

**DECENTRALISED PLANNING, POVERTY ALLEVIATION
PROGRAMMES AND TRIBAL DEVELOPMENT: A CASE STUDY
OF LOHIT DISTRICT, ARUNACHAL PRADESH**

ABSTRACT

**DISSERTATION SUBMITTED IN PARTIAL FULLFILMENT FOR THE
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BY

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programmes; to identify and examine Locational characteristics to understand spatial dimension of rural area development and functional hierarchies to analyze decentralised nature of planning; to suggest a strategy for proper functioning of weak links present in functional hierarchies in order to arrive at a more meaningful decentralised planning and for effectiveness of poverty alleviation programmes in rural development.

HYPOTHESES

The following hypotheses are formulated for testing:

1. Locational characteristics adversely affect the poverty alleviation programmes in the rural development.
2. Pattern of fund allocation has a direct bearing on rural development.
3. Administrative machinery as the implementing agency fails in promoting the very spirit of decentralization in planning at the grassroots.

The study is empirical in nature and is based on both analytical and descriptive methods of analysis. The facts and figures which were used to analyze the queries raised in the research problem and to test the hypotheses were gathered from both primary and secondary sources. For the collection of primary data, interview method was adopted and tools like questionnaires, schedules, observation were used. The primary data were also collected from the internal records of different Government Departments and Panchayat Bodies. Data collected from these sources were properly classified, processed and analyzed. Under secondary sources, published books, research papers, government reports, journals, various unpublished works were consulted for a better conceptual comprehension. Suitable statistical and cartographic tools have been used for analysis and for appropriate logical formulation.

Namsai Sub-division in Lohit district of Arunachal Pradesh is the study area in which twelve sample villages are units for analysis of Locational and spatial pattern of poverty alleviation programmes.

Twelve villages have been selected on the basis of distance from the Sub divisional headquarters, Namsai, of Lohit district. The villages were selected from the list available at Block office. Data on fund allocation were collected from concerned Sub-Divisional offices. Data on financial and physical achievements were collected from Sub-Divisions, Circles, Anchals and Villages in study area. The households were selected from the household list available in the Block Office. The twelve villages have formed sample unit for assessing the status of community assets.

The data were collected at three stages. During the first stage, data were collected from concerned departments at Itanagar, the capital of Arunachal Pradesh. During the second stage,

data were collected from BDO (Block Development Office) at Namsai. During the third stage, sample villages were visited and the household interviews were conducted. The field study was conducted during the period of November 1999 to March 2000.

The sample frame selected for the present study consists of three tribes on the basis of distance from the circle headquarters. The three tribes are the Khampti, Shyams and the Adi (it also includes the Adi Somuwas. From each tribe four villages have been selected. Out of the total selected tribes one forms the large group, one medium, and one small group. The religious faiths of these tribals are Donyi-poloism, and Buddhism. The khampti and the Shyams follow Buddhism and the Adi follows Donyi-poloism. Agriculture is the mainstay of these tribal groups, but the Khamptis are engaged in timber trade too.

The First chapter starts with the introduction and research design incorporating the introduction of the study, literature review, objectives, hypotheses and the methodology in it. The Second chapter introduces the geographical personality of the study area and also the socio-cultural life of the tribe under study. The Third chapter discusses review of Tribal Development in India with reference to North-East India and Arunachal Pradesh. The Fourth chapter deals with the nature of planning and organizational set-up for implementing Poverty Alleviation Programmes and their financial and physical achievements during the Eighth Five Year Plan in Arunachal Pradesh. The Fifth chapter analyses the Inter-tribal differences in the implementation of Tribal Development Plans in the study area. The Sixth chapter analyses the Intra-tribal differences in the implementation of Tribal Development Plans. The Seventh chapter attempts to explain the Socio-economic Constraints in Tribal Development in Arunachal Pradesh. The Eighth Chapter summarizes the findings and examines the hypotheses framed for testing on the basis of data collected during the field study.

