

Chapter III

PLANNING PROGRAMMING AND BUDGETING

The ST MLAs get a very wide scope to take active role in the process of Tribal Sub-Plan. It covers 24.31 lakh Scheduled Tribes people in the plain districts of Assam. It constitutes 10.86 percent of the states total population of 224.14 lakh.

The estimated area under Tribal Sub-Plan is 10,991 sq. kms, accounts for about 14% of the states total area of 78,438 sq. kms. Under the Tribal Sub-Plan, 19 Integrated Tribal Development Project (ITDP) Areas covering about 4542 villages have been constituted. In these areas 9 Scheduled Tribes (Plain), viz., Barman in Cachar, Boro-Kachari, Deori, Hajong, Kachari including Sonowal, Tiwa, Mech Mising and Rabha are found.

As regards geographical distribution of population of these tribes in the Tribal Sub-Plan areas, the Boro (Boro-Kachari) people are predominant in the ITDP Areas of Kokrajhar, Barpeta, Nalbari, Rangia, Guwahati, Mongaldoi, Udalguri, Tezpur and Dhubri. The Kachari (Sonowal) people are predominant in the ITDP areas of Dibrugarh, Tinsukia, Sibsagar, Jorhat and Golaghat. The Mising people are predominant in the ITDP areas of Dhemaji, Majuli and Lakhimpur, while the Rabha people are predominant in the Goalpara ITDP areas. The Tiwas are predominant in the Morigaon ITDP areas and Barmans in ITDP areas of Silchar. Since formation of the Autonomous Councils viz., BAC, RHAC, MAC and LAC the functions & powers of the ITDP falling within the council areas have been transferred to respective Councils.

As regards literacy level, the literacy rate as per 1991 Census is 52.89% for the total population of Assam and 49.16% for the ST population. Communitywise literacy rate of ST population as per 1991 Census is not yet available. The male and female literacy rates of ST people area are 58.93% and 38.98% respectively against state's male and female literacy rates of 64.87% & 43.63% respectively.

TRIBEWISE POPULATION AND PERCENTAGE OF LITERACY

(As per 1971 census, breakup for 1991 census is not yet available)

Name of the Scheduled Tribes	Tribewise population	Percentage of literacy
Barman in cachar	13,210	30.45
Boro-Kachari	6,10,439	20.51
Deori	23,080	27.72
Hajong	2,298	27.72
Kachari (including Sonowal)	1,98,619	27.33
Lalung (Tiwa)	95,609	21.45
Mech	2,570	30.58
Miri (Mising)	2,59,551	18.20
Rabha	1,38,630	22.24
Total	13,44,006	21.56

(Source: Tribal Research Institute)

Geographical areas, number of villages, total population of ST/SC in each ITDP areas are given in statement-I.

Sub-Divisionwise Scheduled Tribes population are given in statement-II. The community Development Blocks with number of GPS covered by Tribal Sub-plan areas are listed in statement-III.

Objective and Strategy of Tribal Sub-Plan

The main objective of the Tribal Sub-Plan (TSP) is to emphasize all round development of Scheduled Tribe (Plains) in the plain districts of Assam. Priority

Statement - I

ITDP WISE AREAS VILLAGES & POPULATION - 1991 CENSUS

Name of ITDP	Estimated areas sq.km.	No. of villages	Population as per 1991 Census (Provisional)			% of ST to total population of ITDP	% of SC to total population of ITDP	% of Sc population to total tribal population under TSP	% of SC population of ITDP to total SC population under TSP
			Total	ST	SC				
1	2	3	4	5	6	7	8	9	10
1.Kokrajhar	1665	868	623901	385890	19990	61.8	3.2	24.3	16.2
2.Dhubri	483	277	29597	14226	195	48.1	0.7	0.9	0.2
3.Goalpara	853	346	222771	101163	10547	45.4	4.7	6.4	8.6
4.Barpeta	526	176	170602	81611	6721	47.8	3.9	5.1	5.5
5.Nalbari	661	201	222317	131501	10659	59.1	4.8	8.3	8.7
6.Rangia	132	40	49110	28782	1942	58.6	4	1.8	1.6
7.Guwahati	581	396	218970	102456	4523	46.8	2.1	6.5	3.7
8.Morigaon	608	267	188696	86493	20644	45.8	10.9	5.5	16.8
9.Mongoldoi (Udaiguri)	804	376	281335	159916	9898	56.8	3.5	10.1	8
10.Tezipur	310	165	90451	46620	2823	51.5	3.1	2.9	2.3

1	2	3	4	5	6	7	8	9	10
11. Majuli	354	107	73338	49181	5820	67.1	7.9	3.1	4.7
12. Jorhat	164	46	39586	24052	1251	60.8	3.2	1.5	1
13. Golaghat	130	41	42825	28336	3671	66.2	8.6	1.8	3
14. Sibsagar	110	30	17734	11825	2315	66.7	13.1	0.7	1.9
15. Dibrugarh	420	215	101937	47568	1813	46.7	1.8	3	1.5
16. Tinsukia & Sadiya	225	86	39789	17123	144	43	0.4	1.1	0.1
17. North Lakhimpur	694	272	127430	80508	5576	63.2	4.4	5.2	4.5
18. Dhemaji & Jonai	2126	637	266982	179409	13725	67.2	5.1	11.3	11.1
19. Silchar	114	37	23712	7405	816	31.2	3.4	0.5	0.6
Total for Tribal Sub plan	10991	4542	2831103	1584065	123073	55.9	4.3	100	100

Statement - II

SUB-DIVISION WISE SCHEDULE TRIBES (PLAINS) POPULATION OF ASSAM AS PER 1991 CENSUS

Sl. No.	Name of the Sub-division and district	Area in sq. Km.	Population as per 1991 Census			% of ST (Plains) Population to Total ST (Plains) Population of the State
			Total Population	ST (Plains) Population	% of ST (Plains) Population of Sub division/District	
1	2	3	4	5	6	7
1	Dhubri		566812	13647	2.41	0.56
2	South Salmara		348791	481	0.14	0.02
3	Bilasipara		416872	18132	4.25	0.74
	1. Total=Dhubri District	2838.00	1332475	32260	2.42	1.32
4	Kokrajhar		484590	239131	49.35	9.81
5	Gosaigaon		316069	90330	28.58	3.70
	2. Total=Kokrajhar District	N.A	800659	329461	41.15	13.51
6	Goalpara		668138	115099	17.23	4.72
	3. Total=Goalpara District	N.A	668138	115099	17.23	4.72
7	Bongaigaon		234226	35248	15.05	1.45
8	Bijni		314477	102946	32.74	4.22
9	North Salmara		258820	3348	1.29	0.14
	4. Total=Bongaigaon District	N.A	807523	141542	17.53	5.82
10	Barpeta		1062424	33545	3.16	1.38
11	Bajali		323235	76907	23.79	3.15
	5. Total=Barpeta District	3245.00	1385659	110452	7.97	4.53
12	Nalbari		1016390	179641	17.67	7.37
	6. Total=Nalbari District	2257.00	1016390	179641	17.67	7.37
13	Guwahati		1554557	146654	9.43	6.01
14	Rangia		415138	65495	15.78	2.69
15	Pragjyotishpur		30376	2191	7.21	0.09
	7. Total=Kamrup District	4345.00	2000071	214340	10.72	8.79

