 3 lakh has been proposed for purchase of Dish Antenna/TV sets to cover 5 villages in the border blocks.

Power: Rs. 4.80 lakh has been proposed for electrification at Anlay and Nidder of Nyoma block.

BORDER AREA DEVELOPMENT EDUCATION PROGRAMME

This programme is intended for educational development in the border areas of the states of Gujarat, Jammu and Kashmir, Punjab and Rajasthan covering 18 border district and 79 blocks on the western border. Decision has also been taken for extending the scheme to the block adjacent to border blocks. An outlay of Rs. 200 crore has been included in the Seventh Five-Year Plan for this programme. In 1986-87, which was the first year of implementation of the programme (second year of the Seventh Plan), the programme was implemented by the Ministry of Home Affairs. From 1987-88 onwards the implementation of the programme was transferred to the Department of Education with the intention that the programme should henceforth be confined to "education" which is a critical input for the development of border areas. The emphasis is on overall human resource development. The efforts under this programme are a supplement to these states. Educational development programmes, including those that may be taken up under National Rural Employment Programme (NREP), RLEGP, IRD, and Desert Development programme, Rural Development Programme.

From 1987-88 to 1990-91, an amount of Rs. 170 crore were released for:

- provision of essential facilities in schools;
- construction of buildings for primary, upper primary, middle, high and higher secondary schools;
- introduction of vocational courses in senior secondary schools and construction of vocational sheds;
- construction of hostel buildings and staff quarters;
- establishment and strengthening of polytechnics;
- establishment of District Institutes of Education and Training;
- construction of additional classroom and laboratories in existing schools;
- setting up of adult education and non-formal education centres and Jan Shikshan Nilayams and;
- construction of gymnasium halls and youth training centres.

The department of education formulated guidelines and circulated them to border states for implementing the programme. They were requested to send their proposals according to these guidelines. A sanctioning committee under the chairmanship of Union Education Secretary has been set up with representatives from the Planning Commission, the state governments and the concerned ministries to clear the proposals of the states promptly.

ANNUAL PLAN 2002-03*

The Planning Commission, Government of India intimated an allocation of Rs. 3485 lakh under BADP for J & K state during 2002-2003. No separate allocations was made for two border blocks bordering China in Leh district. As such, the current year's allocations are to be utilised in all the 44 border blocks of the state. The District Development Commissioners of the border districts have proposed action plan for 2002-03 at Rs. 4871.67 lakh. After taking into account the current year's allocations and unspent balance of Rs. 370 lakh as on March 2002 the amount available for utilisation during 2002-03 has been worked out to Rs. 3855 lakh.

The allocations made available under the programme by the Government of India have not undergone any change vis-à-vis the previous year's level. It has also to accommodate the requirement of 2 blocks bordering China in Leh district during the current financial year within the available funds.

District-wise outlays and state sector outlays have been worked out at par with last years original allocations inclusive of untied grants of Rs. 15 lakh per district. Rs. 183 lakh are being provided to the Leh district for 2 border blocks bordering China at par with allocations kept for 2 blocks bordering Pakistan in the said district.

Border districts have poor social and economic infrastructure, therefore developmental activities are also accorded due importance in preparing proposals for approval of the Screening Committee. These activities are mainly related to PED, RSEB, PHED, Medical and Health, Sheep and wool, Education, Revenue, Animal Husbandry and Human Resource Development. It is not out of place to mention here that for developmental activities and infrastructure works, only the selected blocks are treated as units.

CRITICAL REVIEW OF BORDER AREA DEVELOPMENT PROGRAMME

The Border Area Development Programme has proved to be very useful in catering to the educational needs of the people living in the border area in the western border with Pakistan; it would be necessary to continue it and extend it to the North-Eastern Region with a view to put an end to the state of stagnation in educational development in that region to and reassure the people of that region about central government's concern who has allocated Rs 500 crore for their socio-economic development.

* *Source:* Planning Department, Government of Jammu and Kashmir.

In spite of the commendable efforts taken up by the government from time to time, the border areas and people living in these areas continue to suffer from various problems. At the very outset, it may be clearly mentioned that the government's report and various other independent studies undertaken to ascertain the levels of socio-economic development in the border areas are in complete contradiction to each other.

The main problem in border areas is that of militancy. The population in the region is very hostile to Pakistan because of the total neglect of this area. On the one hand, militancy in Jammu and Kashmir has acquired ominous form. People have long been victims of the hostility between the two countries as a result of frequent shelling along the Line of Control (LOC) and international border, which has inflicted miseries on the poor, down trodden inhabitants. On the other, lack of employment opportunities other than in the government sector and improper functioning of some of the sectors of the state governments have also contributed to an increase in the problems of the border areas. Consequently, literacy rates still remains quite low, there is little improvement in infrastructure – schools, hospitals, paved roads, electric powers and piped drinking water are almost non-existent, especially in remote border villages. Here, it may be safely guessed that most of the developmental activities has taken place in urban areas, where the index of Social Development (which includes indicators like literacy, health care, access to other social services, etc) may rank moderately high.

