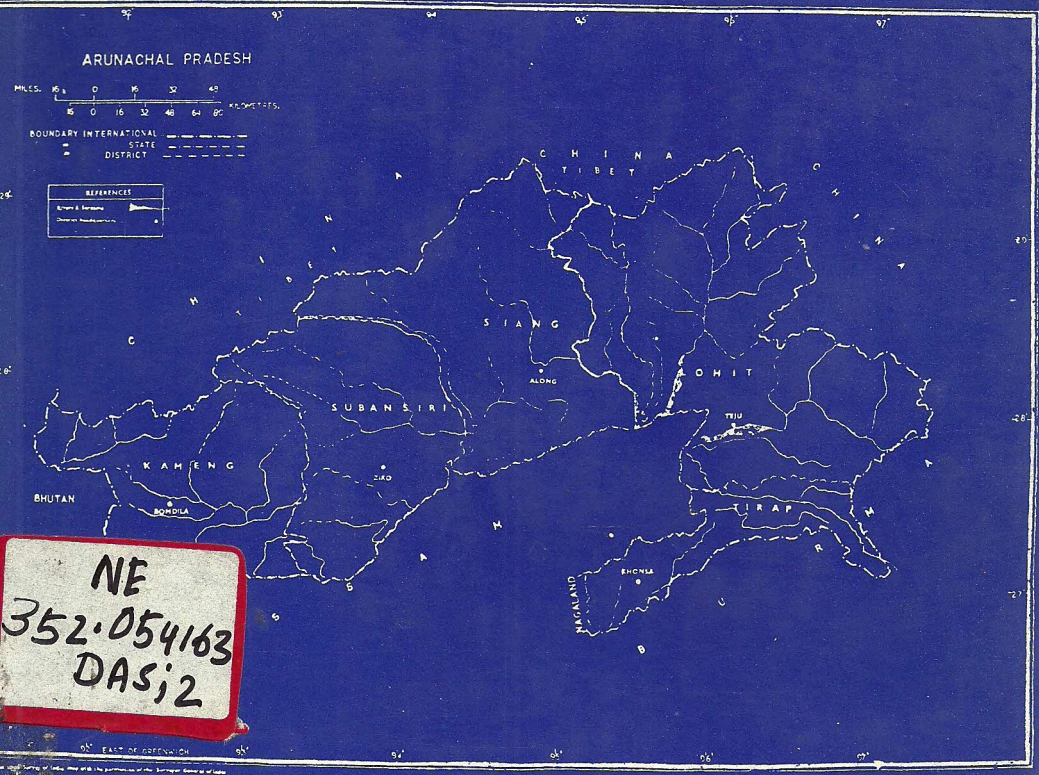


DISTRICT ADMINISTRATION IN ARUNACHAL PRADESH

M.N. Das

C.M. Manpong



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About the Book

This is a study of district administration in Arunachal Pradesh 1965-1980. The emphasis has been given to law and order situation in the districts. As the districts are falling on the border areas, this study is made on the assessment on this notion. Attempts has been made to judge the effectiveness of the district administration in the light of economic development of the state also.

About the Authors

The authors are teaching in Dibrugarh University.

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By
M.N. DAS
&
C.M. Manpong



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Preface

The present work deals with the district administration in Arunachal Pradesh during the period 1965-1980. The project has been sponsored by the Indian Council of Social Science Research, New Delhi, and, was carried out with Dr. C.M. Manpoong.

We are greatly indebted to the people of Arunachal Pradesh, the district, Sub-divisional and Circle Officials and members of the local authorities who helped us generously in carrying out this project. I take this opportunity to thank them all collectively.

We would fail in our duty if we do not specially acknowledge our gratitude to the authorities of the Dibrugarh University for extending all helps to carry out the project. We also gratefully remember Dr. P.S. Datta, Deputy Director, North-Eastern Regional Centre, ICSSR, Shillong, who extended valuable help in getting financial sanction from the ICSSR, New Delhi.

We remain indebted to the Indian Council of Social Science Research, New Delhi for sponsoring the project.