1	2	3	4	5	6	7
16	Mangaldoi		813769	130036	15.98	5.33
17	Udalguri		485091	94921	19.57	3.89
	8. Total=Darrang District	3481.00	1298860	224957	17.32	9.22
18	Tezpur		955701	83879	8.78	3.44
19	Biswanath Chariali		468586	68619	14.67	2.81
	9. Total=Sonitpur District	5324.00	1424287	152498	10.71	6.25
20	North Lakhimpur		606091	116762	19.26	4.79
21	Dhakuakhana		145426	60394	41.53	2.48
22	Dhemaji		363616	133168	36.62	5.46
23	Jonai		115214	77144	66.96	3.16
	10. Total=Lakhimpur District & Dhemaji District	3237.00	478830	210312	43.92	8.62
24	Dibrugarh		1042457	82920	7.95	3.40
	11. Total = Dibrugarh District	3381.00	1042457	82920	7.95	3.40
25	Tinsukia		608539	26958	4.43	1.11
26	Margherita		276648	10159	3.67	0.42
27	Sadiya		77111	14367	18.64	0.59
	12. Total = Tinsukia District	3790.00	962298	51493	5.35	2.12
28	Jorhat		735828	47950	6.52	1.97
29	Majuli		135378	57357	42.37	2.36
	13. Total =Jorhat District	2851.00	871206	105307	12.09	4.33
30	Golaghat		519961	44801	8.62	1.84
31	Bokakhat		119771	18958	15.83	0.78
32	Dhansiri		188364	21157	11.23	0.87
	14. Total = Golaghat Distirct	3502.00	828096	84916	10.25	3.49
33	Sibsagar		313428	9923	3.16	0.41
34	Nazira		224410	15267	6.80	0.63
35	Charaideo		370145	9306	2.51	0.38
	15. Total = Subsagar District	2668.00	907983	34496	3.80	1.42
36	Silchar		1045026	7745	0.74	0.36
37	Lakhipur		170359	8818	5.18	0.68
	16. Total = Cachar District	3786.00	1215386	16563	1.36	0.03

1	2	3	4	5	6	7
38	Nagaon		1034512	59443	5.75	2.44
39	Koliabar		269081	4826	1.79	0.20
40	Hojai		589578	5579	0.95	0.23
	17. Total = Nagaon District	N.A	1893171	69848	3.69	2.87
41	Morigaon		638682	98483	15.40	4.04
	18. Total = Morigaon District	N.A	639682	98483	15.40	0.32
42	Hailakandi		449048	715	0.16	0.03
	19. Total = Hailakandi District	1327.00	449048	715	0.16	0.03
43	Karimganj		827063	1430	0.17	0.06
	20. Total = Karimganj District	1809.00	827063	1430	0.17	0.06
44	Diphu		295099			
45	Bokajan		172169			
46	Hamren		195455			
	21. Total = Karbi Anglong District	10434.00	662723			
47	Haflong		103853			
48	Maibong		46948			
	22. Total = N. C. Hills District	4888.00	150801			
	Assam (Total)	78438.00	22414322	2433889	10.86	100

**CD/BLOCK WITH NUMBER OF GAON PANCHAYAT COVERED BY
TRIBAL SUB-PLAN**

Name of CD/Block covered by the Tribal Sub-plan			Total No. GPS under Tribal Sub-plan			Name of Block
Sl No.	Fully covered	Partly covered	GPS	Fully covered	Partly covered	
1	2	3	4	5	6	7
1.	-	Dotoma (TD)	5	3	2	ITDP,Kokrajhar
2.	-	Kokrajhar	5	2	3	
3.	-	Kachugaon	6	3	2	
4.	-	Gossaigaon	5	-	4	
5.	-	Sidlichirang	8	4	4	
6.	-	Borabazar(TD)	4	3	1	
7.	-	Manikpur	5	-	3	
Total = 7			38	15	19	
8.	-	Bilashipara	9	-	-	ITDP, Dhubri
9.	-	Golokganj	5	2	-	
10.	-	Gauripur	7	-	-	
11.	-	Chaparsalkocha	3	-	2	
Total = 4			24	2	2	
12.	-	Matia	5	1	-	ITDP, Goalpara
13.	-	Dudhnoi(TD)	5	3	2	
14.	-	Balijan	5	1	2	
15.	-	Lakhipur	7	-	2	
Total = 4			22	4	6	
16.	-	Jalah	8	4	1	ITDP, Barpeta
17.	-	Bajali	5	-	1	
18.	-	Goberdhana	5	-	3	
Total = 3			15	4	5	
19.	-	Tamulpur	8	1	6	ITDP, Nalbari
20.	-	Baska	6	1	5	
21.	-	Tihu Barama	5	-	2	
Total = 3			19	2	13	

1	2	3	4	5	6	7
22.	-	Rangia	6	-	3	ITDP, Rangia
Total = 1			6	-	3	
23.	-	Boko Bangaon	4	-	-	ITDP, Guwahati
24.	-	Chayagaon	4	-	-	
25.	-	Rampur	5	-	-	
26.	-	Rani	2	-	-	
27.	-	Dimoria(TD)	4	-	4	
Total = 5			19	-	4	
28.	-	Bhurbandha	6	1	5	ITDP, Morigaon
29.	-	Laharighat	11	-	2	
30.	-	Mayang	9	-	6	
31.	-	Kapili	7	-	5	
Total = 4			33	1	18	
32.	-	Udalguri	7	1	6	ITDP, Mangoldoi
33.	-	Mazbat	6	-	3	
34.	-	Khoirabari	7	2	4	
35.	-	Dalaigaon	8	-	6	
36.	-	Dalgaon Salmari	8	-	1	
Total = 5			36	3	20	
37.	-	Choiduar	6	1	3	ITDP, Tezpur
38.	-	Dhekiajuli	8	-	4	
39.	-	Gabharu	5	-	3	
40.	-	Balipara	7	-	4	
Total = 4			26	1	14	
41.	-	Majuli	7	2	3	ITDP, Majuli
Total = 1			7	2	3	
42.	-	Titabar	4	-	3	ITDP, Jorhat
43.	-	North West Jorhat	5	-	2	
Total = 2			9	-	5	
44.	-	Golaghat	4	-	2	ITDP, Golaghat
45.	-	Golaghat Central	5	-	1	
46.	-	Golaghat North	3	-	1	
Total = 3			12	-	4	
47.	-	Demow	6	-	3	ITDP, Sibsagar
Total = 1			6	-	3	

1	2	3	4	5	6	7
48.	-	Khowang	5	1	2	ITDP, Dibrugarh
49.	-	Tengakhat	4	-	4	
50.	-	Joypur	7	-	6	
51.	-	Borbarua	3	-	3	
52.	-	Lahowal	3	-	1	
53.	-	Panitola	2	-	1	
Total =		6	24	1	17	
54.	-	Kakapathar	6	-	3	ITDP, Tinsukia
55.	-	Sadiya	4	-	4	
Total =		2	10	-	7	
56.	-	Lakhimpur	5	2	3	ITDP, North Lakhimpur
57.	-	Nowbaicha	6	-	4	
58.	-	Bihpuria	5	-	2	
59.	-	Narayanpur	5	1	3	
Total =		4	20	3	12	
60.	-	Dhakuakhana	5	1	2	ITDP, Dhemaji
61.	-	Dordoloni	6	5	1	
62.	-	Dhemaji	7	2	5	
63.	-	Murkang Selek	2	2	-	
Total =		4	20	10	8	
64.	-	Udarband	6	-	2	ITDP, Silchar
65.	-	Lakhimpur	5	-	1	
Total =		2	11	-	3	
Total		65	358	56	168	

has been given to promotion of self employment by family-oriented income generating schemes (particularly for those who are below the poverty line) as a part of poverty alleviation programme, promotion of education particularly elementary, secondary and higher education and meeting the basic needs such as primary healthcare, drinking water facilities, roads and communication etc.

