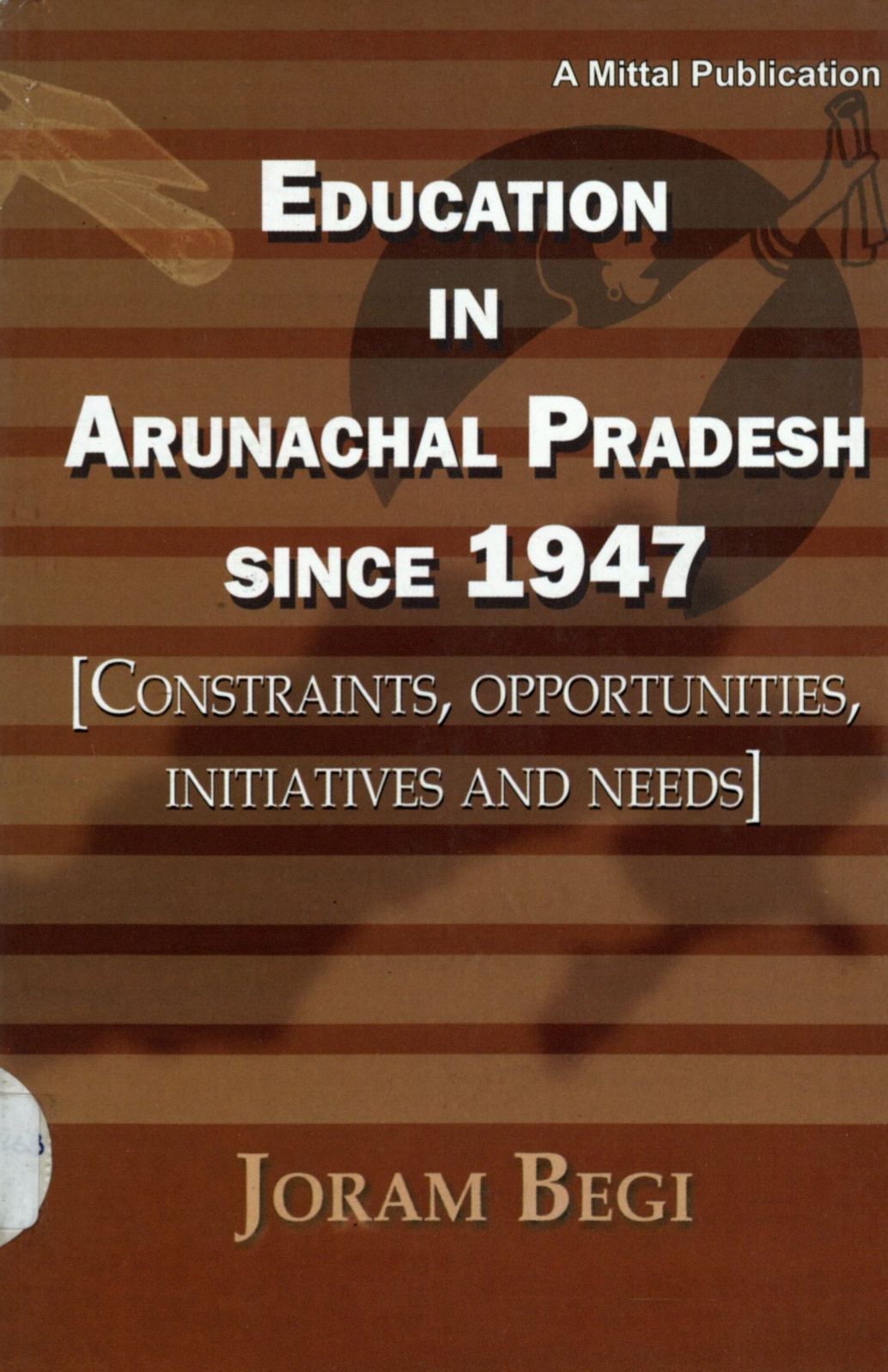


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**EDUCATION  
IN  
ARUNACHAL PRADESH  
SINCE 1947**

[CONSTRAINTS, OPPORTUNITIES,  
INITIATIVES AND NEEDS]

JORAM BEGI

The system of formal education made the beginning in the tribal state of Arunachal Pradesh in 1947 with the appointment of Mrs. Indira Miri as the first Education Officer at Sadiya. Within the short span of a little more than 50 years the progress is satisfactory with 54.3 % literacy when it is compared with many states of India. However, the progress is not linear; a cursory look points to gender and regional gaps and low accessing rate to higher and technical education. The education scenario is an expression of success and constraints, initiatives and limitations. The present volume thematically deals with constraints, opportunities, initiatives, achievements and changing needs of education in the tribal state of Arunachal Pradesh after 1947 consequent upon the introduction of the planned approach to development of tribal people. Naturally, the range of issues taken up for discussion in the book is wide and diverse and includes policies and programmes with their shifting focus; organization, administration and management of school and higher education; identification of strength and weakness for a better planning and strategy formulation and many other such issues. The understanding of "development through culture" lies in the background of discussion of the issues. The study, no doubt, is historical in approach and interdisciplinary in perspective.

The author being an academic administrator, and having been a participant in the process of educational development, the study makes a balance between emic-etic perspectives and bears empirical significance with theoretical underpinnings. No doubt, the book will come handy among the students of education, tribal studies, history, development studies and among the planners and bureaucrats as well to understand the issues of development in general and of education in particular in tribal societies.