Lastly, we are thankful to Miss L. Borah who had patiently and efficiently typed this manuscript.

7 November 1990
Dibrugarh University.

M.N. Das
C.M. Manpoong

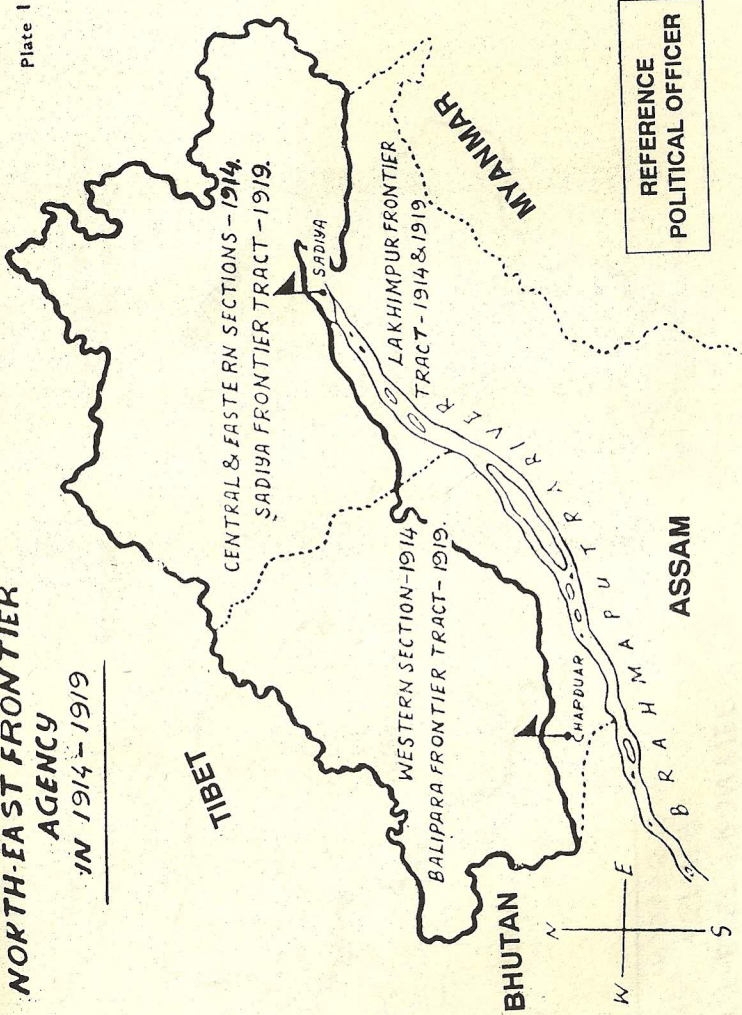
Contents

	Page No.
Preface	(i)
Introduction	(iii)
Abbreviations	(vi)
List of Tables	(viii)
Figures and Graphs	(xii)
Chapter 1 : Historical Profile of the Districts	1
2 : Growth and Development of District Administrative Units	31
3 : Functional Structures of the Administrative Authorities	62
4 : Revenue Administration	73
5 : Functioning of the Development Departments	78
6 : Administration of Law & Order and Justice	99
7 : District Administration and Local Authorities	111
8 : Conclusion	121
Bibliography	126
Appendix-I Chronological Statement of Territorial Adjustments in NEFA	132
Appendix-II Regulation 7 of 1965 North-East Frontier Agency (Administration) Regulation, 1965	133
References	135