The district lies in the North Eastern part of the state and consists of both high mountains and plain region. The tribes selected for the present study are inhabited in the plain region of the Lohit district. The Mishmi, Khampti and the Singphos are Buddhist of Theravada section. The Mishmi, Adi and the Deoris worship super natural objects. The Khamptis have their own script for writing and they have a chieftainship type of society. The Shyams have the cultural affiliation with the Khamptis. The Adi are migrant tribes from other districts of Arunachal Pradesh and Assam. As per the 1991 census, Lohit district consists of 12.69 % of the total population of the state and occupies 13.62 percent of the total area of Arunachal Pradesh. It can be said that population of Lohit district is proportionate to its area. The selected tribes under study inhabits in the plain region of the district. The higher concentration of population is noticed in the Namsai, Chowkham circles. The share of Scheduled tribe population is second lowest with only 40,933

persons among the other districts in the state sharing only 37.3 percent Lohit District is probably the best developed district in agriculture amongst all the district of the state. About 70-80% of the working population is involved in agriculture. The mode of cultivation is however, not uniform all over the district due to the vast variations in terrains and rainfall between the various parts of the district. Permanent cultivation is mostly confined to Namsai Sub-division, Sunpura circle around Tezu where plain land is available on the foot hills belt. Agriculture practices are also well developed in these areas and multiple cropping is practiced on a good scale. The variation of agro climatic condition provides wide scope of horticulture and plantation agriculture in the district s.

Tribal development in India has two implications considering the nature of tribal demography in a state. In states like Bihar, Orissa and Madhya Pradesh, where tribal population constitutes a considerable portion of total population of the state, specific programmes like ITDP (Integrated Tribal Development Programme) and TSP (Tribal Sub-Plan) operate for the development of the tribe. But in states with the majority of its population belonging to tribes, the plan programmes are merely the extension of the general developmental programmes with special provisions for Scheduled Tribes as meant for the country as a whole. The plan programmes follow directives and provisions outlined in Directive Principles of State Policy, Fundamental Rights and Vth and VIth Schedules of the Constitution. The interest of the tribe is also safeguarded through various special steps in Five Year Plans.

Several provisions have been made in Indian Constitution relating to tribal development. Article 244 which provides for the administration of scheduled areas in accordance with Schedule V to the Constitution and the administration of tribal areas (Assam State) under Schedule VI.

Articles 5,16,19,46, 244,275,330,334,332,335,339 and 342 of Indian Constitution provide specific provisions for the advancement of Scheduled Castes and Scheduled Tribes. There are reservations in educational institutions, services, political bodies with special relaxation in age, qualification, etc.

In India, tribal development programmes have been merely an extension of the rural development programmes meant for the country as a whole. Importance has been given for the tribal development right from First Five Year Plan. The percentage of plan outlay during the First Five Year Plan was 1.00 percent to 8.18 percent during the Eighth Five Year Plan.

During the First Five Year Plan emphasis was on education and economic development, improvement of roads and communication and provisions for medical and public health facilities. An extensive rural development programme, commonly known as Community Development Programmes, was launched in the year 1952.

During the Second Five Year Plan, Multi Purpose Project Blocks were the most significant step taken towards development of tribal areas. Firstly, three Multi Purpose Blocks were established in some of the tribal areas of the country. Multi Purpose Projects were set up for intensive and coordinated development of tribal areas on the general pattern of community development. The task of these projects are to cover all aspects of tribal life and at the same time to take up such measures as encouragement of settled farm of agriculture, improvement of communication, development of art and crafts, organization of cooperation and the establishment of community welfare center.

During the Third Five Year Plan, 489 community development blocks were set up in places where the percentage of tribal population was 66 percent. By the end of the Fourth Five Year Plan, the number of tribal development block was increased to 504. The Tribal Development Blocks formed the major channel of the tribal welfare programmes from 1962 onward. Though the blocks have brought about some changes, their impacts were said to have fallen short of expectations.

