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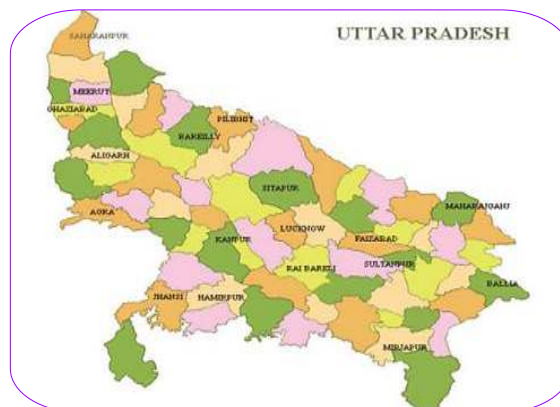
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LEVELS OF DEVELOPMENT AND STATEHOOD DEMAND IN UTTAR PRADESH: A DISTRICT LEVEL ANALYSIS

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ABSTRACT:

The demand for the delineation of state is not a new issue in India, it has existed in the initial phase of post-independence. But the scenario of demarcation of regions has changed from language principle to lack of development and governance. In order to this, large states are always highlighted for their poor governance and regional disparity. Moreover, in this study Uttar Pradesh is focused to enquire the degree of disparity in the context of development. It has been seen that Bundelkhand has performed better whereas the Western Region has the dominant position and Eastern Region is laggard among the all regions in terms of development in Uttar Pradesh. Apart from this, the study has also found that every region has significant intra-regional variation in levels of development. Thus, the demands for a separate based on its degree of regional disparity are not the permanent solution of state reorganization problems. Hence, it is crucial time for implementing need based policy towards balance and inclusive development within the state.

KEYWORDS: State Reorganization, Regional Disparity, Governance.

INTRODUCTION

In the initial phase of post independent India, the for most and key task before the Indian leader was to consolidate, strengthen and preserve the unity and security of multicultural and multi-linguistic identity based political units (Ghani, 2010; Arora, 2012). So it was necessary to reorganize the pre-independent administrative units for the convenience of governance. But the basic question before them was to select the criteria(s) for delineation/ state reorganization of states without violating their socio-cultural ethos. In this context various committee had been appointed such as S.K.Dhar Commission and JVP committee to solve the language principle for reorganization of states (SRC Report, 1955). Although, languages have their own strength and limitations as the principle criteria for reorganization of states but they rejected this (Panchmukhi, 2010). Later the case of Andhra Pradesh, which was the first one to be reorganized on the basis of language, open the 'Pandora box', and it was the first step towards setting up a State Reorganization Commission (SRC) in 1955, who reorganized the state on the basis of linguistic homogeneity (SRC Report, 1955). But within a decade after it became clear that the linguistic homogeneity alone was not a suitable criteria (Singh, 2011). As in 2000, some state were redrawn on the basis of governance problem and lack of development. Freshly, Telangana has aligned and it triggered the public agitation in the context of demands for creation of new state. These agitation have been springing up occasionally (Panchmukhi, 2010) and it reminds the problem being live with simmering discontent in the mind of people (Singh, 2011), which some time get capitalized by the political interests (Panchmukhi, 2010). However, still India is more diversified in terms of large state, unequal resources position and regional disparity in the

recent fast moving developmental scenario, which was left by the SRC. So it compels one to rethink on the entire issue of state reorganization once again who has shifted through fuzzier from the main discourse of linguistic homogeneity and latter ethnicity to the notion of development in the present scenario (Singh, 2011).