**NORTH-EAST FRONTIER
AGENCY**

IN 1914-1919

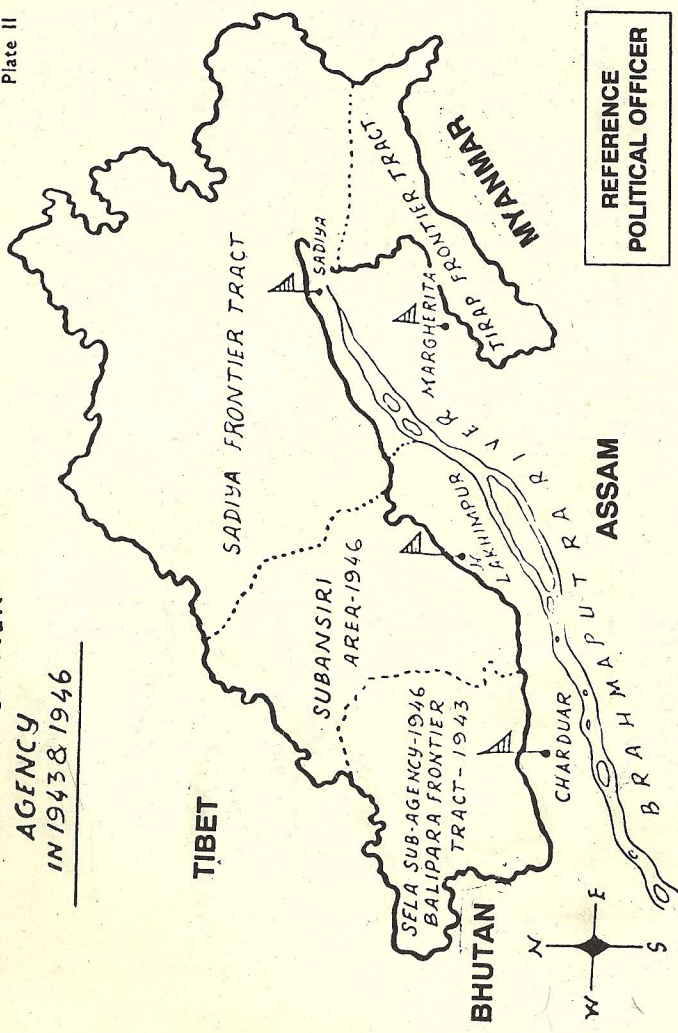
Plate I



REFERENCE
POLITICAL OFFICER

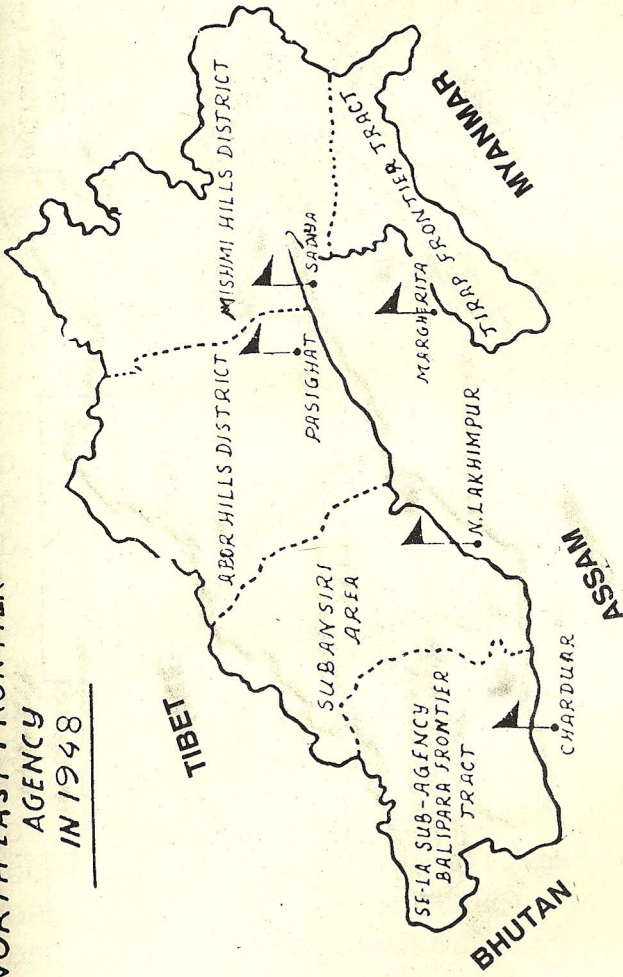
**NORTH-EAST FRONTIER
AGENCY
IN 1943 & 1946**