Realizing the lopsided development, the National Planning Commission envisaged a new strategy of planning for the tribal areas in the Fifth Five Year Plan. During this period, tribal development project emerged in the line with IRDP (Integrated Tribal Development Programmes). The strategy for integrated approach to development led to the launching of the Tribal Sub-Plan. The Tribal Sub-Plan strategy is in operation in states, namely Himachal Pradesh, Jammu and Kashmir, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Sikkim, Tamilnadu, Tripura, and in Union territories namely, Andaman and Nicobar Islands and Daman & Diu.

The immediate objectives of Tribal Sub-Plan have been envisaged for the elimination of exploitation and acceleration of the pace of development, building inner strength of the people and improving their organizational capability.

During the Sixth Five Year Plan, emphasis was laid on poverty alleviation and consequently the sub plan areas also showed an intensification of poverty alleviation schemes. There was a self formed infrastructure development to beneficiary oriented schemes. The Seventh and Eighth Five Year Plans also continued the emphasis on poverty alleviation.

Tribal development programmes in general has been an extension of rural development programmes. But in Northeast states, it is more rural development oriented. The tribal sub plan concept exists in the states of Manipur, Assam and Tripura. They have Autonomous District Councils. In the states of Arunachal Pradesh, Meghalaya, Mizoram and Nagaland, plan programmes are general in nature; all the development schemes which are meant for the state,

are tribal development programmes. No special programmes like ITDP (Integrated Tribal development programme) and TSP (Tribal Sub-Plan) are implemented in these states except in Assam where there are nineteen ITDP Blocks.

In Arunachal Pradesh, Poverty alleviation programmes have been launched for the development of the tribal and tribal villages which are being implemented under Rural development Department in the states. The Programmes launched in Arunachal Pradesh for employment generation and alleviation of rural poverty have, as elsewhere, two components: (I) to create rural infrastructure for generating wage employment under *JRY/EAS/IAY/ MWS* and, (ii) to promote self employment under *IRDP/DWACRA/TRYSEM*. These two components are two different ways which aim at making a direct attack on rural poverty.

In Arunachal Pradesh tribal development has been an extension of rural development programmes within the framework of general development model emphasizing on the provisions outlined for the scheduled tribes. This is because, unlike states where tribals constitute a part of the total population, Arunachal Pradesh is predominantly a tribal state and so there is no specific tribal development schemes. Plan programmes are general in nature and are extension of national plan programmes.

In 1969, the Planning Commission worked out guidelines for District Planning with an aim to encourage the formulation of district plan. This was the first major document giving a comprehensive outline of the methodology for district planning.

The Sixth Plan continued the emphasis on decentralization and formulated a central programme for strengthening it at the district level. Consequent upon the recommendation of the Economic Advisory Council to the Prime Minister and of the Working Group of 1982 the Seventh Plan formulated the basis for a decentralized planning, especially in implementing poverty alleviation programmes.

Poverty Alleviation Programmes mainly operate in districts and blocks of the country and hence, have assigned an important role to planning at district and block levels. The programmes also need planning at villages for their successful implementation. It is at this level that the planning is directly concerned with the people and their problems. Decentralized planning institutions are envisaged to handle the anti poverty programmes because of their intimate knowledge of the local economic, social and cultural milieu, historical legacies and group alignments.

Thus, poverty alleviation programme and decentralized planning go together in objective realization.

In Arunachal Pradesh decentralized planning has been adopted for implementing anti poverty programmes. Zila Parishads are functioning as District Planning Boards in which DRDAs (District Rural Development Agency) are ex-officio Secretaries.

In Arunachal Pradesh the organizational set up in the process of decentralized Planning became discernible since 1989. At the state level there is planning and development which looks after sectoral planning and centrally sponsored schemes for rural development.