Rs. 595



**JORAM BEGI** (b. 1956), M.A. in History from Gauhati University, B.Ed. from Dibrugarh University and Ph.D. from Rajiv Gandhi University is a scholar administrator with diverse social interests. He is an indigenous intellectual, a social worker and promoter of culture and cultural values among the tribal communities in Arunachal Pradesh in general and in his Nyishi community in particular. He is associated with many national and regional organizations like Vivekananda Kendra, Itihas Sankalan Samiti (Arunachal Chapter), Donyi-Polo Study Circle, Abotani Literary Mission, Indigenous Faiths and Cultural Society of Arunachal Pradesh, etc. in various capacity. He was also a member of Sahitya Akademi, New Delhi, North-East Zonal Cultural Centre, Dimapur and founder President of Nyishi Elite Society, the apex body of the community. Begi is an eloquent public speaker and a good seminarian. His analytical presentation, clarity of thought and simplicity in style have made him popular among the commoners and the scholars alike. He has contributed a lot on development issues of the state. To his credit he has more than 10 papers on culture, education and social issues and an edited volume entitled *Itanagar. A Profile*. His career as an academic administrator began as Principal in 1980 at Dera Natung Govt. College (formerly Government College) Itanagar. He held the post of Registrar in Rajiv Gandhi University for two terms from 1991 to 2002 and is now the Director of Higher and Technical Education, Government of Aruanchal Pradesh, Itanagar. His efforts of quality assurance in higher and technical education have made him Chairman of NAAC Peers Team three times. Presently, he has two main interests: accessing quality higher and technical education to interior places and protection and promotion of cultural heritage of people. His academic interest is embedded in the above two commitments.

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**JORAM BEGI**

*Foreword by*

**PROF. MRINAL MIRI**



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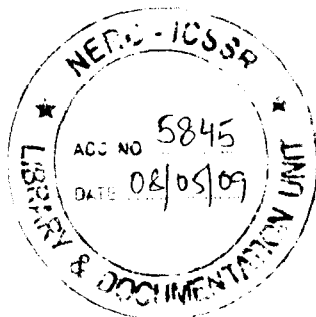
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## INTRODUCTION

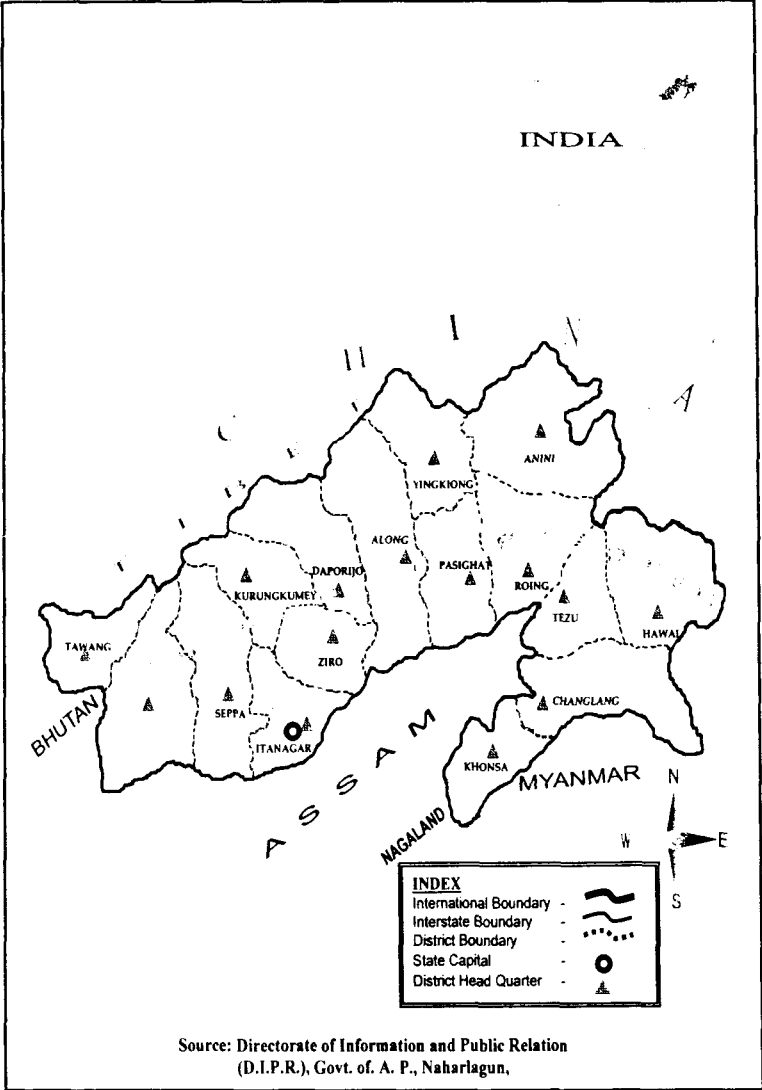
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### Issues

The State of Arunachal, the erstwhile NEFA, may well be considered as *researchers' paradise*. There are challenges and opportunities for scholars from various disciplines to conduct studies. The state, known as '*hidden land*' till a few years back, has opened up gradually in response to development interventions after independence. Its inhabitants belonging to 25 distinct major ethnic groups not only uphold their traditional ethos, but also show their interest in the development process. The transition is clearly marked by the presentation of a curious blend of tradition and modernity in various aspects of life. This provides a challenge to social scientists from both disciplinary and interdisciplinary schools to study various phenomena from different perspectives.

Arunachal Pradesh is a mountainous state. The elevation of hills ranges from 150 to 7000 meters. Accordingly, the state is divided into four distinct Physiographic regions (mentioned in a following paragraph). The drainage system is marked by five major rivers, namely, Kameng, Subansiri, Siang, Lohit and Tirap and numerous streams, streamlets and rivulets. It adds many distinct features to the topography of the state. The climate of the state varies widely. There are definite pockets representing sub-alpine, temperate, sub-tropical and tropical areas. Owing to the complexity of relief and drainage and variation in the distribution of precipitations there is a wide variation in the temperature in different seasons and in different places. Temperature is coldest in the months of December and January when the mean maximum temperature in the plains (below 900 m ) is 20° c and mean minimum-10°c.

