

PLANNING COMMISSION

OUTLAYS AND PROGRAMMES FOR THE HILL REGION OF ASSAM FOR THE FOURTH PLAN

Proposals of the Joint Centre-State Study Team

May 18, 1966

PLANNING COMMISSION
Proposals for Outlays and programmes for the Hill
Region of Assam for the Fourth Plan

In this note, I state briefly proposals concerning outlays and programmes in the Fourth Plan for the hill districts of Assam. These proposals are based on the findings and observations of the Joint Centre-State Study Team, which was constituted by the Planning Commission at the suggestion of Chief Minister, Assam. The Team visited the Mizo Hills District from January 12 to 19, 1966 and the other hill districts from February 20 to March 4, 1966. The composition of the Team during these two tours is indicated in Annexure I.

2. Background to the proposals : At the end of the tour in the Mizo Hills District, after discussion with him, I wrote a letter to Chief Minister, Assam, offering certain suggestion, including the setting up of a Planning Board for the Hill Region (Annexure II).

3. On March 3, 1966, I was given the opportunity of making a preliminary report on the observations of the Study Team to Members of the Assam Legislative Assembly (Annexure III). At my request, Chief Minister, Assam, constituted the Assam members of the Study Team and the State Departments concerned into a Working Group to prepare detailed proposals for development in the hill areas in the light of the findings of the Study Team. To assist the Working Group, on March 8, with the help of members of the Study Team from the Centre, I drew up a paper entitled "Tentative suggestions for further work on development plans of the hill districts of Assam" (Annexure IV). In the light of these suggestions, the Working Group and the Departments in Assam drew up detailed proposals. These were considered carefully by members of the Study Team from the centre and myself with Secretary, Planning and Development Department, Assam, and a few other officers from Assam during the week April 18-23, 1966. The proposals which emerged from our examination, including indications of priorities and programmes, were sent to Chief Minister, Assam, with my letter, dated April 23, 1966 (Annexure V). It was explained that our proposals were still tentative and exploratory and some more work was needed. Chief Minister, Assam, was requested to favour us with his own comments and suggestions so as to assist in the further work to be done. The proposals were forwarded to the working Group and the Departments in Assam with a note dated April 23, 1966 (Annexure VI). The enclosures to this note consisted of proposals concerning outlays under different heads and for different districts as well as suggestions concerning schemes and programmes in different sectors. The comments and suggestions of Chief Minister, Assam, are contained in his letter of April 29, 1966, (Annexure VII) in the light of the suggestions and proposals conveyed with my note of April 23, 1966 the various Departments in the Assam Government revised their earlier proposals, worked them out in fuller detail and also set forth, as far as possible, their manpower and other requirements. These proposals were gone over by me at Calcutta on May 14 and 15, 1966, with secretary, Planning and Development, Assam. In the proposals now made, the earlier allocations and other details have been modified at several points.

This note and its enclosures set out the proposals in the form in which, on behalf of the Joint Centre-State Study Team, I seek the approval of the Planning Commission and the Government of India.

Although much detailed work has already gone into them, it is obvious that these proposals should be regarded as basis for further action and planning and much more work will be needed before effective implementation becomes possible. Moreover, when the Government of Assam constitute a Planning Board for the Hill Region, which will include representatives of the Districts Councils as well as key Ministers of the Government of Assam, there would inevitably be some further changes. However, taken as a whole and allowing for subsequent adjustments, the dimensions of outlays now presented and the approach, priorities and directions contemplated are a product of such careful and concentrated study as it has been possible for the members of the Joint Centre-State Study Team and myself to bring to bear on the problems of the hill districts of Assam. I am engaged in preparing a separate report for the Joint Centre-State Study Team which will deal with individual districts and the with different sectors of development, but the major decisions needed can be taken on the basis of the material now offered.

4. Approach to outlays for the hill districts. : In taking a view of the proposals at this stage, the following considerations need to be kept in mind :-

- (1) The hill districts of Assam has acute economic and social problems which can be only resolved through rapid and accelerated development.
- (2) In addition to investment in development on a much larger scale than hitherto, it is necessary to evolve a more basic strategy for development in each district, having regard to its physical features, economic needs and social structure. Only with such a strategy will the investment under be capable of producing the required results. There are many problems for which practical solutions have still to be found. The main value of the work of the Joint Centre-State Study Team will lie in suggesting the lines along which future development should be planned.
- (3) Social and economic tasks in the hill districts of Assam have now assumed also the shape of a political problem of considerable magnitude and complexity which has to be dealt with speedily. A widely accepted solution of the political problem is indispensable to orderly economic and social development.
- (4) Given an agreed approach to the constitutional and administrative aspects of the problems of the hill districts of Assam, it is important the a planning authority for the hill region be constituted without delay. The existing machinery of administration in Assam is not in a position to bring to bear the wider approach or to enlist the degree of constructive co-operation required from the leadership and institutions in the hill districts such as will ensure implementation of the plans proposed by the Joint Centre-State Study Team.

- (5) At my meeting with Chief Minister, Assam, and his Cabinet Colleagues, at Shillong, on March 4, 1966, it was stated that the Assam Government would constitute a Planning Board and take certain other steps as soon as the Government of India indicate their broad approval to the proposals presented on behalf of the Joint Centre-State Study Team. The Chief Minister emphasised that unless there is sufficient assurance concerning resources, expectations which are roused but fail to materialise and changes adjustments in Plan allocations lead to and disappointment and frustration and are greatly misunderstood by the tribal people. This means that in dealing with the hill areas of Assam, in view of many complex factors which have to be reckoned with, the Planning Commission and the Central Government should be prepared to accept specific commitments for the Fourth Plan in advance of discussions with individual States for determining their Fourth Plan outlays. I would urge strongly that in terms of the proposals presented below, the Planning Commission and the Central Government should come forward to accept the commitment in overall terms. However, details of the contribution from State resources, under Article 275 of the Constitution and from Centrally sponsored programmes would have to be worked out separately. On these, I shall be able to provide concrete suggestions and to fit them into the pattern of finance for the Fourth Plan.
- (6) Allocation for the fourth Plan for the hill districts having been determined, at a later stage allocations will have to be settled for the overall plan of Assam State and the hill region outlays fitted into the overall plan. At that stage, it will be possible to determine the respective contribution of the Centre and the State (a) to the overall plan of the State and (b) to the plan of the hill region. Clearly, it is not the intention that the size of the plan for the rest of the districts in Assam and for sectors such as power, major and medium irrigation, and large-scale industrial and mineral development should be adversely affected because of plans formulated for the hill districts. While a fair share of the Assam plan has to go to the hill districts, the latter constitute a special problem in dealing with which the Central Government has to assume a significant measure of financial burden. How much this burden should be will be determined finally when the Assam Plan is worked out and the State's own resources are assessed.
- (7) In proposing accelerated development for the hill districts of Assam, it should be stressed that these districts can only advance more rapidly as part of the wider north east region of India. As a whole, this region is of such strategic importance for the country that its economic development must be hastened and concentrated attention given in the Fourth Plan to the solution of its urgent economic, industrial and transport problems.

5. Outlays for the Fourth Plan : The total outlay proposed for the hill districts of Assam is Rs. 70.50 crores. This amount is distributed between different sectors as follows:

		<u>Rs. crores</u>
i.	Agricultural Programmes	... 11.41
ii.	Co-operation and Community Development	... 5.55
iii.	Irrigation and Power	... 2.68
iv.	Industries	... 2.00
v.	Transport and communication	... 26.50
vi.	Social Services	... 21.86
vii.	Miscellaneous	... 0.50

	Total	... 70.50

More detailed break-ups between heads of development are shown in Statement II.

As between the different hill districts, the outlays are expected, tentatively, to be distributed as shown below, but for certain types of expenditure, at this stage of planning, the outlays are being shown for the hill districts together at one place :

		<u>Rs. Crores</u>
i.	Common outlays for hill region	... 15.39
ii.	United Khasi and Jaintia Hills	... 15.76
iii.	Mizo Hills	... 14.02
iv.	Garo Hills	... 11.79
v.	United Mikir Hills and North Cachar Hills	... 13.54

	Total	... 70.50

It should be explained that the present proposals do not include provisions for power generating installations, for large irrigation projects and for major industries that might be located within the hill districts. These aspects of development have to be pursued in terms of the overall plan of the state, having regard to wider considerations of resources and economic potentials. For Inland water Transport, the hill region plan provides for pilot projects and surveys on the Kolodyne, the Daleshwari and the Barak rivers, and if any, large IWT projects emerge from the investigations, these will be dealt with as part of the Centre's own plan for inland water transport. In respect of Craftsmen's Training, the State's share of expenditure (40 per cent) is shown, the remaining 60 per cent being provided already at the Centre in accordance with the pattern applying to this programme. For the Rural Manpower Programme, the requisite provision is made at the Centre as this is a Centrally sponsored programme. With these reservations, the outlays proposed are comprehensive, that is, they include (a) provisions which may fall within the State Plan proper, (b) provisions which may be made under Centrally sponsored programmes and (c) activities which may be financed by grants under Article 275. At a later stage, it is proposed to isolate each of these elements clearly and mark out these elements which fall within each of these categories.

7. Outlays in the Third Plan : Precise figures of outlays in the hill districts during the Third Plan are a little difficult to determine. A statement furnished by the Planning Department of Assam is reproduced as Statement-III. This indicates that the outlay in the Third Plan has been of the order of Rs. 25.70 crores and outlay in 1965-66 about 7.20 crores. However, the power plant at Nangalbibra in Garo Hills and the cement plant at Cherrapunji in Khasi and Jaintia Hills have been included in this statement. By the criterion adopted in preparing the present proposals, these two projects should be excluded from a comparison of Third and Fourth Plan outlays. Certain other figures in statement III may also need to be modified a little. Therefore, subject to further correction, outlay in the hill districts during the Third Plan may be taken to be of the order of Rs. 23 crores and, during 1965-66, to be of the order of about Rs.6 crores. Against these figures, what is proposed as outlay over the five years of the Fourth Plan is Rs. 70.50 crores and for 1966-67 Rs. 8.18 crores.

8. Comparison of outlays in neighbouring territories: In his letter of April 29, Chief Minister, Assam, has referred to outlays on development in Nagaland, NEFA, Manipur and Tripura. The commission on Hill Areas of Assam has also given certain statistics on the subject. It is not easy to make such comparisons since methods of financing in each of these territories are not the same and conditions differ to a considerable extent. On the whole, therefore, it is best to consider plans for the hill districts on merits in the light of the findings and observations of the Joint Study Team, the needs of the people, and the natural resources and growth potential available and the experience of development gained thus far.

9. Notes on Programmes and Schemes: The Appendix to Statements I,II, and III, accompanying this paper, contains Notes on Programmes and Schemes which form part of the proposed plan of development for the hill districts. These Notes are here given as in summary form, but much fuller information can be furnished under several heads.

10. Additional outlay in 1966-67: When the Joint Study Team was constituted, it was appreciated that the plan for 1966-67 in the hill districts would need some measure of strengthening. The budget provision for 1966-67 is Rs. 6.18 crores. The amount considered to be necessary, at the minimum, to give a fair start to the Fourth Plan is Rs. 8.18 crores. The additional amount of Rs. 2 crores is distributed between different sectors as follows:-

	Rs. Lakhs
i. Agricultural Programmes	: 28
ii. Co-operation and Community Development	: 19
iii. Irrigation and power	: 10
iv. Industries	: 6
v. Transport and Communications	: 67
vi. Social Services	: 65
vii. Miscellaneous	: 5

Total	: 200

Further distribution between different heads of development is given in statement II and the appendix on Notes on Programmes and Schemes will indicate the types of activities on which a start has to be made.

11. Papers enclosed with this note, including specially the Appendix and Annexures III and IV will indicate that in each sector of development as a result of the work of the Joint Study Team, there are several points at which a fresh approach is being brought to bear. While much work must be done still to evolve firm plans, it is not too much to suggest that the orientation now proposed has considerable significance for the solution of tribal problems in several parts of the country ,specially where the population of tribal is fairly concentrated and homogeneous and hills and forests predominate. At the same time, each tribal region has its own special features and problems which will demand close and specific study in co-operation with the local leadership and institutions and State administrations.

Sd /-
TARLOK SINGH
18-5-1966

ASSAM HILL REGION

STATEMENT I
Assam Hill Region : Abstract of Outlays Proposed

15th May, 1966

(Rs. Lakhs)

For Fourth Plan

For 1966-67

Head	Total	Kashi and Jaintia Hills	Mizo Hills	Garó Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
I. Agricultural Programmes	1141.00	303.60	164.85	203.90	293.35	175.30	109.00	137.00	28.00
II. Co-operation and community Development	555.00	170.00	124.00	121.00	115.00	25.00	46.00	65.00	19.00
III. Irrigation and Power	268.00	-	-	-	55.00	213.00	50.00	60.00	10.00
IV. Industries	200.00	55.00	30.00	35.00	30.00	50.00	4.00	10.00	6.00
V. Transport and Communications.	2650.00	530.00	650.00	422.00	448.00	600.00	232.00	299.00	67.00
VI. Social Services	2186.00	517.10	433.10	397.40	412.40	426.00	177.00	242.00	65.00
VII. Miscellaneous	50.00	-	-	-	-	50.00	-	5.00	5.00
GRAND TOTAL	7050.00	1575.70	1401.95	1179.30	1353.75	1539.30	618.00	818.00	200.00

STATEMENT II
Assam Hill Region : Abstract of Outlays Proposed

For Fourth Plan For 1966-67 15th May, 1966 (Rs. Lakhs)

Head	Total	Kashi and Jaintia Hills	Mizo Hills	Garro Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
I. AGRICULTURAL PROGRAMMES									
1. Agricultural production	421.00	119.30	62.65	68.65	96.60	73.80	57.00	72.00	15.00
2. Minor Irrigation	200.00	55.00	25.00	55.00	65.00	-	20.00	20.00	-
3. Soil Conservation	200.00	40.00	30.00	30.00	50.00	50.00	19.00	25.00	6.00
4. Forests	100.00	26.50	16.50	25.50	31.50	-	2.00	5.00	3.00
5. Animal husbandry and dairying	195.00	54.80	26.70	19.75	42.25	51.50	10.00	13.00	3.00
6. Fisheries	25.00	8.00	4.00	5.00	8.00	-	1.00	2.00	1.00
Total- I	1141.00	303.60	164.85	203.90	293.35	175.30	109.00	137.00	28.00
II. CO-OPERATION AND COMMUNITY DEVELOPMENT									
1. Co- Operation	100.00	30.00	15.00	15.00	15.00	25.00	6.00	-	-
2. Community Development	455.00	140.00	109.00	106.00	100.00	-	40.00	65.00	19.00
Total- II	555.00	170.00	124.00	121.00	115.00	25.00	46.00	65.00	19.00
III. IRRIGATION AND POWER									
1. Irrigation (medium)	55.00	-	-	-	55.00	-	-	10.00	10.00
2. Power	213.00	-	-	-	-	213.00	50.00	50.00	-
Total- III	268.00	-	-	-	55.00	213.00	50.00	60.00	10.00
IV. INDUSTRIES									
Rural, Small and Processing									
Industries	200.00	55.00	30.00	35.00	30.00	50.00	4.00	10.00	6.00