Besides, problems are also being faced by border migrants, farmers and army personnel in the wake of heightened tension on the Indo-Pak border. Residents of the border areas, migrants and farmers have been directly affected by the deployment of army in the border villages resulting in damage of their standing crops due to occupation of their land for mining purposes by the troops. Consequently many families have been displaced, as cultivation of such land near the international border becomes difficult. According to the available reports, about 70,100 acres in Jammu and Kashmir is being occupied by the army, which has laid mines in 25,000 acres of land. The remaining land is being utilised by the army for other defence related purposes.

From the foregoing analysis, it may be concluded that since the beginning of Pakistan's low intensity proxy war in the state, terrorist violence has taken a toll of innocent lives. Many people have been displaced from their homes. Terror and intimidation have wrecked the peace for civilian life in the state and cross-border terrorism continues to take a heavy toll of innocent people. As a result, no long-term schemes and programmes can be implemented effectively. While the central

government is continuing its strategy to counter terrorists and separatists encountering violence in Jammu and Kashmir by deepening of the democratic process, accelerating economic development, isolating foreign mercenaries, terrorists are playing a proactive role to neutralize them.

Interviews with senior officials revealed that the BADP are faced with the following problems:

1. There are serious delays in the movement of funds. Border areas, especially parts of Ladakh, receive funds very late. Sometimes it so happens that the funds are required during specific months of the season and due to late receipt of funds the purpose of the specific activity is defeated.
2. The programmes are not area specific. Even though each division has its own distinct geographical and demographic characteristics, the programmes are almost the same for all the border blocks. Hence the area specific needs are either neglected or are not fully taken care of.
3. The programmes are formulated without any clarity of concepts and methods, leading to serious problems in implementation.

However, views of a few other senior officials differed completely on these issues. They opined that the BADP is a very successful programme and has considerably improved the conditions of the people.

From the foregoing discussion, it emerges that while the government claims are optimistic, and on the exaggerated side, the truth will emerge only if an independent study on economic impact on Border Area Development Programme is undertaken on common people.

In the light of these programmes the following suggestions have been put forth to improve the conditions in the border areas:

1. The utilisation of funds for rural development schemes in the state should be increased. It is also necessary that adequate funds are provided for completion of on-going schemes. Only after the requirement of ongoing schemes is met in full, funds shall be earmarked for new schemes. There is also a need to accelerate the pace of the implementation of programmes.
2. Efforts are needed for the development of infrastructure, generation of employment and alleviation of poverty in rural areas to bring about the desired socio-economic development of Jammu and Kashmir. It is also essential that

the schemes proposed under selected sectors in order of priority are completed quickly and become available to the people living in the border villages.

3. There is no allocation under the head 'tourism'. In view of the current situation in respect of border with Pakistan, this is understandable. It is suggested that tourism may be encouraged in blocks like Nubra and Durbuk. If tourists can be permitted and encouraged in the Kinnaur district of Himachal which borders Tibet or Tawang district of Arunachal which borders China, why should tourism not be developed and promoted in the blocks mentioned above? This may be essential as tourism is employment oriented and will also boost the handicraft sector.
4. Ladakh Autonomous Hill Development Council has been playing an important role in guiding the masses as well as having a strong hold over their decisions and political choices. Therefore this council which can take care and satisfy the needs of the people should be given more powers.
5. A multi-pronged strategy is required to deal with problems of border areas which includes willingness to meet and discuss the legitimate grievances of the people, counter violence more effectively, and undertake activities for infrastructure development create employment opportunities, ensure good governance and effective decentralisation.
6. The issues regarding problems of displaced people in border areas due to artillery exchanges have to be seriously looked into.
7. There is a need for boosting the NGOs that can play a very important role in supplementing and complimenting efforts of the government in socio-economic development of the people in border areas. NGOs can be involved for socio-economic development and rehabilitation of the disadvantaged segment of society. A financial crunch should be no excuse for the disruption of social services being rendered by different NGOs.
8. There is an urgent need to undertake an impact assessment study of the schemes implemented by the government on the socio-economic conditions of the people. Such a study would help in assessing the ground realities about the schemes.
9. A rough guideline about the programme needs to be given to the implementing agencies so that they are aware of appropriate concepts and methods and their proper implementation takes palce.
10. To tackle militancy in Jammu and Kashmir, the government has formulated a multi-pronged action plan regarding the activities of security forces and

intelligence agencies and related matters. The core elements and priorities of the strategy are:

- (a) Curbing infiltration
- (b) Countering militancy in the hinterland
- (c) Protection of minorities
- (d) Greater interaction with border population
- (e) Enhancing intelligence capabilities
- (f) Countering secessionists over ground base within Jammu and Kashmir
- (g) Greater functional integration through an institutional framework of operational and intelligence groups at each of the two unified headquarters in Jammu and Srinagar and at field levels.