In addition to the above variations, the soils in the state also



Source: Directorate of Information and Public Relation (D.I.P.R.), Govt. of. A. P., Naharlagun,

MAP 1.1: LOCATION of ARUNACHAL PRADESH

show marked variation; so also the flora and fauna. The vegetation ranges from a wide belt of swampy rain forests at the foot hills and low lying areas to the tropical and sub-tropical forests upto a height of approximately 2,134 metres. The flora consists of numerous species and therefore the state is considered one of the important 'bio-diversity hot spots' in the world. Like the flora, the fauna population is also rich and varied. Undoubtedly, all these variations offer opportunities and provide broad areas of research interest in life science, environmental studies, geology, etc.

It is to be mentioned that the state of Arunachal Pradesh has been put behind the curtain of Inner line Regulation of 1873 initially by the British administration, ostensibly to prevent tea planters from encroaching upon the hills, and later, after independence, by the Government of India, genuinely to safeguard the tribal culture and rights on land according to the provisions in Assam Frontier (Administration of Justice) Regulation, 1945. In addition to this, the policy towards development was spelt out on the basis of *tribal panchasheel* of Nehru and Elwin (1959) with directives<sup>1</sup> and guidelines for the development of the tribals '*along the lines of their own genius*', by encouraging in everyway '*their own traditional arts and culture*', and respecting '*tribal rights on land and forests*'<sup>2</sup>. Consequent upon the above policies, the state and its people have been living in relative isolation from a historical past.

Moreover, there is also a tribal mode of isolation inherent in ethnic consideration and limited spatial mobility due to their shifting mode of resource use<sup>3</sup>. This relative isolation of the state and its people provides another challenge to the attempts of studying the present in relation to the past; precisely a diachronic analysis of any phenomenon suffers seriously from lack of data. The present Arunachal Pradesh has a short history after independence, but its past before independence, though has a long history, has a shorter expression of events. The period before independence portrays a history in terms of Ahom-tribal<sup>4</sup> and British-tribal relations<sup>5</sup>. These relations were of political nature marked by wars, feuds, treaties, etc. But the history after independence is the history of people's efforts and participation in the process of their own development initiated through plan programmes, and as has been mentioned, within the framework of *Tribal Panchasheel* of Nehru and Elwin. It is, however, not to say that the people did not have any activity for their material betterment before independence. In fact, they had their socio-political and economic life which is distinct from the present

life organized around money and market. Herein lies both challenges and opportunities to study the present in relation to the past as the two situations are quite distinct and therefore, logically need two distinct methodological approaches.

It is to be further mentioned that the present state of Arunachal Pradesh is a presentation of development forces in the process of realizing national goals. Significantly, however, the forces were released gradually with a total expenditure of less than Rs. 7 lakh in 1948-49, about Rs. 10 lakh in 1949-50 and about Rs. 12 lakh in 1950-51. During First Five Year Plan an investment of about Rs. 3 crores was made in four sectors, namely, agriculture and allied services, industry and mineral, transport, social and community services. The gradual penetration of development forces have come along with the administration and territorial evolution of the state. Mention may be made that the initial investments of the government accounted primarily and almost exclusively to cover the entire territory administratively<sup>6</sup>.

There is no denying the fact that the departure from the traditional life, whatever may be the degree and magnitude, has been brought about through state sponsored development programmes. As has been mentioned, the development interventions have been gradual during early decades.<sup>7</sup> One of the reasons could be people's unfamiliarity and thus non-acceptability to development forces to the extent as desired by planners.

Over the years, however, people's perception to development has changed. They have been receptive not only to state sponsored development initiatives but also participating in the process of development at various levels in various capacities. From among Arunachalees, unlike in 1950s and 1960s, there are bureaucrats, technocrats, doctors, teachers, ministerial staff, etc. who actively and effectively participate in the development process. There is an emerging entrepreneurial class who supplements to the state sponsored development initiatives by innovating and undertaking different activities. The literacy rate has gone above 50 per cent among the Arunachalees starting from virtually zero at the time of independence. Moreover, there is a decline in workforce participation in agricultural sector and an increase in other two sectors<sup>8</sup>. Undoubtedly, these changes are associated with human resource development in the state. Understandably, human resource development happens to be a goal of development interventions, but it works as an accelerating agent in development process.

There is no denying to the fact that education, along with other factors, has been playing a significant role in the process of development and social transformation in the state. Undoubtedly, it provides an opportunity to formulate research problems and challenges to study the process of development in general and that of education in particular, given the historical background and development scenario of the state and its people.

### **The Context**

Arunachal Pradesh has made tremendous progress in the field of education since Independence. The number of schools has increased from two Lower Primary Schools at the time of independence<sup>9</sup> with about 35 enrolments, to 1380 Primary, 528 Middle, 147 Secondary, 81 Higher Secondary Schools, 2 Polytechnic Colleges, 2 Professional Colleges, 10 Degree Colleges, 2 University and 1 Deemed to be University with an enrolment of 3,43,614 students as on 31-03-2006. The Deemed to be University namely the North Eastern Regional Institute of Science and Technology (NERIST) is a pioneering engineering institute in the north-east region. Besides, there are also other technical and professional institutes like, one Polytechnic College at Itanagar and another at Basar, the College of Horticulture and Forestry at Pasighat under the Central Agriculture University Imphal, and one Homoeopathic Medical College at Itanagar. There are also Industrial Training Institutes located at Roing, Tabarijo, Dirang, Yupia and Miao. What is striking is the growth of educational institutes in private sector which is evident from 168 schools, 3 general colleges, one Homoeopathic College in addition to a number of coaching centres. Along with the growth of educational institutes, there is a rise in the share of outlay from Rs. 41.81 lakhs during First Five Year plan to Rs. 43, 534.41 lakhs during the Ninth Five Year Plan.

