

Community Constraints And Outreach Of Some Flagship Programs : A Case Study From Uttarakhand Hills

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ABSTRACT

This study was conducted to analyze the relationship between constraints in rural unemployment status, educational statistics and vocational job limits for local development through a case study of a geographically isolated and economically poor rural area of Uttarakhand Himalayas. Most of the hill village community in India, including Uttarakhand, have very poor options of quality and sustainable school education and employment generation. Also, these areas are plagued with limited sources of livelihood options in the local places. The present study assesses community outcomes across three dimensions: Educational and Health improvement, and Common employment generation. It was observed that under modernized perspectives, this effort has significant positive effects on the first two dimensions, but economic impact has been far less pronounced, raising questions about fast out migration and planning policies of the State and Central Government. Vocational job promotion and public-private partnership in local employment generation can act as a new catalyst for rural economic revitalization.

Keywords: Community, Social Services, Flagship Programs, Dynamics, Employment, Migration

JEL Classification: JEL : I0

INTRODUCTION

Since the last four decades, the hill regions of Uttarakhand have experienced extensive problems of diminishing of natural resources (Joshi, 2004 and 2006) and shrinking of employment, resulting in tremendous migration. In recent years, a very poor scope of quality and professional education further enhanced the rate of out migration, after foundation of a separate state of Uttarakhand from Uttar Pradesh. The study conducted by Joshi et al. (1983) and Mehta (1991) reported that migration is primarily motivated by socio-economic condition of the households, development of road transport and communication sources, level of education and various geographical and physical conditions. So far, the development in the region has been based on uncritical evaluation and extrapolation to western experiences of economic growth. The major problems of the young generation (16-35 years) are directly associated with remote health services, quality education and access to employment in local places. In the present scenario, the aim of each and every hilly rural area is to obtain education for better Government jobs, but the shrinking economies are coupled with shrinking populations as rural residents, often the “best and the brightest”, leave rural areas in search of greater opportunities elsewhere (Lichter, McLaughlin, & Cornwell, 1995). The pursuit of higher education and diverse post-college job opportunities frequently necessitate long distance moves, taking youth out of rural areas, often for good (Gibbs, 1998). As this process of uneven development gains momentum, many rural communities face serious threats to their social and economic sustainability (Gibbs & Cromartie, 1994; Harvey, 1996; Leach, 1999; Miller, 1995). There is no approach of Government to promote the public-private partnership and self employment generation in the region. In these contexts, the youngsters /human resources are subjected to variety of stresses, causing long term out migration, particularly of men, for lucrative employments (Joshi and Prasad, 2007). The main objective of this study is to analyze the flagship programs on rural community initiated by the Government to fulfill the following national goals :

- 1) To develop human resources and for the removal of unemployment and destitutes to impart job sustaining quality education with reference to productivity, economic development and individual problems.
- 2) To mitigate the skilled and middle growing sectors of the economy, both organized and unorganized.
- 3) To motivate the sizeable segments of the population to vocational and self employment generating courses to

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enhance the employment in the region .

4) To awake the people for self reliance and gainful employment.

THE STUDY SITE

About 1878 villages of Uttarakhand, which had a population of 501-1000 people, with more or less common educational, geographical and physical conditions with developed road network and communication resources were assumed as developed areas having lower chances of out migration. Thus, to obtain basic and reliable data to review the running social services for the existing population and to evaluate the resource dynamics, educational statistics, gender issues and livelihood options in the rural areas of Uttarakhand hills consisted of as the scope of the study. The village Pagasa was selected as a representative site located at an elevation of 1200- 1250 m amsl in the district Almora, Uttarakhand. Pagasa village is situated approximately 40 km from the district headquarters, spread over an area of 129.21 ha, and has limited essential amenities. Furthermore, the village has very strong and complex social institutions and line agencies for dealing with community and resource management. In 2010, the village population was 840 (417 male and 423 females); the livestock population and basic information of the village is presented in the Table 1. The entire village is surrounded by agricultural land and pine forest with small patches of pastures.

METHODOLOGY

A survey was conducted in April 2010 to March 2011 at the village level with help of various primary and secondary sources - Questionnaire survey, data obtained from Anganbari Kendra -Pagasa, District Census Handbook, Census of India (1991) and information obtained from Tahsildar office, Ranikhet and local revenue records. The detailed investigation of population dynamics and educational status of the inhabitants was carried out by primary survey in 2010 and the data for the year 1995, 2000 and 2005 was obtained from the nearest Anganwari Kendra and Government Primary School, Pagasa. A complete inventory was made for major works performed for different groups (illiterates; educational level - below matric, secondary and senior secondary level ; graduates and post graduates) to reflect their physical capabilities, nature of work usually performed by them and the inherited traditional family responsibilities.