Plate II



**NORTH-EAST FRONTIER
AGENCY
IN 1948**

Plate III

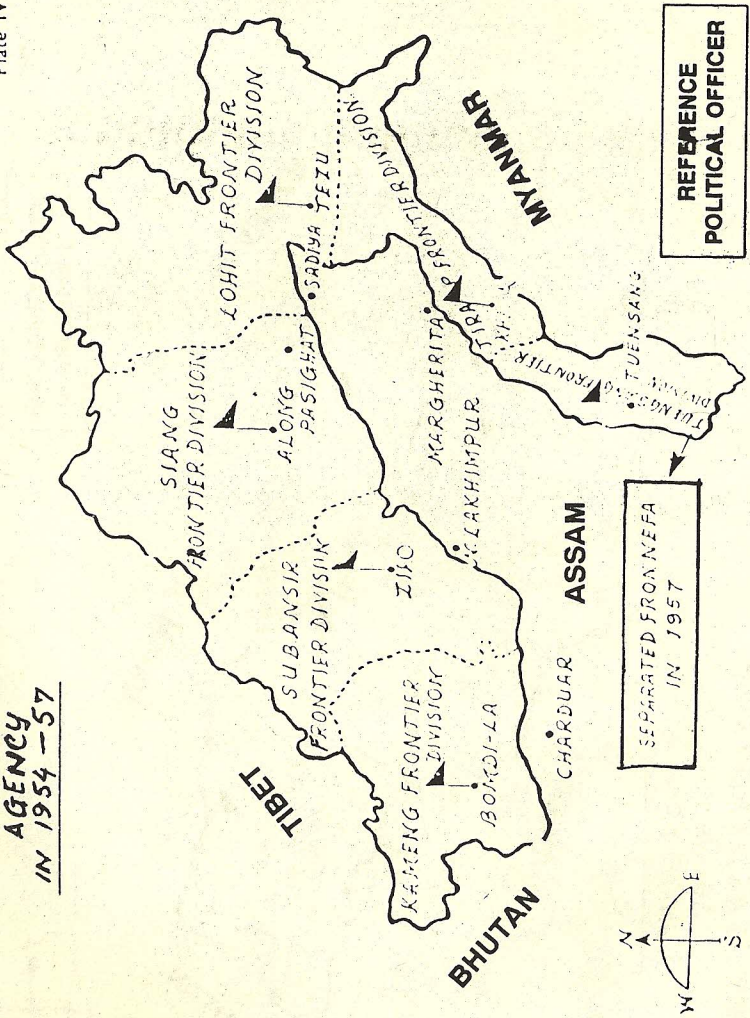


REFERENCE
POLITICAL OFFICER



**NORTH-EAST FRONTIER
AGENCY
IN 1954-57**

Plate IV



Abbreviations

ADC	—	Additional Deputy Commissioner
ADM	—	Additional District Magistrate
Addl.PO	—	Additional Political Officer
ADEO	—	Assistant District Education Officer
APO	—	Assistant Political Officer
APPO	—	Arunachal Pradesh Police
APLA	—	Proceedings of the Assam Legislative Assembly
AS	—	Anchal Samiti
CO	—	Circle Officer
CRPF	—	Central Reserve Police Force
CPWD	—	Central Public Works Department
DC	—	Deputy Commissioner
DM	—	District Magistrate
DSP	—	Deputy Superintendent of Police
DAO	—	District Agriculture Officer
DMO	—	District Medical Officer
DPI	—	Director of Public Instruction
DHS	—	Director of Health Services
DHV	—	Domiciliary House Visitor
DEO	—	District Education Officer
DIO	—	District Industries Officer
DCF	—	Deputy Conservator of Forests
DRO	—	District Research Officer
DSO	—	District Statistical Officer
EAC	—	Extra-Assistant Commissioner
EE	—	Executive Engineer