The State Planning Board is the apex body for plan formulation in the state where the Chief Minister is the Chairman and one MLA has been appointed as Deputy Chairman. The other members of the State Planning Board are all Ministers, Chief Secretary, Development Commissioner and Commissioners PWD, RWD, Finance and Power. The Commissioner (Planning and Manpower) is the Member Secretary.

At the district level, the Zila Parishad has been set up for District Planning in which the Deputy Commissioner is the Chairman. The Vice President of Zila Parishad is the Vice Chairman of District Planning Board. It also includes Zila Parishad Member (ZPM) as member and the DRDO as the ex-officio secretary.

At block level, the BDO is the Chairman for the process of implementation of anti-poverty programmes. The other members include Anchal Vice President. At the village level, the ASM (Anchal Samitee Member) is the Chairman, GPMs (Gram Panchayat Members) are members and VLW stands as a government representative. In principle at the village level, all the members of Gram Sabha are to take part in the implementation of schemes.

The DRDA is another major institution concerned with decentralized planning. It was established at the beginning of the sixth plan for the implementations of schemes are taken up at local levels under IRDP. But presently this agency forms a part of administrative system for anti-poverty programmes.

Different institutions other than the nodal rural department and DRDA work in the state for promoting rural development in one way or the other. One of them is the State Institution of Rural Development (SIRD) which was established in 1993. The SIRD is an autonomous body which aims at training field personnel and organizing workshops and seminars in connection with rural development programmes. Functionally, it is neither an implementing body nor a planning body.

Of the centrally sponsored poverty alleviation programme for the development of tribals in the state; IRDP, JRY, EAS, MWS, IAY, TRYSEM are in operation. The programmes launched in Arunachal Pradesh for employment generation and alienation of rural poverty have, as elsewhere, two components: (i) to create rural infrastructure for generating wage employment under

JRY/EAS/IAY/MWS; and (ii) to provide self employment under IRDP/DWCRA/TRYSEM. These two components are two different ways which aim at making direct attacks on rural poverty. However, all the schemes have equal importance in terms of their impact on objective realization. The IRDP ranks top in terms of its share of total expenditure under poverty alleviation programmes followed by JRY. IRDP shares 27% of the total expenditure during the Eight Five Year plan. During the same year JRY shares 13.04 percent and EAS shares 54.42 percent. Programmes/schemes other than IRDP, JRY and EAS only share 5.54% of the total.

With reference to the data available in the records, the number of assisted beneficiaries recorded during the Eight Five Year plan stands at 72689 out of the set target at 60942. The percentage of achievement is noted 119.27. In terms of financial achievement, Rs.2553.05 lakhs have been utilized out of Rs.3366.556 Lakhs available with DRDA for the purpose, recording 75.83 percentage of fund utilization.

As per the record, the achievement in terms of fund utilization and target realization are not satisfactory. Out of total Rs.310.10 Lakhs available with DRDA under TRYSEM, an amount of Rs.155.90 Lakhs i.e., 50.2 percent has been utilized. Similarly, out of target of 7434 persons identified for training, 4517 persons have been trained thereby recording only 56.93 percent of physical achievement under DWCRA, 1078 women groups have been organized out of the target set at 1569 with an utilization of Rs.137.41 Lakhs from the earmarked amount of Rs.281.42 Lakhs for the purpose during the Eighth Five Year Plan period. In terms of financial and physical achievements, 48.82 percent and 68.70 percent respectively have been achieved. One noticeable aspect of DWCRA is that group activities have been carried on with the amount given for the remaining fund without loan till 1993-94.

Under ITKRA (Improved Tool Kits for Rural Artisans), during the period of reference, 47.65 percent of the fund available with DRDA has been utilized by supplying 3288 numbers of kits which constitute 61.38 percent of the target set.

JRY (Jawahar Rozgar Yozana) aims at two objectives: generating additional gainful employment for the unemployed men and women in rural areas and creating infrastructure for economic development and community assets for overall development. In terms of financial achievement, 59.95 percent of the fund available with DRDA was spent during the period of reference. In terms of physical achievements 27.91 Lakhs man days were generated during the same period which is noted 67.54 percent of the set target.