STATEMENT II
Assam Hill Region : Abstract of Outlays Proposed

Head	For Fourth Plan			15th May, 1966		For 1966-67		(Rs. Lakhs)	
	Total	Kashi and Jaintia Hills	Mizo Hills	Garó Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
V. TRANSPORT AND COMMUNICATIONS									
1. Roads	2500.00	530.00	600.00	422.00	448.00	500.00	219.00	280.00	61.00
2. Road Transport	100.00	-	-	-	-	100.00	8.00	12.00	4.00
3. Inland Water Transport	50.00	-	50.00	-	-	-	5.00	7.00	2.00
Total - V	2650.00	530.00	650.00	422.00	448.00	600.00	232.00	299.00	67.00
VI. SOCIAL SERVICES									
1. General Education	656.00	160.00	135.00	125.00	120.00	116.00	57.00	70.00	13.00
2. Technical Education	80.00	-	-	-	-	80.00	-	5.00	5.00
3. Craftsmen Training and Rural Vocational Training	40.00	4.10	11.10	7.40	7.40	10.00	1.00	5.00	4.00
4. Health	400.00	75.00	70.00	70.00	75.00	110.00	17.00	30.00	13.00
5. Water Supply	300.00	100.00	75.00	50.00	75.00	-	32.00	45.00	13.00
6. Tribal Welfare	640.00	160.00	130.00	130.00	120.00	100.00	70.00	80.00	10.00
7. Social Welfare	20.00	4.00	4.00	4.00	4.00	4.00	-	4.00	4.00
8. Housing	50.00	14.00	8.00	11.00	11.00	6.00	-	3.00	3.00
Total- VI	2186.00	517.10	433.10	397.40	412.40	426.00	177.00	242.00	65.00
VII. MISCELLANEOUS									
Grants to local bodies	50.00	-	-	-	-	50.00	-	5.00	5.00
GRAND TOTAL	7050.00	1575.70	1401.95	1179.30	1353.75	1539.30	618.00	818.00	200.00

STATEMENT III
Expenditure in the Hill Districts of Assam during the Third Five Year Plan and during 1965-66
under various sectors of development

Head of Development	Third Plan 1961-66					1965-66(Revised)				
	General	Art. 275	Special	Centrally Sponsored	Total	General	Art. 275	Special	Centrally Sponsored	Total
1	2	3	4	5	6	7	8	9	10	11
I. AGRICULTURAL PROGRAMME										
1. Agriculture	84.12	34.41	6.50	16.44	141.47	36.55	8.40	4.20	9.49	58.64
2. Minor Irrigation	28.19	-	-	-	28.19	10.00	-	-	-	10.00
3. Soil Conservation	4.94	50.79	-	-	55.73	-	17.00	-	-	17.00
4. Animal husbandry and Veterinary	6.18	8.50	-	-	14.68	4.92	1.38	-	-	6.30
5. Forests	4.85	41.26	-	-	46.11	1.15	1.75	-	-	2.90
6. Fisheries	2.62	0.26	-	-	2.88	0.68	0.10	-	-	0.78
Total - I	130.90	135.22	6.50	16.44	289.06	53.30	28.63	4.20	9.49	95.62
II. CO-OPERATION AND COMMUNITY DEVELOPMENT										
7. Co-Operation	1.20	1.10	-	2.91	5.21	0.29	-	-	2.14	2.43
8. Community Development	269.80	-	-	59.15	328.95	64.65	-	-	-	64.65
Total - II	271.00	1.10	-	62.06	334.16	64.94	-	-	2.14	67.08
III. IRRIGATION AND POWER										
9. Irrigation (Medium)	-	-	-	-	-	-	-	-	-	-
10. Power	455.56	-	4.46	-	460.05	114.00	-	2.00	-	116.00
Total- III	455.56	-	4.46	-	460.05	114.00	-	2.00	-	116.00
IV. INDUSTRIES										
11. Industries	81.25	-	-	-	81.25	50.00	-	-	-	50.00
12. Cottage Industries	0.77	6.37	-	0.61	7.75	0.54	1.55	-	-	2.09
13. Sericulture and Weaving	8.68	7.90	-	-	16.58	2.55	1.50	-	-	4.05
Total- IV	90.70	14.27	-	0.61	105.58	53.09	3.05	-	-	56.14
V. TRANSPORT AND COMMUNICATIONS										
14. Roads	229.14	313.10	65.25	2.92	610.41	86.81	40.25	23.00	1.25	151.31
15. Road Transport	-	-	-	-	-	-	-	-	-	-
16. Inland Water Transport	-	-	2.72	-	2.72	-	-	1.72	-	1.72
Total -V	229.14	313.10	67.97	2.92	613.13	86.81	40.25	24.72	1.25	153.03

STATEMENT III
Expenditure in the Hill Districts of Assam during the Third Five Year Plan and during 1965-66
under various sectors of development

Head of Development	Third Plan 1961-65					1965-66(Revised)				
	General	Art. 275	Special	Centrally Sponsored	Total	General	Art. 275	Special	Centrally Sponsored	Total
1	2	3	4	5	6	7	8	9	10	11
VI. SOCIAL SERVICES										
17. General Education	89.00	88.74	9.88	14.38	211.00	30.35	19.60	6.99	8.30	65.23
18. Technical Education	-	0.85	-	-	0.85	-	-	-	-	-
19. Craftsmen Training	-	1.25	-	3.64	4.89	-	1.25	-	3.50	4.75
20. Health	81.61	44.57	11.40	36.15	173.73	19.21	4.90	7.63	12.21	43.95
21. Water Supply	0.04	23.91	5.63	14.27	43.85	0.03	2.43	3.68	14.27	20.41
22. Tribal Welfare	-	-	-	-	-	-	-	-	-	-
23. Social Welfare	3.44	-	-	-	3.44	-	-	-	-	-
24. Housing	7.43	-	-	0.90	8.33	2.72	-	-	0.90	3.62
Total- VI	181.52	159.32	26.91	69.34	446.09	52.31	28.18	18.30	39.18	137.96
VII. MISCELLANEOUS										
25. Statistics	3.51	-	-	-	3.51	0.70	-	-	-	0.70
26. Publicity	1.38	-	-	-	1.38	0.31	-	-	-	0.31
27. Localm Bodies	-	65.19	24.23	-	89.42	-	20.50	0.70	-	21.20
Total- VII	4.89	65.19	24.23	0.00	94.31	1.01	20.50	0.70	0.00	22.21
VIII. Border Roads	-	-	-	227.64	227.64	-	-	-	70.78	70.78
GRAND TOTAL	1363.71	688.20	130.07	379.01	2570.02	425.46	120.61	49.92	122.84	718.82

APPENDIX

NOTES ON

Programme and Outlays for the Hill Districts

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1.—AGRICULTURAL PROGRAMMES

(1) Agricultural Production—(Rs. 421 lakhs)

1. **Land Use Survey:** Each district will have a team for under taking land use surveys on a continuous basis. Blocks of 5,000 to 10,000 acres will be selected and, on the basis of the survey, areas will be marked out within each block for forestry, improved Jhuming, pasture, cash crops and settled cultivation. The team will also propose measure for improving valley lands, preventing soil losses and utilizing water resources. The team will be of composite nature, including officers from agriculture, forestry, soil conservation, animal husbandry and revenue departments. The cost of the land use survey is shown under Agriculture Programmes.

2. **Agricultural Experiments Farms:** Considerable investigation into crops suitable for development in each hill district is necessary, having regard to its topography, soil and climate, and suitable varieties have to be evolved. It is, therefore, proposed that each district should have to be evolved. It is therefore, proposed that each district should have an Agricultural Experimental Farm whose work and, to the extent possible, location will be related to the activities of the Development Institute for the district. In the hill districts there is need for two Research Stations for the study of fruits and plantation crops under temperate and sub-tropical conditions. Provision for this is made under "common outlays".

3. Seed Farms: The following seed farms are proposed—

- i. A large farm for production of paddy seeds in Mikir Hills;
- ii. Two medium-sized farms for production of paddy seeds, one in K and J. Hills and second in Garo Hills.
- iii. One potato seed production farm in each of the hill districts;
- iv. A fram for production of hybrid maize seeds in K and J.Hills;

4. **Progeny Orchards and Nurseries:** The hill districts have a large potential for growing temperate and tropical fruits, arecanut, black pepper, ginger, vegetables and other cash crops. To meet the requirements of plant materials for these crops, it is proposed to establish eight orchards and 25 nurseries in the hill districts, broadly as follows :

District	Progeny orchards	Nurseries
K. and J. Hills	3	10
Mizo Hills	2	5
Garo Hills	1	4
Mikir Hills	1	3
North Cachar Hills	1	2

5. **Research Stations for Maize** : In view of the extensive area under maize and possibilities of introducing hybrid maize in the hills, it is proposed to set up two Research Stations, one in K and J. Hills and the second in the Garo Hills, for production of hybrid maize and for evolving appropriate agricultural practices.

6. **Bee Research Station** : Bee extension services are provided by the Cottage Industries Department. However, it would be useful to include a Bee Research Station under Agricultural Programmes. The Agriculture Department will be in a better position to provide the technical advice.

7. **Agricultural Staff and Extension Training** : Additional agricultural personnel will be required for hill districts on a large scale. Among the additions needed will be an Additional Director of Agriculture, Agricultural Officers of Class I and II and subordinate Agricultural Officers. The numbers in which additional personnel are required will need to be determined more carefully than has yet been done. At this stage a provision of Rs. 52 lakhs is proposed. Account has also to be taken of agricultural personnel included under Community Development.

8. **Land reclamation** : There is scope for reclaiming lands in the valleys for cultivation of wet paddy, specially in Khasi and Jaintia Hills Garo Hills and Mikir Hills. Tentatively, it is proposed to reclaim about 14,000 acres of land, mainly with tractors, about 4,000 acres each in Khasi and Jaintia Hills, Garo Hills and Mikir Hills and about 2,000 acres in Mizo Hills.

9. **Supplies of inputs**: To encourage cultivators in the hill districts to increase the area under improved varieties of crops like paddy, potato, sugarcane, hybrid maize, fruits and vegetables, it is proposed to provide seeds and plants on a subsidized basis, the subsidy being generally 25 percent and 50 percent in the case of fruit plants. It is also proposed to allow for a transport subsidy for transporting seeds for different crops and for transport fertiliser and lime. The tentative rates of subsidy proposed are Rs. 2 per md. for seed of paddy, potato and green manuring seed, hybrid maize and jute and Rs.0.50 per md. of sugarcane cuttings. A total outlay of Rs. 95 lakhs is proposed, Rs. 50 lakhs for improved seeds and plant materials, and Rs. 45 lakhs for fertiliser and other inputs.

10. **Plan protection** : The proposed outlay of Rs. 20 lakhs includes provision for supply of sprayers, dusters and pesticides in the blocks, power sprayers at district headquarters and a stock of power sprayers at Shillong to meet emergency needs in the hill region.

11. **Improved Implements and Agricultural workshops**: Five agricultural workshops are proposed to be set up in the hill districts, including one in the North Cachar hills. These workshops will provide facilities for repair of implements and will work on improvement of implements to suit conditions in different districts. An element of subsidy for supply of improved implements is also envisaged. Power tillers may be made available on hire purchase terms in some of the areas. The agricultural workshops will be located along with the Development Institutes.

12. **Godowns** : At present there are four district and sub divisional level godowns for seeds and fertilizers in the Khasi and Jaintia Hills and two in Mikir and North Cachar Hills. It is proposed to set up one district level and one sub divisional level godown in Mizo Hills and one district godown in Garo Hills. Godowns for seeds and fertilizers have also to be provided in the blocks and central points for group of villages.

13. **Demonstration plots in farmers fields** : This scheme is intended to promote improved practices pertaining to settled cultivation, specially in valley lands and intensive agricultural areas.

14. **Marketing organization** : It was thought at first that for promoting cash crops in the Hill districts it might be desirable to set up a cash Crops Development Corporation. Since provision has been made separately for supply of plant materials and other inputs, it appears best to strengthen arrangements for the marketing of cash crops along with developmental measures. What form this

should take has to be worked out. In the programme for co-operative development there is a proposal for setting up a Co-operative Development Society for Hill districts with branches in the districts. The details for the scheme will have to be worked out by the Agriculture and Co-operative Department, keeping in view the complementary nature of the agriculture and co- operation programmes.

15. **Land Records and Village Revenue Administration** : It is proposed to set up a Revenue Oraganisation under the District Councils for building up an adequate system of land records and revenue collections. The details of the organisation and the system would have to be worked out. At present very little information is available concerning areas or categories of land classification. The existing system of fees charged by District Councils for lands allotted for settled cultivation has also to be reorganized.

Allocations are shown in the accompanying statement :

(1) AGRICULTURAL PRODUCTION**(Rs. In lakhs)**

Head	Total	Khasi and Jaintia Hills	Mizo Hills	Garo Hills	Mikir and North Cachar Hills	Common Outlays
1	2	3	4	5	6	7
1. Land use survey	10.00	-	-	-	-	10.00
2. Agricultural	36.00	10.00	6.00	6.00	6.00	8.00
3. Seed farms	43.00	12.00	3.00	3.00	25.00	-
4. Progeny orchards and nurseries	14.00	5.00	1.75	4.00	3.25	-
5. Research Station for maize	3.00	1.50	-	1.50	-	-
6. Bee researcg station	2.00	-	-	-	-	2.00
7. Agricultural Staff and extension training	-	52.00	15.00	9.00	9.00	10.00
8. Supplies of agricultural inputes--						
(a) Improved seeds, plants,grafts,etc.and seed multiplication	50.00	15.00	10.00	10.00	15.00	-
(b) Fertilizer, town compost, green manures,etc.	45.00	25.00	6.00	6.00	8.00	-
9. Land reclamation	30.00	8.00	6.00	8.00	8.00	-
10.Plant protection	20.00	4.80	3.90	3.90	3.60	3.80
11.Improved implements and agricultural workshops	22.00	6.00	5.00	5.00	6.00	-
12.Godowns	30.50	9.50	7.50	6.50	7.00	-
13.Demonstration plots in farmers' fields	15.00	5.00	2.50	3.75	3.75	-
14.Marketing organisation for horticulture and other cash crops	20.00	-	-	-	-	20.00
15.Land records and village revenue administration	20.00	-	-	-	-	20.00
16.Crop competitions, etc.	8.50	2.50	2.00	2.00	2.00	-
Total	369.00	156.30	68.65	68.65	96.60	73.80

(2)—**Minor Irrigation** (Rs. 2.00 lakhs)

The Flood Control and Irrigation Department have proposed 31 irrigation schemes in the K & J. Hills, Mikir and North Cachar Hills and Garo Hills at an estimated cost of Rs.134.26 lakhs. A spill-over of Rs. 15.11 lakhs is indicated for Third Plan schemes already under execution. A provision of Rs. 150 lakhs is proposed of which Rs. 130 Lakhs may be for districts named above and Rs. 20 lakhs for schemes to be prepared after investigation in the Mizo Hills. Phasing of schemes proposed by the Flood Control and Irrigation Department should be examined further to ensure that the schemes which are taken up are completed during the Fourth Plan period, leaving over only the minimum spill-over for the Fifth Plan. The Agriculture Department envisage a total irrigation of 100,000 acres—40,000 acres in K & J Hills, 30,000 acres in Garo Hills, 20,000 acres in Mikir and North Cachar Hills and 10,000 in Mizo Hills. The locations should be surveyed and specific schemes worked out. These schemes will form part of Block programmes to be executed at the local level.

