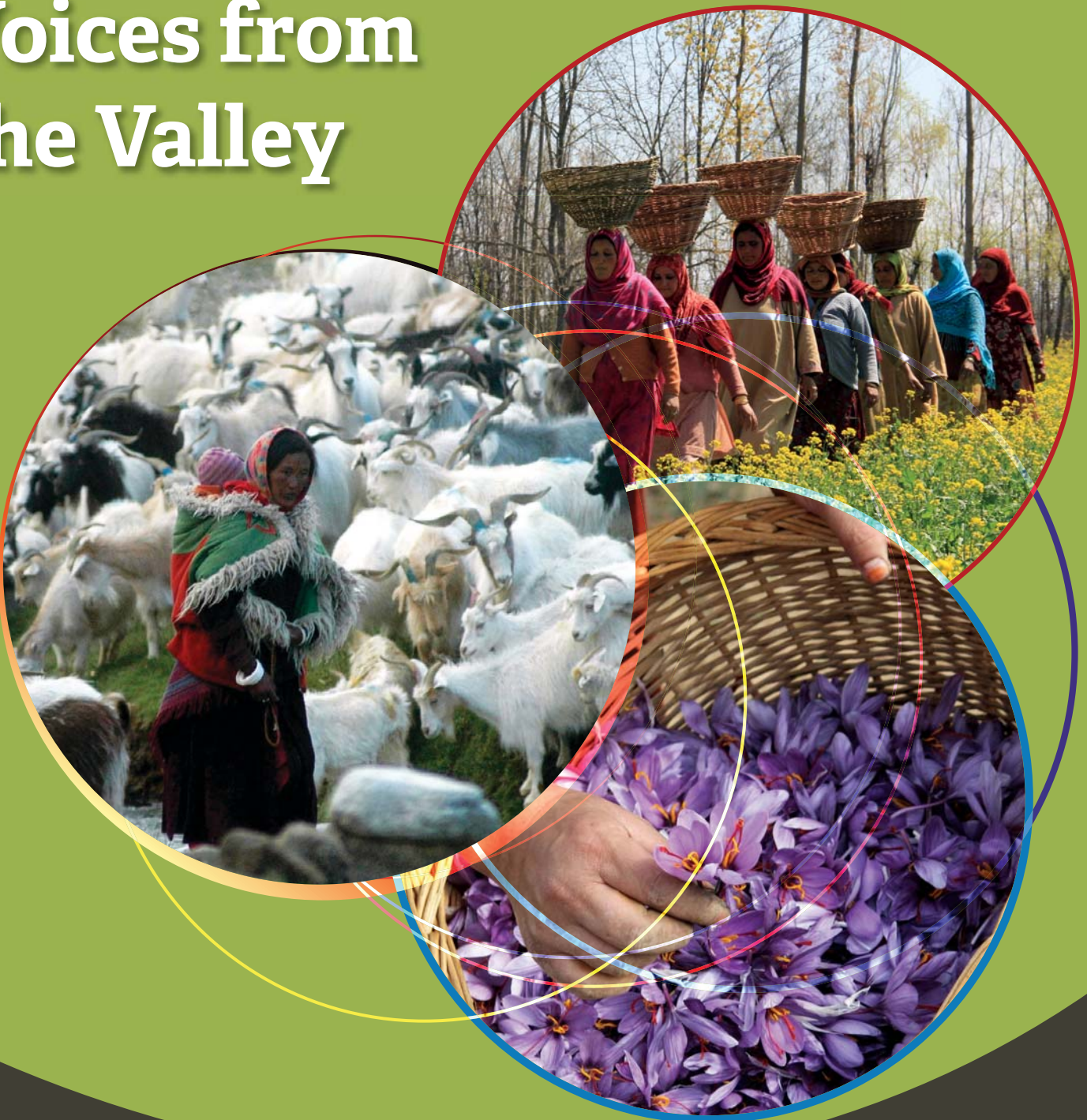




**Indo-Global
Social Service Society**

Transcending Conflicts: Voices from the Valley



**A Study of IGSSS's
Decadal Engagement in Kashmir**

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Joseph Xavier SJ

**Indo-Global Social Service Society
New Delhi – 110 003**



Indo-Global Social Service Society

Indo-Global Social Service Society (IGSSS) is a not for profit development organization established in 1961 to support development programs across India, especially providing services to the vulnerable communities and grass root community based organizations. Our vision is to establish a humane social order based on the tenets of equity, liberty and justice in which the human rights and dignity of every individual is upheld. IGSSS is an autonomous, secular and apolitical organization and its programs do not discriminate people on the basis of their caste, creed, gender and ethnicity. IGSSS implements and supports quality development programs across 22 States and one Union Territory of India.

IGSSS reaches out to more than one lakh families every year through its programs on sustainable livelihood, disaster risk reduction, gender equity, urban poverty reduction and youth development. The programs at IGSSS are targeted towards the poor, marginalized and vulnerable sections of the society with special emphasis on women and children.

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Foreword

Civil Society organizations are often very busy in keep implementing programmes. And at times hardly any time to sit back and reflect on what we are doing. Even if we do such analysis, we miss hearing the voices of the community with whom we work. There should be a time to listen to people- listen to what the community feel about the development cooperation, their perceptions and likes and dislikes.

In IGSSS, we give utmost importance to community perspective, their level of satisfaction and their suggestions for our involvement. In Kashmir valley, IGSSS has been working for the last 10 years and engaged with the community through various programmes. And this study captures people and communities level of satisfaction, overall impact on socio-economic status and human development, engagement with the community and overall sustainability of IGSSS Programs in Kashmir. The study in every minute details brings out the changes it has brought out in the community, experiences, learning and suggestions that would shape our future programming in Jammu and Kashmir.

I would like to express my heartfelt gratitude to Dr. Joseph Xavier SJ for his extraordinary efforts in leading this study and penning down a decade long journey of IGSSS in Kashmir Valley. The study "Transcending Conflicts: Voices from the Valley" is a result of his strenuous visit to the program areas and constantly interacting with people, communities, IGSSS Staff, partners, donors and other stakeholders.

I would also like to thank Ms. Leena Bhanot who accompanied Dr. Joe in his visits and provided all necessary support for this study. And special appreciation to our Kashmir team for their support in making this study possible. We thank our esteemed donors – MISEREOR, European Union, Welthungerhilfe, Label Step and Caritas Italiana who were kind enough to find some time out of their schedule to contribute to the study.

IGSSS is very grateful to the community in Kashmir for accepting, cooperating and providing your valuable feed back. We assure our continued cooperation and collaboration.

John Peter Nelson
Executive Director

Acknowledgements

With ever unfolding excruciating everyday news stories and climacteric conditions, completing this assessment study in a span of five months, from November 2015 to March 2016, was an uphill task. Nevertheless, I was able to achieve it smoothly with the full cooperation and support of the National Office of IGSSS and its State Office in Srinagar. I am grateful for the contribution of everyone who accompanied me in this study.

I would like to place on record the trust and confidence imposed in me by Mr John Peter Nelson, the Executive Director of IGSSS, entrusting this assessment study to me and providing me with an opportunity to expand my horizon and knowledge of the people of Kashmir and the challenges they face in their everyday lives. At the conceptualization of this study, Ms. Leena Bhanot, Head of Quality Assurance and Compliance, provided me with all available project proposals, reports and other materials. She also helped me to connect to the donor partners to interview them. Her support in accompanying me in field trips was of immense help. I am also thankful to Ms. Sreya Mazumdar, Head Programmes for her quality inputs on programmes being implemented and envisaged in Kashmir. The National Office staff of IGSSS made sure that everything went according to plan. To each one of them, I am grateful.

I must also put on the record the support from the officials of the donor agencies in sharing their perspectives on their support and expectations from programmes of Kashmir. These officials include, Ms. Anna Dirksmeier from Misereor, Ms. Renuka Srinivasan of European Union Delegation to India, Ms. Sasmita Jena of Weltungerhilfe Germany, Mr. Beppe Pedron of Caritas Italiana and Mr. Mayank Srivastava of Label Step.

Mr Yasir Qureshi, Sr. Manager, Programmes in Srinagar, made sure that the best possible support was provided to me throughout the study in the field. He offered me valuable insights to understand the local culture and context. Ms Benish Nisar Dar, a quiet efficient staff member at the Srinagar office scheduled meticulously my trips to the field areas and coordinated the study at the ground level with enumerators as per the plan. The staff members at the State office and field office at Singhpora were extremely kind and cooperative. Every one of them went out of their way to support me in this study. I am personally grateful to them.

I am also sincerely grateful to donor partners who sent me their feedback and reflections on findings generated from the data. I am greatly indebted to the enumerators, who engaged in data collection during the extreme winter season and completed 1000 schedules on time. Ms. Ifra Misger needs special mention. She picked up data entry quickly and spent sleepless nights to complete the task.

I am extremely grateful to various groups – youth groups, SHGs, Peoples' Forum, Farmers' groups, PRI members and community leaders – whom I met in Srinagar, Baramulla and Bandipora districts. Their enthusiasm and generous sharing of views helped me to understand the trends and interpret the data in a meaningful manner. I am also grateful to the youth volunteers who organized the field trips.

I am personally indebted to Mr. Arthur Monteiro for his painstaking efforts in editing the report. Finally, I am grateful to the Board Members of IGSSS and all those who helped me one way or another to unearth the voices of the silenced in a State of exception.

Joseph Xavier SJ

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Abbreviations

AFSPA	Armed Forces Special Powers Act, 1990
APDC	Artisan Production and Development Centre
APDP	Association of Parents of Disappeared Persons
APL	above poverty line
BPL	below poverty line
CBO	community-based organization
CSO	civil society organization
DRDA	District Rural Development Agency
DRR	disaster risk reduction
ECHO	European Commission Humanitarian Aid and Civil Protection
EDI	Entrepreneurship Development Institute
EIDHR	European Instrument for Democracy and Human Rights
EU	European Union
FLC	Functional Literacy Centre
ICCO	Interchurch Cooperative for Development Cooperation
IGSSS	Indo-Global Social Service Society
IICT	Indian Institute of Carpet Technology
J&K	Jammu and Kashmir
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MSW	Masters in Social Work
NGO	non-governmental organization
NRLM	National Rural Livelihood Mission
PDS	public distribution system
P-Leaps	Promoting Localized Empowering Actions for Peace and Stability
PIME	planning, implementation, monitoring and evaluation/reflection
PRI	Panchayati Raj Institution
RTI	Right to Information
SHG	self-help group
SHRC	State Human Rights Commission
SRI	System of Rice Intensification
SRLM	State Rural Livelihood Mission
SRO	Statutory Regulatory Order
WHH	Welthungerhilfe
YAP	Youth Action for Peace

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Executive Summary

The State of Jammu and Kashmir remains fascinating as well as challenging. It has a special geographic position in India as it borders with Pakistan and remains a nuclear flash point in the subcontinent. The independence-partition narratives, India-Pakistan wars and the onset of insurgency in 1989, in which 40,000 lost their lives and forced 400,000 to 600,000 minority Hindus to leave the valley in distress and remain internally displaced in the rest of the country, continue to haunt the lives of the ordinary people till today.

While the rest of India has moved on in the last three decades or so with extraordinary change narratives, the people of Kashmir are deprived of the basic needs of life like education, health and employment opportunities.

Despite well-intended plans and various efforts by successive national governments as well as elected representatives of the state, the values enshrined in the Constitutions remain as far-fetched ideals and largely out-of-the-way to the ordinary people of Jammu and Kashmir. At every moment, discourses on non-state and cross-border actors overshadow the development agenda of the people. Non-governmental and civil society organizations and human rights groups left Kashmir for good in the 1990s. It is against this background that this assessment study is located.

The Indo-Global Social Service Society stepped into Jammu and Kashmir in 2004. Beginning with partnership programmes with local NGOs in Kashmir, Jammu and Kargil, over the last decade it relied on direct implementation of programmes and spread its operations in three districts of Kashmir, namely, Baramulla, Bandipora (carved out from Baramulla in 2007) and Srinagar. It reached out substantially to the people affected by the Uri earthquake in 2005 and floods in 2014. But the focus has been on organizing, capacitating and strengthening the livelihoods of the most vulnerable communities and strengthening local governance mechanisms to rejuvenate civil society actions to accompany the people to envision a new life.

In the initial years, IGSSS began its work with partner NGOs on agriculture, health, Panchayati Raj Institutions, watershed development, women, through self-help groups and micro-finance and later moved on to formation and animation of various committees in the villages, such as village welfare committees, peoples' forums and youth committees and livelihood expansion of carpet weavers, marginal farmers, artisans, etc. From 2011, systematic interventions were also initiated to engage the urban youth in Srinagar. To ground the processes, structurally, IGSSS established its own State office in Srinagar in 2004 and a field office in Baramulla/Bandipora, presently at Singpora, Baramulla. It reached out to almost 70 villages, covering 25,000 households, and created a credible space among the emerging civil society organizations in Kashmir.

Despite various project-based evaluations, given the complexity of the region, a few larger questions, as given below, needed to be looked into both for learning and to redefine future strategies.

The objective of this study has been to arrive at a critical and scientific analysis of the impact of various interventions, extent of satisfaction and sustainability of the gains made from the perceptions and assessment of the priority communities. The research questions were:

- What is the priority communities' level of satisfaction with the various engagements?
- What impact have the various interventions made in the priority communities' socio-economic status and human development?
- Which engagements have improved their participation in society and their self-articulation and community participation?
- Are these engagements sustainable?

Keeping the districts of Srinagar, Baramulla and Bandipora as the universe of this study, using scientific tools of sampling and the need to find answers to the research questions, a detailed interview schedule was prepared and administered to 1,000 households. Other qualitative tools like participant observation, in-depth interviews of key stakeholders, case study and focused group discussions were also deployed to gather qualitative data.

This assessment report consists of four chapters. The first chapter introduces the study by locating it in the specific Kashmir context. It also explains in detail the research methodology deployed. Focusing on the priority communities' participation in terms of their assessment of satisfaction with and the impact and sustainability of the interventions, the second chapter analyses the major interventions, such as relief support, livelihood expansion through rehabilitation, engagement with carpet weavers, strengthening grassroots democracy, and youth development. The third chapter focuses on the overall impact, highlighting the transforming narratives. The fourth chapter highlights the lessons learnt and puts forward some recommendations.

This study has its own specific limitations. IGSSS carried out multiple interventions to meet the requirements of the context and the observed needs. The Priority Communities' memories of these interventions were fresh. The projects were spread out in the villages unevenly, and some villages had more projects than the others. As all the projects were ultimately aimed at the development of the community, systematic random sampling tool was deployed to administer the interview schedule. This means that the sampling covered both direct Priority Communities and those who were not, except in flood relief. The qualitative tools, which were primarily administered to direct priority community members, to a certain extent helped in getting their views.

The study concludes by stating that a new lease of life is seen among the people. Their socio-economic conditions have improved, but at the micro level. Given their motivation, the interventions will be sustained for some years. Most of the groups seemed to be looking for breakthroughs, to take the processes forward at the meso and state levels. They provide valuable insights into how they envision a new future.

CHAPTER 1

Introduction and Methodology

Kashmir: A State of Exception¹ and of Silences²

On 8 December 2015, I was on my second visit to Kashmir as a part of this study. After interviewing the project staff the whole day, I returned to my hotel. News was breaking at 6 p.m. on the television channels: 'Two militants shot dead by the security personnel on the outskirts of Srinagar.' Another shootout! Who were these men? For a moment, I thought that I might not be able to go out the next day. To my surprise, when I came out early in the morning for a cup of coffee, everything was normal. When I checked with a neighbour, he said, 'This is normal in Kashmir'. I realized then that Jammu and Kashmir is a state of exception and of silences.

I was in Srinagar also during the Pampore attack in February 2016. Life was normal in the city, despite the 48-hour operation at Pampore, which is just 15 km away from Srinagar. To me, the silence of the Kashmiris was loud and clear, with many unanswered questions.

Jammu and Kashmir has a special geographic position in India, as it borders with Pakistan, which has been disputing the state's merger with India since the independence of the two countries from British rule in 1947. Events like independence and partition in 1947, Sheikh Abdullah's arrest in 1953, insurgency in 1989 (when the Kashmiri armed uprising was at its peak and Kashmiri *Pandits* left/were made to leave their homes), and the 1965, 1971 and 1999 India-Pakistan wars still reverberate hugely among the people of Kashmir. The dispute is so intense that Jammu and Kashmir has been termed as the nuclear flashpoint in the subcontinent.

With the onset of insurgency in 1989, as per government figures, over 40,000 lives have been lost to violence and around 600,000 minority Hindus, known as Kashmiri *Pandits*, remain internally displaced in various parts of India. Many nationalized banks in the region closed operations in 1990 due to law-and-order problems. The handicrafts and tourism businesses caved in, with almost zero influx of tourists to Kashmir. The state's economy was in complete disarray. Despite the presence of an elected government, the state was reeling under the pressure of the security personnel.

The security apparatus and fighting insurgency took precedence over almost everything in the state. According to the Association of Parents of Disappeared Persons (APDP), a collective of relatives of victims of enforced and involuntary disappearances, formed in 1994, there is a preponderance of young men from the economically weaker classes in the list of disappeared persons.

The Armed Forces (Jammu and Kashmir) Special Powers Act (AFSPA), 1990, conferred special powers on the armed forces. Under AFSPA, they can 'arrest, without warrant, any person who

has committed a cognizable offence or against whom a reasonable suspicion exists that he has committed or is about to commit a cognizable offence and may use such force as may be necessary to effect the arrest.' The Act also empowered the armed forces to 'enter and search, without warrant, any premises to make such arrest.' As a result, the citizens' civil liberties have been curtailed.

Given this backdrop, the socio-economic development of the state, and particularly that of Kashmir, has suffered heavily. There were a multitude of issues and problems, such as human rights violations, alienation, mistrust, fear, unemployment, mental health problems, absence of local governance institutions, lack of infrastructure and a weakened civil society. Caught amidst the state forces, separatist groups and cross-border militancy, many NGOs and CSOs left Kashmir in the early 1990s. The deep wounds and scars of this period continued to play out in every village of Kashmir. Every outsider, including members of NGOs and CSOs, was looked upon with suspicion, being branded as state or non-state actors. This study is located against this background.

IGSSS in Kashmir

In early 2000, when NGOs tried to intervene in Kashmir, the people's response was measured and circumspect. By the year 2004 things started to improve, as the level of violence declined. A major earthquake occurred in 2005 in Pakistan-occupied Kashmir. While the region experienced a huge death toll of about 100,000 people, Kashmir also experienced massive destruction. This massive disaster, which required a humanitarian response and rebuilding of the lives of thousands of people, necessitated the intervention of NGOs, development practitioners and humanitarian agencies.

Indo-Global Social Service Society (IGSSS), a national organization, made initial inroads in Jammu and Kashmir in 2004 and placed its Field Executive (an organizational staff at the ground level, usually responsible for implementation of projects and partnerships with other NGOs) in Jammu for rolling out programmes in Jammu and Kashmir. It began with a partnership programme in all the three divisions of Jammu, Kashmir and Ladakh. The partnerships were established with Jammu and Kashmir NGOs Coordination Federation, Hussaini Relief Committee and Aman Trust in Kashmir, Catholic Social Service Society and Khirstu Jyoti Social Service Society in Jammu and Kargil Educational Society in Kargil, Ladakh. The focus of these partnerships was multi-pronged - while it was integrated watershed development in Samba district of Jammu, the focus in Kathua district of Jammu was on capacity building for livelihood options and health awareness. Similarly in Kashmir, Aman Trust was implementing health project in Mattipora village of Baramulla with the help of Hussaini Relief Committee and the NGO's Coordination Federation was implementing sustainable agriculture practices in Ganderbal block of Srinagar (Now Ganderbal is a separate district). Towards 2005, a partnership was formed with Kargil Educational Society for promoting local governance in Kargil district of Ladakh division. During the same time the Field Executive of IGSSS was shifted to Srinagar from Jammu and a regional office was set up in Srinagar.

Realising difficulties in partnership programmes in a fragile security environment, IGSSS started direct pilot projects in tandem with partnership programmes. It initiated its own direct interventions with initial support from Welthungerhilfe Germany (earlier known as German Agro Action). It began with a Poverty Reduction Programme in 12 villages, with a field survey in Baramulla, the first of its kind in Kashmir. The focus was mainly on poverty reduction and women and children.

In 2005, the SMILE project was initiated to work among youth studying in schools and colleges of Srinagar. Scholarship to students and seminars and workshops in schools and colleges and fellowships were initiated to reorient the youth. IGSSS responded to people affected by the earthquake in 2005, on the Indian side near Uri. IGSSS responded in six villages and provided interim shelter, bedding, furnishing and dry ration to 1185 households. Medical and psychosocial care was also provided to the affected people. It built schools, provided livelihood support and initiated DRR measures in the recovery phase with active support from Misereor, Welthungerhilfe and ICCO.

From 2008, with the support of European Instrument for Democracy and Human Rights (EIDHR), IGSSS initiated more systematic interventions in Baramulla and Bandipora on livelihood, micro-credit, youth interventions, training of PRI members, and formation of SHGs.

In 2010, Kashmir witnessed heightened protests in the Valley leading to prolonged unrest and violent uprisings. The year 2013 witnessed the serial killing of *Sarpanchs*.