IAY (Indira Awas Yozana) is a sub-scheme of JRY which aims at providing low cost houses free of cost for the poorest of poor including scheduled tribes. The achievement made

under IAY is not satisfactory as can be seen. During the Eighth Five Year Plan year, 23.19 percent of fund available with DRDA under this scheme is utilized to construct 1821 numbers of houses which is 67.99 percent of the set target.

In MWS (Million Wells Schemes) also, the achievement is not satisfactory. Only 39.43 percent of available fund is utilized with no record of the target set. However, during the Eighth Five Year Plan, 201 numbers of wells were constructed.

EAS (Employment Assurance Schemes) is a scheme to generate employment opportunities to the rural poor. In terms of financial and physical achievements, 68.38 and 85.83 percent of fund utilization and of target man-days generated have been recorded respectively in Arunachal Pradesh during Eighth Five Year Plan period.

Impact of poverty alleviation programmes is, however, diverse. It can be studied with the reference to its impact on individual beneficiary in terms of realization of such objectives as increase in money income. It can also be studied in terms of disparity at implementation level with reference to fund allocation. Uniformity in fund allocation even does not produce uniform impact in view of the fact that beneficiaries have different levels of skill endowment and of exposure to linkages. Naturally any disparity at implementation level is sure to produce an unequal impact on already existing unequal foundation of beneficiary levels.

Moreover, in tribal villages, it is very difficult to assess the money income as people maintain no records and their expenditure habit are not well planned. Any attempt to quantitative analysis of money income is not only difficult but is likely to yield biased result. Hence, the impact of poverty alleviation programmes has been analyzed at implementation and execution levels of the schemes with reference to inter and intra-tribe differences in the process.

An inter-tribe comparison of BPL households presents confusing picture in Arunachal Pradesh as only Arunachalee tribes enjoy membership rights to a village both in customary and present sense. Right to landed property goes to only Arunachalee tribes but non-Arunachalee in Arunachal villages are migrants and are deprived of the land and other rights which an Arunachalee enjoys as a member of the village. There exists inconsistency in the enumeration of families below poverty line as is clearly evident in the study itself. Though households below poverty line are less than the total households in the villages, except in the Adi villages where all households are enumerated in BPL category, the percentage of ST households below poverty line is estimated more than 100 percent. Obviously, non-Arunachalee households are also included in the category of households below poverty line. It is found that the percentage of ST households to total households is higher in Adi villages followed by Shyam and Khampti villages. Moreover, a comparatively high percentage of households below poverty line is directly

related to the percentage of ST households to total households. In Adi villages, 85.3 percent of the households belong to ST category followed by Shyam at 60 percent and Khampti at 22.1 percent. Corresponding to it, the percentage of BPL households is recorded highest (100 percent) among Adis followed by 61.7 percent among Shyams and 31.7 percent among Khamptis.

All the villages display a common trend in terms of BPL families and in that non-Arunachalee households were enumerated under the category of BPL households.

The package of Poverty Alleviation Programmes manifests marked differences between the tribes in terms of money allocation. Not only there are differences in total money allocation and utilization but also there exist such differences at village and family levels. Of the total fund utilized under PAPs during the period of Eighth Five Year Plan, the percentage share of Khamptis is highest at 48.25 percent followed by Shyams at 42.89 percent and Adis only at 8.86 percent. In terms of average expenditure, Adis are at the lowest at Rs.72,177/- followed by Shyams at Rs.3,49,599/- and Khamptis Rs.3,93,292/-. In terms of average expenditure for BPL families, a Khampti family shares an average of Rs.3,368/-, a Shyam family shares Rs.2,994/- and an Adi family shares only Rs.680/-. Some of the schemes like IAY (Indira Awas Yozana) did not exist in Adi villages and MWS also did not exist in both Adi and Shyam villages. Not only there are differences at the level of total utilization but also there are differences at the level of individual schemes. Under IRDP, Khamptis share 59.6 percent followed by Adis' at 24.5 percent and Shyams' at 15.9 percent. The same trend follows under JRY scheme with Khamptis share at 75.91 percent, Adis at 12.67 percent and Shyams at 11.24 percent. Under DWCRA programme there exist equality at around 33 percent fund utilization for all the three tribes. Under IAY also the Khampti' share 80.6 percent followed by Shyams' at 19.40 percent. But exceptionally under EAS the Shyams share 64.02 percent followed by Khamptis at 34.62 percent and Adis at 1.36 percent.