GP	— Gram Panchayat
IGP	— Inspector General of Police
NEC	— North-Eastern Council
NEFA	— North-East Frontier Agency
NAEP	— National Adult Educational Programme
NSEP	— National Small-Pox Eradication Programme
NMEP	— National Malaria Eradication Programme
PO	— Political Officer
SP	— Superintendent of Police
VLW	— Village Level Workers
ZP	— Zilla Parishad

List of Tables

Table No.	Title	Page
1.1	Total Population with density of Population and Sex Ratio in Arunachal Pradesh (1971 Census)	4
1.2	Total Population with Rural and Urban breakup (1971 Census)	5
1.3	Scheduled Tribes Population (1971 Census)	6
1.4	Distribution of each Religious Community (1971 Census)	7
1.5	Percentage of literate population with rural and urban breakup (1971 Census)	9
1.6	Annual rainfall at different places of the districts (in centimetre)	13
1.7	Monthly Maximum and Minimum temperature at different centres (in centigrade)	14
1.8	Temperature Rainfall and Humidity in Subansiri district, 1974.	15
1.9	Number of places electrified and installed capacity in Arunachal Pradesh as on 31.3.1977	16
1.10	Installed capacity of electricity in Arunachal Pradesh as on 31.3.1976	17
1.11	Improved Agricultural Implements/Machines distributed in Arunachal Pradesh during 1950-72	18
1.12	Minor Irrigation Projects in Arunachal Pradesh, 1972.	19
1.13	District-wise Forest areas in Arunachal Pradesh	20

1.14	Land developed under permanent cultivation in Arunachal Pradesh, during 1971-72.	21
1.15	Distribution of population by workers and non-workers	23
1.16	Categories of workers	23
1.17	Distribution of villages with residential houses households (1971 Census)	25
1.18	Number of Villages in Arunachal Pradesh	26
1.19	Categories of Villages with population	26
1.20	Number of Co-operative societies Typewise	27
1.21	Administrative Officers in Arunachal Pradesh	28
1.22	Number of members represent to the Legislative Assembly from the districts	29
1.23	Results of Lok Sabha Poll	30
3.1	Administrative Centres and Officers in Subansiri district	45
3.2	Administrative Centres and Officers in Lohit district.	46
3.3	Administrative Centres and Officers in Kameng district	47
3.4	Administrative Centres and Officers in Siang district.	48
3.5	Administrative Centres and Officers in Tirap district.	49
3.6	Local authorities in the districts.	50
4.1	Forest Circle, Divisions, Ranges and Beats in Arunachal Pradesh as on 31.3.1972	64
4.2	Districtwise Forest Areas	65
4.3	Forest revenue earned during 1978-79	65
4.4	Collection of total revenue of Arunachal Pradesh during 1969-70, 1970-71 and 1971-72.	68
4.5	Gap between Revenue receipts and Expenditure on Revenue Accounts.	68

4.6	Grants-in-aid from Central Government during the period, 1977-1980	70
5.1	Number of total cultivators districtwise (1971 Census)	74
5.2	Agricultural Farms, Horticultural Nurseries and People's Horticultural Gardens (31 March, 72)	75
5.3	Land developed under permanent cultivation (1971-92)	76
5.4	Area brought under Fertilizers and Plant Protection during 1971-72.	77
5.5	Area brought under Improved Seeds and High Yielding Varieties during 1971-72.	77
5.6	Distribution of Improved Agricultural Implements and Machineries (1950-1972)	78
5.7	Minor Irrigation Projects as on 1972.	79
5.8	Length of Roads, districtwise as on March 1979.	81
5.9	Construction of Roads/Tracks districtwise during 1978-79	82
5.10	Improvement of Roads/Tracks districtwise during 1978-79.	82
5.11	Maintenance of Roads/Tracks districtwise during 1978-79.	82
5.12	Number of Bridges on Roads districtwise as on March 1979.	83
5.13	Nearest Railheads and distances from the district and Sub-divisional HQs.	84
5.14	Post Offices with and without Telegraph facilities during 1978-79	85
5.15	Statement showing district hospitals/ dispensaries etc. during 1978-79.	86
5.16	Patients treated, districtwise, 1977-78.	87
5.17	Achievements of NSEP, 1978-79.	88
5.18	Achievement of NMEP, 1978-79.	89

