

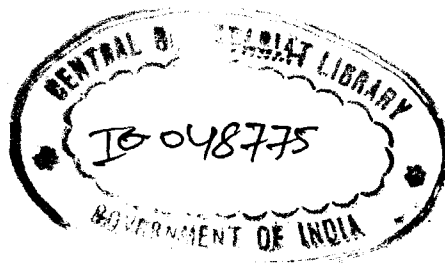


Report of the Study Team on Tribal Development Programmes

ASSAM

**Committee on Plan Projects
PLANNING COMMISSION**

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P R E F A C E

0.1 At the instance of the planning Commission, the Committee on Plan Projects constituted in its Resolution No.COPP/Adm/16(1)/66 dated 26th October, 1966, (Annexure I), a Study Team on Tribal Development Programmes with the object of giving practical effect to the recommendations made in the Original Fourth Five Year Plan Draft Outline for the welfare of Scheduled Tribes and for assisting State Governments in evolving concrete schemes of **development** specially adapted to the needs and conditions of tribal communities and areas. The Team, as originally constituted consisted of Shri P.Shilu Ao as Chairman and Sarvashri L.M.Shrikant and B.Mehta as Members. Shri B.Mehta resigned the membership of the Team on February 20, 1967, and Shri T.Sivasankar was appointed as Member in his place.

0.2 The Resolution constituting the Study Team provides for the co-option of a member by the Study Team from each State in consultation with the Chief Minister of the State for the study of development programmes in respect of that State. Shri L.K.Doley, former Deputy Minister, Government of Assam, Shri W.A.Sangma, Chief Executive Member, District Council Garo Hills (now Chief Minister, Meghalaya), and Shri J.B.Hagjer, Minister of Education, Government of Assam, were coopted as Members of the Study Team in consultation with the Chief Minister of Assam.

0.3 This report is based on an on-the-spot study of the various tribal development programmes undertaken in the State of Assam. The report was discussed with the State

authorities at the draft stage and their suggestions and comments have been duly taken into consideration while finalising it. The Study Team wishes to thank the State authorities for the facilities provided by them for the conduct of the study. The Team is also grateful to the co-opted Members for the keen interest which they evinced in the study. Their first-hand knowledge and experience of the tribal problems have been of great value to the Team in the preparation of its report.

Chapter I

BACKGROUND INFORMATION

1.1 The State of Assam is situated in the north-east corner of India between $21^{\circ}40'$ and $28^{\circ}41'$ - north latitude and $89^{\circ}30'$ and $96^{\circ}15'$ - east longitude. It is bounded on the north and north-east by Bhutan and NEFA, on the east by Nagaland and Manipur, on the south and south east by Burma and on the west by Tripura, East Pakistan and West Bengal. A narrow strip of land, lying in the sub-mountainous regions of the Himalayas, connects it with the rest of India.

1.2 Area and Population: The total area of the State is 1,21,973 sq. kilometres, nearly two-third of which is accounted for by the hills. According to the 1961 Census, its total population was 1,18,72,772. The density of population per sq. kilometre thus works out to 97 against the All-India average of 138.

1.3 Natural Divisions: The State falls broadly into two natural divisions: (i) the plains, and (ii) the hills. The Assam plains can be further divided into (a) the Brahmaputra valley, and (b) the Surma valley, the former including the districts of Kamrup, Darrang, Nowgong, Sibsagar, Lakhimpur and Goalpara and the latter consisting of the Cachar district.

1.4 Climate: The climate is cool in winter and extremely humid in summer, humidity being due to heavy rainfall and the thick jungle growth. A distinguishing

feature of Assam is that there is plenty of rainfall during the months of March to May when most of the areas in Northern India are hot and dry. The rains starting in March continue till the end of September.

1.5 Land Utilisation: The following table gives the land utilisation figures for 1964-65:

Table - 1

Land Utilisation Statistics 1964-65

Sl. No.	Item	Area (Thousand Hectares)
1.	Reported Area	12,210
	<u>Classification</u>	
2.	Forests	4,453
3.	Land put to non-agriculture uses	511
4.	Barren and unculturable land	4,008
5.	Total area not available for cultivation (Sl.Nos. 3 & 4)	<u>4,519</u>
6.	Permanent pastures and other grazing lands	275
7.	Land under Misc. trees, groves, etc.	296
8.	Culturable waste land	63
9.	Total other uncultivable land (Sl.Nos.6, 7 & 8)	<u>634</u>
10.	Fallow land other than current fallows	176
11.	Current fallow	126
12.	Total fallow land (Sl.Nos. 10 & 11)	<u>302</u>
13.	Net Area sown	2,302
14.	Total cropped area	2,717

1.6 Cropping Pattern: Rice is the staple food of the people of Assam. The following table gives details of the area under different crops during the year 1966-67.

Table - 2

Area under crops (1966-67)

Sl. No.	Name of the crop	Area (Thousand Hectares)	%age of total cropped Area
1.	Rice	1,972	72.22
2.	Maize	24	00.84
3.	Wheat	6	00.42
4.	Other cereals and small millets	6	00.42
5.	Total Cereals & Millets	<u>2,008</u>	73.90
6.	Gram	2	00.07
7.	Total other Pulses	<u>82</u>	3.02
8.	Total food grains	<u>2,092</u>	76.99
9.	Sugarcane	<u>31</u>	1.14
10.	Condiments and Spices	47	1.73
11.	Total fruits	53	1.95
12.	Potatoes	39	1.44
13.	Other vegetables	<u>68</u>	2.50
14.	Total vegetables	<u>107</u>	3.94
15.	Total oilseeds	147	5.41
16.	Cotton	17	0.62
17.	Jute	136	5.00
18.	Mesta	10	0.37
19.	Others	<u>77</u>	2.83
20.	Total cropped area	<u>2,717</u>	

1.7 Basic Facts and Figures: Some significant basic facts and figures relating to the State are given in Annexure II.

Chapter II

TRIBAL AREAS AND THE PEOPLE

2.1 General: For the purpose of study of the tribal people and tribal areas of Assam, the State can be divided into the two well defined regions referred to already namely, the plains areas of the State consisting of the Brahmaputra valley and the Surma Valley and the other the hill areas. The plains areas consist of seven districts while there are only four districts in the hills. The plains districts of the State cover an area of 24,415 sq.miles with a total population of 1,05,57,603, while the total area of the autonomous hill districts is 22,678 sq.miles with a population of 13,15,169. Thus while the plains areas covering 51.90 percent of the total area of the State hold 88.92 percent of the total population, the hill districts which cover as much as 48.10 percent of the area account for only 11.08 percent of the total population of the State.

District-wise details of the area and population of the plains and hill areas are given in the following table:

Table 3

District-wise Area and Population

Sl. No.	District	Area in sq.miles *	Total population
<u>Plains Districts</u>			
1.	Goalpara	4,008	15,43,892
2.	Kamrup	3,804	20,62,572
3.	Darrang	3,369	12,89,670
4.	Lakhimpur	4,926	15,63,842
5.	Nowgong	2,167	12,10,761
6.	Sibsagar	3,453	15,08,390
7.	Cachar	2,688	13,78,476
Sub-Total (i)		24,415	1,05,57,603

* According to Survey of India

1	2	3	4
<u>Autonomous Hill Districts</u>			
8.	Garro Hills	3,120	3,07,228
9.	United Khasi & Jaintia Hills	5,546	4,62,152
10.	United Mikir & North Cachar Hills*	5,878	2,79,726
11.	Mizo District	8,134	2,66,063
Sub-Total (ii)		22,678	13,15,169
TOTAL:		47,094	1,18,72,772

2.2 Density of Population: As mentioned earlier, the average density of population for the State as a whole works out to 97 persons per sq.km. as against the All-India average of 138. The plains districts of the State are, however, very densely populated and have an average density of 167 persons per sq.km., while the hill districts are sparsely populated and have an average density of 22 persons per sq.km.

2.3 Tribal Population: According to 1961 Census, the total population of Scheduled Tribes in the State is 20,64,816 as against the total population of 1,18,72,772 for the State as a whole. Tribals thus constitute 17.39 percent of the population of the State. The tribals inhabiting the hill districts are known as the hill tribals while those living in the plains are called the plains tribals. The total population of hill tribals of

* A new administrative district - North Cachar Hills - has been formed from February 2, 1970.

the State is 11,11,506. They constitute 34.51 per cent of the total population of hill districts and 53.80 per cent of the total tribal population of the State. The total population of the plains tribals stands at 9,53,310 constituting 9.03 per cent of the total population of the plains districts and 46.20 per cent of the total tribal population of the State. Details of the tribal population in plains and hill districts are given in Table 4.

Table 4

Tribal Population in Plains and Hill Districts

Sl. No.	District	Total population	Scheduled Tribes	Rank of Col. 4	%age of Col. 4 to Col. 3	%age of the total tribal population of the State
<u>Plains Districts</u>						
1.	Goalpara	15,43,892	2,26,485	4	15.58	10.97
2.	Kamrup	20,62,572	2,22,388	5	10.78	10.77
3.	Darrang	12,89,670	1,40,970	8	10.93	6.83
4.	Lakhimpur	15,63,842	1,66,526	7	10.83	8.06
5.	Nowgong	12,10,761	87,538	10	7.23	4.24
6.	Sibsagar	15,08,390	96,000	9	6.36	4.65
7.	Cachar	13,78,476	14,076	11	1.01	0.68
Sub-Total(i)		1,05,57,603	9,53,310		9.03	46.20
<u>Hill Districts</u>						
8.	Garo Hills	3,07,228	2,63,003	2	85.61	12.74
9.	United Khasi & Jaintia Hills	4,62,152	3,76,158	1	81.39	18.22
10.	United Mikir & North Cachar Hills	2,79,726	2,11,331	6	75.55	10.23
11.	Mizo District	2,66,063	2,61,014	3	98.10	12.61
Sub-Total(ii)		13,15,169	11,11,506		84.51	53.80
Total:		1,18,72,772	20,64,816		17.39	100.00

2.4 It will be seen from the above table, that there is a predominance of tribal population in all the four hill districts, Mizo district leading with a percentage of tribal population as high as 98.10 followed by Garo Hills district (85.61%), United Khasi and Jaintia Hills district (31.39%) and United Mikir and North Cachar Hills district (75.55%).

2.5 Among the plains districts, Goalpara district has a tribal population of 2,26,485 which works out to 15.82 per cent of its total population. The other districts with a plains tribal population slightly exceeding 10 per cent are Kamrup, Darrang and Lakhimpur.

2.6 Hill Tribes: There are 12 important groups of tribes in the hill districts. The names of these tribes and their population are given in Table 5.

Table 5

Tribe-wise Population of Hill Tribes

Name of the Tribe	Population	%age of total hill tribes population	%age of total tribal population of the State
1.	2.	3.	4.
Khasi & Jaintia	3,56,155	32.04	17.25
Garo	2,58,122	23.22	12.50
Mizo	2,14,721	19.32	10.40
Mikir	1,21,082	10.89	5.86
Dimasa	68,718	6.18	3.33
Hajong	22,652	2.04	1.10
Chakma	19,338	1.75	0.94
Kuki	10,037	1.71	0.92
Naga	9,309	0.84	0.45
Lakher	8,791	0.79	0.42
Hmar	8,741	0.79	0.42
Pawi	4,587	0.41	0.20
Man	253	0.02	0.01
Total:	11,11,506	100.00	53.80

It will be seen that the Khasi and Jaintia tribe with a population of 3,56,155 is the single largest group among the hill tribes accounting for 32.04 per cent of the total tribal population of the State. Next in importance come Garo, Mizo and Mikir who with a population of 2,58,122, 2,14,721 and 1,31,088 form respectively 23.22 per cent, 19.32 per cent and 10.89 per cent of the total hill tribes population. The other tribes in the hill districts, in order of their numerical preponderance are Dimasa (Kachari) (68,718), Hajong (22,652), Chakma (19,338), Kuki (19,037), Naga (9,309), Lakher (8,791), Hmar (8,741), Pawi (4,587) and Man (253).

An interesting feature of the distribution of hill tribes is that particular groups are found concentrated in specific regions. For example, the Khasis and Jaintias are concentrated in Khasi and Jaintia Hills district. The Garos are concentrated in the Garo Hills district and the Mizos in the Mizo district. Similarly, Pawi and Lakher tribes are concentrated in the Pawi Lakhir region in Mizo district. Details about tribewise distribution of the hill tribes in the districts are given in Annexure III.

2.7 Plains Tribes: Among the plains tribes, there are nine groups. Their tribewise population is given in Table 6.

Table 6

Tribewise Population of plains tribals

Name of the tribe	Population	%age of total plains tribes' population	%age of total tribal population of the State
1	2	3	4
Boro(Boro Kachari)	3,45,983	36.29	16.76
Sonowal(Kachari)	2,36,936	24.95	11.47
Miri	1,63,453	17.15	7.92
Rabha	1,08,029	11.33	5.23
Lalung	61,316	6.43	2.97
Deori	13,876	1.46	0.67
Barman(in Cachar)	13,114	1.38	0.66
Mech	6,987	0.73	0.34
Hojai	3,617	0.38	0.18
	<u>9,58,310</u>	<u>100.00</u>	<u>46.20</u>

It will be seen from the above table that the Boro or Boro Kachari tribe has the largest population (3,45,983) and accounts for 36.29 per cent of the total plains tribal population. The second important plains tribe is Sonowal (Kachari) which has a population of 2,36,936. Miri is the third numerically largest tribe with a total population of 1,63,453. Next come the Rabha and Lalung tribes which have a population of 1,08,029 and 61,315 respectively. The other tribes in the plains districts are Deori, Barman, Mech and Hojai.

The tribewise distribution of the plains tribes in the districts is given in Annexure IV. It will be seen that generally the tribes are concentrated in a particular district or districts. Thus Boros are mostly concentrated in Goalpara, Kamrup and Darrang districts. Similarly, Kachari tribe is concentrated in Darrang, Lakhimpur,

Kamrup, Nowgong and Sibsagar districts. This tribe has also a sizeable population in other districts except Cachar. The bulk of the population of Miri tribe is concentrated in Lakhimpur and Sibsagar districts. Similarly the bulk of the population of Rabha tribe is found in Goalpara and Kamrup districts.

2.8 Occupational Distribution: According to the 1961 Census, the working population among the tribals is 10,35,791 which is 50.16 per cent of the total tribal population of the State. Table 7 shows the occupational distribution of the workers among the tribal population, separately for hill tribes and plains tribes.

Table 7

Occupational Distribution of workers among the Scheduled Tribes of Assam (1961 Census)

Occupational Class	Hill Tribes		Plains Tribes		Total	Percentage to the total workers	Percentage to the total population of the State
	No. of working persons	Percentage to the total no. of workers	No. of working persons	Percentage to the total workers			
1	2	3	4	5	6	7	8
1. Cultivators	498,037	87.45	387,907	83.20	885,944	85.53	64.69
2. Agr. Labourer	16,280	2.86	16,386	3.51	32,666	3.15	3.65
3. Mining, quarrying, forestry, fishery etc.	14,612	2.57	7,607	1.63	22,219	2.15	10.08
4. House-hold Industry	16,529	2.90	42,692	9.16	59,221	5.72	5.46
5. Manufacturing other than household Industry	1,150	0.20	1,033	0.22	2,183	0.21	2.02

	1	2	3	4	5	6	7	8
6. Construction	940	0.16	496	0.11	1,436	0.14	0.72	
7. Trade & Commerce	2,514	0.44	1,225	0.26	3,739	0.36	3.59	
8. Transport storage and communication	399	0.07	508	0.11	907	0.09	1.37	
9. Other Services	19,076	3.35	8,400	1.80	27,476	2.65	8.26	
Total:	569,537	100.00	466,254	100.00	1,035,791	100.00	100.00	

According to Table 7 88.68 per cent of the tribal workers are engaged either as cultivators or agricultural labourers as against 68.34 per cent for the State as a whole. The participation of hill tribals in these occupations is greater than that of the plains tribals, the respective percentages being 90.31 and 86.71. Although a little over 10 per cent of the total population is represented in mining, quarrying, forestry and fishery, etc., representation of both hill and plains tribals in these occupations is comparatively poor. Representation of Scheduled Tribes in other services including Government service is also relatively inadequate. While the percentage of workers among the total population in other services is 8.26, the percentage for tribal population is only 2.65. However, the participation of hill tribals in these services is more as compared to plains tribals; the comparative percentages for hill and plains tribals being 3.35 and 1.80 respectively.

2.9 Literacy: The level of literacy among the tribal the population according to 1961 Census, is 23.47 per cent as against 27.40 per cent for Assam as a whole. The percentage of literacy among tribal males and females is 31.0 per cent and 15.72 per cent as against 37.3 per cent and 16.00 per cent for males and females respectively among the total population. Annexure V shows levels of literacy among the tribal population and the total population of the State.

2.10 Religion: More than half of the tribal population in the State is Hindu and a little over one-fourth is Christian. The rest belong to other religions. Details of the tribal population by religion are given in Annexure VI.

REPRESENTATION OF SCHEDULED TRIBES IN SERVICES

2.11 In pursuance of the provisions of Articles 16(4) and 335 of the Constitution of India, the State Government have provided for a general reservation of vacancies for members of the Scheduled Tribes in appointments to services in connection with the affairs of the State Government, as indicated below:

- | | | |
|-------------------------------|-------|--------------|
| (1) Scheduled Tribes (Plains) | | 10 per cent. |
| (2) Scheduled Tribes (Hills) | | 12 per cent. |

2.12 This policy of reservation of vacancies is being followed by the different departments in making appointments to services/posts of the State Government. Against the above percentages of posts reserved, the actual number of

Scheduled Tribes employees and their percentage to total number of employees in Government services from 1960 onwards is given in the following table:-

Table 8

Number of Scheduled Tribes employees as on 31st March
(each year)

Year	Total	Hill Tribes	Plains Tribes	Total (Col.3 & 4)	Percentage of Scheduled Tribes (Hills & Plains) employees to Total
1	2	3	4	5	6
1960	55066	6333 (11.5)	3910 (7.1)	10243	18.6
1961	64158	7314 (11.4)	5004 (7.8)	12318	19.2
1962	68167	7879 (11.6)	4917 (7.2)	12796	18.8
1963	73282	8320 (11.8)	5045 (6.9)	13365	18.7
1964	74235	9053 (12.2)	5119 (6.9)	14172	19.1
1965	78466	9409 (12.0)	5806 (7.4)	15215	19.4
1966	83370	10088 (12.1)	6238 (7.5)	16326	19.6
1967	84839	10266 (12.1)	6563 (7.7)	16829	19.8

(Figures within brackets indicate the percentage to total of the employees belonging to respective tribes (i.e., Hills and Plains) separately)

The above table shows that while in respect of hills tribals the reservation stipulated on the basis of population has been fulfilled, there is a shortfall by 2.3 per cent in respect of the plains tribal people. On the basis of population and the approved yardstick the plains tribal were entitled to approximately 8484 jobs as against the actual employment figure of 6563.

2.13 An analysis of the performance of some Departments, which are under the overall charge of the Chief Secretary, made by the Tribal Areas and Welfare of Backward Classes Department has shown that while in the Police Department the quota of plains tribals has been fulfilled - plains tribals are holding 11.6 per cent of the total number of posts in this Department - in other Departments, the gap between the reservation provided for and the actual representation is very wide. Thus, in the General Administration and the Government Press, plains tribals have secured a representation of 7.1 and 5.2 per cent respectively. The position is much worse in the Secretariat and the Jail Department where the percentage of plains tribals to the total number of employees is only 2 per cent and 0.5 per cent respectively. The Team understands that the State Government is seized of the situation and is devising ways and means to see that reservation for plains tribals is rigidly followed at all levels. There is also a proposal before the State Government to undertake a thorough review to find out the defects in the present system and to suggest concrete remedial measures which may be implemented in the Departments where the representation of plains tribals is low. The Team trusts that the matter will receive the urgent consideration of the State Government. The Team also suggests that the State Government may set up a Committee under the Chairmanship of the Chief Minister, on

the lines of the Committee constituted at the Centre, to examine periodically the position and review the performance in the matter of recruitment of Scheduled Castes and Scheduled Tribes in services/posts in or under the State Government and its Public Undertakings.

Chapter III

ADMINISTRATION

3.1 A separate department styled the Department of Tribal Areas and Welfare of Backward Classes is responsible for the formulation of State level policies and programmes of tribal welfare. Clause (3) of para 14 of the Sixth Schedule to the Constitution provides that the Governor of Assam may place one of the Ministers specially in charge of the welfare of the Autonomous Districts and Autonomous Regions in the State. In pursuance of this provision the Department has been placed in the charge of a Minister of Cabinet rank who is assisted by a Minister of State and a Deputy Minister.

3.2 At the Secretariat level, the Department is headed by a Secretary who is assisted by a Joint Secretary, a Deputy Secretary, three Under Secretaries and other supporting staff.

3.3 There is a Directorate of Social Welfare under the Department of Planning and Development. The Directorate, however, is responsible not only for tribal welfare work but also for work connected with the general subject of social welfare. Considering the large tribal population of the State and the magnitude of the problem of tribal development, the Team feels that there is need to have a separate Directorate of Tribal Welfare under the Tribal Areas and Welfare of Backward Classes Department.

3.4 At the district level, the tribal welfare work is in the direct charge of the Deputy Commissioner who coordinates the work of different departments. However, there is no single officer responsible for tribal welfare work at the district level. The Team feels that this is a lacuna in the administrative structure which should be immediately removed by appointing, as in other States, District Tribal Welfare Officers of adequate status to assist the Deputy Commissioner.

3.5 Following the recommendations of the Joint Centre-State Study Team for the Hill Areas of Assam for accelerated development of the hill districts, a Planning Board for Hill Areas was constituted in November 1966. The Chief Minister is the Chairman of the Board and the Minister for Tribal Areas and Welfare of Backward Classes Department its Vice-Chairman. The other members of the Board include the Finance Minister, representatives of District and Regional Councils and some MLAs. Besides indicating guide-lines for the formulation of plans for hill areas, the Board reviews their progress from time to time.

CONSTITUTIONAL PROVISIONS REGARDING ADMINISTRATION OF
TRIBAL AREAS IN ASSAM

3.6 There are separate provisions in the Sixth Schedule to the Constitution dealing with the administration of Tribal Areas in Assam. The Tribal Areas have been specified in Parts A and B of the Table appended to para 20 of the Schedule. The Tribal Areas specified

in Part A comprise the United Khasi-Jaintia Hills District, the Garo Hills District, the Mizo District, the North Cachar Hills and the Mikir Hills District, while those in Part B comprise North East Frontier Tract, including Balipara Frontier Tract, Tirap Frontier Tract, Aboer Hills District and the Misimi Hills District.*

3.7 Autonomous Districts and Autonomous Regions: The Schedule provides that the Tribal Areas in each item of Part A shall be an Autonomous District and if there are different Scheduled Tribes in an Autonomous District, the Governor may, by public notification, divide the area or areas inhabited by them into Autonomous Regions. Subject to certain provisions, the Governor has also powers inter alia to create a new Autonomous District.

DISTRICT AND REGIONAL COUNCILS

3.8 Constitution of District Councils and Regional Councils: The most important provision in the Schedule relates to the setting up of a District Council in each Autonomous District and a Regional Council in each Autonomous Region, wherever such a region is constituted. These Councils can have a membership of not more than 24 members, of whom not less than three-fourths should be elected on the basis of adult suffrage. Five District Councils - one each for the Garo

*The erstwhile Naga Hills District and the Naga Hills-Tuensang Area were Tribal Areas under para 20 of the Sixth Schedule. With the formation of the Nagaland State, these territories were omitted from the Sixth Schedule.

Hills, the United Khasi and Jaintia Hills, the Mikir Hills, the North Cachar Hills and the Mizo - were set up in 1962. In 1963, a Regional Council was constituted for the Pawi-Lakher region in the south-eastern part of the Mizo district. More recently, on the recommendation of a Commission appointed by the Governor of Assam in 1963, a separate Autonomous District was created on 23rd December 1965, comprising the areas of the Jowai Sub-Division of the United Khasi-Jaintia Hills.

3.9 A Regional Council functions more or less on the same lines as a District Council and both the Regional and District Councils enjoy identical powers in respect of law-making, administration of justice, assessment and collection of land revenue and taxes on lands and buildings and residential toll on persons. The Regional Council has not, however, been invested with certain administrative, legislative and taxation powers.

3.10 Status of District and Regional Councils and their rule making powers: The Sixth Schedule provides that each District and Regional Council shall be a body corporate by the name respectively of the District/Regional Council of the district/region, shall have perpetual succession and a common seal and shall by the said name sue and be sued. While the Governor has powers to make rules for the first constitution of District and Regional Councils providing inter alia for their composition, allocation of seats

therein, the delimitation of constituencies, the determination of qualifications for candidates and voters, the terms of office of members of the Councils, and the procedure for conduct of business including the appointment of officers and staff, the Councils can themselves, after their first constitution, make rules with regard to these matters. The Councils are also empowered to make rules relating to (a) the formation of subordinate local Councils or Boards and their procedure and the conduct of their business and (b) generally all matters pertaining to the administration of the district or region concerned.

3.11 Powers of the Councils to make laws: The District and Regional Councils have powers to make laws relating to:

- (a) the allotment, occupation or use, or the setting apart, of land, other than any land which is a reserved forest, for the purpose of agriculture or grazing or for residential or other non-agricultural purposes or for any other purpose likely to promote the interests of the inhabitants of any village or town;
- (b) the management of any forest not being a reserved forest;
- (c) the use of any canal or water-course for the purpose of agriculture;
- (d) the regulation of the practice of jhum or other forms of shifting cultivation;
- (e) the establishment of village or town committees or councils and their powers;
- (f) any other matter relating to village or town administration, including village or town police and public health and sanitation;
- (g) ~~the~~ appointment or succession of Chiefs or Headmen;

- (h) the inheritance of property;
- (i) marriage; and
- (j) social customs.

All such laws require the assent of the Governor before they can become effective.

3.12 Powers to collect land revenue or impose taxes:

The District and Regional Councils are empowered to assess and collect land revenue and to levy taxes on lands and buildings and tolls on persons resident within their areas.