The differences in fund allocation and utilization are concomitant with the variation of number of schemes between the tribes. It is recorded that Khamptis share around 50 percent of the total schemes provided under PAPs during Eighth Plan. The share of Adis and Shyams is recorded at 28.36 and 21.09 percent respectively. Not only in terms of total share of schemes but in terms of share of individual schemes, the Khamptis share is recorded highest in all the schemes except EAS in which Shyams have a 50 percent share.

The villages selected are single tribe villages. The differences between the villages in terms of fund utilization, number and type of project executed have been considered as indicative of intra-tribe differences. Moreover, the number of beneficiaries assisted under IRDP has also been taken as a measure of intra tribe differences. The fact that all the BPL families in a village

are not assisted under IRDP schemes indicates intra tribe differences in the coverage of BPL families by itself. The variation in the unit cost under IRDP schemes between the villages also points to intra-tribe differences in terms of fund allocation and utilization. When all the villages do not have equal access to all kind of schemes under PAPs, naturally there exist intra-tribe differences in terms of access to various schemes.

Obviously, inequality in the impact of poverty alleviation programmes not only has a inter tribe implication but also manifests an intra tribe dimension. A comparative study of Khampti, Adi, and Shyam village highlights intra tribe differences. Among the Khamptis, Wingko village shares 47.41 percent of the total fund utilized in four Khampti villages followed by Lathaw at 22.24 percent, Nongtaw Khampti at 15.57 percent and Manmow at 14.77 percent. If we consider with reference to BPL families, Wingko has the highest share per family at Rs 12416.94 followed by Lathaw at Rs 6812.51, Nongtaw Khampti at Rs 6700.57 and Manmow at 5338.24. Surprisingly, Manmow is very nearer to Block Head Quarters (5km). On the other hand, Wingko is located at the distance of 17 K.m without any regular transport or bus communication though it is connected with all weather roads.

In terms of number of programmes, Lathaw shares 35.97 percent of the total while Manmow and Nongtaw Khampti share 23.02 percent each equally. On the other hand, Wingko shares only 17.99 percent. But in all the villages IRDP programmes are more in number as compared to other programmes. Even in IRDP programmes, Lathaw has the highest share at 36.89 percent and Wingko lowest at 16.39 percent. Other village share almost equally at around 23 percent each. The average unit cost of IRDP programmes ranges between Rs. 3124 in Nongtaw- Khampti and Rs. 3914 in Lathaw. Again inequality is also noticed in fund utilization. Lathaw is found to have benefited comparatively more than other villages under IRDP programmes. Even all the programmes in the Khampti villages are also not equally found. For example, DWCRA scheme did not exist in Manmow and Wingko villages. Similarly MWS scheme was found in Lathaw and Nongtaw Khampti villages while it did not have any scheme under IAY. Wage programmes are also marked with reference to BPL families in each village for a comparative analysis.

The average expenditure under JRY scheme is highest in Lathaw at Rs.2878 if we consider BPL families as a unit. In Manmow, Nongtaw Khampti and Wingko villages, such unit expenditures have been recorded very low at Rs. 374.30, Rs. 254.70 and Rs. 252.50. But such programmes have a high average under EAS scheme in Nongtaw Khampti and Wingko villages, being recorded at Rs. 3782.3 and Rs. 8999 respectively. But Lathaw and Manmow did not have any expenditure under EAS.