Over the years, there are changes in administrative set up, policies and strategies and outlook towards education. These changes bear greater socio-economic and policy implication in the tribal state of Arunachal Pradesh. Though the present state did not have its own education policy due to historical reasons, it followed neither the education policy of Assam nor that of the Centre in letter and spirit. Apparently, the approach to education in the state was different in early periods.<sup>10</sup> But presently, the approach followed is the national one with policies and programmes of education of the Central Government. The schools have adopted NCERT syllabus and are affiliated to CBSE, New Delhi.

Consequent upon these changes, the enrolments in schools and higher educational institutions have gone upto 2.8 lakhs from a total of about 100 at the time of independence. The literacy rate for male and female population has gone up to 64.07 per cent and 44.24 per cent respectively (Census, 2001) from a negligible figure during independence. Moreover, education sector has grown in terms of providing employment in teaching and non-teaching areas over the years. About 10,000 persons are recorded in teaching jobs while some more in administrative and other supporting jobs.

Notwithstanding the spectacular achievements in the field of education, there are certain problem areas, which are yet to be addressed. The state does not have an education board of its own. There is no bureau of textbook. Moreover, the issue of growing unemployment as a consequence of expanding general education has not been discussed in the state education policy with a view to search for an alternative to the system of education existing since independence. Contrary to unemployed educated youths in the state as a whole, children of many interior villages do not have adequate access to even general higher education.

Undoubtedly, education is both an important instrument and an indicator of development. Arunachal Pradesh has made a significant progress in this sector since 1947. Therefore, it is worthwhile to make an in-depth study and assessment of the growth and evolution of education after Independence.

With this backdrop the present research is designed to:

- (i) study the history of the origin and growth of formal education, process of change in education policies and programmes, administrative setup, approaches to education since independence and problems and prospects of this sector;
- (ii) analyse achievement in terms of financial and physical growth in the field of education; and
- (iii) address issues with reference to the growth and future planning of education system in the state.

## **Review of Literature**

Researches on various aspects of education in Arunachal Pradesh are scanty. The available literatures are apparently diverse but the insight into the problem is skin dip in many cases. Most of the works on the topic (for example, N.B. Biswas, 'Development of

Education in Arunachal Pradesh', *Arunachal University Research Journal*, Vol. I, 1996, pp. 37-47; S. Dutta, 'Higher Education in Arunachal Pradesh', *Arunachal Review*, Vol. IV (18), 1997, pp 20-23; M.Q. Khan and N.T. Rikam, 'Rays of Education in Arunachal Pradesh: A Perspective Study', *Arunachal Review*, Vol. IV, No 31, 2000-2001, pp. 19-24, 'M.S. Tyagi, 'Education in Arunachal Pradesh', *Arunachal News*, Vol. No 6, January, No 9, 1978, pp. 44-49 and 'Adult Education Programme in Arunachal', *Arunachal News*, Vol no 7, 6 October, 1978, pp. 2f, include the discussion on growth of number of schools, number of enrolments, allocation of outlay in education sector during various plan periods, etc. These works, however, have not focused on programmes and policies, and on the growth of schools of different standards during the period of reference. There are some papers, which are suggestive in nature and therefore are normative in spirit. Works of S. Rastogi, 'Role of Educational Technology among first generation learners in Arunachal Pradesh- An appraisal', *Resarun*, Vol XXII, No 1 & 2, 1996, pp. 43-47; M. Pertin, 'The Role of Teachers in Arunachal Pradesh', *Arunachal News*, Vol. no. 7, February- March No 1, 1998, pp. 12 ff; P.K. Gupta, 'Role of Teachers in NEFA', *NEFA Information*, Vol III, November, 1968, No 7, pp. 11-14 come under this category.

Some works (like those of M.C. Behera, 'Education in Cultural Perspective', *Arunachal Times*, July 7 & 8, Itanagar; 1991; M.C. Behera, 'Education Policies need review from time to time', *The Echo of Arunachal*, February 17, Itanagar, 1993; N.B. Biswas, 'Cultural Condition of Learning and Educational Planning in Arunachal Pradesh: Some thoughts and issues', *Arunachal Review*, Vol. IV, No. 16, November 1995, pp. 5f; D.R. Singh, 'Teaching Hindi in Arunachal Pradesh', *Arunachal Review*, Vol. I, No. II, July-December, 1984, pp. 25ff; M.C. Joshi and S.D. Jha, 'Vocationalisation under 10+2+3 of Education in Arunachal Pradesh', *Arunachal News*, Vol. No. 6, No IV, August 1977, pp. 58ff; Kesang Degi, 'Women Education in Tawang District of Arunachal Pradesh', *Arunachal University Research Journal*, Vol. 5 (2), December, 2002; Bulu Baruah, "Teaching, Learning, Technology and Students' Achievement in Schools of Arunachal Pradesh", M.Phil Dissertation (MSS), Department of Tribal Studies, Arunachal University, Itanagar, 1998) have outlined problems of education briefly. But, except the works of Biswas (1995); Degi (2002) and Baruah (1998), other works are feature articles. There are, however, some seminar papers edited by Mibang and Abraham (*Arunachal Women and Education*, New

Delhi/ Itanagar, 2003) which have discussed problems and prospects of education from different perspectives. Besides, there is a book by P.K. Nayak (*Higher Education in Arunachal Pradesh*, New Delhi, 2002), which has focused on the problems of higher education with reference to Government College, Bomdila in West Kameng District only.