(3)—**Soil Conservation** (Rs. 200 lakhs)

The conservation programme embodies a number of new proposal which have emerged from the tour of the joint Study Team. These proposals have, however, to be given concrete shape through preliminary surveys in different districts. The personal needed have also to be built up and trained. The programme for soil conservation is therefore, tentative. The outlay is provisionally broken up as follows:

	(Rs. In Lakhs)
1. Staff, training, extension and demonstration(including building etc.)	- 75
2. Land development, including terracing, drainage, etc.	- 40
3. Reforestation in project areas	- 20
4. Improved Jhuming and extension	- 25
5. Pasture development	- 15
6. Development of cash crops	- 25
	<hr/>
Total :	200

(4) **Forests** (Rs. 100 lakhs)

Of the outlay of Rs. 100 lakhs, Rs. 60 lakhs are for District Council forests and Rs. 40 lakhs for State forests to be developed as part of the plan for the hill region. Detailed breakdowns have been worked out by the State Forest Department by districts and by categories of expenditure and works. Break downs for individual districts will have to be considered further in consultation with the District Councils. It is envisaged that a Conservator of Forests will be appointed for the hill region and programme for District Council forests will be framed and implemented under his technical guidance. Funds will have to be provided to District Councils for expenditure specifically on programmes approved under the plan of development for the hill region.

(5) Animal Husbandry and Dairying (Rs. 95 lakhs)

The programme for animal husbandry and dairying has been worked out in considerable detail, including manpower requirements and break downs by programmes and schemes and by districts. The outlay comprises—

	<u>Rs. Lakhs</u>
1. Strengthening and development of veterinary facilities	- 21.00
2. Cattle development	- 49.30
3. Poultry development	- 34.30
4. Piggery development	- 20.15
5. Sheep and goat development	- 9.00
6. Feed and fodder development	- 12.25
7. Administration, education, training and research	- 10.00
8. Condensed milk factory and creamery and ghee-making centre -	39.00
Total :	195.00

(6) Fisheries (Rs. 25 lakhs)

Possibilities of fisheries development in the hill districts have to be explored through special surveys. A beginning has been made during the Third Plan. The following is a tentative break down of the outlay proposed :

	<u>Rs. Lakhs</u>
1. Administration	- 1.50
2. Training, survey and research	- 5.00
3. Fish seed production and fish farming	- 6.00
4. Assistance to fishery co-operative societies and to fish culturists -	5.00
5. Development of beel and reservoir fisheries	- 6.00
6. Development of hill stream fisheries	- 1.50
Total:	25.00

II – CO- OPERATION AND COMMUNITY DEVELOPMENT

(1) Co-operation (Rs. 100 lakhs)

In view of extremely meager development in the past, development of the co-operative structure in the hill region has to be somewhat exploratory. It is envisaged that a Co-operative Development Society will be established to serve the hill region as a whole, specially in marketing and distribution of supplies. Each district needs a co-operative marketing society or, in the alternative, a district branch of the regional society. Within individual districts, having regard to the existing market centres, there is need for primary marketing societies or, in the alternative, for branches of the district marketing societies. On the side of credit, it is necessary to establish service co-operatives for groups of villages. These have to be affiliated, for marketing and supplies, to the primary marketing societies. Other schemes in the co-operative sector include the setting up of a cold storage plant, labours co-operatives, co-operative farming, etc. In the hill districts, the organisation for marketing and distribution, though co-operative in form and substance, cannot easily be built up from below from the primary level. Hence, after the Co-operative Development Society for the hill region is established, much initiative will need to be taken by it. The following is a tentative distribution of outlays, to be revised as plans are worked out in more precise detail.

	Rs. In lakhs
1. Administration, training and education	- 5
2. Co-operative Development Society for hill region	- 20
3. District Marketing Co-operative Societies or Branches	- 20
4. Primary Marketing Societies	- 20
5. Service Co-operatives	- 20
6. Cold storage plant	- 5
7. Other schemes	- 10
Total -	100

(2) Community Development (Rs. 455 lakhs) and Tribal Development Blocks (Rs. 540 lakhs)

There are at present 42 Development Blocks in the hill districts. It is proposed to increase this number by 12 and also to create one sub-Block, as follows—

<u>Name of Hills</u>	<u>No. of existing Blocks</u>	<u>Additional Blocks</u>	<u>Total</u>
Khasi and Jaintia Hills	13	3	16
Mizo Hills	9	4	13
Garo Hills	11	2	13
Mikir and North Cachar Hills	9	3+1	12+1

The requirements of funds are calculated on the basis that from the Community Development budget each Block will receive Rs.1 lakh per year in addition to provision for staff in terms of the first stage. Each Community Development Block will also be a Tribal Development Block. Under this head a provision of Rs.10 lakhs per Block is assumed for the Fourth Plan period. On this basis of the provision are required for 1966-67 and for the Fourth Plan in accordance with the following statement prepared by the community Development Department, Assam.

Outlay required	C. D.		T. D.	
	1966-67	Fourth Plan	1966-67	Fourth Plan
Khasi and Jaintia Hills	32.45	139.41	32.00	160.00
Mizo Hills	27.65	109.37	26.00	130.00
Garo Hills	24.14	105.86	26.00	130.00
Mikir and North Cachar Hills	24.38	100.01	24.00	120.00
Total	108.62	454.65	108.00	540.00

In the statement of Proposed outlays, a provision of Rs. 455 lakhs is shown under Community Development and of Rs. 540 lakhs under Tribal Welfare.

III – IRRIGATION AND POWER

Power (Rs. 213 lakhs)

Establishment of generating capacity and construction of the main transmission lines have to form part of the State Electricity Board's overall plan for the state. It is not possible to show these schemes in the specific development plans of the hill districts. However, it is essential that the State Electricity Board should formulate both long-term and short-term plans for the extension of electricity to the hill districts. This has not yet been done. The provision of Rs.213 lakhs under power, which is shown as a regional outlay, comprises the following schemes:

Mizo Hills	Rs. lakhs
1. Extension of 66 Kv line from Badarpur to Aijal with substations.	- 100.00
2. Electrification of Lungleh by extension of the line from Aijal	- 80.00
Total	- 180.00

Garo Hills	Rs. lakhs
1. Extension of feeder line upto Dainadubi from the Nangal bibra-Goalpara 66 Kv line for the proposed fruit processing plant.	10.00

Mikir and North Cachar Hills—		Rs. lakhs
1. Electrification of Diphu town by drawing from Namrup grid.	}	16.10
2. Electrification of Haflong town by extension of the transmission line from Badarpur.		
Khasi and Jaintia Hills—		
1. Supply of power to villages and industrial units lying along the main transmission lines.		6.50

The hill areas plans could provide for rural electrification and local transmission related to the overall plan of power development drawn up by the State Electricity Board and included in the State Plan. In the nature of things, the financial estimates for Power shown in the statement of outlays is provisional and incomplete. An important issue to be resolved by the State Government and the State Electricity Board concerns the items of expenditure which can be legitimately changed to plans financed under Article 275.

IV – INDUSTRIES

Rural : Small and Processing Industries (Rs.200 Lakhs)

Major industrial projects have to form part of the State Plan. Smaller schemes based on processing of local resources as well as proposals for survey and organisation will fall within the hill areas plan. Thus, schemes such as the cement factory at Bokajan or in the Garo hills or a low temperature carbonization based on coal deposits at Cherrapunji will belong to the first category.

It is proposed that each of the districts should have a Rural Industries Project for which the necessary provision should be made clearly in the hill areas plan. The tentative provision for rural industries Projects is Rs. 98 lakhs and is divided as follows :

Mizo Hills—		Rs. lakhs
1. Aijal	-	18.00
2. Lungleh	-	10.00
3. Garo Hills	-	20.00
4. Mikir and North Cachar Hills	-	20.00
Khasi and Jaintia Hills—		
1. Khasi Hills	-	20.00
2. Jaintia Hills	-	10.00

Many small processing units based on agriculture, animal husbandry and forest projects could conveniently form part of Rural Industries Projects. For processing units not so financed and units or small scale industries whose feasibility may be established by surveys and investigations, a further provision of Rs. 40 lakhs is proposed. The State Industries Department has prepared the following tentative list of schemes for further examination.

(a)—Processing Units

Estimated cost (Rs. lakhs)

Garo Hills—

1. Decorative textile production centre (spillover)	-	2
2. Castor seed crushing units (spillover)	-	3
3. Strengthening of cotton ginning factory	-	3
4. Saw milling, timber treatment and seasoning mechanised carpentry unit.	-	5

Mikir and North Cachar Hills –

1. Saw milling, timber treatment and seasoning mechanised carpentry unit	-	5
2. Strengthening of cotton ginning factory	-	1
3. Fruit preservation factory	-	4

Khasi and Jaintia Hills –

1. Lime making plant at Umkiang	-	5
2. Dehydration plant for ginger	-	3
3. Common facility centre blacksmithy	-	10
4. Industrial estate	-	4

*(b)—Training and Workshops***Mizo Hills—**

1. Training-cum-Production Centre at Lungleh(spillover)	-	2
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Khasi and Jaintia Hills

2. Multi-purpose service workshop at Jowai	-	3
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A provision of Rs.12 lakhs is envisaged for surveys and training and for strengthening technical staff. The assistance of the Central Small Industries Organisation is propose to be obtained for the purpose of carrying out surveys. It is proposed that a Small Industries Development Corporation for hill areas should be constituted for the purpose of promoting small industries, for aiding selected enterprises and for providing other facilities. The Corporation would function in the hill region and would be distinct from the existing Assam Small Industries Development Corporation.

For developing small industries, special attention has to be given to the creation of the infrastructure, particularly transport facilities, provision of power and training of skilled workers. These aspects have to be looked at together for each hill district.

V—TRANSPORT AND COMMUNICATIONS**(1) Roads (Rs.25 crores)**

The road development plan for the hill districts has been drawn up in considerable detail. In the statements appended, specific proposals relating to each district are set out.

The programme involves completion of spillover schemes costing Rs. 5 crores and, against a financial provision of Rs.20 crores for new roads, a physical programme costing Rs.25 crores has to be a little larger so as to ensure continuity in construction beyond the Fourth plan. Manpower

requirements have been worked out. Requirements for tools; plant and machinery have also been worked out. The Central Roads Organisation will have to assist in purchasing equipment.

It would be necessary to provide for an Additional Chief Engineer exclusively for the hill districts.

The physical programme to be taken in hand is summarized below. Specific roads and road sections and other relevant details have been worked out. Local authorities have also been consulted.

A. Spillover schemes from the Third Plan and Third Finance Commission's allocation for roads.

District	Rs. In lakhs	
	Outlay 1966-71	Outlay 1966-67
Khasi and Jaintia Hills	100	180
Mizo Hills	200	
Garro Hills	100	
Mikir and North Cachar Hills	100	
Total :		500

B. Improvement, metalling and surfacing of existing PWD. Roads

(1) STATE HIGHWAYS

District	Number of Roads	Miles	Outlay 1966-71	Outlay 1966-71
Khasi and Jaintia Hills	2	88	70.00	3.00
Mizo Hills	-	-	-	-
Garro Hills	2	172	45.00	5.00
Mikir and North Cachar Hills	2	106	178.00	15.00
	6	366	913.00	23.00

(2) MAJOR DISTRICT ROADS

(Rs. lakhs)

District	Number of roads	Miles	Outlay 1966-71	Outlay 1966-67
Khasi and Jaintia Hills	3	134	80.00	10.00
Mizo Hills	-	-	-	-
Garro Hills	3	186	113.00	15.00
Mikir and North Cachar Hills	2	45	10.00	-
	8	365	203.00	25.00

(3) OTHER DISTRICT ROADS

District	Number of roads	Miles 1966-71	Outlay 1966-71	Outlay 1966-67
Khasi and Jaintia Hills	5	123	52.00	-
Mizo Hills	8	277	76.00	-
Garó Hills	2	52	23.00	-
Mikir and North Cachar Hills	4	89	17.00	2.00
	19	541	168.00	2.00

(4) P.W.D. FEEDER ROADS

District	Number of roads	Miles	Outlay 1966-71	Outlay 1966-67
Khasi and Jaintia Hills	5	47*	78.00	7.00
Mizo Hills	4	54	28.00	-
Garó Hills	7	102	38.00	1.00
Mikir and North Cachar Hills	6	83	30.00	2.00
	22	286	174.00	10.00

* Town roads in Shillong, Jowai and Cherrapunji are also provided for within the outlay proposed.

C. CONSTRUCTION OF MAJOR BRIDGES**Rs. Lakhs**

District	Outlay 1966-71	Outlay 1966-67	
Khasi and Jaintia Hills	7.00	-	Mizo
Hills	41.00	-	
Garó Hills	90.00	5.00	
Mikir and North Cachar Hills	20.00	-	
	158.00	5.00	

(2) Roads Transport (Rs.100 lakhs)

The proposed outlay includes about Rs. 50 lakhs for road transport services organised or sponsored by District Councils and about Rs.50 lakhs for subsidising road transport operation. The cost of transport in the hill districts has to be brought down as much as possible. This could be achieved through such measures as subsidising the capital cost of vehicles and reducing taxation. Over and above this, some element of subsidy may have to be provided for supplies of foodgrains and other essential commodities to the remoter areas. Detailed proposals will have to be worked out.

(3) Inland Water Transport (Rs.50 lakhs)

The provision in the hill areas plan is for surveys and pilot projects on the Kolodyne, Daleswari and Barak rivers. For such major works as may be decided upon, provision will be made in the plan of the Ministry of Transport at the Centre. More specially, proposals of the Director of I.W.T., Assam for the Fourth Plan relate to—

	Rs.lakhs
1. Subdivision in Mizo Hills	- 7.74
2. Hydrographic and traffic survey of river Bank	- 0.50
3. Kolodyne navigational scheme	- 16.76
4. Daleswari-Katakhal navigational scheme	- 25.00

(VI) SOCIAL SERVICES

(1) Education (Rs.656 lakhs)

Plans have been worked out district by district and for each branch of education in terms of priorities indicated by the Joint Study Team. However, a further discussion with the State Director of Education is considered necessary before indicating sub-allocation and physical Programmes.

The allocations include Rs. 10 lakhs towards the Hill University and Rs. 20 lakhs for establishing technical courses in Secondary Schools. Of the balance Rs.86 lakhs are shown as common outlays and Rs.160 lakhs are for K. & J.Hill, Rs. 135 lakhs for Mizo Hills, Rs.125 lakhs and Rs.120 lakhs for Mikir and North Cachar Hills.