5.19	Number of different categories of Educational Institutions, 1978-79.	91
5.20	Number of Students enrolled, 1978-79.	91
5.21	Number of Teachers appointed, 1978-79.	92
5.22	Teacher-Student ratio, 1978-79.	92
5.23	Number of students in different educational institutions, 1978-79.	93
5.24	Expenditure incurred for students studying outside Arunachal Pradesh, 1978-79.	94
6.1	Number of Police Stations and strength of personnel during 1978-79.	103
6.2	Number and categories of crimes committed in the districts during 1978-79.	108
7.1	District-wise local authorities in Arunachal Pradesh during	114

Figures and Graphs

Diagram 4.1	Gap between Revenue Receipts and Expenditure on Revenue Accounts.	69
Diagram 4.2	Grant-in-aid from Central Govt.	71
Graph 4.1	Forest revenue earned by the districts during 1978-79.	66
Graph 4.2	Gap between Revenue Receipts and Expenditure on Revenue Accounts.	69
Graph 4.3	Grant-in-aid from Central Govt.	71
Graph 6.1	Number and categories of crimes committed in the districts during 1978-79.	109

Introduction

The idea to study the district administration in Arunachal Pradesh had come to our mind when I was supervising the Ph.D. dissertation of Dr. C.M. Manpoong on district administration in Arunachal Pradesh, with special reference to Lohit district. The work on Lohit district was completed in 1984 and Dr. Manpoong was awarded the Ph.D. degree by the Dibrugarh University in 1985. After the completion of the research work on Lohit, district we submitted a proposal to study the district administration of Arunachal Pradesh during the period, 1965-1980 to the ICSSR, New Delhi for financial assistance. The ICSSR, New Delhi was kind enough to sponsor the project. In this study, we applied almost the same methodology and framework of our earlier work on Lohit district.

Secondly, after the creation of Arunachal Pradesh as a Union Territory of India, social scientists conducted number of studies on different aspects of Arunachal Pradesh. But most of the studies are chronological and the study of district administration has not yet been undertaken.

Thirdly, the choice is also dictated by the consideration of studying the district administration of Arunachal Pradesh having traditionally developed socio-cultural structure.

Many political scientists have done a number of studies in different aspects of Arunachal Pradesh. A good number of literatures in the forms of books and journals are found available to-day, pertaining to studies on different aspects of Arunachal Pradesh. Their studies have given many insightful leads in knowing the unknown land. But as has been mentioned earlier, no work has been done on district administration hitherto. In this regard the present work would be a pioneering work, not only in Arunachal Pradesh, but also in the north-eastern region of the country.

In dealing with the district administration of Arunachal Pradesh, emphasis has been laid on the law and order situation of the districts, because the districts falling in a frontier area, administration of the districts of Arunachal Pradesh are likely to be more law and order oriented, than development oriented. Again, after the establishment of district administration in 1965 and popular government in 1975 in Arunachal Pradesh, it has been said that democracy has been established in Arunachal Pradesh. As a result, district administration in Arunachal Pradesh today has to be more democratic than bureaucratic. The present study also intends to make a re-assessment of this notion. Attempt has also been made to judge the effectiveness of the district administration in the light of the performances of some of the development departments. Again, it has been said that the implementation of the Panchayati Raj in the districts introduces self-government and democracy in the districts. The study also attempts to make an attempt to examine the validity of the statement.

The work has been divided into eight chapters. Chapter 1 deals with the historical profile of the districts. In Chapter 2, the growth and development of the districts as district administrative units have been discussed. Chapter 3 deals with the functional structure of the administrative authorities of the districts. In Chapter 4, it is proposed to discuss the revenue administration of the districts, while Chapter 5 deals with the functioning of the development departments. In dealing with the performances of the development departments, it is proposed to investigate how far the district administration is development oriented ? Chapter 6 deals with the administration of law and order and justice. It is assumed that the districts of Arunachal Pradesh, being tribal areas and being situated in a border area must have more law and order problems. Consequently, the district authorities are more law and order oriented than development oriented. The study intends to make an assessment of the above notion. Chapter 7 deals with the relation between the district administration and local authorities. It is also intended to verify, how far the local authorities are democratic and independent in their

functioning. Chapter 8 summarises the findings of the study by way of conclusion.