In a somewhat similar line of focus as in the present study, Rajnish Pandey (2002) has studied innovative practices of School education in the state. His dissertation entitled *A Study of Historical and Innovative Practices of School Education at Elementary Stage in Arunachal Pradesh* has basically focussed on the growth and development of elementary education based on secondary data. He has identified various schemes, administrative reforms and role of NGOs as innovative practices in the process of the growth and development of elementary education. Obviously his focus lacks in the presentation of overall growth in educational system, comparative position of different levels in terms of enrolment and resource sharing and associated problems. Another study by R. Taba (2004), entitled *Development of Education in Arunachal Pradesh-A Critical Study* has discussed the growth and development issues related to elementary level of education on the basis of secondary data. The dissertation suffers from a lack of historical perspective in analysis of educational scenario as a whole.

In addition to these works there are some papers, articles, reports, etc., which focus on general nature of study of education scenario in the state. The book by Kapoor, Vadhera and Majumder entitled- *Educational Administration in Arunachal Pradesh* (NEIPA, New Delhi, 1994) is the only work available on educational administration in the state. The book is simply a record of available data on the topic and therefore lacks analytical rigour.

### **Significance of the Study**

There is no serious work available on the growth and evolution of education in general and on the analysis of programmes and policies in particular in the state. In this sense, the present work is a pioneering research on the topic. Given the historical background of the approaches to educational policies and in view of the conspicuous absence of state education policy and bureau of textbook, a thorough research is necessary for planning education in the state keeping the changing societal needs in view. This research is a primary step in this direction. Further, the work has made a sincere effort to analyze the problems, prospects and

current needs in the educational sector for creating an atmosphere of confidence and economic self-subsistence among the young and educated generation of the state. Apart from this, the study has made an attempt to generate interest among scholars and academics for further research on education in the state, as the work has documented various aspects of growth and evolution of education, which were hitherto not available in a comprehensive manner. In other words, the work has attempted to fill up the data gap and facilitate further research.

## **Objectives**

The main objectives of the study are:

- (i) to study the approaches to education in the state since independence;
- (ii) to examine as a corollary, the policies and programmes and associated strategies for educational development;
- (iii) to study the changing organisational and administrative set up in the education system;
- (iv) to evaluate the functioning of the system of education in schools and colleges;
- (v) to focus on the achievements in the field of education in both quantitative and qualitative terms;
- (vi) to analyse the impact of education on Arunachal-society in general;
- (vii) to examine the strength and weakness of prevailing education system and its relevance vis-a-vis current societal needs; and
- (viii) finally, to suggest a suitable strategy to address the issues relating to prevailing system of education vis-à-vis the changing needs.

## **Methodology**

The present study is empirical in nature and descriptive in analysis. Data for the purpose were collected from both primary and secondary sources. Primary source includes survey of internal records of the concerned departments of the government of Arunachal Pradesh. Archival records were also surveyed for the data relating to policies and programmes for the growth of education during early periods. Besides, interview method was applied to capture the ground reality of the issue. Tools like questionnaire and schedule

were used and formal and informal discussions organized with officers and officials and with the first generation of the educated persons in the state while conducting field study. Some officers and teachers who worked in 1950s and 1960s were also interviewed; personal letters and diaries of administrative officers, wherever available, were surveyed.

Secondary source data consist of relevant literature on the topic. For analysis purpose, simple statistical tools like percentage, ratio, and mean were used.

The study covers the time period from 1947 to 2006 and all the educational institutions—general to technical, primary level to higher level, and from private sector to government sector—for analysis purpose. Obviously, educational institutions of the state form the universe of the study relating to data on student population, performance, etc. Samples consist of those institutions selected on purpose for a better analytical strength in our presentation of facts regarding management, administration, etc. Moreover, the study discusses policies and programmes and organisational set up towards the promotion and growth of education in the state at various levels of its politico-administrative development, i.e. from North Eastern Frontier Tracts to the full-fledged state.

## **Delineation of Area under Study**

### ***A Historical Sketch of the Land and Its People***

Unlike many other states and tribes in the country, the state of Arunachal Pradesh and its people, predominantly tribesmen do not have a long tradition of research accounts. Knowledge about the people dates back to royal accounts in *Buranji* during Ahom rule; the record of political and administrative evolution, on the other hand, is available only for the period as early as a few decades before the Independence. There is no denying to the fact that the land and its people, and more precisely events and ideas, are not well-researched. Consequently, any diachronic study would lack rigour of focus on objective realities in the face of the above shortcomings. Alternatively, synchronic studies have better strength in the context of Arunachal Pradesh; but to understand the limitation in such studies, among other things, a historical account of the territorial evolution and ethnic composition of the population in the state merits mention, because these factors have a bearing on the phenomenon to be studied.

It would not be out of context to mention that from the beginning, the policy for the tribal development has been based primarily on the protection and promotion of tribal interests through legal administrative support and implementation of development schemes to raise their level of living<sup>11</sup>. Accordingly, tribal development and planning in Arunachal Pradesh happen to be essentially political and administrative approaches to development since Independence. No wonder, at the outset plan-measures were exclusively aimed at penetrating into the state with administrative network<sup>12</sup>. It is the specificity of the situation, that is the association of development policies and programmes with an administrative and political support base and the philosophy for tribal development empathetically 'along the lines of their own genius' that demands a reference to the ethnic composition and political and administrative evolution of the state. Such a reference, no doubt, would provide the background to understand development interventions in the state in general and the evolution of education in particular.

### **The Land and the People**

The state of Arunachal Pradesh, practically the gate-way of the Indian Union from the East, came up in its present administrative and territorial form in 1957 when its Tuensang division was excluded and merged with the present Nagaland state. Arunachal Pradesh is situated between latitudes 26° 28'N and 29° 30'N and longitude 91° 30'E and 97° 30'E and covers an area of 83,743 sq. kms. It is the largest state of north-east India in terms of territorial extent and is surrounded by Bhutan to the West, Tibet and China to the north, Myanmar to the east and Assam and Nagaland to the south. It covers nearly 2.5 per cent of the geographical area and about 0.1 per cent of the population of the country.