(2) Technical Education (Rs. 80 lakhs)

The principal schemes are :-

	Rs. lakhs
1. Establishment of Shillong Polytechnic development and expansion	- 34.00
2. Establishment of a Polytechnic at Aijal	- 18.00
3. Establishment of a Girls' Polytechnic at Shillong	- 8.00
4. Reservation and Scholarships and provision of hostel facilities at existing technical and professional institutions including diploma and degree.	- 18.00
5. Training of teachers for technical courses	- 2.00

(3) Craftsmen's Training and Rural Vocational Centres
(Rs. 400 Lakhs)

1. Craftsmen's training	-	25.00
2. Scholarships and stipends	-	5.00
3. Rural pre-vocational and vocational centres	-	10.00

(4) Health (400 Lakhs)

Plans have been drawn up district by district and for different programmes in terms of priorities proposed by the Joint Study Team. However, before indicating special allocations and physical programmes, a discussion with the State Director of Health is considered necessary.

Of the outlay of Rs. 400lakhs, the allocations for districts are Rs.75 lakhs each for K. & J Hills and Mikir and North Cachar Hills and Rs. 70 lakhs each for Mizo Hills and Garo Hills. The outlay of Rs.110 lakhs for the hill region as a whole includes, among others, provision for small-pox eradication, malaria eradication and family planning.

(5) Water Supply (Rs. 300 lakhs)

The programme for water supply has been worked out in considerable detail, both for urban and rural water supply and district by district. The following are the allocations proposed tentatively, but further consideration is necessary.

	Total	K. & J.Hills	Mizo Hills	Garo Hills	Mikir & N.C.Hills	(Rs. lakhs) Common outlay
Urban	125.00	30.00	24.00	37.50	33.50	-
Rural	160.00	67.00	45.00	9.50	38.50	-
Investigation	15.00	3.00	6.00	3.00	3.00	-
Total:	300.00	100.00	75.00	50.00	75.00	-

(6) Tribal Welfare (Rs. 640 lakhs)

The breakdown of this allocation is as follows :-

	Rs. Lakhs
1. Tribal Development blocks	-
2. Development Institutes	540.00
3. Post-matric scholarships	30.00
	70.00
	<hr/>
	640.00

(7) **Social Welfare** (Rs. 20 lakhs)

The allocation is intended for assisting voluntary organizations. It is also proposed that an Advisory Social Welfare Board for the hill region should be constituted. For the State and local component of family and child welfare projects approved for the Fourth Plan the necessary provision has to be found from within the allotments made in the programmes for Tribal Development Blocks.

(8) **Housing** (Rs. 50 lakhs)

Two schemes are proposed – one for low income housing in towns (Rs.25 lakhs) and the other for regrouping village hamlets in projects areas taken up under the composite agriculture and soil conservation programmes.

VII. **Miscellaneous** (Rs. 50 Lakhs)

This amount is provided to assist District Councils and Town Area Committees in strengthening their organisation.

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ANNEXURE I

**Composition of the Joint Centre—State Study Team
for the Hill Areas of Assam which visited
the Mizo Hills from January 12
to 19,1966**

Centre

1. Shri Tarlok Singh, Member, Planning Commission.
2. Shri K.P. Sagreiya, Senior Specialist (Forest Resources), Planning Commission.
3. Shri O.K. Moorthy, Officer on Special Duty, Department of Social Security.
4. Shri S.L. Katyal, Deputy Hill Development Adviser (Agriculture), Indian Council of Agricultural Research, New Delhi.
5. Shri A.C.Mathur, Deputy Hill Development Adviser (Animal Husbandry), Indian Council of Agricultural Research, New Delhi.
6. Shri H. Prasad, Under Secretary, Department of Co-operation, New Delhi.

Special Invitee

7. Professor Nirmal Kumar Bose, Formerly Anthropological Adviser to the Government of India, Calcutta.

State

8. Shri E.H. Pakyntein, Secretary, Planning and Development.
9. Shri D. Das, Commissioner of Agriculture Production.
10. Shri B.N. Das, Deputy Secretary, T.A. & W.B.C. Department.
11. Shri B.K. Bhuyan, Secretary, Dev. (P & C.D) Department.
12. Shri H. Ahmed, Additional Chief Engineer, P.W.D.
13. Shri P.S. Mazumdar, Director of Agriculture.
14. Shri M.C. Jacob, Director of soil Conservation.
15. Shri S.C. Rajkhowa, Director of Public Instruction.
16. Shri K.K. Gogoi, Director of Inland Water Transport.
17. Shru K.B. Guha, Public Health Engineer.
18. Shri D. R.Dutta, Joint Director of Industries.
19. Shri H.Rahman, Director of National Employment Service.
20. Shri R.N.Hazarika, Director of Animal Husbandry and Veterinary.
21. Shri A. P. Sarwan, Director of C.D. and Panchayat.
22. Shri P.Sarma, Deputy Chief Engineer.

**Composition of the Joint Centre –State Study Team for the
Hill Areas of Assam which visited the Garo Hills,
the Mikir and North Cachar Hills and the
Khasi and Jaintia Hills, from February
19 to March 4,1966**

Centre

1. Shri Tarlok Singh, Member, Planning Commission.
2. Shri K.P. Sagreiya, Senior Specialist (Forest Resources) Planning Commission.
3. Shri O.K. Moorthy, Officer on Special duty, Department of Social Security.
4. Shri S. L. Katyal, Deputy Hill Development Adviser (Agriculture), Indian Council of Agricultural Research, New Delhi.
5. Shri A.C.Mathur, Deputy Hill Development Adviser (A.H.), Indian Council of Agricultural Research, New Delhi.
6. Shri H. Prasad, Under Secretary, Department of Co-operation, New Delhi.
7. Shri P. D. Kulkarni, Joint Director (Social Planning), Planning Commission.
8. Shri J. D. Verma, Joint Director, Small Scale Industries, Ministry of Industry.

Special Invitee

9. Professor Nirmal Kumar Bose, Formerly Anthropological Adviser to the Government of India, Calcutta.

State

10. Shri E.H. Pakyntein, Secretary, Planning and Development .
11. Shri D.Das, Commissioner of Agriculture Production.
12. Shri Ramesh Chandra, Secretary, T.A. & W.B.C.
13. Shri B.K.Bhuyan, Secretary, Panchayat and Community Development.
14. Shri M.Ahmed, Secretary, Department of Agriculture.
15. Shri A. P. Sarwan, Director of Panchayat and Community Development.
16. Shri A.K. Roy, Registrar of Co-operative Societies.
17. Shri H. Ahmed, Additional Chief Engineer P.W.D. to be replaced by Shri A. Rashid, Additional Chief Engineer, at Diphu.
18. Shri P.Sarma, Deputy Chief Engineer.
19. Shri M.C. Jacob, Director, Soil Conservation.
20. Shri S.C. Rajkhowa, Director of Public Instruction.
21. Shri K.B. Guha, Public Health Engineer.
22. Shri S K. Baruah, Director of Technical Education.
23. Dr. A.B. Roy, Director of Health Services.
24. Shri R.N. Hazarika, Director of Animal Husbandry and Veterinary.
25. Shri A. D. Adhikari, Director of Industries.
26. Shri P. Baruah, Chief Conservator of Forests.
27. Shri H. Rahman, Director of National Employment Services and Training.
28. Shri S. N. Bhuyan, Deputy Director of Fisheries.
29. Shri H. Tham, Joint Registrar of Co-operative Societies.
30. Shri S. K. Talukdar, Assistant Director of Training.
31. Shri K. M. Roy, Assistant Development Commissioner (Hills) (from Haflong only).

ANNEXURE II
Copy of letter No. PC/M(A&T)/14/66, dated January 25,
1966, from Shri Tarlok Singh to Shri B.P. Chaliha,
Chief Minister, Assam, Shillong.

I am glad I had the opportunity on January 22 to explain briefly some of the impressions formed during the visit of the Joint Centre-State Study Team to the Mizo Hills District from January 12 to 19 and to mention a few matters on which early action would be of great help.

2. As you know, we had agreed that the Joint Centre-State Study Team should first visit the Mizo Hills District in January and then proceed to the other three Hills Districts in February. The second tour has been arranged for the period, February 13 to February 24. In the next team it will be useful to add one or two officers dealing with health and medical problems- perhaps one from the state and the second from the Ministry of Health.

3. The visit to the Mizo Hills District enabled us to understand a wide range of problems affecting the district and to see, as it were, at a glance, the links between technical, economic and human and social aspects of development. In the near future the team hopes to send a detailed report outlining its recommendations in terms of which both the Annual Plan for 1966-67 and the Fourth Five Year Plan could be suitably adapted. I shall try also to send an advance summary.

4. An outstanding impression which we formed was that, until the latter part of the Third Five Year Plan, too little had been done in the district by way of development and the people had been in fact far too isolated from the rest of Assam as well as from the rest of the country. The second impression was that while the problems were quite formidable and would take time, it was possible to solve them and to achieve substantial progress during the Fourth Plan. The people of the Mizo Hills are intelligent and quick to learn. Given opportunities, they will advance rapidly and will be willing to respond fully. They are, of course, proud and self-conscious and many of them have a feeling of neglect in past. At the same time, from the discussion we had, we came to feel that the institutions and leadership in the district could be harnessed successfully to developmental work. In the village their will be willingness to work for development to a considerable extent on the basis of self-help and community effort. These fit well into the structure and past traditions of the people of the Mizo Hills Districts. However, it is necessary to take special steps to create confidence in the determination of the Government to help the people of the district to solve their basic technical and economic problems and to implement the plans effectively and with speed.

5. If the steps listed below could be taken in the near future, the base for action among the people of the hill districts of Assam would be greatly strengthened :-

1. The problems of hill districts are significantly different from those of the other parts of Assam. It would, therefore, be desirable forthwith to constitute a Planning Board for the Assam Hill Region. The Board should be presided over by the Chief Minister. In addition to any Ministers from the Assam Government whose inclusion might be specially helpful, it would be useful if the Board could include a few prominent non-officials from the hill districts. The announcement of a decision to constitute such a Board could be made without waiting for the Pataskar Commission's Report.
2. The appointment of a Development Commissioner for the Assam Hill Region would be eminently desirable. This officer could also serve as the Secretary to the Planning Board for the Region.

3. It is proposed to set up two Agricultural Development Institutes. One of these will be for the Lushai Hills and the other for the Garo Hills, Mikir Hills and North Cachar and Khasi and Jaintia Hills, with perhaps one or two sub-centres to study the special problems of cultivation peculiar to certain areas. Each agricultural Development institute is intended to provide for a team of specialists, for instance, in agriculture, animal husbandry, soil conservation, forests, processing industries, education and co-operation. There will also be need for specialists in cultural anthropology, economics and geography. The details would have to be worked out. The intention is that the personnel at the Agricultural Development Institutes should devote themselves continuously to the study of specific problems and to finding practical solution for them. In particular, the institutes would try to evolve patterns for future agricultural development, including improved methods of shifting cultivation. Both official and non-official workers would be trained in the institutes. Provision for financing the Institutes is being made at the Centre under Department of Social Security.

The two Institutes will have a very vital role in the future development of Assam Hill Region. The choice of Directors for these Institutes has to be made with special care.

4. Work in the Hill districts requires special aptitude and orientation on the part of Government personal. The officers should be able to get close to the tribal people, feel a sense of identification with them and wish earnestly to work for their welfare as an important objective in itself. Therefore, it is necessary to form sizeable sub-cadres within each of the State technical cadres for work among the hill districts, e.g. for agriculture, forests, animal husbandry, co-operation, medical, education and engineering. At the Annual Plan discussion in December it was agreed that such sub-cadres should be constituted by the State Government and that from the Department of Social Security, on the basis of 75 per cent grant, funds should be provided for the Fourth Plan to the State Government. The decision to form such sub-cadres has to be taken in near future, so that further details could be worked out.
5. Heads of Departments in the States have many pre-occupations and cannot devote sufficient attention to understanding and following up the problems of the hill districts. It is therefore, necessary that, working along with the Development Commissioner for the Assam Hill Region, there should be senior technical officer from different departments from the region as a whole. They should be frequently visiting the hill districts, supervising and guiding local officials and endeavouring to bring the resources of each department to bear on the problems of these districts. These technical officers may be designated as Additional Directors of their appropriate Departments. Provision has been made in the Fourth Plan under the Department of Social Security to assist the State Government on the basis of 75 per cent grant towards the expenditures involved.
6. When the Community Development Programme and later the Tribal Development Blocks were introduced in the hill districts, they were kept outside the purview of District Councils. This was unfortunate. Whatever may have been the reasons in the past, it is essential that there should now be a unified structure for most aspects of development administration in the hill districts. In other words, the District Council, the Blocks and the village Council, should form an integrated whole. Such an arrangement will call for some changes of a legislative nature. It will also call for measures to equip the Districts Council with technical officers of the necessary calibre. These will have to be made available on deputation. The reorganization of district development administration along these lines will go a long way to create the belief that the Government wishes to make the fullest use of local leadership and local institutions for speedy development.
7. In the Mizo Hills Districts the existing Development Blocks are too large, running into 900 sq. miles or more. On account of the configuration of the land and the fact that the mountain ranges run from north to south, communications and extension work are extremely difficult.

It is, therefore, necessary to redemarcate the existing Community Development-cum-Tribal Development Blocks. In the process the number of Blocks will increase to some extent. This will help developmental work. It would be desirable for the Government to take a decision in principle in favour of such redemarcation, so that details could be worked out systematically.

8. One of the main lessons one learns from the hill districts is that few schemes can be applied exactly in the manner envisaged. It is essential to provide for a great deal of flexibility and adaptation. Many of the existing rules and concepts are not suitable in themselves and at all levels it is necessary to encourage fresh thinking and readiness to make changes. As long as the essential object in view is served, changes in form and detail should be freely permitted. The less such matters have to be referred to Shillong the better. Therefore, within the general scheme laid down by the Planning Board for the Assam Hill Region and the State Government, it would be desirable to confer substantial administrative, financial and technical powers upon district officials from different departments serving in the hill districts. If a view in principle could be taken along these lines, details could be worked out.

6. While a fuller picture will be available after the Joint Study Team has completed the tour of all hill districts, the suggestions outlined above are likely to be confirmed by such further study as we may undertake. Earnest and speedy implementation will go a considerable distance in bringing about the right outlook and response amongst the people of the hill districts as well as among officials at different levels. It would be good if, to the maximum extent possible, decisions along these lines could be taken at an early date.

ANNEXURE III
Address by Shri Tarlok Singh, Member, Planning Commission,
to Members of the Assam Legislative Assembly
at 3-30 p.m. on March 3, 1966 on the
problems of development of the
hill districts of Assam

Mr. Speaker, Mr. Chief Minister and Friends,

I would like first to express my deep gratitude to you and to the speaker for his opportunity to make what might be called a 'Preliminary Report' to you on the tour which the Study Team constituted jointly by the Centre and the State has just completed. The Study Team was brought into being at the suggestion of the Chief Minister who, as you know, has been greatly concerned about measures to accelerate development in the hill districts. The Chief minister also felt that the conclusion of the tour opportunity should be taken to make a general submission to the Members of the Assam Legislative Assembly. The study Team consisted, in the main, of officers of the Assam Government, several Secretaries and most of the Heads of Departments. It also includes a number of officers from the Centre, from the Planning Commission and the Ministries of Food and Agriculture, Social Welfare and Co-operation and Industry. I myself felt greatly absorbed in this important problem and therefore welcomed the opportunity. At my request, a distinguished scholar, Professor Nirmal Kumar Bose, who was formerly Director of the Anthropological Survey of India and whose association with Gandhiji will be known to many, has also been with us throughout the tour. We spent about two weeks visiting the Garo Hills District, the North Cachar Hills and parts of the Khasi and Jaintia Hills District, we had discussions in considerable detail with officials and with members of the District Council from Mikir hills and in that manner covered the ground to a considerable extent.