THE STUDY GROUP

❖ **Group I** : This group comprised of about 25% of the total population, which was dominated by children who were either infants or were registered for schooling in the nearest government/private schools. Among this group, the little girls above five years of age were highly engaged in household activities, child care and farm based activities.

❖ **Group II** : The people in this groups were more than 50 years old, and were highly traditional in livelihood, practices and daily routine. The local agricultural system was totally based on their trail and error based contribution. Still, this group was the most hardworking, engaging in proper functioning of agriculture and livestock based activities in the region. The women of this group contributed to running the household, child care and animal care.

❖ **Group III** : This group was educated up to below matric level, and was a much larger group as per the obtained data. The population in this group was highly capable of participating in employment generating activities. However, they did not have many employment options to choose from and employed themselves in - agricultural activities, local building constructional activities, and different Government employment schemes like MNERGA, JRY, RES and disaster based programs. The age group of the people of this group was 18- 55 years. The women of this age group contributed towards caring for the livestock, and also participated in agricultural activities.

❖ **Group IV** : The interaction with rural folks, and as per the data illustrated in this study, the examined group could avail of few opportunities to apply for public and defense services. Most of the persons under this group were young men and women. A few of them opted for professional courses, i.e. Polytechnic, ITI and other courses. In general, people above 30 years of age were unemployed due to lack of government and industrial units in the surrounding places. Among them, a few of the unemployed took up driving cabs/taxis, and some started working in local-level shops, etc. The females of this group were totally engaged in farm based activities and livestock caring, with a few

exceptions, who were engaged in self-employment i.e. shop keeping, weaving, etc.

❖ **Group V (Educated upto the Graduate/Post Graduate level) :** Under this unique group, most of the persons were engaged in Government services (mostly men). This group had a very low percentage among all the groups. The women of this group contributed towards child caring, shopkeeping, and hardly engaged themselves in Government or Private jobs.

RESULTS AND DISCUSSION

❖ **People and Land Resources :** The results obtained for village Pagasa in the Table 1 shows that the number of households increased gradually from 1995 to 2010. The per-capita land holding size of agricultural land gradually decreased with an increase in the total inhabitants in the village. In case of the general category, the number of females was slightly higher than the number of males, whereas the numbers of SC males was higher than that of the females, with the exception of the year 2010. The livestock also decreased from 1995 to 2010. These attributes signal towards the division of agriculture and highlights the immense pressure on agricultural land holding size, with people migrating to other occupations.

Table 1 : General Information Of Village Pagasa During 1995- 2010												
Year	House holds	Per capita land (/ha)	Percentage cultivated (/ha)	Per capita live stocks	No of inhabitants*							
					General			Schedule cast			Total	
					Male	Female	Total	Male	Female	Total		
1995	128	0.162	0.080	0.588	269	278	547	126	121	247	395	391
2000	136	0.160	0.079	0.491	272	279	551	129	126	255	401	405
2005	141	0.157	0.077	0.400	280	284	564	135	132	267	415	412
2010	165	0.153	0.076	0.345	282	283	565	135	140	275	417	423

Source: 1.District Census Handbook, Almora, Census of India, Part-B
2. Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora
* Migrant not included

Animal husbandry is an important occupation for rural people. The major task associated with cattle care include caring for cattle during open grazing, care of cattle buffalo at homestead and collection of fodder and litters. The average number of livestock in 1995 in each household was 3 cattle, which reduced up to 2 cattle only in 2010. The cattle was cared for by older groups of women, sometimes by the men also. The girl child in the villages was also associated with the task.