More stress has been given to the generation of self employment opportunities in the sectors like agriculture, dairy, veterinary, sericulture, handloom & textiles, small village and cottage industries, fisheries etc. Banks and other financial institutions are involved in the implementation of family oriented income generating schemes.

Scope of Tribal Sub-Plan Strategies

Tribal sub-plan in the plain districts of Assam basically emphasises upon development of a infrastructural schemes like rural roads, primary education, primary healthcare, drinking water facilities, dwelling houses, irrigation etc, in the backward tribal areas. Major state level, regional level schemes are not loaded on tribal sub-plan. Infrastructural development programmes outside ITDP areas for the welfare of general population including the scattered plain tribal population has been taken up under the General Areas Plan as before.

For family oriented programmes, the scope of TSP mainly covers the ST(Plains) people within ITDP areas and 20% coverage is there for the scattered ST(Plains) poeple living outside ITDP areas.

Protective and Anti-Exploitative Measures

Land Alienation

The Assam Land and Revenue Regulation Act 1886 in its Chapter X provides welfare and protection of ST, and SC's so far as land settlement and

allied matters are concerned. Under the Act the State Government so far has constituted 47 Belts and Blocks in the state.

The Act totally prohibit transfer of patta land from tribal or other protected Belt or Block to non-eligible persons.

The Assam Land and Revenue Regulation Act has been amended several times. For the first time in 1964 the Regulation was amended. The second ammendment was done in 1981. According to these amendments a person cannot acquire any right or title on land by length of possession. Such land transfer in a Belt and Block will be contrary to the Regulation. The Regulation has recently been further amended by the Assam Land and Revenue Regulation (Amendment) Act 1990. According to this amendment penal provision has been made for both the transferer and transferees of land in Belt and Block.

Rural Indebtedness

Rural indebtedness is a common problem in the rural areas of Assam. It is also there among the ST(Plain) people in the plain districts of Assam. The causes of indebtedness are many and varied. The unscrupulous money lending practices are the main factors. To regulate the business of money lending and to give debt relief, the Government of Assam have conducted the Assam Indebtedness Relief Act, 1975. The establishment of Gaon Panchayat Samabai Samitee (GPSS) in the ITDP area helps inducting the Tribal families to avail of the credit facilities of these GPSS. Efforts are made to secure their proper functioning.

Employment and Reservation

a) The Scheduled Castes and Scheduled Tribes are enjoying the concessions for reserved vacancies in the posts and services of the State Government/State Undertaking. The percentages of reservation are 7% for the Scheduled Castes, 10% for Scheduled Tribes(Plains) and 5% for Scheduled

Tribes (Hills). In order to enforce the reservation of vacancies for SC and ST, the Assam Act has been enacted and it has come into effect from the 1st of July 1979. This Act is applicable to all posts and services under State Government and the State Public Sector Undertaking Institutions. A roster of twenty vacancies is to be made by each establishment for the enforcement of the Act of 1978 and in this roster the first vacancy will be 11th vacancy for ST (P) and the 12th vacancy for SC. It applies to both direct recruitment and promotion.

b) The SC and ST candidates get relaxation of age limit for appointment to state government posts and services.

c) 50% concession in application fees.

d) Reservation of seats for admission to technical institutions for post-matric students are kept 7% for SC, 10% for ST(Plain) and 5% for ST(Hills).

Anti-Exploitative Measures

There are only a few instances of communal conflicts between the general population and the Scheduled Tribes population in the State. There is no untouchability in Assam. It is heartening to find that in Assam segregation in various social practices and functions and in the use of public utility services is rare. There are hardly any cases under the protection of Civil Rights Act.

Under the provision of Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 which has been enforced by the Government of India in the country with effect from 30th January, 1990, the Government of Assam have constituted Special Court and Special public prosecutor in each and every district in the State. The Court of Session in the plain districts and the Court of the Deputy Commissioner in a Hill Districts have been designated as the Special Court under this Act by the State Government.

The Government of Assam have framed the Assam Legal Aid Rules, 1987, governing the availability of free legal aid and advice to poor people, for poor Scheduled Castes and Scheduled Tribes, the eligibility criteria are more liberal. The annual income ceiling for a person belonging to general caste for being eligible to get the benefit under these Rule is Rs. 15,000/-, while for the Scheduled Tribes to get this benefit, it is Rs. 20,000/-. There are state level as well as field level committees in each Sub-division, the latter being headed by the Deputy Commissioner in the Sadar Sub-division and the Sub-divisional Officer in an outlying Sub-division. Among the members of the Sub-divisional Committee, members belonging to Scheduled Tribes are also included. Actions are being taken by the State Government to specifically provide free legal aid and advice to the poor SC/ST in so far as the protection of Civil Rights Act and the SC/ST (Prevention of Atrocities) Act, 1989 are concerned.

Forest Village

There are 524 Forest Villages with a total population of about 1,60,179 comprising 20,694 families, covering an area of 50,602 hectares. Out of the total population about 75,464 belonging to ST which constitutes about 47.11% of the total population of the forest village. These Forest Tribal Villages belong to Bodo, Sonowal, Kachari, Tiwa, Mising, Deuri, Rabha communities. Due to rising population these communities land holding has become smaller.

The Forest Villages are entitled to certain facilities from the Forest Department. These are grazing of cattle, collection of fuel wood, timbers for construction of houses and free of royalty facilities in the forest village.

The Tribal people get the benefit of preferential treatment in the matter of settlement of forest Mahals upto the limit of 7.5 percent below the highest bid offered.

Minor Forest Produce

The tribal forest villagers are mainly agriculturists. They however, earn extra amount of money by way of collection of minor forest produce from forest areas .At present, there are hardly any mahals of honey, phooljharu, medicated herbs, sal seeds, etc.which constitute minor forest produce. There is no collection of loans at present departmentally or through other agencies in the state except small quantities collected departmentally in Lakhimpur, Darrang East and Darrang West Division. Bamboo bearing areas of the state have been leased out to the Paper Mill Authorities. Many tribal families make their earnings in the felling and collection of these bamboos.

Potentiality of collection of sal and other oil seed is very limited due to problems in the economical viability of seed collection as well as extraction and storage difficulties.

Excise Policy

The Assam Excise Act does not interfere with tribal people brewing their own rice beer for home consumption. The Act permits preparation and possession of rice beer (which contains less than 5% alcohol) upto 2.5 kg. at any time by a tribal family. In the wet districts, liquor is not sold through the contractors and is done by the vendors who are given lease normally for three years. There is however, little possibility to exploit the tribal people, even though there exists vendor system in the ITDP areas in the districts, where prohibition has not yet been enforced. The State Government. however, have followed the policy of gradually wearing the tribals away from drinking habits through the activities of the State Prohibition Council.

Commercial vending of liquor separately does not exists for the tribal in the state. In the dry areas, commercial vending is absent and in the wet areas, commercial vending of liquors is done through country spirit shops and foreign

liquors shops. These shops cater to the needs of tribals and non-tribals. As the tribal can brew their own beverages for home consumption to a certain limit, commercial vending of liquor for the tribals only does not exist. However, there is no loss of revenue for this reason, as the Assam Liquor Prohibition Act and Assam Excise Act do not allow production of liquor for home consumption exceeding the permissible limit.