As you know, autonomous districts have nearly half the Area of Assam though, in population, they account for about 11 per cent of the total population. General statistics often cited about revenue, extent of road mileage, extent of literacy and so on do not quite bring out of the nature of the problems of development which these districts are confronted with. It is true that increasing efforts have been made by the State Government during the three plans to give attention to the special problems of these districts. But it will be doing no injustice either to the Centre or to the State to admit that so far even the surface of the problems of development has not been scratched. It is true that in many directions earnest efforts have been made to open up these districts, to expand education and to bring social services to the people. But the size of the problem and its nature are both complex and enormous. Although our own tour and the discussion which we had were fairly exhaustive. I think we also cannot claim to have gained more than a preliminary understanding of the problems of these areas. It is only when one cannot get off the road and go far into the interior that the nature of the tasks to be undertaken can become fully known. Perhaps I should say that in trying to understand the economic and social problems of the autonomous districts, there are five principal factors around which we may organize our experience and our thinking.

First comes the geography, the terrain, the topography, the resources which nature provides - land, forests and others - and what the hand of man does or fails to do to utilize these resources. It is quite extraordinary how even within the same district from the geographical and physical angle, the situation changes from area to area. Along with geography, we have to consider the people, their occupations, their skills, their social structure, the land tenure system and other aspects. We learnt something about the institutions and the social characteristics of different groups of living in these districts. But necessarily, what we learnt during our brief period, added to what we could read, would be inadequate. Whether it is in the more advanced areas or in the less advanced, ultimately it is the people who have to be transformed and who have to undertake the tasks of development. In our view, there is need for all of us to know much more about the people, to understand their cultural and other traditions and to study the problem of changes and adaptation and the human and social as well as the economic and other aspects.

Next to geography and the people, the aspects which strikes one most is that of transport and communications. Here, compared to the policy of isolation and studied neglect which was followed during the period of British administration, which has been done over the past decade or more is creditable and significant. But considering everything, it has been very meager. In fact, as transport and communication develop, in turn the need for them increase still more. Expectation are roused and have to be met and later, even more than the size of the transport development that is undertaken, the manner and quality of implementation become extremely important. The fourth aspects which may be mentioned is that of markets and outlets. Over the years, and specially as a result of our plans, although far from fully integrated, our national economy as a whole is becoming more and more linked and unified economy. In these districts, as one would expect, there are important elements of isolation. Therefore, in undertaking development one needs to look in a purposeful way for possible outlets for the products of the area and the links between the economy of each of these areas and the wider economy for which, in an overall sense, these hill districts remain at the fringe.

Lastly, in these areas it is not possible to think of problems of development without at the same time realising that over the greater part these areas are deficit in food. Supplies have to come from a considerable distance from outside. The manner in which supplies reach the people, the regularity and efficiency with which they are made available and the price at which they reach them are of paramount importance. Indeed, in any scheme of development that is undertaken in the future, it would be worth while to give a great part of our attention to how the basic needs of the people, specially for food, are to be met. From such information as one was able to gather, there is room here for doing a great deal more and a great deal better.

An aspect which arises from the factors that I have mentioned but which is worth stating at this point is that for at least four or five months in the year both men and women are practically without work. During this period, we find in these areas the more extreme forms of poverty. Yet, as with us in the rest of the country, the slack period and the labour available during this period are a potential asset which we can harness towards the building up the economy of these areas. During the course of our tours and discussion we gave some thought to what should be the strategy of development in these areas. Whatever the strategy, there has to be investment, services have to be provided, people have to be trained and the basic resources have to be developed. But how we address ourselves to these tasks will make a great deal of difference. It has been observed that, with good intentions, as I know, to some extent in other parts of the country as well, schemes have been taken in hand and programmes implemented which did not have or do not have that direct relevance to the problems which represents the real struggles and needs of the people. Else where, the people being somewhat better equipped, to some extent they may be able to correct the deficiencies in our mode of planning and implementation. But here, there is a real danger that unless our plans are well conceived and related directly to what the more important needs of the people are. Instead of doing real good to them, they may only seem an unnecessary burden. This is true of quite a few schemes which are being pursued merely because they become within the general structure of our plans and the manner in which department draw up their proposals. In these areas we found everywhere a good deal of dissatisfaction with community development. I do not think that the real meaning and purpose of community development, which is to enable the people of each area to grapple with their own problems in their own way with whatever technical know-how and resources that the administration can provide has been either fully grasped or put across the people. In the Blocks, because the programmes were not based on a close enough understanding of what the problems were, in many parts of these districts we really do not have at present much to offer that is directly pertinent to the requirements of the area. This does not mean that through the Blocks a certain measure of development has not taken place or assistance not provided. It only means that the task of orienting the plans of development to the needs of the people has yet to be undertaken. Therefore, during the three weeks a very brief period –that we were able to spend help in these districts with all the enormous help that we received everywhere, our Team tried to concentrate as far as we could on the task of what might be described as problem identification and to see how best the solution might be approached. Much more work will be needed before precise solutions can be found. But this did help us to see what the approach and priorities might be.

We felt that in each district something like an area approach was essential. It is in terms of the geographical, social and economic characteristics of different areas that we could best formulate plans for the future. Many of you would be familiar with differing characteristics of areas in these districts.

If I may just give an indication of the kind of district areas that we saw and subject to correction and subject to further study, I would say that in the Mizo district for instance, there might be four different development areas. North of Aijal we have the area on both sides of the Silchar –Aijal Road comprised within the Aijal Saitual and Mamit Blocks. The second area, falling largely within the Champai Block east of Seling – Lungleh Road had a considerable track not yet reached by road. The Hnathial and Serchhip and Lungleh Blocks between themselves constitute the third development area and the Pawi – Lakher Region forms the fourth. Within each area there are considerable portions which have not been effectively reached and indeed can be said to have been neglected to a large extent. The Mizo Hills is a difficult district to develop and, specially, after famine about five years ago associated with the flowering of the bamboo, conditions in the villages in the interior have probably been much more difficult than we might be able fully to appreciate.

In the Garo Hills District, there is the belt south of the Tura range which has in it the problem similar to that of the Mizo District areas, whose main outlet formerly was towards Mymensing. Then there is a western portion which will include all that area from Dalu, Tura, Phulbari and a portion further east which might focus in the direction of Dhubri as an outlet. There is substantial under-developed area to the east which could eventually focus on Goalpara as the outlet. Roughly, we saw these three regions as areas for development.

Mikir hills on the whole mark themselves out as between the eastern and western Mikir hills, but I believe, because of the recent disturbances, considerable difficulty is being faced by people to the extreme east of this district. In the North Cachar hills, where we visited several villages and saw the changing physical environment, we would need different approaches to the development of the eastern hill area and the areas situated in the Diyung Valley and in the Jatinga valley. Here, in the Khasi and Jaintia Hills District, one could certainly distinguish between problems in the 'war' area, in the plateau area, in the Bhoi area and to the far west is the Lyngngam area. Thus, whether we think social services or agriculture or communications more than the customary Bolcks, the development areas to which I have referred will provide the necessary foundation for our planning. It will be of great value first to diagnose the nature of the total technical, economic and human problems with which we are confronted in each area and to devise our programmes and schemes accordingly. There is another important point here, namely, administration of development. We do need to give far greater flexibility and authority to local institution and local officials to make adjustments, to charge the schemes and programmes, and to shift emphasis according to what is required.

With this general background, I shall try to touch rather briefly on a few aspects of development as they struck us.

Everyone agrees that communication are the fundamental thing. Without them no other aspects of development can be undertaken successfully. We felt that however, big a burden it might be, it would be better for us during the Fourth Plan to invest in roads and transport services to the extent of our maximum physical capacity to perform. To that extent, in the subsequent plans it would be possible to do a great deal more in other fields. We found a general complaint that many roads were begun but not finished, that in our road planning, we are not sufficiently systematic, that we did not look at the broad network including the main roads, the feeder roads and the approach roads as a composite system. The responsible engineers of the Assam Government who were in the Team, are fully seized of this matter and are doing a great deal of intensive work. They have gathered data so that our future road planning could avoid some of the difficulties and defects observed in the past. There is a point that I will mention here. The tasks of development are so many and so difficult that it would be essential in every field to find ways not only of getting the best out of the machinery of administration that we have now, but also to strengthen and equip local institutions, specially the

District Council and, through the District Council, to bring the local communities in whatever from they might be organized into the tasks of development. Otherwise feeder roads and approach roads will not be easily constructed.

Next to roads and transport services- here I may mention that we are also given attention to the extension of postal and tele communication facilities- the most important task is the reorientation of the present agricultural economy. Over a considerable area, in these districts, the problem is a composite one. Forests, soil conservation, agriculture, horticulture, development of pastures- all these are really a single, composite problem. We had in our team a number of experienced persons and they tried to assess this problem to see how the forest resources could be best conserved and developed and how improved methods of farming could be introduced and agricultural development organized. Speaking roughly as a layman I would say that in these areas, in which we have this composite problem much more work has to be done on this—the suggestion is that the top of the hills upto roughly 200' all round should be secured for planting trees, for forest growth. In the forest areas under the Districts Councils, with their co-operation and through them, it would be necessary to mark out belts which may be described as protected forests. Further our experts have made a proposals for fire terracing, for contour-wise strip cropping, for combined use of fertilizers and organic manures for improving the yields of jhum lands and getting cultivation, say, for two years at a time, methods of river training and ensuring that no trees are felled within a distance of 100 feet on both side of each stream, and marking out areas of pastures where nutritious grasses could be grown.

In some districts, there is a great deal of thinking going on about the need to bring families together and secure larger village homesteads, so that the various services could be carried to the people. As we saw, this has to be done, but bringing together all isolated homesteads into villages with 40 or 50 families or more would have to follow as a step in pursuit of the kind of agriculture development which I mentioned. We also gave some attention to agricultural implements. This is an enormous field for development, the existing implements being mostly primitive in nature. Agricultural implements will provide a useful basis for future development of small industries in the hill districts. These areas offer considerable opportunity for the development of animal husbandry, poultry, piggery and in some case also fisheries.

One other aspect which draw a great deal of attention in our tour concerned education. Our feeling was that on the whole problem of tribal education our present approach is in many ways inadequate and also inappropriate. Briefly, we have essentially to introduce much more of vocational education and science and mathematics. There are in these districts, as you know, many people anxious to establish "venture" schools "proceeding" schools and so on. A good deal of effort is going in to education, but much of it is not going to give the results which we need and it is not going to give us the trained persons which would be required in future. Similarly, in regard to the education of girls. The proportion of drop outs at various stages is also very high. In the Mikir hills, they told us that a lower primary schools frequently only functions for perhaps half the month, several days in a month are spent in the teacher going a long way to collect his salary and coming back. So, this is an area in which I would suggest that some of the best educationist in the State might get together with the tribal leaders and see how some fundamental changes could be introduced. Education is in fact a most critical area.

Another aspect to which I would like to refer, because it disturbed us a great deal relates to health and medical facilities. Here, the general shortage of doctors and personnel is greatly accentuated in the autonomous areas. For instance, in four of the Blocks in Mizo District which are in Stage I, we found that out of four doctors, for whom sanctions existed, there was none available. Out of four Lady Health Visitors, three posts were vacant; out of four compounders two were not in position. Now this is an extreme case. But elsewhere also this problem came back again and again. It may be an exaggeration. But one of the members of the District Council here this morning made a remark which is worth citing. He described our dispensaries as being a case of bottles without medicines and building without doctors. It may not be so everywhere, but this is the situation presented to us in many places. I would say that it would be worthwhile for a year or two to open very

few new dispensaries, confining these to only to the most outlying areas, to provide for mobile dispensaries and, for the rest, to consolidate and make sure that the facilities we already have are doing the part expected of them. I shall not take more of your time on these various programmes, such as rural water supply, training of personnel, industries and so on. We do need a much more planned approach to the development of processing industries and rural industries. Also, I think a short term plan for taking power to a few key points in these districts is essential—a long term plan can come afterwards. For want of electricity, for nearly two years, the industrial Training Institute is for Aizal is functioning at Silchar with barely fifteen or twenty students from Mizo Districts; similarly with the industrial training institute at Diphu. We have to go beyond the institutions which we are setting up see how, from the earlier stages of education, young men be picked up and enabled to continue there education till they become available as fully trained and prepared personnel. That emphasis the importance of having what might be described as “central schools”

Now, Sir, with your permission, I would like to close by referring to a few problems of planning, administration and organization. It seemed clear to us and, indeed, in recent months in the Planning Commission also your thinking has been in this direction, that for the specialized and arduous work which has to be done in the hill districts; it is necessary to have sub-cadres within various Departments comprising people who would be specially trained and equipped for work in the tribal areas. Considering the difficulties, they should be reasonably compensated by way of such allowances as might be necessary. Just as missionaries in many parts of the country have worked for a life-time and then only reached a position to get close to the people and influence their thinking, in the same way, the public services at all levels have to provide the essential core of developmental personnel to work with local institutions and local leaders who have also to be fully mobilized. This means that, as has also been envisaged by the Government of Assam themselves, District Councils, with whatever further strengthening and reorganization may be necessary, have to become a fully organic part of the scheme and structure of development. At present they stand too far apart. The total job is such that it cannot be handled by officials alone. So, community Development Blocks and the whole apparatus of Government at the ground level has to be strengthened along with whatever further changes that might be required in the working of the District Council system. It also is necessary that the four autonomous districts of Assam should be conceived of as a planning region. There are, of course, problems linking up different districts with different parts of the State from the point of view of economic integration, yet the nature of the essential talks is common to them, though in some cases the emphasis may be different.

So, in our team, we have felt the need for a Development Commissioner for the hill region. He should function, along with the team of high technical officials in the various departments, as the chief executive of the Planning Board for the hill region. It is for the Government of Assam to consider the details of what may best fit the situation. But it is important that the Planning problem should be conceived of in a more composite way, bringing to bear on the plans of these areas the knowledge and appreciation of those from the area itself who are the best acquainted with the problems and facilities readily? Various changes, adaptations and adjustments.

Lastly, I would refer to an important proposal for which, once the idea is fully accepted, the Central Government would gladly find all the resources required. We found that, in many areas, it is necessary to do a great deal of work before the proper answers can be found. There was need for what might be call a Development Institute, with teams of specialized experts working together along with the administration and the local institutions in identifying problems and finding the appropriate solutions. The tasks that I mentioned and many other tasks also, have not yet been successfully tackled in any part of the country. Nowhere else are these tasks of development as difficult as they are in these districts and in the other tribal areas in the northeast region of the country. So, we visualized a Development Institute a kind of “mother-institute”, somewhere in the Khasi and Jaintia Hills District, with distinct but connected Development Institutes in the Mizo Hills, in the Mikir Hills, in the North Cachar Hills and in the Garo Hills. This would bring a body of people together, who will be engaged all the time in seeking the answers needed. The Institute will provide locations where various kinds of personnel, official and non-official, would come for training and different kinds of specialists

will be available. Here I would mention a small point. I think it is extremely important that since for many years, a considerable body of workers in these districts will have to come from outside, they should become completely acclimatized and adjusted to the environment, they should know the language and get close to the people. We found Village Level Workers who were not able to speak the language of the people? Now, it is not possible to do extension work if one is only able to communicate only through a village interpreter.

