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CONSTITUTIONAL AND  
ADMINISTRATIVE GROWTH  
OF THE  
NORTH-EAST FRONTIER AGENCY

P. N. LUTHRA

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NORTH-EAST FRONTIER AGENCY

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## PREFACE

The occasion for writing this article was provided by the Seminar on the North-East Frontier Agency held in 1969 under the auspices of the Political Science Association at Shillong. This Association was eager to know how the North-East Frontier Agency came into being as an Administration through the various enactments and conventions bearing upon the constitutional and administrative growth of the Agency. I am thankful to the Association for offering me an opportunity to bring out this information which normally is not widely known because of the isolated locale of the Agency.

The tempo of official work in a sensitive border area like the North-East Frontier Agency is such that one does not find time to reflect on the current and recent history of this territory which is undergoing transformation at a fairly rapid pace. After the article was written and presented to the Seminar, Shri B. K. Nehru, the Governor of Assam, encouraged the idea of publishing it in the form of a booklet. I am grateful to him for his appreciation of this small work. Shri B. Shastri, Director of Research, was the main goading force who maintained constant pressure on me to write and I express my thanks to him. He has been of invaluable help in the preparation of the final draft

for publication. I would also like to record my thanks to Shri S. R. Das, Officer on Special Duty, whose collaboration and assistance in tracing old records pertaining to the legal aspects of NEFA's development were most useful in preparing this article. He has long experience and considerable knowledge on the legal affairs of this region. Thanks are also due to Shrimati J. Das Gupta, Statistician, who helped in the preparation of maps. The publication was undertaken by Shri T. P. Khaund, Director of Information and Public Relations.

P. N. LUTHRA

*Adviser to the Governor of Assam*

Shillong,  
the 17th December, 1969.

## Constitutional and Administrative Growth of the North-East Frontier Agency

*Evolution of territorial and jurisdictional pattern,  
1914*

The beginnings of administration of the territory, which has come to be known as the North-East Frontier Agency, may be traced back to the Government of India, Foreign and Political Department, Notification of 1914<sup>1</sup>, which promulgated that the Assam Frontier Tracts Regulation of 1880<sup>2</sup> would extend to the hills inhabited or frequented by Abors, Miris, Mishmis, Singphos, Nagas, Khamptis, Bhutias, Akas and Daflas<sup>3</sup>.

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<sup>1</sup> See Appendix, Part II, p. 56 ff

<sup>2</sup> See Appendix, Part II, p. 53

<sup>3</sup> These are tribal groups of the Agency, which represent and include smaller groups specified separately in later enumerations, for which see the map in Appendix Part III, plate V

Abor is the old name for Adis. Miris are a section of the Adis mostly settled along the foothills and the adjoining plains. Mishmi includes the Idus, Digarus and Mijus of the Lohit District. Bhutia is a general name for Bodic groups and here refers to the Monpas and Sherdukpens of the Kameng and the Membas, Khambas of the Siang and the Zakhings and Meyors of the Lohit District. The Daflas are a large group spread over a wide tract stretching from the eastern half of the Kameng in the west to the eastern boundary of the Subansiri District in the east,

These hill areas were separated from the then Darrang and Lakhimpur districts of the province of Assam. As a result, the North-East Frontier Tract came into existence composed of the following three administrative units<sup>1</sup> :

- [i] The Central and Eastern Section
- [ii] The Lakhimpur Frontier Tract
- [iii] The Western Section.

In the year 1914, the first and third units were each placed under the charge of a Political Officer and the second unit under the Deputy Commissioner, Lakhimpur District, in addition to his own charge. The Political Officer of the Central and Eastern Section had his headquarters at Sadiya. The Political Officer of the Western Section was located at Charduar.

In 1919, the Central and Eastern Section was renamed as the Sadiya Frontier Tract and the Western Section, as the Balipara Frontier Tract. The Lakhimpur Frontier Tract, however, continued to be known as such. This position obtained till 1937 during which period certain areas were either excluded from, or included in, the so-called North-East Frontier Tract.