Against increasing conflicts, IGSSS initiated the Youth Action for Peace programme in 2011 in Srinagar to work with the urban youth and extended the EIDHR phase to strengthen grassroots governance. The same year, interventions to improve the lot of traditional carpet weavers were initiated with the help of Label Step and later expanded under the K-Caleen project. Recently, carpet weavers were incorporated as part of the rehabilitation efforts after the floods. In 2013, IGSSS made efforts to reach out to the poor around Uri area with a watershed management project and community development. But due to skirmishes between India and Pakistan on the border and other logistical issues, the intervention could not be carried out.

The pilot project, which began in 2004, was now a full-fledged programme of IGSSS in Kashmir with increased staff members and field offices and reached out to 25,000 families, especially after the floods in 2014, covering at least 70 villages/locations in three districts, namely, Baramulla, Bandipora and Srinagar, focusing on:

- Strengthening local governance through the formation of SHGs, village and welfare committees, human rights education, and youth action
- Functional literacy, motivation and livelihood generation of carpet weavers
- Emergency response in 2014 and disaster (conflict) risk reduction

- Rehabilitation of flood-affected communities through agricultural and livelihood interventions
- Human rights work along with youth development, with special focus on Srinagar district.

The journey of IGSSS was supported by partners such as Welthungerhilfe, European Union, Misereor, ICCO, Caritas Italiana, Label Step, Islamic Relief, etc.

Why this Study

Engagement in Kashmir has been one of IGSSS's major interventions in the last 10 years. With the support of many donor partners, a substantial amount of human and financial resources have been invested in improving the quality of the lives of the poor in the state. IGSSS also wanted to know what the priority community said about its various interventions. Has there been a substantial change in their lives? Did IGSSS perceive the right needs of the people and initiate programmatic actions accordingly? Learning from the past, what could be some roadmaps for the future? The focus was to gain insights from the Priority Communities' assessment of the interventions.

Objectives of the Study

The objective of this study was to arrive at a critical and scientific analysis of the impact of various interventions and the extent of satisfaction and sustainability of the interventions initiated, from the priority communities' perceptions and assessment.

Areas of Inquiry

The following were the major areas of inquiry from the priority communities' viewpoint:

1. What was their level of satisfaction with different engagements?
 - a. What, in their perception, had changed positively or negatively by the intervention?
 - b. What were some of the direct and indirect benefits gained due to project engagements?
2. To what extent did the various interventions make an impact in their socio-economic status and human development?
 - a. Did they feel that the various interventions had made measurable impacts in their lives to move forward? To what extent?
 - b. Were the impacts and interventions sustainable?
3. Which engagement had improved their participation in society and their self-articulation and community participation?

4. What were the systems and mechanisms built up to sustain the engagements?
 - a. What was their perception regarding the formation and functioning of SHGs, village committees, farmers' groups and youth groups?
 - b. Did they believe that their access to state mechanisms/government schemes had improved over the years?
 - c. What did they propose as key areas of engagement to sustain the gains made?
5. What were their perceptions with regard to the identification of needs, various activities and accompaniment by the project staff?
 - a. What were the lessons learnt during the implementation of the programmes?

Universe

The research area covers three districts in Jammu & Kashmir, namely, Baramulla, Bandipora and Srinagar, where IGSSS was engaged with multiple activities from 2005. Not all interventions were carried out in all the villages, except relief works after the floods of 2014.

Methodology

A mix of quantitative and qualitative methodology was deployed in this assessment study. Review of available literature, project proposals and evaluation of projects was done in relation to the areas of inquiry. Later, in consultation with select key project persons, a structured interview schedule was prepared to collect primary data from the field from 1,000 direct and indirect priority community members from 20 selected villages. Ten enumerators with Masters in Social Work (MSW) background were trained to administer the interview schedule. After a pilot study of about 69 respondents, the interview schedule was reviewed, based on their experience. Some minor changes were also made to bring clarity to some questions. The data collected were processed through SPSS.

To complement the quantitative analysis and to delve deeper into critical thematic areas of interventions, in-depth interviews were carried out with 30 persons, male and female, comprising of village elders, members of *Panchayati Raj* Institutions (PRI), leaders of various committees such as SHGs, Youth, Welfare and Human Rights Forum and the newly initiated livelihood expansion groups such as farmers, artisans and carpet weavers. Nine key project staff members were also interviewed to understand their perceptions and experiences. After analysing the emerging trends from the interview schedule, focused group discussions were conducted in the sample villages in 10 locations, covering various major interventions. The insights of five donor partners were also obtained by email or direct interview. Some case studies were also gathered to demonstrate significant change stories.

Sampling

In the last 10 years, in about 70 villages IGSSS has intervened in the lives of Kashmiris, largely in Baramulla and Bandipora districts, and in youth development programmes in some urban pockets of Srinagar. Bandipora was newly carved out as a district from Baramulla in 2007.

- Functional literacy, motivation and livelihood enhancement of carpet weavers, which began as a pilot project in two villages, was extended to 10 villages under the K-Caleen project. Later, 11 APDCs were formed under the rehabilitation phase.
- Strengthening of local governance through formation and animation of SHGs, welfare, youth, PRI members and village committees was carried out in 40 villages.
- Promoting Localized Empowering Actions for Peace and Stability was initiated in 20 villages.
- Relief work was carried out in 2014 in all 70 villages/urban areas.
- Rehabilitation interventions after the floods through the formation of farmers' clubs and other forms of livelihood support were implemented in 20 villages.
- The SMILE project was implemented to motivate the rural youth, and from 2011, Youth Action for Peace was initiated in limited select locations of Srinagar, focusing on urban youth.

In other words, many areas in Srinagar district were reached only after the 2014 floods, through relief works and later with youth developmental works. Out of 60 villages in Baramulla and Bandipora districts, virtually all benefited from the relief support provided and some other interventions. In a few villages, IGSSS had only just intervened with relief intervention. Since different projects were initiated at different times, depending upon the need, there was substantial overlap of interventions. In some villages the projects were closed a couple of years ago. Suffice to say, IGSSS tried to provide relief to affected communities in all the villages it had worked in.

Rehabilitation work began after the completion of the relief work in March 2015. For example, the planned rehabilitation initiative to form farmers' clubs was in full swing, whereas the formation of APDCs was in its early stage, though in some villages under different project phases, engagements with carpet weavers continued. Some projects which began as pilot projects were also suitably modified and expanded to cover more villages, learning lessons from the past.

Considering the spread and variations in programmatic interventions, mixed sampling methods were used to make the study more scientific. While purposive sampling was used in identifying 20 sample villages out of 70, systematic random sampling was used in identifying respondents in the sample villages, using census data of relief distribution in 2014.

Identifying villages where multiple interventions were carried out was the primary criterion used in the selection of villages. Seventeen villages were identified from the districts of Baramulla and Bandipora in which IGSSS had interventions of long duration. In order to interview a reasonable number of Priority Communities in youth development, three urban pockets were randomly chosen out of 10 pockets in Srinagar district.

After the selection of villages, using the census data prepared during the relief phase, a predetermined 940 respondent families were identified using systematic random sampling in 17 villages, proportionate to the population. The same sampling tool was used to identify 60 respondents from three pockets of Srinagar city. The total number of respondents was 1,000, spread out in three districts and four blocks.

TABLE I.1. LIST OF SAMPLE VILLAGES

S. No.	District	Block	Village	House-holds	Sample Size	Nature of intervention				
						Disaster Relief	Rehabilitation	Carpet weavers	Local governance	Youth Development
1	Baramulla	Pattan	Palhalan F (Ghat)	239	63	Yes	Yes	n.a.	Yes	n.a.
2	Baramulla	Singpora	Gund-e-Ibrahim	272	72	Yes	Yes	n.a.	Yes	n.a.
3	Baramulla	Singpora	Yakhwanpora	210	55	Yes	Yes	Yes	n.a.	Yes
4	Baramulla	Singpora	Mandiyari	104	27	Yes	Yes	n.a.	Yes	n.a.
5	Baramulla	Singpora	Moula Abad	68	18	Yes	Yes	n.a.	Yes	n.a.
6	Baramulla	Singpora	Gadkhud	154	41	Yes	Yes	Yes	Yes	n.a.
7	Bandipora	Sumbal	Gonchipora	191	50	Yes	Yes	n.a.	Yes	n.a.
8	Bandipora	Sumbal	Trigam	323	85	Yes	Yes	n.a.	Yes	n.a.
9	Bandipora	Sumbal	Kawpora	186	49	Yes	Yes	n.a.	Yes	n.a.
10	Bandipora	Sumbal	Shiganpora	170	45	Yes	Yes	Yes	Yes	Yes
11	Bandipora	Sumbal	Ankhol	91	24	Yes	Yes	n.a.	Yes	n.a.
12	Bandipora	Sumbal	Beighpora	257	68	Yes	Yes	Yes	Yes	n.a.
13	Bandipora	Sumbal	Ganastan	324	85	Yes	Yes	Yes	Yes	n.a.
14	Bandipora	Sumbal	Odina	249	66	Yes	Yes	Yes	Yes	n.a.
15	Bandipora	Sumbal	Najan	149	39	Yes	Yes	Yes	Yes	Yes
16	Bandipora	Sumbal	RakhMohalla	200	53	Yes	Yes	n.a.	Yes	n.a.
17	Bandipora	Sumbal	Rakh e Shilvat	384	100	Yes	n.a.	n.a.	Yes	n.a.
18	Srinagar	Srinagar	Habbak		20	Yes	n.a.	n.a.	n.a.	Yes
19	Srinagar	Srinagar	Dal Kalan		20	Yes	n.a.	n.a.	n.a.	Yes
20	Srinagar	Srinagar	Behrar		20	Yes	n.a.	n.a.	n.a.	Yes
Total					1000	20	16	7	17	6*

Note: * refers to total number of sample villages under each specific intervention.

n.a. – not applicable.

As relief support was provided to the entire village after the September 2014 floods, all respondents were part of the priority community of this intervention. With regard to other

interventions, a respondent might or might not have been a direct priority community member. Nevertheless, they were expected to have reasonable knowledge of a particular intervention carried out in their village. If a particular intervention was not carried out in a village, respondents from there were not counted. Accordingly, the number of respondents varied for each area of intervention. Similar projects with similar objectives were clubbed under one category of intervention. For example, youth development covered Youth Action for Peace, SMILE and to some extent P-Leaps.

TABLE 1.2. NUMBER OF RESPONDENTS FOR DIFFERENT INTERVENTIONS

Intervention	Number of respondents
Relief Support	1000
Rehabilitation	840
Carpet Weavers	399
Strengthening Local Governance	885
Youth Development	199

In Baramulla, 276 respondents were interviewed from six villages selected from Pattan and Singpora blocks. In Bandipora, 664 respondents were interviewed from 11 villages from Sumbal block. The respondents' age was kept at 15, since in youth development programmes groups of students participated. Generally, the head of the household was interviewed. Youth in the respondent family was given importance to assess youth development. Usually, all those who were present at the time of the interview responded to the enumerators, but the respondent's profile consisted of the primary respondent. If no one was available in the list of respondents, the interview schedule was administered in the adjacent household.

Comments and Observations

1. In the identification of respondents, systematic random sampling was used. It was likely that not all the respondents had direct experiential knowledge of the intervention, so their assessment was based on the perceptions and knowledge that they had gained from direct Priority Communities. At times, when someone was not a priority community member, they were likely to have behaved indifferently.
2. There was an entrenched *mohalla* concept in some villages. When a particular intervention was initiated in a particular *mohalla*, the people from other *mohallas* were likely to be lukewarm in their cooperation. They also looked askance at an intervention in which they were not part.
3. Some villages had multiple project interventions. These priority community members' memories of these interventions were fresh.
4. In the rehabilitation phase after the floods in 2014, there was considerable focus on the formation of farmers' clubs. SRI,³ sheep support and bee-keeping had been recently

introduced. Embroidery had just begun in one or two villages. In the same manner, only in the recent past youth development programmes were systematically done in Srinagar. Though there were some perceptible changes through these interventions, the priority community members' assessment was limited to the extent the projects were implemented. In course of time, the level of satisfaction and perceptions could vary.

5. Jammu and Kashmir is the political category of state. However, all IGSSS interventions taken up for this study were exclusively in Kashmir.
6. Language was a major difficulty. The evaluator had to rely heavily on English-speaking interpreters during field visits.

In the following chapter, an analysis of the major interventions is presented.

CHAPTER 2

Major Interventions: Participation, Satisfaction, Impact, and Sustainability

Defining Key Concepts

'Priority Community' refers to those who were part of project interventions directly or indirectly. IGSSS aimed at the development of the community in and through the development of individuals. This definition assumed importance since 'development of individuals was expected to contribute to development of the local community'. Moreover, members of the community were expected to know the interventions carried out and support them to the extent possible, even if they were not direct priority community members. All priority community members were direct priority community members of relief support. With regard to other interventions, the priority community may or may not have been a direct priority community member.

'Respondents' refers to priority community members who answered the interview schedule.

'Participation' refers to the priority community members' active engagement in the various stages of project interventions. 'Participation in planning' refers to taking the views of the potential priority community members onboard while designing the project objectives, strategies and activities. Similarly, participation in implementation refers to priority community members' active engagement in carrying out various activities.

'Monitoring' refers to a group or body which constantly observes whether the interventions were carried out as per the predesigned parameters.

'Evaluation' refers to formal assessment of the outcomes envisaged.

'Reflection' refers to ongoing collective quick assessment or feedback mechanisms of the processes and outcomes by the priority community, considering internal and external contexts. In this study, reflection and evaluation were taken together.

'Outcome' refers to the manifestation of concrete changes in the lives of the people as a result of proactive engagement and participation.

'Satisfaction' refers to fulfilment or gratification which is linked to the immediate effect due to a particular intervention.

'Impact' refers to the effect on the person or community in the long run, denoting substantial changes made in terms of attitude, approach and mindset leading to substantial improvement in the quality of life.

'Sustainability' refers to context-specific internal and external systems and mechanisms evolved and maintained within the life of the project to ensure forward movement of the processes initiated to reach the logical end envisaged by the project or combination of projects in the long term.

Major Interventions

The following are the major interventions carried out in the last ten years.

1. Flood relief
2. Rehabilitation through livelihood expansion
3. Engagement with carpet weavers
4. Strengthening grassroots governance and civil society action
5. Youth development

General Profile of Respondents

Geographical profile

TABLE 2.1. DISTRICTS, BLOCKS, VILLAGES AND RESPONDENTS COVERED

S. No.	District	No. of Blocks covered	No. of Villages covered	Total no. of Respondents	% of Respondents
1	Baramulla	2	6	276	27.6
2	Bandipora	1	11	664	66.4
3	Srinagar		3	60	6
	Total	3	20	1000	100

Direct interventions by IGSSS began in Baramulla district in 2004, after a few months of experimentation of partnership programmes. Till 2011, developmental interventions were carried out only in Baramulla and Bandipora districts, focusing on the rural population, with almost no engagement in Srinagar city. Only from 2011, youth development programmes were initiated among the urban youth in Srinagar. During the floods in 2014, IGSSS expanded its horizon by reaching out to 15 new villages and a few urban pockets in Srinagar.

There is a big variation in the number of respondents between Baramulla and Bandipora. One of the criteria in the selection of sample villages was to identify villages where multiple interventions were carried out. A number of villages are on the border of the two districts.

In 2007, Bandipora was carved out of Baramulla for administrative convenience. IGSSS intervened in 26 villages in Baramulla and 30 in Bandipora. The variation in sample size clearly showed that in Baramulla the interventions were spread out in villages, whereas in Bandipora multiple interventions were carried out in a number of villages. So this study seems to have a strong bias towards the priority community of Bandipora. However, there was no significant difference in basic indicators between the two districts. Socially, economically, culturally and politically, the respondents of the two districts did not differ significantly.

Sex, Age and Marital Status

Among the 1,000 respondents, 556 (55.6 per cent) were male and 444 (44.4 per cent) were female. 739 respondents (73.9 per cent) were below the age of 45. It may be definitely stated that this study largely took into account the perceptions and experiences of young and growing respondents who were likely to live with many aspirations and hopes.

In the age group of 15-45, there were 356 female respondents (80.2 per cent) and 383 (68.9 per cent) male respondents. This indicates that this study represents the voices of female respondents proportionately, though in the total sample size the number of female respondents was less.

In the age group of 46-60, there were 183 respondents (18.3 per cent) and above 60, only 78 (7.8 per cent). In both these categories the percentage of female respondents was less than the male respondents.

TABLE 2.2. RESPONDENTS' SEX AND AGE VARIABLES

Sex	Age				Total
	15-30	31-45	46-60	Above 60	
Male	168	215	115	58	556
	30%	39%	21%	10%	100%
Female	169	187	68	20	444
	38%	42%	15%	5%	100%
Total	337	402	183	78	1000
	34%	40%	18%	8%	100%

Note: Percentages in the tables have been rounded off. However, in the main text percentages are given with a single decimal.

Of the total respondents, 757 (75.7 per cent) were married; 217 (21.7 per cent) were unmarried; 3 were separated and 23 (2.3 per cent) were widowed. Among the widowed, 8 (2.9 per cent) were from Baramulla, 13 from Bandipora (2 per cent) and 2 from Srinagar (3.3 per cent). 11 widowed respondents were from the 46-60 age group and 7 were from above 60 age group. Only 5 were from the age group of 15-45. In the age group of 15-20 there were 9 married respondents and 104 were unmarried. These were largely from the students' category.

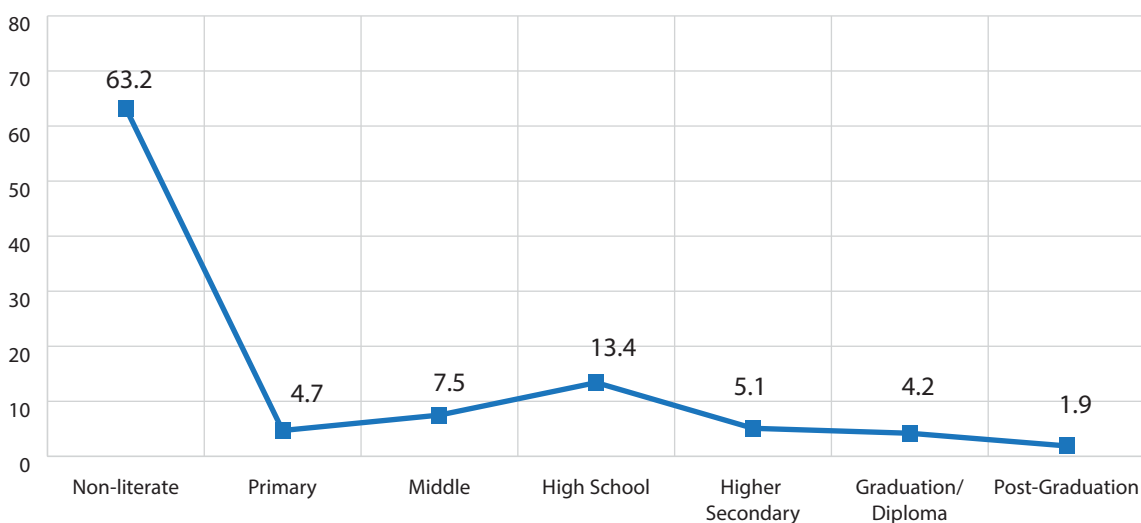
Education

Nearly two-thirds of the respondents, numbering 632 (63.2 per cent), were non-literate. Among the female respondents 324 (73 per cent) were non-literate, which was much higher than 308 (55.4 per cent) among the male respondents.

TABLE 2.3. RESPONDENTS' EDUCATIONAL LEVEL BY SEX

Sex	Non-literate	Primary	Middle	9-10	11-12	Graduation	Post-Graduation	Total
Male	308	36	49	84	33	30	16	556
	55%	7%	9%	15%	6%	5%	3%	100%
Female	324	11	26	50	18	12	3	444
	73%	3%	6%	11%	4%	3%	1%	100%
Total	632	47	75	134	51	42	19	1000
	63%	5%	8%	13%	5%	4%	2%	100%

CHART 2.1. RESPONDENTS' EDUCATIONAL STATUS



A few important insights maybe drawn on the respondents' educational status.

- Only about one-third have attained an education.
- There was a gradual growth from primary to secondary level.
- After completing high school there was a huge dropout.
- At every level, female respondents lagged behind the male respondents
- Only a few moved on to higher secondary, graduation and post-graduation studies.
- Of the 337 respondents in the 15-30 age group, 108 (32 per cent) were non-literate, whereas

in the 15-20 age group, out of 113 only 14 (12.4 per cent) were non-literate. This means that only in the last decade or so many children have entered school. This bespeaks a positive development for the community in the future.

Religion and Social Caste

All respondents were Muslims: 54 per cent were Shias and 46 per cent were Sunnis. In Baramulla, out of 276 respondents, 178 (64.5 per cent) were Shias. In Bandipora, out of 664 respondents, 337 (50.8 per cent) were Shias. In Srinagar, there were more respondents from Sunnis (58.3 per cent) than Shias (41.7 per cent). So, in youth development programmes there were more Sunni participants.

In Kashmir, based on occupation, some communities, more particularly individuals in communities, were classified into socially and educationally backward classes (also known as 'weak and underprivileged classes'). These are known as Social Caste. The following categories of people belong to Social Caste as per SRO 126 of Jammu and Kashmir government: *bach-hanjies* and *shikarawalas* excluding boat owners, fishermen including Gade Henz, Markaban, whose sole livelihood depends upon Markabani, village potters(kumhars), Shaksaz, shoe repairers (working manually), Bhangies, Khakrobes (sweepers), barbers (rural only), village washermen, Bhands, Mirasis, Madira/Bizigars, Kulfaquir, Dambalifaquir, Doomb, Shupriwatal, Sansis, Sikiligiris, Jheewars, Grati (rural only), Teeli (rural only), Lohars, and Turkans.