3.13 Administration of Justice: The District and Regional Councils are authorised to constitute village councils or courts for the trial of suits and cases between the parties all of whom belong to the Scheduled Tribes. The Councils may also, with the previous approval of the Governor, make rules concerning the powers etc. of the village councils and courts. But such powers of the Councils, unless specifically authorised by the Governor under para 5 of the Sixth Schedule, are limited to the trial of offences other than those which are punishable with death, transportation for life, or imprisonment for a period of not less than five years.

3.14 Other Powers of District Councils: The following powers are enjoyed by the District Councils only:

- (i) making of Regulation for the regulation and control of money-lending or trading within the district by persons other than Scheduled Tribes residing in the district.

(ii) establishment, construction or management of primary schools, dispensaries, markets, cattle ponds, ferries, fisheries, roads and waterways, and prescribing of the language and the manner in which primary education should be imparted in the primary schools;

(iii) levying and collection of taxes on:

(a) professions, trades, callings and employment;

(b) animals, vehicles and boats;

(c) entry of goods into a market for sale therein, and passengers and goods carried in ferries; and

(d) maintenance of schools, dispensaries or roads.

3.15 District and Regional Funds: The District and Regional Councils have their own funds known as ~~the~~ District/Regional Fund, and the Councils may, subject to the approval of the Governor, make rules for its management. Where leases or liens are granted by the Assam Government for the purpose of prospecting or the extraction of minerals in respect of areas within the jurisdiction of District Councils, the latter are entitled to a share of royalties in respect of minerals within their areas. The estimated receipts and expenditure pertaining to an Autonomous District, which are to be credited to or is to be made from the Consolidated Fund of the State of Assam are required to be placed first before the District Council for discussion and then after such discussion to be shown separately in the annual financial statement of the State to be laid before the State Assembly.

3.16 Annulment or suspension of Acts and Resolutions of and dissolution of a District or Regional Council:

The Governor is empowered to annul or suspend any Act or Resolution of a District or Regional Council if it is likely to endanger the safety of India and may take such steps as he may consider necessary to prevent the commission or continuance of such Act, or the implementation of such Resolution. He has also the power, on the recommendation of a Commission appointed by him, to report on the administration of Autonomous Districts and Autonomous Regions, to dissolve District and Regional Councils.

3.17 Application of Acts of Parliament and of the Legislature of the State to Autonomous Districts and Autonomous Regions:

The Sixth Schedule stipulates that no Act of the State Legislature in respect of any of the matters with respect to which a District Council or a Regional Council may make laws, and also no Act of the State Legislature prohibiting or restricting the consumption of any non-distilled alcoholic liquor shall apply to any Autonomous District or Autonomous Region unless the concerned District Council so directs by a public notification. The Governor of Assam is empowered to direct, by public notification, that any Act of Parliament or of the State Legislature, not covered by the above provisions, should not apply, or should apply with modifications, to any Autonomous District or Autonomous Region.

3.18 Appointment of Commission to enquire into and report on administration of Autonomous Districts & Regions.

The Schedule also empowers the Governor of Assam to appoint at any time a Commission to examine and report on any matter specified by the Governor and relating to the administration of the Autonomous Districts and Autonomous Regions in the State. Two such Commissions have already been appointed. The first Commission was appointed in October 1950 to define the boundaries of Mikir Hills Autonomous District and North Cachar Hills Autonomous District. The recommendation of the Commission that these districts should be constituted into a single administrative district was accepted and a new district known as the United District of Mikir and North Cachar Hills was constituted from the 17th November, 1951. Another Commission was appointed in 1961 to examine the question of creating a new Autonomous District for the Jowai Sub-division of the United Khasi and Jaintia Hills District. The Commission submitted its report in 1964. The recommendations of the Commission were accepted by the State Government, resulting in the creation of a new Autonomous District called the Jowai District.

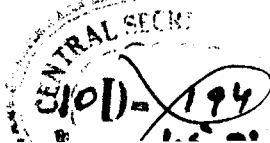
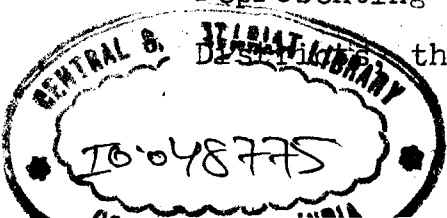
3.19 Application of the provision of the Sixth Schedule to areas specified in Part B.

With the previous approval of the President, the Governor of Assam can, by the issue of a notification, apply all or any of the provisions in the Sixth Schedule to any

Tribal Area included in Part B of the table appended to para 20 of the Schedule, namely, NEFA. Until such a notification is issued, the administration of these areas, however, has to be carried on by the President through the Governor of Assam as his agent. So far no occasion has arisen for the issue of such a notification.

3.20 Advisory Councils: The provision regarding the setting up of the Tribes Advisory Council contained in the Fifth Schedule to the Constitution is not applicable to the State of Assam as there are separate provisions in the Sixth Schedule to the Constitution for the administration of tribal areas in the State providing inter alia for the constitution of District and Regional Councils. However, in addition to the District and Regional Councils, the State Government has set up two Advisory Councils - one for Autonomous Hill Districts, known as the Advisory Council for the Autonomous Districts, and the other for the Scheduled Tribes living in the plains districts known as the Advisory Council for the welfare of the Scheduled Tribes living in the plains districts.

3.21 Besides the officials concerned with developmental aspects, who are its ex-officio members, the Advisory Council for the Autonomous District consists of all the tribal members of the Assam Legislative Assembly representing various Constituencies in the Autonomous the Scheduled Tribe member or members of Lok



Sabha representing the Constituencies reserved for Scheduled Tribes of Autonomous Districts, any Scheduled Tribe member or members of Rajya Sabha hailing from Autonomous District, the Chief Executive Councillors of District Councils and Chief Executive member of the Pawi Lakher Regional Council.

3.22 Similarly the Advisory Council for the welfare of Scheduled Tribes living in the plains districts consists, among others, of a member or members of Lok Sabha and of Assam Legislative Assembly belonging to Scheduled Tribes of the plains districts of Assam representing any constituency in Assam, and the President or a representative of all Assam Tribal Sangh.

3.23 The Minister for Tribal Areas and Welfare of Backward Classes Department is the Chairman of both the Councils. Each Council elects a Vice-Chairman from among its elected members. In the Advisory Council for the Autonomous Districts various matters concerning the Autonomous Districts are discussed. The plans for the Autonomous Regions are also approved by the Advisory Council. The Plains Tribes Advisory Council makes recommendations at the State level regarding the various plans and schemes etc. taken up under funds provided by the Government of India to the State Government under Article 275 of the Constitution. Sometimes it makes general recommendations regarding the execution of plans

and schemes which are sent to the Community Development and Panchayats Departments. The Government generally accepts, as a matter of convention, the recommendations of the Advisory Councils. A statement is placed at the meetings of the Councils indicating the action taken by the various Government departments on the recommendations made in the previous meetings of the Councils.

3.24 The rules for the constitution of these Advisory Councils, which are reproduced in Annexure VII provide that each Council shall have a Secretariat of its own consisting of a Secretary and such other officers and staff as the Governor may consider necessary. At the time of the visit of the Study Team, the plains tribal leaders reiterated the demand which they have been making from time to time for giving statutory recognition to the Advisory Council. The Study Team was informed that this demand emerged out of the report of a Sub-Committee of the Council which had been appointed some time ago to examine the question of extension of the Fifth Schedule to the Constitution to the plains tribal areas of Assam. The State Government is already seized of the question. The question of making further changes in the light of the Council's recommendations made from time to time is also stated to be under the consideration of the State Government.

3.25 Proposal for the creation of an Autonomous State within the State of Assam:

The special provisions contained in the Sixth Schedule which confer on the hill districts a certain measure of autonomy were considered as inadequate by the inhabitants. In response to representations made from time to time for widening the authority conferred under the Constitution with a view to accelerating progress and ensuring fuller participation in the development of these areas and for safeguarding more effectively their interests the Government of India set up in March 1965, in consultation with the Government of Assam, a Commission, known as the Commission on the Hill Areas of Assam, to draw up a detailed scheme for the reorganisation of the Administrative set up of the hill areas of Assam. The Commission submitted its report in March 1966. Following the report of the Commission and in the light of further discussions held with the Hill Leaders, the Government of India in September 1968, announced a scheme for constituting within the State of Assam an Autonomous State comprising certain Tribal Areas of Assam. For this purpose a Bill (the Twenty-Second Constitution Amendment Bill, 1969) was introduced in Parliament in April 1969 which provided inter alia for the addition of Article 244A to the Constitution of India to enable Parliament to enact a law to give effect to the scheme for reorganisation of Assam by forming within the State of Assam an Autonomous State comprising (whether

wholly or in part) all or any of the Tribal Areas specified in Part A of the Table appended to paragraph 20 of the Sixth Schedule and for the creation of a body to function as a Legislature for the Autonomous State, or a Council of Ministers or both. The Bill having been passed by both Houses of Parliament was referred to the State Legislatures for ratification. Consequent on the Bill being ratified by the Legislatures of more than half the States and given Presidential assent, the Assam Reorganisation (Meghalaya) Bill was introduced in the Parliament in pursuance of Article 244A. The Bill which has since been passed by the Lok Sabha and Rajya Sabha, received the assent of the President on 29th December, 1969. As envisaged in the reorganisation scheme, Meghalaya, the name given to the new autonomous State, will comprise the areas now forming part of the United Khasi-Jaintia Hills District as defined in the substantive part of Paragraph 20(2) of the Sixth Schedule and the Garo Hills District. The Act provides for separate options to the Mikir Hills autonomous district and the North Cachar Hills autonomous district to become part of Meghalaya.*

3.26 A major reorganisation of the existing administrative set-up is bound to follow as a corollary

*Both the District Council for the North Cachar Hills and Mikir Hills have passed resolutions to remain within the State of Assam. A new administrative district North Cachar Hills has been formed from February 2, 1970.

to the formation of the Autonomous Hill State. While the pattern of administration applicable to the tribal communities of the hill districts will be evolved by the autonomous Administration when it is formed, the responsibility for seeing that the interests of the plains tribals, who are relatively backward, are adequately safeguarded will devolve on the State Government. The Study Team feels that any machinery that may be set up to look after the plains tribals should be such as to ensure that they are brought on a par with the rest of the community within a period of 10 years.

Chapter IV

DEVELOPMENT PLANS

4.1 The tribal development programmes in the State are planned and implemented separately for hill tribes and plains tribes. While development programmes for hill tribes are implemented out of the Hill Area Development and "Welfare of Backward Classes (Hill Area)" funds, the programmes for the welfare of plains tribes are financed out of the general development funds and special funds for Backward Classes Welfare. The progress of development programmes is, therefore, given separately for hill and plains areas. Since plains areas are inhabited by a majority of non-tribals, no separate account of funds spent exclusively for the welfare of tribals out of the general development funds is possible.

A. DEVELOPMENT PROGRAMMES IN HILL AREAS

4.2 During the First Five Year Plan, an expenditure of Rs.4.25 crores was incurred for the welfare of the people of the hill areas, as against the total expenditures of Rs.20.50 crores on the Plan for the State as a whole. During the Second Plan period, an amount of Rs.9.33 crores was spent on the hill areas, as against the total Plan expenditure of Rs.54.48 crores.

4.3 During the Third Five Year Plan, development programmes in the hill areas accounted for an expenditure of Rs.17.48 crores against the total Plan expenditure of about Rs.133.93 crores. The above figures do not include

the expenditure in respect of Centrally sponsored schemes initiated in the Second Plan for the development of hill areas of Assam. The hill people have also been benefited to some extent as a result of State level schemes taken up during these Plans.

4.4 The progress of expenditure incurred on the hill areas during the three Plan periods is indicated below:-

Table 9

Progress of Expenditure incurred during three Plan Periods
(Hill Areas)

	(Rs. in Lakhs)			
	General Plan	Welfare of B.C.(Hills)	Special for Mizos	Total
First Plan	111.79	313.02	-	424.81
Second Plan	395.63	537.73	-	933.36
Third Plan	929.69	668.45	150.00	1748.14

4.5 Development Schemes: The main schemes implemented during the Third Plan period under the Hill Sector of the programmes related to the measures taken in regard to soil conservation and regeneration of forests and improvements of communications in the hill areas. Important water supply schemes were taken up at Diphu, Aijal, Jowai and Lungleh besides smaller water supply schemes in the interior areas of the hill districts. Under the Health Programme, 13 new dispensaries were opened. The programme for the expansion of general and technical education in the hill areas was continued by grant of free studentships and scholarships.

The programme also included the provincialisation of schools. A training-cum-production centre and two Handloom Production Centres for training in Sericulture and Weaving were set up during the Plan period.

B. DEVELOPMENT PROGRAMME FOR WELFARE OF PLAINS TRIBALS

4.6 First and Second Five Year Plan: During the First and Second Five Year Plans the schemes for the welfare of plains Scheduled Tribes were implemented under the Welfare of Backward Classes Sector. The amount allocated and actual expenditure incurred during these Plan-periods are given below:-

Table 10

Amount Allocated and Actual Expenditure
(Plains Scheduled Tribes)

Plan	(Rs. in lakhs)		
	Allocation	Expenditure	Shortfall
First Five Year Plan	Rs.121.00	104.58	16.42
Second Five Year Plan	Rs.199.50	178.60	20.90

The above figures indicate that there was a shortfall in expenditure amounting to Rs.16.42 lakhs and Rs.20.90 lakhs during First and Second Plans respectively.

4.7 Thrid Five Year Plan: Starting from the Third Five Year Plan, the programme for the welfare of plains tribals has been carried on under three distinct sectors:

- i) Schemes taken up with the aid of funds provided by the Government of India under Article 275 of the Constitution.

- ii) Under the Central Sector of the Plan for the Welfare of Backward Classes and plains tribals.
- iii) General Plan of the State Government under which the benefits of the various schemes are also expected to flow to the plains tribals.

4.8 No assessment of the benefits accruing to the plains tribals out of the General Plan has been made so far. Moreover, the schemes under the General Plan are not designed exclusively for the plains tribals but are intended to serve the population in the various areas in the State as a whole. The figures of outlay and expenditure under the other two sectors are given in the table below:-

Table 11

Outlay and Expenditure during Third Plan

	(Rs. in lakhs)		
	Total Outlay	Expenditure	Percentage of expenditure to outlay
Schemes Art. 275	225.00	199.40	88.51
Central Sector of the Programme for welfare of Backward Classes	40.00	39.10	97.00

4.9 In the programme for the plains tribals, free studentships and scholarships were continued for the students belonging to the plains tribal communities. Schemes for the improvement of Boro Paddy cultivation were taken up under the Agriculture sector. The other important schemes completed in this sector, include the setting up of a Veterinary dispensary, construction of roads in the areas

predominantly inhabited by the plains tribals and starting of rural water supply schemes on a self-help basis in such areas. For the expansion of Cottage Industries among the plains tribals, three Sericulture and Handloom Production Centres were set up and one Production Centre for Cottage Industries was established. A special scheme for the rehabilitation of flood and erosion affected plains tribal families was taken up in the Desai Valley Forest Reserve in Sibsagar district.

4.10 Over-all review of expenditure for welfare of Scheduled Tribes during Third Five Year Plan

The actual expenditure incurred during the Third Five Year Plan under the State Sector programmes for the welfare of Scheduled Tribes was Rs.867.59 lakhs against the total outlay of Rs.935.lakhs. On the basis of above figures, the per capita outlay and expenditure for the tribal population work out to Rs.45 and Rs.44 respectively. The break-up of outlay and expenditure for hill and plains tribals is given in the following Table:-

Table 12

Outlay and Expenditure for Hill and Plains tribals

Category of Tribes	(Rs. in lakhs)		
	Total outlay	Expenditure	Percentage of total outlay to expenditure
Scheduled Tribes(Hills)	710.00	668.45	94.08
Scheduled Tribes(Plains)	225.00	199.14	88.51
Total:	935.00	867.59	92.89

4.11 The per capita expenditure on development programmes for hill and plains tribals works out to Rs.66.13 and Rs.20.88 respectively as against the corresponding per capita outlay of Rs.63.88 and Rs.23.62 respectively. Thus there is a wide gap between the allocation of funds for hill and plains tribals.

Chapter V

LAND PROBLEMS, PERMANENT SETTLEMENT OF VILLAGES AND INDEBTEDNESS

A. LAND PROBLEMS

5.1 The majority of tribals are dependent on land either as cultivators or agricultural labourers. Land is, therefore, of great importance to them.

5.2 The tribals in the State can be classified under two heads. Under the first head fall those living in the hill areas specified in the Table appended to para 20 of the Sixth Schedule to the Constitution. Under the second head fall the tribals living in the plains districts. District Councils and Regional Councils have been constituted in the areas specified in Part A of the Table. These Councils enjoy certain powers in respect of law making, levy and collection of taxes, regulation of the practice of jhum etc. The District Councils of Khasi and Jaintia Hills, Garo Hills and Mikir Hills have passed laws restricting ownership of land by non-tribals and prohibiting transfer of tribal land to non-tribals in their respective areas. As regards the plains tribals, under the Assam Land and Revenue Regulation as amended in 1947, the formation of 'Tribal Belts and Blocks' has been undertaken in the plains districts. The settlement of land within these belts and Blocks is restricted to the members of the Scheduled Castes, Scheduled Tribes and other Backward Classes. Transfer of land too is similarly restricted. However,

there have been constant encroachments on tribal lands in the hills as well as in the plains for a number of reasons. In plains areas, emigrant Muslim and refugee settlements have been established in the tribal belts to the detriment of the interests of the plains tribals. In the hill areas, industrial, major irrigation, power and mining projects have made serious inroads on the lands of the hill tribals. The plains tribals have also suffered by their lands passing into the hands of non-tribals notwithstanding the legal restraints on the transfer of tribal lands to non-tribals.

During the Study Team's visit to Kokrajhar sub-division (Goalpara district) the tribal leaders pointed out that 80 per cent of the tribal population did not either own land or if they did, the land owned was less than five bighas, an area too small even for bare subsistence. It was also pointed out that of late, the problem had assumed serious proportions as a large number of Pakistani migrants had been settled in the area. The reserved tribal belts had been allotted to these migrants who had started encroaching on the adjacent tribal lands. Though certain safeguards were provided by law, a large number of transfers of tribal lands to non-tribals had taken place taking advantage of the lacunae in the legal provisions. Due to non-availability of any more land for cultivation and for want of any other alternative source of livelihood, the affected tribals had started migrating to other places.

There had also been many cases of forcible eviction of tribals and settling of the emigrants from East Pakistan. About 700 people had been evicted in Lakhimpur district alone. The tribal leaders had led a delegation to the Minister for Revenue of Assam and also to the Prime Minister.

On enquiry, the Study Team found that although transfer of tribal land to non-tribals were not permitted by law; sale deeds were being generally registered by the local officers as there were certain lacunae in the existing rules. The plains tribal leaders complained that although the Scheduled Areas and Scheduled Tribes Commission which visited the State in 1961 had recommended that in order to overcome the deficiencies in law, the lands held by tribals in Belts and Blocks should be made inalienable, its recommendations had not been implemented by the State Government. The tribal leaders also pointed out that although some 42,000 acres of land had been de-reserved from the reserved tribal belts for cultivation, there was not a single local tribal among the allottees. The leaders demanded that a senior officer should be appointed to investigate the land problems of the tribals and suggest steps to ensure satisfactory working of the safeguards provided for the tribals under the law. The Study Team had also occasion to discuss the problem of land alienation with members of the Plains Tribes Advisory Council and State officials. The Study Team feels that as the evil of land alienation is deep rooted, a Committee consisting of local leaders and officials

should be appointed to investigate the causes of land alienation and allied problems and recommend to the Government measures for restoring on the one hand to the tribal owners lands which have been illegally alienated and on the other to prevent cases of land alienation in future.

B. PERMANENT SETTLEMENT OF VILLAGES

5.3 Another major problem brought to the notice of the Study Team related to the shifting of villages in United Mikir and North Cachar Hills district which is standing in the way of the permanent improvement of the economy of the tribals. The problem in Garo Hills district is the very small size of the villages and hamlets which consist of only four or five families. There are also a number of small villages, particularly in the interior areas of the United Mikir and North Cachar Hills district where there are no schools and medical units as these areas are not connected by roads and are, therefore, not easily accessible. The regrouping of all these villages and their permanent settlement thus becomes necessary for the uplift of the people and for improving the economy of the area as a whole.

5.4 United Mikir and North Cachar Hills district:
The reason for the desertion of the village sites by Mikir tribes is to be found in their superstitious beliefs. Whenever there is a death of an elderly person, the house is abandoned. Similarly, if there is an outbreak of an

epidemic or a death of a respectable villager, the whole village shifts to a new site as such happenings are considered as inauspicious. The sudden shifting of the villages results in the abandonment of developed jhum land and renders useless facilities like schools and dispensaries provided in the village. To tackle this problem, the District Council took up during the Second and Third Five Year Plans a programme for the setting up of model villages after reclaiming cultivable land and providing them with the necessary facilities. The scheme proved successful though desertions did occur in a few cases. The District Council could not however undertake the programme on a large scale due to shortage of funds, dearth of skilled staff and shortage of material and equipment.

5.5 For the setting up of model villages the Study Team suggests that only such areas should be selected where sufficient culturable land is available with perennial sources of irrigation. While planning these villages, some area may be earmarked for jhuming to enable the tribals, who are not accustomed to settled cultivation practices, to practise atleast during the initial stages, jhuming side by side with permanent cultivation. In course of time, as they get used to permanent cultivation, they will reduce progressively the area under jhuming. The control of jhuming in the tribal areas, it must be pointed out, involves a drastic change in the way of life of

the tribals. Settled cultivation is something new to them and they need assistance and guidance before they can acquire the techniques of settled cultivation. It is necessary for this purpose that an officer from the Agriculture Department should be posted in a model village to provide guidance to the newly settled families. The soil conservation and general agriculture departments should also introduce orchard cultivation and improved methods of cultivation of crops. Every model village should have its own village forest to check the tendency to encroach on reserved forests. Facilities like roads, schools, primary health centres, etc., should be provided. It is also necessary that a field welfare officer is appointed for these villages to look after the interests of families settled there. The Team feels that the model village scheme should receive high priority in a district like Mikir Hills as villages in the district are scattered and are generally of small size, consisting in some cases of 10 families or less. Since the State Government does not have the resources to finance a large scale programme, the Central Government should give reasonable financial assistance to the State Government for the purpose. The scheme should, however, be taken up in a phased manner and to start with only a few villages should be started on an experimental basis in each area. It is important to ensure success of the experiment as failure will make other villages shy away from the scheme.

5.6 The Team understands that the following surveys have been undertaken in the United Mikir and North Cachar Hills district:

- i) A survey of Rural economic conditions in Mikir Hills by Shri S.C. Sarma, Department of Economics and Statistics, Assam, 1955.
- ii) Kanther - Terong (A study of changes in Mikir Society, a village in the United Mikir and N.C. Hills) by Agro Economic Research Centre for North East India, Jorhat.
- iii) A socio-economic survey of United Mikir and N.C. Hills by B.N. Bordoloi, District Research Officer.

While these surveys contain useful information they have their limitations as they were undertaken mainly for the purpose of providing background material. The Team would, therefore, stress the need for conducting a comprehensive socio-economic survey of the district. The survey should take into consideration the topography and climatic conditions, nature of the soil, the traditional cultivation practices including jhuming, suitable cropping pattern, scope for minor and medium irrigation, feasibility of introducing new and improved methods of cultivation, traditional skills and scope for establishing small-scale and cottage industries and so on. An assessment of the human and material resources of the areas, the extent and manner of their current utilisation, potentialities of development through better utilisation of available resources, infra structure and investment requirements needed

to accelerate development should also come within the purview of such a survey. The data provided should be such as to facilitate the formulation of a perspective plan extending over a period of 10 to 15 years. The Team recommends that such a survey may be undertaken as a matter of priority so as to enable undertaking of schemes to meet the felt needs of the people as well as securing optimum utilisation of the local resources.

GARO HILLS DISTRICT

5.7 As pointed out earlier, in the district of Garo Hills, villages are very small. Some of these hamlets consist of barely four to five houses. Most of these villages are situated on hill tops where provision of civic facilities is difficult. The cultivable lands are situated down below in the valleys and are far away from the hamlets. Jhuming is the main method of cultivation and is widely practised in the district. It is not, therefore, practicable to undertake any permanent improvements in the jhum lands.

5.8 To deal with the problem of jhuming, the approach of the District Council of Garo Hills was to regroup the entire population living in hamlets consisting of less than 20 households and settle them in bigger villages. It was proposed that these villages should be located in the valleys where sufficient cultivable lands were available. The Study Team understands that a detailed

plan for the shifting of these villages has been submitted to the State Government and that the State Government are examining its practical aspects and in particular, the difficulties likely to be encountered in its execution. During its visit, the Study Team took the opportunity of cautioning the district authorities on the need for avoiding any large scale shifting of villages in the initial stages of the plan. As the regrouping will involve lot of shifting and heavy expenditure, it may not be possible for the State Government or even the Central Government to provide the finances needed for such an ambitious scheme. Even if funds are made available the failure of the programme of regrouping would cause a revulsion of feeling amongst the tribals and bring the whole scheme into disrepute. The loss of confidence in the executing authorities which is bound to result from such a failure may jeopardise the success of other development programmes that may be undertaken in the area. The Study Team, therefore, recommends that only pilot schemes of regrouping of the villages should be taken up, to start with. To ensure success, the schemes should be preceded by a socio-economic survey. If successful, the pilot schemes will attract the other villagers and the programme of regrouping can be expanded gradually to cover all the villages in the district.

5.9 The suggestions made by the Team with regard to model villages in para 5.5 will be equally applicable to the scheme of regrouping of villages.

C. Indebtedness

5.10 Indebtedness is a serious problem among the tribals in the State. It is widespread and chronic and is attributable mainly to their poor economic condition coupled with lavish spending at tribal rituals and ceremonies. The exploitation of tribals in the plain areas where they live interspersed with the general population is far more than in the hill areas. It is estimated by the State authorities that the moneylenders meet as much as 80 percent of the credit requirements of the tribals, the balance of 20 per cent being met by the cooperatives. This is because no taccavi loans are being given by Government except distress loans at the time of floods and natural calamities. The credit advanced by the cooperatives is only for agricultural purposes as under directions of the Reserve Bank of India cooperatives are expected to provide finance for productive purposes and no other. There is no other institutional agency in the tribal areas for the provision of credit for non-productive purposes.