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under various local names such as Bangni, Nisi, Nishang etc. Akas are a small but prominent tribe—akin to Khoas and Mijis. Naga is another 'general' name for tribal groups south and east of the Brahmaputra valley — and include the Tangsas, Noctes and Wanchos of the Tirap District. Singphos belong to the Tirap and the Khamptis to the Lohit District.

<sup>1</sup> See Appendix Part II p. 61, 63, 65

In 1937, the foregoing Frontier Tracts came to be known collectively as the Excluded Areas of the province of Assam under the provision of Section 91[1] of the Government of India Act, 1935<sup>1</sup>, which was given effect to by the Government of India [Excluded and Partially Excluded Areas]. Order of 1936<sup>2</sup>. These Excluded Areas came under the direct charge of the Governor who administered them in his discretion under Section 92 of the said Act through the Political Officers and the Deputy Commissioner of Lakhimpur.

In the year 1943<sup>3</sup>, a new administrative charge was created with certain areas from the Lakhimpur Frontier Tract and the Sadiya Frontier Tract and was named as the Tirap Frontier Tract. The Tirap Frontier Tract was placed under a separate Political Officer with headquarters at Margherita. In 1946, the Balipara Frontier Tract was divided, for administrative convenience, into the Se La Sub-Agency and the Subansiri Area. In 1948, the remaining portion of the Sadiya Frontier Tract was bifurcated into two separate administrative charges, namely, the Abor Hills District and the Mishmi Hills District<sup>4</sup>.

In the year 1951, the plains portions of the Balipara Frontier Tract, Tirap Frontier Tract, Abor

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<sup>1</sup> See Appendix Part II p. 69

<sup>2</sup> See Appendix Part II p. 71

<sup>3</sup> See Appendix Part II p. 73

<sup>4</sup> See Appendix Part II p. 105

Hills District and Mishmi Hills District were transferred to the administrative jurisdiction of the Government of Assam<sup>1</sup>. The aforesaid areas minus the transferred plains portions of the Frontier Tracts together with the Naga Tribal Area were thereafter renamed collectively as the North-East Frontier Agency<sup>2</sup>. Under the Regulation of 1954, the administrative units were also reconstituted and renamed with redefined boundaries<sup>3</sup>. The administrative picture thus emerged as follows :

Old title	New title
1. Balipara Frontier Tract, bifurcated into :	1] Kameng Frontier Division
	2] Subansiri Frontier Division
2. Tirap Frontier Tract	3] Tirap Frontier Division
3. Abor Hills District	4] Siang Frontier Division
4. Mishmi Hills District	5] Lonit Frontier Division
5. Naga Tribal Area	6] Tuensang Frontier Division

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<sup>1</sup> Notification No. TAD/R/35/50/109, 23, Feb. 1951.  
See Appendix Part II, p. 111—112

<sup>2</sup> See Section 3 1[a] of the North-East Frontier Areas [Administration] Regulation, 1954. See Appendix Part II, p. 113

<sup>3</sup> *ibid*, Section 3 [b], [c] and the schedules, pp. 113—116

*The final shape : from Divisions to Districts, 1965*

In 1957, the Tuensang Frontier Division was excluded from the North-East Frontier Agency and included in the newly-constituted Naga Hills-Tuensang Area which now forms the State of Nagaland<sup>1</sup>. In 1965, the above mentioned Frontier Divisions of the North-East Frontier Agency were renamed respectively as the Kameng District, Subansiri District, Siang District, Lohit District and Tirap District<sup>2</sup>. The Political Officers, Additional Political Officers and Assistant Political Officers through whom the District administration was carried out were renamed as Deputy Commissioners, Additional Deputy Commissioners and Assistant Commissioners respectively, according to the North-East Frontier Agency [Administration] Regulation of 1965<sup>3</sup>.

