

An evaluative study of developmental measures for gujjars in Jammu and Kashmir

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Abstract

The greatest challenge that the Government of India has been facing since independence is the proper provision of social justice to the scheduled tribes. Development of tribal population has been a major concern of the nation builders, central and state governments, policy makers, nongovernment organizations, social scientists and social reformers. We have Constitutional provisions for social, economic, educational, political, administrative, health and sanitation achievements of the tribal people of our nation. Since our independence various policies, strategies, approaches and models to tribal development have been conceived. From the very beginning of the 1st five years plan to the present 12th five years plan, a number of programmes of tribal development have been formulated and implemented.

In this paper an attempt has been made to access and evaluate the impact of various developmental programmes on the socio economic transformation of the transhumant tribal's of Jammu & Kashmir. The study was conducted among the tribes of Jammu and Kashmir in general and Gujjars in particular. For this study, data from both primary as well as secondary sources were used. The study reveals that in spite of the implementation of various policies and programmes for their development by the state and central governments, these tribals continue to live in pathetic conditions. An interview schedule was framed to elicit information from respondents.

Keywords: tribes, measures, marginalized, policies, multi-cultural, diversity

Introduction

India is a pluralist and multi-cultural country, with rich diversity, reflected in the multitude of culture, religions, languages and racial stocks. The population of the country comprises of different castes, communities, social and ethnic groups. India, a second most populous country in the world, has also the second largest concentration of tribal population, perhaps next only to Africa. The tribal population represents one of the most economically impoverished and marginalized groups in India. The Constitution of India had recognized tribal population as weaker section of society based on their socio economic backwardness and the age-old social discrimination and physical isolation that they had been subjected to. Although the tribals are a minority and constitute about 8.2 per cent of the total population in India or 85 million people in absolute number but unlike scheduled caste population, the tribals are not discriminated against in the same way by the mainstream Hindu population. There are at present more than 700 tribal groups each with their distinct cultures, social practices, religions, dialects and occupations and are scattered in all States and Union Territories in India except for the states of Haryana, Punjab, Delhi, Chandigarh and Pondicherry. The tribals are heavily concentrated in the north-eastern states although they constitute a small percentage of the total tribal population in India ^[1].

Development is a composite term, which includes various aspects of human activities such as socio economic, political or technical point of view. Generally, sociologists and social anthropologists strongly believe that socio cultural factors are

integral part of the dynamics of growth and change. United Nations Development Programme measures human development by combining indicators of gross domestic product per capita, adjusted for local purchasing power life expectancy at birth adult literacy and the number of persons enrolled in educational institutions. Sociologists and anthropologists do not accept just economic approach to development. Over the decades, sociologists and anthropologists have been constantly engaged in the various areas of development studies.

The special emphasis given on scheduled tribes by the government of India further led anthropologists to concentrate more on the problems of tribals. Their attention is mostly drawn towards various socio cultural aspects of tribals and problems of welfare. Consequently, efforts were made in successive five year plans to uplift the poor tribals living in our country. In spite of all these efforts, desired results have not been achieved. There are several other constraints, which hamper the tribal development process in India ^[2].

Characteristic features of Tribes

The tribals in India have many characteristic features. The original tribes in India have been divided and sub-divided into large number of sub-tribes. The Commissionerate of Scheduled Castes and Scheduled Tribes, in its reports (1952) have listed eight features of the tribal groups in India:

- They live always away from the civilized world and are found in the inaccessible parts lying in the forest and hills.
- They generally belong to three stocks such as Negritos,

Australoids and Mangoloids.

- They speak the same tribal dialect.
- They prefer primitive occupations such as gleaning, hunting and gathering of forest produce.
- They are mostly carnivorous.
- They live and prefer to be naked and semi-naked.
- They have nomadic habit and are fond of drinking and dancing.
- They prefer primitive religion known as “Animist” in which they worship ghost and spirits as the most important elements^[3].