The Assam Excise Act 1990, applicable in the wet areas and the Assam Liquor Prohibition Act, applicable in dry areas do not permit sale of liquor in 'hats' (Village Market). Eleven districts, viz., Kamrup (excluding Guwahati Metropolitan area), Nalbari, Barpeta, Bongaigaon, Goalpara, Dhubri, Kokrajhar and Morigaon are covered by the Assam Liquor Prohibition Act.

Administrative Structure

At the state level, there is the Department of Welfare of Plain Tribes (WPT) and Backward Classes (BC) headed by Commissioner and Secretary to the Government of Assam. The Department of WPT and BC is responsible for co-ordination and control of the Tribal Sub-Plan of the state. The Department also functions as the nodal authority in the implementation of the reservation and law provisions concerning the SC, ST, ST(Hills) and OBC.

There is a state level Advisory Council for the Welfare of the ST(Plain). It is headed by the Minister, Welfare of Plain Tribes and Backward Classes of Assam. All ST(Plain) MLAs & MP's of Assam are members of this Council.

The Assam Tribal Development Authority (ATDA) is a statutory Body, whose jurisdiction extends to all plain districts of Assam. It is headed by the Chief Minister of Assam with all ST(Plain) MLAs as its members. It formulates and implements mainly FOIG schemes in ITDP areas and for tribals residing in other remote areas.

There is Assam Plains Tribes Development Corporation (APTDC) for the implementation of various family oriented programmes, linked with the Bank finance for the Welfare of the plain tribes in the State.

At the lower level, the Integrated Tribal Development Projects (ITDP) have been in operation since the beginning of the 5th five year plan. There are, at present, 19 ITDPs, for each ITDP there is a Project Director. The post is held by a senior grade Assam Civil Service Officer in the rank of Additional Deputy Commissioner. In each ITDP, there is a Project Implementation Committee (PIC) which consists of some non-official Tribal as its non-official member and it is headed by one non-official member as Chairman.

The main function of the PICs are :

- a) To approve the list of beneficiaries, areas and institutions to be benefitted under TSP schemes.
- b) To oversee and review implementation of the TSP schemes within the concerned TSP areas.

Monitoring and Evaluation

At the state level, the WPT and BC Department co-ordinates the formulation, approval and implementation of TSP schemes under various Development Departments which implement the TSP sectoral plan schemes. To facilitate the discharge of those responsibility, there is a co-ordination and monitoring cell in the WPT & BC Department and for giving guidance from time to time to the Development Departments. Concerned with the implementation of TSP schemes, the cell obtains data from those departments to monitor periodically the progress of implementation of the family oriented income generating schemes and the point II(B) of 20 point programme is also reviewed from time to time.

Assam Institute of Research for Tribals and Scheduled Castes

As per the guidelines of the Ministry of Welfare, Government of India and the State Government, the main functions of the Institute are :

1. Research
2. Evaluation
3. Planning
4. Training.

Besides, the Institute is also publishing monographs, research papers, and conducting research within and outside the State from time to time. Further, the institution also offers a few research fellowship, to the research scholars during works on the tribals.

Participation and Involvement of Tribals in Development Process

In order to involve the tribals in the development progress there is a state level Advisory Council for the Welfare of Scheduled Tribes (Plains) which is composed of Tribal MPs, MLAs and Chariman of State Level Tribal Organisation.

For each ITDP, there is a Project Implementation Committee (PIC) which consists of many leading non-official tribal persons of the ITDP areas as members. The PIC reviews the implementation of development schemes in the ITDP areas. Similarly, for the tribals, living outside the TSP areas, the local tribal leader of the sub-division is its non-official tribal member. The Board reviews the implementation of four Autonomous Councils, viz., BAC, RHAC, MAC and LAC for different tribal groups and it offers further scope for involvement of local tribals in the development process.

Decentralisation

All the TSP schemes have since been decentralised. These schemes are placed before the Sub-divisional Planning and Development Council after getting it approved by the PIC's and the Sub-divisional Plain Tribes Development Boards whichever is applicable. The schemes are formulated at the Sub-divisional allocations under TSP communicated by the respective Heads of Department.

Financial Framework - Outlays and Financial Projections

Tribal Sub-plan for accelerating development of Scheduled Tribes (Plains) in the plain districts of Assam has been under formulation separately since the 5th Five Year Plan. The Tribal Sub-plan now consists of 27 main sectors. Special Central Assistance (SCA) from the Government of India under the TSP is also provided mainly for family oriented programme under Tribal Sub-plan on the basis of allocation and release of SCA by the Ministry of Welfare, Government of India. Besides, certain centrally sponsored schemes on sharing basis between the Central and State Governments have been taken up under the plan. Moreover, Assam Plain Tribes Development Corporation & ATDA have been implementing family oriented schemes involving both Government budgeted subsidy and loans from the banks. Development departmentwise flow of outlay and expenditures are reflected in the tables TSP-I & TSP-II.

Seperate Sub-Head/Minor Heads of Accounts

The TSP and SCP funds are provided in the budget with separate sub-heads so that there is no diversion of funds to other areas.

8th Five Year Plan (1992-97)

The total flow of fund under TSP for 8th Five Year Plan was Rs. 465.02 crores out of State General Areas Plan of Rs. 4353 crores, the percentage of flow being 10.68. The expenditure under TSP during the 8th Five Year Plan was Rs. 330.55 crores.

9th Five Year Plan (1997-2002)

The flow to Tribal Sub-plan for the 9th Five Year Plan is Rs.472.20 crores, constituting 14.31% of the State General Areas Plan allocation of Rs.3300.76 crores.

The schemes providing direct benefit through self employment to unemployed tribal youths have been prioritised during the 9th Five Year Plan. The schemes are funded out of State Plan and Special Central Assistance. Providing safe drinking water, village link roads, housing facilities, educational development especially at primary level, health facilities, introduction of modern technology in agriculture etc, are the other priorities during the 9th Five Year Plan.

Annual Plan 1997-98

During 1997-98 the flow of fund to TSP was Rs.132.65 crores out of the State General Areas Plan Fund of Rs.1192.97 crores. The percentage of flow being 11.12% while formulation of the Annual Plan for 1997-98, more importance have been given in the sectors like agriculture, animal husbandry & veterinary, minor irrigation, rural water supply, education, roads & bridges, rural development etc. Expenditure incurred during the year was Rs.103.19 crores under TSP against State General Area Plan expenditure of Rs.1138.55 crores.

Annual Plan 1998-99

Flow to TSP during 1998-99 was Rs.139.93 crores constituting 10.71% of State General Area Plan allocation of Rs.1306.30 crores against 10.86% ST(Plain) population of the state. Top priority has been entrusted to the sectors of education, rural water supply, irrigation, roads & bridges, health, handloom & textile and sericulture, Rs.2577.07 lakhs was allocated to the Bodo Autonomous Council, Rabha Hasong Autonomous Council, Mising Autonomous Council and Lalung Autonomous Council.

Annual Plan 1999-2000

During 1999-2000 the flow of fund to TSP is Rs.126.35 crores out of the State General Area Plan allocation of Rs.1306.23 crores. The percentage of flow to TSP is 9.67%. Top priority has been entrusted to the sectors like education, rural water supply, irrigation, roads & bridges, health, handloom & textile, rural development and co-operative etc. A portion of the fund out of TSP allocation is devaluated to the Autonomous Councils.