5.11 Surveys: Although the State Tribal Research Institute has not taken up any evaluation studies regarding indebtedness, information in regard to indebtedness among the tribals has been collected during the course of socio-economic surveys and by Committees appointed by the State Government.

5.12 Among the enquiries conducted by Committees may be mentioned the enquiry conducted by the Jute Enquiry Committee which went into the question of indebtedness among the tribals who had taken up cultivation of jute. A Study Team of the Cooperation Department enquired into the problem of indebtedness in Kokrajhar Sub-division of Goalpara district which is predominantly inhabited by tribals. The following are the main conclusions which have emerged from these studies:

(a) The private moneylenders are operating in the tribal areas on the basis of a system known as "Dadan".

(b) Under this system, the money is given by the private moneylenders against the advance sale of the future crops by the tribals.

(c) The rate of interest is usually very high and sometimes it is realised in kind, i.e., in terms of maunds of paddy. The Team found that the rate of interest varied between one and half to two maunds of paddy for a sum of Rs.20/-.

(d) In certain areas, Kabuliwallahs (Pathan moneylenders) operate. They also charge interest at high rates varying from 30 per cent to 40 per cent.

5.13 Information relating to rural indebtedness was collected by the State Department of Economics and Statistics during the surveys undertaken between 1958 and 1964 in three hill districts of the State, namely,

Garo Hills, United Khasi and Jaintia Hills and Mikir and North Cachar Hills.

5.14 A socio-economic survey of the Garo Hills district was conducted in 1961. The percentage of indebted families to the total number of families in Border areas* (within projects)**, Border areas (outside projects), Non-Border areas (within projects) and Non-Border areas (outside projects), as revealed in the Survey was 23.95, 52.32, 24.44 and 3.88 respectively. The average amount outstanding per indebted family in Border areas (within projects), Border areas (outside projects), Non-Border areas (within projects) and Non-Border areas (outside projects), was Rs.226.28, Rs.108.55, Rs.100.12 and Rs.86.00 respectively.

5.15 A rural economic survey in United Khasi and Jaintia Hills, was undertaken in 1958. The percentage of indebted families in Border areas, project areas and General areas of the U.K. & J. Hills district, as depicted in the said survey, was 62, 50 and 28 respectively and the average amounts outstanding per indebted family Rs.251.25, Rs.277.98 and Rs.180.08 respectively.

5.16 The economic survey in United District of Mikir and North Cachar Hills undertaken in 1964 reveals, among other things, that the average amount of loan outstanding per family in rural areas was Rs.19.94 compared to Rs.1030.69, being the average annual income(net) per family.

* Areas bordering Pakistan

** Community Development Blocks.

5.17 Legislation: There is no special law or machinery in the plains districts in the State to protect the tribals against exploitation by moneylenders. There are, however, two general Acts in force, namely the Assam moneylenders Act, 1934*, and the Assam Debt Conciliation Act, 1936**, which are intended to protect all sections of the people, including the Scheduled Tribes. But these Acts have not proved effective. The main lacuna in the Assam Moneylenders Act was that it did not provide for the registration and control of moneylenders; nor was there any provision for the checking of their account books. There was also no special machinery to watch enforcement of the various provisions of the Moneylenders Act. The Assam Debt Conciliation Act, 1936, also suffered from certain limitations. Under this Act, debt relief was to be given by Conciliation Committees, but these Committees did not function effectively.

5.18 To plug the loopholes in the existing legislative provisions, the State Government have brought forward legislation to amend the Assam Moneylenders Act, 1934. The

* The Assam Money Lenders Act, 1934 was barred in the areas now Autonomous Districts of Assam by virtue of notification No. 2316-A.P. dated the 3rd April, 1935, issued under the Assam Frontier Tracts Regulation, 1880(II of 1880). The said notification of 1935 continues to be valid in view of the provisions under Article 372 of the Constitution.

** The Assam Debt Conciliation Act, 1936 is not applicable to the Autonomous Districts of Assam, as it was not specially extended thereto under the Scheduled Districts Act, 1874, read with section 14 of the Assam General Clauses Act, 1915.

amending Bill which provides for the registration of money-lenders, checking up of their accounts and other matters connected therewith was introduced in the State Assembly in 1968 and has been referred to a Select Committee.

5.19 The State Government have decided to entrust the work of enforcement of the Moneylenders Act to the officers of the Cooperation Department and are also considering the question of having debt relief legislation.

5.20 Under para 10 of the Sixth Schedule to the Constitution the District Councils have been given powers to make regulations for the control of moneylending and trading by non-tribals in their areas. In pursuance of these powers, the Mizo and Mikir Hills District Councils have made separate Regulations for the regulation and control of moneylending by non-tribals in their respective districts. Similar Regulations have not however been issued by any other District Council. There is need to introduce Regulations for the regulation and control of moneylending in the other Hill districts as well. The Team is glad to know that the State Government have impressed on the District Councils who have not passed such Regulations the need for doing so.

5.21 Need for Special Agency: It is the considered view of the State Government that to combat the problem of tribal indebtedness a special agency should be set up in the State for the grant of loans to the tribals for productive as well

as for non-productive purposes. The Team is in entire agreement with this view. It is also important that loans should be advanced for the liquidation of old debts. These may have to be long-term loans as it may not be possible for the tribals to repay the short-term loans for productive purposes and their old debts in a single instalment.

As the risk of loss through overdues and irrecoverable amounts is likely to be fairly high on account of various hazards such as floods, drought, lack of irrigation facilities, damage by wild animals, etc., it will be necessary for the State to guarantee the loans which the proposed agency grants to the tribals. As relief from indebtedness is a pre-condition for the social and economic advancement of the tribals the Team recommends that early steps may be taken to set up a Tribal Debt Redemption and Loans Board in the State. To start with, the Board may take up a pilot scheme in a few selected tribal villages for the liquidation of old debts of the tribals and also to advance short-term loans not only for productive, but also for non-productive purposes connected with obligatory tribal customs and usages.

5.22 The Team cannot emphasise too strongly the need for the redemption of past debts as otherwise the loan advanced by the Board is likely to go towards repayment of old loans taken by the tribals from moneylenders. The tribal cannot do without credit and as he cannot approach

the Loans Board for a second loan for the same purpose he will be forced to go back to the moneylender who is ever ready to oblige him. It is idle to expect any measure of success in tackling the problem of indebtedness if a situation is allowed to continue which enables the moneylender to perpetuate his hold on the tribal. Details regarding the provision of funds and the recovery of loans may be worked out by the State Government after a socio-economic survey of the villages selected for the introduction of the pilot scheme. Side by side with the provision of credit, it will be necessary to undertake propaganda through the publicity machinery of the State Government, local leadership and voluntary and non-official agencies, to dissuade the tribals from incurring unproductive expenditure and educate them on the advantages of approaching Government agencies such as Cooperatives and Loans Boards for their credit requirements instead of rushing to the moneylenders for loans.

Chapter VI

AGRICULTURE

6.1 Agriculture constitutes the very base of the economy of the State and is the mainstay of 72 per cent of the population of the State. As stated earlier, according to the 1961 Census, 68.34 per cent of the working force of the State was engaged in agriculture (64.69 per cent as cultivators and 3.65 per cent as agricultural labourers). Agriculture is even more important for tribals than for the general population as the employment opportunities for the tribals in occupations requiring skill are relatively few. Against 68.34 per cent of the total working force in the State who are engaged in agriculture, 88.68 per cent of the total tribal workers are agriculturists, - 85.53 per cent as cultivators and 3.15 per cent as agricultural workers. As compared to 72 per cent of the total population of the State dependent on agriculture, the percentage of tribal population dependent on agriculture works out to 93.

6.2 The agricultural methods in the valley areas differ from those in the hill areas. In the valley areas agricultural practices follow broadly the pattern in other plains areas of the country - ploughing by bullocks, sowing the seeds, manuring etc. Mechanised cultivation is still not common among the average cultivators in the valley areas.

6.3 In the hill districts the widely prevalent method of agriculture is 'Jhuming'. The practice, however, differs from district to district according to topography and type of the soil though broadly it involves clearing of jungles, preparing virgin land for cultivation for a certain number of years, and abandoning the same for the growth of the jungle to enable the soil to regain its exhausted fertility. In hill district like Garo Hills where the hills have gentle slopes with very rich soil-cover overgrown with shrubs and scrub grasses, jhuming is easier. Vast areas in the district are burnt during the months of February and March when fields are prepared for cultivation. Plough and bullocks are used wherever possible. In the Mizo district, however, where mountains are high and the entire district is formed of steep hills and narrow valleys, jhuming is more difficult as a lot of labour is involved in preparing seed beds in view of the scarcity of levelled land for cultivation. In this area jhuming includes burning and cutting of trees in jungles and the removal of heavy trunks and stumps. The levelling of land is an additional requirement before the sowing of seeds. The implements used for jhuming in this district are an ace or dao for cutting the trees and shrubs and a kudali for digging and tilling the soil. Except in two or three valley areas, there is not much scope for the use of bullocks or he-buffaloes in agricultural operations in the Mizo district.

6.4 Crops: Rice is the main crop both in the plains and valley areas and is the staple food of the people throughout the State. In fact rice occupies the largest area under any single crop and constitutes as much as 98.56 per cent of the area under cereals and millets. The other food grain crops grown are maize, small millets and pulses. Jute is an important fibre crop and is grown only in valley areas. The second important fibre crop is cotton. Garo cotton is the pride of Garo Hills district. Rapeseed and mustard are important oil seed crops. Among the other oil seed crops grown in the State are sesamum, lin-seed, castor and among the more important cash crops are potato and sugarcane, the former being a popular crop of Khasi and Jaintia Hills district. Tobacco is also an important cash crop and has a place in the agricultural economy of the State.

Agricultural Development Programmes
during Five Year Plans

6.5 Plains Areas: Special programmes of agricultural development in plains areas inhabited by the tribals have, however, not made much headway during the Five Year Plans. A tribal cultivator, generally speaking, lags far behind other cultivators in the plains areas because of his poverty and inability to find the resources needed for taking to improved agricultural practices. Compared to the development of agriculture in the hills, the development

of agriculture in plains areas inhabited by the tribals presents a better picture. Though the tribal cultivators in the plains are much more backward than the non-tribal cultivators, they are generally better cultivators than the tribals in the hills.

6.6 Hill Areas: The main problem of agricultural development in the hill areas is the practice of shifting cultivation on hill slopes. This practice is denuding the good top soil and causing many perennial streams to dry up. To control jhuming the approach of the State Government aims at providing alternative lands with irrigation facilities for wet paddy cultivation. This will help to draw away a certain percentage of tribals now engaged in shifting cultivation to a permanent and settled form of cultivation. The economic condition of the cultivators will be further strengthened if cash crops like fruits, cashewnut, betelnut, black pepper, coffee, para rubber, etc., are introduced on the exhausted and abandoned hill slopes.

6.7 Agricultural production programmes undertaken in the hills are mainly intended to improve the production of various types of crops by offering inducements to adopt permanent and improved types of cultivation, - reclamation, irrigation, use of improved seeds, fertilisers and pesticides, etc. To assist the agriculturists, seed farms have been established in the hill districts and godowns

constructed for the storage and timely supply of seeds, fertilisers, etc. Research and Training facilities are also provided to progressive farmers in all the hill districts.

6.8 Soil conservation programmes in the hill areas provide mainly for the plantation of abandoned 'Jhum' lands, preparation of terraces with provision for irrigation facilities wherever possible, development of cash crops like cashewnut, coffee, para rubber, arecanut etc., and fodder development to prevent uncontrolled burning of forests by professional graziers. The establishment of a Regional Research Station with sub-stations is also proposed to evolve effective soil conservation measures applicable to different types of terrains and soil and climatic conditions.

6.9 Since the problems of agriculture and allied fields differ from one hill district to another, a districtwise description of problems, progress of development, suggestions and recommendations of the Study Team formulated after discussion in the course of its visits to these districts are given in the succeeding paragraphs.

GARO HILLS DISTRICT

6.10 Progress during First and Second Five Year Plans:

During the First and Second Five Year Plans the State Government introduced certain improved methods of

cultivation for increasing food production. These included the use of fertilizers, improved agricultural implements, introduction of Japanese method of paddy cultivation in border areas and foot hills and use of pesticides and technical devices for protection of crops from various pests and diseases. Subsidies, both in kind and cash, were provided for growing cash crops such as jute, cotton, mustard, pine apples etc. Irrigation facilities were provided by constructing small dams or bunds across streams for wet cultivation. Many areas were reclaimed and made fit for cultivation. Terracing was introduced in the hill slopes and subsidies were given to cultivators who adopted this practice.

6.11 One Seed Farm and three Demonstration Farms were established during the period. Two Horticulture Nurseries were also established out of which only one is in existence at present. Agriculture Inspectors and Demonstrators were appointed to conduct demonstrations at various centres and popularise improved agricultural methods and practices among the villagers.

6.12 Progress during Third Five Year Plan: During the Third Five Year Plan the existing Seed Farm, Demonstration Farms and Nurseries were strengthened. Liberal subsidies and loans were given for increasing agricultural production and growing fruits and plantation crops.

6.13 After discussions with officials and non-officials, the Team came to the conclusion that the age old and outdated method of 'Jhuming' was mainly responsible for the slow growth of agriculture in the district. Sufficient means of irrigation had not been developed during the three Five Year Plans. No survey of the irrigation potential in the area and the possibilities of development had been conducted.

6.14 Soil Conservation: The Department of Soil Conservation introduced the cultivation of cashewnuts, coffee, black pepper and rubber but as this did not produce encouraging results it concentrated its attention mainly on the reclamation of virgin lands for cultivation. The National Christian Council has taken up a land reclamation scheme which has been very successful.

6.15 Animal Husbandry and Veterinary: The Department of Animal Husbandry and Veterinary is doing mainly veterinary aid work. There is no cattle farm in the district and improved animals for distribution are brought from other districts of the State. The Team feels that the present arrangements are not satisfactory and that steps should be taken to set up a Cattle Farm in the district.

6.16 Fisheries: The Department is mainly concentrating on the supply of fish seed and on the survey of areas for pisciculture. It also grants subsidies to Fisheries and cooperative societies formed for promoting pisciculture.

6.17. The Study Team makes the following recommendations for accelerating the pace of development of agriculture in the district:

1. A socio-economic survey of the district should be undertaken for assessment of needs and problems of the people and to ascertain the agricultural potential in the district. Future planning for the district should be based on the results of such a survey.
2. Demonstration Centres at suitable places should be established for demonstrating to the people methods of controlling jhuming such as terrace cultivation. The Government should provide the necessary facilities to the cultivators who take to terracing. As there is a likelihood of a fall in yields in the initial stages and the emergence of some other discouraging factors, the cultivators should not be left to themselves to experiment but should be given the necessary guidance and help.
3. The selection of pilot settlement schemes should be made jointly by Government officers and non-officials and the proposals should be approved by the District Development Board.
4. Land reclamation schemes like the one undertaken by National Christian Council, should be taken up in areas where flat lands offering scope for irrigation facilities are available. A survey to locate such areas should be undertaken on a priority basis.
5. Government should take steps to ensure that areas reclaimed at considerable cost are not abandoned after a few years.
6. Reclamation schemes should be taken up on hills where sufficient land is available and where rainfed crops could easily be grown. A survey should be taken up to locate such areas.
7. A survey of irrigation potential should be conducted with a view to taking up irrigation works in the district.
8. A cattle farm should be established in the district for the supply of milch, draught and breeding animals.

UNITED KHASI AND JAINTIA HILLS DISTRICT

6.18 The main crops raised in the area are paddy, maize, potato and millets. Arecanut, oranges and pine apples are grown in abundance. Although considerable money has been spent during the Plan periods on agriculture, there has not been much progress in terms of physical achievements. There are no pucca irrigation facilities in the Jowai sub-division. The temporary embankments constructed are washed away during the floods and fresh embankments have to be put up every year. Some permanent methods of irrigation should, therefore, be provided in the sub-division.

6.19 The people along the Indo-Pakistan border do not grow food crops. They grow only fruits and plantation crops. There are difficulties in the marketing of the produce as the areas are not served by good roads, while Gauhati and Calcutta, the main consuming markets are far away. The only life line of communication in the area is the road from Jowai (sub-divisional headquarters) to Dawki. There is just a 19 mile stretch of road along the Indo-Pakistan border where heavy vehicles can ply. To improve the economic condition of the people living in this area, improvement in communications and adequate transport arrangements for the marketing of the produce is an urgent necessity.

6.20 People are generally not aware of the existence of a scheme for the grant of agricultural loans and the few who apply for loans are not aware of the procedure. The applications have to be submitted through the District Council as, under the rules governing the grant of loans, some of the particulars given have to be certified by an official of that body. While the officer in-charge informed the Study Team that only one application had been received and the loan had been granted, the Council officials stated that many of the applications forwarded by them had been rejected as applications had been forwarded to the State Government direct and not through the local officer who is required by the State Government to offer his remarks regarding the soundness of the purpose for which the loan is required. The Team is unable to understand why the applications should have been summarily rejected. They should, on the other hand, have been forwarded to the officers concerned for comments and then dealt with on the merits of each case.

6.21 A rural economic survey was conducted by the Directorate of Economics and Statistics in the district in 1958. This survey was, however, undertaken for a limited objective, namely to obtain a broad picture of the economic conditions in the rural sector with special reference to the border areas in order to bring to light the difficulties and sufferings of the border people consequent on the adverse

effects on trade in the border markets following partition. There is need for undertaking a fresh socio-economic survey jointly by technical officers of the different departments on a broader basis to collect further data in order to draw up an integrated programme of development for the district.

6.22 The Study Team recommends that:

- i) Permanent irrigation works should be constructed wherever possible so that the expenditure on Katcha works, which are washed away every year during the floods, is kept to the minimum.
- ii) Proper arrangements for the marketing of oranges, pine apples and other fruits grown in the border areas should be made. For this purpose the State Government may either provide adequate transport facilities or arrange for the purchase of the produce in bulk by a Governmental agency.
- iii) To enable the producers to get a better price, the State Government should examine the possibility of setting up cold storages at central places where villagers can store their produce on nominal charges. At present, they are obliged to sell to traders, however low the prices offered to them, as fruits are a perishable commodity and, in the absence of cold storages cannot be stored for any length of time. The feasibility of setting up a Canning Factory at a central place may also be examined.
- iv) Adequate publicity should be given regarding the loan facilities by the development staff to enable the people to take advantage of the scheme. The procedure should not be cumbersome as at present and should be streamlined.
- v) A socio-economic survey should be conducted by a joint team of experts of Agriculture, Soil Conservation, Irrigation and other development departments. If necessary, some non-officials may also be associated with the survey.

UNITED MIKIR AND NORTH CACHAR HILLS DISTRICT

6.23 Development programmes taken by Agriculture Department

The Department of Agriculture has been supplying seeds, fertilisers, insecticides, etc., to the cultivators and trying to popularise improved methods of agriculture. It has introduced wet rice cultivation in areas with irrigation facilities. The other activities of the Department include demonstration of improved methods of cultivation and providing special incentives for the cultivation of cash crops like jute, sugarcane, cotton and potato and for growing vegetables and certain other horticultural crops. The Department has started a number of seed farms and nurseries and constructed a few godowns.

6.24 The practice of Jhuming is fairly widespread in the district and only a small majority of people are now practising wet cultivation. Terraced cultivation is also in vogue in a limited form in some areas. The effect of 'Jhuming' on the economy of the district has no doubt been harmful as it has denuded the district of its forest wealth and given rise to the problem of soil erosion which is quite serious in some areas. While many changes have taken place in the post-Independence period in the social and economic life of the people, 'Jhuming' has continued to persist in its old form. The Study Team is aware that 'Jhuming' cannot be stopped overnight

but it feels that it ought to be controlled and regulated and measures taken simultaneously to wean away the tribals from this practice by providing them, wherever feasible, alternative land suitable for permanent cultivation.

6.25 Irrigation: The district is flanked by Khasi and Jaintia Hills and falls in the rain shadow belt. The annual rainfall in the area varies from 36" to 40". No major irrigation projects were constructed in the district during the First and Second Five Year Plans but some 77,000 acres have benefited by medium irrigation projects - Langferdam and Birjan Irrigation Schemes and others - constructed during the Third Five Year Plan. A medium irrigation project, namely the 'Jamuna Irrigation Project' is now under construction but the bulk of the irrigation benefit under the scheme will go to the neighbouring areas. It appears that there is considerable scope for developing irrigation facilities but no survey of irrigation potential of the entire district has been conducted. The Team suggests that such a survey should be undertaken without delay.

6.26 Soil Conservation: The Department of Soil Conservation is mainly responsible for land development, afforestation, introduction and development of cash crops, extension works under loan-cum-subsidy schemes, pasture

development and agronomical demonstration in respect of maize and paddy crops.

6.27 Animal Husbandry: The tribals of the district rear cows, pigs and poultry of the indigenous variety. Cows are not reared for their milk. Cattle rearing is for meat or draught purposes. Pigs and poultry are also raised for domestic consumption only.

6.28 The cattle development programme provides for the distribution of improved breed of animals and establishment of a Sheep Breeding Farm for distribution of improved acclimatised progeny. Two Poultry Farms are being established in the district. The Department has established a milk colony for the supply of milk to consumers. To provide veterinary aid, four Veterinary Dispensaries in the North Cachar Hills sub-division and another four in Mikir Hills sub-division have been established. In addition, there are thirteen Veterinary Aid Centres in the district, eight situated in Mikir Hills sub-division and five in North Cachar Hills sub-division.

6.29 Fisheries: The Department of Fisheries which was started in the district in the year 1960-61 is mainly concentrating on fish seed production and distribution, fish farming, development of 'Beels', providing financial assistance to Fisheries Co-operative Societies and imparting fisheries training.

6.30 In the light of the discussions held during its visit, the Study Team makes the following recommendations:

1. A socio-economic survey of the district should be conducted by a Team of officers drawn from the Agriculture, Soil Conservation, Irrigation and other development departments to assess the needs and problems of the people and deciding the priorities of plan programmes.
2. The Department of Soil Conservation should take up more schemes of land development and reclamation of waste lands. The reclaimed lands should be provided with irrigation facilities wherever possible.
3. A survey of irrigation potential of the district should be undertaken and additional irrigation facilities created on the basis of such a survey.
4. Adequate facilities including financial assistance and technical guidance should be provided to ensure success of the cultivation of crops like jute, sugarcane, potato, cashewnut and black pepper. Adequate cold storage facilities should be provided to the cultivators in suitable places, where power is available, for the storage of fruits. Assistance should be given in regard to the storage and marketing of the products grown in the area to the cultivators.

MIZO DISTRICT

6.31 Agriculture: Barring a few villages here and there which may be regarded as self-sufficient in food, the district as a whole is not self-sufficient in food production. In Aijal sub-division only two villages are self-sufficient in food. Since the entire district is formed of steep hills and narrow valleys, the development of agriculture presents a serious problem. The

primitive method of jhuming is practised widely but the produce from jhum lands is not sufficient to sustain the local population. There is no immediate remedy for jhuming in the district as hill slopes are very steep and do not lend themselves to terracing. The Joint Centre-State Team had recommended that agro-forestry cash crops like coffee and cashewnut should be planted in the upper slopes of the 'jhum lands' to arrest the erosion of the lower slopes. The Team had also recommended that villagers should be settled in the lower slopes for 'jhuming' but the recommendation has not been favoured by the local inhabitants for reasons of security.

6.32 As, in view of the terrain, 'jhuming' has to be tolerated and cannot be stopped, the only way of improving agriculture in the area is to induce the villagers, by the offer of financial assistance and technical guidance, to take up the cultivation of lower slopes which may, if necessary, be allowed to be jhumed initially and later terraced. To enable them to assess the relative merits of terrace and jhum cultivation a part of the area may be thrown open for their traditional jhum cultivation and the rest terraced. When they see for themselves that terrace cultivation gives better results in the shape of higher yields they will voluntarily give up jhum cultivation in favour of cultivation on terraced land.

6.33 There are a few small flat patches in the district situated in the midst of hills and narrow valleys. Covered with a thick layer of rich alluvial soil, they are at an elevation of about 4,500 feet and are surrounded by hills which slope gently towards the plains stretches. They are, however, generally very steep, often precipitous, on the outer side. The largest of these plains is Champhai which has a length of about seven miles and at the widest part is nearly three miles across. Situated on the eastern boundary of the district bordering Burma some 50 miles from Aijal, almost the entire plain has been converted into wet rice fields. Another plain at Vanlaiphai some 50 miles south east of Aijal is about 6 miles long and from a quarter to half a mile in width. The major part of this plain has also been converted into rice fields. There is also a plain at Thenzawal, about 55 miles south of Aijal. Except for a few experiments, no attempt has been made to bring this stretch of flat land under cultivation for want of machinery and equipment. The Team recommends that an adequate number of tractors should be supplied to the Mizo District Council for reclaiming the flat areas near Champhai, Thenzawal and Vanlaiphai and making them fit for cultivation. The Team would like to point out that these are the only areas in the district available for wet rice cultivation.

6.34 Piggery and Poultry: Some pigs of Yorkshire breed have been distributed among the villagers on a subsidised basis but the feeding of these improved breeds which need special feeds presents some difficulty. For this reason, they are not popular with the villagers. Competing claims of the local breed whose pork tastes better is also standing in the way of the popularity of the exotic breed.

6.35 20 Poultry Units were established during the year 1967-68 in the district covering 12 Protected and Progressive Village centres. The staff posted at these units number 12. The setting up of a poultry farm has been proposed, but the proposal has not made much headway because of the difficulty in acquiring suitable land for the purpose.

Chapter XVII

FORESTS

7.1 Development of forest resources is essential not only as a means of increasing the resource potential of the State but also for protective purposes as the area is subjected to heavy soil erosion due to rains and floods. Scientific exploitation of forests can go a long way in raising the income of the tribal people the bulk of whom live in the hills and forest areas. Although over one-third of the area of the State has been classified as forest, the area permanently under forests is only 12 per cent. This gives an indication of the leeway that has to be made up in the task of forest development in the State.