Table 1: Tribal Populations in India

State/ Union Territory	Population	Population Proportion to Total (Percent)	Total Communities
Madhya Pradesh	15316784	21.1	46
Maharashtra	10510213	9.4	47
Odisha	9590756	22.8	62
Rajasthan	9238534	13.5	12
Gujrat	8917174	14.8	29
Jharkhand	8645042	26.2	30
Chhattisgarh	7822902	30.6	42
Andhra Pradesh	5918073	7.0	33
West Bengal	5296953	5.8	38
Karnataka	4248987	7.0	49
Assam	3884371	12.4	23
Meghalaya	2555861	86.1	17
Nagaland	1710973	86.5	5
Jammu & Kashmir	1493299	11.9	12
Bihar	1336573	1.3	30
Tripura	1166813	31.8	19
Uttar Pradesh	1134273	0.6	5
Mizoram	1036115	94.4	14
Arunachal Pradesh	951821	68.8	12
Manipur	902740	35.1	29
Tamil Nadu	794697	1.1	36
Kerala	484839	1.5	35
Himachal Pradesh	392126	5.7	8
Uttarakhand	291903	2.9	5
Sikkim	206360	33.8	2
Dadra & Nagar Haveli	178564	52.0	7
Goa	149275	10.2	5
Lakshadweep	61120	94.8	-
Andaman & Nicobar Islands	28530	7.5	6
Daman & Diu	15363	6.3	5
Chandigarh	-	0	-
Delhi	-	0	-
Haryana	-	0	-
Pondicherry	-	0	-
Punjab	-	0	-
India	104,281,034	8.6	

Source: Census of India, (2011)

Table 2: Profile of Tribes in India

Particulars	Year (2001)	Year (2011)	
Population	84,326,240	104,281,034	
Sex Ratio	978	990	
Literacy	47.1%	59.0%	
Male literacy	59.2%	68.5%	
Female literacy	34.8%	49.4%	
Occupation	Cultivators	36.9%	44.5%
	Agriculture labourers		

Source: Census Data, (2001 and 2011)

The population of tribes has been increasing over the years and now they constitute more than 10 Crore (Census of India, 2011) in number registering 23.7 per cent growth from 2001^[4]. Compared to national sex ratio for all communities, it is much more favourable among tribes as there exist 990 females for 1000 males against the national average of 943 females for 1000 males^[5].

The table 1.2 shows the literacy rate of Scheduled Tribe as per 2001 Census is 47.1 per cent which stands much below the national literacy of 64.84 per cent. But, there was a tremendous increase in literacy rate of STs from 29.6 per cent in 1991 to 47.10 per cent in 2001. The literacy rate of STs further increased to 59 per cent, but still it is much below the general literacy level (Census of India, 2011)^[5]. Male-Female literacy rate indicates the gender discrimination existing in education among tribes. Male literacy stands high with 68.5 per cent compared to female literacy of 49.4 per cent which means there is a difference of 19 per cent between them showing clear gender discrimination in the case of opportunity for education. Census, 2011 data shows that tribes are generally dependent upon primary sector for their income and livelihood aspects as 34.5 per cent are cultivators and 44.5 per cent are agriculture labourers. These together constitute 79 per cent which is engaged in agriculture sector.

Tribes in Jammu and Kashmir

Jammu and Kashmir, a border state of India is inhabited by a number of tribal communities who have settled down in all parts of this Himalayan state. For many years, Jammu and Kashmir had no Scheduled Tribe (ST) population. It was only in 1989 that eight communities by the Constitution (Jammu & Kashmir) Scheduled Tribes Order, 1989^[6] and four communities, namely Gujjar, Bakkarwal, Gaddi and Sippi were notified as the Scheduled Tribes by the Constitution (Scheduled Tribes) Order (Amendment) Act, 1991^[7]. These twelve hill tribes of Jammu and Kashmir which were granted ST status are Balti, Beda, Bot (Boto), Brokpa (Drokpa, Dard, Shin), Changpa, Garra, Mon, Purigpa, Gujjar, Bakkarwal, Gaddi and Sippis. All the twelve Scheduled Tribes (STs) were enumerated officially for the first time during the 2001 Census recording a population of 1,105,979. The Scheduled Tribes account for 11.9 per cent of the total population of the State as per Census 2011.