The approach of the study is historico-analytical. The analytical approach helps us in analysing the functioning of the various district administrative authorities. Such an approach also helps in understanding the attitude and behaviour of the various levels of authorities of the district administration. At the same time, a historical time series has been taken for the purpose of this study. Consequently, a historico-analytical approach is adopted in the present study. District administration can also be studied by adopting structural, functional, behavioural approaches, separately. While such separate studies may have some merit, it would be more useful to have composite 'Structural-Functional-Behavioural' studies at the district level. Therefore, in this study the structural, functional, behavioural approaches have also been adopted.

For sources of evidence we have relied mainly on the following sources :

- (i) The proceedings of the Government of Arunachal Pradesh and other relevant file materials from the Assembly Library, Government of Arunachal Pradesh;
- (ii) Annual Reports of the working of the various development departments, Government of Arunachal Pradesh;
- (iii) Official publications of the Government of Arunachal Pradesh; and,
- (iv) Statistical records, informations and other relevant materials have been collected from the different offices functioning at the district levels.

The secondary sources were consulted from printed books, journals, newspapers and publications of the various departments of the Government of Arunachal Pradesh.

Conclusion

In the preceding Chapters, the administration of the districts of Arunachal Pradesh during the period 1965-1980 has been discussed focussing chiefly on —

- (i) Historical profile of the district;
- (ii) Growth and development of district administration;
- (iii) Functional structures of district administrative authorities;
- (iv) Financial administration;
- (v) Performance of Services;
- (vi) Law and order and justice and
- (vii) Relation between district administration and local authorities.

At this stage it would be pertinent to draw certain conclusions from this study of the district administration in Arunachal Pradesh stretching over a period of 15 years.

Through a gradual process of administration, the Arunachal Pradesh has reached the stage in its present setup. As per various enactments, the area and the name of the area/districts underwent many changes. The North-East Frontier Agency (Administration) Regulation, 1965 (Regulation No. 7 of 1965) introduces district administration for the first time in Arunachal Pradesh by changing the nomenclature from 'Division' to 'Districts'. Accordingly after 1965, the five divisions of NEFA have come

to be known as five districts — Subansiri, Siang, Kameng, Lohit and Tirap. Thus the Regulation 1965 introduced the modern district administration in Arunachal Pradesh. Since 1965 to 1980, there were 5 districts, 26 Sub-divisions and 82 Circles. The districts were re-organised again in 1980.

From the study it is seen that for the purpose of taking prompt administrative action the principle of 'Single Line Administration' had been adopted. As a result of the introduction of this principle not only the various departments in the district are integrated but also the levels of district administration are integrated. Due to peculiar administrative arrangement the DC with the RME functions exercises more powers and responsibilities than the DC of a district of Assam or any state of India. The DC is the pivot round which the district administration moves. The ADC for the same peculiar organisational set up in the district as the executive head of the major and sensitive sub-division enjoys the same power and status of the DC. The EACs also enjoy higher powers and status as the head of the Sub-division in a district in Assam. The COs in also enjoy a higher position and status. All these officers enjoy both Executive and magisterial functions. The statutory local authorities as well as the tribal Village Councils perform both judicial and administrative functions. In the judicial field they are more powerful since they are empowered to try both civil and criminal cases.

The administration of Arunachal Pradesh (then NEFA) was highly centralised since the administration was run by the Central Government with its officials. These officials worked as the centripetal force. Central control was continued even after the introduction of popular government in the mid-seventies. Though administration passed through one authority to another authority, such a transfer of authority did not imply any material change in the nature of administration.