(The Financial outlay expenditure and physical target and achievement are shown in the Statement placed at TSP-I, TSP-II, TSP-III).

Special Central Assistance under Tribal Sub-plan

Special Central Assistance is an additional grant to Tribal Sub-plan to be utilised mainly for the family oriented income generating programmes and infrastructural development of tribal areas. As the Tribal Sub-plan strategy covers the Tribal families both within the area & outside the Tribal Sub-plan areas and accordingly SCA has been allocated for implementation of scheme within ITDP area & outside ITDP areas.

SPECIAL CENTRAL ASSISTANCE UNDER TRIBAL SUB-PLAN

(Rs. in lakhs)

Year	Allocation	Released by Govt of India	Expenditure
1992-93	1026.00	1077.61	936.61
1993-94	1128.00	1087.57	1038.75
1994-95	1340.00	1112.67	1110.26
1995-96	1488.00	1524.71	823.80
1996-97	1545.00	1460.00	939.89
1997-98	1545.00	1460.00	938.11
1998-99	2327.00	2042.56	2125.00

In the annual plan the State Government has proposed allocation of Rs. 2449.00 lakhs of SCA under ISP during 1999-2000 for implementation of FOICS, infrastructure development programme and monitoring and evaluation. The target for POIGS has been proposed to 42,699 Nos. of ST(Plain) families during 1999-2000.

Follow up Programmes

One of the major constraints of tribal development in Assam is the lack of follow-up programmes on the part of the implementing agencies of the tribal development programmes at the field level. This is by and large true in respect of the implementation of the family beneficiary schemes as has been revealed by evaluation studies. Once benefit is given to the beneficiary, the duty of the officer considers that the physical target is achieved and his duty is over.

The constraints for the development, are apparently not visible at the first sight. Some of the constraints expressed by the people are discussed below :

Social Prestige Versus Savings and Investment

The existing social system with its own cultural norms and values, ethics, customs, etc. prevalent amongst the tribal people of Assam, both hills and plain, are not conducive to savings and investments which are two major dynamics of economic development. It is, however, not a fact that savings is totally absent in the tribal societies. Whatever savings some well-to-do tribal families of each community might be having, it is generally not invested for further production of goods and services. Savings enhance the prestige and social status of a tribal family in the eyes of the community. However, these families generally entertain the community members in lavishly arranged and expensive entertainments, like feasts and religious rituals, to further enhance their prestige. The social image of the concerned family results in the draining out saving. Thus saving is invested in non-economic activity.

Corporate Life of Tribal Communities

The tribal social system is based on their corporate life formed and maintained through the institution of kinship. Under such a system, a family has obliging needs for other fellow members not only of sharing the economic activities but for collective consumption also. In the Karbi society, a poor family which can hardly arrange two square meals a day for its family members can go to a well-to-do Karbi family of the same village and have a daily share of food until the development departments posted in the tribal areas come forward to help the family. Eighteen Orientation Training Courses have been conducted and about 700 Officers have been trained.

Monitoring and Evaluation

Although monitoring is the bridge between the concept and reality and a feed back mechanism from the field to the top administration level and vice-versa, it has become only one way channel in Assam so far as the monitoring of the tribal Sub-plan, Hill Areas Development Plan schemes and Point II(B) of the 20 Point Programme schemes are concerned. The progress reports on the implementation of the schemes are monitored from the bottom to the top, but not from the top to the bottom with suggested remedial measures or with modifications of the schemes wherever considered essential. The most tragic part of this game is the absence of any column in the proforma meant for monitoring wherein the difficulties faced by the implementing agencies at the field level could be recorded and subsequently remedied. In the monitoring forms suggested by the Ministry of Welfare (Tribal Development Division), Government of India, such columns are clearly indicated.

Secondly, we do not have adequate number of evaluation studies on tribal development programmes from which we can assess the reasons for success or failure or partly failure and partly success of the schemes so that in the

formulation of future schemes these factors could be taken into account and the schemes could be oriented accordingly. The Tribal Research Institute, Assam has however, completed a number of evaluation studies, the findings of which are taken into account and discussed as well in the meetings of the State Advisory Council for Scheduled Tribes, in the Working Group discussion with the Planning Commission and the Annual Tribal Sub-plan discussion with Ministry of Welfare, Government of India.

The concurrent evaluation which is to be done by each concerning development department while the schemes are being implemented hardly in Assam, both hills and plains.

To conclude, I have found that tribal development is a part of the whole gamut and development and can not be discussed and understood in isolation or without referring to the national process of development. While some of these constraints are easily discernible, others are not.

In 1986, while enunciating the five principles of tribal development, commonly known as "Panchsheel" for Tribal Development, late Prime Minister Jawaharlal Nehru said "Results should be judged not by statistics, but by the quality of human character that is evolved".

Experience shows that at present the results are judged not only by statistics but also by the amount of money spent. Development is measured with the help of statistical figures in physical and financial terms. A village, whether in tribal area or in general area is called electrified whenever the electric lines are taken through the village even if the line is not charged with power or without having a single consumer. Mere construction of a medical institution in a far flung tribal area cannot be called development by showing the adjacent villages under health coverages if this institution is not manned by medical and other personnel and are

not provided with requisite facilities for treatment of diseases. Mere completion of a minor irrigation project shall carry no meaning of development if the prospective beneficiaries do not get irrigated water when they actually need it. Similarly, allotment of a house site to a landless poor tribal family in a water submerged area has no developmental meaning at all, although as a statistical figure of achievement it is alright. Thus, negation of the actual fruits of development to the groups cannot be called development in the true sense of the term, although they are statistically measured both from the point of view of physical and financial achievements. Nevertheless, an officer of a development department is considered efficient if he is capable of spending the entire plan fund at his disposal for the implementation of a certain scheme or schemes meant for the development of the tribal people subsequently resulting in the achievement of the assigned physical targets even if the benefits from the scheme or schemes implemented by him do not actually percolate to the target groups.

Poverty Line

Under Point II(B) of the newly framed 20 Point Programme, poverty alleviation schemes are implemented so as to enable the poor tribal families to cross the poverty line through family beneficiary income generating schemes. But unfortunately we do not have accurate data regarding the percentage of tribal families who are below the poverty line. Without knowing the actual number of tribal families who are below the poverty line, attempt to implement the poverty alleviation schemes is not going to produce the desired result.

The data on the number of families below the poverty line thrown up by different agencies are not uniform. According to the National Sample Survey, in Assam 23.6 % of the families is found to be below the poverty line during the year 1983-84, while the study report prepared by the Agro-Economic Research Centre for North-East India, Jorhat, for the aforesaid year shows that in Assam

52% of the families is below the poverty line. A sample survey carried out by the Tribal Research Institute, Assam in 1987 to find out the extent of alienation of tribal lands, reveals that within the tribal belts and blocks the percentage of families below the poverty line was 47, outside the tribal belts and blocks it was 31 and in the hill areas the percentage was 24.88. Under such circumstances the development agencies implementing the poverty alleviation schemes find it difficult to fix the targets.

But the matter does not end here. The poverty line fixed at Rs. 6,400.00 at the beginning of the 7th Five Year Plan tends to remain constant even after four years, although the price index has been constantly rising during these four years beginning from 1985-86 and it now appears that the poverty line in monetary terms has such a thick crust that the point of the arrow of price rise can hardly penetrate.

Necessity of Authentic Data

For any development planning the most important requirement is the availability of reliable data on the tribal population of Assam, both for plains and hills. For the hill areas of Assam there is no status paper based on survey of villages inhabited by different ethnic groups. The Tribal Research Institute, Assam, however, has been conducting a Bench Mark Survey in the Hill Areas since January 1989.