The territorial extent of the state stretches from foothills of eastern Himalayas to their peaks forming a complex hill system of Sivalik and Himalayan origin and being criss-crossed by several rivers and streams. Broadly, however, the state displays four major physiographic regions, viz (i) the plains that are the continuity of Assam plains, (ii) the outer Himalayas or the Sivalik in the south, (iii) the Middle Himalayas, and (iv) the Greater Himalayas in the north with snow-clad mountains.

Basically, Arunachal Pradesh is a tribal dominated state. Racially, the ethnic groups of the state belong to Mongoloid stock. The Khamptis, the Singphos, the Tangsas, the Noctes, etc. belong

to palaeo-Mongoloid branch while the Adis, the Apatanis, the Galos, the Nyishis, the Akas, the Monpas etc. belong to Tibeto- Mongoloid branch. The divergent process of fission and fusion determined by historical factors over a long span of time has given distinct ethnic identity to many earlier singular tribes.

The tribes of Arunachal Pradesh have a rich cultural heritage. On the basis of socio-cultural heritage, they may be put into two broad cultural groups. The first group consists of tribes such as Sherdukpen, Monpa, Khowa, Memba, Khamba, Khampti and Singpho, who profess Buddhism. The second group consists of Adi, Apatani, Nyishi, Puroik, Tagin, Mishmi, Tangsa, Nocte and Wancho who profess animism. Tribes like Monpa, Memba, Khamba and Meyor profess Mahayana sect while Khampti and Singpho profess Hinayana sect of Buddhism. The Tikhak group of Tangsa tribe that

<i>District</i>	<i>Ethnic Group</i>
Tawang	Monpa
West Kameng	Monpa, Sherdukpaen, Aka, Miji Khowa (Bugun)
East Kameng	Nyishi, Puroik, Miji, Aka
Papum Pare	Nyishi
Lower Subansiri	Nyishi, Apatani, Hill Miri
Kurung Kumey	Nyishi, Puroik
Upper Subansiri	Tagin, Nah, Nyishi, Hill Miri, Galo
West Siang	Galo, Memba, Khamba, Adi (Minyong, Pailibo, Bori, Bokar, etc.)
East Siang	Adi (Minyong, Padam, Pasi, etc)
Upper Siang	Adi (Minyong, Ashing, Padam, Karko, Millang, etc.), Memba
Dibang Valley	Idu Mishmi
Lower Dibang Valley	Adi (Padam), Idu Mishmi
Lohit	Miju & Digaru Mishmi, Khampti, Singpho, Adi-Samuwa
Anjaw	Miju & Digaru Mishmi, Meyor
Changlang	Tangsa, Singpho, Lisu
Tirap	Nocte, Wancho

inhabits Changlang district also professes Hinayana sect of Buddhism. The religion of Sherdukpen and Nah is a syncretism of Buddhism and traditional belief<sup>13</sup>. The tribes belonging to animistic faiths are essentially nature-worshippers. However, the world views of these tribes differ consequent upon the presence or absence of an aspect of life. The feature of head-hunting in Nocte and Wancho communities had given them largely a religious outlook different from that, say, of the Adi, Apatani, Nyishi who did not have any such practice. A section of the Nocte professes a syncretism of *Neo-Vaishnavism* and animism also. Lack of proper ethnographic study creates much confusion with regard to proper classification of ethnic groups in the state. Even census reports provide incorrect account of tribes by enumerating clans, sub-clans as distinct ethnic groups. While 1961 census has mentioned 82 tribes and sub-tribes, 1981 and 1991 census reports have enumerated 110 of them. However, on the basis of available literature and observation, ethnic groups identified and distributed over 16 districts have been listed as under. Of course, such groups as Deori, Mikir, Hajong, Chakma have not been recognized as Scheduled Tribes of Arunachal Pradesh. Hajong and Chakma are treated as refugees.

In Dirang and Nafra Circle of West Kameng district, the Sartang people, who live in some seven villages, are presently trying for a separate identity. Earlier, they were recorded under Monpa tribe. Similarly, in the border of Tirap and Changlang districts, Tutsa group of people also try for a separate identity. Earlier records have put them under Nocte group.

The population of the state broadly consists of APST (Arunachal Pradesh Scheduled Tribe) and non-APST categories. It is to be mentioned that the non-APST population came to the state as a result of development process after independence. The increasing ratio of non-APST to APST population in census record has been noticed since 1961 when the first ever census was conducted in the state. In 1961, non-APST population constituted 11.5 per cent of the total population and this increased to 21.15 per cent in 1971, 30.18 per cent in 1981 and to 36.34 per cent in 1991. However, in 2001, the non-APST population has slightly decreased to 35.78 per cent though the total population of non-APST has increased from 314,207 out of 8, 64,558 in 1991 to 392,810 in 2001. The population of the state stands at 10, 91,117 with a density of 13 persons per square kilometre. The total population of the state that lives in 17 urban centres constitutes 20.41 per cent of the total population. To put it differently, 20.41 per cent of the population in

the state experience the process of urbanization as compared to zero per cent before 1971. According to 2001 census, the rural literacy rate stands at 47.8 per cent as against 78.3 per cent of urban literacy. Urbanization, being the product of the efforts of expansion and consolidation of administration (all urban centers are administrative headquarters) and development interventions in the state, a significantly higher percentage of urban literacy over the rural literacy points at a positive relationship between the growth of literacy (therefore narrowly the development of education) and evolution of administration.