*Administration of Frontier Tracts [Excluded Areas],  
1937  
by Governor of Assam*

Upto 1937, the Frontier Tracts though forming a part of the province of Assam as Excluded Areas and directly under the provincial Government, were kept out of the purview of the scheme of the constitutional reform in the form of provincial

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<sup>1</sup> By the Naga Hills-Tuensang Area Act, 1957 ;

See Appendix Part II, p. 117 ff

<sup>2</sup> See Appendix Part II, p. 120—121

<sup>3</sup> See Appendix Part II, p. 122

autonomy introduced by the Government of India Act, 1935. The actual administration of the Frontier Tracts was carried out since 1937 by the Governor of Assam acting in his discretion independently of his cabinet. He was assisted by a Secretary designated as the Secretary to the Governor of Assam. The Secretariat for this purpose was called the Governor's Secretariat which was established in the year 1937. The expenditure was borne by the Government of Assam and was a charged item in the Assam budget. It was, however, not subject to vote or discussion in the Assam Legislative Assembly. The Government of India used to contribute some amount to the Government of Assam every year for the administration and development of these areas.

#### *Adviser to the Governor of Assam*

In the year 1943, it was felt that these areas should be brought under the normal administration and developed through the policy of gradual penetration of the administrative machinery. Consequently, it was considered essential that above the Governor's Secretary, there should be an Adviser to the Governor of Assam which post was accordingly created in that year directly by the Government of India. The office of the Adviser was first established in 1943 and it was concerned with the administration of North-East Frontier Tracts. During the transition period from the date of enforcement of the India [Provi-

sional Constitution] Order of 15th August, 1947, to the commencement of the Constitution of India on 26th January, 1950, the Naga Hills District, the Lushai Hills District and the North Cachar Hills Sub-Division of the Cachar District, were temporarily placed under the Adviser. The Government of India at the time bore the expenditure of the running of the office of the Adviser to the Governor of Assam as also of certain special schemes for the development of the areas. But the expenditure on the Secretary to the Governor, the Governor's Secretariat and the general administration of the areas continued to be borne by the Government of Assam. The Governor was thus aided by the Adviser and the Governor's Secretary. He also functioned as the agent to the Governor-General and in this capacity his functions related to certain specific matters which were entrusted to him by the Government of India.

*By Government of Assam*

After 1947<sup>1</sup>, the Governor was divested of his discretionary powers in respect of the North-East Frontier Tracts. The administrative jurisdiction was passed on to the Government of Assam by virtue of the provisions of the Indian Independence Act, 1947. The Government of Assam continued to have administrative jurisdiction over the areas

<sup>1</sup> See Appendix Part II, p. 101

until 25th January, 1950. The administration, however, continued to be carried out by the Governor on the advice of the Chief Minister, who was then called the Prime Minister, of Assam. The agent's functions hitherto vested in the Governor of Assam were also passed to the Government of Assam under the orders of the Government of India.

*By Governor of Assam again*

With effect from 26th January 1950, the Constitution of India brought about a change in the administrative set-up of these Excluded Areas<sup>1</sup>. The Government of Assam were relieved of their responsibility for the administration of the North-East Frontier Agency and the discretionary powers were re-invested in the Governor of Assam, as the agent of the President under the provisions of paragraph 18 of the Sixth Schedule to the Constitution and part B of the table below paragraph 20 of that Schedule. Paragraph 18 of the Sixth Schedule reads :

1. The Governor may

- [a] subject to the previous approval of the President, by public notification, apply all or any of the foregoing provisions of this Schedule to any tribal area specified in Part B of the table appended to paragraph

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See Appendix Part II, p. 102-104

20 of this Schedule or any part of such area and thereupon such area or part shall be administered in accordance with such provisions, and

[b] with like approval, by public notification, exclude from the said table any tribal area specified in part B of that table or any part of such area.

2. Until a notification is issued under sub-paragraph [1] of this paragraph in respect of any tribal area specified in Part B of the said table or any part of such area, the administration of such area or part thereof, as the case may be, shall be carried on by the President through the Governor of Assam as his agent and the provisions of Article 240 shall apply thereto as if such area or part thereof were a Union territory specified in that article.
3. In the discharge of his functions under sub-paragraph [2] of this paragraph as the agent of the President the Governor shall act in his discretion”.