Personnel Policy

In the formulation, implementation and administration of tribal development programmes, personnel policy is a very important matter. The National Committee on the Development of Backward Areas of the Planning Commission in its report (1981) observes- "Good administration of tribal areas is the key to success in tribal development, particularly during the transitional phase, when the

economy may undergo structural change and the community may face enormous challenges". The Working Groups on Tribal Development constituted by the Planning Commission for each of the Five Year Plans beginning from the 5th Plan has also been emphasising that the tribal development programmes should be implemented by dedicated and trained personnel. Without the knowledge of the socio-cultural factors that govern the tribal societies, a development agent can hardly play his role in the desired way. Very often the officers consider it to a great relief when they are transferred from the tribal areas.

As there is no clear cut personnel policy in respect of development administration in the tribal areas in Assam, the officers should not be blamed alone. The various forms of incentives that are necessary for the officials posted in tribal areas are more or less lacking. Compensatory allowance, scholarship to children, free residential accommodation, promotional avenue for efficient employees, option to the place of posting after successful service in the tribal areas, at least for a period of five years, etc. are suggested incentives that may go a long way in reducing the feeling of dissatisfaction among the employees posted in the tribal areas.

In Assam, except the compensatory allowance the other forms of incentives, have yet to make an entry. In the hill areas of Assam compensatory allowance in the form of hill allowance has been in operation since the First Plan period. As far as the tribal Sub-plans are concerned, out of 19 Integrated Tribal Development Projects only four fully and two partly have been covered, under the scheme of compensatory allowance.

The Project Director, who is the administrative head of an ITDP is drawn from the Senior Assam Civil Service Cadre and except a special pay of Rs. 200.00 per month, he is deprived of other facilities to which he is entitled had

he been posted as an Additional Deputy Commissioner in a district headquarter. Moreover, he is simply a co-ordinating officer, without having any financial power and the District and Sub-divisional Officers formulating and implementing the tribal Sub-plan schemes are not under his control. The Project Director cannot take any disciplinary action against any erring officer and he can at best write to the Government stating the facts.

So far as the training aspect is concerned, the Tribal Research Institute, Assam, has been taking effective steps to train the personnel stock of food stuff. From the point of view of economic development such a social system rather retards the progress by making people dependent and lethargic although the social value of such a system is of very high order.

Another example of the social system prevalent among the Zeme Nagas of the North Cachar Hills is worth mentioning. The members of the the boys' Morungs (Dormitory) of a Zeme village have a great responsibility towards a girl married to another village. When a Zeme girl is married to a Zeme boy of another village, all the young members of the the boys' Morungs of the village (Henngsenki) have to go to the village of her husband and work in the *Him* land of her husband for one season beginning from the cutting of jungles upto the completion of harvest. This is done since the married girl is considered to be the daughter of a family of the village. In return, the youths get nothing except a big pot of rice beer and a pig. From the point of view of social obligation there is nothing objectionable about the system. However, the families of the labouring boys gain nothing economically.

Absence of Entrepreneurship

Absence of entrepreneurship amongst the tribal communities of Assam is one of the major problems of economic development. Although there are

available resources in the tribal inhabited areas of Assam for acceleration of economic development, nonetheless, innovative entrepreneurs with new ideas, drive and initiative from amongst the communities to identify the resources and potentialities to take up production, distribution and marketing of already existing or new products specially in the secondary and tertiary sectors are not forthcoming at all. Even in the primary sector, meaning agriculture, entrepreneurship is not forthcoming to the desired extent.

Problems Created by Stray Cattle

The tribal societies in Assam are primarily agrarian ones and as such agriculture plays the most important role in their economic life. They generally raise one single paddy crop in a year although most of them would have liked to raise a double paddy crop in a year had there been no stray cattle menace. In Assam not only in the tribal areas, but in most of the other areas also the people use to tend their cattle during the period of summer paddy cultivation only. Practically for the remaining six months cattle are let loose. The stray cattle not only destroy vegetation but cause heavy damage to the standing Rabi crops and vegetables. These tribal people who want to raise the second paddy crop find it extremely difficult because of stray cattle menace. Fencing around the paddy field is very costly since the price of bamboo is high. To erect fencing by purchasing bamboos and spending a few mandays are uneconomic since the cost benefit ratio does not support such a venture. In the North Cachar Hills, the Dimasas who themselves rear large number of buffaloes had once brought the matter of stray buffalos destroying their standing crops to the notice of the administration although the people themselves are responsible for this. Nowhere is India except the North-East, the problem of stray cattle has such a magnitude. Attempts to boost up agricultural production during the Rabi season can hardly succeed without solving the problem of stray cattle.

Shifting of villages in Karbi Anglong

In the Karbi Anglong district the Karbi villages which solely depend on shifting cultivation have a system of shifting the villages to the new Jhum sites. The people are also very susceptible to superstitious beliefs. If the medicine man declares that a particular village is haunted by ghosts and evil spirits, that village site is also abandoned and the entire village is taken to a new site. Since the position of a Gaonburha (Village Headman) is held in high esteem by the Karbi society and a village is named after the village headman, a new aspirant for this coveted post along with his followers takes away a part of the village to a new site where he establishes a new village and becomes the Gaonburha. Since the village sites are not permanent, development works of permanent nature cannot be undertaken which again retards the progress of the people like the Karbis.

Paikas Versus Adhi

Among the Karbis living in the plains portion of the Karbi Anglong district they have a system of allowing their land to be cultivated by non-tribals for a certain period for advance payment in cash and this system is commonly known as 'Paikas'. This system is so harmful that a Karbi family can hardly get out once it enters into it. In a survey conducted in 1973, it was found that about 60% of the Karbi families were affected by this system and it was rather astonishing to find that a family having 30 bighas of fertile land was in no way better than a landless family since all the cultivable lands were given on 'Paikas' and as a consequence the family members were found to be half-starved. Realising the gravity of the problem the Karbi Anglong District Council has by an enactment called Karbi Anglong District (Land Reforms) Act, 1979, prohibited the 'Paikas'.

In a recent survey carried out by the Tribal Research Institute, Assam in 5 Karbi inhabited villages it is found that 473.3 acres of land belonging to 18.83%

of the families have been alienated to non-tribals. Paikas (26.42% of alienated land) and Adhi (66.76% of alienated land) together constitute 93.17% of the total alienated land.

Paikas has been continuing in a moderate scale in spite of its prohibition by law. People have resorted to Adhi (50:50) more and more since Paikas is banned. The most interesting fact, however, is that the Paikas holders now do not insist on written documents regarding the terms and conditions of Paikas. The land owners are induced by the Paikas holders to introduce them (Paikas holders) as 'Kamlas' meaning wage earning labourers of the settlement holders. This has made detection of Paikas difficult. Many Paikas holders fearing detection declare themselves as 'Adhiar' or share croppers.

Brewing of Rice-Beer

For the observance of socio-religious festivals as well as for entertainment of guests, rice beer in most of the tribal societies of Assam is indispensable. However, people use to brew rice-beer in huge quantities more than what is actually required and this aggravates their economic conditions. In a case study of a rice-brewing Karbi family, it was found that the family which could have sold 7.50 quintals of paddy annually is required to purchase 10 quintals of paddy by mortgaging its land only to meet the needs of brewing of beer from rice.