The inter village variation is also marked in the Adi group of tribe. Among the four sample villages, Joipur shares the highest fund utilization during the reference period. Out of the total fund under PAP Joipur village shares 41.84 percent. Joipur is located at a distance of 5 km whereas Mabira and Namleng share the lowest fund utilization with only 18% each. These two are located at a distance of 58 K.M and 35 K.M respectively from the Block head quarters.. Joipur also shares the highest family wise average expenditure. However the average expenditure has an equal amount in all the Adi villages. The unit cost under IRDP is almost same in all the villages.

In terms of number of programmes under different scheme during the reference period Mabira leads among the four Adi sample villages but received only one program viz., IRDP. Except IRDP, Mabira did not get benefit of other programmes during the reference period. In Adi villages Programmes like IAY, TRYSEM and MWS also did not exist in any of the village.

Among the four selected Shyam villages, Jona-IV shares 90.73 percent of the total fund followed by Kaisu at 2.86 percent. Nanam- Shyam shows the least percentage share of total fund which is estimated only at 1.80 percent.

In terms of number of programmes, in the Shyam tribe village, Jona-IV shares the highest percentage at 32.76 percent of the total while Kaisu and Nongtaw- Shyam has the least share only at 17.24 percent of programmes and schemes during the reference period. In IRDP, Kaisu has the highest share with 30.61 percent followed by Jona- IV at 28.57 percent and Nongtaw- Shyam at 22.44 percent and Nanam Shyam at 18.38 percent which represents the least percentage.

The average unit cost under IRDP schemes ranges between Rs. 1870.13 at Kaisu to Rs. 2691.28 at Jona- IV, which shows great irregularities in the fund utilization. Jona-IV is found to have benefited more than any other Shyam tribe villages. Jona-IV is located at a distance of 14 K.m., which is quite far from the Block Head-quarters as compared to Kaisu and Nanam-Shyam. Here distance factor does not play a significant role.

During the reference period, MWS did not exist in any of the Shyam villages under study. Even all the poverty alleviation programmes in Shyam villages are not equally present. EAS and IAY existed only in Jona-IV. Similarly JRY was implemented only in two villages i.e., Kaisu and Nanam-Shyam where as DWCRA only in Kaisu and Nongtaw Shyam.

The average expenditure in JRY is Rs. 1254.54 at Kaisu followed by Rs. 294.11 at Nanam- Shyam village. The other two villages have not been covered under JRY programmes during the reference period. The average expenditure in EAS in Jona-IV is Rs. 28040.19 and this

programme did not exist at Kaisu, Nanam-Shyam and Nongtaw- Shyam. Similarly, in IAY also, Jona IV was only benefited with an average expenditure of Rs. 523.80.

Impact of poverty alleviation programmes in tribal villages has not been uniform. There are apparent differences which could be attributed to non-conventional factors like good governance, access to information and predominance of traditional way of life in villages. The "politician bureaucracy" nexus is found as a stumbling block towards the effective and meaningful implementation of poverty alleviation schemes. It is because of the nexus, a politician from another village could manipulate funds under EAS scheme against Jona IV village to execute work for the interest of his individual families. The nature of economic diversification is very fluid and superficial because traditional economic pursuits like subsistence cultivation supplemented by food gathering, hunting and fishing, ownership of land within customary framework and manufacturing activities for domestic consumption are predominant.

Consequent upon this traditional nature of activities of the masses they do not have timely access to information about the schemes under PAPs and therefore do not have chance of obtaining such schemes. They do not have also the awareness about the forward linkages of these schemes in terms of market linkage for real benefit to be accrued from the schemes. Lack of access to information is quite evident when people were found ignorant about the execution of schemes by politically influential persons from other villages against their own villages.

Even in the same village influential families manipulate to include those families in BPL which are not in fact entitled. This is the reason for which non-Arunachalee households are enumerated under BPL category.