TABLE 2.4. RESPONDENTS' RELIGION AND SOCIAL CASTE

Religion	Belonging to Social Caste as classified by the Government		Total
	Yes	No	
Shia	159	381	540
	29.4%	70.6%	100.0%
Sunni	130	330	460
	28.3%	71.7%	100.0%
Total	289	711	1000
	28.9%	71.1%	100.0%

As per social caste criteria, of the 540 Shia respondents, 159 belonged to social castes and 130 out of 460 respondents belonged to social castes among the Sunnis. Respondents from social castes were more from Baramulla (34.4 per cent) than Bandipora (26.8 per cent) and Srinagar (26.7 per cent).

Occupation and Income

As most of the respondents were not engaged in monthly salaried occupations, they were given a choice to mark a maximum of two primary occupations which fetched income for the family. With this caveat, the respondents largely belonged to three occupational categories.

TABLE 2.5. RESPONDENTS' OCCUPATION (MULTIPLE RESPONSES)

	Responses		% of Cases
	Number	%	
Government Employee	22	2	2
Self Employed (shop, small business, SHG)	307	27	31
Housewife	302	26	31
Employed in private sector	16	1	2
Own land cultivation	146	13	15
Lease land cultivation	3		
Casual labour	168	15	17
Unemployed	84	7	9
Any other	103	9	10
Total	1151	100	116

31 per cent respondents were self-employed, being engaged in shops, petty businesses, mechanical works, mobile repair, tailoring, income generation activities through SHGs, etc. 17 per cent were working as casual labourers and 14.7 per cent were into cultivation of own land. Only 2.2 per cent were in monthly salaried category, working mainly in government. 30.5 per cent were housewives. Only 0.3 per cent of respondents were engaged in leased land cultivation. 8.5 per cent were unemployed. Of the 10.4 per cent respondents who belonged to any other category, a good many were currently students or had just completed their studies. In the age group of 15–30, 32.6 per cent respondents were self-employed, 17.2 per cent were housewives and 16 per cent were casual labourers. In the absence of jobs in government and private, there was a tendency to take up self-employment.

More than half of the respondents, 57.1 per cent, earned less than Rs 3,000 per month; 27.3 per cent earned between Rs 3,001 and Rs 5,000. In other words, 84.4 per cent of the respondents earned less than Rs 5,000 per month. The mean monthly income was Rs 4,330. 71.7 per cent of the respondents' monthly income was lower than the mean income. Only 46 respondents' (4.6 per cent) monthly family income was above Rs 10,000.

TABLE 2.6. RESPONDENTS' INCOME LEVEL BY SEX (IN RS.)

Sex	Up to 3000	3001-5000	5001-10,000	Above 10,000	Total
Male	316	143	66	31	556
	57%	26%	12%	6%	100%
Female	255	130	44	15	444
	57%	29%	10%	3%	100%
Total	571	273	110	46	1000
	57%	27%	11%	5%	100%

The respondents' average family size was 7.29, largely due to the joint family way of life. Managing a family of about 7 persons with less than Rs 3,000 monthly income clearly indicated that more than half of the respondents were struggling to make ends meet.

Observations and Comments

- The majority of the respondents were young, non-literate, economically poor and non-monthly salaried.
- Reaching up to high school seemed to be a big dream.
- Illiteracy was substantially high among women.
- A substantial number of respondents belonged to social castes.
- Women were largely unemployed and remained as housewives.
- However, there are indications that the young generation is largely entering the portals of education, which might have a positive impact on the life of the Kashmiris in future.

Flood Relief

Kashmir witnessed devastating floods in 2014, which shattered the infrastructure, disrupted the economy and traumatized the population. The floods were the most calamitous after 1902 (Shujaat Bukhari, *Economic and Political Weekly*, 18 October 2014). The flood damage showed that even rudimentary precautions were not taken in time by the state government. Volunteers, mostly local youth, carried out rescue and relief operations in Srinagar and in the valley, and the so-called separatist leaders also moved in to fill the vacuum left by the state.

Some reports stated that even during the relief operations the conflict in Kashmir overshadowed matters. However, a number of reviews of the flood relief operations acknowledged the dedicated service of various voluntary organizations, NGOs and CSOs during this disaster.

IGSSS' Flood Relief Narrative

IGSSS reached out to 70 villages/urban areas with relief support. It took about a month to plan and initiate the operation. All existing programmes were put on hold to address relief.

The IGSSS Kashmir team went through a constant struggle between reaching out to the priority communities and the need for developing systems and mechanisms for relief distribution. A rapid assessment was carried out in all the villages. The assessment was mostly done by youth groups who were directly or indirectly associated with IGSSS, under the guidance of the field staff. Inputs from the youth were highly beneficial in many ways.

A system of family cards was developed and distributed to the priority community members by the youth with the help of elders, PRI members and *sarpanches*. Family was defined by the use of *choola* (kitchen stove): members who had their food cooked in one *choola* were considered as one family. This criterion was made known to all to make the intervention transparent and fair. Through this criterion even small families, such as widows and half-widows had their due share; but some joint families experienced a disadvantage. Though some *sarpanches* were not happy with this criterion, in the experience of the staff, this was a saving factor which helped them to resolve many issues that cropped up in terms of fair distribution.

Fatima Begum, a member of an SHG said,

The family card system was a good criterion. Separate cards were issued for blankets, cash and other materials such as hygiene kit and kitchen utensils. Involvement of the local youth in relief distribution was the right decision by IGSSS since the youth were familiar with village details. No material was wasted and there was uniform distribution. The people waited in a queue even for two hours since they knew that they would get their share.

Similar observations were made by many other priority community members.

In a couple of villages, there were problems due to duplication of family cards. In Hanjivera Payeen, Baramulla district, a woman staff member was assaulted. This was a setback. After much deliberation, cash, kitchen utensils and wash kits were recovered from 27 families. Though IGSSS had been working in Hanjivera Payeen for long, in this village it was faced with a lack of cooperation. It could be mentioned here that the organisation took a stand against internecine community dynamics that were threatening to disrupt the fairness of the distribution process – also, the fact that the items could be recovered from the community without much incident, is indicative of the overall confidence that IGSSS enjoys even in this village.

The government's response was rather late. Only at the end of 2015, after more than a year, the state government released the promised allotment for some families who had lost their houses. But for the intervention of NGOs, it looked as if conflict scenarios would have increased manifold between those affected by the floods and the state machinery.

Kashmir News Agency on March 20, 2016 reported as follows:

Disbursement of financial assistance under Prime Minister's Reconstruction Plan has crossed Rs. 700 crore mark. The disbursement has been completed in 9 districts which include Ganderbal, Baramulla, Udhampur, Kishtwar, Shopian, Kupwara, Kulgam, Jammu and Kathua.

As per the reports received by the Governor N.N. Vohra Rs.700.47 crore has been disbursed to 101,773 2014 flood affected persons, by the concerned Deputy Commissioners during the last one week.

Relief disbursed to the victims of flood damaged houses till date is: Rs. 311.42 crore to 38,635 cases in Srinagar district; Rs. 1.58 crore to 412 cases in Samba district; Rs. 0.81 crore to 409 cases in Ganderbal district; Rs. 33.49 crore to 1848 cases in Budgam district; Rs. 28.85 crore to 1154 cases in Pulwama district; Rs.96.64 crore to 13,914 cases in Anantnag district; Rs 29.50 crore to 5024 cases in Bandipora; Rs.35.12 crore to 8,440 cases in Baramulla district; Rs 16.88 crore to 1652 cases in Rajouri Rs.12.98 to 2537 cases in Udhampur; Rs.7.16 crore to 1802 cases in Ramban district; Rs.2.39 crore to 1135 cases in Kishtwar district; Rs.2.98 crore to 1301 cases in Doda district; Rs. 7.28 crore to 1251 cases in Shopian district; Rs.19.09 crore to 3275 cases in Kulgam district; Rs.47.13 crore to 11787 cases in Jammu district; Rs. 26.47 crore to 5094 cases in Reasi district; Rs 4.35 crore to 425 cases in Kathua district; Rs.0.21 crore to 89 cases in Kupwara district; and Rs.16.14 crore to 1589 cases in Poonch district.

The Governor had directed completion of disbursement of additional financial assistance to the flood affected households on a time bound basis. The disbursement of additional financial assistance began on March 14, 2016 and Funds are being transferred electronically to the bank accounts of the Priority Communities by the concerned Deputy Commissioners.

The Raj Bhavan spokesperson recalled that the State Administrative Council in its meeting held on 25-02-2016 had approved the grant of additional financial assistance of Rs. 1194 crore under the Prime Minister's Reconstruction Plan-2015 at the scale of Rs.2.50 lac for fully damaged *pucca* house, Rs.1.25 lac for severely damaged *pucca* house, Rs.1.00 lac for fully damaged *kacha* house, Rs.0.50 lac for severely damaged *kacha* house, Rs.0.20 lac for partially damaged *pucca* house and Rs.0.10 lac for partially damaged *kacha* house⁴.

It will be worthwhile if IGSSS could assess how many of the priority community members of its flood relief intervention in Bandipora and Baramulla have been able to receive this financial assistance.

TABLE 2.7. DETAILS OF IGSSS RELIEF DISTRIBUTION

District	Villages / Areas	Cash Transfer	Hygiene Kit	Kitchen Utensils	Mink Blankets (set of 2 blankets)
Bandipora	30	5779	7657	7657	7657
Baramulla	26	3598	4466	4466	4466
Srinagar	14	3084	3598	3598	3598
Total	70	12461	15721	15721	15721

Participation in PIME

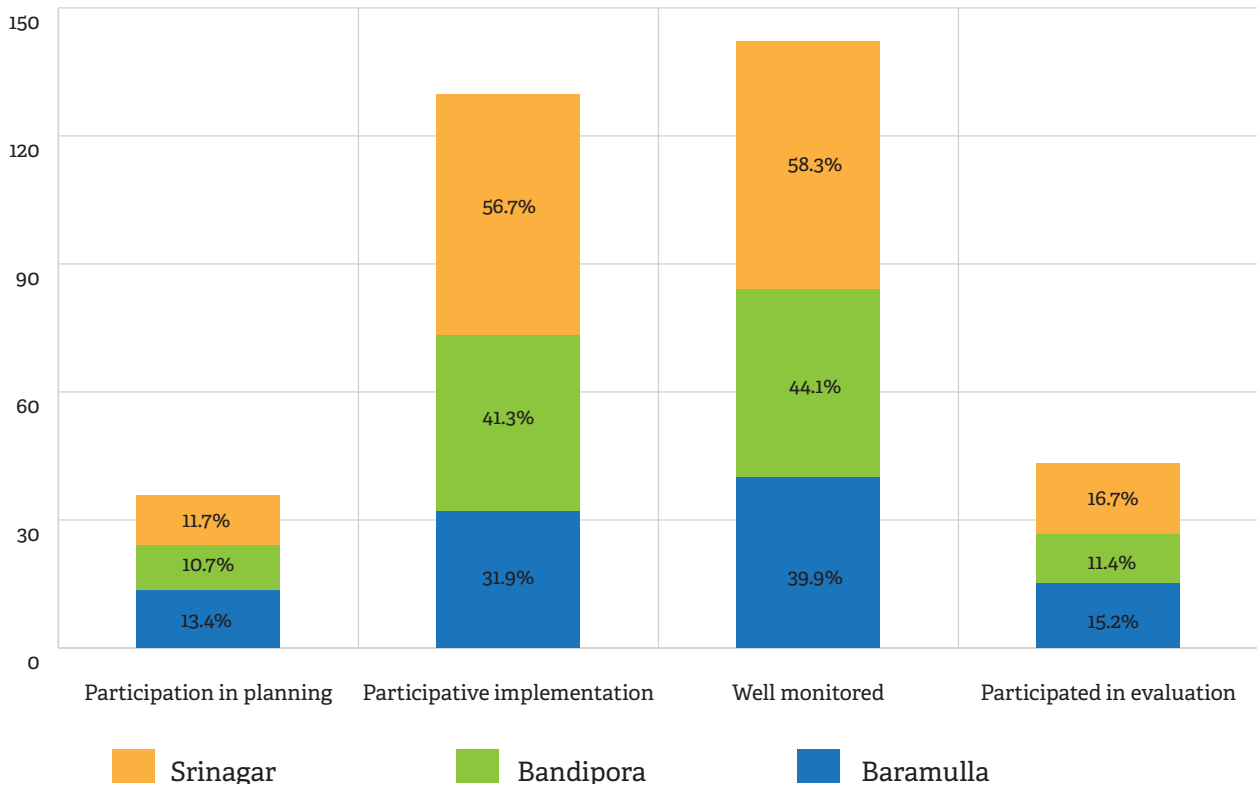
995 respondents (99.5 per cent) said that they were priority communities of flood relief operation. This was a clear indication that relief had reached out to almost everyone affected by the floods in the sample villages.

The respondents of Srinagar seemed to have participated in PIME more than those in Baramulla and Bandipora. It was a clear indication that the youth were in the forefront of relief operation in PIME. However, among PIME variables, participation in implementation and monitoring have higher ranking than planning and evaluation.

IGSSS carried out a rapid assessment survey to find out the priority communities' needs. Given that many of the villages were inundated, reaching out to the priority communities was not an easy task. The rapid assessment was done through youth volunteers and field staff who provided the organization with 'the sense and needs of the people' and approximate number of families affected. Based on this survey, IGSSS decided on the nature of support to be provided and how to distribute it.

Across the districts, the respondents of Baramulla seemed to have participated less than respondents of Bandipora and Srinagar. Baramulla respondents also gave low ranking for monitoring of the intervention.

CHART 2.2. RESPONDENTS' PARTICIPATION IN PIME IN RELIEF



When the respondents were asked whether during disaster people should be asked about the kind of support to be provided, the response was exceptionally high. 89.9, 88.9 and 96.7 per cent of the respondents from Baramulla, Bandipora and Srinagar respectively stated that people should be asked. The underlying expectation was explored during interviews. People gratefully acknowledged the material support they had received such as cash, blanket, dry ration, kitchen utensils, hygiene kit, education kit, etc. However, in many villages the people were in need of drinking water, medical aid and trauma care. They observed that these three needs were hardly met. In some villages, medical aid seemed to have been provided only for a short while. IGSSS, with help from an agency, set up a drinking water facility in five most affected villages. It seemed that in general, trauma care was not done, except for special care of children in some areas.

Highly Beneficial and Least Beneficial items

The general feeling among the respondents was that whatever was given was beneficial. But when a specific question was asked to identify the most beneficial item among the various items provided, such as hygiene kit (also called as dignity kit), blanket, education kit, cash support and dry ration, the blanket was considered the most beneficial by 51.8 per cent respondents. It was of high quality, they said, and they were able to use it even in severe cold. Among those respondents with a monthly income of more than Rs 10,000, 67.4 per cent appreciated the blanket support; 19.6 per cent said cash support was helpful. In all other

income categories, more than 50 per cent appreciated blanket support; 35 per cent highly appreciated cash support. Also, dry ration was found beneficial by those whose income was below Rs 3,000 per month in comparison to other income groups. 36.3 per cent felt that the hygiene kit was the least beneficial.

34.5 per cent of the respondents from all income categories stated that cash support of Rs. 1,000 was useful in meeting basic needs. The cash was utilized to buy rations, medicines, and in some cases to buy additional educational materials. However, 25.9 per cent of the respondents stated that cash support was less beneficial, that what they needed most was material support, since materials were scarce in the market. 26.8 per cent also stated that the education kit was less beneficial.

In five villages, IGSSS also provided water purifier plants and established play schools (Child Friendly Spaces) to relieve the children of trauma. Rafiq Bano of Abdulabad Nowgam said,

Setting up of water purifier plant was a highly beneficial intervention for the 30 households in our village. After the floods, the drinking water source was contaminated and the quality of water was deteriorating day by day. The children were falling sick. We had no means to treat them. The water purification plant solved the problem. Moreover, the plant was given to the community and it is being maintained well.

Extent of Satisfaction and Impact in Flood Relief

On a scale of 0-9, where 0 is nil, 1 is minimum and 9 is maximum, the respondents' mean level of satisfaction was 6.28. The satisfaction level was much higher in Srinagar (6.48) than in Bandipora (6.32) and in Baramulla (6.03). It may be noted that in the villages of Baramulla the IGSSS staff had some difficulties in relief distribution and a staff member was jostled.

TABLE 2.8. EXTENT OF SATISFACTION AND VARIABLES CONTRIBUTED (MULTIPLE RESPONSES)

District	Extent of Satisfaction	Immediate needs addressed	Voluntary service of youth	Quality of materials provided	The way relief works were carried out
Baramulla	6.03	47.5%	12.9%	25.1%	14.5%
Bandipora	6.32	46.5%	12.1%	29.0%	12.4%
Srinagar	6.48	49.5%	19.4%	18.4%	12.6%
Total	6.28	47.8%	14.8%	24.2%	13.2%

This extent of satisfaction in all the three districts was mainly attributed to the fact that the immediate needs were met. The quality of relief materials provided was stated as the second major contributory factor by the respondents of Baramulla and Bandipora; in Srinagar the second major factor was the voluntary service of the youth. 13.2 per cent of the respondents appreciated the way relief works were carried out by IGSSS and the systems and mechanisms they put in place to ensure smooth distribution.

TABLE 2.9. IMPACT AND ITS MANIFESTATION (MULTIPLE RESPONSES IN %)

District	Impact	Gained confidence	Anxieties got resolved	Sense of being cared for	Was able to move forward in life
Baramulla	92	32.2	39.0	15.5	13.4
Bandipora	92.3	29.1	35.1	17.4	18.5
Srinagar	93.3	35.1	35.1	13.4	16.5
Total	92.5	32.1	36.4	15.4	16.1

The impact level was measured by a simple Likert scale of 'yes', 'not sure' and 'no'. Many respondents felt that all the materials provided were of much use and no material was wasted, and the impact level was 92.5 per cent. While the impact was experienced concretely in multiple ways, two dimensions of concrete changes in life stood out: 36.4 per cent of the respondents said that their anxieties got resolved; 35.1 per cent said that they gained confidence through relief intervention; 18.5 per cent felt that they were able to move forward in life due to relief intervention; about 15.5 per cent said that they felt they were cared for. As all four dimensions were acknowledged by a reasonable number of respondents, it can be concluded that the impact of relief seemed to be much higher on the respondents one way or another, effecting lasting impacts.

Suggestions for the future

- One of the major suggestions was to involve the priority communities in planning.
- About 59 per cent suggested making proper assessment.
- 37.6 per cent mentioned the need for identifying the real needs.
- 25.1 per cent expressed the view that the neediest were to be reached out to.
- 19.1 per cent said that the focus had to be on livelihood more than relief.

Observations and Comments

- Given the nature of the flood disaster, complexity of the terrain and difficulties in reaching out to the villages, it can be said that the quality of relief intervention, especially in terms of PIME, was highly systematic.
- The contribution of youth groups in identifying villages, their needs and systematic organization of distribution made the entire operation smooth and transparent. The youth also played a major role in saving many lives.
- The time taken at the planning level and arriving at a transparent criterion – one *choola* per family – helped IGSSS tide over the usual confusions and conflicts, amassing of materials by a few on the main roads and wastage of materials. It also ensured fair distribution.

- There was a strong realization among the staff that putting in place systems and mechanisms resulted in quality outcomes.
- Recovery of cash and kits from a few villages where duplicate cards were issued created tension. However, it demonstrated the credibility and the core principles IGSSS stood for. Though it was not welcomed by a few, the strong action sent out a clear message to the villagers.
- Though developing a family card system was a strenuous exercise, it had multiple effects. This system was also utilized by other humanitarian agencies like Action Aid in distributing relief materials.
- Three interventions which had not been sufficiently addressed by NGOs in general were drinking water, medical – particularly in addressing the needs of the adolescent girls – and psycho-social care.
- Out of the 70 villages/urban areas where relief was provided, 15 were new. Initially, it had been decided to restrict to the known 52 villages since these were well networked with IGSSS. But taking in the 15 new villages was a happy new experience. The project staff was of the view that the satisfaction from these villages was very high, compared to previously engaged or known villages. The people from these new villages were highly cooperative and grateful and recognized IGSSS services.

Rehabilitation through Livelihood Promotion

During the flood the people lost their crops, seeds, livestock and other livelihood options. It was important to retrieve them from loss of production as well as improve their productive capacities. Accordingly, the rehabilitation phase was planned to take the relief interventions to their logical end through the promotion of livelihood options.

In consultation with the affected people, the following rehabilitation measures were worked out:

1. Reviving agriculture
2. Promoting animal husbandry, especially sheep support
3. Bee-keeping, a traditional livelihood source for some priority communities
4. Supporting weavers and artisans' groups
5. Exploring alternative livelihood options; and
6. Strengthening community-managed disaster risk reduction.

As rehabilitation interventions began only from 2015, the focus was on reviving agriculture, sheep support and bee-keeping. Work among the weavers was initiated much before the floods; hence this part is considered separately. Limited interventions were initiated with regard to disaster risk reduction in some villages. Other interventions are yet to begin.

Among the rehabilitation interventions, much of the resources were spent on revival of agriculture, with considerable support to sheep rearing. Sheep support began only in 2015. So, this section will mainly focus on agricultural interventions.