7.2 The forests in the State are broadly divisible into three categories. Under the first category come the Reserve forests constituted from time to time. In these forests, the tribals have no rights of grazing, collection of minor forest produce, cutting of timber, etc., barring a few forests where, at the time of the constitution itself, rights were conferred upon the inhabitants of the adjoining village or villages in respect of grazing or collection of fuel. These rights have been conceded both to the tribals and non-tribals on the basis of the area being adjacent to the Reserve forests. Under the second category come the 'Unclassed State Forests'. In these forests, all settlement holders of land in the neighbouring areas enjoy the right of grazing and the right of collection of fuel and tarja (reed used for walls), timber posts of unreserved species etc. This right is available on an area basis and not on the basis of tribals or non-tribals. Private forests

are the property of the owners and the tribals have no rights in them. There are certain forests in the hill districts belonging to the various clans in which the rights are regulated according to the tribal customs and law. The tribal Chiefs have the powers of supervision and management in respect of such forests. Yet another category of forests are the protected forests which cover only a very small area in the State. The areas under the different classes of forests in the State are given below:

(figures for 1964-65)

Reserved Forests	6242 sq.miles
Unclassed State Forests (including unclassified Forests under Autonomous District Councils covering an area of 6284 sq.miles)	9661 sq.miles
Protected Forests	110 sq.miles
	<hr/>
	16,013 sq.miles
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7.3 Administration of Forests: The pattern of Administration of the Forest Department is similar to that prevailing in other States. The Head of the Department is the Chief Conservator, who is assisted by Conservators. At the district level, the Divisional Forest Officers are in charge of the Forest Divisions. The division is divided into ranges, each in the charge of a Range Officer and a Range is divided into beats, each in the charge of a Forest Officer who is assisted by Forest Guards. Of the various categories of forests only the Reserved Forests fall under the direct control of the State Government. The major forest areas in Autonomous Hill Districts are under the control of District Councils which have no agency for their conservation and scientific management. As a

result, extensive areas under forests in the State are without working plans and are not being worked either systematically or scientifically. The development of forests is a specialised job which needs substantial resources. The Team, therefore, recommends that while the control of these forests may continue to vest in the District Councils and the right of royalty may be retained by them, their systematic working should be entrusted to the State Forest Department on their behalf in the overall interest of the entire community. It is not possible, as things stand at present, for the Forest Department to take up the scientific working of these forests as the Jhum lands of tribals are also situated in them. It is, therefore, necessary that the District Councils constitute their own Reserved Forests from out of these Forests and thereafter entrust their working to the Forest Department as proposed above.

7.5 Working of Forests: Forests are mostly worked through contractors,

There are also a few forest labour cooperatives. The agreement executed with the contractors, provides that the contractors should utilise, in the execution of the contract, local labour which in the majority of cases consists of tribal people. The forest

cooperatives are ~~organised on the basis of the accepted~~ principles of cooperative organisation and adequate safeguards are taken to ensure that they consist of actual forest labourers and that there

is no scope for exploitation by the contractors. The cooperatives of the tribals are allowed concession upto 10% below the highest bid offered, the concession being available in respect of contracts upto a limit of Rupees one lakh.

7.6 The policy of the State Government is to accord preference to the members of the Scheduled Tribes and Scheduled Castes in the matter of the award of contracts in respect of forests. Under this policy, a concession of $7\frac{1}{2}$ per cent is available to the tribals in regard to forest contracts. In other words, a tribal tenderer can get a contract if his bid is within $7\frac{1}{2}$ per cent of the highest bid.

7.7 The State Government has taken steps to provide employment opportunities to the tribals in forests by giving concessions in the matter of award of forest contracts to individual tribals as well as to cooperative societies formed of tribals.

7.8 Forest Development Schemes: The schemes under the Forest Department relate mainly to replantation, regeneration of forests and the development of communications. They have not, in any way, impinged upon tribal rights. Shifting cultivation is being practised by the tribals in the Sixth Schedule Areas. The District Councils have taken up various measures for controlling shifting cultivation. The schemes taken up in this connection are (a) grant of financial assistance to the District Councils for setting up settled villages, (b) propagation of improved agricultural practices and soil conservation measures among tribals and (c) improving the jhuming practice. The Soil Conservation Department has also taken up various schemes to control jhuming. The response of the tribals to these measures is reported to be encouraging.

7.9 It was brought to the notice of the Team that the existing communications in the tribal areas in general and forest areas in particular were not adequate. The improvement of communications is of utmost importance in the tribal areas as in their absence, efficient conservation and economic exploitation of forest resources cannot be ensured.

Chapter VIII

COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND COOPERATION

A. Community Development Blocks

8.1 As in other parts of the country the programme of Community Development was launched in Assam in 1952. 26 Community Development Blocks were opened during the First Plan. By the end of the Third Five Year Plan, the entire rural areas of the State had been covered by Community Development Blocks. There are in all 162 Blocks - 42 in the hill districts and 120 in the plains districts. The stage-wise position of these Blocks, as on 1st April 1968, is given below:-

Stage I	35 (including 26 T D Blocks)
Stage II	64½ (including 16 T D Blocks)
Post Stage II	62½ (including 7 T D Blocks).

Total: 162 (including 49 T D Blocks)

8.2 The Community Development Programme provides for the all-round development of rural areas. The main emphasis is on the improvement of agriculture which is the mainstay of people while other aspects of development such as health and sanitation, education, social education, arts and crafts, etc., also occupy an important place in the programme.

8.3 Six out of the 42 Community Development Blocks opened in the hill areas of the State were brought under the Special Multipurpose Tribal Development Programme during the Second Plan and the remaining 36 Blocks during the Third Plan. The plains districts, which have also a considerable tribal population, have in all seven Tribal Development Blocks.

8.4 Of the 42 Blocks in the hill districts, 6 had at the time of the Teams' visit, already entered the post-stage II both as C.D. and T.D. Blocks. They had ceased therefore to be eligible for schematic funds from the Union Departments of Community Development Programme and Social Welfare under the Community Development Programme. The Joint Centre - State Study Team, however, had recommended that all Blocks in hill areas should be reverted to Stage I with a provision of Rs. 1.00 lakh for schemes and cost of staff as for Stage I Blocks (and additional allocation of Rs. 2 lakhs per year for T.D. programmes under the Centrally sponsored schemes) to accelerate progress and to reduce the present disparity in development between plains and hill areas. It is a matter of regret that the recommendation of the Joint Centre-State Study Team has not yet been implemented. In the case of post-stage II T.D. Blocks, however, the Team understands that the Government of India have agreed to the allocation of Rs. 2 lakhs per Block, a sum admissible to stage I T.D. Blocks. It is the considered view of the State Government that to attain even the minimum standard of development as envisaged by the Joint Centre-State Study Team, the hill areas must go through a period of intensive development and that for this purpose the funds needed for the purpose should be provided by the Government of India. The Team agrees that the State cannot bear the entire financial burden involved in the effort and trusts that in view of the special problems and needs of the hill districts the request of the State Government for a larger measure of Central assistance will receive the sympathetic consideration of the Government of India.

8.5 The 7 T.D. Blocks in the plains areas are located in the districts of Goalpara (3), Kamrup (2), Darrang (1) and Lakhimpur (1). Of these only one Block is in Stage II. The 7 T.D. Blocks cover a population of about 2 lakhs of plains tribals as against their total population of 9.53 lakhs. Thus the vast majority (79 per cent) of the plains tribal population has not received any benefits under the programme. This is because the tribals in the plains districts generally live interspersed with the general population and most of the areas inhabited by the plains tribals do not fulfil the criteria governing the opening of Tribal Development Blocks namely, two-thirds or more tribal population, viability to function as an administrative unit and a population of about 25,000 etc. The Team, therefore, suggests that, in the case of plains districts, either the norms for the opening of T.D. Blocks should be relaxed or ad-hoc assistance may be given to the State Government by introducing the Sub-Blocks Scheme as has been done in West Bengal.

8.6 A list of T.D. Blocks with details of area, population, tribal population, date of opening/conversion into T.D. Blocks etc. is given in Annexure VIII. It will be seen that the area of most of the Blocks is too large for proper administration. Though the population covered by the Blocks is relatively small, it is hardly possible for the Block staff to cover all the villages in view of the vastness of the area, scattered nature of the villages separated by long distances and inadequacy of communications. It is distressing to note that although the Joint

Centre-State Study Team had recommended ^{the} opening of new Blocks, their recommendation has not been implemented so far.

8.7 During its visit to the Garo Hills district the Study Team was informed that the Block Agency had been successful in introducing improved methods of cultivation by supplying fertilisers and improved seeds and implements. The use of irrigation had made an impact on the economy of the people and they had started making demands for more and more irrigation facilities. While the Block programmes had helped to improve agriculture they had not made any impact on certain other sectors of development like industry, poultry, fishery, etc. The relative failure in those sectors is attributable to the fact that the schemes taken up under these sectors did not fully reflect the needs of the tribals. The Study Team suggests that only schemes which are really useful and of immediate benefit to the people should be undertaken by Block Development authorities to start with. A socio-economic survey should precede the planning of development programmes and the set pattern of T.D. Schemes should be oriented to suit the needs and problems of the local people.

8.8 It was brought to the notice of the Team that there was a complete lack of co-operation and absence of coordination between neighbouring Blocks in respect of schemes such as road communication, irrigation, etc. Under the existing set-up, each Block tends to work in isolation and takes up schemes for implementation within the respective Block boundaries. It was represented

to the Team that if integrated plans were formulated the area as a whole would stand to benefit without much additional cost. Thus in the case of roads, the utility of a road constructed in one Block could be greatly enhanced if simultaneous action is taken by the other Block to extend it further so as to connect it with district headquarters or some other important place depending upon the needs of the people. Similarly, irrigation schemes taken up in one Block, if properly planned and coordinated, could serve the adjoining Block as well. The Study Team suggests that this matter may be examined by the State Government and suitable steps taken to ensure coordination in the formulation of programmes by Blocks with contiguous boundaries on an area basis. In this connection the Team agrees with the suggestion made by the State officials to the Study Team during discussions on the draft report that such programmes may be considered by the Mahkuma Parishad* concerned, of which the Presidents of the Anchalik Panchayats** are members. Similarly, in the hill areas the Block Development Committees which function there may discuss programmes the benefits from which can be extended to more than one Block.

B. Panchayati Raj

8.9 The Panchayati Raj in the State is confined to the plains districts. It is governed by the Assam Panchayat Act, 1959 which provides for a three tier structure - Gaon Panchayat at the village level, Anchalik Panchayat at the Block level and Mahkuma Parishad at the Sub-divisional level. 2,581 Gaon Panchayats, 121 Anchalik Panchayats and 17 Mahkuma Parishads have been consti-

*Panchayat body at the Sub-divisional level

**Panchayat body at the Block level

tuted covering all the plains districts of the State.

8.10 Information regarding the composition, term, functions, etc., of Panchayat bodies in the State is given in Annexure IX. It will be seen that in the Gram Panchayat, there is provision for reservation of one seat for Scheduled Tribes if their population is 5 per cent or more of the population of the Panchayat area. Similarly provision has been made for the representation of one Scheduled Tribe Member in every Anchalik Panchayat and Mahkuma Parishad. The Team feels that such representation may not be adequate, specially in predominantly tribal areas and suggests that reservation of seats for tribals should be in proportion to their population in the area concerned. This is particularly necessary as the responsibility for planning and development of the rural areas devolves on the Panchayats who are given grants-in-aid for the implementation of the programmes.

C. Cooperation

8.11 Plains Areas (General Programmes): The cooperative movement in Assam has made steady progress since the First Five Year Plan as is evident from the following quinquennial figures:

TABLE 13

PROGRESS OF THE COOPERATIVE SOCIETIES

Year	Number of Societies	Membership (in thousands)	Share Capital (Rs. in lakhs)	Working Capital (Rs. in lakhs)
1950-51	2,929	287	47	196
1955-56	4,202	325	51	468
1960-61	8,894	511	232	1607
1965-66	7,693	591	355-61	2492-80

Most of the programmes in the Cooperative Sector are agriculture-oriented and aim at strengthening the channels of agricultural credit - seasonal and long-term-with emphasis on the marketing and processing of agricultural produce and for providing essential commodities to consumers at reasonable prices.

8.12 Until recently, development in the sphere of cooperation in the hill districts was poor and halting. There is still no Central Cooperative Bank in the hill areas. Primary Cooperative Credit Societies are by far the most important among the cooperative societies functioning in the area. There are 283 Primary Credit Societies besides 63 Cooperative Marketing Societies. There are also certain other types of societies namely, Industrial, Farming, Thrift and Milk Societies.

8.13 As pointed out by the Joint Centre-State Study Team which visited the hill areas in 1966, the main agricultural produce in these areas can be marketed to the best advantage of the agriculturists if proper marketing facilities are made available. For the proper development of agriculture and promoting the economy of the region, they recommended that cooperative activities relating to credit, supply of essential commodities, market of produce, etc., should be built around a marketing society. The Team also stressed the need for introducing a greater measure of flexibility in the pattern of cooperative organisations and their working. It is learnt that a programme for the development of cooperatives in hill areas in the light of the recommendations of the Joint Centre-State Study Team has already been taken up by the State Government.

As a follow-up, a Cooperative Development Corporation has been set up for hill tribals.

The main objects of the Corporation are:

- (i) To make outright purchase of the produce brought by the members of the hill tribes of the hill areas of the State through the Agency of the Cooperative Societies affiliated to the Corporation and to market it to the best advantage of the tribals.
- (ii) To procure and supply the requirement of the hill tribes through the Agency of the Marketing Societies at reasonable price.
- (iii) To advance funds initially and provide working capital to the affiliated Societies in the shape of loans and allow cash credit accommodation etc.

A detailed note on the working of Assam Hills Cooperative Development Corporation is given in Annexure X.

Chapter IX

INDUSTRY, MINERALS AND POWER

A. Industry

9.1 The Team regrets to observe that in the sphere of Industry, development in the State has been slow despite an abundance of raw materials. The causes of this slow progress are to be found in the lack of power facilities, inadequacy of the transport system and shortage of technical personnel. However, for sometime past, the State Government have been giving serious thought to the problems of industrialisation and are taking steps to provide the infra-structure necessary for the growth of industries.

9.2 Each of the hill districts has a large forest area covered with bamboo and trees of various species yielding valuable timber. For example, in the Khasi and Jaintia Hills district, pine is found in large tracts. It should be possible to start forest based industries in many of the hill districts. The climate in some of the hill districts is suitable for the growing of a variety of fruits like citrus, banana, pineapple etc., which can provide a base for agro-industries. Some of the hill districts produce substantial quantities of dairy and livestock products like milk, meat, tallow, hides and skins. Notwithstanding these natural advantages the hill districts are industrially the most backward in the State.

9.3 Development of industries in the hill areas is confined at present to saw milling, tea processing, printing presses, rice and flour milling motor repair, fruit processing, carpentry and a few other lines of no great importance. These industries are mostly owned or run by non-tribal businessmen and companies. During the Third Five Year Plan the Government set up a few cottage industries and training units. A major contribution to industrial development during the Plan was the construction of a State owned Cement Factory. A Meter Factory was also set up during the same period. The impact of these industries and projects on the tribal communities, being largely indirect, can only be of limited value. First, there are not many technicians or skilled workers among them who can be absorbed in these industries. Secondly, the number of progressive and enterprising tribals is limited. The tribal people continue to hold on to the traditional industries like weaving, cane and bamboo work, black-smithy and cutlery, and lime making by using their old time-honoured primitive methods. In recent years, however, cottage industries like carpentry, tailoring, bonemeal crushing, leather works and bakery have gradually been gaining popularity. These industries are however experiencing difficulty in obtaining supplies of raw materials. The restricted nature of the local market is also a great handicap for the expansion of these industries in the hill areas. The Study Team, therefore, recommends that

arrangements should be made to enable these industries to obtain the necessary raw materials preferably from a central agency to be started for the purpose at reasonable prices. It would be an advantage if the same agency buys the finished goods that at fair prices and takes over the responsibility for marketing. The Study Team understands that a Small Scale Industries Corporation has since been set up in the State. In the opinion of the Study Team this Corporation could well be entrusted with this responsibility.

9.4 During its visit to Garo Hills district the Study Team was informed that there was no industry worth the name there. An Industrial Training Institute which had been started at Tura for imparting training in various trades was not attracting an adequate number of students largely because of the delay in the payment of stipends and lack of employment opportunities for trainees on the completion of their training. To make the scheme a success it is important to ensure timely payment of stipends. If the stipends are low in the context of the steadily increasing costs of living they should be suitably enhanced. The Team also suggests that the State Government should examine whether the trades in which training is being imparted at present are those which offer sufficient scope either for employment in the area or for the setting up of independent business which will enable the trainees to earn a living.

9.5 During its visit to the Jowai sub-division (United Khasi and Jaintia Hills district), the Study Team heard also complaints regarding the absence of any industry in the area. The Team was informed that although it had been decided to start a lime quarry in the sub-division, the decision could not be implemented as the proposal was hanging fire for want of decision regarding the location of the quarry. The Team understands that a site has since been selected. With the final selection of the site the Team trusts that the State Government will take steps to see that the work is expedited and that the quarry is started without any avoidable delay. Preference should be given to the employment of tribals and steps should be taken in advance to impart training to them to fit them for appointment to skilled and semi-skilled posts if work on the quarry is mechanised.

B. Minerals

9.6 Assam is rich in mineral resources. The principal minerals of which either deposits have been found or whose commercial exploitation has already started are - petroleum, coal, limestone, sillimanite, china clay, fire clay and corundum. While the mineral deposits are scattered all over the State, their exploitation is mainly centred around the upper Assam region. Thus more than 90 per cent of the net income presently derived from mining operations is contributed by the oil and coal deposits in Lakhimpur and Sibsagar districts.

9.7 Of the tribal areas, United Khasi and Jaintia Hills district is probably the richest in minerals. This region is known to have deposits of coal, sillimanite, limestone, white clay and corundum. Although the mineral wealth of this region may be considerable in the aggregate it is scattered and not easily accessible. For this reason commercial exploitation of these minerals at present is negligible. Notwithstanding the handicaps mentioned above this area produces one-fifth of the State's coal output, 95 per cent of India's total output of sillimanite and all of Assam's output of limestone.

9.8 Like the United Khasi and Jaintia Hills the Garo Hills district appears to be rich mineral bearing area. Deposits of coal, limestone, fire clay and light coloured sand stone have been recorded. A full survey report of this district was awaited at the time of the visit of the Study Team to the State. The United Mikir and North Cachar Hills district contains deposits of limestone, lithomarge and coal. But except coal, the other minerals are yet to be exploited.

9.9 The Team understands that mineral exploitation in hill areas including Khasi and Jaintia Hills district is at present being conducted more or less on a cottage industry basis. There is, therefore, considerable wastage which is avoidable. It is desirable that the present methods should be discarded in the interest of

efficiency and replaced by mechanised exploitation. The Team suggests that the State Government may obtain the expert advice of specialised agencies in this connection.

9.10 Mineral exploitation should be used to improve the lot of the tribals. Whenever a mining project is started, the local population should be given preference in employment both as skilled and unskilled workers. There should be no dearth of local tribal workers for unskilled jobs but to get skilled workers suitable training programmes should be taken up in advance of the setting up of the projects. Whenever, it becomes necessary to acquire land belonging to tribals for the exploitation of minerals, they should be given adequate compensation and, as far as possible, the policy should be to provide land for land and to ensure their satisfactory settlement.

C. Power

9.11 The development of power generation is necessary for industrial development as well as for providing irrigation facilities for improving agriculture. Assam lags far behind the other States in the country in the matter of power development. The State's installed capacity is only 2.1 per cent of the total installed capacity in the country and the per-capita consumption of electricity is about 7.7 KWH as against the All-India average of 61 KWH.

9.12 Development of power in the hill areas is essential for their allround development. In the absence of power, it is not possible to develop industry in a big way. Lift irrigation which has to be resorted to in hilly areas cannot also be developed in the absence of power. Similarly, schemes for the supply of drinking water cannot be taken up on any significant scale in hilly terrain where water has to be pumped to higher altitudes. The Team is glad to note that the State Government is fully aware of the need for the development of power and trusts that priority will be given in the Fourth Plan for the generation, transmission and distribution of electric power in the hilly areas.

Charter X

TRANSPORT AND COMMUNICATIONS

10.1 Transport plays a crucial role in any programme of economic development. Assam is a land-locked State and because of its low level of industrialisation, it has to depend almost entirely on the other parts of the country for the supply of consumer goods while even foodstuffs like pulses, wheat, etc., have to be obtained from outside the State to supplement its requirements. The main agricultural products of the State, namely, tea and jute, have to be transported outside the State before they can be marketed. Apart from the needs of commerce, being a frontier State abutting many foreign countries, the importance of a well-knit transport system for Assam cannot be over-emphasised.

10.2 Plains tribal areas: The problem of communications in plains tribal areas where the tribals live interspersed with the general population is not as acute as it is in the hill areas. As is to be expected the facilities for road and rail transport are generally better in the plains than in the hill areas. However, the roads in the plains tribal areas of Lakhimpur and Darrang districts are in urgent need of improvement. The tribal areas lying along Bhutan and NEFA border are of strategic importance and there is need for developing an adequate road system in these areas.

10.3 The Study Team noticed a general feeling among the tribal leaders of the plains areas that the pockets with a majority of Scheduled Tribes had been neglected in respect of road development. It was also represented to the Study Team during its visit to Kokrajhar sub-division of Goalpara district that though the sub-division was connected by good roads, bus services on any of its routes had not been nationalised and as a result the tribal population was being denied the facilities of cheap transport. It was further pointed out that Kokrajhar was the only sub-division in the plains areas of the State where road transport had not been nationalised. The Study Team suggests that such complaints by the local leaders should be looked into and the difficulties, if any, in meeting the popular wishes of the people should be explained to them to avoid any particular section of the population harbouring grievances, should they really have no basis.

10.4 Hill Areas: None of the hill districts except the United Mikir and North Cachar Hills district, is connected by rail. Even in this district which is served by a metre gauge line, roads are the main means of communication. There is little scope for extending rail transport facilities in future even in this district due to its rugged topography. The main economic link of the border areas in the other three districts namely, United Khasi and Jaintia Hills, Garo Hills and Mizo was with the adjoining areas of what now constitute East Pakistan. As a result of the partition, the border areas have been

extremely hard hit. With a view to alleviating the economic distress of the border people and to improve the internal road communications, road works were taken up during the last three Five Year Plans and the three Annual Plans formulated thereafter.

10.5 According to the revised 'GRID & STAR' formula drawn up by the Government of India under the advice of the State Chief Engineers for the All-India Road Development Programme for a period of 20 years (1961-81) all these four Autonomous Hill districts should have 10512 miles (17024 Kms.) of motorable roads by the end of the year 1981. Sub-division-wise distribution of the above target and the achievements by the end of the Third Five Year Plan are as follows:-

	Target <u>1981</u>	Achievement <u>(1965-66)</u>
Shillong Sub-division	1729.15 miles	768.32 miles
Jowai Sub-division	885.70 "	224.17 "
Tura Sub-division	1379.00 "	482.83 "
Aijal Sub-division	2026.25 "	537.08 "
Lungleh Sub-division	1482.19 "	105.45 "
Mikir Hills Sub-division	1293.17 "	235.79 "
North Cachar Hills Sub-division	1751.35 "	251.59 "
Total:	10511.81 "	2605.22 "
Say:	10512.00 "	2606.00 "

It is clear from the above figures that there is a shortfall of 7906 miles. To make good the deficiency, during the remaining 15 years it would be necessary to undertake construction of roads in the hill districts at

the rate of 527 miles per year from 1966-67.

10.6 A major obstacle in the way of road construction in the hill districts is the presence of a considerable number of fast-flowing hill streams which are neither navigable nor fordable. The construction of ordinary timber bridges over these streams is not possible as their beds are rocky. To ensure uninterrupted flow of traffic on hill roads, permanent bridges with pucca abutments and piers are essential. In order to provide an effective road system for the allround improvement of communications in the hill areas, it is not only necessary to extend the road mileage but it is also essential to take effective steps to bring the existing roads which fall well below the requisite specifications to the required standard. For this purpose it will be necessary to undertake a much bolder programme than at present. The Team, therefore, recommends that adequate financial assistance should be provided by the Government of India to the State Government to enable the latter to give this ~~sector~~ the attention that it merits.

District-wise details of progress in road construction, the needs and problems of the districts and the suggestions of the Study Team are given in the succeeding paragraphs.

10.7 Mizo District: The lack of communications is the main obstacle which stands in the way of the development of this district. The few jeepable roads/tracks which existed in the district have been badly damaged during the disturbances in recent years while nearly all the roads

except Silchar-Aijal-Lungleh road have been abandoned for want of culverts and bridges. Construction/improvement/repair work on some of these important roads has now been taken up. At present it takes two days to cover a distance of 150 miles from Silchar to Aijal and another three days to cover 128 miles from Aijal to Lungleh even during fair weather. The position is much worse during the rainy season when there are indefinite delays due to landslides and other causes.

10.8 The Study Team feels that the opening up of the area is essential not only from the point of view of building up its economy but also for reasons of security as the area is of vital strategic importance. The progress of road development has been very slow in the district so much so that till recently even the important life line, the road from Silchar to Aijal had not been completed*. At the time of the visit of the Study Team the road was nearing completion though soling of some patches had still to be done. The road, when completed, will enable the operation of heavy vehicular traffic from Silchar to Aijal. The road from Lungleh to Demagiri was also nearing completion when the Team visited the area. In fact, many other roads could also have been opened, but owing to disturbed conditions in the area, the progress has been slow.

10.9 As the development of the economy of the district is being hampered for want of an adequate road system, the Study Team recommends that the road from Silchar to Lungleh via

* The Team has been informed that the position is now improving.

Aijal should be completed without further delay and that the repair and restoration to traffic of the abandoned roads mentioned below should be undertaken on a priority basis.**

1. Silchar - Aijal
2. Aijal - Chmpai
3. Aijal - Lungleh
4. Aijal - Vanlaiphai
5. Seling - Tipaimulk
6. Lungleh - Demagiri
7. Lungleh - Lawngtlai
8. Kanhmun - Mamit-Aijal
9. Kanhmun - Demagiri
10. Aijal - Thenzawl-Lungleh

10.10 United Khasi and Jaintia Hills District: The district has a considerable potential for fruits and vegetables which are mostly grown along Indo-Pakistan border. Due to the poor condition of the roads and inadequacy of transport, the growers are at present unable to get fair prices for their produce. For the development of horticulture in the area as also for reasons of security, it is necessary to have a dependable network of roads in the district. The Study Team, therefore, recommends the construction of such a network along the Indo-Pakistan border on a phased basis.** The existing roads should be repaired and the missing links completed particularly in the case of roads connecting the fruit growing areas whose economy depends on the prompt marketing of their produce.