The total population of the state, as per Census 2011, is 1, 25, 41302 including male population of 66, 40662 and female population of 59, 00640. The Census 2011 shows the entire ST

population of the state at 14, 93, 299 in comparison to 11,0,5979 of Census 2001. Thus, there is an increase of 3,87,320 in schedule tribe population of the state. As per the Census 2011 figures on the individual population of 12 ST communities of J&K are not yet available, however as per Census 2001, Gujjar is the most populous tribe having a population of 763,806, thus forming 69.1 per cent of the total ST population. Bot is the second major tribe having a population of 96,698, followed by Bakkarwal (60,724) and Brogpa (51,957). Gujjar along with the three tribes constitute 88 per cent of the total tribal population (Census 2001) whereas Balti, Purigpa and Gaddi having population ranging from 38,188 down to 35,765 form 10.2 per cent of the total ST population. Remaining five tribes, Sippi, Changpa, Mon, Garra and Beda along with generic tribes constitute the residual proportion (1.9 per cent). Among all the tribes, Beda is the smallest group with a population of 128^[8].

Tribal Development Policies and Programmes

Jammu and Kashmir has a large proportion of tribal population (20 per cent). This percentage includes only the two tribal communities i.e., Gujjar and Gaddi. Both central and state governments have launched several developmental programmes for the welfare and empowerment of the weaker section of society including STs. In J&K these comprise schemes for educational development, economic development and social development. The Department of Social Justice, Empowerment and Welfare is a nodal agency which looks after the affairs of tribes in Jammu and Kashmir. The Department performs following functions^[9]:

- All matters connected with the welfare of STs, economic betterment schemes, educational development schemes, facilities for vocational training and voluntary organisations connected with the welfare of STs.
- Pre-Matric scholarship scheme for ST/SC/OBC.
- Post-Matric scholarship scheme for ST/SC.
- Up-gradation of Merit Scholarship for ST/SC students.
- Tribal sub-plan for STs.
- ST, SC and OBC Welfare Boards.
- Monitoring and evaluation of schemes for STs.
- Implementation of ST Prevention of Atrocities Act, 1989^[10].

Integrated Tribal Development Area Programme (ITDAP)

This programme is launched by the central government and implemented in all the states where the tribal population exceeds 50 per cent of the local population. More than 55 per cent of the tribal populations are residing outside the ITDAP areas, with the view to cover more tribal population. The Welfare Officers of each district act as the drawing and disbursing office for the implementation of the programme^[11].

Work Participation Rate (WPR)

The Work Participation Rate (WPR) of the ST population is 43.9 per cent which is lower than that of the total STs at the national level (49.1 per cent). Both male (50.9 per cent) and female work participation rate (36.1 per cent) among the tribes are lower than the corresponding figures (53.2 per cent male WPR and 44.8 per cent female WPR) recorded by total STs at

the country level. Among the total workers, 57.4 per cent remain workers and this proportion is considerably lower than the national average (68.9 per cent). Among the major tribal groups, Bakarwal, Bot, Gaddi and Purigpa have higher WPR than the State average. Similar trend has been shown by these tribes in respect of female WPR also^[12].

Reservation of Seats

The Government of Jammu and Kashmir has reserved 12 seats out of 32 for tribes in J&K Legislative Assembly. The provision of reservation is also extended to public employment. The new reservation policy reserves 33 per cent of seats for STs in all government jobs and in professional courses. Besides, five years relaxation in age is given to STs, Candidates. As a result of this policy, the participation of STs in public employment is very high. As against their population percentage of 20.6 per cent, the percentage of STs Employees in the state government service as on December 2007 was 33.57 per cent. Even the representation of ST females in the government services is very high (7.20 per cent) which is encouraging sign of women's participation in the administration of the state^[13].

Tribal Sub Plan (TSP)

The TSP as a strategy for tribal development was evolved in the Fifth Five Year Plan (1974-79) on the recommendation of an expert committee headed by Prof. S.C. Dube. The committee was constituted by the Ministry of Education and Social Welfare in 1972. The TSP covers all scheduled areas and Tehsils/Block, with more than 60 per cent tribal population is living. The two main objectives of the TSP are: socio-economic development of STs and protection of tribes against exploitation. The salient features of TSP are:

- It falls within the ambit of state plan meant for the welfare and development of tribes. Such a plan is a part of the overall plan of a state and is therefore called sub-plan. The benefits given to the tribes and tribal areas of a state from the TSP are in addition to what percolates from the overall plans of the state.
- The sub-plan identifies the resources for TSP areas; prepare a broad policy framework for the development; and define a suitable administrative strategy for its implementation.
- The most significant aspect of this strategy is to ensure flow of funds for TSP areas at least in equal proportion to the ST population of the state^[14].