The total number of respondents to assess the rehabilitation phase was 840, living in 16 sample villages out of 20 villages, where different activities were initiated in Baramulla and Bandipora districts. No rehabilitation work was carried out in Srinagar. Till the end of February 2016, 89 farmers' groups were formed with over 1,850 members and motivated and trained. Many villages had more than one group, depending upon the number of Priority Communities. Also, those farmers who owned less than 2.5 kanals (8 kanals = 1 acre) of land were not included in this intervention since the land size was considered to be minimum. However, these families were supported through alternative livelihood promotion activities, such as sheep support, bee-keeping, vegetable garden, etc. Till this assessment was carried out, 293 families were provided with sheep support. Another 100 families will soon be provided with this support.

Since rehabilitation interventions have been carried out only after March 2015, it is too early to come to definite conclusions. It is with this caveat that this analysis has been carried out.

96.9 per cent of the respondents stated that they were aware of the livelihood interventions of IGSSS. 87.7 per cent felt that support through seeds and fertilizers was highly beneficial; 48 per cent said that sheep support was beneficial. Only 2.4 per cent felt that the introduction of new technology like demonstration plots or system of rice intensification (SRI) was advantageous. This was despite the fact that out of the 840 respondents, one member from 406 respondents' families (48.3 per cent) was part of the farmers' group. However, during focused group discussion it was made clear that it was only in recent months that the usefulness of SRI was understood properly, especially after seeing the yield of the demonstration plot. The respondents expressed appreciation of SRI.

The IGSSS staff were of the view that IGSSS had made a breakthrough by reintroducing SRI technology. SRI was considered as a failed concept by the state government's agricultural department. The government introduced SRI some years ago but gave it up as it did not have many takers. However, IGSSS reintroduced SRI through a demonstration plot and proved its benefit to the small and medium landholders. So far only one-crop cultivation has been done using SRI in a demonstration plot.

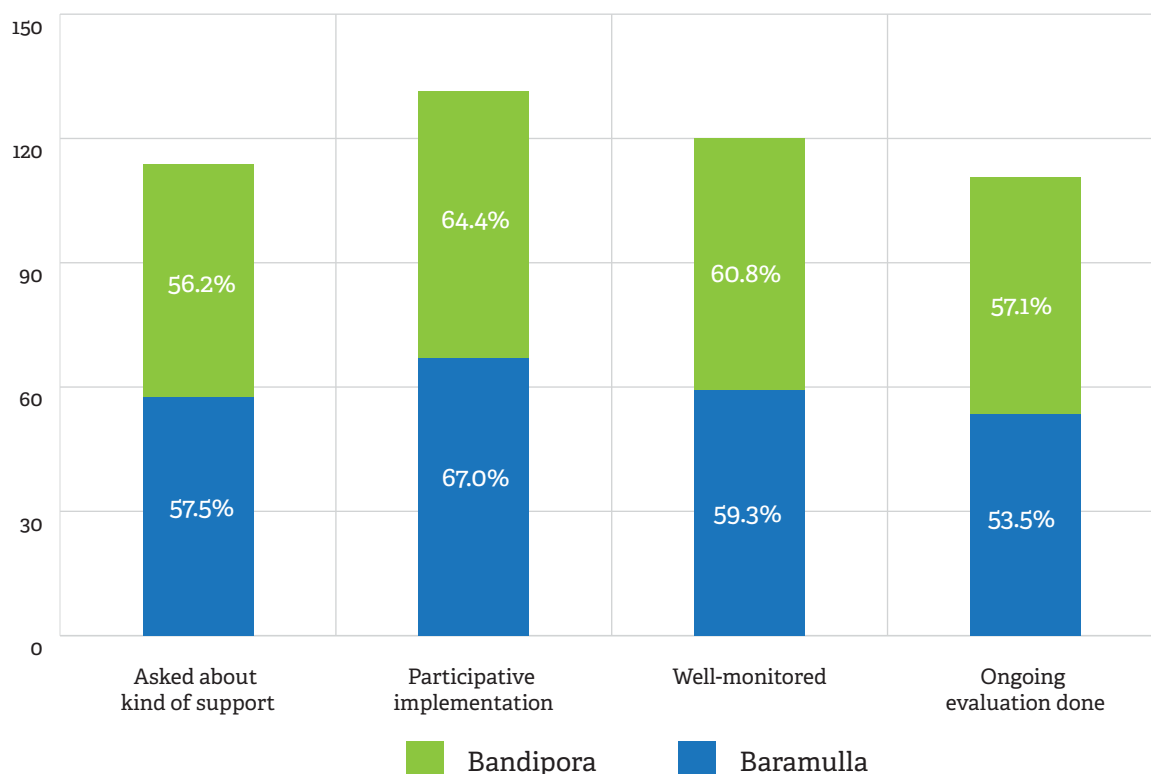
It was hard to convince the farmers initially. After much persuasion, one farmer gave a piece of land for experimentation. The results were measured. Many farmers were exposed to the demonstration plot as part of their formation and accompaniment of farmers' groups. So the breakthrough made by adopting SRI progressively gained visibility and acceptance among the respondents. When more farmers adopt SRI next year it is likely that they will realize the usefulness of switching over to new technology. So far IGSSS has set up 20 demonstration plots to promote rice, vegetables and other crops. Organic farming and kitchen garden was also introduced for additional income.

Respondents' Participation in PIME

628 respondents (74.8 per cent) stated that farmers' groups were functioning well in their villages. Though only 406 respondents (48.3 per cent) were direct priority communities of agricultural intervention, 222 more respondents who were not direct priority communities had observed that farmers' clubs were doing well. This indicates that agricultural intervention has had an effect in the community, beyond individual priority communities.

It was also witnessed that a high level of participatory process was adopted in agricultural intervention. The PIME chart (Chart 2.3) clearly indicates this. In Baramulla and Bandipora, the respondents seemed to be actively participating in PIME of agricultural interventions.

CHART 2.3. RESPONDENTS' PARTICIPATION IN PIME IN LIVELIHOOD PROMOTION



Extent of Satisfaction, Impact, Hurdles Faced, and Sustainability

The respondents' mean level of satisfaction was 5.69. Given that rehabilitation programmes started just a year ago and the respondents were yet to realize the full benefits of the interventions, this level is reasonably high. Among the four contributory aspects, functioning of farmers' groups and recovery from production and productivity contributed more than the benefits of new technology and thrift (savings) management. With increased awareness and usefulness of demonstration plots, especially SRI, progressively the priority communities' satisfaction level is likely increase in the future.

TABLE 2.10. EXTENT OF SATISFACTION AND VARIABLES CONTRIBUTED IN LIVELIHOOD PROMOTION (MULTIPLE RESPONSES)

District	Extent of Satisfaction	Adaptation of new technology	Thrift management	Recovery from production/ productivity	Functioning of farmers' groups
Baramulla	5.8	26.6%	28.8%	39.1%	50.0%
Bandipora	5.58	24.7%	36.6%	42.3%	47.8%
Total	5.69	25.7%	32.7%	40.7%	48.9%

The average impact level was 85.9 per cent – 90 per cent in Baramulla and 81.6 per cent in Bandipora – which was also proportionate to their level of satisfaction. The respondents stated that the impact was vividly experienced, as anxieties got resolved (44.9 per cent); increased level of confidence (43.6 per cent); ability to revive livelihood (36.6 per cent); and increased income level (33.5 per cent). The manifestation of impact was proportionately seen in all four key dimensions, which was a clear sign that there was all-round development of the farmers. As the project staff mentioned, 'the sense of the community was developing through the formation and animation of farmers' groups'.

TABLE 2.11. IMPACT AND ITS MANIFESTATION IN LIVELIHOOD PROMOTION (MULTIPLE RESPONSES, %)

District	Impact	Gained confidence	Anxieties got resolved	Able to revive livelihood	Increase in income level
Baramulla	90	43.5	44.3	38.7	32.8
Bandipora	81.6	43.6	45.5	34.5	34.2
Total	85.9	43.6	44.9	36.6	33.5

Hurdles Faced by Respondents

The respondents acknowledged some major hurdles they faced. Among them, individualism ranked high (48.3 per cent), which was closely related to lack of cooperation among farmers' groups (13.2 per cent) and lack of appropriate market linkages (14.4 per cent).

TABLE 2.12. HURDLES FACED IN REHABILITATION IN LIVELIHOOD PROMOTION (MULTIPLE RESPONSES)

Hurdles faced	Responses		% of Cases
	N	%	
Lack of cooperation among farmers' groups	23	13.2	17.8
Individualism	84	48.3	65.1
No market linkage	25	14.4	19.4
Income is not proportionate to labour	12	6.9	9.3
Lack of modern skills and knowledge	16	9.2	12.4
Lack of investment	14	8.0	10.9
Total	174	100.0	134.9

Note: Dichotomy group tabulated at value 1.

Sustainability

Posha Begum of Shal Boni, cautiously enthusiastic about the farmers' groups, said, 'There is a mindset change among the farmers and they are open to adopting new technology. Enormous enthusiasm is also seen. Mere happiness and positive outlook is not sufficient for a real change. Much more needs to be done.' This intervention is in its infancy. As of now, the farmers' clubs are highly dependent on the project staff and investment. They are to be closely accompanied for two or three years. So far, the sustainability dimension has not been discussed much. It is important to incorporate the sustainability dimension in project implementation.

During the interviews, various suggestions were made by the respondents to sustain the gains made in the rehabilitation phase. Some of them were: increasing the number of farmers' groups, forming them into federations, and eventually registering them as cooperatives and linking production with consumer markets and government agricultural departments. The farmers were confident that the functioning of the groups would go on as they had seen the benefits of collective action. It is high time IGSSS considers these suggestions and decides on the sustainability factors in consultation with farmers.

Suggestions to Expand Alternative Livelihood

The following suggestions were made by the respondents.

- Develop sheep farming as a cooperative venture, moving from the present model of family-based sheep support (60.4 per cent)
- Introduce poultry farming (40.4 per cent)
- Individual-based or self-employment schemes (30.8 per cent)

The general trend seemed to be to promote group-based or cooperative-based expansion of livelihood programmes, though the respondents acknowledge that there is a high level of individualism. The respondents had experienced the advantage of working together as a collective entity but still they seemed to lack trust in one another.

Comments and Observations

- The satisfaction and impact experienced by the respondents in a span of one year was reasonably high.
- Being largely non-literate, the farmers largely depended on IGSSS staff, especially for technical inputs. Fizza from Yakhwanpora said, 'In general the farmers were highly satisfied with seed and fertilizer support. The oats seeds were decomposed. Still the farmers trusted the staff and sowed, but in vain. This created some rupture in the relationship.' IGSSS, on its part, seemed to have followed up with the vendor, who had admitted the lack of quality in the oats and committed to providing some compensation to affected priority communities.

- Valuable breakthroughs were made in some areas. Clear indications were: openness to explore and adapt new technologies, readiness to learn modern agricultural practices, participation in capacity-building programmes, working together as a group, realization of the usefulness of SRI and increased interest to join farmers' groups.
- To ensure sustainability, there was a need to develop a strategic goal with phased-in and phased-out objectives for expanded livelihood mission, incorporating other initiatives such as sheep support, bee-keeping and artisans.
- Agricultural intervention largely benefited small and medium landholding households. The landless ones felt left out of the process, despite other livelihood support. This created some tension in the community. For example, out of 20 villages where P-Leaps programme was implemented, only 5 villages were identified and included for rehabilitation phase. While IGSSS might have had its own valid reasons for the decision, this created a lack understanding and cooperation among the priority communities, especially in the P-Leaps programme.
- The women seemed to be largely left out in the rehabilitation phase. Out of the 1850 farmers, only 23 were women. Only about 50 women were members of sheep groups. It was important for the organization to look at how women could have been mainstreamed in the rehabilitation phase.

Carpet Weavers

Carpet weaving was introduced to Kashmir by Akhun Rehnuma, a Kashmiri Muslim saint who went on a pilgrimage to Makkah in early 1600. On his way back he brought carpet weaving tools from Persia (Iran) and introduced the craft in his native land. Kashmir is well known for the excellent quality of its hand-knotted woollen and silk carpets. Even so, the carpet weavers of Kashmir have been living in dire conditions for centuries. They were roundly exploited by political kingpins, middlemen and the business community. Seeking redress from the exploitation of the Dogra state, around 1500 agitated shawl weavers tried to meet the then Governor of Kashmir in 1865. He sent the Dogra army to crush this agitation. This was known as the *Shawl baf* (shawl weaver) agitation.

To improve the quality of the life of this community, IGSSS introduced two projects, namely, Label Step as a pilot project and expanded it under the K-Caleen project. Label Step as a fair trade promotion entity works for improving the living conditions, fair wages and a promising future for carpet weavers and related industries linking it with corporate social responsibility.

IGSSS began with functional literacy centres, motivation, animation, and formation of weavers' groups. Later, it organized programmes to capacitate the weavers' knowledge of the carpet industry and to improve their working conditions. It also provided high quality looms. Many large groups, consisting of 10 to 12 persons, were formed under the K-Caleen project. Realizing that the number was too large, in the rehabilitation phase, 11 APDCs were initiated, breaking the larger groups into small groups of 4, to whom looms were distributed.

The production strategy was not to touch the middlemen at this point of time since it might rupture the existing system, but to form small groups who could work on the looms during their spare time and produce quality carpets. Once market linkages were established and weavers experienced an alternative way to the existing exploitative system, more organized efforts could be planned and implemented, linking with the Indian Institute of Carpet Technology (IICT), District Rural Development Agency (DRDA) and other possible government schemes.

To understand the participation, satisfaction, impact and sustainability of various interventions among the carpet weavers, data were collected from 399 respondents, from 7 sample villages. Since the carpet weavers were a small group in a village, the indirect priority communities were more than the direct priority communities.

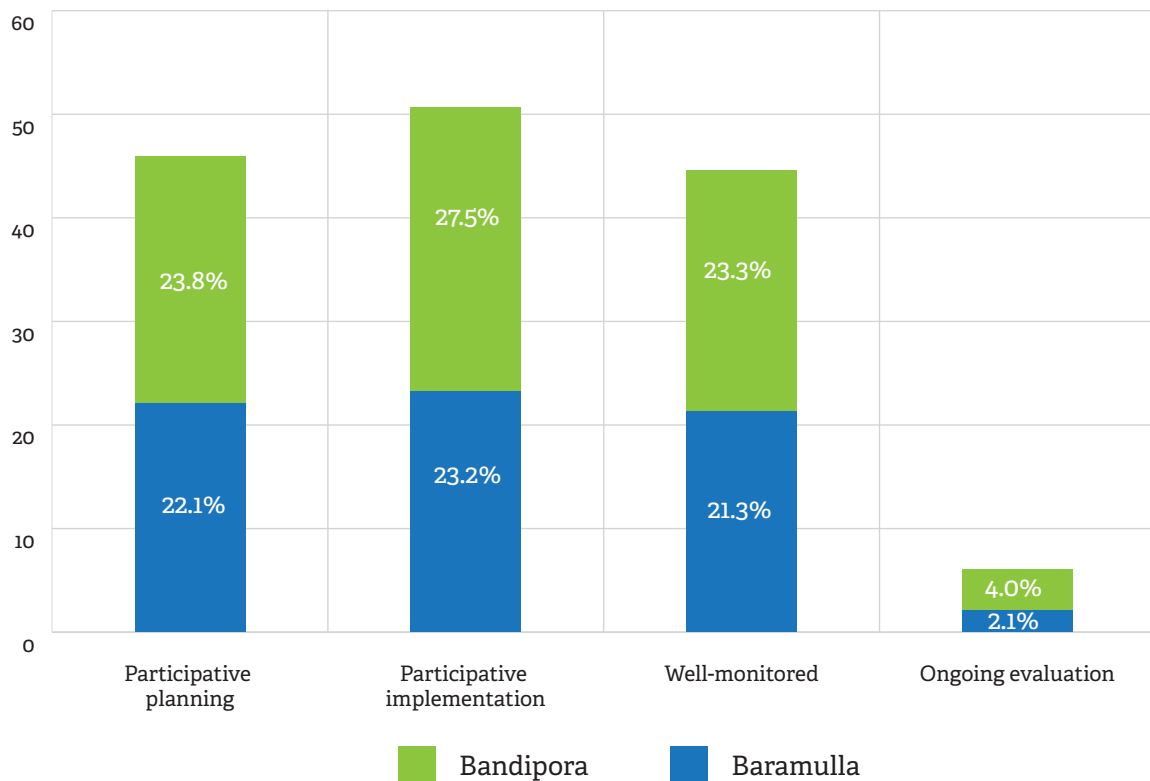
Participation in PIME

Of the 399 respondents, 95 were from Baramulla (23.8 per cent) and 302 (75.7 per cent) were from Bandipora. 392 (98.2 per cent) of the respondents agreed that carpet weavers were one of the most vulnerable communities in the state. After the implementation of IGSSS projects, 203 respondents (50.9 per cent) stated that the carpet weavers were organized and they were on the path of regaining a dignified life. Initially, functional literacy centres were established in the carpet weavers' villages. Though all respondents were not direct priority communities of the project, no one from the village was excluded from attending these classes.

It was observed that the *mohalla* concept was staunch in the villages, even to the extent that if people from one *mohalla* participated in the literacy classes, people from other *mohallas* did not show much interest. During data collection, it was observed by the enumerators that the response from non-participating *mohallas* was cold. Obviously, the respondents' views were to be taken with a note of caution. Fortunately, the youth of the villages seemed to be coming together, transcending the *mohalla* concept and contributing to the development of the community.

The respondents' participation in Bandipora in PIME was slightly higher than in Baramulla. However, with regard to on-going reflection/evaluation, respondents from both districts had a low ranking. It was also noted that on a scale of 'yes', 'not sure' and 'no', 70 to 75 per cent stated 'not sure' and 'no' for participation in planning, implementation and knowledge about monitoring. This was a clear indication that most of the non-priority community respondents of the community were not bothered about interventions carried out with the carpet weavers.

CHART 2.4. RESPONDENTS' PARTICIPATION IN PIME OF CARPET WEAVERS



Extent of Satisfaction, Impact, Hurdles Faced and Sustainability

The mean level of satisfaction was 3.77. In Bandipora (4.17) it was relatively higher than Baramulla (3.36). Among six contributing variables for satisfaction, improvement in the knowledge of the carpet industry (52.3 per cent), working in groups (43.7 per cent) and accompaniment and guidance provided by the staff (25.7 per cent) ranked much higher than other aspects. The formation of APDC is a recent phenomenon. It will take some time to see how it will develop. During focused group discussion it was observed that as of now the carpet weavers working under APDC were also not quite sure how the APDC initiative would work in the future.

TABLE 2.13. EXTENT OF SATISFACTION AND VARIABLES CONTRIBUTED IN CARPET INDUSTRY (MULTIPLE RESPONSES)

District	Extent of Satisfaction	Knowledge of Carpet Industry	Working in groups	Linkage with Government schemes	Various trainings	Accompaniment provided	Development of APDC
Baramulla	3.36	47.7%	52.3%	10.2%	12.5%	18.2%	1.1%
Bandipora	4.17	56.8%	35.1%	9.7%	6.2%	33.2%	0.4%
Total	3.77	52.3%	43.7%	10.0%	9.4%	25.7%	0.8%

The impact level was average at 40.7 per cent. The respondents felt that after project implementation some visible changes had happened in their lives, but that they had a long way to go. The impact was manifested in three major ways, namely, improvement in working conditions (65.1 per cent); improved functional literacy (42.4 per cent) and working in groups (27.3

per cent). Market linkage was still unclear. ‘Changes have happened in the lives of the carpet weavers in a short span of time. We can work hard and produce carpets. But will there be buyers? How do we market them? The government is not helpful at all. Unless marketing strategies are evolved, it would be difficult to sustain the efforts made’, was the concern expressed by Tahira.

TABLE 2.14. IMPACT AND ITS MANIFESTATION IN CARPET WEAVERS’ INTERVENTION (MULTIPLE RESPONSES, %)

District	Impact	Working condition improved	Improved Functional Literacy	Personality development	Working in groups	Reduction in debt
Baramulla	40	56.1	46.3	17.1	19.5	7.3
Bandipora	41.3	74.1	38.5	11.9	35.0	2.1
Total	40.7	65.1	42.4	14.5	27.3	4.7

Hurdles Faced by Carpet Weavers

Major hurdles expressed were: lack of cooperation (33 per cent), lack of investment (20.9 per cent), lack of market linkages (20 per cent), lack of interest (18.6 per cent), and lack of access to government schemes (8.8 per cent). 24.7 per cent of the respondents stated other reasons. Some of them were low level of awareness of various issues of carpet weavers, not being direct priority community of the project and so not aware of what was happening through the project. This was an indication that the carpet weavers’ project was perceived by the villagers as a project meant for individuals and not for the benefit of the community. Fewer direct priority communities meant that the ownership by the community was also minimal.

TABLE 2.15. HURDLES FACED BY CARPET WEAVERS (MULTIPLE RESPONSES)

Hurdle	Responses		% of Cases
	N	%	
Lack of cooperation	71	25.6	33.0
Lack of interest	40	14.4	18.6
Lack of investment	45	16.2	20.9
Lack of market linkage	43	15.5	20.0
Lack of access to government schemes	19	6.9	8.8
Lack of technical skills	3	1.1	1.4
Hostility from contractors	3	1.1	1.4
Any other	53	19.1	24.7
Total	277	100.0	128.8

Note: Dichotomy group tabulated at value 1.