In addition to this, the debate and conceptual facts of state reorganization involves the issues of 'Large State' and 'Regional Disparities'. The available literatures on these concerns are vast and varied. From the very beginning, the reorganization on the basis of linguistic homogeneity principle has criticized by Dr. Ambedkar in his note, 'Thought on Linguistic State' that "The commission evidently thinks that the size of state is a matter of no consequence and that the equality in the size of the states constituting a federation is a matter of no moment. This is the first and the most terrible error cost which the commission has committed. If not rectified in time, it will indeed be a great deal" (Sarangi, 2006; Kale and Bhandari, 2010). Further, A point forcefully demonstrated by Panikkar, that such small states will lead to better reorganization of administration and provide better training ground for politicians in the government and legislature (Sarangi, 2006; Rath, 2010; Rukmini, 2013). Moreover, the works of Kurulkar (2010), Kale and Bhandari (2010), Palshikar (2010), Singh (2012) and few others, have favored the creation of small states. They asserted that smaller states may do better as administration, can be more responsive to local needs and regional differences combined with greater homogeneity. Whereas, Kumar (2010), Panchmukhi (2010), Rath (2010) and few others, who claim that their existence may prove instability. Although, most of the literature have critically opposed this type of argument and provided evidence that creation of a new state may not solve the problem and yield a permanent solution of this debate. Panchmukhi (2010) has argued on the recent initiatives to tackle the problem of regional injustice in the case of Karnataka that creation of one or two separate states by itself cannot solve the problem of regional imbalances and neglect, unless persistent efforts are made in that direction. In this connection, Rath (2010) has advocated that proper decentralization of power and resources to the Zilla Parishads and lower levels alone can deal with this problem.

Further, considering the issue of regional disparity, most of the literature reveals that it is the main force who give the kick to agitators for demanding new state. A lot of work has been done in the context of convergence and divergence of regions. Amongst them the works of Dholakia (2003), Bhattacharya et al. (2000), Noorbakhsh (2003) and Kumari (2013) are very important who claim that there has been divergence among states in the post-independence era. Moreover, there is insufficient studies that are available to identify disparities in India at disaggregate level. In which few quality works are dealing with intra-state disparity. Diwakar (2009) examined regional disparity at disaggregate level, using district as a unit for the state of Uttar Pradesh. According to him, no one district in the Eastern and Bundelkhand regions were in the most developed category. At the same time, many districts in the Western and Central regions were also on the lower ranks. Another studies done by Raman and Kumari (2012) in Uttar Pradesh and found that high alarming disparities in agricultural development. Thus, Most of existing studies do not highlight the inter-district or inter-regional variation in levels of development and discuss mainly in terms of the overall state or one region or just one sectors of it. But these studies contribute in finding the variables that can be taken to measure level of development in different sectors and different regions of the states.

STATEMENT OF THE PROBLEM:

Often vast and large states of India are always highlighted for their poor governance and lack of development. They attract the attention of different scholars from diverse field of social science to evaluate inter and intra-regional disparities in the levels of development. Despite the separation of Uttarakhand from Uttar Pradesh in 2000, the basic problem are still present in the states i.e. governance and regional disparities. On this burning issue, a lot of agitations have taken place demanding further divisions of Uttar Pradesh. So there is a need to address the problem to improve management and overcome the disparities. In this context, Uttar Pradesh is being taken to analyses the regional variation in the levels of development and to relate with the agitation of forming further new states.

OBJECTIVE:

1. To show inter and intra-regional variation/ inequality in the levels of development in different sector of the state.
2. To enquire whether the socio-economic indicators are sufficient enough as a base of state reorganization in Uttar Pradesh?

Table. 1

Sector	Indicators	Sources
Human Resource Sector	Percentage of urban population to total population	Census of India
	Percentage of main workers to total population	
	Sex ratio	
Economic Sector	Percentage distribution of operational land holding by different size	*Agricultural census of India, Statistical
	Percentage of net irrigated area to net shown area	
	Number of tractors per 1000 hectare gross area shown	Abstract of Uttar Pradesh, **Human
	Number of scheduled commercial bank per lakh of population	
	Per capita net domestic product (at current price)	Development Report of Uttar Pradesh
	Per capita income (at current price)	
Social Sector	Percentage of literacy rate in Scheduled Caste	Census of India, Statistical
	Percentage of literacy rate in female	
	Teacher-pupil ratio in Senior basic school	Abstract of Uttar Pradesh
Infrastructure Sector	Total no. of beds in allopathic hospital per lakh population	Statistical
	Number of post-office per lakh of population	Abstract of Uttar Pradesh
	Credit-Deposit ratio	