Support schemes to uplift Scheduled Tribes

The government of India has been continuously striving hard for the upliftment of these people and has launched the various schemes including self and wage employment schemes for poverty alleviation. A few to mention are:-

- Vocational training in tribal areas.
- Strengthening of education among scheduled tribe girls in low districts.
- Market Development of Tribal Products/Produces.
- Support to national /State Scheduled Tribes Finance and Development Corporations.
- Schemes of hostel for scheduled tribe girls and boys.
- Schemes under Tribal Sub-Plan.

- Indra Awas Yojana (IAY).
- Swarnjayanti Gram Swarozgar Yojana (SGSY).
- Khadi and Village Industries Board (KVIB)^[15].

Methodology

The nature of this study is exploratory and descriptive because both primary and secondary data have been used. The Primary Data has been collected from 100 respondents from the state of Jammu and Kashmir. Both Men and Women were chosen on the basis of simple random sampling method. The researcher confines with 100 respondents. Interview Schedule has been utilized for drawing precise inferences. The inferences were tabulated systematically for, in order to do analysis by simple percentage analysis. Secondary data is collected from journals, books, newspapers, published and unpublished work and websites.

Analysis and Interpretation

This part analyzed is on the basis of empirical method adopted

to draw perceptions and opinions from the respondents in Jammu and Kashmir. Random sampling was adopted in order to choose respondents. There are two variables adopted i.e., Age and Gender. On the basis of variables, interview Schedule was administered which involve questions related with the development measures of tribals in Jammu and Kashmir, Economic development, health development, power development, dairy development, environmental development and development of roads and bridges.

Table 3: Age Wise Classification

S. No	Age	Frequency	Percentage	Total
1	20-30	37	37.00	37
2	31-40	29	29.00	29
3	41-50	20	20.00	20
4	Above 51	14	14.00	14
	Total	100	100.00	100

Source: Computed from Primary Data

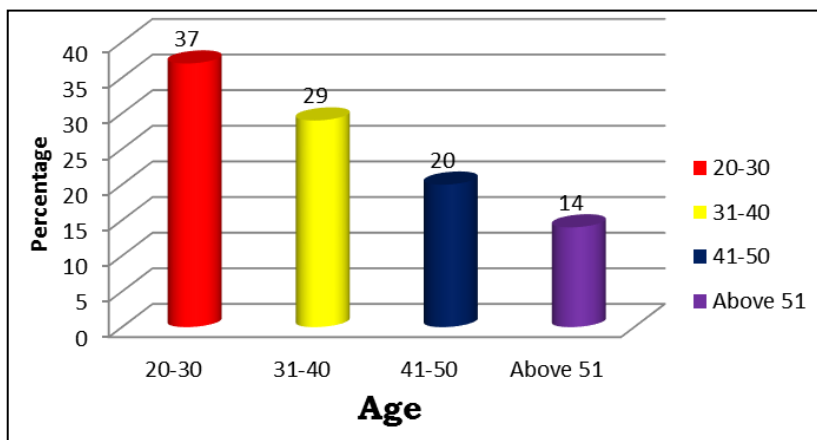


Fig 1: Distribution of Respondents on the basis of Age

The table 1.3 shows the age wise distribution of total 100 respondents 37 per cent of respondents belong to the age group of (20-30) years. 29 per cent of the respondents belong to the age group of (31-40) years. 20 per cent of the respondents belong to the age group of (41-50). And 14 per cent of the respondents belong to the age group of (above) 51 years. It is found that the majority of the respondents belong to the age group of (20-30) years.