Sustainability

Two specific questions were put to the respondents to find out the sustainability of the intervention. About 45.3 per cent from Baramulla and 51.2 per cent from Bandipora said that the carpet weavers’ groups formed were likely to sustain the momentum initiated. The major reason was that 38.9 per cent of the respondents in Baramulla and 46.4 per cent in Bandipora felt that carpet weavers were increasingly becoming a collective entity and this collective consciousness would help them to sustain the efforts made.

During the interviews with key stakeholders, Shahzada, a carpet weaver from Yakhwanpora, noted that currently, interventions with carpet weavers were very limited and the number of priority communities was also small. Reasonable expansion of the intervention, linkage with government schemes and market opportunities would strengthen sustainability. Many respondents had a similar observation to make.

Comments and Observations

- Improvement in the carpet weavers' working conditions was a major change seen in relation to the objectives of Label Step. However, it would take a long way to go in addressing fair wages and animating them to a promising future.
- Given that IGSSS was working largely among a non-literate population (63.2 per cent of the respondents), the introduction of functional literacy was the right strategy. 42.4 per cent of the respondents stated that they had improved their functional literacy. This was a clear indication of the gains made.
- A weak area was market linkage. The priority communities were looking for a breakthrough but felt highly inadequate. As the government departments were also at a standstill, they were wondering about future prospects.

Awareness programmes and trainings had expanded the knowledge of the carpet industry and also deepened their understanding of the reasons for their misery. They also felt that their labour had been exploited for long. For guidance, they were looking up to the APDCs recently introduced by IGSSS and its staff for technical and marketing inputs.

Strengthening of Grassroots Governance and Civil Society Action

In a highly militarized and politically extremely volatile state like Jammu and Kashmir, concepts like governance and civil society were to be nuanced and they could have only limited significance. With the onset of insurgency in 1989, the State Assembly (legislature) was dissolved on 19 January 1990 under Article 356 of the Constitution of India and the state remained under President's rule till 9 October 1996. Lack of development initiatives and people's participation during this turbulent phase resulted in poor grassroots mobilization, despondency and mistrust among the citizens. However, in 2008, the people of the state participated significantly in the State Assembly elections and in the 2011 Panchayat elections, which were held after a gap of 30 years. The turnout of the electorate, as large as 60-80 per cent in these two elections, was seen as the start of an encouraging phase for the growth of democracy and development in Kashmir. During this period, IGSSS made an effort to strengthen grassroots governance with assistance from the European Commission – European Instrument for Democracy and Human Rights (EIDHR) – and WHH (Welthungerhilfe) and initiated processes to bring Kashmir back from the abyss of social injustice, by promoting people-centric governance.

The pilot project, initiated in 12 villages of Baramulla to address people's livelihood issues in the conflict zone, supported by WHH in 2005, later became a full-fledged programme, covering 50 villages of Baramulla and Bandipora districts from 2008. Also, Promoting

Localized Empowering Actions for Peace and Stability (P-Leaps) was implemented in 20 villages, focusing on peace and human rights education, promotion of legal literacy, formation of a human rights network and increased participation of vulnerable communities in local governance, with special focus on women and youth.

The focus of IGSSS was on the formation and animation of elected representatives, SHGs, welfare committees and youth committees and in training them to function as change agents of the community to strengthen local governance along with some added value initiatives. In terms of programmatic interventions, livelihood, legal literacy, use of RTI, women’s empowerment, preparing youth to become human rights ambassadors, formation of human rights networks and capacity building through seminars, workshops, interactions with stakeholders and the media, linkages with the SHRC and local governance systems and exposures were carried out. However, in the field the concept of human rights was cautiously used, in order not to be mislabelled by vested interests.

To assess the participation, satisfaction, impact and sustainability, an interview schedule was administered to 885 respondents from 17 villages, out of the 20 sample villages. Of these respondents, 221 (25 per cent) were from Baramulla and 664 (75 per cent) from Bandipora. 874 respondents (98.8 per cent) agreed that strengthening of grassroots governance or people-centric governance was important for the development of the vulnerable communities in Kashmir.

Many of them, who were scared of coming together even at the village level due to lack of trust within the community and swayed by the actions of state and non-state actors, felt the need to come together and talk about their problems and issues and develop collective efforts to address them. Many elected members of the panchayat were not aware of their role and functions since panchayat elections were held after many years. Against this background, the respondents felt that the formation and animation of various committees at the village level was the right strategy to strengthen grassroots democracy and governance.

Three specific capacity-building interventions were assessed during this study to find out how far these had helped in strengthening grassroots democracy.

Legal literacy campaign

Training in RTI to enhance citizens’ participation to promote good governance; and Workshops and human rights networks to expand knowledge and the desire for living a dignified life.

TABLE 2.16. RESPONSES REGARDING CAPACITY-BUILDING INTERVENTIONS (%)

District	Legal literacy improved knowledge of HR	RTI enhanced demanding good governance	Workshops expanded desire for dignified life
Baramulla	43.2	19.5	29.0
Bandipora	44.5	18.4	26.8
Total	43.9	19.0	27.9

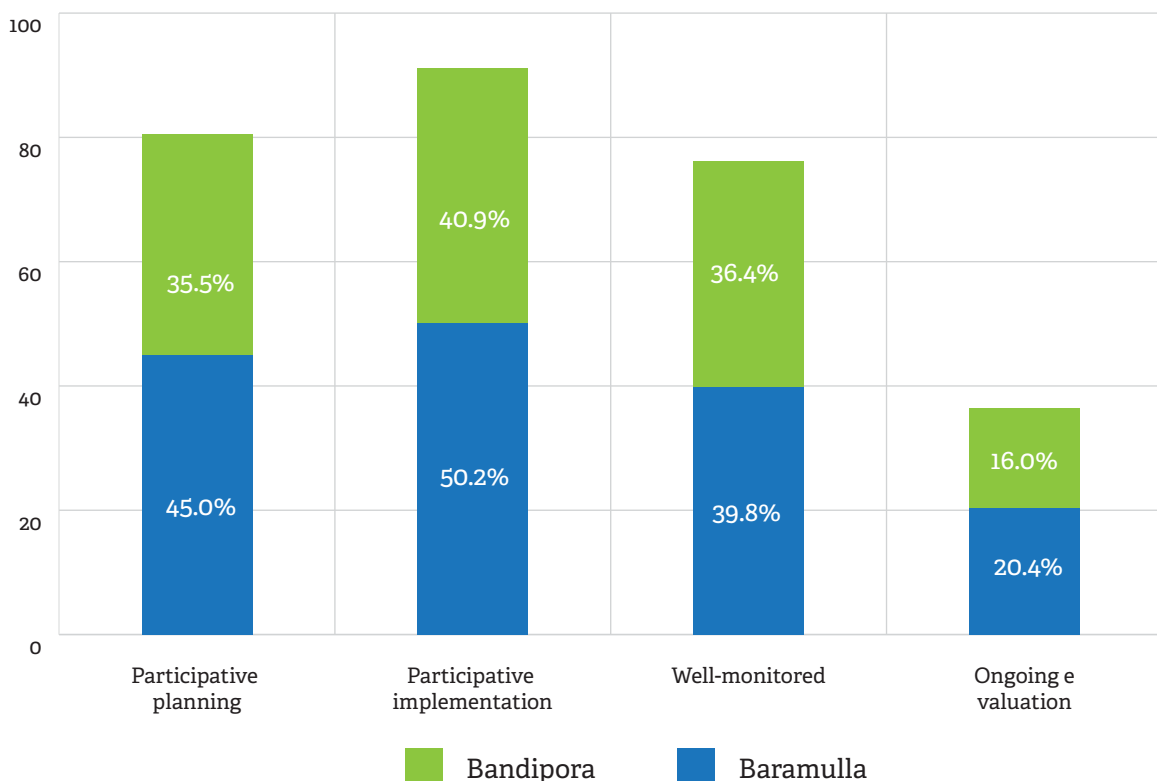
Among these, legal literacy campaign to improve the knowledge of human rights was appreciated by 43.9 per cent of the respondents. The youth felt that the knowledge of RTI had helped them to demand accountability and good governance from local governance bodies. There were instances where the youth filed RTI petitions and experienced how RTI could be utilized for the development of the community. Shabir Ah. Sulaimani of Shadipora, aged 53, said, 'There was shortage of drinking water supply in the community, therefore an application was filed under RTI by the welfare committee and immediate action was taken by the officials in the area.' The respondents also felt happy with various workshops, trainings and interactions on human rights issues as these enabled their knowledge and increased their desire for living a dignified life.

Legal literacy and awareness programmes helped in building the confidence of the priority communities. According to Nazia in a village in Bandipora, youth and SHG group members got together and took up the issue of high prices in a ration shop. They approached the shop owner to ask him to reduce the prices and adhere to government norms. When he refused despite repeated calls, they complained to the local officials. His licence was cancelled.

Participation in PIME

Though the respondents from Baramulla were only 25 per cent of the total sample, they gave a higher ranking in PIME in comparison to Bandipora, with nearly 10 per cent difference. Some of the SHG groups formed during the initial years in Baramulla as early as in 2005 continued to do well.

CHART 2.5. RESPONDENTS' PARTICIPATION IN PIME IN CAPACITY-BUILDING INTERVENTIONS



Extent of Satisfaction, Impact, Hurdles Faced and Sustainability

On a scale of 0-9, the respondents from Baramulla expressed a comparatively higher level of satisfaction (5.21) than from Bandipora (4.83). Linking participation in PIME and satisfaction, it can be said that wherever the level of participation was high, the extent of satisfaction was likely to be high.

Seven non-mutually exclusive variables were given in the schedule to assess the extent of satisfaction, with multiple responses. Positively, strengthening of various committees (63.3 per cent), accompaniment provided by the staff of the NGO (30.8 per cent), linkage with local governance systems and mechanisms (22.7 per cent) seemed to have contributed more than other variables. Variables seen as weak were: linkage with local governance (59.1 per cent), access to information (25.2 per cent), linkage with SHRC (16.9 per cent), and strengthening of various committees (14.9 per cent).

TABLE 2.17. EXTENT OF SATISFACTION AND VARIABLES THAT CONTRIBUTED IN CAPACITY-BUILDING INTERVENTIONS (MULTIPLE RESPONSES, %)

District	Extent of Satisfaction	Linkage with local governance	Linkage with SHRC	Access to information	Promotion of HR Forum	Strengthening of committees	Accompaniment provided	Trainings and Exposure
Baramulla	5.21	23.1	0.9	7.2	0.0	63.3	32.6	1.4
Bandipora	4.83	22.2	0.0	1.7	0.6	63.2	28.9	3.4
Total	5.02	22.7	0.5	4.5	0.3	63.3	30.8	2.4

TABLE 2.18. VARIABLES DRAGGING DOWN EXTENT OF SATISFACTION IN CAPACITY-BUILDING INTERVENTIONS (MULTIPLE RESPONSES, %)

District	Linkage with local governance	Linkage with SHRC	Access to information	Promotion of HR Forum	Strengthening of committees	Accompaniment provided	Trainings and Exposure
Baramulla	58.6	17.3	23.6	2.7	12.3	10.9	17.3
Bandipora	59.5	16.5	26.8	1.8	17.5	14.9	10.7
Total	59.1	16.9	25.2	2.3	14.9	12.9	14.0

Comparing variables which positively contributed to or pulled down the mean level of satisfaction, the following remarks maybe made.

If the respondents ranked a variable both as positive and weak, it was an active variable. In other words, they foresaw that this variable, if strengthened, would have increased the extent of satisfaction. Linkage with local governance was a case in point. The experience was satisfying but much more needed to be done.

Accompaniment provided by the staff of the NGO was high on the positive side with 30.8 per cent, and on the weak side it was 12.9 per cent. This means that the respondents valued the accompaniment provided and expected this to be strengthened.

If a particular variable was ranked low on the positive side and ranked higher on the weak side, it could be said that the respondents desired to see this variable adding value to satisfaction but in reality it had not happened. Linkage with SHRC and access to information came in this category.

If the ranking of a particular variable was low both on the positive and weak sides, the respondents either had not grasped its importance or might feel that it was not a priority at the moment. The ranking of the promotion of Human Rights Forum on the positive side is 0.3 per cent and on the weak side it is 2.3 per cent. Moreover, such forums were established only in two villages. So it is also likely that many respondents were not aware of this intervention.

It is also likely that trainings and exposures could have helped the respondents as an added value to other variables.

TABLE 2.19. IMPACT AND ITS MANIFESTATION IN CAPACITY-BUILDING INTERVENTIONS (MULTIPLE RESPONSES, %)

District	Impact	Confidence improved	Importance of collective voice	Emergence of local leaders	Ability to demand accountability from state	Assertion of women	Social consciousness
Baramulla	78.2	78.7	64.9	4.6	3.4	2.3	13.2
Bandipora	68	83.5	62.0	6.8	4.3	1.7	10.2
Total	73.1	81.1	63.5	5.7	3.9	2.0	11.7

The impact of strengthening grassroots governance was reasonably high, at 73.1 per cent. The respondents stated that the impact was seen in their lives concretely, as their confidence level had improved (81.1 per cent); a deep realization that the collective voice had better negotiating power to strengthen grassroots governance and democracy (63.5 per cent) and development in social consciousness (11.7 per cent).

These changes seemed to indicate that the respondents had tasted positive signs of change in their lives in general. For example, in Shilvath village a Shia boy took up electrical work in a Suuni family. He died of an electric shock. The local politicians wanted to make it appear as part of the Shia-Sunni conflict. At the right moment the women's group of the area intervened and settled the matter amicably, with due compensation. However, the concerns seemed to be the lack of leadership and space available for women to raise their concerns.

Hurdles Faced

In strengthening grassroots governance and civil society action through the formation of various committees, the respondents were facing hurdles both internally and externally. Ineffective government bodies (52.2 per cent) and lack of trust within the communities (37.9 per cent) ranked high. However, considering the factors of state apathy (16.5 per cent), political uncertainty (13.8 per cent) and lack of support from families (12.5 per cent), it may be said that

the respondents were of the view that the external context was a major hurdle, blocking the full realization of the process of internal changes.

TABLE 2.20. HURDLES FACED IN CAPACITY-BUILDING INTERVENTIONS (MULTIPLE RESPONSES)

Hurdles	Responses		% of Cases
	N	%	
Political uncertainty	31	9.9	13.8
Apathy of the state	37	11.8	16.5
Lack of support from family	28	8.9	12.5
Lack of trust within communities	85	27.2	37.9
Fear	14	4.5	6.3
Ineffective government bodies	117	37.4	52.2
<i>Hartals, bandhs</i> and violence inflicted on common people	1	0.3	0.4
Total	313	100.0	139.7

Note: Dichotomy group tabulated at value 1.

Sustainability

With regard to the sustainability of the various committees formed, animated and accompanied, nearly 70 per cent of the respondents said 'yes'. But the affirmative was qualified, stating that SHGs, youth committees and welfare committees were rooted in the community more than *panchayat* committees. Among SHGs, youth and welfare committees, youth committees seemed to have understood the purpose of organizing themselves into groups through various trainings and workshops. Youth groups had also gained visibility in the community through various developmental interventions and in solving local issues such as domestic violence cases, which had a significant impact in the community. So, the respondents were confident that youth groups and SHGs would be sustained with guidance and accompaniment from IGSSS.

Comments and Observations

- Given the political instability, state apathy and ineffective government bodies, the positive growth in the communities with regard to strengthening grassroots governance through the formation of various committees was substantial.
- The people gained confidence and realized that the way forward for a brighter future was working in groups. They also experienced in small ways that the collective voice has a better negotiating space with the local authorities and various government bodies.
- To a certain extent, the people experienced concrete positive changes in their lives and they earnestly hoped that the systems and structures put in place in the communities through the formation of various committees would be sustained.
- There was concern that while expanding grassroots governance the women's role ought to be strengthened. Currently, women's presence and assertion in various committees is

low. SHGs seem to be focused on livelihood and economic development issues and their presence is weak at the decision-making levels. Moreover, some SHGs have lost their identity when they were roped in by SRLM. Some SHGs also got divided and stopped functioning after the floods.

- Development of local leaders with skills and capacities, especially among women, was also felt as the need of the hour.
- The respondents highly appreciated the accompaniment provided by IGSSS.

Youth Development

Contrary to the popular view that the youth are creative, energetic and resourceful, the youth of Kashmir, caught in a conflict zone, have experienced a sense of hopelessness, pessimism and vacuum. Any efforts taken by them to fill the vacuum in society with positive energy have been browbeaten by the community, which labelled them as an 'inexperienced generation'. Youth initiatives were also crushed by the State.

Engaging the youth to rebuild their lives and channelize their energy positively for the development of the community was a tricky and problematic task. IGSSS felt the need to engage with the youth to provide space for them to express themselves and progressively animated them to develop a positive outlook. It was a herculean task since the programme began in 2011, just after a good many youth were killed in the valley.

The youth has been a part of various IGSSS interventions in the valley in the last ten years. Specifically, the SMILE project, initiated in the rural areas and Youth Action for Peace (YAP), introduced in urban areas, focused on youth development. Youth engagement in the urban areas of Srinagar has been gaining momentum in the recent past, especially after the floods.

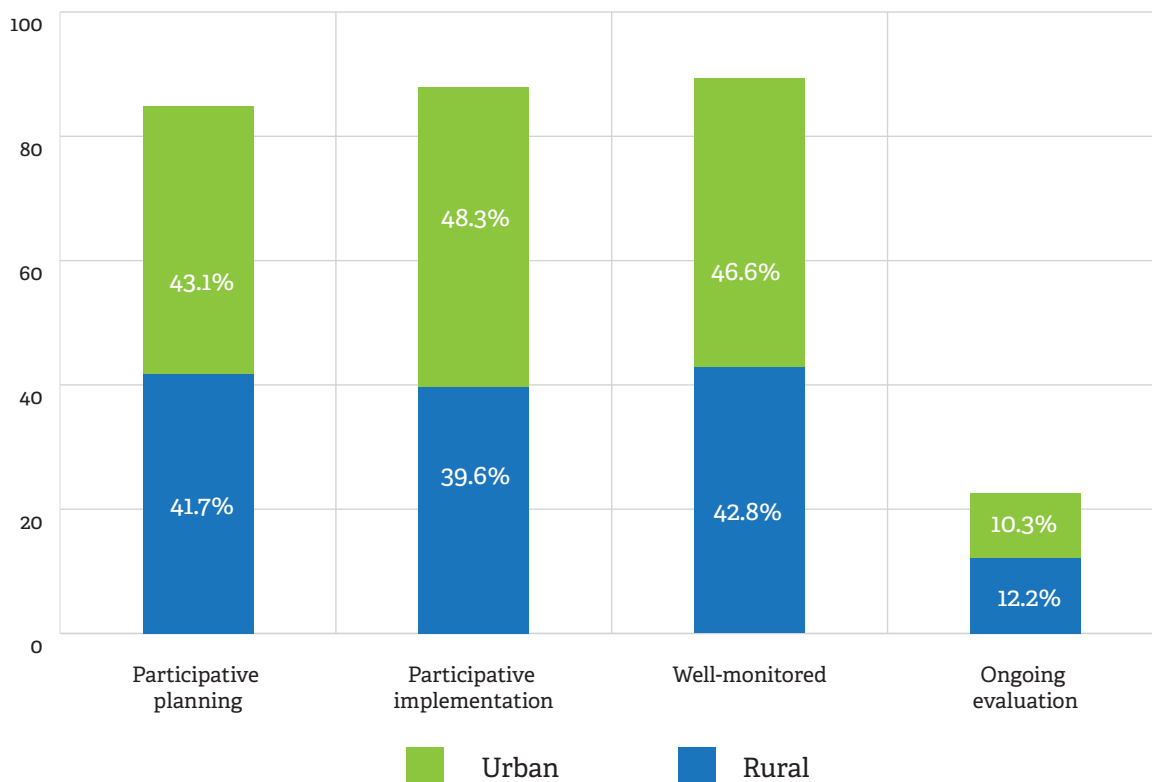
To assess the priority communities' assessment of youth development initiatives, 199 respondents were interviewed from six villages, three each from the rural areas of Baramulla and Bandipora (139) and three from Srinagar (60). 119 of the respondents were male and 80 were female.

Almost all the respondents stated that engagement with the youth was important in working towards community development and also felt that right motivation and orientation of the youth could bring sustainable peace in the community and in the larger society. During the interviews, some elders of the communities also appreciated the works initiated among the youth and they felt that the youth groups were becoming positive and constructive entities. They also highly appreciated the daring of the youth groups in saving lives during the floods and also the service rendered during the distribution of relief materials. Mushtaq Ahmad Battoo, deputy *sarpanch* of Gund Nowgam stated, 'The most significant impact of relief works was that people built faith in the youth of the community. The youth risked their lives and saved young children, elderly and women folk even at night during the floods.'

Participation in PIME

In PIME, the urban youth indicated a higher level of participation than the rural youth. Nearly 55 per cent of the respondents stated 'not sure' for planning, implementation and monitoring; whereas for reflection/evaluation about 70 per cent stated 'no'. Among these three variables, the respondents' participation in implementation was much higher at 48.3 per cent among the urban youth than that of the rural youth (39.6 per cent).

CHART 2.6. RESPONDENTS' PARTICIPATION IN YOUTH DEVELOPMENT PIME



Extent of Satisfaction, Impact, Hurdles Faced and Sustainability

The mean level of satisfaction was 4.46, with the urban respondents' satisfaction level being at 4.84 and rural at 4.08. One variable which contributed largely to this level of satisfaction was the formation of youth groups.