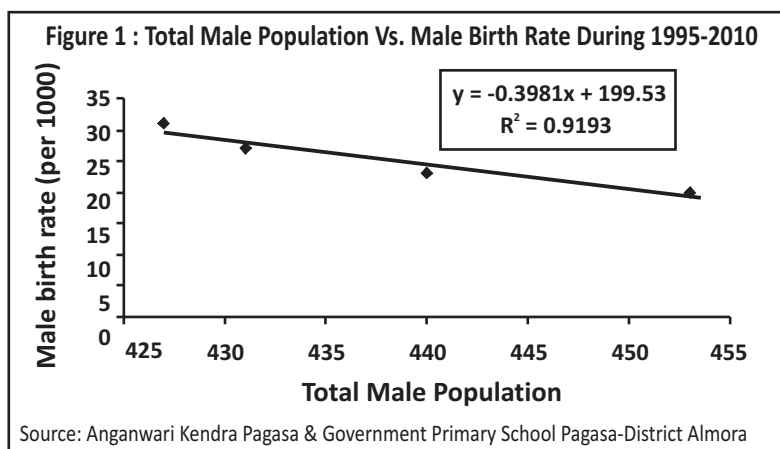
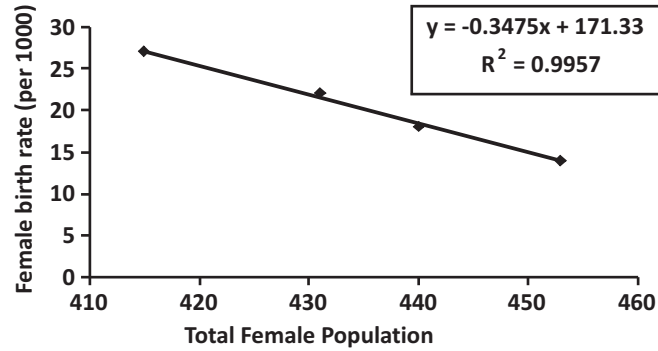
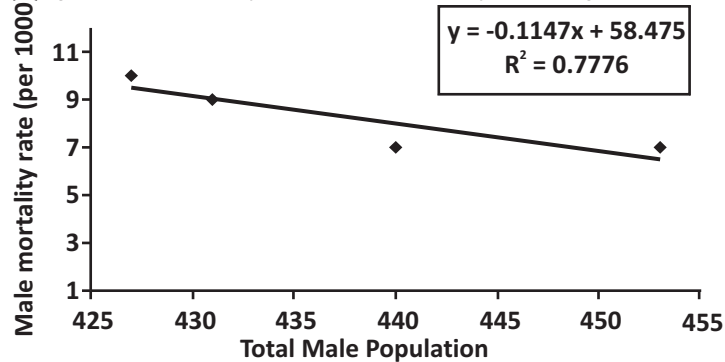


Figure 2 : Total Female Population Vs. Female Birth Rate During 1995-2010



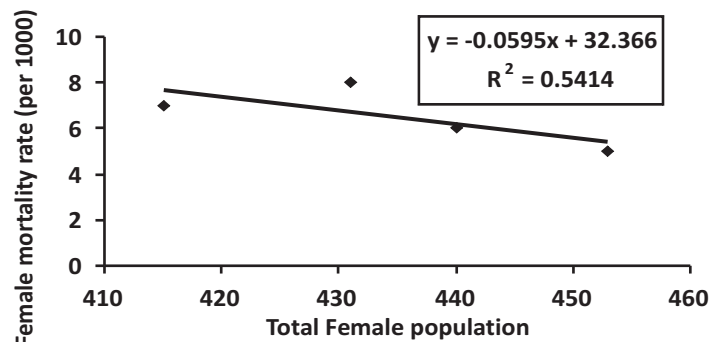
Source : Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora

Figure 3 : Total Male Population Vs. Male Mortality Rate During 1995-2010



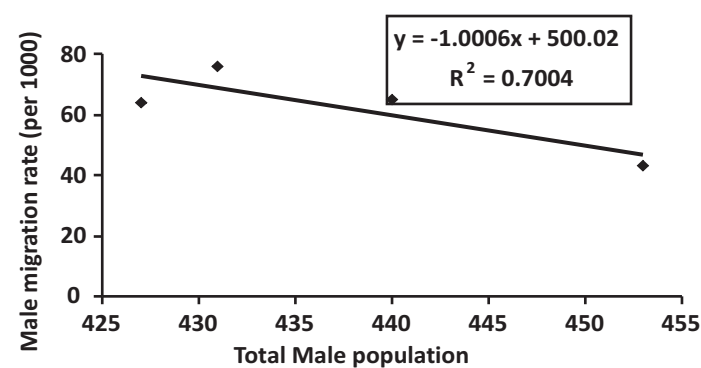
Source: Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora

Figure 4 : Total Female Population Vs. Female Mortality Rate During 1995-2010

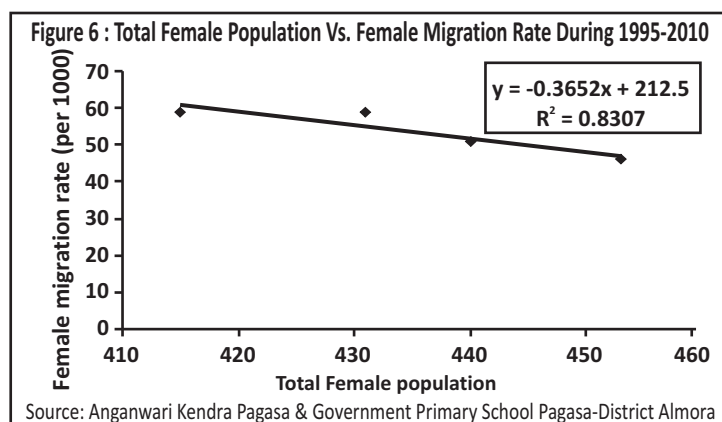


Source : Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora

Figure 5 : Total Male Population Vs. Male Migration Rate During 1995-2010



Source: Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora



❖ **Population Dynamics :** The average birth rate and average mortality rate gradually decreased from 1995 -2010. The statistical analysis of the population dynamics indicates that the total number of males with respect to the birth rate of the male child shows a correlation value of $R^2 = 0.9193$, and for the total female population with respect to the girl child shows a correlation value of $R^2 = 0.9957$, which is represented in the form of a graph in Figure 1. As depicted in the Figure 2, the birth rate of the male child increased with respect to the female child. In case of mortality, the total male population versus male mortality showed a correlation value of $R^2 = 0.7776$, as depicted in the Figure 3, whereas the total female population versus the female mortality value was calculated as $R^2 = 0.5414$, as depicted in the Figure 4. This attribute depicts that the male mortality rate was higher than that of the female mortality rate. The female population increased from 1995 to 2010. The Figure 5 presents the graph of the total male population versus the migrated male correlation value ($R^2 = 0.7004$), whereas, the Figure 6 presents the graph of the correlation value of the total female population versus the migrant female population ($R^2 = 0.8337$). The correlation shows that the males migrated more rapidly as compared to the females. Furthermore, the decreasing mortality rates in the villages signals towards public awareness to avail better medical facilities from the local and surrounding health centres/ hospitals. A

Table 2 : Educational Statistics Of Village Pagasa During 1995-2010					
Name of age groups	Sex	1995	2000	2005	2010
Percentage of children under <15 years	M	24.3	27.5	26.0	25.6
	F	24.5	24.9	24.6	26.6
	T	24.4	26.2	25.3	25.7
Percentage of illiterates	M	6.1	4.2	2.6	1.9
	F	7.2	6.9	5.9	4.3
	T	6.7	5.6	4.3	3.1
Percentage of non- matriculates	M	58.5	55.4	56.4	53.7
	F	59.6	57.3	57.9	55.7
	T	59.0	56.3	57.2	54.7
Percentage of senior secondary passed	M	9.1	10.2	10.4	13.4
	F	7.3	9.4	8.6	9.2
	T	8.2	9.8	9.5	11.3
Percentage of graduates/post graduates	M	2.1	2.7	4.6	6.2
	F	1.2	1.5	2.7	4.1
	T	1.7	2.1	3.7	5.2
	Total	100.0	100.0	100.0	100.0
Source: Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora					

marginal difference was recorded in the average rate of out migration due to marriage of young girls and immigrant bridegrooms from 1995- 2010.

❖ **Educational Statistics :** The observed data in the Table 2 and field verification showed that children of less than fifteen years of age (including infants) comprised of 24.54% to 26.60% of the total population, and were registered for schooling in nearest Anganbaries, government /private schools. The percentage of illiterates (6.67%) in 1995 decreased up to 4.44% in 2010. The percentage of people educated below matric level dominated the total population, and were dependant upon agriculture and livestock based activities. The number of non-matriculates was the highest in 1995 (59.0%) and was the least in 2010 (54.7%), which was comparatively higher than the data recorded in 2001 at the state level . However, the total number of secondary and higher secondary educated persons out of the total population were 8.18% in 1995 and 11.31% in 2010, which was near to the value recorded for the state in 2001. Besides this, at least 1.63% of the total population (in 1995) was educated up to the graduate/post graduate level, and the highest value for this group was 5.11% in 2010, which was a comparatively lower figure than what was recorded for the state in 2001. Thus, the non - matriculates and the people educated up to the senior secondary level needed more options to earn their livelihood in the local areas.

This is a burning issue for the village as more than 50% of the population required a sustained source of income for self and their dependents. The present government programs and policies could not retrieve or facilitate jobs for them. The problems of such groups might be solved by providing them with professional courses/vocational training.