Compared to Shyams and Adis, Khamptis are more influential in the region. Adis are in fact migrants from other districts but they are entitled to these schemes because of their Arunachalee status. Shyams have ethnic affiliation with Khamptis and are less numerous and less politically influential. But their affiliations to Khamptis have made them comparatively more influential as compared to Adis. The consideration of ethnic superiority is a contributing factor for the differences in the impact of PAPs between the tribes. The superiority consideration also exists in explaining the phenomena of intra-tribal differences.

Nature of decentralization through Panchayati Raj to empower people with a view to bring about all round rural development is screened at the level of people's representatives. It is found that the wife of an ASM embezzled the money under DWCRA scheme in Lathaw village by forming a group of women who were ignorant of such formation.

In India the tribal communities usually live in villages. It is therefore natural to consider Tribal Development within the broader frame of rural development. This is because programmes and policies for rural development are also applied to the development of tribals without or with modification keeping in the line of specific constitutional provisions and various concessions granted to them under different policies and schemes. It is in this line of thinking that Poverty Alleviation Programmes during Eighth Five Year Plan were considered to study the tribal development with reference to selected tribes in Lohit District in Arunachal Pradesh.

In this context it is to be noted that right from the inception of planning in India, poverty alleviation has been an important objective of development planning in India. The strategies, however, have changed over different plan periods. The government of India soon after independence launched the Community Development Programmes to rejuvenate economic and social life. Later on multipurpose Project Blocks, Community development Blocks, Integrated Rural Development Programmes (IRDP) etc., were experimented with. Of course there were provisions like Tribal Development Blocks, Tribal Sub-Plan etc., for the development of tribal communities. But Integrated Tribal Development Blocks and Tribal Sub-Plan were not meant for tribal dominated states/ Union Territories like Arunachal Pradesh, Nagaland, and Lakshadweep etc. In this states general Plan programmes were implemented with special concessions for the tribals. Obviously the Poverty Alleviations Programmes discussed in the present work to study tribal development has a reference to general plan programmes meant for the tribal areas. It is to be noted that the poverty Alleviations implemented in sample villages namely Lathaw, Manmow, Wingko, and Nongtaw Khampti, Joipur, Ningroo Adi, Mabira, Namleng, Kaisu, Jona IV, Nanam Shyam, Nongtaw Khampti in Lohit district of Arunachal Pradesh during Eighth Five Year Plan were analyzed for the purpose of our study.

The differences in villages of a particular tribe however is considered to understand intra tribal differences in the implementation of Poverty Alleviation Programmes, and thereby the nature and extent of Tribal development.

A further analysis of literacy, remoteness etc does not establish any casual relationship with various schemes implemented in sample villages. The study had attributed non conventional factors like good governance, access to information and predominance, traditional way of life of villages to the inter tribe and intra tribe differences. It was also noted in the study that top down approach through politician bureaucracy nexus existed in spirit and practice. Coupled with it where local conditions and local practices which prevent " bottom up approach "which on the other hand weakened the very objective behind people's empowerment through decentralization. It was also noted that people who had more contact with administrative headquarters got more

benefit than others. There are evidences which showed that ignorance, individual interest and power positions affected the implementation scheme adversely.

The study shows that tribal development vis-à-vis rural development through PAPs has not been effective in study areas. Both inter and intra tribe differences have been noticed on the impact of such programmes. The study proposes further extensive study to examine the local conditions and peoples perception of development so as to involve the people in schemes for there development right from perception to execution in order to realize the objectives of various schemes meaningfully.

The study also finds that literacy and distance from the Block HQ have less influence in explaining the variations than conditions having local significance.

The essence of findings is that the impact of Poverty Alleviation Programmes in tribal villages could be better studied by applying non-conventional methods. In the process of transformation in tribal communities various factors act and interact in such a way that their over all impact could only be studied in a holistic perspective.



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