DATABASE AND METHODOLOGY:

This study is primarily based on recently available secondary data i.e. year 2011 from diverse govt. agencies and hence ground reality is not cross-checked. For the analysis purpose fifteen socio-economic indicators have been grouped into 4 domains based on their nature or structure viz. Human resource, Social, Infrastructure and Economic (see table 1). Further, standard deviations have been calculated for each domain and overall to form their respective composite indices. Hence, 'Range Equalization Method' has been preferred on account of its pertaining over normalisation by standard deviation method. It can be explained mathematically as below-

$$C.I. = \sum_{i=1}^n X_{id}^{n-15} / n \dots \dots \dots (1)$$

Where, C.I. stands for Composite Index, $\sum_{i=1}^n X_{id}$ stands for submission of total normalized value of i th variable in the d th district which runs from 1 to 54 districts of the state of Uttar Pradesh of 15 indicators and 'n' stands for total number of indicators. In order to demarcate the regions, district have been classified into 3 categories viz. High, Medium and Low by using Mean \pm Standard Deviation method.

LIMITATION OF THE STUDY:

The basic limitation of the study is that it is primarily based on secondary quantitative data. It does not look into the qualitative aspect such as perception of people towards creation of new state or feelings of regionalism. The issue of state reorganization itself a complex process required vivid analysis of both qualitative and quantitative data. Even paucity of some quantitative indicator are not available at below the district level. In the absence of appropriate data, indirect and proxy indicator have been selected.

Table 2: Growth Rate of Overall Economy during the Plan Period in Uttar Pradesh (in per cent)

Serial No	Five Year Plan	Overall Economy	
		Uttar Pradesh	India
1	First Plan (1951-56)	2.12	3.60
2	Second Plan (1956-61)	1.75	3.95
3	Third Plan (1961-66)	1.58	2.32
4	Three Annual Plan (1966-69)	0.32	3.69
5	Fourth Plan (1969-74)	2.23	3.25
6	Fifth Plan (1974-79)	5.70	5.30
7	Sixth Plan (1981-85)	4.11	4.10
8	Seventh Plan (1985-90)	5.70	5.80
9	Two Annual Plan (1990-92)	3.14	2.47
10	Eighth Plan (1992-97)	3.20	6.80
11	Ninth Plan (1997-02)	2.00	5.60
12	Tenth Plan (2002-07)	5.30	7.70
13	Eleventh Plan (2007-12)	7.8	8.33

Source: Uttar Pradesh Planning Commission, 2012

ANALYSIS AND DISCUSSION:

Since independence, India has been adopting various developments planning to address and overcome the regional disparity. Apart from massive investments in backward regions, various public policies too were directed at encouraging private investments in such regions. Although, the experiences shows that the considerable level of regional disparities remained undisturbed till seventies of the last century. But the accelerated economic growth since the early eighties appears to have aggravated regional disparities (Table 2). The ongoing economic reform since 1992 with stabilisation and deregulation policies as their central theme seem to have further widened the regional disparities. In order to address the issues related to the socio-economic development in Uttar Pradesh, it is permanent issue to analyse the wide inter and intra-regional disparities till date.