### *History of Tribal Administration : special measures*

The occupation of the tribal territories by the British Government was marked by a series of punitive measures. These measures were either intended to put down tribal uprisings or to induce the tribal peoples to peaceful life by show of force. The pattern of disaffection against the penetration

of the British rule into the tribal territories was fairly uniform in India as a whole. There are the instances of the insurrection of the Hos of Singbhum in 1831, the Khond uprising in 1846 and the Santal rebellion in 1885. The British soon realized that it was necessary to form the tribal regions into Non-Regulation Tracts to be administered directly by the Deputy Commissioners. In order to bring about some uniformity in the administration of the tribal areas, the Scheduled Districts Act was passed in 1874<sup>1</sup> by which specified areas all over the country were formed into Scheduled Tracts. The Government of India Act of 1919<sup>2</sup> marked the second stage in tribal administration under the British rule according to which the tribal areas were reconstituted into Backward Tracts beyond the jurisdiction of the Indian ministers. The Government of India Act of 1935<sup>3</sup> proposed special provisions for the administration of tribal areas whereby the hitherto known Backward Tracts were reclassified as Excluded Areas or Partially Excluded Areas.

### *Customary Law*

In the entire history of tribal administration in India, it has been recognized that the tribal communities need simple codes and laws and that in the formulation of such codes and laws, the local

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<sup>1</sup> See Appendix Part II, pp. 45-52

<sup>2</sup> See Appendix Part II, p. 68

<sup>3</sup> See Appendix Part II, pp. 69-70

customs and usages should be given due importance. Indeed, in the case of the North-East Frontier Agency, a special provision known as the Assam Frontier [Administration of Justice] Regulation, 1945<sup>1</sup>, was introduced with the express object of ensuring that a vast majority of disputes and cases, both civil and criminal, may be adjudicated in accordance with the prevailing traditional codes of the tribal communities. The Indian Penal Code was, however, introduced in the year 1916<sup>2</sup> for the purpose of holding trials by regular courts of law if this became absolutely necessary.

*Indigenous legal system*  
[i] *Village Councils and Chiefs*

The North-East Frontier Agency Administration has all along taken good care to ensure that the customary laws of the people in deciding judicial cases at the village level or the community level of tribal groups are not allowed to be interfered with. The Regulation referred to recognized the authority of the ancient village councils, village headmen and the system of chieftainship which applied in varying patterns among the various communities. Thus at the basic level of village, the social, cultural and legal affairs of the villages continued to be handled with complete freedom by traditional village authorities.

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<sup>1</sup> See Appendix Part II, pp. 82-100

<sup>2</sup> See Appendix Part II, p. 67

### [ii] *Interpreter system*

While the administration at the lowest level was left to be carried on by the indigenous authorities, it was strengthened by the Administration through the appointment of Interpreters. The functions of the Interpreters were twofold : firstly, to interpret the Administration's policies to the people and this particularly in the remoter areas which were not always within the frequent touring beat of the administrators and secondly, to provide a representative of the Administration at the discussions held by rival parties to adjudicate local disputes and crimes and to help disposal of criminal and civil suits in accordance with the judicial powers delegated to the local bodies.

### *Administrative Officer's role in local self-government*

Above the village level, there being no trace of a universal indigenous structure or mode of administration to look after groups of villages or communities of tribes and sub-tribes, the gap was filled by the Administration by appointing Circle Officers, Extra Assistant Commissioners, Assistant Commissioners and Additional Deputy Commissioners in addition to the Deputy Commissioners.

### *Pattern of territorial jurisdiction*

The pattern of territorial administrative jurisdictions above the village level followed the form obtaining in the rest of India ; thus [a] the Circle

Officers were given the charge of a group of villages, say 30 to 40 in number ; [b] the Extra Assistant Commissioners were appointed at the head of sub-divisions or in rare cases of certain important circles ; [c] the Assistant Commissioners took charge of the more important sub-divisions ; and [d] the Additional Deputy Commissioners were posted as heads of vital sub-divisions close to the international border where overall development required to be accelerated. Although the pattern of circles, sub-divisions and districts followed what existed in other parts of India, the duties allotted to the Circle Officers, Extra Assistant Commissioners and so on were strictly according to the local needs.