*The State Government have intimated that considerable progress was made in this respect during 1968-69.

**The Team has been informed that construction of a network of roads along Indo-Pak border is in progress now.

10.11 Garo Hills District: Prior to Independence, there were no pucca roads in the district, there was just a length of 110 Kms. of earthen roads with a 7 Kms. length of bridle paths. Road development in the area gained momentum, during the Five Year Plans and considerable progress has been made with regard to road construction. Roads have since been constructed connecting almost all the important places of the district. The Plan-wise progress is given in the following table:

Table 14

Plan-wise Progress of Road Construction*

Type of road	(in Kms.)							
	Pre-Plan Total	First Five Year Plan Progress during the Plan	First Five Year Plan Position at the end of the Plan	Second Five Year Plan Progress during the Plan	Second Five Year Plan Position at the end of the Plan	Third Five Year Plan Progress during the Plan	Third Five Year Plan Position at the end of the Plan	
1. Black topped	2	2.5	4.5	28	32.5	106.5	139	
2. Gravelled	101	195	295	264	580£	139	699£	
3. Earth	138	-	13@	98	111	114	225	
Total:	241	197.5	313.5	390	703.5	359.5	1063	

The above figures show that most of the road construction has taken place during the Third Five Year Plan period. Among the important places connected with the district

* The road length indicated in the Table does not include village roads constructed by Blocks and District Councils.
 £ Totals do not tally due to conversion of some of the gravelled roads into black topped roads.
 @ Road length reduced because of conversion of some earth roads to gravelled roads.

headquarters (Tura) are Baghmara, Ampati, Mahendraganj, Rengram, Rongrenggiri, Darugiri, Mendi Pathara, Damra, Bajengdoba. In addition to these connecting roads many missing links have been completed and roads converted into all weather roads by constructing a number of major bridges and culverts.

10.12 Apart from making improvements to the existing roads, it is necessary to complete the more important roads leading to the Pakistan border and also to the Khasi & Jaintia Hills district border and the potential industrial areas of Garo Hills district. These include: (1) Dudhnai-Mangwalbibra-Baghmara road; and (2) Baghmara-Moheskhola Road.

10.13 United Mikir and North Cachar Hills District: This district is very backward in the matter of communications. Before the advent of the First Five Year Plan, there were no roads at all in the district, barring the National Highway passing on its eastern fringe from Golaghat side to Dimapur. During the last three Five Year Plans a net work of roads has been constructed connecting important places in the district. These include 580 Kms. of major motorable roads, 499 Kms. of fair-weather motorable roads and 528 Kms. of village roads and 756 Kms. length of bridle paths. Excepting 29 Kms. which are black topped, most of these roads are katcha or gravelled. Large parts of the district in the southern, northern and eastern areas are not adequately covered by roads.

10.14 Many roads constructed by Blocks have fallen into disuse for want of maintenance. Thus even during fair

weather the best roads constructed by Blocks are unfit for use even by jeeps. The need to improve the existing roads to make them fit for all-weather flow of traffic needs no emphasis. The main drawback in the matter of road construction has been that many of the Block roads were not constructed according to standard specifications with the result that they could not be utilised for traffic, particularly during the rains, for want of bridges and culverts. The Team understands that the alignments of these roads are generally unsatisfactory and would have to be changed when the F.W.D. take them over.

10.15 In the light of the progress made and the difficulties brought to its notice, the Study Team recommends as follows:

1. As far as possible all important roads should be converted into all-weather roads by making them pucca and constructing culverts and bridges.
2. To link up the interior and rural areas, feeder roads should be constructed so that the existing major roads may become useful for a larger section of the public.
3. The road work in the districts should be guided by the F.W.D. The alignments of all major roads, jeepable as well as feeder, should be approved by the F.W.D. so that they can be taken over by them without having to incur expenditure on changing alignments when they are handed over by the District Councils.
4. Whenever the construction of any road is taken up, the culverts and bridges should be completed simultaneously with the road, as the road would be of no use for a vehicle, whether it is a jeep or a bullock cart, unless the connecting bridges and culverts are completed.
5. Adequate funds should be provided for the maintenance of roads, particularly those constructed by the Blocks, to ensure that they are kept in good condition and the expenditure on their construction does not become infructuous.

TOURISM

10.16 Assam is already on the tourist map of India. However, there is still a great deal which could be done to further promote tourism in the State. There are a number of places in the hill areas of the State possessing tourist potential. The State Government is aware that development of tourist sites and the provision of proper facilities for attracting tourists will help in the development of the economy of the State while opening up avenues of subsidiary employment to the local people. It has, in this context, already on hand a programme for the development of Tourism. The Team suggests that while setting up new tourist centres the Government of Assam could usefully draw upon the recent experience of the Gujarat Government in building a new Hill Station in Satpura.

Chapter XI

EDUCATION

11.1 The percentage of literacy among the Scheduled Tribes population in Assam is 23.47 against 27.40 for the total population of the State according to the 1961 Census. The literacy percentages among the Scheduled Tribe males and females are 31.0 and 15.92 against 37.04 and 16.04 respectively for the males and females of the total population. Details are given in Annexure V.

11.2 The percentages of literacy indicated above do not, however, give a clear picture of the range of variation in literacy as between hill tribes and plains tribes and as between one tribe and another. The tribewise percentages of literacy for hills and plains tribes are given in the following tables:

Table 15

Percentage of Literacy among Hills and Plains Tribes

<u>Hill Tribes</u>			<u>Plains Tribes</u>		
<u>Sl. No.</u>	<u>Name of the tribes</u>	<u>%age of literacy</u>	<u>Sl. No.</u>	<u>Name of the tribes</u>	<u>%age of literacy</u>
<u>1</u>	<u>2</u>	<u>3</u>	<u>1</u>	<u>2</u>	<u>3</u>
1.	Mizo	49.02	1.	Barmans in Cachar	33.93
2.	Khasi & Jaintia	24.58	2.	Deori	33.65
3.	Hmar	23.62	3.	Mech	27.12
4.	Lakher	20.66	4.	Sonwal(Kachari)	25.17
5.	Hajong	18.17	5.	Rabha	22.69
6.	Garo	18.04	6.	Lalung	20.94
7.	Kuki tribes	15.55	7.	Miri	20.80
8.	Man	15.02	8.	Boro(Boro Kachari)	19.83
9.	Naga tribes	13.17			
10.	Chakma	12.30			
11.	Mikir	12.13			
12.	Dimasa	8.89			

It is clear from the above table that the Mizo tribe has the highest percentage of literacy, namely 49.02. In fact, this percentage is double the average literacy percentage for the entire population of the State. Mikirs and Dimasas of United Mikir and North Cachar Hills district with percentages of literacy respectively of 12.13% and 8.39 per cent are educationally the most backward among the Scheduled Tribes, hills and the plains tribals taken together. Literacy among the other two major hill tribes namely Khasi and Jaintia tribe and Garo tribe is, however, better, being 24.58 per cent and 18.04 per cent respectively. Among the plains tribes, Barmans of Cachar, who form a small percentage of plains tribal population, are the most literate, with a literacy percentage of 33.93. On the other hand, the Boros (Boro Kachari), who constitute the largest single group of the plains tribes, accounting for as much as 36.29 per cent of the population of the plains tribes, are educationally the most backward with 19.83 per cent literacy.

Regional Imbalance in Education

11.3 The development of education in the various hill districts has not been uniform. Even within the districts there is disparity in educational development between region and region. Thus, while Mizo district has the highest percentage of literacy in the State, its interior areas bordering Burma and Pakistan - Pawi Lakher region for instance - are still very backward. The position in regard to literacy is better in Khasi and Jaintia Hills

district than in Garo Hills and United Mikir and North Cachar Hills districts. The United Mikir and North Cachar Hills district is educationally the most backward among the hill districts. The North Cachar Hills area is relatively more backward than the Mikir Hills area.

11.4 In the field of education, there are certain special problems peculiar to the hill areas. Although the percentage of enrolment is satisfactory in the primary stage, it is much below the State average at the Middle and Secondary stages. To improve the situation, it is necessary to start Government Middle and High Schools and also to give liberal financial assistance to private agencies which run schools in the area for the construction of school and hostel buildings. Subsidised hostel facilities will also help in improving the situation.

11.5 Lack of school buildings and teachers' quarters is one of the major difficulties standing in the way of expansion of educational facilities in the hill areas. Greater financial assistance from the State Government is, therefore, necessary to overcome the difficulty as there are serious limitations on the initiative and resources of the local people to open educational institutions.

11.6 There is an acute shortage of qualified teachers in the hill areas. In the middle schools, most of the teachers are matriculates. To improve the standard of teaching it is necessary to give them two to three years' intensive training. The Team understands that two training schools have already been started at Tura and Cherrapunji,

and there is a proposal to start a third school at Aijal. It is hoped that the training requirements of M.E. School teachers would be more or less fully met when the School at Aijal starts functioning. As regards the training of High School teachers, the position has also improved to some extent as apart from the training college in Shillong, facilities for training are now available at Silchar, Gauhati, Jorhat and Dibrugarh.

11.7 In order to attract teachers for service in hill areas, it is necessary that the concession of special hill allowance and winter allowance should be extended to the teachers of the non-Government schools working in the districts where such allowances are admissible to teachers working in Government Schools.

The needs and problems of the various districts in the educational sphere are indicated in the succeeding paragraphs.

GARO HILLS DISTRICT

11.8 General: Although there has been considerable development in the educational sphere during the three Five Year Plans much still remains to be done. The main problems to be tackled at present are shortage of qualified and trained teachers in L.P.Schools and the poor standard of teaching in the privately managed M.E. and High Schools.

11.9 Out of 2415 villages in the district only 1112 can claim to have reasonable educational facilities. The rural population not covered even by L.P.Schools is still

considerable. In a large number of cases students are unable to go to M.E.Schools as they are located well away from their villages owing to difficult terrain and lack of communications. Except for girls in two High Schools viz. Government Multipurpose Higher Secondary School, Tura, and Christian High School, Tura and for boys in Don Bosco High School, there are no boarding facilities in M.E. and High Schools.

11.10 Primary Schools: The primary schools are run by the District Council. Although their number falls far short of requirements it has not been possible for the Council to open more L.P. Schools for want of resources. The result is that many villages are still without schools. Adequate financial assistance should, therefore, be given to the District Council to enable it to open more schools. In the interior areas it may be desirable to have residential L.P.Schools located at suitable places to serve children from three or four neighbouring villages.

11.11 It was brought to the notice of the Study Team that the existing L.P.Schools were not being properly supervised as the District Council did not have any supervisory staff of its own and depended on the supervisory staff of the Education Department who with their other preoccupations had very little time to give to these schools. Representations were also received by the Study Team regarding the disparity in the matter of grant of allowances to teachers under the District Council and those working in Government Schools. The disparity

engenders discontent and creates a feeling of frustration amongst the District Council School teachers who have the same qualifications as the Government teachers and impart education at the same level. It was stated that the feeling of discontent had already adversely affected the standard of teaching in the schools of the District Council.*

11.12 Middle and High/Higher Secondary Schools:

There are a good number of Middle and Higher Secondary Schools in the district but the Government is managing only 11 Middle Schools and 1 High School. The standard of education is very poor at the Middle and High School level. The position is particularly bad in the teaching of mathematics and science in Higher Secondary Schools because of the non-availability of qualified teachers. No improvement in standards can be expected unless qualified teachers are recruited to man not only the Middle and Higher Secondary Schools but also the L.P.Schools.

11.13 College Education: There is a Government College at Tura. However, it was brought to the notice of the Team that the arrangements for the teaching of science were not satisfactory. The Team understands that provision has been made in the Fourth Five Year Plan to raise the standard in the teaching of science subjects. The schemes formulated in this connection should be implemented without delay.

* The State Government have explained that Dearness Allowance at rates recommended by the Das Commission has been extended to all teachers.

MIZO DISTRICT

11.14 General: Notable progress has been achieved in the field of education in the Mizo district where the percentage of literacy is 44.01 according to the 1961 Census. Unfortunately, however, there has been a set-back in recent years largely because of the disturbed law and order situation in the district.

11.15 Primary School Education: It was represented to the Study Team that the standard of education at the Primary level had deteriorated to a great extent after the District Council took over the management of all the Primary Schools including the Mission Primary schools. Apart from the need for providing trained teachers for improving the standard of education, it is necessary that the syllabus should be revised and better text-books prepared to replace the existing text-books which are not suitable.

11.16 According to the 1961 Census there were in the district 512 Primary Schools in 742 villages (402 in Aijal Sub-Division and 340 in Lungleh sub-division).

Complete information regarding the schools functioning in the district after the disturbances were not available.

At the time of the Team's visit information then available with the Department of Education related to the functioning of only 119 schools. In the absence of any definite information to the contrary, payment was, however, being continued to all the teachers by the District

Council out of Government grants. The State Government had suggested* to the Deputy Commissioner to collect information about the working schools with the help of the security forces. It was learnt that there were more than 1000 teachers in all these schools drawing salaries ranging from Rs.150/- to Rs.300/- p.m. The annual expenditure on salaries of these teachers alone amounted roughly to Rs.30 lakhs per annum and this amount was being reimbursed by the Government to the District Council.

11.17 M.E. School Education: It was represented to the Study Team that the M.E. Schools had become the weakest link in the educational structure. Their number had gone up appreciably but the quality of education had deteriorated. There were 189 M.E. Schools according to the 1961 Census. Post disturbances information available in respect of 71 schools showed that many of them were not adequately manned while most of the teachers were non-matriculantes and very few of them were trained. Further many schools had been established as a result of inter-village competition and none of them had been maintaining the required standard.

11.18 High School Education: At present 17 High Schools are functioning in the district (the number before disturbances was 57) of which only three are run by

* The State Government have since intimated that for Mizo district the State Government set up a Committee under the Chairmanship of Commissioner of Cachar and Mizo districts to obtain reports about functioning of the schools through security forces. According to latest reports almost all the primary schools in the district are now functioning without any serious handicap.

Government - Higher Secondary and Multipurpose School at Aijal, High Schools at Lungleh and Saiha. It is not possible to bring about any improvement in the standard of High Schools unless teaching in the feeder M.E. Schools is improved. It is of the utmost importance, therefore, that trained and competent teachers should be employed at the lower levels if standards are to be raised. Competent teaching at the lower levels could be supplemented by special coaching facilities in M.E. and High Schools, wherever necessary.

11.19 College Education: The science sections in the Colleges are not properly equipped. They should be strengthened by providing equipment, material and qualified teaching staff.

11.20 Hostel Accommodation: Hostel facilities are urgently needed in the Government Multipurpose and Higher Secondary School at Aijal. There were two hostels attached to this school but these were burnt down during the disturbances. The hostels should be rebuilt.

11.21 United Mikir and North Cachar Hills District: The United Mikir and North Cachar Hills district is by far the most backward district in the State. The percentage of literacy in the district (17.4%) is the lowest among all the districts of the State.

11.22 School Education: According to the 1961 Census, there were 1645 villages in the district of which only 1538 were inhabited. There are only 702 schools

of which 538 are managed by ^{the} District Council and the rest are under private management. More than fifty percent of the villages are, therefore, without the facility of even primary education. The Team understands that generally speaking such villages are at a distance of two to five miles from the nearest schools. There are, however, practical difficulties in opening schools in all these villages because many of these villages are small hamlets consisting of 5 to 10 houses.

11.23 The number of M.E. Schools in the district is insufficient even for the limited number of students coming out of the existing L.P. Schools. Out of 16 High Schools in the district (9 recognised and 7 Venture schools), there was only one Government school at Haflong till 1966. Another Government High School was started in 1967 at Diphu.

11.24 College Education: There are two Colleges in the district, one at Haflong and the other at Diphu. The college at Haflong which is Government-aided was started in 1961 and the one at Diphu in 1965. Arts subjects are taught in both these Colleges neither of which has facilities for the teaching of Science and Mathematics.

11.25 There is high percentage of stagnation and wastage in the L.P. and M.E. Schools, as students are not regular in attending classes. Absenteeism is particularly marked during the busy agricultural season when students are detained by their parents for help in agricultural operations. In many schools even the teachers are reported

to be not regular in attending to their duties. Most of the teachers are not trained. The dearth of qualified and trained teachers is a serious handicap and is adversely affecting the quality of education. There is no Teachers' Training Centre in the district with the result that teachers have to be sent for training to Nowgong or Gauhati. A Teachers Training Centre in the district is a necessity.

11.26 The standard of teaching in L.P.Schools requires immediate improvement as it is at the primary stage that the foundation of education is laid. There are, however, practical difficulties in providing educational facilities in the interior areas where villages are small and scattered. It is, therefore, not always possible to open schools in such villages. A child has to cover four to five miles through hills and forests to attend the nearest school. This is really a handicap and a deterrent to the education of children. Because of these difficulties parents do not send their wards to the schools. There are hardly 5 to 6 tribal graduates in the district, an indication of its backwardness in the educational sphere.

United Khasi and Jaintia Hills District
(Jowai Sub-division)

11.27 The Study Team observed that about 60 villages in Jowai sub-division were without the facility of education. Unlike Garo Hills, the difficulty with regard to the opening of schools in this sub-division does not lie in the small size of the villages, even the smallest village in the sub-division consists of more than 25 to 30 families,

but in the inability of the District Councils to finance an adequate programme for the construction and maintenance of schools for want of resources.

11.28 Half of the L.P.Schools are single teacher schools. The minimum qualification for a L.P.School teacher is a VI class pass. Most of these teachers are untrained. There is dual control in the administration of L.P.Schools: their management vests in the District Council while their supervision is the responsibility of the Education Department.

11.29 Although the number of M.E.Schools is adequate to take in the children coming out of the L.P.Schools, distance comes in the way of parents sending their children as day scholars to schools which are at some distance away from their villages. To attract pupils from neighbouring villages it is necessary that boarding facilities should be provided in M.E.Schools. There are only four M.E.Schools run by Government, the rest are private and Venture Schools. There are seven High Schools (one Government, three Private-aided, two Mission and one Venture) in the sub-division but in view of the limited boarding facilities students desirous of continuing their studies cannot all get admission in these schools.

11.30 A Government College has been started recently to provide facilities for higher education in the sub-division. There is co-education at all levels here and except for the Mission High School at Jowai there is no separate school for girls.

11.31 In the light of the progress made so far in the field of education and the problems and needs referred to above the Study Team recommends that following steps should be taken for the promotion of education in the hill areas of the State and in particular for raising its standard.

1. More training institutions should be set up for primary school teachers to meet the shortage of trained teachers in L.P.Schools*.
2. In the interior areas where the population is sparse and scattered and where it is not possible to open separate schools because of low enrolment, residential L.P.schools should be started at selected places so as to cover a group of villages. These schools should have adequate boarding facilities for students and quarters for the teaching staff.
3. A few residential M.E.Schools should be started, particularly in the proposed Model Villages. To cater to the needs of villages in the interior areas, hostel facilities and teachers' quarters should be provided in some of the M.E. and High Schools in each hill district. As this will entail substantial expenditure the State Government may consider running these schools as Government institutions.

* The Team has since been informed that except in the U.M. & N.C.Hills, there is a training institution for primary school teachers in each of the remaining districts. There are two institutions in U.K. & J.Hills district, one in Mizo district and one in Garo Hills district in addition to some aided training institutions. A proposal is also under consideration to start one training institution in N.C.Hills Sub-division, one in Mikir sub-division in United Mikir and North Cachar Hills district and an

4. In regions like Jowai sub-division where villages are sufficiently large (having twenty or more families), a phased programme should be drawn up by the District Councils for the opening of L.P. Schools so that no village will be without school at the end of the Fourth Plan. The Government should provide suitable financial assistance to the District Council for this purpose.
5. In order to improve the standard of primary education, minimum qualifications should be prescribed for teachers in Government as well as non-Government schools. It is suggested that the minimum qualification for the teachers which is at present a VI class pass in hill areas, as against High School or Higher Secondary pass in valley areas, should be raised* and necessary facilities provided to the existing teachers to enable them to raise their educational qualifications.
6. The disparity in the matter of grant of allowances between the teachers of District Council Schools and Government School teachers should be removed as there is no justification for having different scales of allowances for teachers having equal qualifications and teaching at the same level under identical conditions.

* The State Government have since intimated that the question of raising the minimum qualifications for the teachers would need to be taken up with District Council. However, along with the growth of the High schools, larger number of Matriculate candidates are likely to be available and the standard of qualification

7. Technical education has not made much headway in the hill areas. This is due, in a large measure to the lack of adequate facilities for the teaching of science and mathematics at the secondary stage. Special attention, therefore, should be given to the teaching of science and mathematics in the schools. Teaching of science should be introduced in all the schools and basic knowledge of science imparted at the middle stage. Trained mathematics teachers should be appointed at all levels*, right from L.P.Schools to High Schools. As tribal students are generally weak in science and mathematics, special coaching arrangements should be made. The Science section of the Government College, Aijal (Mizo district) should be strengthened and necessary equipment and material provided.
8. Polytechnics should be established to impart education in technical subjects like electrical, mechanical and civil engineering, draughtsmanship, etc. Diploma courses may also be introduced as in other parts of the State. This will help in the development of a scientific and technological bias among the tribal students, apart from throwing open avenues of employment to matriculates and under-graduate students

* The State Government have since intimated that while some of the High Schools do not have science teachers, a majority of them now have properly qualified teachers. Moreover, schemes have also already been included in the Fourth Plan for organising short courses of training in subjects like English, Mathematics and Science. A small provision has also been made for arranging private coaching to students.

who are unable to prosecute higher studies. However, care should be taken in the selection of trades to see that training is imparted only in such trades as hold out prospects of ready employment.

9. In the more backward areas of Garo Hills and North Cachar & Mikir Hills districts the question of upgrading one or two of the existing Government High Schools as Multipurpose Higher Secondary Schools and the setting up of one or two Industrial Training Institutes or Industrial Training-cum-Production Centres may be examined*.
10. Suitable measures may be devised for effective inspections of L.P.Schools.**
11. Bright students belonging to the more backward tribes should be picked from Middle and High Schools and given higher education by providing them the necessary facilities at the High School and College levels.***

* The State Government have since intimated that in view of the fact that colleges have already been started in Garo Hills and N.C.Hills, and as the Higher Secondary course is going to be converted into a two years course, it will be necessary to re-examine if any more schools should be upgraded as Higher Secondary Schools.

** The Team understands that the question of transferring the administrative responsibility over the S.I.'s to the District Councils is being examined. When this is finalised, the supervision of schools is expected to improve.

*** The State Government have since intimated that a scheme of scholarships and stipends for studies at the post-graduate level both for existing officers and teachers and for fresh candidates has been tentatively included in the Plan, in order that competent teachers and officers can be turned out to run the schools and look after the administration.

Chapter XII

MEDICAL AND PUBLIC HEALTH

12.1 Plains Tribal Areas: Special schemes have been taken up for extending medical facilities to the plains tribals. These include (1) establishment of dispensaries (2) grants to patients suffering from T.B. and other diseases and (3) award of stipends to plains tribal girls for nursing and A.N.M. training courses. These schemes were in addition to the schemes implemented under the general areas plans. However, limitation of funds has been standing in the way of embarking on any large scale programme for the extension of medical facilities specially for the benefit of the plains tribals. Nor should a special programme exclusively for the tribals be ordinarily necessary when they live interspersed with the general population as the general health programme can and should normally be so framed as to take care of the needs of the tribals. It was brought to the notice of the Study Team during the course of its tour of the State that this has not always been done and that in certain areas predominantly inhabited by the tribals (the so called tribal pockets), medical facilities as provided under the general programme were inadequate. The Team suggests that surveys may be undertaken to identify such areas and the general health programmes expanded to cover such pockets or special health schemes executed there out of Article 275 grants.

12.2 Hill Districts: The present position of health services in the hill districts is somewhat uneven. The villagers are not conscious of the preventive aspect of health as they are about the curative side of it. Leprosy, and to some extent tuberculosis, have a high incidence in the tribal areas of the State. Child mortality is also very high in some areas of the hill districts*. There is shortage of doctors and para-medical staff.**

12.3 The districtwise position with regard to medical facilities in the hill areas is indicated in the succeeding paragraphs.

GARO HILLS DISTRICT

12.4 Diseases Prevalent: Besides common diseases like siardecasis, ameebiasis, basillary, dysentary and skin disorders, leprosy is also prevalent. There has been an increase in the incidence of T.B. Besides, there are frequent cases of mal-nutrition.

12.5 Medical Units: The following general medical units were functioning in the district during 1967.

Table 16

<u>Medical units, their number and No. of beds available</u>		
	<u>Number</u>	<u>Total number of beds available</u>
1. Hospitals.	4	165
2. Dispensaries	22	18
3. Primary Health Centres	5	42
4. Travelling dispensaries	5	-
<u>Total:</u>	<u>36</u>	<u>225</u>

*The Team has since been informed that necessary provision has been made in the Fourth Five Year Plan(1969-74) for establishment of Maternity and Child Health Centres.

** The State Government have explained that the shortage of doctors is due to dearth of doctors in general. The position has, however, since improved and it is expected that the shortage will be overcome in the near future

The number of medical units in the district is very small when compared to its needs.* Even these medical units are concentrated in the urban and semi-urban areas. The neglect of interior hilly areas of the district is pronounced. At the time of the Team's visit to the district 10 out of 36 medical units were without doctors and many others were short of paramedical staff. The shortage of doctors was particularly acute in the case of dispensaries.

12.6 As stated earlier leprosy poses a serious health problem in the district. A leprosy colony has been established at Tura for the treatment of the disease and at the time of the Team's visit 104 patients were undergoing treatment.

12.7 The district is divided into 23 leprosy sectors each with an injector for survey and investigation of the disease. The cases reported are observed and treated in the general hospitals and dispensaries at the primary stage while acute cases are transferred for specialised treatment.

* The Study Team has since been informed that more dispensaries will be established in the district during the Fourth Plan.

12.8 The following statistics reveal that despite the medical facilities provided, leprosy cases have been on the increase.*

Table 17
Number of Leprosy Cases

Year	Indoor	Outdoor	Total
1965	123	37	160
1966	134	37	171
1967	145	55	200

MIZO DISTRICT

12.9 The incidence of T.B. in the district is high. The existing facilities for treatment of other diseases were reported to be adequate in the Civil and Synod Mission Hospital at Aijal. However, the Synod Mission Hospital at Aijal is not recognised as a T.B. treating centre though there has been almost cent-percent success in T.B. cases treated in this hospital. Curiously enough, at present, the hospital is given lumpsum ad-hoc grants for treatment of diseases other than T.B.