1. Disparity in Human Resource Development:

In order to understand levels of development human resource development is very important due to it ensure human well-being through continuous improvement in the quality of life of the people in larger state. In this context, table 3 clearly shows that district Lucknow has been the best performer while district Maharajganj has the least in 2010-11. It may be due to district

Table 3; Levels of Human Resource Development in Uttar Pradesh, 2010-11

Year	Category	Value	No. of Districts/ Location	Intra-Regional Share of Districts	*Name of Districts
2010-11	High- 8	Above to 0.47	WR- 3 CR- 2 ER- 1 BKD- 2	WR- (15%) CR- (20%) ER- (5.3%) BKD- (40%)	Lucknow, Ghaziabad, Kanpur Nagar, Jhansi, Saharanpur, Meerut, Lalitpur, Jaunpur
	Medium- 16	0.47 – 0.37	WR- 8 CR- 3 ER- 4 BKD- 1	WR- (40%) CR- (30%) ER- (21%) BKD- (20%)	Muzffarnagar, Agra, Moradabad, Varanasi, Rampur, Bulandshahar, Bareilly, Mau, Bijnor, Azamgarh, Unnao, Barabanki, Hamirpur, Firozabad, Faizabad, Fatehpur
	Low- 30	Below to 0.37	WR- 9 CR- 5 ER- 14 BKD- 2	WR- (45%) CR- (50%) ER- (73.7%) BKD- (40%)	Farukhabad, Banda, Allahabad, Aligarh, Ghazipur, Jalaun, Pratapgarh, Mathura, Sultanpur, Sonbhadra, Pilibhit, Kheri, Etah, Siddharthnagar, Gorakhpur, Etawah, Shahjahanpur, Badaun, Kanpur Dehat, Mirzapur, Rae-Bareilly, Mainpuri, Basti, Sitapur, Deoria, Hardoi, Gonda, Ballia, Bahraich, Maharajganj

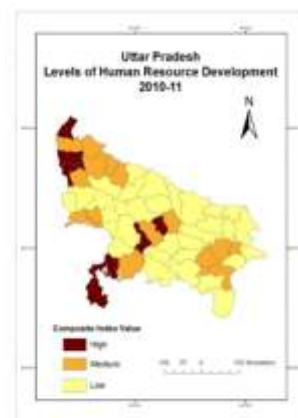
Source: Author's Self Prepared

* Newly curved district are merged to form parental district of 1990-91.

Note: WR stands for Western region, CR stands for Central region, ER stands for Eastern region and BKD stands

for Bundelkhand which are the four economic zone of Uttar Pradesh.

Lucknow is a capital of state and has many advantage over others, whereas district Maharajganj is in the remote areas near to Nepal border. Moreover, Lucknow had attracted most of the modern facilities needed for human development, whereas Maharajganj has nothing in these (UPHDR, 2007). Further it also reveals that although, WR, CR and BKD have been showing the scattered yet comparatively WR is better than others and ER has the worst performance in this sector in 2010-11 (Map 1). The large size of holding and proximity to the NCR are the important factor behind WR performances (Kumari and Raman, 2013). While lack of diversification of the economy and heavy dependency on small size of holding might be major cause for the laggings of ER (UPHDR, 2007).



Map 1

2. DISPARITY IN ECONOMIC DEVELOPMENT:

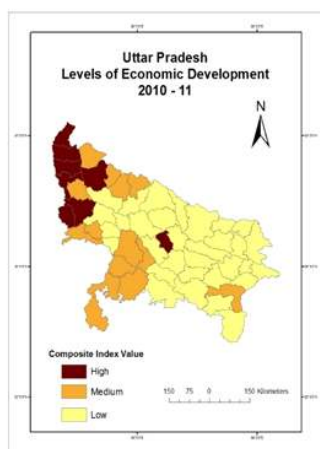
Economic growth plays an important role in sustainable and equal development. Table 4 shows that district Ghaziabad being the close to Delhi and getting benefitted from the locational advantage have emerged as a new economic hub in recent time. It is in sharp contrast to district