Within these jurisdictions, the local bodies were given full power to decide judicial cases as permissible under the Assam Frontier [Administration of Justice] Regulation of 1945. The Circle Officers, Extra Assistant Commissioners etc. were vested with magisterial powers according to their knowledge and experience in the exercise of law ; but they used these powers only when the merits of a case demanded trial by a regular court or when the local bodies decided to commit cases to the magisterial courts.

### *Single Line Administration*

The functions of the Circle Officers, Extra Assistant Commissioners etc. embraced a multi-purpose list in that they acted as local heads for all subjects affecting their jurisdictions such as develop-

ment work, maintenance of law and order, revenue work, community development schemes, socio-cultural affairs of the people and the exercise of authority over the various installations and schemes of various technical departments such as schools, hospitals, roads, agriculture and so on. This last function enables the executive functionaries to maintain an overall intergrated outlook in their jurisdictions in various spheres. It also suits the convenience of the people in that they can appeal to a single authority on any subject. The prime position accorded to the Circle Officers, Extra Assistant Commissioners etc., in respect of their jurisdictions has come to be known as the Single Line Administration. This pattern has been in existence for a number of years and it has proved suitable both for the people and the Administration. It enables the simple folk to take their complaints and difficulties to the highest authority in their area in an attitude of trust and inner certitude that they would be heard. From the Administration point of view, the overall head provides a single authority to help resolve inter-departmental differences, to co-ordinate inter-departmental plans for the area and generally to develop an overall integrated approach in each administrative jurisdiction.

*Special Function of the Additional  
Deputy Commissioner*

The conception of Additional Deputy Commissioners' charges is somewhat peculiar to the North-

East Frontier Agency. Immediately prior to the Chinese aggression in 1962 and more so after it, it became important that the border regions of the Agency should be developed at a faster pace. Thus six border sub-divisions were carved out and placed under Additional Deputy Commissioners. The Additional Deputy Commissioners were vested with powers of Deputy Commissioner to render them effective in planning and sanctioning administrative business. Three out of the six sub-divisions were placed directly under the Administration so that these remoter sub-divisions may be able to make quicker references for decisions. This administrative experiment of appointing a high-powered officer for a comparatively lower administrative jurisdiction has yielded excellent results in accelerating the speed of work in the border areas.

### *Administrative Cadres*

The cadres of Administration in NEFA generally fall under two heads. Firstly, the NEFA Civil Service which encompasses the posts of Circle Officers and Extra Assistant Commissioners and secondly, the Indian Frontier Administrative Service which was created in 1953 by the Government of India through special recruitment by inviting applications from officers from all walks of life as also the existing All India Services. In the course of the last sixteen years, the officers of the two cadres with the support of those in the departmental

services have played a signal role in extending and consolidating the administration in the entire territory of the Agency. Of late, however, the avenues of advancement in the Indian Frontier Administrative Service being extremely limited or practically non-existent, a portion of these officers were appointed to the Indian Administrative Service. The Government of India about a year ago, decided to constitute a Union Territory cadre of the Indian Administrative Service which has been extended to the North-East Frontier Agency also. Henceforth, the appointments of Deputy Commissioners, Additional Deputy Commissioners, Assistant Commissioners will be made from the new Union Territory cadre of the Indian Administrative Service.

#### *Services prior to 1953*

While dealing with the services, it might be worthwhile to dwell briefly on the system prior to the origin of the Indian Frontier Administrative Service in 1953. In the former years, there was no special cadre or administrative service for the Agency. The Officers were drawn from the All-India or other service cadres of Assam. It was the Indian Civil Service, the Indian Police and the Indian Army which, in the main, provided officers for appointment as Political Officers and Assistant Political Officers. In a few cases, selected Extra Assistant Commissioners from the Assam State were also appointed as Political Officers and Assistant Political Officers. This was, however,

an *ad hoc* arrangement which has now been replaced by the constitution of a Union Territory cadre of the Indian Administrative Service.