12.10 Besides the Civil Hospital at Aijal, Civil Hospitals have been established at Lungleh and Serchip. Before the present disturbances started there were 32 dispensaries of which only 11 were functioning at the time of the Team's visit. No information was available about four primary health centres and three sub-centres which

* The State Government have since informed that S.E.T. Centres are proposed to be established in the district during the Fourth Plan.

were functioning when conditions were normal. However, it was learnt that during the post disturbance period 19 medical centres had been established in the Progressive and Protected villages and that three new medical units had been opened in the administrative centres.

12.11 The Team was informed that the position regarding doctors was particularly acute. Even before the disturbances started, out of 32 dispensaries only six were in the charge of doctors and the rest were manned by compounders. Out of 11 dispensaries which were functioning after the disturbances, only one was in the charge of a doctor. Because of the disturbed conditions, it was reported that doctors were not coming forward to serve in the district*. There was, however, no shortage of paramedical staff in the dispensaries and hospitals largely because of the availability of training facilities in the Synod Mission Hospital at Aijal.

UNITED MIKIR AND NORTH CACHAR HILLS DISTRICT

12.12 The common diseases in the district are gastric disorders, venereal and skin diseases. The Study Team was glad to know that malaria had been brought under control to a great extent and only stray cases were being reported.

* The State Government have since intimated that in order to attract doctors to serve in Mizo district, Government have sanctioned certain additional allowances for doctors posted to the district.

12.13 Leprosy is the most alarming and menacing disease of the district particularly in Mikir Hills sub-division. For eradication of this disease the district has been divided into 110 leprosy sectors (96 in Mikir Hills and 14 in N.C. Hills sub-division). There is an injector in each sector for investigation and preliminary treatment of the disease. After preliminary treatment cases are treated in the existing dispensaries and other health units. The main difficulty in the treatment of this disease is that cases are brought to notice only when the disease becomes acute. This underlines the need for early detection and the adoption of preventive measures. It is also suggested that in areas where there is a high incidence of the disease, special clinics should be established so that the patients can be treated nearer their homes.

12.14 The following units have been established in the district for the treatment of diseases and for the imparting of education in hygienic practices.

Table 18

Medical units and their number

Category of Medical Unit	Mikir Hills (Sub-division)	N.C. Hills (Sub-Division)	Total
1. Hospital	2	1	3
2. State dispensary	8	5	13
3. Primary Health Unit	4	2	6
4. Sub Centre	3	6	9
5. Travelling dispensary	5	-	5
6. Maternity and Child Welfare Centre	1	-	1
7. Subsidised Ayurvedic dispensary	-	1	1

12.15 At the time of the visit of the Study Team to the district, these units were short of 14 doctors. Shortage of paramedical staff was also reported in some of these units. The Team was given to understand that doctors working in the district were leaving the jobs for better jobs elsewhere as they experienced a number of difficulties in the district. The doctors did not also have any private practice. Moreover, there was no special allowance or pay for serving in the interior areas.

JOWAI SUB-DIVISION (United K.&J.Hills District)

12.16 Besides the common diseases, there is a high incidence of peptic ulcers in the sub-division. The existing medical units in the sub-division include one Civil Hospital, two Primary Health Centres and eight Dispensaries. There was, however, shortage of doctors as out of eight Dispensaries five were without doctors at the time of the Team's visit.

12.17 The Dispensaries and Health Centres in the interior are usually manned by new recruits and in cases of emergency there is no arrangement for contacting senior doctors in the Civil Hospital or dispensaries. Due to the lack of communications quick movement of patients from one place to another is also not possible. In a few cases of dog bites the patients had to go to Shillong as no stock of the anti-rabies serum had been

supplied to the Jowai Civil Hospital. The practice is for the supplies required by the Hospital to be indented through and received by Civil Surgeon at Shillong and for the staff of Jowai Hospital to go there to collect them from Shillong.

12.18 In the light of the facts which came to its notice, the Study Team recommends as follows:

- (1) In view of the allround shortage of doctors, it is necessary to undertake a programme of consolidation rather than of expansion.

Steps should be taken to see that all the existing units are in the charge of doctors with the necessary complement of auxiliary staff before setting up new health units. Arrangements should also be made to stock sufficient quantities of medicines and for their timely replenishment.

- (2) Necessary incentives like special pay or allowances should be given to attract doctors and staff to serve in the interior areas.

- (3) The Leprosy Survey and Investigation Units should be strengthened and adequate qualified staff posted.

- (4) Additional leprosy clinics should be established in the areas where there is a high incidence of the disease and the usual norms should be relaxed for the opening of such units in inaccessible areas.

- (5) A mass programme of T.B. control should be undertaken in the areas where there is a high incidence of the disease.
- (6) To make the tribal people aware of the utility of preventive health measures, suitable programmes of health education should be undertaken in the hill districts.

Water Supply

12.19 The provision of regular supply of safe drinking water to the hill areas is beset with difficulties.

Villages in most of the hill districts are perched on the tops of hills having no perennial sources of supply. At the foot hills there are villages with few or at the most meagre sources of seasonal supply. Most of the hill streams are monsoon fed and dry up shortly after the rains. These areas are not always suitable for the digging of wells. The element of cost is generally high for piped water supply schemes in the hill areas and this is particularly so in the case of Mizo district.

12.20 In respect of urban water supply schemes, though the prospect is not so gloomy as in the rural areas, the position is nevertheless difficult. The problem as to how best the increased demand, following the rapid expansion of the urban areas and the abnormal growth of population, can be tackled before matters go out of control bristles with difficulties. There is also the problem of

distribution of supply as the houses are scattered. Besides, note has to be taken of the fact that the setting up of some industries in the hill areas in the near future will bring in its wake new industrial townships for which adequate arrangements in regard to water supply will have to be planned ahead.

12.21 Need for Survey: The Study Team understands that no systematic survey of water resources has been undertaken in the hill areas; nor is any information readily available about the villages where the water supply arrangements are inadequate or unsatisfactory. Such a survey is a pre-requisite for undertaking any large scale programmes and needs to be undertaken urgently. The Team also suggests that instead of pumping water to individual villages at high altitudes it may be worthwhile undertaking some major schemes whereby drinking water is pumped to storage tanks in some selected villages situated at the highest altitudes for distribution by the gravitational method to villages situated at lower altitudes. Such a programme should also prove more economical in the long run than piecemeal programmes which will not only involve more expenditure but will be less comprehensive in their scope. The Team suggests that while undertaking the survey as recommended earlier, this aspect may be kept in view.

SPECIAL PROBLEMS OF DRINKING WATER SUPPLY IN
HILL DISTRICTS

Mizo District

12.22 The acuteness and plognancy of water scarcity in the district is revealed by the fact that the people there have to collect and preserve rain water during the monsoon for the difficult days in the dry season. The district, therefore, deserves special treatment particularly in view of its disturbed law and order situation.

12.23 Before the disturbances started 13 schemes of water supply had been taken up by impounding the waters of streams and storing the water for supply throughout the year. Another 65 schemes were sanctioned and started for Aijal sub-division during 1965 but these could not be completed due to outbreak of disturbances. The Public Health Department has also drawn up schemes for all the 18 Progressive and Protected Villages at an estimated cost of Rs.1.5 lakhs for each scheme. These schemes include impounding the water from streams and pumping it up for supply to the centres. The maintenance cost of each of these schemes would be about Rs.7500/- per year.

12.24 The shortage of drinking water in the Aijal township is acute. The State Government had made arrangements for the supply of drinking water to officials and public on a rationed scale. For this purpose, about 40 tankers had been engaged for bringing water from a nearby stream and a water reservoir. The water was

supplied at important points in the town from where people arranged to collect it for domestic consumption but the number of collection points was not sufficient. The Team has been informed that to meet the water requirements of the Aijal township, drinking water supply scheme estimated to cost Rs.30 lakhs has now been taken up. The scheme is likely to be commissioned before the on-set of monsoon. At the time of the Teams' visit civil works costing Rs.3 lakhs had almost been completed. The Aijal Water Supply scheme envisages the pumping of water from a stream, 14 miles away from Aijal township. Provision has been made in the scheme for a sufficient number of supply points in the township.

12.25 The Study Team recommends that the supply of pumps needed for the Aijal drinking water supply scheme may be expedited so that the scheme, which has almost been completed, may be commissioned without any further delay. It is also necessary that the other water supply schemes taken up in the area are completed expeditiously.

United Mikir and North Cachar Hills District

12.26 The supply of drinking water in the rural areas is the responsibility of the District Council. As the Council has limited funds, it is not able to spend more than Rs.40,000/- to Rs.50,000/- in a year on water supply schemes. There are satisfactory arrangements for the supply of drinking water in about a third of the villages in the

district while the rest have to depend on polluted stream water or stagnant water. The sources of pure water supply include ring wells and tubewells constructed by District Councils, Blocks and Public Health Engineering Department. These mostly cover the plains areas of the district and do not serve the villages located in the interior areas. In view of the acute shortage of drinking water in the hill areas, the Study Team recommends that more funds should be allocated for the provision of drinking water facilities.

JOWAI SUB-DIVISION (United Khasi and Jaintia Hills District)

12.27 The major sources of water supply are streams and rivers. When the Study Team visited the Mission Girls' High School at Jowai it was represented that very young girls had to go to the stream for bathing and for the washing of their clothes. There is an acute shortage of water even at important places like the Civil and Mission Hospitals and Government offices. The Study Team, therefore, recommends that after a proper survey a major water supply scheme should be undertaken for Jowai.

Chapter XIII

Research and Training

13.1 The Tribal Research Institute, Shillong was started in December 1963. The Study Team understands that at the request of the State Government the late Dr. Verrier Elwin had drawn up a scheme for the setting up of the Institute. Although Dr. Elwin had proposed that there should be five wings namely Training, Evaluation and Planning, Economics, Cultural Anthropology and Language, the Institute has so far been functioning with an Evaluation and Planning Wing only.

13.2 Management: The Institute functions under the administrative control of the Tribal Areas and Welfare of Backward Classes Department. Recently, however, the State Government have constituted a Board of Management for the Institute. The Minister, Tribal Areas and W.B.C. Department is the Chairman of the Board and its members are the Commissioner of Hills Division, Secretary, Tribal Areas & W.B.C. Department, Secretary, Finance Department or his representative and a nominee of the Gauhati University. The Deputy Director of the Tribal Research Institute acts as Secretary.

In general terms, the functions of the Board are (i) approval of the budget for the Institute, (ii) appointment of necessary staff below the level of Deputy Directors and District Research Officers, (iii) drawing up of the programme of activities of the Institute, including

the Research Projects and the taking of such decisions as may be necessary for the smooth functioning of the Institute.

The Team understands that the Board which should have met in the last quarter of 1969 has not met so far as the Minister and the Department are preoccupied with urgent and important work concerning the reorganisation of the State. To provide proper direction and guidance, the Study Team would urge the need for regular meetings of the Board.

13.3 Staffing Pattern: There is no full-time Director for the Institute which is managed directly by the Tribal Areas and Welfare of Backward Classes Department. From November 1969, however, Secretary, Tribal Areas and Welfare of Backward Classes Department has been appointed as ex-officio Director of the Institute. The present staff of the Institute consists of one Deputy Director (Evaluation and Planning) stationed at Shillong, six District Research Officers functioning in districts and an Assistant District Research Officer who was appointed in February 1969 and is currently at the headquarters of the Institute. There is a separate District Research Officer for each of the four Hills districts while two Research Officers cover six out of the seven districts in the plains areas. One District Research Officer has his headquarters at Gauhati and is in charge of Kamrup,

Goalpara and Darrang districts, while the other District Research Officer who has his headquarters at Dibrugarh is in charge of Nowgong, Sibsagar and Lakhimpur districts. The seventh district, namely Cachar is under the charge of the District Research Officer, Mizo district, who has his headquarters at Aijal. The District Research Officers are allotted work by the T.A. & W.B.C. Department and work under the direct administrative control of Deputy Commissioners. However, at the technical level the Deputy Director (Evaluation & Planning) guides and co-ordinates the work of different Research Officers. The duties of the District Research Officers, as set out in the guide-lines communicated to them by the Department include:-

1. Collection of basic data on education, health, communication, etc. for preparation of handbooks.
2. Collection of data village-wise for tribal villages.
3. Collection of folk songs, folk tales, prayers, stories, and information about festivals.
4. Evaluation of work being done for Hills and Plains tribals.
5. Collection of factual information about the history, social organisations, customs, languages, birth, death and other social ceremonies, customary laws and system of inheritance for compilation of monographs for each tribe.

Of late, there has been a move to amplify the scope of the work of the Institute to include work on the Scheduled Castes and Other Backward Classes who also come within the purview of the activities of the T.A. & W.B.C. Department to which the Institute is attached.

13.4 The Research Officers have hitherto been concentrating on the collection of data. The Team understands that almost all the handbooks have been completed and some of the monographs are also nearing completion. In fact a District Handbook brought out on the basis of information collected by the Research Officer of the Mizo District was published some time ago. The District Research Officers have also undertaken studies on socio-economic and cultural changes in tribal villages. The following notes are proposed to be published shortly by the Institute:-

1. Socio-Economic Survey of United Mikir and North Cachar Hills.
2. Hand-Book on Scheduled Castes and Scheduled Tribes of Assam.
3. Factual notes on some Plains Tribals of Assam.

The Team has observed that although the Institute has been in existence for over five years, no evaluation of tribal welfare programmes has been conducted by it so far. The Team considers that by the very nature of the arrangements made, the District Research Officers have, over the years, begun to take

over the functions of the district staff while the research and evaluation work which they were expected to undertake has been relegated to the background. The Team feels that it is necessary to review the present arrangements and to divest the District Research Officers of their existing functions of periodical collection of routine statistics.

13.5 Difficulties in the Working of the Institute:

According to the original scheme for the setting up of the Research Institute submitted by late Dr. Elwin the Institute was to be under the control of a Director. As mentioned earlier, out of the five wings originally proposed, namely Training, Evaluation and Planning, Economics, Cultural Anthropology and Language, each under the charge of a Deputy Director, only the Evaluation and Planning Wing has been established.

13.6 It appears that there has been some rethinking with regard to the future set up of the Institute as the Joint Centre-State Study Team on the Hills Areas of Assam had recommended the establishment of a Development Institute for the hill areas of which the Tribal Research Institute could be a wing. However, as nothing concrete has emerged out of the scheme, the Tribal Research Institute continues to function without adequate staff with the result that it has been unable to take up any significant research work. The Team, therefore,

suggests that a decision with regard to the future set up recommended by the Joint Centre-State Study Team and the lines of working of the proposed Development Institute should be taken without further delay so that research work does not suffer. Till such time as a final decision is reached on the setting up of the proposed Development Institute, the staff of the Tribal Research Institute may be suitably strengthened. The Team trusts that the Board of Management of the Institute will give its urgent attention to these matters and help the Institute to function with greater smoothness and vitality than hitherto.

13.7 Training: When the Institute was set up, it was intended that it would also impart training to workers engaged in tribal welfare. The Team regrets to note that so far the Institute has not been able to take up any training programmes. In view of the fact that the State has not only a large but a bewildering variety in its tribal population and is facing complex tribal problems, it is necessary that early arrangements should be made in the Institute for the training of staff and non-official workers engaged in tribal development work. The Team suggests that for this purpose posts of Lecturers etc. may be sanctioned for the Institute and additional funds provided. The Team feels that activities in the field of training need not be confined to the training of workers among tribals but that the programme should aim at providing

to the people, both tribals and non-tribals, a greater understanding of the cultural values of each other. This object could perhaps best be achieved by undertaking peripetetic training programmes in various districts where apart from orientation of the participants with the problems of tribal welfare and providing them with a sound knowledge of various tribal cultures, information could be disseminated about Constitutional safeguards, protective legislation, concessions and privileges extended to Scheduled Tribes and other cognate matters.

SUMMARY OF RECOMMENDATIONS AND CONCLUSIONS

Chapter II

TRIBAL AREAS AND THE PEOPLE

1. The State Government may set up a Committee under the Chairmanship of the Chief Minister, on the lines of the Committee constituted at the Centre, to examine periodically the position and review the performance in the matter of recruitment of Scheduled Castes and Scheduled Tribes in services/posts in or under the State Government and its Public Undertakings. (para 2.13)

CHAPTER III

ADMINISTRATION

2. Considering the large tribal population of the State and the magnitude of the problem of tribal development, the Team feels that there is need to have a separate Directorate of Tribal Welfare under the Tribal Areas and Welfare of Backward Classes Department. (para 3.3)

3. At the district level there is no single officer responsible for tribal welfare work. The Team feels that this is a lacuna in the administrative structure which should be immediately removed by appointing, as in other States, District Tribal Welfare Officers of adequate status to assist the Deputy Commissioner. (para 3.4)

4. A major reorganisation of the existing administrative set up is bound to follow as a corollary to the formation of the Autonomous Hill State of Meghalaya. While the pattern of administration applicable to the tribal communities of the Hill Districts will be evolved by the autonomous Administration when it is formed, the responsibility for seeing that the interests of the plains tribals, who are relatively backward, are adequately safeguarded will devolve on the State Government. The Study Team feels that any machinery that may be set up to look after the plains tribals should be such as to ensure that they are brought on a par with the rest of the community within a period of 10 years. (para 3.26)

CHAPTER V

**LAND PROBLEMS, PERMANENT SETTLEMENT OF VILLAGES AND
INDEBTEDNESS**

5. As the evil of land alienation is deep rooted, a Committee consisting of local leaders and officials should be appointed to investigate the causes of land alienation and allied problems and recommend to the Government measures of restoring, on the one hand, to the tribal owners lands which have been illegally alienated, and, on the other, to prevent cases of land alienation in future. (para 5.2)

6. For the setting up of model villages, only such areas should be selected where sufficient culturable land is available with perennial sources of irrigation. While planning these villages, some area may be earmarked for jhuming to enable the tribals, who are not accustomed to settled cultivation practices, to practise atleast during the initial stages, jhuming side by side with permanent cultivation. (para 5.5)

7. Settled cultivation is something new to the tribals and they need assistance and guidance before they can acquire the techniques of settled cultivation. It is necessary for this purpose that an officer from the Agriculture Department should be posted in a model village to provide guidance to the newly settled families. The soil conservation and general agriculture departments should introduce orchard cultivation and improved methods of cultivation of crops. Every model village should have its own village forest to check the tendency to encroach on reserved forests. Facilities like roads, schools, primary health centres, etc., should be provided. It is also necessary that a field welfare officer is appointed for these villages to look after the interests of families settled there. (para 5.5)

8. The Team feels that the model village scheme should receive high priority in a district like Mikir Hills as villages in the district are scattered and are generally of small size, consisting in some cases of 10 families or less. Since the State Government does not have the resources to finance a large scale programme, the Central Government should give reasonable assistance to the State Government for the purpose. The scheme should, however, be taken up in a phased manner and to start with only a few villages should be started on an experimental basis in each area. It is important to ensure success of the experiment as failure will make other villages shy away from the scheme. (para 5.5)

9. While the three surveys conducted in the United Mikir and North Cachar Hills district provided certain useful information, they had their limitations as they were undertaken mainly for the purpose of providing background material. The Team would, therefore, stress the need for conducting a comprehensive socio-economic survey of the district and recommends that such a survey may be undertaken as a matter of priority so as to enable undertaking of schemes to meet the felt needs of the people as well as securing the optimum utilisation of the local resources. (para 5.6)

10. The Study Team understands that for Garo Hills district, a detailed plan for the shifting and regrouping of entire population living in hamlets consisting of less than 20 households has been submitted to the State Government. As this will involve heavy expenditure, it may not be possible for the State Government or even the Central Government to provide the finances needed for such an ambitious scheme. Further, any setback to the programme of regrouping would cause a revulsion of feeling amongst the tribals and bring the whole scheme into disrepute. The Study Team, therefore, recommends that only pilot schemes of regrouping of the villages should be taken up to start with. (para 5.8)

11. The Mizo and Mikir Hills district Councils have made separate Regulations for the regulation and control of moneylending by non-tribals in their respective districts. There is need to introduce such Regulations in the other hill districts as well. (para 5.20)

12. As relief from indebtedness is a pre-condition for the social and economic advancement of the tribals, the Team recommends that early steps may be taken to set up a Tribal Debt Redemption and Loans Board in the State. To start with, the Board may take up a pilot scheme in a few selected tribal villages for the liquidation of old debts of the tribals and also to advance short-term loans not only for productive, but also for un-productive purposes connected with obligatory tribal customs and usages. Side by side with the provision of credit, it will be necessary to undertake propaganda through the publicity machinery of the State Government, local leadership and voluntary and non-official agencies, to dissuade the tribals from incurring unproductive expenditure and educate them on the advantages of approaching Government agencies for loans. (paras 5.21 and 5.22)

CHAPTER VI

AGRICULTURE

13. The study Team makes the following recommendations for accelerating the pace of development of agriculture in the Garo Hills district:

1. A socio-economic survey of the district should be undertaken for assessment of needs and problems of the people and to ascertain the agricultural potential in the district. Future planning for the district should be based on the results of such a survey.
2. Demonstration Centres at suitable places should be established for demonstrating to the people methods of controlling 'Jhuming' such as terrace cultivation. The Government should provide the necessary facilities to the cultivators who take to terracing. As there is a likelihood of a fall in yields in the initial stages and the emergence of some other discouraging factors, the cultivators should not be left to themselves to experiment but should be given the necessary guidance and help.
3. The selection of pilot settlement schemes should be made jointly by Government officers and non-officials and the proposals should be approved by the District Development Board.
4. Land reclamation schemes like the one undertaken by National Christian Council, should be taken up in areas where flat lands offering scope for irrigation facilities are available. A survey to locate such areas should be undertaken on a priority basis.
5. Government should take steps to ensure that areas reclaimed at considerable cost are not abandoned after a few years.
6. Reclamation schemes should be taken up on hills where sufficient land is available and where rainfed crops could easily be grown. A survey should be taken up to locate such areas.

7. A survey of irrigation potential should be conducted with a view to taking up irrigation works in the district.
 8. A cattle farm should be established in the district for the supply of milch, draught and breeding animals. (para 6.17)
14. For the development of agriculture in the United Khasi and Jaintia Hills district the Study Team recommends that:
1. Permanent irrigation works should be constructed wherever possible so that the expenditure on 'katcha' works which are washed away every year during the floods, is kept to the minimum.
 2. Proper arrangements for the marketing of oranges, pine apples and other fruits grown in the border areas should be made. For this purpose the State Government may either provide adequate transport facilities or arrange for the purchase of the produce in bulk by a Governmental agency.
 3. To enable the producers to get a better price, the State Government should examine the possibility of setting up cold storages at central places where villagers can store their produce on nominal charges. The feasibility of setting up a canning factory at a central place may also be examined.
 4. Adequate publicity should be given regarding the loan facilities by the development staff to enable the people to take advantage of the scheme. The procedure should not be cumbersome as at present and should be streamlined.
 5. A socio-economic survey should be conducted by a joint team of experts of Agriculture, Soil Conservation, Irrigation and other development departments. If necessary, some non-officials may also be associated with the survey. (para 6.22)
15. The Study Team makes the following recommendations for the United Mikir and North Cachar Hills district:
1. A socio-economic survey of the district should be conducted by a team of officers drawn from the Agriculture, Soil Conservation, Irrigation and other development departments to assess the needs and problems of the people and deciding the priorities of plan programmes.