Table 4; Levels of Economic Development in Uttar Pradesh, 2010-11

Year	Category	Value	No. of Districts / Location	Intra-Regional Share of Districts	Name of Districts
2010-11	High-8	Above 0.49	WR- 7 CR- 1	WR - (35%) CR - (10%)	Ghaziabad, Meerut, Lucknow, Mathura, Saharanpur, Aligarh, Muzffarnagar, Moradabad
	Medium-14	0.49 – 0.35	WR- 7 CR- 2 ER- 1 BKD- 4	WR - (35%) CR - (20%) ER - (5.3%) BKD - (80%)	Jhansi, Agra, Kanpur Dehat, Hamirpur, Lalitpur, Jalaun, Bijnor, Bulandshahar, Varanasi, Kanpur Nagar, Rampur, Pilibhit, Firozabad, Bareilly
	Low-32	Below 0.35	WR- 6 CR- 7 ER- 18 BKD- 1	WR - (30%) CR - (70%) ER - (94.7%) BKD - (20%)	Allahabad, Shahjahanpur, Farukhabad, Faizabad, Kheri, Etah, Barabanki, Etawah, Unnao, Sonbhadra, Badaun, Rae-Bareilly, Banda, Gonda, Sitapur, Mainpuri, Gorakhpur, Basti, Deoria, Sultanpur, Mau, Hardoi, Azamgarh, Fatehpur, Mirzapur, Ghazipur, Pratapgarh, Maharajganj, Jaunpur, Ballia, Siddharthnagar, Bahraich

Source: Author’s Self Prepared

like Bahraich with lower position. At the regional level the table shows that except one district of CR, all districts which are included in high category are in WR region. The performance of the ER and BKD can be assessed from the absence of the districts from these regions in the high category (Map 2). Looking at the level of intra-regional disparities, the table shows that BKD has accounted maximum intra-regional disparity. Thus, it is clear that in terms of economic development, WR is leading followed by BKD while ER is poorer followed by CR in this sector during 2010-11.



Map 2

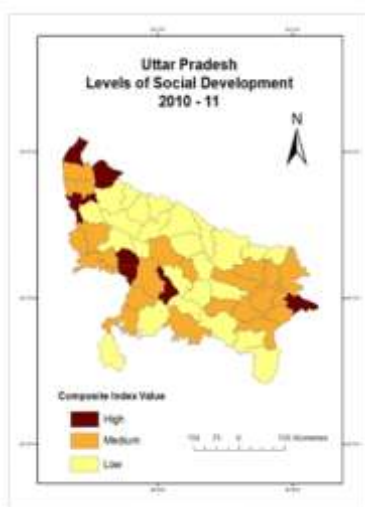
3. Disparity in Social Development:

The foregoing discussion is incomplete without understanding the dynamics of development of social sector in the various regions of state. Thus, table 5 shows the levels of social development in Uttar Pradesh during 2010-11. Given table reveals district Ballia having the best index value while district Bahraich has the lowest index value in the state. The disaggregated picture at the district level shows that the districts falling in the high category are once again from WR

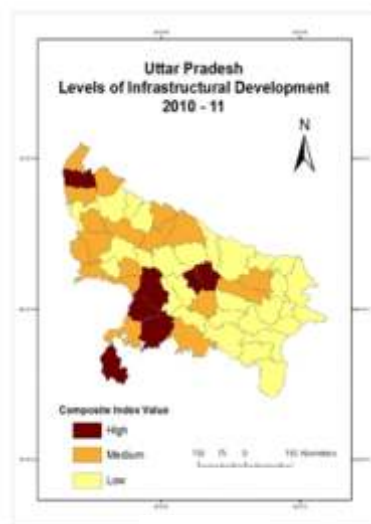
Table: 5; Levels of Social Development in Uttar Pradesh 2010-11