If I might conclude, I would say that, as a result of our tours and discussions, all of us in this team have come back filled, both with a sense of challenge about the tasks to be undertaken and a sense of confidence that, given the necessary effort and organization, harnessing of the institutions and leadership and efforts to create the necessary feeling of participation, this job can be done. Because the institutions of the people in these districts are based far more on the principle of co-operation and collective action than in many other parts of the country once the people begin to move forward, we believe, that progress may be surprisingly rapid. The people of the district have their handicaps and limitations, but they have very few inhibitions. We believe that under favourable circumstances, they would be able to overcome their present imitations and handicaps fairly quickly. The creation of a favourable environment will play an important psychological as well as operational role. We also realize that the tasks is of such character and dimensions that the Central Government and the State Government will have to work very closely together. In other words, the Centre will have to come forward to do its share and to ensure that whatever plans are drawn up, whatever resources are indicated are made available so that the people at all levels can go forward with a sense of assurance.

Finally, Sir, I have taken much time, but I hope I have been able to give you a general appreciation of the problems of development in the hill district of Assam.

Concluding remarks of Shri B.P.Chaliha, Chief Minister, Assam

Hon'ble Speaker, and Shri Tarlok Singh.

We, are indeed very thankful to you for your tour appreciation given to our Honorable Members this afternoon. I think, this is the first time that a serious attempt has been made on the part of the Planning Commission as well as the Government of India and the Government of Assam to make an appreciation of the problems of our hill districts in a systematic and scientific manner. We are all very anxious that wherever, there is a backwardness and all the undeveloped area should advance as fast as possible because, without that there could be no progress for the State or for the whole Country. The various suggestions which you have given certainly would be considered by the Cabinet with all the seriousness which they deserve. Along with it, we know, the poverty and the financial stringency which the nation as a whole is facing today. I can just imagine the colossal amount of financial requirements that would have to be made to undertake the schemes which you have been contemplating. I am sure that while considering the case of our State, the Planning Commission as well as the Government of India will keep in view these problems of our hill districts and make allocations accordingly. I would also like to mention that our hill people would find it very difficult if whatever is decided for the development of the Hill Districts, for whatever reason, is slashed down. That would bring disappointment and frustration. I would like to mention to you that your tour in these hill districts has created a hope in our people. But along with it, as a matter of fact, as the Hon'ble Member mentioned in the Assembly also, in the past also we had these various survey teams, but ultimately the result produced was very meager. I would like you to guard yourself and guard us against such possibilities. And at the same time, I would like to mention that our State, I would say, even our hill districts, do not want anything more than what is due to us. The point that has to be understood is that this is the time when these districts or the State required investment. If the investment is given, there will be a time when this State and these districts will be able to repay many times to the nation. It is only a short of capital investment which has to be made because of the

backlog of development and for various other reasons. I am sure if attention could be given now these districts would be very much developed and a time would come when they would be able to repay the nation by many times. You have rightly mentioned that the geographical conditions and other conditions vary so much in this vast country from area to area, district to district, that pattern of schemes instead of bringing good sometimes become a burden. This is a very correct appreciation which you have made and we fully appreciate it. Nevertheless, we can just imagine the amount of physical and mental strain which you and your team have undertaken during these tours. I hope that all your trouble would be rewarded.

ANNEXURE IV

Tentative suggestions for further work on development plans of the Hill Districts of Assam

I- STAGES OF WORK

At the end of the tour of the Joint Centre-State Study Team to the hill districts in Assam, I suggested to Chief Minister, Assam that the Assam Government officers in the Study Team, along with others who should be associated, might now form themselves into a Working Group, they should review the earlier formulation of development programmes as embodied in the recent document on Integrated Annual Plan for the Autonomous Districts 1966-67 (referred to letter as IAP- AD). The visit to the hill districts would have given to the members of the study Team a clear appreciation of the problems of each district and the priorities, the scale of effort needed as well as matters requiring urgent attention. As a preliminary exercise and subject to further study the Working Group could also arrive at rough estimates of likely financial requirements. These would assist the Government of Assam as well as the Planning Commission in coming to grips with the development plans for hill districts and undertaking the necessary commitments in terms of carefully established facts. To assist the Working Group at the present stage of their work. I promised to send a note offering certain tentative suggestions and guidelines.

2. It would be desirable for the Working Group first to consider the problems and requirements of each district separately and then to apply to each district certain broad common approaches. It will be appreciated that a considerable amount of work will have to be done before anything like genuine draft plan can be presented. When such a plan emerges as a result of the labours of the Working Group, it will need to be considered at the district level, at the State level and in the Planning Board for the hill region when such a body is established. These are all necessary stages if the plans now drawn up are not only to be related closely to the actual conditions and needs but are also to carry the assent and association of those, both? Non- officials and officials, and who have an important role at district and local level.

3. In the suggestions which follow the main considerations to be kept in view are stated in broad terms with reference to the hill region as a whole. These considerations have to be applied to different "development areas" within each district, according to its circumstances and needs. The task of working out specific programmes with reference to different "development area" within each district has to be undertaken at the local level. What State Departments can do at present is to make rough conjectures and provide a reasonable framework within which district authorities can proceed to formulate their plans.

II-IDENTIFICATION OF "DEVELOPMENT AREAS"

4. During the tour in the hill districts, we observed that the physical characteristics of different areas within each district would pay a large part in giving detailed shape and colour to their development plans. The plan should view the physical environment and the human resources together, take into consideration the extent of development already achieved at the gaps which remain, point to the directions in which more efficacious economic links could be built up with neighbouring districts, finally, to some extent, bring within the scope of development action on such vital matters as indigenous supplies, reduction of transport costs and lowering of the cost of living.

5. Keeping these factors in mind, the following may provide a useful working basis for demarcation of development areas within different districts.

(1) **Mizo Hills district** :- Mizo district has at present nine Blocks, four in Stage I and five in Stage II. It was agreed that three or possibly four Blocks might have to be added. From the point of view of detailed planning, the district might fall within four district areas somewhat as follows :-

1. Comprising Aijal, Saitval and Mamit Blocks;
2. Areas east of seling –Lungleh road, mainly comprising the Champai Block;
3. Hnathial and Serehip Blocks; and
4. Pawi-Lakher region.

(2) **Garo Hills District** :- It was agreed that the present number of Blocks (11) should be increased by two. The district may fall broadly, in terms of the present Blocks, into three development areas:-

1. Western area comprising Resubelpara, Dadenggiri, Selsella, Rongram and Betasing Blocks.
2. Southern area comprising Dalu, Chokpat and Dambukaga Blocks; and
3. Eastern area comprising Songsak and Samburangjeng Blocks.

(3) **Mikir Hills district** :- It was agreed that two more Blocks should be created in the eastern Mikir hills, bringing the total number of Blocks in the Mikir Hills to nine. Mikir Hills fall into two clearly demarcated areas :-

1. Eastern Mikirs ; and
2. Western Mikirs.

(4) **North Cachar Hills Sub-division**:- In the place of two existing Blocks, Diyung Valley and Jatinga, it was agreed that Jatinga Block should be split into two, one comprising the high hill area to the east and the other the rest of the existing Block. The present Diyung Valley was to be retained but a sub-Block within the existing Block was to be created in the area towards the north where wet rice cultivation can be developed. Thus, in the North Cachar Hills there will be three Blocks and one sub-Block. Though relatively small, the sub-division will fall into three development areas.

(4) **Khasi and Jaintia Hills district**:- Three more Blocks have to be added to the existing number (13), one in the Jowai Sub-division, one in the area of Mairang and Bhoi Block and one in the existing area of the Nongstoin Block. The district itself falls into four development areas :-

1. Jowai Sub-division;
2. Border areas to the south;
3. Plateau areas; and
4. Area north of the Plateau.

The indications given above are necessarily rough in nature. The State Working Group should give more definite shape to the sixteen development areas listed above. There could be such further variation as the Working Group might think fit. The list above is essentially indicative in nature.

III - ROADS AND TRANSPORT SERVICES

Additional Chief Engineer, P.W.D., Assam, has been examining road requirements in some detail. Keeping in view links with neighbouring districts as well as within each district between key towns and centres. Additional Chief Engineer may list the road schemes to be constructed by the P.W.D. These may be in two parts, one in terms of a ten year plan and the second in terms of the Fourth Plan. The provision for roads in the Assam Government's document IAP-AD is shown as Rs.1,964 lakhs. At this stage the Fourth Plan for roads in the hill districts to be implemented by the P.W.D. may be worked out in terms of three levels of expenditure, Rs.25 crores, Rs, 20 crores and Rs. 15 crores. For feeder roads, including approach roads, the plan may be worked out in terms of a specific allotment of Rs. 5 crores and of funds to extent of , say, Rs.3 crores derived from Community Development Block and Tribal Development funds, that is, in all Rs. 8 crores. These figures could of course be varied by the State Working Group. The important point is that feeder roads should form part of an integrated road plan and should be constructed by local agencies in accordance with the approved master plan. Approach roads will be constructed by local communities with a little help from Block programmes, rural works programme, etc. As a working basis, for the construction of feeder roads, the suggestion put forward in the Mizo district and elsewhere was that these roads might be constructed by District Councils in accordance with P.W.D. alignments at two thirds of the P.W.D. estimates. This might not work in all cases, but for preparing present estimates this basis could be adopted.

7. The existing road transport services are quite inadequate. The State Transport Commissioner has undertaken to prepare a programme for the main road transport services to be provided at the State level. These might be operated by Assam State Transport or by private operators, but both sets of transport should form part of the overall transport plan. In addition to these, there should be local transport services organized by (a) the District Council, (b) transport co-operatives, supported by the State Government or by the District Councils and (c) private operators operating local services. It is essential that the plan for transport services to be provided should not be left to chance or be taken up as an afterthought. It should be closely related to the road development plan.

8. As regards water transport, the State Director of Transport is investigating possibilities on the Daleshwari and Kolodyne in the Mizo Hills district. In other districts there are no immediate possibilities of water transport development.

9. Roads and transport services constitute the essential basis for development in several other directions, including projects for forests, soil conservation and agricultural development, postal services, provision of power at growing centres, location of central school, location of central schools, location of dispensaries, etc.

IV- FORESTS, SOIL CONSERVATION AND AGRICULTURE

10. The Study Team has tried to formulate a comprehensive and integrated approach to forests, soil conservation and agriculture. This has to be developed on the ground in sizeable areas which must be carefully selected. With the progress of this approach are also bound up schemes for minor irrigation and schemes for bringing together tiny isolated hamlets into villages with a fair number of households. Briefly the proposal of the Study Team envisages the following steps:-

- (1) **Rational land use survey** – In each district, there has to be a team comprising a forest officer, a soil conservation officer, an agricultural officer and an animal husbandry officer. The team will undertake quick action-oriented surveys for selected areas with a view to marking out lands suitable for forestry, jhum, pasture and agricultural and horticultural

crops. The survey will indicate measures required for valley areas as well as for areas under slopes. The teams could be located at the development Institute in each district. Their work will be on a continuing basis. Financial provision for the teams should be made for the entire period of the Fourth Plan period in the plan of each district. In all, five teams will be required.

(2) Reorganization of the agricultural economy- The principal suggestions offered by the Study Team for developing a reorganized system of Jhum and for protecting forests are-

(a) FORESTS:

- (i) The State reserved forests of the Hill Districts should be managed scientifically by providing the requisite funds and staff. These forests need to be re-stocked with valuable fast growing species, such as teak to the maximum extent possible.
- (ii) As the reserved forest are insufficient, it would be desirable for the District Council to select sufficient areas of the unclassified forests and to declare them *protected* forests. These should be managed systematically by providing adequate funds and staff to the District Council. To begin with, they could be worked under the selection-cum-improvement system on cycle of 15 to 20 years under a working scheme. There may be as many Felling Series as there are Ranges (which may be conterminous with Blocks). In suitable forests cash crops such as areca nut, para rubber, pepper, cashew nut, etc, may be introduced to increase their productivity.

(b) JHUM CULTIVATION:

To minimize soil run-off from Jhum lands on steep slopes, i.e., over 45 percent, prophylactic and preventive measures need to be adopted, namely—

- I. Provision of a catch- water drain above the area;
- II. Fire tracing of the Jhum area before burning ;
- III. Piling of unburnt debris along contours;
- IV. Practicing contour wise strip cropping to arrest soil;
- V. Developing suitable areas as pasture –cum-fodder reserves for encouraging rearing of robust milch cattle;
- VI. Using chemical fertilizers and organic manure to improve fertility so that it is possible to get higher yields and to take crops for more than one year. This will prolong the Jhum cycle and thus give it time to recoup its fertility;
- VII. Terracing lands under 45 percent slope for settled cultivation;
- VIII. Training streams to minimize gully erosion and to increase cultivable area; and
- IX. Prohibition of felling of trees and of burning and grazing within 100 ft. on both sides of a river on perennial streams.

11. On settled lands effort has to be made to grow cash crops, specially of non- perishable variety, This will require appropriate staff and provision.

12. A considerable body of staff in the Blocks, including extension officers and village level workers will need to be trained on selected projects, so that they are able to undertake systemic extension work.

13. Since the agricultural land Development programme is a comprehensive and involves a number of department , it is suggested that the Working Group may constitute a separate Sub – Group comprising Forests, Soil Conservation, Agriculture, Animal Husbandry and Irrigation Departments to formulate a fairly precise scheme to serve as a basis for estimation of personnel requirements training and nonrecurring and recurring financial requirements. In this important area, District Councils and local authorities will look to State Departments for precise advise, based increasingly on tested experience. For the Fourth Plan, provision may be made for each District to undertake, say, ten projects, each involving an area, on an average of say, 5,000 acres. Once the programme begins to succeed, there should be no difficulty in getting additional funds.

14. Within project areas, provision should be made for shifting of scattered hamlets to new villages comprising, say, on an average 50 households. This will apply specially to Garo hills, Mikir hills and North Cachar and to the Bhoi area in Khasi and Jaintia hills district. On a smaller scale this might also apply elsewhere.

15. Animal husbandry and fisheries- Director of Animal Husbandary Assam, has indicated priorities for different districts regarding livestock, poultry, piggery etc., and may plan accordingly. Also provision has to be made for veterinary facilities. Fisheries development should also be provided for according to the possibilities as established in the course of the Study Team's work.

V-COMMUNITY DEVELOPMENT

16. The existing schemes under Community Development Blocks and Tribal Development Blocks have to be made more realistic than they are at present. The distinction between Stage I, Stage II and post – stage II has no value, considering that nowhere have we advanced beyond the first step in development. Moreover, reducing the volume of funds and making such funds as are provided subject to continuing uncertainty and fragmentation seriously hinder development. It would be necessary to clear certain issues of principle with the Department of Community Development and Department of Social Welfare. However, for the purpose of working out preliminary budgets for hill districts, it may be assumed that, at the beginning of the Fourth Plan, each Block will have provision for staff in terms of the first stage of Community Development Blocks. There should be sufficient flexibility within the staffing scheme for a Block to have the types of personnel it needs, so that the present staff pattern can be varied to the extent necessary. A Block would have two kinds of programmes: (a) those of an essentially local nature involving effort by local communities and not involving large continuing recurring commitments, and (b) those in the nature of establishments and institutions calling for recurring expenditures. In principle, it will be the better to provide for the former by way of a nucleus provision in the Block budget and for the latter under appreciate sectors. For the second group of schemes, funds would have to be made available to District Councils and Blocks according to responsibilities entrusted to them.