Gambling in Weekly Markets

The weekly markets in the interior tribal areas of Assam are the heavens for the gamblers. On the market day the villagers are induced to take part in the gambling dens which are installed in the vicinity of the market. The villagers do not hesitate to spend whatever they earned by selling their home produce. One can think of the conditions of the tribal people whose cash money is drained away by the unscrupulous gamblers.

There are many constraints of tribal development in Assam of which major constraints like land alienation, indebtedness, problems of marketing, jhumming, ownership of land in hill areas and so on are discussed in the chapter, viz., “ST MLAs and IMPORTANT ISSUES” of the thesis. So far as the remedial measures in respect of the visible constraints are concerned, the Government and other concerned machineries like the DRDA should come forward and take the lead. But so far as the invisible constraints are concerned, the drive and initiative must come from within, that is to say, from the tribal societies themselves and their traditional institutes can play a major role in this respect.

So far we have been experimenting with various types of development strategies for tribals such as Community Development Block approach, Special Multipurpose Development Project approach, Tribal Development Block approach, Tribal Sub-plan approach, Hill Areas Development or Six-Scheduled Area Development approach and so on beginning from the 1st Five Year Plan till the 7th plan. If one particular strategy is found to be ineffective, then we switch over to another forgetting totally that the same approach may not yield to desired result throughout the country. The policy formulators and planners, should keep in mind that the tribes of north east are really an exception. Experiences tend to indicate that area-specific approaches will be more productive

The tribal communities of Assam and for that matter the tribal communities of the North-East are at various stages of development. Among different communities or within a community disparity is evident. It is also observed that the more advanced tribes are getting the lion's share of benefit depriving the due share admissible to the backward tribal communities. One of the basic objectives of tribal development is to bridge the gap of development. Here arises the most important question: *Where we have failed to bridge the gap between an advanced tribe and a backward tribe? How can we bring the tribal areas at par with the general areas from the development point of view?*

I would, therefore, submit that there is a need for a new approach to tribal development in which formulation of data based developmental plans for each tribal community could be drawn up and executed accordingly, taking into account the needs, aspirations and cultural factors of the members of the community. Active and committed role has to be played by the ST MLAs for the promotion of the tribal societies by enhancing the quality of manpower. They have a responsibility not only to prepare the plan, but they must also monitor the implementation of the plan for the greater interest of the tribal societies.

The Planning, Programming and Budgeting in the Hill Area are within the jurisdiction of the District Council of Karbi Anglong and North Cachar Hills Districts of Assam. The MLAs do not have significant role in it except participating in the discussion on the allocation of the Budget provided by the Central Government to the District Council through the Assam Government. It is necessary to highlight the outline of the Planning, Programming and Budgeting (PPB) in the hill areas.

Development of Hill Areas

Assam Hill Areas comprise of two Autonomous Hill Districts, viz. Karbi Anglong and North Cachar Hills Districts. These two districts cover an area of 15,222 sq. km. i.e. about 19.30 % of total area of the State. The total population of this area (as per 1991 census) is 8.05 lakhs. The Hill Areas of Assam are recognized as the designated Hill Areas in which Hill Areas Development Programmes has been in operation from 5th Five Year Plan. Under this programme special central assistance is given to designated Hill Areas over and above normal plan assistance in order to supplement the efforts of the State Government for development of these economically fragile areas.

General Review of Eighth Five Year Plan

The 8th Five Year Plan for the Hill Areas envisaged an outlay of Rs.71299.09 lakh of which Rs.39504.59 lakh was under State Plan and Rs.31794.50 lakh was under Additional Plan. The final Annual 8th Five Year Plan allocation became Rs.51334 lakh which comprised of Rs.31900 lakh for State Plan and Rs.19434 lakh for Additional Plan. During the 8th Five Year Plan Social Services were given highest priority in order to provide larger and improved cover under education, drinking water, medical and health sectors. Roads and transport sectors were also given due importance. Agriculture and allied Services (18.32%), irrigation and flood Control (7.7%) we also received due attention in the 8th Five Year Plan.

Allocation and Expenditure during 8th Five Year Plan :

	8th Plan Outlay	Annual Five Year Plan total allocation to the Deptt.	Total expenditure incurred for Five Years
State Plan	31900 lakh	38053.50 lakh	36921.34 lakh
Additional Plan	19434 lakh	21761.50 lakh	20884.93 lakh
Total	51334 lakh	59815.00 lakh	57806.27 lakh

During the 8th Five Year Plan an amount of Rs.31900 lakh was originally allocated under the State Plan. The expenditure against this amount was Rs.36921.34 lakh. Therefore there was a shortfall of Rs.5021.34 lakh mainly in the sector of agriculture, animal husbandry and veterinary, forest, irrigation, flood control, industry sericulture, roads, education, health, water supply, social welfare over the original allocation of 8th five year plan.

Similarly in the Additional Plan (SCA) Rs.19434 lakh was allocated against which expenditure of an amount of Rs.20884.93 lakh was incurred over this

original allocation. Therefore, there was a shortfall of Rs.1450.93 lakh mainly in forest, irrigation, water supply sectors.

During the Annual Plan 1997-98 an amount of Rs.13842 lakh has been allocated out of which expenditure of Rs.1763.99 lakh has been incurred during the 1st quarter of Annual Plan ending on 30th June '97. This amount is 12.74% of the total allocation during 1997-98.

Role of Autonomous District Council in the development programme of the Schedule Hill Districts and its functional relation with State Government Department.

1. Para 6(2) of the Sixth Schedule deals with functions relating to certain State subjects which may be entrusted to the council for execution or management. The two autonomous district councils have been entrusted developmental functions relating to 30 subjects like industry, animal husbandry and veterinary. forest, agriculture, public works department, sericulture, education, cultural affairs, soil conservation, co-operation, fishery, panchayat and rural development, handloom and textiles, health and family welfare, public health engineering, irrigation, social welfare, flood control, sport and youth welfare, weights and measures, food and civil supplies, town and country planning, college education (General) including library services, district museum, archaeology, land reforms, publicity, printing and stationery, tourism, transport, excise, finance vide OM No. HAD. 57/95/63-64 Dated 29-6-95 and No. HAD. 57/95/Pt/162 Dated 19-10-95. The autonomous council has full power and responsibilities with regard to the approval/sanction, choice of location of projects and construction and management. They are fully accountable for such schemes entrusted to them. The divisible sectoral outlays under

'Entrusted' functions are generally apportioned between Karbi Anglong and North Cachar Hills Districts in the ratio of 70:30.

2. To enable the autonomous district councils to finance the expenditure on the schemes, transferred to them in two six-monthly advances one in April/May and the second in September/October, are given under such relevant sectors. The funds thus placed at the disposal of the Councils are utilized as per the approved sectoral Plan. The funds provided for agriculture and allied programmes, primary education and rural water supply cannot be diverted to other use nor can the plan fund be diverted for non-plan purposes. For transfer of fund by the Council from one major head of development to another major head for development, State Government's concurrence is required. They are, however, fully competent to sanction reappropriation from one scheme to another within the same major head. They also have full power for issue of financial sanctions, administrative approval etc. in respect of 'entrusted' schemes. The district councils are fully responsible to the State Legislature in all matters relating to the transferred funds to them and for this purpose the Principal Secretary and other Secretaries to the Executive Committee are made available for examination by the PAC and other Committees of the legislature.