### **Politico-Administrative Evolution**

The present state of Arunachal Pradesh has got a separate entity since 1875 when the Inner line regulation of 1873 was drawn up. But the territory assumed administrative significance in 1914. During this year, the frontier line between Tibet and North East India (TNEI) was defined and the North East Frontier Tract (NEFT) was carved out from the then Darrang and Lakhimpur Districts of Assam. The hills inhabited or frequented by the tribes mentioned in the Act of 1880 constituted the Tract. The North East Frontier Tract comprised the Western Section, the Lakhimpur Tract, and the Central and Eastern Section. In 1919, Western Section was renamed as Balipara Frontier Tract and the Central and Eastern Section as Sadiya Frontier Tract. In 1937 the post of the Secretary for the Tribal Affairs to Governor of Assam was created. In 1943, the post of an Advisor to Governor of Assam was created and the Tirap Frontier Tract was formed by combining some portions of areas from Sadiya Frontier Tract and Lakhimpur Frontier Tract. In 1946, Balipara Frontier Tract was bifurcated into Sela Sub-Agency and Subansiri area.

The development in the North East Frontier Tract became rapid in all directions after independence. In this section however, only politico-administrative development under three heads namely, Territorial Organization, Political Evolution and Administrative Evolution has been discussed. Under Territorial Organization, re-organisation of the territory into various administrative units and their growth along with the growth of the Territory into full-fledged state has been discussed.

Under Political evolution, Political concessions like allotment of seats to Parliament, introduction of Panchayati Raj and elections have been discussed.

Under the head of Administrative evolution, Administrative posts,

their evolution and Single Line Administration have been discussed.

### **Territorial Organisation**

In 1948, under the North East Frontier Tracts (Internal Administration) Regulation 1948, the Sadiya Frontier Tract was divided into the Abor Hills and Mishmi Hills districts with Headquarters at Pasighat and Sadiya respectively.

In 1950, the Constituent Assembly of India appointed a Committee known as North East Frontier (Assam) Tribal and Excluded Areas Committee. This Committee, however, was popularly known as Bordoloi Committee after its Chairman Shri Gopi Nath Bordoloi.

According to his recommendation of the committee, Lakhimpur Frontier Tract and the plains portions of the territory of Balipara Frontier Tract (BFT), Tirap Frontier Tract (TFT), Abor Hills and Mishmi Hills districts, were transferred to the administrative jurisdiction of the Government of Assam on February 23rd 1951. These areas were eliminated from the Sixth Schedule of the Constitution of India. A new division, under the designation of Tuensang Division was created in the North East Frontier Tracts, merging Naga tribal area.

In 1954, North East Frontier (Administration), Regulation 1954, was passed. The total area of Frontier Tract including the hill district was brought under a single administrative unit under the designation of the North East Frontier Agency (NEFA).

In 1954, Balipara Frontier Tract was divided into Kameng and Subansiri divisions. During the same year, the names of Abor Hills districts and Mishmi Hills districts were changed to that of Siang and Lohit Frontier Divisions. Se-la Sub Agency was renamed Kameng Frontier Divisions and Subansiri area as Subansiri Frontier Division. It is to be mentioned that Se-la Sub Agency and the Subansiri area were two administrative units of the Balipara Frontier Tracts. In fact, Frontier Tracts were re-designated as Frontier Divisions with their respective headquarters as shown below:

Of these six divisions, the Tuensang Frontier Division was excluded from the NEFA and included in the newly constituted Naga Hills in 1957. In 1965, the divisions of the NEFA were designated as districts and Political Officers as Deputy Commissioners.

In 1980, all districts except Tirap were bifurcated. Kameng was bifurcated into East Kameng and West Kameng, Subansiri into

<i>Divisions</i>	<i>Headquarters</i>
Kameng	Bomdila
Subansiri	Ziro
Siang	Along
Lohit	Tezu
Tirap	Khela (latter sifted to Khonsa)
Tuensang	Tuensang

Lower Subansiri and Upper Subansiri, Siang into East Siang and West Siang and Lohit into Lohit and Dibang Valley districts. Later in 1984, Tawang district was carved out from West Kameng district and in 1987 Changlang was created bifurcating Tirap district. In 1992 Lower Subansiri was divided into Papumpare and Lower Subansiri districts. In 1994, the Upper Siang district was created by bifurcating the East Siang district. In 2001, Lower Subansiri was further divided into Kurung Kummey and Lower Subansiri districts. Dibang valley district was bifurcated into Dibang Valley and Lower Dibang Valley districts in December 2001. In 2004, Lohit district was further bifurcated into Lohit and Anjaw districts.

The North East Frontier (Administration) Supplementary Regulation, 1971, provided the Union Territory status to NEFA. On January 20, 1972 the territory was constituted into the Union Territory and was renamed as Arunachal Pradesh. The capital of Arunachal Pradesh was shifted from Shillong to Itanagar in 1974.<sup>14</sup>

In 1987, Sri Rajiv Gandhi, the then Prime Minister of India, declared Arunachal Pradesh as the 24<sup>th</sup> State of the Union of India on 20<sup>th</sup> February, at Itanagar, under the State of Arunachal Pradesh Act, 1986<sup>15</sup>.

### **Political Development**

In 1950, the Constitution of India provided for the appointment of one representative from the North East Frontier Tract to the Lok Sabha by the President, but introduction of Panchayati Raj was a real step towards politicization of NEFA. The credit goes to Daying Ering, who was the Chairman of the Commission to study the feasibility of democratic decentralization in NEFA. Shri Ering submitted his report in January 1965 with a recommendation of four-tier system with Agency Council at the Apex. The Panchayati Raj Regulation Act was passed in 1967 which made the provisions of three-tier local self government namely, Gram Panchayats, Anchal

Samitis and Zila Parishads. Elections to the new Panchayati Raj system and finally to the Agency Council were held as per traditional process and norms in 1969. All the bodies were indirectly elected. There was absence of people's participation in 1969 elections.