2. The Department of Social Conservation should take up more schemes of land development and reclamation of waste lands. The reclaimed lands should be provided with irrigation facilities, wherever possible.
3. A survey of irrigation potential of the district should be undertaken and additional irrigation facilities created on the basis of such a survey.
4. Adequate facilities including financial assistance and technical guidance should be provided to ensure success of the cultivation of crops like jute, sugarcane, potato, cashewnut and black pepper. Adequate cold storage facilities should be provided to the cultivators in suitable places, where power is available, for the storage of fruits. Assistance should be given in regard to the storage and marketing of the products grown in the area to the cultivators. (para 6.30)

16. As, in view of the terrain in Mizo District, 'Jhuming' has to be tolerated and cannot be stopped, the only way of improving agriculture in the area is to induce the villagers, by the offer of financial assistance and technical guidance, to take up the cultivation of lower slopes which may, if necessary, be allowed to be jhumed initially and later terraced. To enable them to assess the relative merits of terrace and jhum cultivation, a part of the area may be thrown open for their traditional jhuming cultivation and the rest terraced. When they see for themselves that terrace cultivation gives better results in the shape of higher yields they will voluntarily give up jhum cultivation in favour of cultivation on terraced land. (para 6.32)

17. The Team recommends that an adequate number of tractors should be supplied to the Mizo District Council for reclaiming the flat areas near Champhai, Thenzawal and Vanlaiphai and making them fit for cultivation. (para 6.33)

CHAPTER VII

FORESTS

18. Although over one-third of the area of the State has been classified as forest, the area permanently under forests is only 12 percent. This gives an indication of the leeway that has to be made up in the task of forest development in the State. (para 7.1)

19. The major forest areas in Autonomous Hill Districts are under the control of District Councils which have no agency for their conservation and scientific management. The Team, therefore, recommends that while the control of these forests may continue to vest in the District Councils and the right of royalty may be retained by them, their systematic working should be entrusted to the State Forest Department on their behalf. It is not possible, as things stand at present, for the Forest Department to take up the scientific working of these forests as the Jhum lands of tribals are also situated in them. It is, therefore, necessary that the District Councils constitute their own Reserved Forests from out of these Forests and thereafter entrust their working to the Forest Department as proposed above. (para 7.4)

20. It was brought to the notice of the Team that the existing communications in the tribal areas in general, and forest areas in particular, were not adequate. The improvement of communications is of utmost importance in the tribal areas as in their absence, efficient conservation and economic exploitation of forest resources cannot be ensured. (para 7.9)

CHAPTER VIII

COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND COOPERATION

21. A vast majority (79%) of the plains tribal population has not received any benefits under the T.D. Block programme. This is because the tribals in the plains districts generally live interspersed with the general population and most areas inhabited by the plains tribals do not fulfil the criteria governing the opening of Tribal Development Blocks. The Team, therefore, suggests that, in the case of plains districts, either the norms for the opening of T.D. Blocks should be relaxed or ad-hoc assistance may be given to the State Government by introducing the Sub-Blocks Scheme as has been done in West Bengal. (para 8.5)

22. The area of most of the Blocks is too large for proper administration. Though the population covered by the Blocks is relatively small, it is hardly possible for the Block staff to cover all the villages in view of the vastness of the area, scattered nature of the villages separated by long distances and inadequacy of communications. It is distressing to note that although the Joint Centre-State Study Team had recommended opening of new Blocks, their recommendation has not been implemented so far. (para 8.6)

23. While the Block programmes had helped to improve agriculture they had not made any impact on certain other sectors of development like industry, poultry, fishery, etc. The relative failure in these sectors is attributable to the fact that the schemes taken up under these sectors did not fully reflect the needs of the tribals. The Study Team suggests that only schemes which are really useful and of immediate benefit to the people should be undertaken by Block Development authorities to start with. A socio-economic survey should precede the planning of development programmes and the set pattern of T.D. Schemes should be oriented to suit the needs and problems of the local people. (para 8.7)

24. Under the existing set-up, each Block tends to work in isolation and takes up schemes for implementation within the respective Block boundaries. It was represented to the Team that if integrated plans were formulated the area as a whole would stand to benefit without much additional cost. The Study Team suggests that this matter may be examined by the State Government and suitable steps taken to ensure coordination in the formulation of programmes by Blocks with contiguous boundaries on an area basis. (para 8.8)

25. In the Gram Panchayat, there is provision for reservation of one seat for Scheduled Tribes if their population is 5 per cent or more of the population of the Panchayat area and representation of one Scheduled Tribes Member in every Anchalik Panchayat and Mahkuma Parishad. The Team feels that such representation may not be adequate, specially in predominantly tribal areas and suggests that reservation of seats for tribals should be in proportion to their population in the area concerned. (para 8.10)

CHAPTER IX

INDUSTRY, MINERALS AND POWER

26. Each of the hill districts has a large forest area covered with bamboo and trees of various species yielding valuable timber. It should be possible to start forest based industries in many of the hill districts. The climate in some of the hill districts is suitable for the growing of a variety of fruits like citrus, banana, pineapple etc., which can provide a base for agro-industries. (para 9.2)
27. Arrangements should be made to enable cottage industries to obtain the necessary raw materials preferably from a central agency at reasonable prices. It would be an advantage if the same agency buys the finished goods at fair prices and takes over the responsibility for marketing. In the opinion of the Study Team the State Small Scale Industries Corporation could well be entrusted with this responsibility. (para 9.3)
28. An Industrial Training Institute which had been started at Tura (Garo Hills district) for imparting training in various trades was not attracting an adequate number of students largely because of the delay in the payment of stipends and lack of employment opportunities for trainees on the completion of their training. To make the scheme a success it is important to ensure timely payment of stipends. If the stipends are low in the context of the steadily increasing costs of living, they should be suitably enhanced. The Team also suggests that the State Government should examine whether the trades in which training is being imparted offer sufficient scope either for employment in the area or for the setting up of independent business. (para 9.4)
29. The Team was informed that although it had been decided to start a lime quarry in the Jowai sub-division (United Khasi and Jaintia Hills district), the decision could not be implemented as the proposal was hanging fire for want of decision regarding the location of the quarry. The Team understands that a site has since been selected. With the final selection of the site, the Team trusts that the State Government will take steps to see that the work is expedited and that the quarry is started without any avoidable delay. Preference should be given to the employment of tribals and steps should be taken in advance to impart training to them to fit them for appointment to skilled and semi-skilled posts if work on the quarry is mechanised. (para 9.5)

30. The Team understands that mineral exploitation in hill areas, including Khasi and Jaintia Hills district, is at present being conducted more or less on a cottage industry basis. There is, therefore, considerable wastage which is avoidable. It is desirable that the present methods should be discarded in the interest of efficiency and replaced by mechanised exploitation. The Team suggests that the State Government may obtain the expert advice of specialised agencies in this connection. (para 9.9)

31. Mineral exploitation should be used to improve the lot of the tribals. Whenever a mining project is started, the local population should be given preference in employment both as skilled and un-skilled workers. There should be no dearth of local tribal workers for un-skilled jobs but to get skilled workers suitable training programmes should be taken up in advance of the setting up of the projects. Whenever, it becomes necessary to acquire land belonging to tribals for the exploitation of minerals, they should be given adequate compensation and, as far as possible the policy should be to provide land for land to ensure their satisfactory settlement. (para 9.10)

32. Development of power in the hill areas is essential for their allround development. In the absence of power, it is not possible to develop industry in a big way. Lift irrigation which has to be resorted to in hilly areas cannot also be developed in the absence of power. Similarly, schemes for the supply of drinking water cannot be taken up on any significant scale in hilly terrain where water has to be pumped to higher altitudes. The Team is glad to note that the State Government is fully aware of the need for the development of power and trusts that priority will be given in the Fourth Plan for the generation, transmission and distribution of electric power in the hilly areas. (para 9.12)

CHAPTER X

TRANSPORT AND COMMUNICATIONS

33. The roads in the plains tribal areas of Lakhimpur and Darrang districts are in urgent need of improvement. Tribal areas lying along Bhutan and NEFA border are of strategic importance and there is need for developing an adequate road system in these areas. (para 10.2)

34. The Study Team noticed a general feeling among the tribal leaders of the plains areas that the pockets with a majority of Scheduled Tribes had been neglected in respect of road development. It was further pointed out that Kokrajhar was the only sub-division in the plains areas of the State where road transport had not been nationalised. The Study Team suggests that such complaints by the local leaders should be looked into and the difficulties, if any, in meeting the popular wishes of the people should be explained to them to avoid any particular section of the population harbouring grievances, should they really have no basis. (para 10.3)

35. According to the revised 'GRID & STAR' formula drawn up by the Government of India under the advice of the State Chief Engineers for the All-India Road Development Programme for a period of 20 years (1961-81) all the four Autonomous Hill districts should have 10512 miles (17024 Kms) of motorable roads by the end of the year 1981. The achievement upto 1965-66 has been only 2606 miles. Thus there is a shortfall of 7906 miles. To make good the deficiency, during the remaining 15 years, it would be necessary to undertake construction of roads in the hill districts at the rate of 527 miles per year from 1966-67. (para 10.5)

36. To ensure uninterrupted flow of traffic on hill roads, permanent bridges with pucca abutments and piers are essential. In order to provide an effective road system for the allround improvement of communications in the hill areas, it is not only necessary to extend the road mileage but it is also essential to take effective steps to bring the existing roads which fall well below the requisite specification to the required standard. For this purpose it will be necessary to undertake a much bolder programme than at present. The Team, therefore, recommends that adequate financial assistance should be provided by the Government of India to the State Government to enable the latter to give this sector the attention that it merits. (para 10.6)

37. The Study Team feels that the opening up of the Mizo district area is essential not only from the point of view of building up its economy but also for reasons of security as the area is of vital strategic importance. (para 10.8)

38. As the development of the economy of the Mizo district is being hampered for want of an adequate road system, the Study Team recommends that the road from Silchar to Lungleh via Aijal should be completed without further delay and that the repair and restoration to traffic of the abandoned roads mentioned below should be undertaken on a priority basis:

1. Silchar - Aijal
2. Aijal - Champai
3. Aijal - Lungleh
4. Aijal - Vanlaiphai
5. Seling - Tipaimukh
6. Lungleh - Demagiri
7. Lungleh - Lawngtlai
8. Karhmun - Mamit-Aijal
9. Karhmun - Demagiri
10. Aijal - Thenzawl-Lungleh

(para 10.9)

39. The United Khasi and Jaintia Hills district has a considerable potential for fruits and vegetables which are mostly grown along Indo-Pakistan border. The Study Team, therefore, recommends the construction of a dependable network of roads along the Indo-Pakistan border on a phased basis. The existing roads should be repaired and the missing links completed particularly in the case of roads connecting the fruit growing areas whose economy depends on the prompt marketing of their produce. (para 10.10)

40. Apart from making improvements to the existing roads in the Garo Hills district, it is necessary to complete the more important roads leading to the Pakistan border and also to the Khasi and Jaintia Hills District border and the potential industrial areas of Garo Hills district. These include: (1) Dudhnai-Mangwalbibra-Baghmara road; and (2) Baghmara-Moheskhola Road. (para 10.12)

41. In the light of the progress made and the difficulties (in respect of communications) brought to its notice, the Study Team recommends as follows:-

1. As far as possible all important roads should be converted into all-weather roads by making them pucca and constructing culverts and bridges.
2. To link up the interior and rural areas, feeder roads should be constructed so that the existing major roads may become useful for a larger section of the public.

3. The road work in the districts should be guided by the P.W.D. The alignments of all major roads, jeepable as well as feeder, should be approved by the P.W.D. so that they can be taken over by them without having to incur expenditure on changing alignments when they are handed over by the District Councils.
4. Whenever the construction of any road is taken up, the culverts and bridges should be completed simultaneously with the road, as the road would be of no use for a vehicle, whether it is a jeep or bullock cart, unless the connecting bridges and culverts are completed.
5. Adequate funds should be provided for the maintenance of roads, particularly those constructed by the Blocks, to ensure that they are kept in good condition and the expenditure on their construction does not become infructuous.

(para 10.15)

CHAPTER XI

EDUCATION

42. In the field of education, there are certain special problems peculiar to the hill areas. Although the percentage of enrolment is satisfactory in the primary stage, it is much below the State average at the Middle and Secondary stages. To improve the situation, it is necessary to start Government Middle and High Schools and also to give liberal financial assistance to private agencies which run schools in the area for the construction of school and hostel buildings. Subsidised hostel facilities will also help in improving the situation.

(para 11.4)

43. Lack of school buildings and teachers' quarters is one of the major difficulties standing in the way of expansion of educational facilities in the hill areas. Greater financial assistance from the State Government is, therefore, necessary to overcome the difficulty as there are serious limitations on the initiative and resources of the local people to open educational institutions. (para 11.5)

44. Many villages in the Garo Hills district are still without schools. Adequate financial assistance should, therefore, be given to the District Council to enable it to open more schools. In the interior areas it may be desirable to have residential L.P. Schools located at suitable places to serve children from three or four neighbouring villages.

(para 11.10)

45. It was represented to the Study Team during its tour of the Mizo district that the standard of education at primary level had deteriorated to a great extent after the District Council took over the management of all the Primary Schools, including the Mission Primary Schools. Apart from the need for providing trained teachers for improving the standard of education, it is necessary that the syllabus should be revised and better text-books prepared to replace the existing text-books which are not suitable. (para 11.15)

46. It is not possible to bring about any improvement in the standard of High Schools unless teaching in the feeder M E Schools is improved. It is of the utmost importance, therefore, that trained and competent teachers should be employed at the lower levels if standards are to be raised. Competent teaching at the lower levels could be supplemented by special coaching facilities in M.E. and High Schools, whenever necessary. (para 11.18)

47. The science sections in the colleges in Mizo district are not properly equipped. They should be strengthened by providing equipment, material and qualified teaching staff. (para 11.19)

48. Hostel facilities are urgently needed in the Government Multipurpose and Higher Secondary School at Aijal. There were two hostels attached to this school but these were burnt down during the disturbances. The hostels should be rebuilt. (para 11.20)

49. In the United Mikir and North Cachar Hills district the dearth of qualified and trained teachers is a serious handicap and is adversely affecting the quality of education. There is no Teachers Training Centre in the district with the result that teachers have to be sent for training to Nowgong or Gauhati. A Teachers Training Centre in the district is a necessity. (para 11.25)

50. The following steps should be taken for the promotion of education in the hill areas of the State and for raising its standard:-

1. More training institutions should be set up for Primary School teachers to meet the shortage of trained teachers in L.P. Schools.
2. In the interior areas where the population is sparse and scattered and where it is not possible to open separate schools because of low enrolment, residential L.P. Schools should be started at selected places so as to cover a group of villages. These schools should have adequate boarding facilities for students and quarters for the teaching staff.

3. A few residential M.E. Schools should be started, particularly in the proposed Model Villages. To cater to the needs of villages in the interior areas, hostel facilities and teachers' quarters should be provided in some of the M.E. and High Schools in each hill district. As this will entail substantial expenditure, the State Government may consider running these schools as Government institutions.
4. In regions like Jowai sub-division, where villages are sufficiently large (having twenty or more families), a phased programme should be drawn up by the District Councils for the opening of L.P. Schools so that no village will be without a school at the end of the Fourth Plan. The Government should provide suitable financial assistance to the District Council for this purpose.
5. In order to improve the standard of primary education, minimum qualifications should be prescribed for teachers in Government as well as non-Government schools. It is suggested that the minimum qualification for the teachers which is at present a VI Class pass in hill areas, as against Matriculation in valley areas, should be raised and necessary facilities provided to the existing teachers to enable them to raise their educational qualifications.
6. The disparity in the matter of grant of allowances between the teachers of District Council Schools and Government School teachers should be removed as there is no justification for having different scales of allowances for teachers having equal qualifications and teaching at the same level under identical conditions.
7. Technical education has not made much headway in the hill areas. This is due in a large measure to the lack of adequate facilities for the teaching of science and mathematics at the secondary stage. Special attention, therefore, should be given to the teaching of science and mathematics in the schools. Teaching of science should be introduced in all the schools and basic knowledge of science imparted at the middle stage. Trained mathematics teachers should be appointed at the levels right from L.P. Schools to High Schools. As tribal students are generally weak in science and mathematics, special coaching arrangements should be made.

8. Polytechnics should be established to impart education in technical subjects like electrical, mechanical and civil engineering, draughtsmanship, etc. Diploma courses may also be introduced as in other parts of the State.
9. In the more backward areas of Garo Hills and North Cachar & Mikir Hills districts the question of upgrading one or two of the existing Government High Schools as Multipurpose Higher Secondary Schools and the setting up one or two Industrial Training-cum-Production Centres may be examined.
10. Suitable measures may be devised for effective inspections of L.P. Schools.
11. Bright students belonging to the more backward tribes should be picked from Middle and High Schools and given higher education by providing them the necessary facilities at the High School and College levels.
(para 11.31)

CHAPTER XII

MEDICAL AND PUBLIC HEALTH

51. It was brought to the notice of the Study Team that in certain areas predominantly inhabited by the tribals (the so called tribal pockets) in the plains area, medical facilities were inadequate. The Team suggests that surveys may be undertaken to identify such areas and the general health programmes expanded to cover such pockets or special health schemes executed there out of Article 275 grants. (para 12.1)

52. In the light of the facts which came to its notice, the Study Team recommends as follows:

1. In view of the allround shortage of doctors, it is necessary to undertake a programme of consolidation rather than of expansion. Steps should be taken to see that all the existing units are in the charge of doctors with the necessary complement of auxiliary staff before setting up new health units. Arrangements should also be made to stock sufficient quantities of medicines and for their timely replenishment.
2. Necessary incentives like special pay or allowances should be given to attract doctors and staff to serve in the interior areas.

3. The Leprosy Survey and Investigation Units should be strengthened and adequate qualified staff posted.
4. Additional leprosy clinics should be established in the areas where there is a high incidence of the disease and the usual norms should be relaxed for the opening of such units in inaccessible areas.
5. A mass programme of T B control should be undertaken in the areas where there is a high incidence of the disease.
6. To make the tribal people aware of the utility of preventive health measures, suitable programmes of health education should be undertaken in the hill districts. (para 12.18)

53. The Study Team understands that no systematic survey of water resources has been undertaken in the hill areas, nor is any information readily available about the villages where the water supply arrangements are inadequate or unsatisfactory. Such a survey is a pre-requisite for undertaking any large scale programmes and needs to be undertaken urgently. The Team also suggests that instead of pumping water to individual villages at high altitudes it may be worthwhile undertaking some major schemes whereby drinking water is pumped to storage tanks in some selected villages situated at the highest altitudes for distribution by the gravitational method to villages situated at lower altitudes. (para 12.21)

54. In Mizo district, there is acute shortage of drinking water. The district, therefore, deserves special treatment particularly in view of its disturbed law and order situation. (para 12.22)

55. The Study Team recommends that the supply of pumps needed for the Lijal drinking water supply scheme may be expedited so that the scheme, which has almost been completed, may be commissioned without any further delay. It is also necessary that the other water supply schemes taken up in the area are completed expeditiously. (para 12.25)

56. In view of the acute shortage of drinking water in the hill areas in the United Mikir and North Cachar Hills district, the Study Team recommends that more funds should be allocated for the provision of drinking water facilities. (para 12.26)

57. In Jowai Sub-division of the United Khasi and Jaintia Hills district, there is an acute shortage of water even at important places like the Civil and Mission Hospitals and Government offices. The Study Team, therefore, recommends that after a proper survey, a major water supply scheme should be undertaken for Jowai. (para 12.27)

CHAPTER XIII

RESEARCH AND TRAINING

58. The Team understands that the Board of Management for the Institute, which should have met in the last quarter of 1969, has not met so far as the Minister and the Department are preoccupied with urgent and important work concerning the reorganisation of the State. To provide proper direction and guidance, the Study Team would urge the need for regular meetings of the Board. (para 13.2)

59. Although the Institute has been in existence for over five years no evaluation of tribal welfare programmes has been conducted by it so far. The Team considers that by the very nature of the arrangements made, the District Research Officers have, over the years, begun to take over the functions of the district staff while the research and evaluation work which they were expected to undertake has been relegated to the background. The Team feels that it is necessary to review the present arrangements and to divert the District Research Officers of their existing functions of periodical collection of routine statistics. (para 13.4)

60. A decision with regard to the future set up recommended by the Joint Centre-State Study Team and the lines of working of the proposed Development Institute should be taken without further delay so that research work does not suffer. Till such time as a final decision is reached on the setting up of the proposed Development Institute, the staff of the Tribal Research Institute may be suitably strengthened. The Team trusts that the Board of Management of the Institute will give its urgent attention to these matters and help the Institute to function with greater smoothness and vitality than hitherto. (para 13.6)

61. The Team regrets to note that so far the Institute has not been able to take up any training programmes. In view of the fact that the State has not only a large but a bewildering variety in its tribal population and is facing complex tribal problems, it is necessary that early arrangements should be made in the Institute for the training of staff and non-official workers engaged in tribal development work. The Team suggests that for this purpose posts of Lecturers, etc., may be sanctioned for the Institute and additional funds provided. (para 13.7)

62. The training programme should aim at providing to the people, both tribals and non-tribals, a greater understanding of the cultural values of each other. This object could perhaps best be achieved by undertaking peripatetic training programmes in various districts where apart from orientation of the participants with the problems of tribal welfare and providing them

with a sound knowledge of various tribal cultures, information could be disseminated about Constitutional safeguards, protective legislation, concessions and privileges extended to Scheduled Tribes and other cognate matters. (para 13.7)

ANNEXURES

Annexure I

Copy of Government of India, Planning Commission, Committee on Plan Projects, Resolution No. COFF/Acm/16(1)/66 dated the 26th October, 1966, setting up the Study Team on Tribal Development Programmes, and incorporating change in composition of the Study Team made subsequently.

STUDY TEAM ON TRIBAL DEVELOPMENT PROGRAMMES

No. COFF/Acm/16(1)/66: Programmes for the welfare and development of scheduled tribes form an integral part of the Five Year Plans. Although significant progress has been achieved in several directions, it is important that during the Fourth and Fifth Plan periods the process of economic and social development among tribal communities should be greatly accelerated. Rising levels of well-being, growing economic opportunities and greater integration with the rest of the population are essential both for the welfare of tribal communities and the progress of the country as a whole.

2. The Draft Outline of the Fourth Five Year Plan provides substantial resources for special programmes for the welfare of tribal communities and indicates a number of directions in which current development programmes should be reoriented. In the light of past experience, it has become essential that the schemes formulated should enable the tribal communities to secure an adequate share in the benefits of general development programmes and speed up their economic and social advance. With the object of giving practical effect to these recommendations and assisting State Governments in evolving concrete schemes of development which are specially adopted to the needs and conditions of tribal areas, at the suggestion of the Planning Commission, the Committee on Plan Projects have set up a Study Team on Tribal Development Programmes composed of the following:

(i) Shri P. Philu Ao,
Former Chief Minister
of Nagaland

Chairman

(ii) Shri L.M. Shrikant,
Secretary, Bharatiya
Adimjati Sewak Sangh
and ex-Commissioner
for Scheduled Castes
and Scheduled Tribes

Member

(iii) Shri T. Sivasankar,
formerly Secretary in
the Union Ministries
of Irrigation and
Power and works,
Housing and Supply
and later Lt. Governor
of Goa.

Member

(Appointed from April
12, 1967, in place of
Shri B. Mehta, IAS,
Chief Secretary,
Government of Rajas-
than who left the
Study Team on February
20, 1967, consequent on
his appointment as
Member, Official
Language (Legislative)
Commission).

3. The Study Team will work in close cooperation with the Planning Commission, the Department of Social Welfare, the Commissioner for Scheduled Castes and Scheduled Tribes, the Department of Community Development and other Central Ministries concerned. In consultation with the Chief Ministers of States, the Study Team will co-opt one or more members in each State to function as members of the Team in relation to tribal development programmes in respect of that State.

4. The Study Team, thus enlarged, will acquaint itself first hand with the problems and needs of tribal communities in each State, appraise the working of tribal development programmes, specially during the Third Five Year Plan, and make detailed and specific recommendations regarding programmes of development to be carried out during the Fourth Five Year Plan. Particular emphasis will be given to devising measures for carrying the benefits of development in different sectors as effectively as possible to tribal communities and to the building up of the economy of tribal development blocks and tribal areas. The Study Team will give special attention to measures for strengthening the personnel and machinery for implementing programmes for tribal development in each State. It will also suggest

steps for harnessing the leadership and institutions among tribal communities so as to ensure their fullest participation in the tasks of economic and social development.

5. The study team is expected to complete its work over a period of one year.

6. The headquarters of the study team will be at New Delhi.

7. Ordered that the RESOLUTION be published in the Gazette of India for general information.

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BASIC FACTS AND FIGURES

(Data Relates to Census 1961 Unless Otherwise Indicated)

Sl. No.	Item	Unit	Particulars
1.	Area	Sq. Km.	1,21,973
2.	District	Nos.	11*
3.	Subdivision	Nos.	24
4.	Towns	Nos.	60
5.	Development Blocks (as delimited on 1.1.67)	Nos.	162
6.	Villages (inhabited)	Nos.	25,702
7.	Villages (uninhabited)	Nos.	1,565
8.	Total population	Nos.	1,18,72,772
9.	Males	Nos.	63,28,129
10.	Females	Nos.	55,44,643
11.	Urban population	Nos.	9,13,028
12.	Rural population	Nos.	1,09,59,744
13.	Working Population	Nos.	51,37,411
14.	Workers in Agriculture	Nos.	33,23,500
15.	Scheduled Tribes population	Nos.	20,64,816
16.	Scheduled Castes population	Nos.	7,32,756
17.	Literacy		
	<u>Hills</u>		
	Males	%	35.0
	Females	%	<u>21.3</u>
	Total:	%	28.4

* A new administrative district - North Cachar Hills has been formed in 1969.

	1.	2.	3.
<u>Plains</u>			
Male	%		37.6
Female	%		<u>15.3</u>
Total:	%		27.2
<u>18. Density of population</u>			
Plains	No. per sq.km. (No. per sq.mile)		167 (432)
Hills	No. per sq.km. (No. per sq.mile)		22 (58)
<u>19. Reporting areas 1964-65</u>	Thousand Hectares		12,210
<u>20. Area under Forest 1964-65</u>	"		3,562
<u>21. Barren & unculturable land 1964-65</u>	"		4,463
<u>22. Net Area Sown 1964-65</u>	"		2,337
<u>23. Area under Rice 1964-65</u>	"		1,915
<u>24. Area Irrigated 1964-65</u>	"		668
<u>25. Production of Rice 1965-66</u>	Thousand Metric Tons		1,851
<u>26. Per capita consumption of Electricity 1965-66</u>	Kwh.		5

ANNEXURE III
(Reference para 2.6)

TRIBEWISE DISTRIBUTION OF HILL TRIBES IN THE DISTRICTS

Name of tribes	DISTRICT				Total	Col.6 as % of Total Hills Tribes Population	Col.6 as % of Total tribal population of the State
	Garo Hills	Mizo	United K.&.J. Hills	United Mikir & N.C.Hills			
1.	2.	3.	4.	5.	6.	7.	8.
Any Kuki Tribes	2	11,677	208	7150	19,037	1.71	0.92
Any Mizo Tribes	18	2,13,261	1158	284	2,14,721	19.32	10.40
Any Naga Tribes	10	23	938	8338	9,309	0.84	0.45
Chakma	-	19,337	1	-	19,338	1.74	0.94
Dimasa(Kachari)	1,320	14	100	67284	68,718	6.18	3.33
Garo	2,39,747	12	15037	3326	2,58,122	23.22	12.50
Hmar	-	3,119	1491	4131	8,741	0.79	0.42
Hajong	21,597	-	1055	-	22,652	2.04	1.10
Lakher	-	8,790	1	-	8,791	0.79	0.42
Khasi & Jaintia	50	193	351981	3931	3,56,155	32.04	17.25
Man	253	-	-	-	253	0.02	0.01
Mikir	6	1	4188	116887	1,21,082	10.90	5.86
Pawl	-	4,587	-	-	4,587	0.41	0.20
Total Hill Tribes Population	2,63,003	2,61,014	376158	2,11,331	11,11,506	100.00	53.80

ANNEXURE IV

(Reference para 2.7)

TRIBEWISE DISTRIBUTION OF THE PLAINS TRIBALS IN THE DISTRICTS

Tribes	DISTRICT								Total	Col.9 as %age of the total plains tribal Population	Col.9 as %age of the total tribal population of the State
	Cachar	Darrang	Goalpara	Lakhimpur	Kamrup	Nowgona	Sibsaga	Total			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	
to Boro- chari	196	39,388	1,60,351	11,302	1,23,758	3,436	7,552	34,5,983	36.29	16.76	
ori	-	525	16	9,163	546	1,489	2,137	13,876	1.46	0.67	
Jai	-	1,121	490	-	150	1,155	701	3,617	0.38	0.18	
chari including Iwal	154	72,535	13,184	52,551	52,003	20,394	26,115	236,938	24.85	11.47	
ung	-	45	-	2,669	1,879	54,797	1,925	61,315	6.43	2.97	
h	-	719	147	3,068	8	550	2,495	6,987	0.73	0.34	
i	-	15,292	3,080	85,086	286	4,832	54,877	1,63,453	17.15	7.92	
ha	612	10,673	49,217	2,686	43,758	885	198	1,08,029	11.33	5.23	
mans Cachar	13,114	-	-	-	-	-	-	13,114	1.36	0.66	
al bal ulation	14,076	1,40,298	2,26,485	1,66,525	2,22,388	87,538	96,000	9,53,310	100.00	46.20	

ANNEXURE V
(Reference para 2.9)

LEVELS OF LITERACY AMONG SCHEDULED TRIBES AND TOTAL POPULATION

Literacy Level	SCHEDULED TRIBES					
	Males No.	%	Females No.	%	Total No.	%
1.	2.	3.	4.	5.	6.	7.
Total Population	10,55,431	100.00	10,09,385	100.00	2064,816	100.00
Literate without level of education	2,55,448	24.20	1,34,437	13.53	389,885	18.86
Primary or Junior Basic	67,601	6.41	22,562	2.24	90,163	4.32
High School and above	4,531	0.43	1,562	0.15	6,093	0.29
Total percentage of literacy		31.04		15.92		23.47

Literacy Level	TOTAL POPULATION					
	Males No.	%	Females No.	%	Total No.	%
Total population	63,28,129	100.00	55,44,643	100.00	11872,772	100.00
Literate without level of education	16,37,822	25.88	6,00,748	11.91	2298,570	18.90
Primary or Junior Basic	6,00,573	9.53	2,06,964	3.73	807,537	6.63
High School & above	1,23,329	1.95	18,619	0.40	141,948	1.17
Total percentage of literacy		37.36		16.04		27.40

SOURCE: Census of India, 1961.