The respondents seemed to be happy with the way the groups were formed and animated. Variables which pulled down the level of satisfaction were clear indications of what the youth wanted to have more. Among these, awareness workshops stood at 48.7 per cent; understanding conflicts and managing them was at 30.5 per cent; life skills orientation and media-related workshop were at 22.2 and 15.6 per cent respectively.

TABLE 2.21. EXTENT OF SATISFACTION AND VARIABLES CONTRIBUTED IN YOUTH DEVELOPMENT (MULTIPLE RESPONSES, %)

Districts	Extent of Satisfaction	Formation of Youth groups	Life skill orientation	Understanding conflict and managing	Awareness workshops	Media workshop and Fellowship
Rural	4.08	88.3	21.7	7.5	16.7	0.8
Urban	4.84	84.5	10.3	17.2	12.1	1.7
Total	4.46	86.4	16.0	12.4	14.4	1.3

TABLE 2.22. VARIABLES DRAGGING DOWN EXTENT OF SATISFACTION IN YOUTH DEVELOPMENT (MULTIPLE RESPONSES, %)

Districts	Formation of Youth groups	Life skill orientation	Understanding conflict and managing	Awareness workshops	Media workshop and Fellowship
Rural	1.7	28.9	29.8	43.8	19.0
Urban	5.2	15.5	31.1	53.6	12.1
Total	3.5	22.2	30.5	48.7	15.6

The impact level of youth development was at 65.5 per cent. Parallel to the extent of satisfaction, the impact level was much higher among the urban respondents at 74.1 per cent in comparison to 56.8 per cent of rural respondents. Impact was concretely manifested highly among three variables: volunteering attitude, interest in social work and interest in entrepreneurship skills out of six variables. This was a clear indication that youth development was not seen just as the development of youth in an isolated manner but was seen in relation to the community.

TABLE 2.23. IMPACT AND ITS MANIFESTATION IN YOUTH DEVELOPMENT (MULTIPLE RESPONSES, %)

Districts	Impact	Interest in Entrepreneurship skills	Volunteering Attitude	Interest in social work	Realisation of importance of peace	Positive energy among women	Interest in social media
Rural	56.8	26.2	76.2	44.0	9.5	1.2	1.2
Urban	74.1	28.6	61.9	78.6	4.8	4.8	2.4
Total	65.5	27.4	69.1	61.3	4.8	3.0	1.8

Hurdles Faced

Among 85 multiple responses, 87.3 per cent of the youth pointed to the lack of appreciation and acknowledgement as the major hurdle they faced. 21.1 per cent pointed to ineffective government bodies. The youth seemed to be clearly longing for recognition and appreciation.

TABLE 2.24. HURDLES FACED IN YOUTH DEVELOPMENT (MULTIPLE RESPONSES)

Hurdle	Responses		% of Cases
	N	%	
Anger	1	1.2	1.4
Lack of support from family	6	7.1	8.5
Lack of appreciation and acknowledgment	62	72.9	87.3
Apathy of the state	1	1.2	1.4
Ineffective government bodies	15	17.6	21.1
Total	85	100.0	119.7

Note: Dichotomy group tabulated at value 1.

Sustainability

86.2 per cent of the urban youth seemed to be highly confident that youth groups would be sustained in comparison to 64.7 per cent of rural youth. During interviews, the urban youth exhibited a high level of self-confidence and stated that they found meaning for their lives. They were also happy that the community members were slowly recognizing the inherent potentials of the youth and their ability to transform communities, especially in helping the most vulnerable persons. In the rural areas, the elders also appreciated the youth's involvement in helping poor students by organizing supplementary education classes. Some youth groups had developed a good base in the community. In the rural areas, new groups had been formed recently and they were doing well. However, considering that the youth group could only have a transitory membership, some felt that they were experiencing ups and downs in the past.

Comments and Observations

- Youth development both in the urban and rural areas seemed to have yielded substantial outcomes.
- While the youth were happy that they were formed into groups and animated well by IGSSS, they looked for more recognition and appreciation. Engaging youth during flood relief seemed to have boosted their morale considerably.
- The youth felt that they could do more, provided the elders gave them space and opportunities and the state changed its perception of the youth.
- One grey area seemed to be the limited presence of adolescent girls in youth development programmes. In fact, some focused group discussions revealed that the rural women youth groups had benefited enormously by youth development programmes.

Having analysed various thrust areas of interventions, in the next chapter the overall impact of the decadal engagement of IGSSS is presented along with a few change narratives.

CHAPTER 3

Overall Impact and Transforming Narratives

In this chapter, considering some common dimensions that are pertinent, an assessment of the overall impact of various interventions, substantiated by transforming narratives, is presented.

Identification of Priority Communities

In multiple responses to various options, about 93.2 per cent of respondents expressed the belief that the identification of Priority Communities was done transparently and scientifically. Of these, 17.5 per cent said that the most vulnerable households were included, while 20.1 per cent said that there was partiality and those close to NGOs got the maximum benefit (see Table 3.1). While relief support was provided to all affected families after the floods, rehabilitation interventions were limited to 20 villages. The people from other villages wondered why their village was not included in the rehabilitation, not being aware of the criteria for the choice. IGSSS looked, in addition, for villages from which it expected to receive maximum support to experiment in new livelihood expansion interventions in the rehabilitation phase.

TABLE 3.1. COMMENTS ON IDENTIFICATION OF PRIORITY COMMUNITIES (MULTIPLE RESPONSES)

	Response		% of Cases
	N	%	
It was scientific	90	8.0	9.0
There was partiality	144	12.7	14.4
Most deserving were identified	175	15.5	17.5
Those close to NGOs got maximum	57	5.0	5.7
It was done transparently	666	58.8	66.7
Total	1132	100.0	113.4

Note: Dichotomy group tabulated at value 1.

Priority Communities' Participation and Women's Inclusion

When asked to what extent they had been part of the PIME process, 67.3 per cent of the respondents stated, 'to some extent'; 10.9 per cent said, 'to a large extent'; and about 20 per cent said, 'not sure'.

With regard to women’s inclusion in programme interventions, 70.4 per cent stated, ‘to some extent’; 10.7 per cent said, ‘to a large extent’; 5 per cent said a definitive ‘no’; 13.9 per cent said ‘not sure’. Among those who responded for youth development, nearly 41.7 per cent stated either ‘not sure’ or ‘no’. A two-year-old ‘Peace Revolutionaries’ youth group at Bahrar, Srinagar, showed enormous enthusiasm during focused group discussion. The women members acknowledged that traditional and cultural controls do not allow them to freely participate in youth groups and that only after the formation of the youth group they were able to speak in public with self-confidence. The group was also involved in helping poor students through supplementary education.

The ‘Aftab’ women youth group of Arampora, Baramulla, stated:

The tendency in the families is to stop the girls from education after 10th standard. Young girls neither had exposure to the outside world nor had family support. Those girls who attempted to break this traditional mindset were looked down upon as bad characters. Boys used to tease the girls. This was one of the reasons for girls dropping out of education after 10th standard. Now, with the birth of Aftab women’s group, in one year there has been a welcome change in the mindset of the villagers. We are allowed to participate in workshops and programmes organized by IGSSS. Recently, some of us participated in a workshop on health-related issues. We had no space earlier to talk about health-related problems. We used to hide and suffer due to adolescent health issues. Later, we shared the knowledge that we had received with other girls in the village. More young girls are taking an interest now and the membership of the group has dramatically increased.

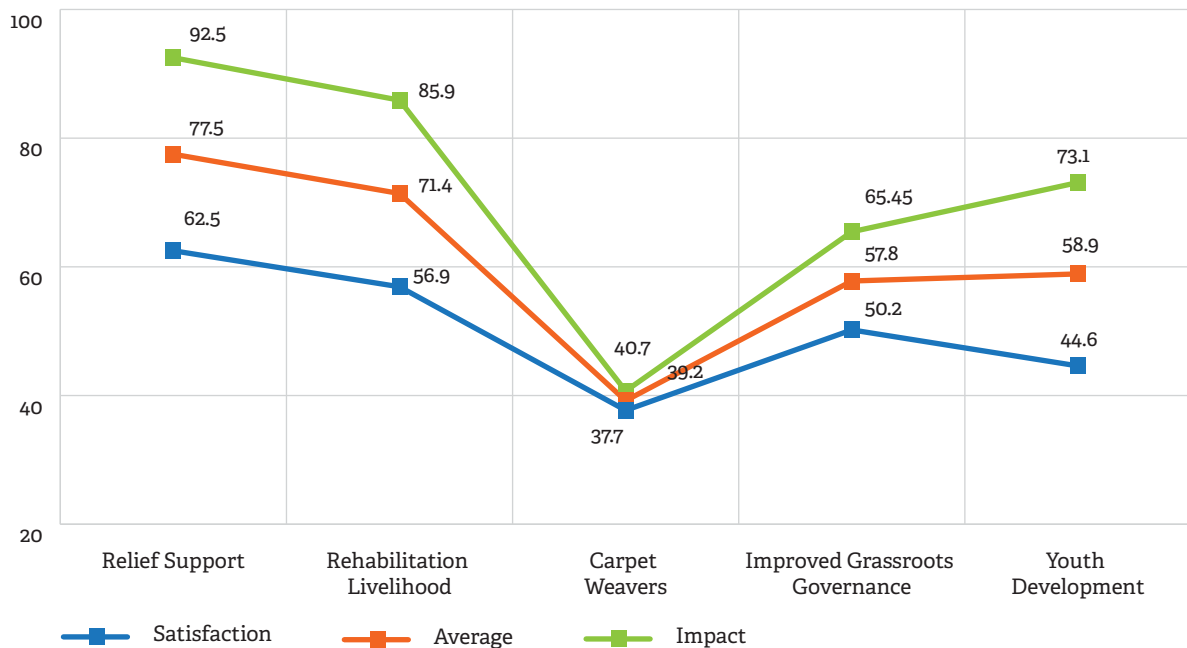
Socio-economic Development

As regards improvement in their socio-economic situation, 17.6 per cent of the respondents stated that the development was substantial; about 76.4 per cent affirmed that they had witnessed growth ‘to some extent’. District-wise, among those who saw substantial growth, 22.8 per cent were from Baramulla, 16.3 per cent from Bandipora and 8.3 per cent from Srinagar (Interventions in Srinagar began only in 2011 with Youth Action for Peace; see Table 3.2).

TABLE 3.2. RESPONSE ABOUT GROWTH IN SOCIO-ECONOMIC DEVELOPMENT

District	To a large extent	To some extent	Remains the same	Still struggling	No response	Total
Baramulla	63	201	11	0	1	276
	22.8%	72.8%	4.0%	0.0%	0.4%	100.0%
Bandipora	108	509	30	12	5	664
	16.3%	76.7%	4.5%	1.8%	0.8%	100.0%
Srinagar	5	54	1	0	0	60
	8.3%	90.0%	1.7%	0.0%	0.0%	100.0%
Total	176	764	42	12	6	1000
	17.6%	76.4%	4.2%	1.2%	0.6%	100.0%

CHART 3.1. SATISFACTION AND IMPACT COMPARED



Two different scales were used to measure the extent of satisfaction and impact. While a wide-ranging 0-9 scale was used to measure the extent of satisfaction, a 3-point Likert scale – ‘yes’, ‘not sure’ and ‘no’ – was used to measure the impact level. In a way, the midpoint between the extent of satisfaction and impact level could be considered as a measurement of actual socio-economic development. Average satisfaction level of all interventions – relief, rehabilitation, carpet weavers, strengthening grassroots democracy and youth development – stood at 50.4 per cent and the average impact level was at 71.5 per cent. So the midpoint of overall measurement of socio-economic development was at 61 per cent. The extent of satisfaction and impact clearly supports the claim that life has moved on positively among the priority communities due to the decadal interventions of IGSSS (see Chart 3.1).

TABLE 3.3. EXTENT OF SATISFACTION BY SEX, RELIGION AND DISTRICT (%)

Intervention	Extent of Satisfaction						
	Sex		Religion		District		
	Male	Female	Shia	Sunni	Baramulla	Bandipora	Srinagar
Relief support	6.27	6.23	6.19	6.33	6.03	6.32	6.48
Rehabilitation – Livelihood	5.76	5.5	5.91	5.31	5.8	5.58	NA
Engagement with carpet weavers	4.11	3.76	3.96	3.99	3.36	4.17	NA
Strengthening grassroots governance	4.99	4.84	5.02	4.82	5.21	4.83	NA
Youth Development	4.55	3.92	4.13	5	4.96	3.51	4.84
	5.14	4.85	5.04	5.09	5.07	4.88	5.66

It is seen from Table 3.3, which disaggregates the extent of satisfaction by sex, religion and district, that in the respondents' view, relief and rehabilitation interventions contributed the most in socio-economic development. As the floods shattered the hopes of the people, later interventions could have been perceived by the respondents as crucial. But many indirect priority communities responded to the carpet weavers' section largely stating 'not sure', which brought down the average. Overall extent of satisfaction of male respondents was higher than that of female respondents. In rehabilitation and strengthening of grassroots governance, Shia respondents seemed to be more satisfied than Sunni respondents.

Increased enthusiasm, mutual trust, growing self-confidence, spirit of voluntarism, willingness to work together, preparedness to explore new opportunities, being sensitive to community needs, readiness to adopt modern agricultural practices, being open to multiple livelihood options, and a positive approach to life were some of the key emerging characteristics in the lives of the priority communities. This trend was captured by the multiple responses they provided.

TABLE 3.4. PROGRESS CHERISHED (MULTIPLE RESPONSES)

	Responses		% of Cases
	N	%	
Personality traits improved	437	28.9	43.8
Improvement in the lives of women	264	17.5	26.5
Improvement in the lives of youth	117	7.7	11.7
Improvement in skills and knowledge	193	12.8	19.3
Vision for the future	432	28.6	43.3
Linkage with local government departments	11	0.7	1.1
Assertion and articulation	13	0.9	1.3
Positive attitude of youth and community leaders to work for development	43	2.8	4.3
Total	1510	100.0	151.3

Note: Dichotomy group tabulated at value 1.

Among the eight identified variables, 43.8 per cent of cases confirmed improvement in personality traits, especially self-confidence. 43.3 per cent stated that they were able to foresee a better future for themselves and the community. 26.5 per cent affirmed improvement in the lives of women; 19.3 per cent saw improvement in skills and knowledge; 16 per cent cherished the positive spirit in the lives of the youth.

However, women SHGs were not functioning well. In forming SHGs, the operative principle was one SHG per village, for the most deserving women. But if the households were more than 350, two SHGs were formed. In practice, however, the SHGs were too spread out. Neither were they linked nor federated. Later, when the State Rural Livelihood Mission (SRLM) decided to promote SHGs, most of the SHGs formed by IGSSS joined them. SRLM also used the capacities of IGSSS-promoted SHGs to form more SHGs. However, due to poor monitoring

and handholding support, SHGs were on the verge of breaking away. After the floods in 2014, many SHGs stopped functioning and the future of many of them is in limbo.

A number of transforming narratives among different stakeholders amply demonstrated the changing mindset of the Priority Communities.

Our Group Fixed the Price for the Carpet!

Mohamad Ibrahim Dar, aged 50, was a leader of the APDC at Najan, Bandipora district. Carpet weaving has been a family tradition for him for the past few generations. The working conditions were deplorable. Kashmiri carpets are highly priced, being hand-woven and knotted, not tufted.

The prevailing system in carpet manufacture and marketing is as follows: The contractor (middleman), usually from the same village or from the neighbourhood, advances money as well as materials to the weavers. He fixes the price and settles the payment after adjusting for the advance paid. The carpets are then taken to the exporters. The urban-dwelling exporters buy the carpets, wash and sell them.

After IGSSS came to this village, Dar attained literacy through the Functional Literacy Programme. IGSSS set up three APDCs in his village as part of the rehabilitation programme. Four members from different households joined together and wove carpets in APDC. Dar also has a loom at home.

Recently, with the raw materials provided by IGSSS, the group wove one carpet. Its price was collectively fixed by the group. Later, the members invited contractors, negotiated with them and sold it. Part of the income was kept with the group to buy raw materials for the next carpet. They also had savings in the group. From the beginning, the working hours, ensuring quality, fixing the price and sale of the carpet were peer monitored.

As the group did not have market linkages, they had to settle for a good bargaining price with contractors. Dar is of the view that real change in the carpet weavers' lives would be seen only when market linkages are established. The carpet weavers of Odina village, Bandipora district, looked up to IGSSS for guidance. All APDC members could become a collective entity. They hoped that this might pave the way to negotiate with the Indian Institute of Carpet Technology as well as the state government.

Traditionally, carpet weaving in Kashmir has been the domain of men. IGSSS introduced APDCs for women. Four out of 11 APDCs were managed by women. This is likely to contribute to women's empowerment.

Youth Engagement in Community Development

Al-Hadi youth group in Gadkud, on the borders of Baramualla and Bandipora districts, began about four years ago only for men. Realizing the importance of including women, two years

ago its scope was expanded. After training on Right to Information, the youth filed an RTI application and got the list of households in their village under BPL and APL categories. They found that many households were deprived of the benefits of the Public Distribution System. With the help of local government officials, the records were set right. The youth group also supplied educational materials to deserving poor students who had lost them during the floods. Later, the youth group was also instrumental in getting uninterrupted power supply to the village and in solving the drinking water problem. These constructive interventions greatly motivated the youth group to use their energy positively for the development of the community.

Waseem Hussain, age 20, was general secretary of the youth group at Najan, Sumbal block, Baramulla district. This group introduced a library and a free tutoring institute, in which children took an interest and enhanced their knowledge. For a nominal fee of Rs 10, the institute provided supplementary classes and guidance. Waseem himself was teaching Mathematics. He motivated many teenagers to get enrolled in this institute so as to improve the quality of their education.

In Palhalan village, the youth were earlier known for stone pelting. Owing to the formation of the youth group, they stopped their violent actions and were working with the elders in addressing common issues of the community.

Yet another remarkable change among the youth is the spirit of voluntarism. They have won the confidence of the community, especially during relief operations. However, youth members were of the view that youth space was not sufficiently understood and utilized by the community leaders. They also felt that they were not sufficiently appreciated and their services were not acknowledged by the elders of the community.

Human Rights Violations Exposed

Gulam Khadir, President of the Awami Forum of Kowpora, Bandipora district, was happy with the training on legal literacy and human rights issues. He said that the Awami Human Rights Forum was well recognized by the local government officials and they were ready to listen to them and work in close collaboration to address human rights violations in the communities. Ms Aneesa, a postgraduate student, was part of video volunteer training by IGSSS. After the training she managed to bring out the plight of the people, especially related to health, water and domestic violence through video clips which were uploaded on a website, 'Kashmir Unheard', a project of video volunteers. She said that many issues highlighted by the video volunteers had been addressed by the local officials.

All 21 Children are Studying

An SHG was promoted by IGSSS from 2005. Aman group with 9 members (one left the village after marriage) was functioning in Gonghipora village, Bandipora district. Initially, each

group member was given Rs 3500 as a grant. The members bought 10 goats and grazed them together, each member taking turns. In the four-year span the 10 goats increased into 40. The members sold the goats and bought cows as they had plenty of grass around. Each member was earning a good income through the sale of milk. Twice, the group received subsidized bank loans. About four years ago, it started a grocery shop and employed one of its members in the shop. During the floods, when the shop was flooded, the stock was distributed among the members. The members continued to meet regularly and save Rs 100 per month. As the farmers' group in their village was in need of vermicompost, Aman SHG initiated plans to produce it. The net result was, no dropout in the families of SHG members. All 21 children were studying.

Community-sensitive Farmers' Groups

Farmers' groups were initiated by IGSSS as part of the rehabilitation programme after the 2014 floods in 20 villages. In Kowpora, there were 5 farmers' groups with a total membership of 111. All these years they had been living in isolation. There was also mistrust among them. The masjid committee took care of only religious matters. This has been changing after the introduction of farmers' groups. The members said that there was more understanding, concern for others and concern for community needs. For example, the mosque had 25 kanals of land full of walnut trees. The yield was squandered by individuals. After the formation of the farmers' groups, the members got together, discussed the matter and decided to fence the area. The walnut trees were given on tender for one lakh rupees per year, which was a huge income for the masjid.

Similarly, the farmers of Ankhol, where an SRI (system of rice intensification) demonstration plot was established, realized that 7 kanals of school land was encroached upon by the local people. Only in one kanal of land all the school activities were going on. The farmers' group talked to the encroachers and redeemed the school land.

Increasing Interest in Modern, Eco-friendly and Diversified Livelihood Options

Under rehabilitation, IGSSS initiated a variety of livelihood opportunities such as introducing modern agricultural practices, reintroducing SRI system, sheep rearing, bee-keeping, production of vermicompost, enhancing the skills of carpet weavers and empowering youth with skills training. In a year, the farmers had recovered from loss of production and productivity, especially of paddy and vegetables. With one good crop, the farmers had enough seeds for the next cultivation. SRI was likely to be adopted at least by 30 per cent of the farmers in the coming year. Those deserving families, who were not included in farmers' groups, were given sheep and bee-keeping support. Those who had received sheep support formed their own groups and periodically gathered to support one another and work together. Some SHGs were into vermicompost to support their own village farmers. Some of the carpet weavers'

groups had sold their carpets and made a good income. Shafkat Ali from Gadkud, after the training on mobile phone repair, established his own shop and trained a few youth in this enterprise.