The Act, 1971 provided the Union Territory with one seat in Rajya Sabha and another in Lok Sabha. Both seats were to be filled in through nomination by the President. But K.A.A. Raja democratized the process. The candidate to be nominated by the President of India to Rajya Sabha became formal because the selection of the candidates was made by the members of the Agency Council through a process of election. But the Lok Sabha seat was to be filled up through election by an Electoral College. The Electoral College consisted of the members of all Zila Parishads. In 1972, Shri Todak Basar became the region's first M.P. in Rajya Sabha. The Act converted the Agency Council to the Pradesh Council and introduced Adult Franchise to Panchayat Elections. However, for Parliamentary elections the people exercised their franchise for the first time in March 1977 to elect their representative to Lok Sabha. By virtue of the 37th Constitutional Amendment Act 1975, the Pradesh Council was constituted into a separate Legislative Assembly and Council of Ministers. In October 1977, a unit of Indian National Congress was founded in the Territory.

Two nominated Members of Parliament joined the Congress. The first general election for Arunachal Pradesh was held in 1977 and party politics was introduced directly in the Union Territory. During 1977 election Indian National Congress (INC) was the only political party.

Shri Bakin Pertin after having been elected to the Parliament (Lok Sabha) as an independent candidate, according to his election manifesto, convened an all Leaders' Conference at Pasighat in April 1977. The Conference formed the Peoples' Party of Arunachal (PPA) and adopted *Mithun (Bos frontalis)* as the party symbol. Now almost all National Political Parties have state units in Arunachal Pradesh. There is also a regional party named Arunachal Congress. Election to the first Legislative Assembly for thirty members was held in February 1978. The number of seats in Legislative Assembly increased to 60 in 1987 when Arunachal Pradesh attained statehood.

There is only one instance of the imposition of President rule during the period from November 3, 1979 to January 18, 1980. The mid-term election was held in January 1980 and a Congress (I) Ministry was formed with Shri Gegong Apang as the Chief Minister.

Later, election to Legislative Assembly was held in 2000 and a Congress (I) Ministry was formed with Shri Mukut Mithi as the Chief Minister. However in 2003 again Shri Gegong Apang came to power heading Congress (I) Ministry.

### **Administrative Evolution**

By virtue of the provision of the Indian Independence Act 1947, the Government of Assam assumed administrative jurisdiction over North-Eastern Frontier Tracts and the Governor of Assam was divested of his discretionary powers in respect of the area. In 1948, Political Officers were appointed at Sadiya and Pasighat. In the same year also Mr. N. Rustamji was appointed the Advisor to the Governor of Assam. He was the first Indian Advisor. In January 26th 1950, the Constitution of India was adopted. The Government of Assam was relieved of the responsibility for the administration of North East Frontier Tract. But the discretionary power was re-invested in the Governor of Assam as the Agent of the President of India. The administration of the Tract was placed under the Ministry of External Affairs. The Advisor to the Governor assumed direct charge of the Tract. His Secretariat was bifurcated in June, 1950.

In 1952, the headquarters of the Tracts were shifted from foothills to the interior of the hills. The headquarters of Mishmi Hills was shifted from Sadiya to Tezu. The headquarters of Abor hills district was shifted from Pasighat to Along, of Subansiri area from Kimin to Ziro and of Se-La Sub-Agency from Char-duar to Rupa (later to Bomdila).

In 1953, the Indian Frontier Administrative Services were created by the Government of India in the Territory. The cadres of the administration were classified under two groups. The first group consisted of cadres of the North East Frontier Tract Civil Services which included EAC and Circle Officers. The second one was Indian Frontier Administrative Services (IFAS). Union Territory cadre of the Indian Administrative Service was set up after about 15 years.

In 1954, Frontier Tracts were redesignated as Frontier Division and each Division was placed under the charge of a Political Officer. The posts of Assistant Political Officers and Base Superintendents were created for efficient and smooth administration. In 1954, Dr. Verrier Elwin joined the NEFA Administration as Advisor for the Tribal Affairs. In the same year, Single Line Administration was introduced in the Territory. It was a new innovation with the objective of raising the standard of life of people of NEFA at par with the other advanced

communities of India. The impulses behind the innovation were:

- (a) Difficulties of communication with districts and with the headquarters at Shillong;
- (b) Need for quick decision; and
- (c) Need for co-ordinating the political and administrative aspects of the work.

In 1957, the post of Commissioner was created to assist the Governor and P.N. Luthra was appointed as the first Commissioner. In 1962, five new administrative units were created in four Frontier Divisions except Tirap. These were in fact subdivisions. The new administrative units were Tawang, Seppa, Daporijo, Pasighat and Annini. The administration of these units was placed under Additional Political Officers with independent charge.

On August 1, 1965 the Ministry of Home Affairs, Government of India, took the charge of administration of NEFA from the Ministry of External Affairs.

The Act of 1971 provided for the post of Chief Commissioner. The post of Advisor to the Governor was elevated to the position of the Chief Commissioner and K.A.A. Raja became the first Chief Commissioner of Arunachal Pradesh. Regulation No. 5 of 1971 Act empowered the Chief Commissioner to nominate Members of Pradesh Council. Raja introduced a process of election for Councillors by a process of filtration at five stages.

According to 1975 Act, the post of Chief Commissioner was elevated to the position of Lt. Governor and K.A.A. Raja became the first Lt. Governor of Arunachal Pradesh on August 15, 1975. Again this post was elevated to the position of Governor in 1987 and Shri B.N. Singh became the first Governor of Arunachal Pradesh on February 20, 1987.

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