Year	Category	Value	No. of Districts/ Location	Intra-Regional Share of Districts	Name of Districts
2011	High- 8	Above to 0.61	WR- 5 CR- 2 ER- 1	WR- (25%) CR- (20%) ER- (5.3%)	Ballia, Bijnor, Kanpur Nagar, Etawah, Mainpuri, Ghaziabad, Saharanpur, Kanpur Dehat
	Medium- 21	0.61 – 0.48	WR- 6 CR- 2 ER- 10 BKD- 3	WR- (30%) CR- (20%) ER- (52.6%) BKD- (60%)	Azamgarh, Varanasi, Firozabad, Banda, Meerut, Mau, Jaunpur, Jhansi, Lucknow, Gorakhpur, Ghazipur, Pratapgarh, Jalaun, Faizabad, Muzfarnagar, Aligarh, Hardoi, Mathura, Agra, Deoria, Basti
	Low- 25	Below to 0.48	WR- 9 CR- 6 ER- 8 BKD- 2	WR- (45%) CR- (60%) ER- (42.1%) BKD- (40%)	Bulandshahar, Sultanpur, Rae-Bareilly, Hamirpur, Unnao, Etah, Pilibhit, Mirzapur, Fatehpur, Lalitpur, Kheri, Barabanki, Allahabad, Farrukhabad, Maharajganj, Sitapur, Moradabad, Sonbhadra, Bareilly, Shahjahanpur, Rampur, Siddharthnagar, Badaun, Gonda, Bahraich

Source: Author’s Self Prepared



Map 3



Map 4

whereas CR is the lagging region in 2010-11 (Map 3). The reason for this can be attributed to the multi-faceted factors like historical legacies and differences in socio-demographic and economic development. The laggings of CR would be largely on account of decline in central fund transfer to the region and failure of institutional development programme (Kumari and Raman, 2011; Khatoon, 2013). Domination of WR and ER may be due to awareness of state government development programme and other skill development programs.

4. Disparity in Infrastructural Development:

Infrastructure plays a vital role in socio-economic development. In this section an attempt is made to understand the level of infrastructural development in Uttar Pradesh at regional and intra-regional levels during 2010-11. In this context it is noticed that district Jalaun has performed better while Kanpur Nagar was in worst condition in terms of infrastructural development (Table 6). It may be due to Kanpur Nagar has been gradually experience the decline industries in recent past. The performance of different regions shows that infrastructure is the leading sector in BKD followed by WR while ER and CR are at the bottom level (Map 4). Economic and political wills are the main reasons behind development of infrastructure which is already documented (Patra and Acharya, 2011) and the above result are justifying that Bundelkhand has improved in economic sector. However, the responsible factor behind the backwardness of Eastern region may be its high population pressure, low income and mass poverty.

Table 6; Levels of Infrastructural Development in Uttar Pradesh, 2010-11

Year	Category	Value	No. of Districts/ Location	Intra-Regional Share of Districts	Name of Districts
2011	High-7	Above to 0.46	WR- 1 CR- 3 BKD- 3	WR- (5%) CR- (30%) BKD- (60%)	Jalaun, Lalitpur, Hamirpur, Lucknow, Barabanki, Muzffarnagar, Kanpur Dehat
	Medium-18	0.46 – 0.35	WR- 12 CR- 2 ER- 2 BKD- 2	WR- (60%) CR- (20%) ER- (10.5%) BKD- (40%)	Banda, Mathura, Pilibhit, Rae-Bareilly, Etawah, Faizabad, Shahjahanpur, Basti, Bijnor, Saharanpur, Badaun, Bulandshahar, Aligarh, Mainpuri, Agra, Jhansi, Kheri, Meerut
	Low-29	Below to 0.35	WR- 7 CR- 5 ER- 17	WR- (35%) CR- (50%) ER- (89.5%)	Sitapur, Gonda, Firozabad, Fatehpur, Hardoi, Bahraich, Farrukhabad, Rampur, Mirzapur, Unnao, Moradabad, Ghazipur, Siddharthnagar, Pratapgarh, Gorakhpur, Varanasi, Etah, Bareilly, Jaunpur, Azamgarh, Maharajganj, Deoria, Sultanpur, Ballia, Mau, Allahabad, Ghaziabad, Sonbhadra, Kanpur Nagar