Formation and Animation Opened up New Vistas

Formation and training programme provided the community with social capital. Various trainings, such as awareness generation, group formation, micro-finance, RTI, role and responsibilities of PRI, legal literacy, media awareness, social media, understanding of conflict and conflict management, etc. empowered the community with increased knowledge, skills and techniques. Growth was seen among those who made efforts to put in practice the knowledge gained. The Awami Human Rights Forum of Kowpora was a clear example.

Mushtaq Ahmad Badoo, a deputy *Sarpanch*, resident of Gund Nowgam said,

Due to the formation and animation of various committees, I can see a progressive change among the members. Many committees are becoming a well-knit group, with increased awareness of the situation and how they could interact with the community and local governance officials in improving the lives of the villagers and to address the basic needs of the villages. From a position of 'What can we do to change the situation?' we have moved on to realize that 'We have the power to change.' Given the complex situation of Kashmir and deeply ingrained mistrust among the people, this change has been substantial. To some extent, the local leadership has emerged. However, these committees require continued assistance and guidance to envision a new future.

I have a Group to Listen to Me

In the Kashmir context, women's empowerment is more than providing skills to women. Iqra, from Gadkud, a member of a women's group, was engaged in *sozni* (needle) work. She said,

The staff members of IGSSS were after us for many months. They used to visit the homes of unemployed young women regularly. None of us dared to attend the meeting convened by IGSSS. We felt shy and our parents also did not like us to attend. The staff made all efforts to convince our parents and after about six months we formed the *sozni* group. Initially, IGSSS provided us with the necessary raw materials and training. Now, every member of the group is happy to be part of it as we are engaged in some productive work. Earlier, we were condemned to do only household chores. Now we realize we can make money, being at home. Coming together has provided us a space to talk about women's issues. Now everyone looks forward to the meeting day. I am happy that I could share my life with a few of my women friends.

Asmat, a final year BA student, was a part-time member of the artisan group. She was able to support her studies with her earnings. Women's empowerment posed a twin challenge. It

began with breaking the women's existing mindset and that of the family members and then in organizing, animating and introducing a skill of their choice. The respondents would like to see more women's groups formed, which they hoped would have a deeper impact in family life and in the village.

Concerns and Challenges

Among a number of concerns and challenges expressed by the respondents, four aspects were dominant. First of all, there was a huge gap of understanding between the citizens and the state. Government departments and officials distanced themselves from relating with ordinary citizens. 46.9 per cent of cases demonstrated shrinking dialogue and negotiation space between the Priority Communities and the state. 35.8 per cent of responses also denoted hesitation in taking initiatives. The fear of living in a militarized state seemed to have alienated them from the state and in realizing their citizenship rights. This fear was also the reason for lack of leadership (27.2 per cent) and lack of trust in one another (20.9 per cent). Nearly 97 per cent of the respondents agreed that the right way forward was collaboration among state, NGOs and communities (see Table 3.5).

TABLE 3.5. ASPECTS REMAINING THE SAME (MULTIPLE RESPONSES)

	Responses		% of Cases
	N	%	
Inhibition	42	3.0	4.2
Lack of leadership	272	19.3	27.2
Taking initiative	358	25.4	35.8
Lack of Trust	209	14.9	20.9
Negotiating with government departments	469	33.3	46.9
Sustaining initial enthusiasm	57	4.1	5.7
Total	1407	100.0	140.7

Note: Dichotomy group tabulated at value 1.

Future Focus

Livelihood expansion, incorporating individual-based income generation activities (25 per cent) as well as linking livelihood initiatives into cooperative efforts (57.5 per cent), emerged as the need of the hour. During focused group discussions, the respondents across age groups highlighted that the people of Kashmir were made poor by the state through militarization. The elders also expressed serious concerns about the younger generation, which was reasonably educated but was unemployed. The options seemed to be either to become a teacher or a police staff. Tourism was also seasonal. The youth were becoming victims of lack of employment opportunities.

The second area of concern was women’s empowerment (36.2 per cent). Due to cultural and religious traditions in all aspects of life – education, health, employment and exposure to the outside world – women in Kashmir suffer a lot. Their voice has been scuttled for decades. For the respondents, women’s empowerment was closely linked to the expansion of livelihood options as well as freedom from all sorts of violations which dehumanize them (see Table 3.6).

TABLE 3.6. FUTURE FOCUS AREAS (MULTIPLE RESPONSES)

Future Focus	Responses		% of Cases
	N	%	
Address basic health issues	262	14.1	26.2
Work on women empowerment	362	19.5	36.2
Livelihood cooperatives	575	31.0	57.5
Individual based income generation	250	13.5	25.0
Focus on youth initiatives	184	9.9	18.4
Promote peace building	19	1.0	1.9
Work on market linkages	49	2.6	4.9
Strengthen community based organisations	47	2.5	4.7
Linkage with government schemes	99	5.3	9.9
Any other	7	0.4	0.7
Total	1854	100.0	185.4

Note: Dichotomy group tabulated at value 1.

26.2 per cent of the responses emphasized the need to address basic health issues. Even young educated women were not aware of health behaviours and adolescent health issues. Lack of knowledge on health-related issues made many women and men victims of ordinary health issues and taboos.

The youth had won over the goodwill of the elders, especially after the floods. Their voluntarism and social involvement were well appreciated by the community. They were seen as ambassadors of community development with a new vision and hope. They had also transcended the divide which existed on the basis of *mohallas* in the villages. They had managed to bring the community together. All these had increased the community’s faith in them. So working with the youth, empowering them with necessary skills with career guidance and training on rights and citizenship, was proposed as one of the potential areas of intervention by 18.4 per cent of cases.

To sum up, livelihood expansion in diversified fields leading to cooperative ways of functioning and addressing basic health issues with special focus on women and youth development were suggested as the future way forward by the respondents.

In the next chapter, some concrete recommendations are suggested based on the analysis and trends.

CHAPTER 4

Recommendations

This chapter has two parts. In the first part, a few overarching positive dimensions with regard to approach, results realised and credibility gained by IGSSS are highlighted. In the second part, recommendations following from this study are presented.

Results Achieved through IGSSS Interventions

Context-based Interventions

All interventions were conceptualised based on a good understanding of the situation, analysis of the context and stakeholder analysis with concrete results to be realised. Project proposals were well designed, formulated and strategized, keeping in mind the fragility of the social relationship among the people, difficulties in interfacing with the state, political instability and the unique status of Jammu and Kashmir in the given geopolitical context. Although a few projects had lofty results, the organization was flexible enough to adopt the proposals to the changing context.

Increased Social Capital

The biggest gain seemed to be growth in the community's social capital. From individualism to collective consciousness, from mistrust to enlarged mutual understanding, from living in frustration and alienation to improved concern and care of the community, to women discussing in groups their aspirations, anxieties and challenges, moving out of isolated living within the four walls, the young generation taking an interest in redefining their future, willingness to work in groups with common objectives and readiness to explore new opportunities were indicators of the changed scenario due to project intervention. These outcomes, garnered in the span of a decade, given the uncertainties and risks involved in working in Kashmir, were dreams being realized reasonably well.

Dignity to the Vulnerable

The vision of IGSSS is to bring 'dignity to lives'. Along with socio-economic development and livelihood expansion, which provide a cushion to envisage a dignified future, through various trainings and workshops, IGSSS showed to the people what it means to live with dignity. In a setting where speaking about individuals' rights and collective aspirations for development were considered anathema, it was heartening to see the rural folk talking about Right to Information, settling cases of domestic violence, assertion of human rights, becoming ambassadors of peace and stability, and demanding accountability from local officials. Capacity building programmes increased self-awareness and worth, appreciation

of life, ability to visualize a changed scenario in life and created new consciousness among the Priority Communities. For example, in volatile Qamarwari area in Srinagar, 'Patrol Youth Group' became 'Youth for Development'. This was a clear manifestation of youth in search of dignity.

Pilot Project and then Expansion

Most of the projects began with a pilot phase. Though the staff members had longstanding experience in the field, it was considered advisable to start with a pilot project, given the specific context and mindset of the people, in order first to test its strategy and approach. Due to this approach the processes and programmatic interventions were smooth and the organisation had sufficient time to analyse the risk factors and address them.

Voluntarism and Social Commitment

The spirit of voluntarism, an increased desire to serve the community, especially the needy, and longing to build a new society among the Priority Communities may be considered as one of the major outcomes of the decadal intervention in Kashmir. It was also noticeable that IGSSS over the years of accompaniment had built up a strong base among the Priority Communities for a fraternal communitarian spirit based on democratic principles. Heightened awareness helped them to envision a new way of life. Still it remained a challenge how the processes would be taken forward.

Healthy Partnership in the Field

Yet another striking phenomenon was the quality of partnership between IGSSS and the priority communities. Underlying all interventions the core issue was one of trust building. At a time when NGOs and civil society organizations were a rare sight in Kashmir, IGSSS had won the trust and confidence of the priority communities. The various committees that were formed and animated were able to take bold initiatives as they were confident that they would be accompanied and supported by IGSSS. IGSSS in its turn gained much-needed credibility among the priority communities and could stand on a high moral ground to demand accountability and responsibility from the priority communities and community leaders. Though it was unfortunate that a staff member of IGSSS was manhandled during the relief operation, IGSSS worked closely with the local leaders and *sarpanches* and in the end made sure that the people who received double benefits returned the extra cash and materials received. This does not normally happen in relief operations. IGSSS also ensured zero wastage of materials. The credibility imparted to the process by being systematic, transparent and democratic was much appreciated by the priority communities and increased the outcomes.

Building Credibility with the Authorities

In the prevailing scenario of a high level of suspicion, IGSSS had to maintain an arm's-length distance from the army, the state, separatist groups and political parties. The unending conflict of interest between the army and the state curbed the scope of NGOs to act freely.

The army looked with suspicion on all NGO activities, especially if they involved working with the youth and if the projects meant working along the line of control. When the state machinery itself found it difficult to reach out to the villages, the increasing faith of the people in NGOs was suspected, questioned and challenged by the state machinery. The separatist groups looked at everything from the fixed prism of whether one was pro-Indian or anti-Indian. They isolated and labelled the NGOs as informers of the army or the state. There were also villages who aligned themselves with one political party and refused even to intermarry with members of the opposite political parties. At times, the Christian background of IGSSS also was raked up, causing damage to the organization and the people. Some of the priority communities also tended to identify IGSSS with the state or the army. These realities at times caused complex identity issues. In course of time, when after witnessing the good work done by IGSSS, the army wanted to donate computers to the youth groups of the organization, it was decided to decline the offer for fear that accepting it could easily be misconstrued by some vested interests and damage the credibility of the organization. Despite these limitations, IGSSS managed to create its own space in Kashmir and commanded goodwill across the state, non-state actors and people.

Recommendations

Developing and Communicating IGSSS's Vision for Kashmir

IGSSS implemented a few long- and short-term projects depending upon the financial support it received. The tendency among the staff was to look at each project as standalone. Even if it was theoretically clear to them that several projects were interlinked, this aspect was not sufficiently communicated to the priority communities. As a result, the priority communities were largely unaware of the comprehensive vision of IGSSS in Kashmir.

Also, priority communities of one district were not aware of various projects carried out in other districts. They were not able to see how their engagements were linked to other engagements and to draw a broader perspective of the development discourse of IGSSS. There was a need to develop IGSSS' vision and mission for Kashmir and effectively communicate these to all stakeholders. Communicating this aspect while initiating any project and also periodically reminding the priority communities of it would make the processes more vision driven than project driven.

Promoting Visibility

It would be highly useful if space was created to celebrate success stories, however small, within the communities and also showcased to the outside world. Meaningful narration and demonstration of successes by the priority communities could be a useful tool to communicate the processes and outcomes which could rejuvenate the communities and increase their aspirations and future hopes. Visibility would also help the priority communities realize their collective identity and the dignity of the individual. In some cases, even within a village the success narratives remained treasures of direct priority communities without sufficiently

being understood, recognized and appreciated by other community members. Due to lack of information and understanding of the processes, at times, neighbours envied and disowned the priority community's improvement in life. This unhealthy scenario has to change.

Clarity on Development Strategy

It is important for an NGO to discern its own strengths and limitations and arrive at an appropriate development strategy. If the aim is one of spread, the strategy would cover as many villages as possible and also initiate various projects in different villages. But if the aim is to create replicable model villages or thematic networks for policy change, there is a need to ensure how various projects are aligned around the core development strategy. An NGO also can experiment with both, but the strategy has to be clear to the staff and to the priority communities. It was observed that while the intention seemed to be to align various projects to create models, in the implementation much energy and resources were spent, covering many villages. The people in the remote areas may be the real needy ones, but it was also a lesson learnt that development interventions in isolated villages were less sustainable and were prone to ineffective monitoring. It is the development strategy which will have to guide IGSSS in evolving criteria for identification of villages and priority communities. Clarity in development strategy will increase the ownership and reduce unnecessary conflicts in the field. It is time that IGSSS decides on what type of development strategy it would like to primarily adopt in Kashmir.

Goal Setting, Exit Strategy and Sustainability

Generally, the priority communities were of the view that the animation and accompaniment provided by IGSSS had increased self-confidence of individuals; group formation and animation had helped them in becoming a collective entity; rehabilitation and developmental interventions had reasonably expanded the community's livelihood basis and training and workshops had expanded the working knowledge and social commitment. To take the processes forward the priority communities were expecting IGSSS to give them direction, guidance and technical expertise. While this expectation was understandable, it was observed that the groups were not able to see the movement forward even after one or two years.

For example, 89 individual farmers' groups were formed in 20 villages. To a large extent, one of the key objectives of the rehabilitation phase, namely, recovery from loss and productivity, was realized. What was the next logical step envisaged was neither clear to the staff nor to the groups. This was the scenario with APDC groups and Sheep groups as well. Apart from saving and lending and some community development activities, no group was able to articulate how they planned to move forward in the next three to five years. It would bring more clarity in the developmental programming if at least a five-year strategic plan were in place for all major interventions, which could contain five-year goals, input-output mapping from organizational and priority communities' perspectives, exit strategy and creation of inbuilt sustainability mechanisms.

Sustainability depends on putting in place systems and mechanisms and institutionalizing processes and programmes. It was observed that as of now only village-level systems, such as formation of village-level groups, regular meetings, savings, and space to discuss village-level issues were created. The initial enthusiasm and community bonding would help them for a few years. But unless some of these processes are institutionalized, structurally and programmatically, beyond the village level, as inter-village or thematic processes at the *panchayat* or block levels, they risk being transient. Institutionalization of the processes would ensure collective ownership and help the organization in meaningful exit. So far, exit has largely been based on the life of the project than systematic. This methodology needs to change.

Strengthening Women Empowerment

IGSSS has had specific women empowerment interventions, especially in forming and animating SHGs in the past. At present, in many of the rehabilitation interventions women's presence has drastically reduced. Out of 1850, only about 23 women were members of the farmers' groups; about 50 were priority community members of sheep support out of 283; and 4 out of 11 APDCs were led by women groups. Most of the SHGs had already been absorbed by the State Rural Livelihood Mission. IGSSS also did not have a plan for SHGs beyond village-level group formation. Owing to lack of networking, SHGs were losing their cutting edge.

A conscious attempt was made by IGSSS to motivate young girls to join the youth groups. It may be argued that the priority communities were not individuals but households. Still, given the patriarchal culture and women largely living in closed quarters, space has to be created for improving women's ownership and engagement. For example, sheep support could have been given or used as a tool to organize women, since in farmers' groups, largely men were members. While it was appreciable that many women were working as staff in the state as well as in the field office, the women's voice was becoming less and less audible in the field.

Youth could Redefine the Contours of Kashmir

Youth is a group which can potentially redefine the future of Kashmir. Within the communities, youth groups stood out as a symbol of unity, transcending political parties and *mohalla* separations. Increased interest in education, desire to learn skills and openness to explore new avenues for development were seen profoundly among the youth. The community's faith in the youth was also growing substantially, but the state still continues to look at them with suspicion. The non-state actors are also losing their grip on the youth. IGSSS made significant progress both among the urban and rural youth, who had been living long in isolation as individuals without much recognition and appreciation. More focused interventions linking the youth groups to skills, employment and entrepreneurship opportunities might possibly have a more positive impact on the communities. It is high time that the state articulates its vision for youth development and evolves a youth policy. The contribution of NGOs and CSOs in this regard would add value and much-needed new direction for the people of Kashmir.

Livelihood Expansion with Diversified Employment Opportunities and Cooperative Networks

Livelihood expansion would remain a major concern and challenge for the common people in Kashmir for at least a decade. Job opportunities in the government sector have been shrinking, except for teaching and policing. Tourism is seasonal. There are no private industries. The rural poor have no option except to engage in agricultural activities, animal husbandry, handicraft and artisans works. Most of the farmers are small or marginal, with less than an acre of land. Unemployment is widespread. An attempt was made by some NGOs to impart skills training to the youth, but these youth could not find a job in the valley, migrated to other states, but returned for various reasons.

Against this background, cooperative development strategy with diversified employment opportunities could be explored at the micro, meso and state and national levels. Micro-level actions would include mobilization of actors, education and training, providing advice and expertise and credit system. At the meso level it would mean developing business and finance support institutions, group of cooperatives or consortia, and federations. At the macro level, state and national, it entails developing a network of cooperatives, creating chains of production and distribution and legal cooperative framework to engage in trade and e-commerce.

IGSSS has created a strong footing at the micro level. Farmers' groups, sheep groups and artisan groups have been formed, motivated and trained. Many of these groups are just one year old. It would be a catastrophe if they meet the fate of SHGs formed by IGSSS some years ago. Hitherto, the vision of these groups has been restricted to their villages. The challenge is to develop strategies at the meso and then at the state and national levels with diversified employment opportunities leading to cooperative development.

Linkage with Government Officials and Government Schemes

There is mistrust between the priority communities and state officials. With the formation of committees and training some efforts were made to re-establish linkages. It was pointed out that many of the government schemes were not implemented and the budgeted amount was not spent. Under the pretext of 'conflict', many planned schemes were allowed to lapse, which no one dared to challenge. State apathy was the major culprit. Basic information of various government schemes was also lacking among the priority communities. There is a need to educate the people about government schemes, what is available and how to get it. This would entail developing a creative interface between the priority communities and various government departments. The creation of a nodal person in the state office with specific focus on interface with government officers, government schemes and market linkages would greatly help IGSSS in this regard.

Collaboration with NGOs and CSOs

Policy changes have happened by effectively intervening with decision-makers by networking of NGOs or CSOs. Working alone would not take an NGO far. IGSSS staff members were aware that 4 or 5 other NGOs were working in the districts where IGSSS was working, but no specific information was available. There seemed to be some personal contact among the heads of the organizations, but in the field there was almost zero contact with other NGOs. In a conflict-prone area like Kashmir, and more so when NGO presence is minuscule, it is essential that a collective space among NGOs is created to share information, learn from one another and in times of need support one another. IGSSS staff needs to be motivated to develop collaborative and networking culture among NGOs.

Documentation

Tracing the history of IGSSS in Kashmir was a difficult job, partly because of poor documentation of past projects. In the absence of such documentation the institutional memory was seen to be weak. In the absence of a historical sense, the project-based approach was strong, with less emphasis on a process-oriented approach, lacking historical linkages and learning from the past. The staff members are to be made aware of the history of IGSSS in Kashmir and helped to locate the present interventions in its historical context.

Exploring e-market

The carpet weavers were looking for a breakthrough to sell their products. Dealing with market complexities and engaging with middlemen and exporters require specialized skills: one cannot easily get away from middlemen. In such challenging circumstances, consumer-friendly practices such as branding of the products, use of social media, e-marketing and linkage with child-labour-free product chains could be explored. The same strategy also could be explored to sell organic agricultural products, by creating production, distribution and market chains.

Development with Human Face

Issues related to sustainable development and advancement of human rights will remain multi-dimensional challenges for the people of Kashmir. Given the prevailing socio-economic and geo-political challenges within India and across India and challenges from state and non-state actors, economic development of the people in Kashmir cannot take place in isolation. Every developmental strategy has to necessarily incorporate sustainable development paradigms and human rights principles.

The people of Kashmir have been subjected to violence and bloodshed for long due to the ongoing conflict among state, non-state and cross-border actors. The people have realized that such a situation can hamper the overall development of the community and put road blocks in the creation of entrepreneurs. An inherent desire for economic development is apparent among the people, but they are deeply aware that real development calls for

participation of the people in development decisions, strengthening of peace and stability and better governance and accountability by the state.

While the thrust of IGSSS was on development intervention, it had also been working on various rights interventions and peace initiatives. Strongly rooted in people's processes, IGSSS also had made some efforts to sensitize the state, especially in strengthening grassroots democracy. It had also strengthened its credibility, being sensitive to the complex challenges of the valley. Such multidimensional strategic approaches are to be continued to bring dignity to the vulnerable, which is the vision of IGSSS.

Conclusion

IGSSS is a transformative organisation focused on human values and committed to *Life, Freedom and Dignity*. IGSSS has taken bold steps to improve the quality of life of Kashmiris in a challenging context. The organization was well grounded among the people and it gained credibility across various conflicting actors. Passionate involvement of the staff in the field resulted in concrete developments at the micro level. The challenge was to take the processes forward with a well-conceived goal, visibility and meso- and macro-level strategies evolved collectively with the people. Developing eco-friendly, diversified, sustainable employment opportunities with special focus on women and youth, and institutionalizing the processes with appropriate systems and mechanisms would be the right way forward.