Table 4: Gender wise Classification

S. No	Gender	Frequency	Percentage	Total
1	Male	61	61.00	61
2	Female	39	39.00	39
	Total	100	100.00	100

Source: Computed from Primary Data

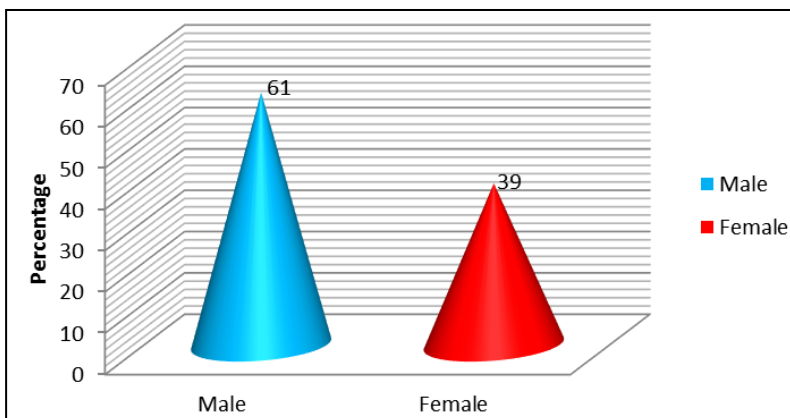


Fig 2: Distribution of Respondents on the basis Gender

The table 1.4 shows the gender wise distribution of the total 100 respondents. 61 per cent of the respondents are Male. 39

per cent of respondents are Female. It is found that the majority of respondents are Male.

Table 5: Age wise - Respondents opinion

Age Years	20-30		31-40		41-50		Above 51		Total
	L	H	L	H	L	H	L	H	
Educational Development	12 (12%)	25 (25%)	8 (8%)	21 (21%)	9 (9%)	11 (11%)	6 (6%)	8 (8%)	100 (100%)
Economic Development	17 (17%)	20 (20%)	12 (12%)	17 (17%)	8 (8%)	12 (12%)	5 (5%)	9 (9%)	100 (100%)
Development of Health	14 (14%)	23 (23%)	9 (9%)	20 (20%)	6 (6%)	14 (14%)	4 (4%)	10 (10%)	100 (100%)
Dairy Development	15 (15%)	22 (22%)	11 (11%)	18(18%)	4 (4%)	16 (16%)	3 (3%)	11 (11%)	100 (100%)
Roads and Bridges	16 (16%)	21 (21%)	14 (14%)	15 (15%)	7 (7%)	13 (13%)	6 (6%)	8 (8%)	100 (100%)
Total	37 (37%)		29 (29%)		20 (20%)		14 (14%)		100 (100%)

Source: Computed from Primary Data

The table 1.5 shows the analysis of the data from 100 respondents. These respondents belong to the age group of 20-30, 31-40, 41-50 and above 51. These respondents included in low level and high level.

In the age group of (20-30), related with the question of development measures of tribals, 12 per cent of the respondents opined for low level, where as 25 per cent of the respondents approached at high level of educational development, with the query of educational development. In the age group of (31-40), 8 per cent of the respondents articulated for low level, where as 17 per cent of the respondents approached for high level. In the age group of (41-50), 9 per cent of respondents articulated for low level, where as 11 per cent of the respondents opted for high level. In the age group of (above 51) for the question of the educational development, 6 per cent of respondents opined for low level, where as 8 per cent of respondents opted for high level.

For the question of the economic development, in the age group of (20-30), 17 per cent of the respondents opined for low level, where as 20 per cent of the respondents articulated for high level of economic development. In the age category of (31-40), 12 per cent of them articulated for low level, where as 17 per cent of the respondents approached for high level of economic development. In the age group of (41-50), 8 per cent of the respondents opined for low level, where as 12 per cent of the respondents articulated for high level of economic development. In the age group of (above 51), 5 per cent of the respondents articulated for low level, where as 9 per cent of the respondents approached for high level of economic development.

For the question of the development of heath, in the age group of (20-30), 14 per cent of the respondents opined for low level, where as 23 per cent of the respondents articulated for high level of development of health. In the age category of (31-40), 9 per cent of them articulated for low level, where as

20 per cent of the respondents approached for high level of development of health. In the age group of (41-50), 6 per cent of the respondents opined for low level, where as 14 per cent of the respondents articulated for high level of development of health. In the age group of (above 51), 4 per cent of the respondents articulated for low level, where as 10 per cent of the respondents approached for high level of development of health.