### *Administrative Centres*

The first administrative centre in the interior of the Agency was opened in 1912 at Pasighat under an Assistant Political Officer. This followed the Abor Expedition of 1911 which punished the murder of Mr N. Williamson, the then Assistant Political Officer at Sadiya, and his party at Komsing on 31st March, 1911. The Abor Expedition succeeded in subjugating the rebellious villages and at its heel an administrative centre came to be opened at Pasighat.

The location of district headquarters, sub-divisional and circle headquarters within the territory of the Agency is a recent phenomenon. Practically all the district headquarters were opened at their present locations during the years 1953 to 1955. The sub-divisional headquarters and circle offices were also, generally speaking, a later development which gained momentum subsequent to the location of the Deputy Commissioners in the interior of the Agency itself. The administrative jurisdictions of the various categories were streamlined in 1965<sup>1</sup> and today there are five district headquarters, five sub-divisions under Additional Deputy

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<sup>1</sup> See Appendix Part II pp. 120-224

Commissioners, eleven sub-divisions in the charge of Assistant Commissioners or Extra Assistant Commissioners according to the importance of each and seventy-nine circles under Extra Assistant Commissioner and Circle Officers. The administrative map of NEFA is thus as complete as can be envisaged at present. Every village in NEFA is being administered and the officers in charge are, in certain cases, located within a few miles of the international border.

*NEFA Secretariat ; its place in the Indian  
Central Administrative structure*

In the above, we have dealt with the structure of administration within the Agency. Behind it and at the local Administration level, the establishment consists of the normal pattern comprised of two elements, namely, the NEFA Administration Secretariat which acts as the local Government under the Governor of Assam and which has its complement of Secretaries, a Judicial Officer, and a Financial Adviser. The second element is comprised of the various heads of technical departments classified as Major and Minor. At the level of the Government of India, the North-East Frontier Agency is administered by the Ministry of Home Affairs which took over this responsibility from the Ministry of External Affairs on 1st August, 1965. The administration of the North-East Frontier Agency is conducted on the lines of a Union Territory as provided in paragraph 18 of the Sixth

Schedule to the Constitution<sup>1</sup>. The Union Ministry of Home Affairs has in its turn, delegated powers to the Governor of Assam. The Governor delegates financial and cognate powers to the Adviser as and when necessary. The Deputy Commissioners and the Heads of Departments within their jurisdictions exercise executive powers inherent in the posts. The procedure for the initiation, processing and sanctioning of schemes follows the normal Governmental pattern except that in the case of the North-East Frontier Agency, a good deal of discretion is employed in recognizing the special need of the people.

### *Law-making*

There is no law-making body in the Agency and as such it is the Parliament of India which legislates for the Agency. The North-East Frontier Agency is represented in the Parliament by one member nominated by the President of India under the provisions of Section 3 read with Sub-section [1] of Section 4 of the Representation of the People Act, 1950<sup>2</sup>.

In addition, certain Regulations for certain specific situations are promulgated by the Government of India under the orders of the President. However, laws enacted by the Parliament become automatically applicable to NEFA unless there are specific orders against them. The customary laws

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<sup>1</sup> See Appendix Part II pp. 101-104

<sup>2</sup> See Appendix Part II p. 110

of the people however, as already stated are respected and they remain effective in dealing with the affairs of the people according to their ancient tradition. Arrangements are being made for these customary laws to be reduced in writing as these constitute a very important sphere of local administration.

### *Panchayat Raj*

It will be inferred from what has been said before that there is no indigenous representative government of the people above the village. With the promulgation of the North-East Frontier Agency Panchayat Raj Regulation of 1967<sup>1</sup>, steps are now afoot to build such a structure. The structure will have three tiers, namely :

- (a) Anchal Samitis covering the blocks.—For this purpose some 39 blocks have been carved which are coterminous with the community development blocks
- (b) Zilla Parishads which will operate at the District level and there will be five of them
- (c) the Agency Council at the level of the Administration which will sit with the Head of the Administration, namely, the Governor.

The implementation of the Panchayat Raj Regulation, 1967, is taking place currently. This is

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<sup>1</sup> See Appendix Part II, pp. 123-173

the first step for the democratization of power and in a sense provides a landmark in the constitutional evolution of the North-East Frontier Agency.