ANNEXURE VI
(Reference para 2.10)

DETAILS OF TRIBAL POPULATION BY RELIGION
(Census 1961)

Sl. No.	Tribe	Total	Christian	Hindu	Others
1.	Boro-Borokachari	345,983	22,445	322,029	1,509
2.	Khasi and Jaintia	356,155	169,311	12,587	174,257
3.	Garo	258,122	97,924	10,452	149,746
4.	Kachari including Sonwal	236,936	14,586	221,855	495
5.	Any Mizo (Lushai) Tribes	214,721	208,165	2,938	3,618
6.	Miri	163,453	1,234	161,161	1,058
7.	Mikir	121,082	12,443	90,949	17,690
8.	Rabha	108,029	1,876	106,017	136
9.	Dimasa (Kachari)	68,718	10,640	58,034	44
10.	Lalung	61,315	81	60,452	782
11.	Chakma	19,338	3,421	467	15,450
12.	Any Kuki Tribes	19,037	5,596	13,436	2,255
13.	Hajong	22,652	65	22,378	209
14.	Deori	13,876	77	13,780	19
15.	Lakher	8,791	6,634	2,056	101
16.	Hmar	8,741	3,750	4,988	3
17.	Any Naga Tribes	9,309	4,022	5,179	108
18.	Mech	6,987	85	5,974	928
19.	Brahmin Cachar	13,114	-	13,114	-
20.	Hojal	3,617	116	3,481	20
21.	Pawi	4,587	4,578	9	-
22.	Man (Tai speaking)	253	-	9	244
Total:		2064,816	567,049	1131,345	366,422

Percentage of Christian population to total tribal population: 27.46
 " " Hindu " " " " " " : 54.79
 " " Tribal population other than Hindus and Christians. : 17.75

I.

RULES FOR THE CONSTITUTION OF THE ADVISORY COUNCIL
FOR THE AUTONOMOUS DISTRICTS

1. These Rules shall be called "The Advisory Council for the Autonomous Districts Rules, 1967".
2. These Rules shall come into force at once.
3. X X X X X X X X
- 4(1) There shall be an Advisory Council consisting of following members:-
 - (a) All the tribal members of the Legislative Assembly representing various constituencies in the Autonomous Districts of Assam including the Shillong constituency.
 - (b) Any Scheduled Tribe member or members of the Lok Sabha representing the constituencies reserved for Scheduled Tribes of the Autonomous Districts.
 - (c) Any Scheduled Tribe member or members of the Rajya Sabha hailing from the Autonomous District..
 - (d) The Chief Executive Members of the District Councils and the Chief Executive Member of the Pawi-Lakher Regional Council.
 - (e) The Development Commissioner for the Hill Areas, Assam, Ex-Officio.
 - (f) Commissioner of Hills Division, Assam, Ex-Officio.
 - (g) Commissioner of Agricultural Production, Assam, Ex-Officio.
 - (h) The Secretary to the Government of Assam, Tribal Areas and Welfare of Backward Classes Department Ex-officio.
 - (i) The Deputy Commissioner for Scheduled Castes and Scheduled Tribes, in-charge of Hill Districts of Assam, Ex-officio.
 - (j) Any other member or members as may be nominated by Government.
- (2) The Council shall have a Chairman. The Minister in-charge Tribal Areas and Welfare of Backward Classes Department shall be the Chairman.

5. The Council shall have a Secretariat Staff consisting of a Secretary and such other officers and staff as the Governor may consider necessary to appoint. The office of the Council will be located at Shillong and will form part of the Tribal Areas and Welfare of Backward Classes Department.

6. The Council unless sooner dissolved by the Governor, shall continue until the dissolution of the existing Assembly and shall be reconstituted as soon as possible after the general elections to Assembly.

7. (1) It shall be the duty of the Council to advise the Government on such matters pertaining to the welfare and advancement of the Scheduled Tribes in the Autonomous Districts of the State as may be referred to it by the Governor.

(2) In particular, and without prejudice to the generality of sub-rule (1) the Council shall—

- (a) assess the requirements of the Scheduled Tribes in the Autonomous districts.
- (b) recommend welfare scheme for the development of the Autonomous Districts.
- (c) review from time to time the working of the schemes sanctioned for the development of Autonomous Districts appraise and evaluate the benefits derived therefrom with a view to suggesting improvements or changes as and where necessary;
- (d) advise Government (i) on the administration of the Autonomous Districts (ii) on the working and affairs of the District Councils and Regional Council.

8. (1) The Council may meet once or twice a year at such a place and on such date or dates as the Secretary may appoint with the approval of the Chairman.

(2) In the absence of the Chairman, any other member chosen by the members present from among themselves shall preside over a meeting of the Council.

(3) The Governor, whenever considered necessary, may direct that the Council may have a joint meeting at Shillong with the Advisory Council for the welfare of the Scheduled Tribes living in the Plains Districts of Assam and Advisory Council for the Welfare of the Scheduled Castes in Assam.

9. The quorum to constitute a meeting of the Council shall be eight or one-third of the total number of the members of the Council, whichever is less.

10. (1) Matters shall be brought before a meeting of the Council for discussion by direction of the Governor.

(2) A member who wishes to bring any matter for consideration at a meeting shall specify it in a memorandum indicating the salient facts and the points for consideration and send the memorandum to the Secretary who shall obtain the Chairman's direction thereon. The direction of the Chairman as to whether the matter referred by the member falls within the purview of the Council or not shall be final.

11. The agenda of a meeting of the Council shall be prepared by the Secretary with approval of the Chairman.

12. The Secretary shall ordinarily give at least one month's notice for any meeting of the Council but in cases of emergency the meeting of the Council may be called at short notice, as the Chairman may deem sufficient.

13. The Secretary shall inform every member of the Council the place, date and time fixed for the meeting and shall also send a copy of the agenda for the meeting together with a memorandum indicating the salient facts of each case, points for consideration and any other papers that may be necessary for consideration of each case included in the agenda.

14. The Chairman may invite a Minister, Minister of State, Deputy Minister or a Parliamentary Secretary of the State to attend any meeting and to take part in a discussion of the Council.

15. Any officer of the State other than the Ex-officio member whose presence is considered necessary by the Chairman for consideration of any matter before the Council shall attend a meeting of the Council as and when required to do so.

16. (1) The Secretary shall keep a record of the discussions and recommendations of the meeting of the Council and shall circulate a copy of the proceedings of the meeting of the Council to every member.

(2) The recommendations of the Council shall as far as possible be unanimous, but if at any time no unanimous recommendation can be arrived at in respect of any particular matter before it, the Chairman shall ascertain the recommendations of the majority by taking the vote of the members present by show of hands, and the recommendation of the majority so determined shall be deemed to be the recommendation of the Council:

Provided that the views of the dissenting members present and voting shall be recorded by the Secretary to form a record of the proceedings:

Provided further that the ex-officio members shall not be eligible to vote.

17. The proceedings of the meeting of the Council shall form part of the records of the Council.

18. The Council may, from time to time, by a resolution passed at a meeting appoint a committee or Committees of its members to examine and report on any particular matter specified in the resolution. The Council may co-opt on the Committees or Committee-non-officials who are not its members and may also associate with any such committees such officers of the State as may be nominated in that behalf by the Council.

19. X X X X X

II

RULES FOR THE CONSTITUTION OF THE ADVISORY COUNCIL FOR
THE WELFARE OF THE SCHEDULED TRIBES LIVING IN THE PLAINS
DISTRICTS OF ASSAM

1. These Rules shall be called "The Advisory Council for the Welfare of the Scheduled Tribes living in the Plains Districts of Assam Rules, 1967".

2. These Rules shall come into force at once.

3. X X X X X X

4(1) There shall be an Advisory Council consisting of the following members:-

- (i) A member or members of Lok Sabha and of the Assam Legislative Assembly belonging to the Scheduled Tribes of the plains districts of Assam representing any constituency from Assam.
- (ii) Member or members of the Central Advisory Board for Tribal Welfare from Assam.
- (iii) Commissioner of Agricultural Production, Assam, Ex-officio.
- (iv) President or a representative of the All Assam Tribal Sangha.
- (v) Development Commissioner, Assam, Ex-officio.
- (vi) Commissioner of Plans Division, Assam, Ex-officio.
- (vii) Secretary to the Government of Assam, Tribal Areas and Welfare of Backward Classes Department, Ex-officio.
- (viii) Deputy Commissioner for Scheduled Castes and Scheduled Tribes incharge of Plains Districts of Assam, Ex-officio.
- (ix) Such other members as may be nominated by the Government.

- (2) The Council shall have a Chairman and a Vice-Chairman, the Minister-in-charge, Tribal Areas and Welfare of Backward Classes Department shall be the Chairman. The Vice-Chairman shall be elected from amongst the non-official members by majority of votes of the Council.
 - (3) The headquarters of the Vice-Chairman for the purpose of calculating his Travelling Allowance or Daily Allowance as provided in Rule 20 below, shall be his normal place of residence.
 - (4) The Vice-Chairman shall administer all the normal functions of the Council as may be delegated from time to time to him by the Chairman.
 - (5) The Council shall have a secretariat staff consisting of Secretary and such other officers and staff as the Governor may consider necessary to appoint. The office of the Council will be located at Shillong and will form part of the Tribal Areas and Welfare of Backward Classes Department.
 - (6) The Council unless sooner dissolved by the Governor shall continue until the dissolution of the existing assembly, and shall be reconstituted as soon as possible after the general elections to the assembly.
- 7(1) It shall be the duty of the Council to advise the Government of Assam, generally on all matters pertaining to the Welfare of the Scheduled Tribes in the plains districts of Assam, as may be referred to it by the Governor.
- (2) In particular and without prejudice to the generality of sub-rule (1) the Council shall --
 - (a) assess the requirements of the Scheduled Tribes in the plains districts of Assam and formulate schemes for their welfare.
 - (b) review from time to time the working of the schemes sanctioned for the Welfare of the Scheduled Tribes of the plains district of Assam, appraise and evaluate the benefits derived therefrom with a view to suggesting improvements or changes where necessary.
 - (c) advise Government on any matter affecting the interest of the Scheduled Tribes of the plains districts of Assam.

- 8(1) The Council shall meet atleast once a year at such a place and on such date or dates as the Secretary may appoint with the approval of the Chairman.
 - (2) The Chairman or in his absence, the Vice-Chairman, or in the absence of both the Chairman and the Vice-Chairman, any other member chosen by the members present from among themselves shall preside over a meeting of the Council.
 - (3) The Governor, whenever considered necessary, may direct that the Council may have a joint meeting at Shillong with the Advisory Council for the Autonomous Districts of the State and or with the Advisory Council for the welfare of the Scheduled Castes.
9. The quorum shall be five or one-third of the total number of members of the Council, whichever is less.
- 10(1) Matters shall be brought before a meeting of the Council for discussion by direction of the Governor.
- (2) A member who wishes to bring any matter for consideration at a meeting shall specify it in a memorandum indicating the salient facts and points for consideration and send the memorandum to the Secretary who shall obtain the Chairman's direction thereon. The direction of the Chairman as to whether the matter referred by the member falls within the purview of the Council or not shall be final.
11. The agenda of a meeting of the Council shall be prepared by the Secretary with the approval of the Chairman.
12. The Secretary shall ordinarily give at least one month's notice for any meeting of the Council, but in case of emergency the meeting of the Council may be called at short notice as the Chairman may deem sufficient.
13. The Secretary, shall inform members of the Council, the place, date and time fixed for the meeting and shall also send a copy of the agenda for the meeting together with a memorandum indicating the salient facts of each case, points for consideration and any other papers that may be necessary for consideration of each case, included in the agenda.
- 14(a) The Chairman may invite a Minister, Minister of State, Deputy Minister or a Parliamentary Secretary of the State to attend any meeting and to take part in a discussion of the Council.

14(b) The Chairman may invite, from time to time, the representatives of the non-official organisations connected with the welfare of the Scheduled Tribes living in the plains districts of Assam e.g. Assam Seva Samiti, Nowgong Shankar Mission to attend the meetings of the Council and to take part in the deliberations.

15. Any officer of the State other than the ex-officio members whose presence is considered necessary by the Chairman for consideration of any matter before the Council shall attend a meeting of the Council as and when required to do so.

16(1) The Secretary shall keep a record of the discussion and recommendations of the meetings and shall circulate a copy of the proceedings of the meeting of the Council to every member.

(2) The recommendations of the Council shall, as far as possible be unanimous but if at any time, no unanimous recommendation can be arrived at in respect of any particular matter before it, the Chairman shall ascertain the recommendations of the majority by taking the vote of the members present by show of hand, and the recommendation of the majority so determined shall be deemed to be the recommendation of the Council. Provided that the views of the dissenting members present and voting shall be recorded by the Secretary to form as record of the proceedings.

Provided further that ex-officio members shall not be eligible to vote.

17. The proceedings of the meeting of the Council shall form a part of the records of the Council.

18. The Council may from time to time by a resolution passed at a meeting appoint a committee or committees of its members to examine and report on any particular matter specified in the resolution. The Council may co-opt on the Committee or Committees non-officials who are not its members and may also associate with any such committees such officers of the State as may be nominated in that behalf by the Council.

19. X X X X X X

ANNEXURE VIII
(Reference para 8.6)

DETAILS OF TRIBAL DEVELOPMENT BLOCKS

District	Name of Block	Total Po- pulation	Tribal Po- pulation	% of tri- bes to total Po- pulation	Area of Block	Date of conver- sion as T. D. Block & the Stage
1.	2.	3.	4.	5.	6.	7.
Mizo District	1) Aijal	30758	26450	86.0	338 Sq. miles.	1961-62
	2) Kolasib	22548	21466	95.0	1012 "	1962-63
	3) Pawl Lakher	30515	30515	100.0	1230 "	1962-63
	4) Mamit	16350	16350	100.0	1187 "	1963-64
	5) Serchip	29102	29102	100.0	8840 "	1964-65
	6) Lungleh	22473	22234	99.0	1230 "	*
	7) Saitual	20591	20591	100.0	778 "	1965-66
	8) Champhai	22915	22915	100.0	612 "	1965-66
	9) Hnathial	15810	15810	100.0	820 "	1965-66
United Mikir & N.C. Hills.	1) Diyung- vally.	21817	20000	91.6	800 "	*
	2) Jatinga- vally	31162	20000	64.1	1088 "	1963-64
	3) Rongkhong	30998	19234	62.0	300 "	*
	4) Amri	23322	20847	89.3	426 "	1963-64
	5) Bokajan	19373	16815	86.1	224 "	1963-64
	6) Nilip	28835	23268	80.6	706 "	1965-66
	7) Howr aghat	63858	26852	42.0	978 "	1964-65
	8) Lumbajong	25131	16250	64.6	922 "	1965-66
	9) Socheng	15451	14616	94.5	448 "	1965-66
Garo Hills	1) Dambu Kaga	24159	23040	95.3	445 "	*
	2) Resu- Belpara	37878	23167	61.1	282 "	1961-62
	3) Dalu	24176	21118	87.3	224 "	1961-62
	4) Sel sella	24898	22662	91.0	196 "	1962-63
	5) Rongram	32366	21992	67.4	303 "	1963-64
	6) Chokpot	24630	20191	71.9	277 "	1964-65
	7) Dadenggri	28854	21659	75.0	270 "	1964-65
	8) Jikjank	27151	23243	85.6	98 "	1965-66
	9) Betasing	30280	20884	68.9	168 "	1965-66
	10) Dambo- Rongjeng	23794	23794	100.0	392 "	1965-66
	11) Song sak	18710	18710	100.0	497 "	1965-66

* S.M.P.T. Blocks spilled over from Second Five Year Plan.

1.	2.	3.	4.	5.	6.	7.
(U)K.J. Hills	1) Saipung Darrang	24283	24170	99.5	782 "	*
	2) Mairang	26295	25632	97.4	450.47"	*
	3) Jowai	25901	23776	91.7	333 "	1962-63
	4) Bhoi Area	28549	28188	98.7	554.53'	1961-62
	5) Shella- Sholaganj	24007	24007	100.0	300 "	1963-64
	6) Pynursla	23858	23858	100.0	350 "	1963-64
	7) Mawsynram	21121	21121	100.0	560 "	1963-64
	8) Mawkyrwat	24436	24436	100.0	425 "	1964-65
	9) Nongstoin- Sonapahar	20091	20091	100.0	980 "	1964-65
	10) Mawphlang	20904	20904	100.0	120 "	1965-66
	11) Mynsoraliang	18296	23825	100.0	391 "	1965-66
	12) Laitkroh	21469	21469	100.0	100 "	1965-66
	13) Mawryngkneng	22489	22489	100.0	200 "	1965-66
Kamrup	1. Boko Bongaon	43555	29890	68.6	310 Sq.M.	1964-65
	2. Dimoria	62793	30353	48.3	280.9 "	1966-67
Goalpara	1. Datma	39856	26593	67.6	155 "	1964-65
	2. Barobazar	54335	38035	70.0	223 "	1966-67
	3. Dudnai	46936	31423	66.9	276 "	1964-65
Darrang	1. Udalguri	68700	38930	56.7	266.94 "	1966-67
Lakhim- pur	1. Murkong- selek	31166	-	55.0	221 "	*

* S.M.P.T. Blocks spilled over from Second Five Year Plan.

COMPOSITION, TERM AND FUNCTIONS OF PANCHAYATI RAJ BODIES
IN ASSAM.

Body	Composition	Term	Main Functions
1.	2.	3.	4.
Panchayat	9-11 including Sarpanch and Upsarpanch. Two seats are reserved for women, and one seat each is reserved if Scheduled Caste/Scheduled Tribe population is 5% or more.	4 Years	Sanitation and conservancy, maternity and child welfare construction and maintenance of roads and drains, etc. promotion of agriculture, cooperation and cottage industries.
Anchalik Panchayat (at Block level).	(1) Presidents of Gaon Panchayats. (2) 1/3 of the total number of the members at (1) to be elected from amongst members of Gaon Sabhas by electoral college consisting of all members of Gaon Panchayats. (3) One representative to be elected by the Chairmen of Cooperative Societies (4) Members nominated by Government from unrepresented areas like tea gardens and forest area.	4 Years	Execution of all development works, maintenance of hospitals and dispensaries; general supervision of Gaon Panchayats, approval of Panchayat budgets.

(Reservation and Co-option)

- (5) One Scheduled Caste/Tribe member if more than 5% of the total population are from the Scheduled Caste/Scheduled Tribe.
(6) Two women co-opted if not otherwise elected.

1.	2.	3.	4.
Mokhuma Parishad (at Sub-divisional level)	(1) Presidents of all Anchalik Panchayats in the Sub-division.	4 Years	Approve budgets of Anchalik Panchayats, coordinate and supervise works of Anchalik Panchayats, advise Government on development schemes and distribution of funds.
	(2) All local M.P.s. and MLAs with right to vote and hold office.		
	(3) Chairmen of municipalities, town committee and school boards.		
	(4) Such officials as appointed by Government as ex-officio members.		
	(5) Deputy Commissioner.		
	(6) Sub-Divisional Officer.		
	<u>Reservation and Co-option</u>		
	(7) One Scheduled Caste/Tribe member, if not elected.		
	(8) Two women co-opted, if not elected.		

A NOTE ON THE ASSAM HILLS COOPERATIVE DEVELOPMENT CORPORATION LTD.

Prior to the year 1963, the Cooperative Movement in the Hill Areas of Assam was more or less non existing. The Hill Areas are very backward economically. It is only after the visit of the Joint Centre-State Study Team under the leadership of Shri Tralok Singh, then Member Planning Commission, New Delhi, that serious step was taken to develop the Cooperative Movement in these Areas. The finding of the Joint Centre-State Study Team was that all cooperative activities should centre round a Cooperative Marketing Society. This is only natural in view of the fact that the majority of crops are cash crops. It is not only necessary to extend cheap credit to the farmers for productive purposes but is also necessary to offer better market facilities for their produces.

In view of what has been stated above, the structure of the cooperative movement in the Hill Areas of the State is different from that of the plains areas. The Scheme for the cooperative structure in these areas is more or less as follows:-

- (a) Each Hill District is divided into Sub-Areas.
- (b) In each Sub Area, two or three Sub Area Cooperative Marketing Societies or more are organised according to the need and convenience.
- (c) The villages in the Sub Area are grouped according to convenience and the Service Cooperative Societies may consist of one village or of a group of villages according to the need and convenience of the people living in the area.

- (d) All the adult members of the community in such village or group of villages are expected to join the service cooperative societies for the benefit of getting cheap credit, chemical fertilizers and marketing facilities.

The service cooperative societies are joined together in a Sub Area Cooperative Marketing Society by sending their representatives. Each service cooperative society elects five such representatives and these representatives form the ~~General~~ Meeting of the Sub Area Cooperative Marketing Society and then they elect the Board of Directors from among themselves.

All the Sub Area Cooperative Marketing Societies in the Hill Areas of the State are affiliated to the Assam Hills Cooperative Development Corporation, Ltd. As pointed before, serious steps for the spread of Cooperative Movement in the Hill Areas have been taken only during 1966, i.e. after the visit of the Joint Centre-State Study Team to these Hill Areas. The Assam Hills Cooperative Development Corporation, Ltd. was organised and registered during February, 1968. From March to October, 1968, the Development Corporation was only devoting its time to share collection and planning - thus, the Corporation started functioning effectively with effect from the month of November, 1968.

The Board of Directors of the Coop-Development Corporation consists of one representative from each of the District/Regional Councils, six representative from the Sub Area Cooperative Marketing Societies and one representative from the individual members. The Executive Director is also an ex-officio member of the Board of

Up to the end of November, 1969, there are in all 23 Sub Area Cooperative Marketing Societies organised and registered in the Hill Areas of the State. In all, there are about 400 Service cooperative societies spread over the areas with average total individual membership of 12,000.

Up to 31.12.69, the Cooperative Development Corporation has issued the following types of loan:-

(1) Short Term Loan	-	Rs. 1,77,000.00
(2) Medium Term Loan	-	Rs. 95,600.00
(3) Trade Advance	-	Rs. 58,000.00

The position of the above loan as on the same date is as follows:-

<u>Type of loan</u>	<u>Amount realised</u>	<u>Amount outstanding</u>	<u>Overdue</u>
Short Term	Rs. 5,800.00	Rs. 1,71,200.00	Nil
Medium Term	Rs. 280.00	Rs. 95,320.00	Nil
Trade Advance	Rs. 8,000.00	Rs. 50,000.00	Rs. 50,000.00

During 1969-70, the Development Corporation has taken up the sale and distribution of chemical fertilizers and bone meal to the Sub Area Cooperative Marketing Societies and service cooperative societies and in some cases to individual cultivators of those areas which are not covered by any cooperative society. The target of distribution of chemical fertilizers during 1969-70 is fixed at 2,000 tons and that of bone meal is fixed at 750 tons. Up to the end of November, 1969, the Development Corporation has already supplied 80 tons of chemical fertilizers and 75 tons of bone meal.

The paid Share Capital of the Development Corporation is:-

- | | | |
|---------------------------|---|----------------|
| (1) From Member Societies | - | Rs. 47,510.00 |
| (2) From Government | - | Rs. 110,000.00 |

The Development Corporation has also received the following financial assistance from Government:-

During 1967-68

- | | | |
|--|---|-----------------|
| (a) Working Capital Grant | - | Rs. 2,05,000.00 |
| (b) Subsidy for training and education of the Secretaries and office bearers of cooperative societies. | - | Rs. 15,000.00 |

During 1968-69

- | | | |
|---|---|-----------------|
| (a) Working Capital Grant | - | Rs. 1,00,000.00 |
| (b) Subsidy for training and education of the Secretaries and office bearers of cooperative societies | - | Rs. 7,000.00 |
| (c) Loan for purchase of trucks | - | Rs. 1,00,000.00 |
| (d) Grant-in-aid for Transport Wing | - | Rs. 1,45,000.00 |

There is a great problem in the rural areas of the Hill Districts for the regular supply of essential commodities. It is acknowledged that this problem can only be solved through the service cooperatives. But as most of the areas are still very backward, it is felt that it will not be wise to do this in a big way. The policy adopted now is to start with five to eight service cooperative societies in each area of

operation of a Sub Area Cooperative Marketing Society. As a start, only those service Cooperative Societies will be selected for the purpose of opening a consumers section who have got a good management and a capable Secretary who can at least operate simple accounts. It is hoped that this experiment will be successful but the only snag in the whole affair is the weak financial position of the service cooperative societies and as such, for a start, they shall have to depend a lot on Government financial assistance.