For the question of the dairy development, in the age group of (20-30), 15 per cent of the respondents opined for low level, where as 22 per cent of the respondents articulated for high level of development of dairy. In the age category of (31-40), 11 per cent of them articulated for low level, where as 18 per cent of the respondents approached for high level of development of dairy. In the age group of (41-50), 4 per cent of the respondents opined for low level, where as 16 per cent of the respondents articulated for high level of development of dairy. In the age group of (above 51), 3 per cent of the respondents articulated for low level, where as 11 per cent of the respondents approached for high level of development of dairy.

For the question of the development of roads and bridges, in the age group of (20-30), 16 per cent of the respondents opined for low level, where as 21 per cent of the respondents articulated for high level of development of roads and bridges. In the age category of (31-40), 14 per cent of them articulated for low level, where as 15 per cent of the respondents approached for high level of development of roads and bridges. In the age group of (41-50), 7 per cent of the respondents opined for low level, where as 13 per cent of the respondents articulated for high level of development of roads and bridges. In the age group of (above 51), 6 per cent of the respondents articulated for low level, where as 8 per cent of the respondents approached for high level of development roads and bridges.

Table 6: Gender wise - Respondents opinion

Gender Group	Male		Female		Total
	L	H	L	H	
Educational Development	25 (25%)	36 (36%)	9 (9%)	30 (30%)	100 (100%)
Economic Development	22 (22%)	39 (39%)	13 (13%)	26 (26%)	100 (100%)
Development of Health	24 (24%)	37 (37%)	15 (15%)	24 (24%)	100 (100%)
Diary Development	26 (26%)	35 (35%)	11 (11%)	28 (28%)	100 (100%)
Roads and Bridges	23 (23%)	38 (38%)	10 (10%)	29 (29%)	100 (100%)
Total	61 (61%)		39 (39%)		100 (100%)

Source: Computed from Primary Data

The table 1.6 shows the analysis of the data from 100 respondents. These respondents belong to the gender group of male and female. These respondents included in low level and high level.

Related with the question of the Development measures of tribals, among male respondents, 25 per cent of the respondents approached for low level, where as 36 per cent of them opined for high level of educational development. Among female respondents 9 per cent of the female respondents opted for low level, where as 30 per cent opined for high level of educational development.

For the query of the Economic development, among male respondents 22 per cent of the respondents suggested for low level, where as 39 per cent of them opined for high level of economic development. Among female respondents, 13 per cent of the female respondents opined for low level and 26 per cent of the respondents expressed for high level of economic development.

Related with the query of the Development of Health, among male respondents 27 per cent of the respondents opined for low level, where as 37 per cent of them expressed high level of development of health. Among female respondents, 15 percent of the female respondents opined for low level, where as 24 per cent of the female respondents suggested for high level of economic development.

Related with the question of Dairy development, among male respondents 14 per cent of the respondents opined for low level, where as 35 per cent of them expressed high level of dairy development. Among female respondents, 11 percent of the female respondents opined for low level and 28 per cent of the female respondents expressed for high level of dairy development.

For the question of the development of the Roads and Bridges, among male respondents, 23 per cent of them expressed at low level, where as 38 per cent of the respondents approached for high level of development of Roads and Bridges. Among female respondents, 10 per cent of the female respondents articulated for low level, where as 29 per cent of the Female respondents opined for high level of development of Roads and Bridges.

Conclusion

The development of the tribal population in India has been a major concern of the government, voluntary agencies, NGOs, social reformers, social scientists etc. But even after six decades we are no nearer to the solution of the problem. Rather, things appear to be more muddled than before. Schemes after schemes have been conceived and implemented. Most of them have failed^[16]. Various development plans, policies and programmes have brought forth a visible improvement in the socio-economic status of the scheduled tribes a lot more needs to be done with intensive focus on the issues to improve their status on par with the rest of the population^[17]. These are prevention of land alienation from tribal to non-tribal, review of National Forest Policy and Forest Conservation Act 1980, taking in to consideration symbolic relationship the tribals are having with forest, provision of clean drinking water and health facilities, effective rehabilitation of the tribals displaced on account of setting up of development projects and legal measures to curb

the activities of money lenders by effective implementation of laws and regulations. Particularly for the development of tribals the government has setup separate ministry under the charge of a cabinet minister. The government should work hard towards as a new social order based on social equality and social harmony^[18].

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