### *Administrative Policy*

The population of the North-East Frontier Agency may be termed as one of those tribal minorities which the anthropologists have variously characterized as a primitive people with few material possessions, backward in their economy and lacking in spatial dimension in their social organization. There can be no doubt that the people in this vital promontory of our country should be given the benefits of modern science and knowledge and that there should be an all-round progress in their cultural, economic and social spheres; that the walls of isolation should be pulled down in the interest of democratic progress of the country as a whole. This progressive policy became imperative particularly after the Chinese invasion in 1962. It advocates advancement of these people and their integration with the rest of India. In the implementation of this objective, care is duly taken to ensure that progress is built on the foundations of their existing values and social patterns and that the process is touched off by the widening of the consciousness of the people. The widening of consciousness is a psychological phenomenon. In concrete terms it means arousing the awareness of the people to the fact that they are a part of a

big nation which is devoted to high-minded democratic and social ideal, freedom, equality of opportunity and a wide range of human tolerance. The policy objectives in NEFA may be considered in two spheres, namely, the constitutional and the administrative spheres. The constitutional aim would be to set out a process of building increasingly a representative government of the people so that they, in keeping with the advance in education, may manage their own affairs and have freedom in developing their social and economic condition, within the framework of the Constitution. In this respect, the first stage is being achieved by the implementation of the Panchayat Raj Regulation of 1967.

*Administrative Aims :*

*(i) Integration*

The administrative aims are of integration, prosperity and security. Integration lies in the realm of the mind and it is not achieved merely by showing a certain territory on a map. The initiative has to be taken to generate a sense of belonging to the country as a whole and to its various other parts. This necessitates social intercourse and one of the mediums to achieve this is provided by the non-governmental social welfare missions. Some of these were inducted into the North-East Frontier Agency from 1963 and these are playing a useful part in nurturing bonds of comradeship between the people of the North-East

Frontier Agency and the rest of the country. The awareness of the people that they belong to a big nation has also been strengthened by the various archaeological finds which in recent years have come to light. These archaeological finds speak of a very rich Indian culture which prevailed in the Agency centuries ago. They point to the historical and cultural links which have existed between these areas and the other parts of India. The cultural map of our country which, it is necessary to mention here, transcends religion, has extended in the past to these regions. This is another factor of integration. Side by side with this, to promote further intercourse with the rest of the country, boys and girls from the North-East Frontier Agency are sent every year to academic institutions in the four corners of our country. This will help in bringing up national leadership among the youth of the Agency and assist the growth of emotional intergration. With regard to the indigenous beliefs and religious faiths of the people, appropriate studies are being made and the general policy is to respect them and to help their expansion and development in keeping with the wishes of the people. These faiths and beliefs will go to enrich the composite culture of our country.

### (ii) *Prosperity*

The administrative aim of prosperity has made a beginning in that there is distinct evidence of economic growth and well-being of the people.

In recent years, a few industries were started in NEFA. Further surveys have pointed to the scope of forest and mineral-based industries which are proposed to be taken up in the Fourth Plan. These will in their turn enhance economic prosperity and, what is more, will establish inter-dependence and cooperation of this area with the other regions.

### *(iii) Security*

The administrative aim of security is a vital one against the back-drop of Chinese threat from across the northern frontier of the Agency. The people are joining in increasing numbers the Home Guards, the Police and the armed forces. In addition they are availing of the opportunities to enlist in the Assam Rifles and the Assam Regiment which are special to this region. Their contribution to security is a part of the defence system of our country. Located as these people are in a sensitive frontier of India, they have a vital role to play in the overall safety of our country.

### *Conclusion*

A historian of great eminence, Toynbee, has observed that every society is characterized by an alternative rhythm of 'static and dynamic—movement and pause and movement'. This statement mirrors the old history and the new dynamics of the Agency people. After a pause of centuries they are now stirring to a new movement, a move-

ment which will establish them in the very core of our country from the view-point of defence and social and economic growth. The North-East Frontier Agency personality is 'lending' richness to the diverse wealth of India.