Source: Author's Self Prepared

5. Disparity in Overall Levels of Development:

In this section table 7 shows the overall dimensions of inter and intra-regional disparities. It reveals that Ghaziabad district is the best performer while Bahraich district is worst in the state. It might be district Ghaziabad gets advantage of NCR and turned to economical hub of the state. To understand the level of development at regional level, it is clear that BKD is the leading region followed by WR while ER is lagging behind followed by CR in the overall development

Table 7; District-wise Levels of Development in Uttar Pradesh, 2010-11

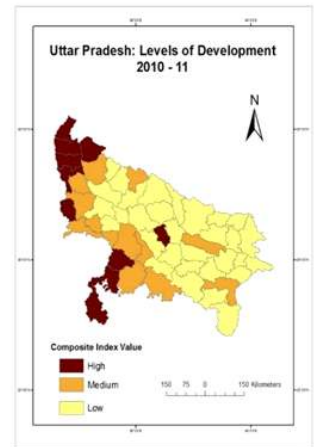
Year	Category	Value	No. of Districts/ Location	Intra-Regional Share of Districts	Name of Districts
2011	High-11	Above to 0.47	WR- 6 CR- 1 BKD- 4	WR- (30%) CR- (10%) BKD- (80%)	Ghaziabad, Lucknow, Meerut, Saharanpur, Muzffarnagar, Jhansi, Mathura, Lalitpur, Jalaun, Bijnor, Hamirpur
	Medium-13	0.47 – 0.38	WR- 7 CR- 3 ER- 2 BKD- 1	WR- (35%) CR- (30%) ER- (10.5%) BKD- (20%)	Kanpur Dehat, Aligarh, Kanpur Nagar, Agra, Bulandshahar, Varanasi, Moradabad, Firozabad, Faizabad, Etawah, Pilibhit, Banda, Barabanki
	Low-30	Below to 0.38	WR- 7 CR- 6 ER- 17	WR- (35%) CR- (60%) ER- (89.5%)	Mainpuri, Rampur, Bareilly, Farrukhabad, Kheri, Azamgarh, Unnao, Jaunpur, Rae-Bareilly, Shahjahanpur, Mau, Basti, Gorakhpur, Allahabad, Etah, Ghazipur, Pratapgarh, Fatehpur, Hardoi, Ballia, Sultanpur, Deoria, Sitapur, Mirzapur, Sonbhadra, Badaun, Gonda, Maharajganj, Siddharthnagar, Bahraich

Source: Author's Self Prepared

of stateduring 2010-11 (Map 5). Most of the studies have proved that lately the Bundelkhand region has shown greater economic dynamism and poverty levels have declined sharply (UPHDR, 2007). It is due to shifting of green revolution and huge investment by both public and private sector (Kumari and Raman, 2011). This may the pose also region reflected through better overall performance. However, Eastern region is unable to attract investment due to its high dependency of land, low income and mass poverty. These may be main cause behind its laggings.

CONCLUSION:

From the above discussion it is clear that Bundelkhand has performed better whereas Western Region has the dominant position among the all regions of Uttar Pradesh. As opposed to this, the Eastern Region is laggard in all sectors except social development followed by Central Region in 2010-11. Apart from this, the study also found that every region has significant intra-regional variation in levels of development. Thus, the demands for a separate based on its degree of regional disparity or lack of development are not the right criteria for permanent solution of state reorganization problems. If the state will be split into many states in future, still the problem and magnitude of regional disparities will persist and hence, understanding the complexity of the issue is much more important than the existing socio economic disparity. Thus, it is crucial time for the government and other stakeholders to prescribe need based policies and their implementation towards balance and inclusive development within the state.



Map 5

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