The measurement of reserved forests are also entrusted to the Autonomous District Councils except that the State Government retains the powers regarding the dereservation, settlement of forest villages, forest resources survey, forest research and working plan matters. Long term leases beyond three years can be granted by the Autonomous District Council only with the prior approval of the State Government. Subject to these conditions the Autonomous District Council is entitled to constitute Mahals, Coupes, etc. settle them and derive revenue

therefrom. All expenditures relating to the management of the reserved forest which are financed from the normal budget are borne by the Autonomous Councils. The wild-life preservation except sanctuaries is also a subject in the jurisdiction of the Autonomous Districts Councils.

New Proposals for devolution of more functions and effective Control/Coordination of Hill Plan

In the matter of preparation of plan and non-plan budget for the two hill districts, the two Autonomous District Councils are given full independence under Para 13 of the Sixth Schedule. Together with the entrusted of function some administrative changes have also been made for allocation to the Council to have full control over the officers and staff posted under the respective Autonomous Councils.

In respect of the entrusted subject/departments, the council shall prepare the Annual plan allocation against each sector by following norms and guidelines of the Planning Commission of the Government of India. The Council shall send the Annual Plan in respect of the entrusted subjects/departments to the Development Commissioner for Hill Areas of the State Government for inclusion in the Hill areas Sub-plan of the State. The other plan activities such as evaluation, monitoring, compilation, quarterly review etc. of the Hill Areas Sub-plan are performed by the Development Commissioner for Hill Areas of Assam.

The Planning Board for Hill areas also reviews periodically progress in implementation of Hill Plan and deliberates on important policy issues concerning strategy.

Certain difficulties experienced by the Autonomous District Councils in the effective implementation of entrusted Plan Schemes

In accordance with the arrangement made for financing the entrusted plan

schemes two 2 six monthly advances are given to the autonomous district council. It has been seen that the schedule of release is not strictly followed by the Development Departments resulting in delay in the release of fund to the autonomous district councils. The delay in release by the government leads to delay in giving administrative approval/sanction by the autonomous district council, consequently the implementation suffers. Timely release of fund to the autonomous district council, both plan and non-plan, is necessary to allow sufficient time for planning expenditure by the autonomous district councils.

Strategy and Approach for Development of Hill Areas

1. The Hill Areas of Assam constitute a homogenous region with some variation in altitude, topography and proximity to adjoining plains. The North Cachar Hills is mostly mountainous whereas the Karbi Anglong District has hilly and undulating terrain interspaced by large plain tracts. Different tribal ethnic communities like Karbi, Dimasa, Kuki, Bodo, Hrang Khoi, Jaintia, Zeme Naga, Lalungs, etc. inhabiting the Hill areas have strong traditional bond of amity and co-existence. Traditional lifestyle, community action, spirit of self-help are the strongest sources of its strength. The hill areas are characterised by sparse population, undulating lands, good vegetational cover, scanty infrastructure of roads, communication, primitive and subsistence agriculture, lack of social services, etc. Application of technology in the hill economics is almost non. There has been intensive exploitation of local resources, particularly forests. With the population pressure increasing the delicate balance between the population and natural resources appear to be getting seriously disturbed. The autonomous district councils have to assume an effective role of legislating, regulating and enforcing measures to safeguard the fast depleting natural resources and make the people mindful of the consequences of unwise utilization of resources.

2. The ultimate objective of the hill areas development programme is to provide secure basic life-support system and judicious utilization of land, water and bio-logical resources. Realising that the ecosystem of the hills, valley and plain are interdependent, major challenge lies in the effort to harmonise the developmental activities in these geographical sub-system on complementary basis. The development and protecting of catchment areas in the hills is crucial to prevent flood ravages in the plains of Nagaon, Golaghat and Cachar district. Having considered the paramount need to protect our fragile hill ecology the focus of attention next has to be on the common man with all development activities attended to his basic needs.
3. The priority for development in the hill areas has to follow some what different pattern from that of the general areas of the state. Greater emphasis has to be given to Development of Basic Infrastructure, Social Services, Diversification of Agriculture, Forest Conservation, Roads and Transport, Tourism, etc. Poverty amelioration and employment generation has to be the main central objectives of the entire development efforts.
4. Scarcity of land in hills for settled crop cultivation calls for diversification of agriculture with accent on horticulture cash crops, plantation crops, upgradation of livestock, promotion of income will enable the predominantly jhum economy of the hill to achieve a measure of self-reliance.
5. The main thrust of the integrated Jhum Development Programme is concerned with improving the living conditions of the hills tribal people by inducing them to give up the old and ecologically harmful practice of jhum or shifting cultivation by speeding up various infrastructural facilities by way of provision of food, security, roads,

social services like water supply, education etc. Attempts were made to integrate the activeness of the line department and projectised approach adopted. Under the Integrated Jhumia Development Programme in the Karbi Anglong District there are compact Areas Development Project (CADP) at Hamren and four members of Mini Compact Area Projects (MCAP), viz. 1. Mihungdisa, 2. Hidipi, 3. Rongmongve and 4. Samelangso are continuing. In the North Cachar Hills District, apart from the IJDP projects, there are two Mini Compact Area Development projects, viz., 1. Digerkuki and 2. Jinal Valley. The name, location, village and families covered by these projects are as follows :-

Name of project	Village	Families covered
<u>Karbi Anglong :</u>		
Hamren CADP	36	1488
Miyungdisa MCAP	16	200
Hidipi MCAP	12	239
Rongmongve/Samelangso	60	932
<u>N. C. Hills</u>		
Jinam Valley	10	375
Digerkuki	10	300

Primary objective of all the projects is to settle the Jhumia families in wet cultivation by providing them with terraced/reclaimed valley bottom lands and means of earning income through alternative or an ancillary economic activities.

6. To improve the quality of life in these difficult hilly areas, larger investment in social services are called for. The common man does not have easy access to services like education, health, water supply etc. The cost of providing a services in the hills is inordinately high. The

difficult terrain, distance involved and lack of cheaper transport mode, increases transportation costs of goods and materials, climate and terrain also add to construction and maintenance costs in terms of physical specifications and added incentive to be paid to the construction agencies, labour staff and transport cost. All-these result in high costs of construction. and maintenance of roads, buildings, irrigation/water supply schemes, power transmission lines, etc.

It is necessary that the development plans are built up in association with the people enlisting full support of their traditional and communal institutions. It will have to be ensured that the development activities and system of delivery are in harmony with the social milieu. Any change that may be necessary should be planned on their traditional system thus making minimal changes, yet achieving speedy transformation.

The autonomous district councils, being democratic decentralised institution closer to the grass roots have tremendous role and function in articulating and projecting in the plans of the aspirations and needs of the people. It has to be the nucleus of all development activities. Appreciating the role and responsibilities of the autonomous district councils the state Government have entrusted developmental functions to them. To enable them to discharge their planning and financial machineries and delegate to them necessary administrative, financial and operational powers including realistic functional control over the officers posted to these autonomous district councils.

General Overview of Important Sectors

The economy of the two districts of Assam depend mainly on agriculture and 90% of the total population are engaged in it. Therefore, bringing about significant development of the two Hill Districts through planned development of agriculture deserves prime consideration.

Reference

1. Hazarika, Dr. Niru – Profile of Youths Organisation North East India.
2. Source - Tribal Sub-plan Document 1994 Assam.
3. Ibid
4. Census Report 1991, Assam.
5. Tribal Sub-plan 1994-95 to 1999-2000.
6. PRC Act and SC and ST Prevention of Atrocities Act,
7. Tribal Sub-plan 1999-2000.
8. Tribal Sub-plan 1999-2000.