17. As a working basis for arriving at preliminary estimates, it is suggested that for each Block, from the Community Development side there may be provision for Rs. 1 lakh a year in addition to the provision for staff in terms of the first stage, reckoned as a lump-sum per year for the period of the Fourth Plan. The amount for Community Development could be calculated for the present on this basis for the district as a whole, so that there could be adjustment between Blocks according to their readiness to spend as the plan proceeds. From the side of the Tribal Developments Blocks, it would be best to route funds to the district level, so that at that point funds could be allotted for various programmes which are to be carried out on the advice of technical departments. For calculating funds, provision may be made as if from the first year of the Fourth Plan each Block was beginning its first stage, that is to say, the calculation may be the basis of Rs. 10 lakhs per Block for the Fourth Plan period as a whole. In the hill districts, the Block Development programme is not at present

related to the problems which confront each area. Block extension staff also are not equipped to provide effective assistance to the people either by way of know-how or by way of supplies. Work in the Blocks has to be reorganized primarily in terms of programmes for improved agriculture and for such local works as roads, water supply, school buildings, etc.

VI- CO-OPERATION

18. In the Assam hill districts, there are four objectives which can be served effectively through co-operatives, namely, credit, marketing, supplies of agricultural inputs and supplies of food and essential consumer goods such as salt, kerosene oil, sugar etc. Many existing co-operatives are not in fact working. The 'hat' area as a unit for co-operative operation has appeared in practice to be a doubtful proposition. The Study Team has not been able to evolve a clear approach on the subject. The State Department of Co-operation should consider concentrating on the four types of activities mentioned above credit cooperation as well as supply activities can perhaps be best built around marketing of produce whether agricultural, horticultural or forest. In regard to co-operatives it is particularly necessary not to be introduced patterns of organization derived from above and without reference to what the local needs may be and the readiness and opinion of local people who come together to form co-operatives. In the hill districts, 'co-operation' should be interpreted with a great deal of flexibility and our normal ideas will need much recasting. While the course to be adopted is not altogether clear, the need for co-operatives is very great. In many areas middle-men and money-leaders are hurting the cultivator to a serious extent. The possibility of District Council, which ultimately controls the use of land, becoming a partner in co-operatives which are promoted, deserves consideration, funds for the purpose being made available to the District Council. This will be in lieu of State partnership. The provision for Co-operation in IAP-AD is placed at Rs.29.3 lakhs, the general plan providing Rs. 9.31 lakhs. The State Department of Co-operation may consider if, in terms of what the Study Team has seen, and specially with reference to marketing and supply there will not be a room for working out satisfactory programmes to justify a larger provision in the preliminary estimates.

VIII.—EDUCATION AND TRAINING

19. Re-organisation of the existing system of education and development of a more satisfactory system are of the greatest possible importance to the future of the hill districts. The difficulties which come to the notice of the Study Team are familiar to the Director of Public Instructions, Assam. During the next two years, the major emphasis should be on improvement and strengthening of existing schools, elimination of problems encountered at the primary level (payment of salaries, drop-outs, etc.), training of teachers, both primary and middle schools, provision of scholarships on an adequate scale, establishment of central schools with hostel facilities, introduction of science teaching and in secondary schools provision for a strong vocational bias at the introduction of science and mathematics at the college stage with corresponding provision for additional staff, and provide a strong vocational bias at the secondary stage. It is best that the State Director of Public Instructions, Assam, works out proposals according to his understanding of the situation. Education requires much un-orthodox thinking as well as a long-term view.

20. Facilities for technical education are extremely meager. Schemes should be proposed by Director, Technical Education. These should be specially linked to agriculture, forests, soil conservation, traditional skills and new needs such as mechanical work, operation of transport, repair facilities, etc.

21. There should be an Industrial Training Institute within each district. The courses should bear closely on the economy of the area. North Cachar Hills should have a smaller centre attached to the I.T.I. at Diphu.

VIII- HEALTH

22. The State Director of Public Health, Assam, is well aware of the existing deficiencies. A plan for consolidation in the first two years is essential, including provision of staff, improvement in equipment, supply of medicines, etc. There should be provision for health education on a much larger scale, so that the people learn how to avoid disease and ill-health. There should be some provision for opening additional dispensaries to serve far off places in the interior. There is scope for mobile facilities. These will be limited by availability of roads, but the necessary provision should be made now.

IX—WATER SUPPLY

23. Both towns and villages have serious water supply problems. For the villages, technical guidance is required, but in the main schemes will be carried out locally. For rural water supply schemes, at the State level, the plan should provide for survey units and adequate technical guidance. To a large extent, C.D. funds at the Block level and T.D. funds at the district level would provide the means for putting through the schemes. Rough estimates of cost might be made at this stage.

X—SMALL INDUSTRIES AND POWER

24. Among the existing hill districts, the Mizo Hills District alone has a rural industries project. It has made only limited headway because there is no power available at present. In IAP-AD, the total provision for cottage industries is shown as Rs.42 lakhs for five years for all the districts together. The programme for small industries would include industries for processing agricultural, horticultural and forest produce, industries which use local traditional skills, industries which meet essential requirements of the population and industries for which new skills may become available, such as agricultural implements. The precise programmes will have to be worked out after further investigation. Co-operation of the small Industries Service Institute at Gauhati may be sought in investigation and formulation of suitable specific schemes. At this stage, it is suggested that a sum of about Rs.1.5 crores may be reckoned for the small industries programme for the whole region as a whole, but it should be possible to augment if worthwhile schemes can be drawn up. Schemes involving agricultural processing and other activities mentioned above will need to be prepared with reference to the resources of different areas.

25. The question of providing a measure of subsidy on electric transmission lines carried to certain centres on grounds other than commercial will arise. It would not be right for any capital cost to be met from Article-275 funds. In relation to the backward areas, the State Electricity Board will recognize readily that some measure of obligation must necessarily attach to it. But, for the period of the Fourth Plan, the subsidy in carrying out a planned programme for expansion of electricity could be shared equally between the State Electricity Board and the Tribal Welfare Department. At this stage, what is envisaged is that power will become available to at least a small number of towns and key centres on the basis of which future development can be planned. The schemes should be planned on a least-cost basis and on firm schedules. The subject has been discussed with the Chairman of the Electricity Board.

XI- BORDER AREAS

26. In the border areas in Khasi and Jaintia Hills and adjoining areas of Garo Hills, there are three essential problems, namely, (1) to secure market outlets for oranges, pineapples and other horticultural produce, (2) to take measures to prevent spread of disease in existing horticultural crops, and (3) to introduce new cash crops. To deal with the first problem, the plan should provide for strengthening and organization of marketing and transport facilities, including some subsidy on transport. To deal with the second problem, there is need for an experimental farm somewhere in the region of Cherrapunji so that the problems which have come to the fore can be solved on the ground with the help of technical experts. To deal with the third problem, there seems to be need for an organization in the nature of the Cash Crops Development Corporation which can be provide expert advice on new cash crops like coffee, cashew, rubber, cardamom, etc. The Corporation could do most of its work through Block agencies and could work with individual as well as small co-operative groups in flexible manner. The necessary provisions will need to be made in the plan.

XII- REORGANISATION AND STRENGTHENING OF DISTRICT COUNCIL

27. In principle, it is clear that District councils will have to be considerably strengthened and also reorganized in their detailed working, so that they are able to take the load of future development. The stage for discussing details has not yet reached. However, some provision would be needed in the plan for this purpose. Similar action appears to be necessary in respect of Town Committees. The Tribal Affairs Department, in consultation with the other Departments concerned may consider what provision should be allowed for under this head at the present stage of planning. District Councils are also likely to require buildings since their development responsibilities will expand considerably. Perhaps an average provision of Rs. 20 Lakhs per District Council may cover the essential needs.

XIII- SECTORAL AND OTHER ADJUSTMENTS

28. The first exercise suggested in this note will throw up certain broad dimensions. It is suggested that this exercise may be completed and results made available not later than the end of March. Once magnitudes are known and sources of finance can be established, it should be possible to take a more definite view of the total effort envisaged for the Fourth Plan period. Chief Minister, Assam, has emphasised that in the case of the hill districts, it is important not to change the financial allocations once they have been approved, since uncertainties and downward reductions are easily misunderstood. Whatever the final estimates to which the Centre and the State agree, each district should feel assured of the amounts indicated for the Fourth Plan. The State Government or the Planning Board that may be set up for the hill region may make adjustments from year to year, depending upon the extent of requirements and capacity to plan, but each district should be able to count upon the promised funds being definitely available to it for expenditure during the plan period. There should be adequate scope within each district to make adjustments from year to year between different sectors, depending upon requirements and assessment of capacity to implement. With greater flexibility, implementation would improve, provided, of course, adequate technical advice and supervision are ensured from the State and district levels.

Sd/- TARLOK SINGH
8th March, 1966.

ANNEXURE V**Copy of letter from Shri Tarlok Singh , Member , Planning
Commission, to Shri B.P.Chaliha , Chief Minister of
Assam, dated April 23rd, 1966.**

Shri E.H. Pakyntein has been in Delhi for the past week and, along with the Cenral officers on the Joint Study Team for the Hill Districts and a few officers from Assam, who were able to assist us, we have made some progress in determining the order of outlays and directions of activity in the Fourth Plan and the supplementary effort required during 1966-67. The approach is still tentative and exploratory and some more work is needed. I enclose a set of papers which we have prepared and request you to be good enough to favour me with your own comments and suggestions so as to assist in the further work to be done. The working Group in Assam and the various Departments will now have a clear basis for their detailed examination and presentation of proposals.

ANNEXURE VI

Planning Commission

DEVELOPMENT PLANS OF THE HILL DISTRICTS OF ASSAM

Note for the Working Group

On the conclusion of the tour of the Joint Centre-State Study Team in the hill districts of Assam, at my suggestion, Chief Minister, Assam agreed to the Assam members of the Study Team, with the Departments concerned, constituting themselves into a working Group to make detailed recommendations regarding programmes and schemes of development for the hill districts. To assist the Working Group, I sent a paper on March 8, 1966, entitled "Tentative suggestions for further work on development for the hill districts. To assist the Working Group, I sent a paper on March 8, 1966 entitled "Tentative suggestions for further work on development plans of the hill districts of Assam". This note is in continuation of the earlier paper.

2. Members of the Working Group presented their proposals to the Planning Department, Assam, and notes prepared by them as well as a statement summarising the financial outlays envisaged was brought to Delhi by Shri E.H.Pakyntein, Secretary, Planning and Development, Assam. The Working Group's proposals envisaged a total outlay of Rs.76.30 crores under the State Plan and Rs.7.29 crores under the Centrally sponsored programmes, making a total of Rs. 83.6 crores. Shri Pakyntein and I have gone over the proposals of various Departments in Consultation with the Central officers on the Study Team. We have had the advantage of reviewing the proposals with adviser, Programme administration, and Adviser, State Plans, Planning Commission. We also had the benefit of discussing in detail proposals for road development with Deputy Chief Engineer, Assam, for animal husbandry with Director, Animal Husbandry, Assam, and for Inland Water Transport with Director, Inland Water Transport, Assam.

3. As a result of our discussions and further work on material received from Assam, a statement of outlays under different heads has been drawn up. The principal programmes which are recommended have also been broadly listed in the enclosure to the statement. These recommendations are based on the observations made during the Study Team's tour. Various aspects of the subject will be spelt out at some length in the report of the Joint Study Team, the draft of which is to be completed during the next two weeks.

4. The outlays as they emerge from this week's discussions come to about Rs.70 crores for the Fourth Plan. This includes items such as rural industries projects and the rural manpower programme which would be shown, in accordance with the Third Plan practice, at the centre. However, they are an integral part of the scheme of development and, therefore, they are being shown in the plan for the hill districts. The outlays have been distributed between different districts, of course very tentatively, and for certain purpose outlays are shown as being common for the hill region as a whole.

5. In depicting the proposed outlays under different heads, at this stage, a distinction is not being made between outlays which will fall within the State Plan proper or within the Centrally sponsored group of schemes or may be financed through special grants under Article-275(1) of the Constitution. The aspect of how the plan as finally agreed to is to be financed will require separate consideration.

6. The objects of listing several programmes in the enclosures to the statement and indicating certain financial outlays is twofold. Firstly, departing from the customary method of listing individual schemes, attention is directed to the main programmes on which attention should be concentrated. This will involve re-arrangement and revision of existing programmes, making more effective use of

funds now available and additional programmes in accordance with the findings of the Study Team. Secondly, the order of outlays proposed for different programmes under each head is broadly suggestive of relative priorities as between different programmes. Naturally, the suggested outlays are extremely tentative and subject to such changes as may be necessary on closer examination and preparation of detailed proposals.

7. The proposals of the Joint Study Team will have to be considered by the Government of Assam, the Planning Commission and the Government of India before a definite view is taken on them. There will also be a number of issues of a wider nature which will arise for consideration. Every effort will be made in the report of the Joint Study Team to provide sufficient material to support specific proposals on outlays and programmes which will be presented for consideration.

8. The next stage in the preparation of development plan for the hill districts will be for the Departments concerned in Assam and the Working Group to proceed on the basis of the outlays and the recommended programmes contained in the enclosed papers. Secretary, Planning Department, Assam, will be able to furnish to the Departments such further elucidation as may be required. Specific points which may not be clear may be referred to me if desired. In particular, it is necessary for each Department to give more precise content to the programme of development in different fields, following broadly the directions of work and order of priorities which have been indicated, the tentative suggestions contained in the note of March 8, 1966, and the conclusion which emerged from the tours of the Study Team. The probability of a plan of the dimensions envisaged being implemented will depend, not only on financial resources which can be made available, but even more on securing the necessary manpower, on the administrative and organisational preparation that is undertaken, on giving adequate substance to the proposed programmes and other aspects of implementation. It will be desirable to specify the manpower requirements with the utmost care, to suggest ways of obtaining and training personnel, the likely expenditures on buildings and the estimated recurring administrative costs which may have to be met. The Planning Department, in consultation with the Departments concerned, will also need to work out more complete figures for plan outlays during the Third Plan and for 1965-66 for the hill districts (separately and together) than are immediately available. The estimates may even be approximate.

9. An attempt has also been made to suggest the additional provisions likely to be required for the hill areas during 1966-67 in relation to the Fourth Plan as envisaged in the statement. Before definite figures can be proposed to the Planning Commission, careful examination on the part of the State Planning Department and other Departments will be necessary, so that whatever proposal finally emerge are fully supported by facts.

10. There are several stages yet to cover. A plan of development which involves markedly new directions of work based on the observations of the Study Team cannot be implemented without involving the District Council as well as non-officials from the hill districts. On the part of each Department, there has to be considerable strengthening in organisation and personal. Procedures will also enquire much modification. Close attention should now be given in each Department to such administrative and technical planning.