The assumption that the establishment of popular government in 1975 in Arunachal Pradesh (then UT) introduces democratic administration in the Union Territory

and in the district administration is perhaps an oversimplification. A close examination of the character of the district administration would make it overnight that the assumption is based on inadequate evidence. Because popular government is not the only criterion that determines the character of a government. There are other important criteria such as the peoples' participation, popular election, nature of the administrators etc.

The assumption that district administration after the introduction of popular government has become more democratic is not wholly true. Powers are concentrated in the offices of the DC/ADC/EAC/CO and other officers functioning as heads of various functional departments at the district level. They constitute a 'single body' and operate as an effective centripetal force. The style of leadership of these bureaucratic officials is authoritarian. For this, democracy has become superficial at the district level.

Again, it might perhaps be said that the Government of Arunachal Pradesh is primarily guided by national policies, although at the same time it tries to accommodate local interests wherever possible. As a result, administrative policy and the national policy of the Government of India could be viewed as 'continuum' and not as separate entities. This administrative policy, in effect, makes the district administrative authorities to function under the guide-lines of the national government. Consequently the decision-making structure at the district level was influenced by the officials who functioned as per the dictation of the national government. The decision-making process at the district level cannot perhaps be viewed to be democratic.

Inadequate finance at the disposal of the State/district authorities make them dependent to the Central Government. This reason, *inter-alia*, makes the state ministry Government. Major developmental activities to the Ministry and the district administration appeared to be a heavy budget item. As a matter of fact, developmental activities hardly touch the masses, creating a gap between the few and the general public. On the other hand, what

development has been made in Arunachal Pradesh under the financial assistance of the nation instead of creating an infra-structure for socio-economic development, the Government of India have been found to devote more interest on the construction of border roads. Instead of emphasising road development to create inter-district links the development of road and communication is directed towards the defence interest. During pre-independence period no development had taken place in Arunachal Pradesh. Immediately after Indo-China dispute it, the Central Government put more emphasis for the development.

The districts of Arunachal Pradesh staying as the sentinel in the north-east border area of India are inhabited by the tribal people. Subsequently, the districts have more law and order problems. But it is surprising to note that there is no regular civil police force. The Arunachal Pradesh Police Force was created only in the year 1972. Again there are no regularly constituted civil and criminal courts, no lawyers and no Bar Association. The districts have no jails. There are only Police Lock-ups. The maintenance of law and order in the districts are largely the responsibility of the DC and at the Village level the responsibility is upon the statutory village authorities. The place of the tribal councils and customary laws in the administration of justice are still more important in Arunachal Pradesh. The administration of justice has become a joint function of both the district administration and the traditional Village Councils.

In course of the study of the performances of the authorities and maintenance of law and order, it is seen that the district authorities are more law and order oriented than development oriented. Inadequacy of law enforcement authorities, difficult road communication, lack of investigation and supervision, lack of strict vigilance for detection of criminals, lack of police patrolling in crime centres, conflict among the inter-tribes, tension between the traditional leadership and the rising generation, long standing Assam- Arunachal Pradesh border dispute are some of the reasons for which the district authorities have always

to be alert and active to maintain law and order as well as to restore peace and security. Besides, the districts staying as the sentinel in the north-east India, have their own law and order problems.

In studying the local administration, it is found that there is bureaucratic control and influence upon the local administration and could not be viewed as democratic. Lack of full-fledged participation from the public bears witness to the dominance of the bureaucratic class. The assumption that the implementation of the Panchayati Raj in the districts introduces self-government and democracy is perhaps an oversimplification. The nature of popular participation, the representativeness of the local institutions, nature of the chief executive, constitutional structure, popular elections prove that there existed bureaucratic control in the local administration. On the whole, district administration in Arunachal Pradesh in general and the local administration in particular cannot be viewed as democratic.

From the present study it is seen that the nature and character of district administration cannot be viewed as similar to that of a district of Assam or districts of any other states of India, This is primarily because of traditional character of the tribal society of Arunachal Pradesh and the failure of the government to develop 'participatory democratic culture' among the people.

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