Annexure 1: Decadal Engagement of IGSSS in Kashmir

Priority Communities' Assessment of Satisfaction, Impact and Sustainability

Questionnaire No:

Instruction: For all close ended questions, kindly circle relevant code.

1. General

1.1. District:

1.2. Taluk/Block:

1.3. Village:

2. Personal – Family Status

2.1 Sex: 1. Male 2. Female 3. Transgender

2.2 Age: _____ (Actual completed)

2.3 Education: 1. Literate 2. Non-literate

2.3.1 If literate, education completed _____
(e.g. 2 / 5/ 10/ Diploma/ BA / BEd / MA)

2.4 Marital status:

1. Married 2. Unmarried 3. Separated 4. Widow/er 5. Half widow

2.5 Religion: 1. Islam 2. Hindu 3. Sikh 4. Other _____

2.5.1 If Islam 1. Shia 2. Sunni

2.6 Do you belong to socially and economically backward class (social caste)?

1. Yes 2. No

2.7 Occupation: (Multiple – not more than two)

1. Government employee
2. Self-employed (shop/small business/SHG)
3. Housewife

- 4. Employed in Private
- 5. Own land cultivation
- 6. Lease land cultivation
- 7. Casual labour
- 8. Unemployed
- 9. Any other: _____

2.8 Total members living in family _____ (Actual number living under same roof)

2.9 Monthly income of family _____ (all earning members)

3. Knowledge of IGSSS programmes

3.1 Is anyone of your family members a direct Priority Community of any interventions of IGSSS?

- 1. Yes
- 2. No

3.2 Are you aware of the following programmes of IGSSS? (Mark all that are answered)

- 1. Development of Carpet Weavers
- 2. Flood Relief
- 3. Livelihood Rehabilitation
- 4. Youth Programmes
- 5. Formation of SHG, Village Committee, PRI

3.3 Has anyone of your family members participated in the trainings of IGSSS?

- 1. Yes
- 2. No

4. Programme Impact and Satisfaction – Flood Relief

4.1 Did your village/Mohalla receive relief material support?

- 1. Yes
- 2. No

4.2 If yes, which specific item did you feel was highly beneficial to you or the villagers? (Mark only one)

- 1. Hygiene/Dignity kit
- 2. Blanket
- 3. Education kit
- 4. Cash
- 5. Dry Ration

- 4.3 If yes, which specific item did you feel was least beneficial to you or the villagers?
(Mark only one)
1. Hygiene/Dignity kit
 2. Blanket
 3. Education kit
 4. Cash
 5. Dry Ration
- 4.4 Were the affected people asked about the kind of relief material that would be beneficial to them?
1. Yes 2. Not sure 3. No
- 4.5 Do you think that during disaster people should be asked what kind of support is required?
1. Yes 2. Not sure 3. No
- 4.6 Was any meeting organized to plan for relief support for the affected persons?
1. Yes 2. Not sure 3. No
- 4.7 Was there a committee to monitor the implementation relief operation?
1. Yes 2. Not sure 3. No
- 4.8 Were you part of any meeting that reflected on/evaluated the relief support?
1. Yes 2. Not sure 3. No
- 4.9 On a scale of 0 to 9, where 0 is nil, 1 is minimum and 9 is maximum, how would you rate your level of satisfaction of flood relief works?
- 0 1 2 3 4 5 6 7 8 9
- 4.9.1 What contributed to your satisfaction? (Choose maximum two)
1. Immediate needs addressed
 2. Voluntary service of youth
 3. Quality of materials provided
 4. The way relief works were carried out
- 4.10 Do you feel that the relief works had a significant impact on your life?
1. Yes 2. Not sure 3. No

4.10.1 If yes, how? (*Choose maximum two*)

- 1. Gained confidence
- 2. Anxieties got resolved
- 3. Sense of being cared for
- 4. Was able to move forward in life

4.11. What would be your suggestions to do relief better in a future disaster situation? (*Choose maximum two*)

- 1. Make a proper assessment
- 2. More relief support
- 3. Identify the real needs
- 4. Discuss the matters with community leaders
- 5. Reach out to the neediest
- 6. Focus on livelihood support more than relief
- 7. Focus on human development support
- 8. Focus on village/common resource development
- 9. _____

5. Programme Impact and Satisfaction – Rehabilitation through livelihood promotion

5.1 Did your village people receive any kind of livelihood support?

- 1. Yes 2. No

5.2 If yes, what livelihood support was highly beneficial? (*Choose maximum two*)

- 1. Inputs through seed and fertilizers
- 2. Sheep support
- 3. Bee keeping
- 4. New technology through demonstration plots
- 5. Support given to weavers and artisans

5.3 Is any one from your family a member of a farmer group?

- 1. Yes 2. No

5.4 Are farmer groups functioning well in your area?

- 1. Yes 2. Not sure 3. No

5.5 Was the training provided to expand livelihood options beneficial?

- 1. Yes 2. Not sure 3. No

- 5.6 Were the people asked about the kind of livelihood support that would be beneficial?
 1. Yes 2. Not sure 3. No
- 5.7 Was any meeting organized to plan for livelihood support?
 1. Yes 2. Not sure 3. No
- 5.8 Was there a committee to monitor the implementation of livelihood support?
 1. Yes 2. Not sure 3. No
- 5.9 Was there an assessment/evaluation of implementation of livelihood support?
 1. Yes 2. Not sure 3. No
- 5.10 On a scale of 0 to 9, where 0 is nil, 1 is minimum and 9 is maximum, how would you rate your level of satisfaction of livelihood support?
 0 1 2 3 4 5 6 7 8 9
- 5.11 What contributed to your satisfaction? (*Choose maximum two*)
 1. Adaptation to new technology
 2. Thrift (savings) management
 3. Recovery from loss (production/productivity)
 4. Functioning of farmers groups
- 5.12 Do you feel that livelihood works had a significant impact in your area?
 1. Yes 2. Not sure 3. No
- 5.12.1 If yes for question 5.12, how? *Choose maximum two from below*
 1. Gained confidence
 2. Anxieties got resolved
 3. Able to revive livelihood
 4. Increase in income level
- 5.12.2 If 'not sure' or 'no' for question 5.12, what are some of the hurdles?
 (*Choose maximum two*)
 1. Lack of cooperation among farmers groups
 2. Individualism
 3. Income is not proportionate to labour
 4. No market linkage
 5. Lack of modern skills and knowledge
 6. Lack of investment

- 5.13. What would be your suggestion to expand livelihood options? *(Choose maximum two)*
1. Promote individual-based income generation programmes
 2. Milk product processing units
 3. Promote food processing units
 4. Assist in developing sheep farms
 5. Dairy farm
 6. Help in setting up cooperatives
 7. Poultry
 8. _____

6. Programme Impact and Satisfaction – Carpet weavers

- 6.1 Do you agree that carpet weavers are one of the vulnerable communities in your area?
 1. Yes 2. Not sure 3. No
- 6.2 Do you feel that carpet weavers are better organized due to project implementation?
 1. Yes 2. Not sure 3. No
- 6.3 Are the groups formed among carpet weavers functioning well?
 1. Yes 2. Not sure 3. No
- 6.4 Do you feel that the views of carpet weavers were taken onboard while designing the project?
 1. Yes 2. Not sure 3. No
- 6.5 Do you feel that regular meetings are organized to assess project implementation?
 1. Yes 2. Not sure 3. No
- 6.6 Is there a committee to monitor the functioning of the weavers' groups?
 1. Yes 2. Not sure 3. No
- 6.7 Were you part of any meeting that reflected on/evaluated the carpet weavers' project?
 1. Yes 2. Not sure 3. No
- 6.8 On a scale of 0 to 9, where 0 is nil, 1 is minimum and 9 is maximum, how would you assess your level of satisfaction of this project?
 0 1 2 3 4 5 6 7 8 9
- 6.9 Do you feel that carpet weavers are progressively becoming a collective entity?
 1. Yes 2. Not sure 3. No

6.10 What has contributed to the growth of carpet weavers? (*Choose maximum two*)

1. Knowledge about carpet industry
2. Importance of working in groups
3. Linkage with government schemes
4. Various trainings provided
5. Accompaniment and guidance provided by the NGO
6. Development of Artisan Production and Development Centre (APDC)

6.11 Do you feel that carpet weavers' groups will sustain the progress made so far?

1. Yes 2. Not sure 3. No

6.12 Do you feel that substantial changes have happened in the lives of carpet weavers?

1. Yes 2. Not sure 3. No

6.12.1 If Yes for question 6.12, what has changed in the lives of carpet weavers? (*Choose maximum two*)

1. Working conditions improved
2. Improvement in functional literacy
3. Personality development
4. Working as a group
5. Reduction in debt

6.12.2 If 'not sure' or 'no' for question 6.12, what are some of the hurdles faced by the carpet weavers? (*Choose maximum two*)

1. Lack of cooperation
2. Lack of interest
3. Lack of investment
4. Lack of market linkage
5. Lack of access to government schemes
6. Lack of technical skills
7. Hostility from contractors
8. _____

7. Programme Impact and Satisfaction – Strengthening grassroots governance and civil society action

7.1 Do you agree that strengthening grassroots governance is important for the development of the vulnerable communities?

1. Yes 2. Not sure 3. No

- 7.2 Is the formation of various committees in villages a right strategy to promote collective action?
 1. Yes 2. Not sure 3. No
- 7.3 Which of the following are functioning well in your area? (*Choose maximum two*)
- | | |
|-----------------------|--------------------------|
| 1. Panchayats | <input type="checkbox"/> |
| 2. SHGs | <input type="checkbox"/> |
| 3. Welfare committees | <input type="checkbox"/> |
| 4. Youth committees | <input type="checkbox"/> |
- 7.4 Do you agree that peace-building programmes are important for your area?
 1. Yes 2. Not sure 3. No
- 7.5 Do you feel that legal literacy programmes have improved knowledge on human rights?
 1. Yes 2. Not sure 3. No
- 7.6 Do you feel that the use of RTI has enhanced people's demand for good governance?
 1. Yes 2. Not sure 3. No
- 7.7 Have workshops, meetings, human rights networks and interactions strengthened the desire among the people to live a dignified life?
 1. Yes 2. Not sure 3. No
- 7.8 Do you feel that the views of the communities were taken onboard while designing this project?
 1. Yes 2. Not sure 3. No
- 7.9 Were meetings organized to assess the implementation of this project?
 1. Yes 2. Not sure 3. No
- 7.10 Was there a committee to monitor various activities of this programme?
 1. Yes 2. Not sure 3. No
- 7.11 Were you part of any meeting which reflected on/evaluated this project?
 1. Yes 2. Not sure 3. No
- 7.12 On a scale of 0 to 9, where 0 is nil, 1 is minimum and 9 is maximum, how would you assess your satisfaction of this intervention?

0 1 2 3 4 5 6 7 8 9

- 7.13 What has contributed substantially to strengthen grassroots governance and civil society action? (*Choose maximum two*)
1. Linkage between community and local governance
 2. Linkages with State Human Rights Commission
 3. Access to information through RTI
 4. Promotion of Human Rights Forum/Ambassadors
 5. Strengthening of SHG, Welfare and youth Committee, Halqa panchayat
 6. Accompaniment provided by the NGO
 7. Various trainings and exposure visits
- 7.14. What were the weak components? (*Choose maximum two*)
1. Linkage between community and local governance
 2. Linkages with State Human Rights Commission
 3. Access to information through RTI
 4. Promotion of Human Rights Forum/Ambassadors
 5. Strengthening of SHG, Welfare and youth Committee, Halqa panchayat
 6. Accompaniment provided by the NGO
 7. Various trainings and exposure visits
- 7.15 Do you feel that the formation of various village committees (CBOs) will be sustained by the people of your village?
1. Yes 2. Not sure 3. No
- 7.16 Do you feel that substantial changes have happened among people due to this project?
1. Yes 2. Not sure 3. No
- 7.16.1 If 'yes' for question 7.16, what has changed in the lives of communities? (*Choose maximum two*)
1. Confidence level has improved
 2. Collective voice has better negotiating power
 3. Emergence of local leaders
 4. Ability to demand accountability from the state
 5. Ability to demand good governance from political leaders
 6. Assertion of women
 7. People have begun claiming entitlements
 8. People are socially conscious

7.16.2 If 'not sure' or 'no' for question 7.16, what are some of the hurdles faced by the community? (Choose maximum two)

- 1. Political uncertainty
- 2. Apathy of the state
- 3. Lack of support from family
- 4. Lack of trust within communities
- 5. Fear
- 6. Ineffective government bodies
- 7. *Hartals, bandhs* and violence inflicted on common people
- 8. _____

8. Programme Impact - Satisfaction – Youth Development

8.1 Do you agree that engagement with youth is an important dimension in community development?

- 1. Yes
- 2. Not sure
- 3. No

8.2 Do you agree that right motivation and orientation of youth can bring sustainable peace in society?

- 1. Yes
- 2. Not sure
- 3. No

8.3 Do you feel that the concerns of youth were taken onboard while designing the project?

- 1. Yes
- 2. Not sure
- 3. No

8.4 Were meetings organized to assess the implementation of the project?

- 1. Yes
- 2. Not sure
- 3. No

8.5 Was there a committee to monitor various activities of this programme?

- 1. Yes
- 2. Not sure
- 3. No

8.6 Were you part of any meeting which reflected on/evaluated this project?

- 1. Yes
- 2. Not sure
- 3. No

8.7 On a scale of 0 to 9, where 0 is nil, 1 is minimum and 9 is maximum, how would you assess your satisfaction of youth development programmes?

0 1 2 3 4 5 6 7 8 9

8.8 What has contributed in reorienting the youth with positive energy? (Choose maximum two)

- 1. Formation of youth groups

2. Life skill orientation to youth
3. Sensitization of youth in understanding conflict
4. Training in conflict management
5. Awareness workshops
6. Youth media fellowship
7. Theatre workshops
- 8.9 Which were the weak components? (*Choose maximum two*)
1. Formation of youth groups
2. Life skill orientation to youth
3. Sensitization of youth in understanding conflict
4. Training in conflict management
5. Awareness workshops
6. Youth media fellowship
7. Theatre workshops
- 8.10 Do you feel that youth take much interest in the programmes of youth action for peace?
1. Yes 2. Not sure 3. No
- 8.11 Do you feel that substantial changes have happened in the lives of youth?
1. Yes 2. Not sure 3. No
- 8.11.1 If 'yes' for question 8.11, what has changed in the lives of youth? (*Choose maximum two*)
1. Interest in entrepreneurship skills
2. Volunteering attitude has grown
3. Interest in social works
4. Realization that peace is needed for development
5. Positive energy among women
6. Interest in social media to highlight social concerns
- 8.11.2 If 'not sure' or 'no' for question 8.11, what are some of the hurdles faced by the youth? (*Choose maximum two*)
1. Historical memories/wounds
2. Anger
3. Lack of support from family
4. Lack of appreciation and acknowledgement
5. Apathy of the state

- 6. Youth targeted by the army
- 7. AFSPA
- 8. Ineffective government bodies

9. Overall Impact

9.1 Overall, what is your perception/view of the identification of Priority Communities?
(Choose maximum two)

- 1. It was scientific
- 2. There was partiality
- 3. Most deserving were identified
- 4. Those who were close to NGOs got the maximum
- 5. It was done transparently

9.2 Comparing the overall situation of your villagers, do you feel that your socio-economic life situation has improved due to the intervention of IGSSS?

- 1. To a large extent
- 2. To some extent
- 3. Remains the same
- 4. Still struggling
- 5. No response

9.3 Do you feel that the community's participation in planning, implementation, monitoring and evaluation of projects is given importance by IGSSS?

- 1. To a great extent
- 2. To some extent
- 1. Yes 2. Not sure 3. No

9.4 Do you think that women are equally included in all the interventions?

- 1. To a great extent
- 2. To some extent
- 3. Not sure
- 4. No

9.5 What impacts do you cherish due to IGSSS interventions? (Choose maximum two)

- 1. Personality traits like self-confidence and self-reliance have improved
- 2. Improvement in women's lives
- 3. Improvement in the lives of youth
- 4. Improvement in skills and knowledge

- 5. Vision for the future
- 6. Linkages with local government departments
- 7. Assertion and articulation
- 8. Positive attitude of youth and community leaders to work for development

9.6 What aspects have remained the same? (*Choose maximum two*)

- 1. Inhibition
- 2. Lack of leadership
- 3. Taking initiatives
- 4. Lack of trust
- 5. Negotiating with government departments
- 6. Sustaining initial enthusiasm

9.7 Do you feel that greater collaboration amongst government, NGOs and community is the right way forward for community development?

- 1. To a great extent
- 2. To some extent
- 3. Not sure
- 4. No

9.8 Where should the future focus be? (*Choose maximum two*)

- 1. Address basic health issues
- 2. Work on women's empowerment
- 3. Livelihood cooperatives
- 4. Individual-based income generation
- 5. Focus on youth initiatives
- 6. Promote peace building
- 7. Work on market linkages
- 8. Strengthen community-based organizations
- 9. Linkage with government schemes
- 10. _____

9.9 Any other suggestion you would like to offer for the overall development of people in your area?

- 1.
- 2.

Interviewed by: _____ Date: _____

Annexure 2: List of Persons Interviewed from the Field

Baramulla, Singhpora

1. Mr. Ali Mohd. Malla, Shalboni.
2. Mrs. Poshia Begum, Shalboni.
3. Mrs. Arifa Begum, Rid Mohalla, Mandayari.
4. Ms. Iqra, Gadkhud.
5. Ms. Asmat, Gadkhud.
6. Ms. Fiza, Yakhwanpora.
7. Ms. Shahzada, Yakhwanpora.
8. Mrs. Fatima Begum, Maulabad.

Bandipora, Sumbal

1. Mr. Mohd. Amin Kawa, Sarie Dangerpora.
2. Mrs. Shameema Begum, Sarie Dangerpora.
3. Mr. Bilal Ahmed Rather, Ankholla.
4. Mr. Mohd. Ibrahim Dar, Najan.
5. Mr. Baqir Ali, Najan.
6. Mr. Ghulam Hussain Dar, Zalpora.
7. Ms. Tahira, Gamdoo.
8. Mrs. Aziza Begum, Rakh Mohalla.
9. Mr. Shabir Ahmed Sulaimani, Shadipora.
10. Mr. Mushtaq Ahmed Batoo, Gund Nowgam.
11. Mrs. Afroza, Nowgam.
12. Ms. Sharifa, Nowgam.
13. Mr. Mohd. Isaq Chahar, Nowgam.
14. Mr. Ghulam Rasool Chakan, Nowgam.
15. Mrs. Amina Begum, Abdul Abad, Nowgam.
16. Mr. Nazir Ahmed Batoo, Abdul Abad, Nowgam.
17. Mr. Mohd. Isaq Ganai, Abdul Abad, Nowgam.
18. Mrs. Rafiqah Begum, Abdul Abad, Nowgam.
19. Mr. Ghulam Mohd. Batoo, Abdul Abad, Nowgam.
20. Mr. Showkat Ahmed Batoo, Abdul Abad, Nowgam.

Srinagar

1. Mr. Omar Mukhtar, Habbak.
2. Ms. Shazia, Behrar.

Annexure 3: List of Organisational Persons Interviewed

1. Ms. Tobia, Field Staff.
2. Mr. Hanief Ahmed Bhat, Field Staff.
3. Ms. Natasha Manzoor Rather, Project Coordinator of Rehabilitation.
4. Ms. Nusrat Ali, Head of K-Caleen and consultant to Artisan support.
5. Ms. Nazia Nabi Mir, Head of P Leaps and EIDHR.
6. Mr. Mukhtar Ahmed Itoo, Rehabilitation and NGO Coordination during relief.
7. Ms. Affarmand Rashid, Head of YAP.
8. Mr. Khurshid Ahmed Farash, YAP, SMILE and DRR.
9. Mr. Yasir Qureshi, Sr. Manager, Programmes, Srinagar.

Annexure 4: List of Donor Partners Interviewed

1. Ms. Renuka Srinivasan, EU Delegation.
2. Ms. Sasmita Jena, Welthungerhilfe.
3. Ms. Anna Dirksmeier, Misereor.
4. Mr. Beppe Pedron, Caritas Italiana.
5. Mr. Mayank Srivastava, Label Step.

Annexure 5: List of Enumerators

1. Mr. Ishfaq Ahmed Wani, MSW.
2. Ms. Sumaiya Din, MSW.
3. Mr. Nissar Ahmed Wani, MSW.
4. Ms. Bhat Shazia Khursheed, MSW.
5. Ms. Saima Sidiq Malik, MSW.
6. Ms. Saba Majeed, MSW.
7. Mr. Waseem Ahmad Mir, MSW.
8. Ms. Mir Asmat Jan, MSW.
9. Mr. Asim Bakkal, MSW.
10. Ms. Aimon Khan, MSW.

Endnotes

- 1 Giorgio Agamben, the Italian political philosopher, developed the concept of State of Exception as a paradigm of government. In his view, 'one of the elements that make the state of exception so difficult to define is certainly its close relationship to civil war, insurrection, and resistance.'
- 2 The silences refer to the ignored voices of those in the margins.
- 3 System of Rice Intensification (SRI) is a methodology aimed at increasing the yield of rice crop. It is a low-water, labour-intensive, organic method that uses younger seedlings singly spaced and typically hand-weeded with special tools.
- 4 <http://www.knskashmir.com/news.aspx?news=Disbursement-of-Flood-Relief-for-houses-completed-in-9-districts--6122>



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