11. On March 3, 1966, I had a discussion at Shillong with Chairman, State Electricity Board, regarding the supply of power to the hill Districts of Assam. The State Electricity Board should present two plans for power development in the hill districts, one covering action feasible during the next three years and the other over a longer period, say five to ten years. This has to be a necessary ingredient in the plan, and a systematic approach to the subject is called for. The provision indicated against Power and its content are likely to undergo certain changes once the plans have been prepared by the State Electricity Board.

12. At Shillong, I also had a meeting with Postmaster General of Assam regarding plans for the development of postal and telecommunications. These are of great importance to the hill areas and I shall be pursuing these separately with the Ministry of Communications. Postmaster General,

Assam, will be better able to formulate his plans for the development of postal and telecommunication facilities if he can relate them to the other aspects of development on which the Working Group is evolving proposals. The Planning Department in Assam would, therefore, keep him in touch with further work on the plan for the hill districts.

13. I should be glad if, in the course of the next two weeks or so, the various Department concerned could let me have the results of their detailed study through Planning Department, Assam, so that, in presenting proposals to the Assam Government and the Planning Commission, it is possible to provide sufficient detail in terms of programmes content and technical, administrative, manpower and financial implications. An effort should also be made to suggest a tentative phasing. It is envisaged that once the development plan for the hill districts has been agreed to in outline, there will be sufficient scope for adjustments between different sectors, changes in phasing and other variations. It will be appreciated that the present proposals mark what is still an early stage in evolving a carefully worked out plan for the hill districts of Assam.

14. I shall also pursue separately with the Ministry of Information and Broadcasting the question of broadcasting and receiving facilities for the hill districts and with the Department of Civil Aviation the question of landing facilities and air services.

15. There is one word of caution which I should add. In proposing various magnitudes, during the discussion which have been held so far, our effort has been to suggest levels of outlays which should be (a) reasonably capable of being achieved and (b) significant enough, if correctly directed and competently executed, to make a real impact. On these aspects the approach has to be balanced and well-conceived and some degree of judgment, in the light of our knowledge and assessment, has to be exercised. The outlays proposed at this stage are necessarily tentative and intended to facilitate more detailed work by the Departments, and some further changes are likely to be called for.

Sd/- TARLOK SINGH
23rd April, 1966

ANNEXURE VII

**Copy of letter No.CMS.14/66, dated April, 29,1966, from
Shri B.P.Chaliha, Chief Minister, Assam to
Shri Tarlok Singh, Member, Planning
Commission, New Delhi**

Many thanks for your DO. letter No. PC/M (A&T) 220, dated 23rd April 1966. I sincerely appreciate your earnest efforts to assist us in the preparation of the Fourth Plan for the Hill Areas of Assam and the supplementary effort required during 1966-67. As desired, I give below my comments and suggestion on the papers sent by you along with the letter under reference.

2. My first reaction is that the total amount of outlays for the Hill Areas of Assam during the Fourth Plan appears to be on the lower side. Our case has always been; and the Pataskar Commission have also strongly recommended, that as a general principle the total development expenditure in the Hill Areas of Assam should at least be of the same order as in the neighbouring territories of Nagaland, NEFA, Manipur and Tripura and that the Central Government should accept special responsibility for the development of these areas. This is essential because the general economic condition of the Hill Areas of Assam should be raised to the level of that of the plains within a reasonable period of time and also to contain the prevailing unrest in these Hills which is mainly due to dissatisfaction with their economic progress. Each of the Hill Districts of Assam is more or less equivalent to each of these neighbouring territories on the basis of area-cum-population as well as the backlog development. The amount now proposed by you comes to Rs. 3.5 crores per Autonomous District per annum which is far below the amounts spent per annum in any of the above neighbouring territories. For example, the revenue expenditure in Nagaland (which was formerly only a district of Assam) was Rs. 889.27 lakhs during 1964-65 against only Rs. 932.00 lakhs for all the four hill districts of Assam. Compared to expenditures in NEFA and Tripura, the difference becomes much more glaring (vide Appendix X of the Pataskar Report)

3. In our revised frame for the Fourth Plan of Assam which was sent to the Planning Commission in our letter No. PWR.149/65/38, dated 30th August, 1965 we have indicated a total outlay of Rs. 300 crores including a special allocation of Rs. 20 crores which was promised by Shri Asoka Mehta for the Hill Areas of Assam. I wonder if this proposal of Rs. 70 crores is part of the proposed outlay of Rs. 300 crores or whether it is in addition to that. Our proposal of Rs. 300 crores for the Fourth Plan of Assam does not include the amounts that would be available under the category of Centrally sponsored schemes or in respect of Central sector undertakings, such as the Cement Factory at Bokajan and the paper Mill at Badarpur, which the Central Government have proposed to be set up under the aegis of the Central Cement Corporation and the Paper Pulp Corporation, but the amount of Rs. 70 crores now proposed appears to also include Centrally sponsored schemes excepting the Central share under Craftsmen Training.

4. If our performance in the Third Plan is to be taken as one of the bases for the outlay in the Fourth Plan, you may kindly appreciate that against a total outlay of Rs. 120 crores as sanctioned by the Planning Commission for the Third Plan, our expenditure has been of the order of Rs. 133 crores, and all that despite the fact that the Chinese aggression of 1962-63 and the Pakistani aggression of last year had greatly disrupted our developmental activities and we had to reorient our schemes and resources to meet the requirement of defence. Our expenditure in the Hill Areas of Assam during the Third Plan has also been fairly substantial and detailed figures would be submitted to you by the Planning Secretary in the next few days. As regards the implementing administrative organization and the necessary manpower, the very fact that we have spent during the Third Plan more than the sanctioned outlays shows that we now have the necessary capacity to implement schemes of a much higher dimension of outlay. If however, we are short of technical personnel, we would not mind recruiting the same from other parts of India as is being done in the neighbouring territories as envisaged by the late Shri Jawaharlal Nehru. We would also strengthen the implementing machinery on the lines of your proposals.

5. You may also kindly appreciate that the visit of the Joint Centre State Study Team to the Hill Areas of Assam under your leadership has raised high hopes and expectations among the Hill People of this State, and as I said in reply to your address to the members of the Assam Legislative Assembly, if for whatever reason, the development investment for the Hill Districts is slashed down, that would bring disappointment and frustration. Recently, Central Ministers have also assured Parliament that they would favourably consider development proposals for the Hill Areas of Assam on the basis of your proposals. I hope these assurances will be fulfilled.

6. I understand your difficulties, but I hope that the Prime Minister, the Union Home Minister, the Union Planning Minister and the Union Finance Minister would appreciate our position and allocate substantial amounts for the development of the Hill districts of Assam as a Central responsibility.

7. Speedy sanction for the additional allocations for 1966-67 as well as early approval of the Fourth Plan outlay for the Autonomous Districts will allay the misgivings in the minds of the Hill people of Assam.

APPENDIX-VIII**PLANNING COMMISSION**

**Summary Record of the meeting of the Planning Commission
held on August 23, 1966 to consider Member (A &T)'s note on
the proposals for development of the Hill Districts
of Assam**

PRESENT

Planning Commission

Minister of Home affairs

Member (NR) (A&T) /(AE& IT)
Secretary
JS (PC)
DS (C)

Chief Minister of Assam

Adviser (PA) (Shri P.P.I. Vaidyanathan)
Adviser (I&P)/(SP)/(Health)
Chief (T)
Jt. Director (V & SI) Planning Secretary to the Government of Assam.

As the report of the Commissioner of Scheduled Castes and Scheduled Tribes was taken up for discussion in the Parliament Deputy Chairman, Planning Commission, could not join this meeting. Union Home Minister presided.

2. Member (A&T) referred to the efforts of the Joint-Centre State Study Team to evolve an adequate strategy for the development of Hill Districts of Assam. On the lines of the conclusion reached by the Team after their tours and discussion with District Councils and others, Departments of the Assam Government had done a great deal of detailed work, On the basis, proposals for programmes entailing an outlay of Rs. 70.50 crores over a full five year period had been formulated. These proposals were subject to such further changes and review as may be undertaken at the instance of the Assam Government and the Planning Board for the Hill Region which, it was hoped, they would constituted. In view of the fact that during the current year only preparatory work could be initiated, the outlay proposed for the Fourth Plan was Rs. 55 crores which includes Rs. 5 crores or so on account of Centrally sponsored schemes. Member (A&T) stressed the desirability and urgency of excepting the full programme as well as of the provisions recommended for the Fourth Plan period.

3. On the basis of his recent visit and discussions with the leaders of the hill people, the Union Minister of Home Affairs emphasized the importance of timely action on the proposals made in this note. He also observed that allowing for a reasonable increase in the States Fourth Plan and its contribution towards the development of Hill districts, the outlays proposed by the Study Team were by no means ambitious. He also referred to the expectations aroused in the minds of the local people.

Member (AE & IT), Prof. V.K.R.V.Rao, agreed that the order of outlay envisaged in the Teams report was not high and it should be possible for the Planning Commission to give an assurance to the State Chief Minister to the formulate scheme/ programme for the development of Hill Areas of Assam as part of the States draft Fourth Five Year Plan keeping in view the proposals made in the Team's report. Member (NR), Prof. Thacker agreed with this approach.

4. Chief Minister, Assam, made an appreciative reference about the work of the Team which was appointed on a special request of the Government of Assam. He stated that the team identified for the first time the areas of development in which accelerated progress was called for and pointed out that unless there was an assurance from the Planning Commission about the availability of financial resources for these programmes, it would not be possible for him to take further steps, such as the setting up of the Planning Board. The Chief Minister of Assam added that the proposals put forward should be regarded as the proposals of the Assam Government.

5. Some of the financial and procedural aspects of these proposals also came up for discussion.

6. Concluding the discussion, the Minister of Home Affairs said that in view of the urgency of commencing implementation on the lines indicated by the Study Team, the Planning Commission accepted in principle, the proposal which had been made. The State Government could now preliminary steps to implement these proposals, subject to changes which the Assam Government may propose. The Chief Minister should be able to set up the Planning Board. Any changes which the Assam Government and the Planning Board wished to make would come up when Assam's proposals for the Fourth Five Year Plan are considered. At that time Ministries could also offer further suggestions. Meanwhile the additional assistance of Rs. 2 crores requested for 1966-67 should be made available.

7. It was agreed that the Deputy Chairman, Planning Commission, would be requested to arrange for an additional allotment by way of assistance of Rs. 2crores to the Government of Assam during 1966-67 for commencing action on some of the schemes and programmes recommended by the Team. Finance Minister had considered this suggestion favourably when the Team's proposals were discussed with him on May 31 by Deputy Chairman and Member (A & T).

ASSAM HILL REGION : : OUTLAYS PROPOSED--REVISED STATEMENT

Head	For Fourth Plan			For 1966-67			(Rs. Lakhs)		
	Total	United Kashi and Jaintia Hills	Mizo Hills	Garro Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
I. Agricultural Programmes									
1. Agricultural Production	496.00	138.80	77.40	82.40	113.60	83.80	60.33	62.63	2.30
Minor Irrigation--									
(a) Flood Control & Irrigation	150.00	35.00	20.00	40.00	55.00	-	24.00	24.00	-
(b) Agriculture Departmenty	75.00	25.00	12.50	22.50	15.00	-	-	-	-
2. Soil Conservation	250.00	52.91	49.45	43.23	61.41	43.00	18.91	24.91	6.00
3. Forests	100.00	26.50	16.50	25.50	31.50	-	1.65	4.65	3.00
4. Animal Husbandry & Dairying	195.00	55.60	26.70	19.75	42.60	50.35	2.20	13.20	11.00
5. Fisheries	25.00	8.00	4.00	5.00	8.00	-	1.35	2.35	1.00
Total - I	1291.00	341.81	206.55	238.38	327.11	177.15	108.44	131.74	23.30
II. CO-OPERATION AND COMMUNITY DEVELOPMENT									
1. Co- operation	100.00	30.00	15.00	15.00	15.00	25.00	8.54	9.54	1.00
2. Community Development	455.00	140.00	109.00	106.00	100.00	-	34.88	65.88	31.00
Total- II	555.00	170.00	124.00	121.00	115.00	25.00	43.42	75.42	32.00

ASSAM HILL REGION : : OUTLAYS PROPOSED--REVISED STATEMENT

Head	Total	For Fourth Plan			For 1966-67			(Rs. Lakhs)	
		United Kashi and Jaintia Hills	Mizo Hills	Garro Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
III. IRRIGATION AND POWER									
1. Irrigation (Medium)	55.00	-	-	-	55.00	-	-	10.00	10.00
2. Power	213.00	-	-	-	-	213.00	50.00	50.00	-
Total--III	268.00	-	-	-	55.00	213.00	50.00	60.00	10.00
IV. INDUSTRIES									
1. Rural, Small and Process- ing Industries	200.00	55.00	30.00	33.00	30.00	52.00	5.96	11.96	6.00
Total - IV	200.00	55.00	30.00	33.00	30.00	52.00	5.96	11.96	6.00
V. TRANSPORT AND COMMUNICATION									
1. Roads	2000.00	424.00	480.00	338.00	358.00	400.00	136.80	213.20	76.40
2. Road Transport	100.00	-	-	-	-	100.00	8.00	12.00	4.00
3. Inland Water Transport	50.00	-	50.00	-	-	-	5.00	7.00	2.00
Total-V	2150.00	424.00	530.00	338.00	358.00	500.00	149.80	232.20	82.40

Head	For Fourth Plan			For 1966-67			(Rs. Lakhs)		
	Total	United Kashi and Jaintia Hills	Mizo Hills	Garo Hills	Mikir and North Cachar Hills	Hill Region (Common Outlays)	1966-67 (Budget)	Proposed	Additional Provision required
1	2	3	4	5	6	7	8	9	10
VI. SOCIAL SERVICES									
1. General Education	656.00	160.00	135.00	125.00	120.00	116.00	58.53	71.53	13.00
2. Technical Education	80.00	-	-	-	-	80.00	-	5.00	5.00
3. Craftsmen Training and Rural Vocational Training	40.00	4.00	11.00	7.50	7.50	10.00	1.00	5.00	4.00
4. Health	400.00	75.00	70.00	70.00	75.00	110.00	29.85	29.85	-
5. Water Supply	300.00	100.00	75.00	50.00	75.00	-	28.80	45.00	16.20
6. Tribal Welfare	640.00	160.00	130.00	130.00	120.00	100.00	76.00	80.00	4.00
7. Social Welfare	20.00	4.50	4.00	4.00	4.00	3.50	-	2.50	2.50
8. Housing	50.00	14.00	8.00	11.00	11.00	6.00	1.40	3.00	1.60
Total-VI	2186.00	517.50	433.00	397.50	412.50	425.50	195.58	241.88	46.30
VII. MISCELLANEOUS									
1. Grants to District Councils and Local Bodies.	400.00	125.40	79.00	79.60	116.00	-	12.80	12.80	-
Total- VII	400.00	125.40	79.00	79.60	116.00	-	12.80	12.80	-
GRAND TOTAL	7050.00	1633.71	1402.55	1207.48	1413.61	1392.65	566.00	766.00	200.00

AGP (Development Commission) No.2/67-1,000-30-3-67.