Table 3 : Flagship Programs And Their Outreach In The Study Area During 1995-2010			
Programs	Date of Initiation	Aim	Outreach In The Study Area
Agriculture and Allied AIBP RKVP NHM	1996	Extension, Renovation and modernization of drought prone areas.	About 2.2 Km Gools were constructed,are under function; 1 Hydrom also installed
	2007	To promote livelihood opportunities.	Very slow
	2005	To rejuvenate and develop horticulture and farm based technology.	Slow adoption of cash crops, off season vegetable, fruit production, floriculture.
Livelihood promotion MNERGA	2005	Envisaged securing the livelihood of rural people by guarantying minimum 100 days employment.	About 54 % persons were registered as per policy, and the rest were not satisfied by the given wages .
Education and Child care MDM SSA ICDS	1995	To increase enrolment, retention, attendance ICDS and simultaneous impact on nutrition status of primary classes and to minimize drop out.	Conducting as per availability and feasibility of the food and fund supplied by the State Government.
	2002	To improve accessibility, reduce gender and social gaps, and improve quality of learning in children of 6-11 yrs. age group.	100 % registration was observed in the nearest primary school. One extra room and 1 kitchen with store was constructed.
	2005	To enhance health, nutrition, learning abilities of infants, young children (0-6 years), and their mothers. Breaking the vicious cycle of malnutrition, mortality and morbidity.	80% infants were registered in the Village Anganwari, a new mini Anganwari was also opened in November 2011 for easy access from remote hamlets.
Health NRHM	2005	Provide accessible, affordable and accountable quality health services to rural poor, including reduction in child and maternal mortality and control of communicable and non communicable diseases.	Small groups became aware/benefited from this program.
Source: 1. Anganwari Kendra Pagasa & Government Primary School Pagasa-District Almora 2. ANM centre, Pagasa-District Almora 3.Village Panchyat, Pagasa, Parivar Nakal, Bhag, 1 & 2- District Almora,			

❖ **Rural Livelihood** : The rural livelihood basically depends on a very complex hill agriculture and universally depends on women labourers. Agriculture is still practiced on the basis of traditional methods, which is very expensive in terms of labour cost and has low productivity. The average total yield of the crops fulfills the demand for only upto 4- 6 months. The demand for rest of the months is satisfied by buying produce from the local markets. Thus, grains are totally imported from the terrain area, or from Government subsidy shops of the state. Besides this, there are limited options of income generating services in the area. Since the past few years (ever since the local banks started disbursing loans), some middle classes families took initiatives for self employment generation i.e. started taxi service, bakeries, undertook house construction activities etc.

❖ **Flagship Programs and Their Outreach** : Results obtained for the outreach of the flagship programs (Table 3) depict that under the Agriculture & Allied schemes, the Accelerated Irrigation Benefit Program (AIBP), Rashtriya Krishi Vikas Yojana (RKVY) and National Horticulture Mission (NHM) programs and National Rural Health Mission (NRHM) program were faraway from the outreach of the rural community; showed wide communication gaps between line agencies and the rural community. However, for livelihood promotion in MNERGA program, only 54% of the population was registered for employment due to average wages that were offered and intra-village conflicts between the rural folks. The results obtained for Sarva Shiksha Abhiyan (SSA) & Mid Day Meal (MDM) showed about 100% results, and the Integrated Child Development Services (ICDS) showed good results as per the aims of the schemes and the availability of the funds allotted for the programs.

SUGGESTIONS AND CONCLUSION

It may be too early to gauge the ultimate local economic impact as a consequence of local livelihood initiatives. However, by enhancing the structure of the community field and the connections across diverse segments of the community, development has occurred in other respects, notably in the areas of educational improvement, enhanced common services, and the introduction of vocational jobs infrastructure accessible to each educational group in the community. The community people need to adopt vocational courses, i.e. photography, painting, carpentering, catering, weaving, and courses related to economic services as well. The concerned line agencies need to conduct and promote awareness programs in the study areas. Such efforts definitely will have not yielded short-term economic development; however, it has created a groundwork that may incrementally make that development more likely in the longer-term. Further, this case study raises serious questions for rural communities that pin their hopes on vocational jobs along with their traditional agriculture-based economy as a quick fix for the economic decline in rural communities. Beside that, the concerned line agencies and NGOs need to conduct active mass awareness programs to utilize the benefits of flagship programs run by the Government of India. Such efforts also check and control the tremendous out migration from the hilly regions of India.

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