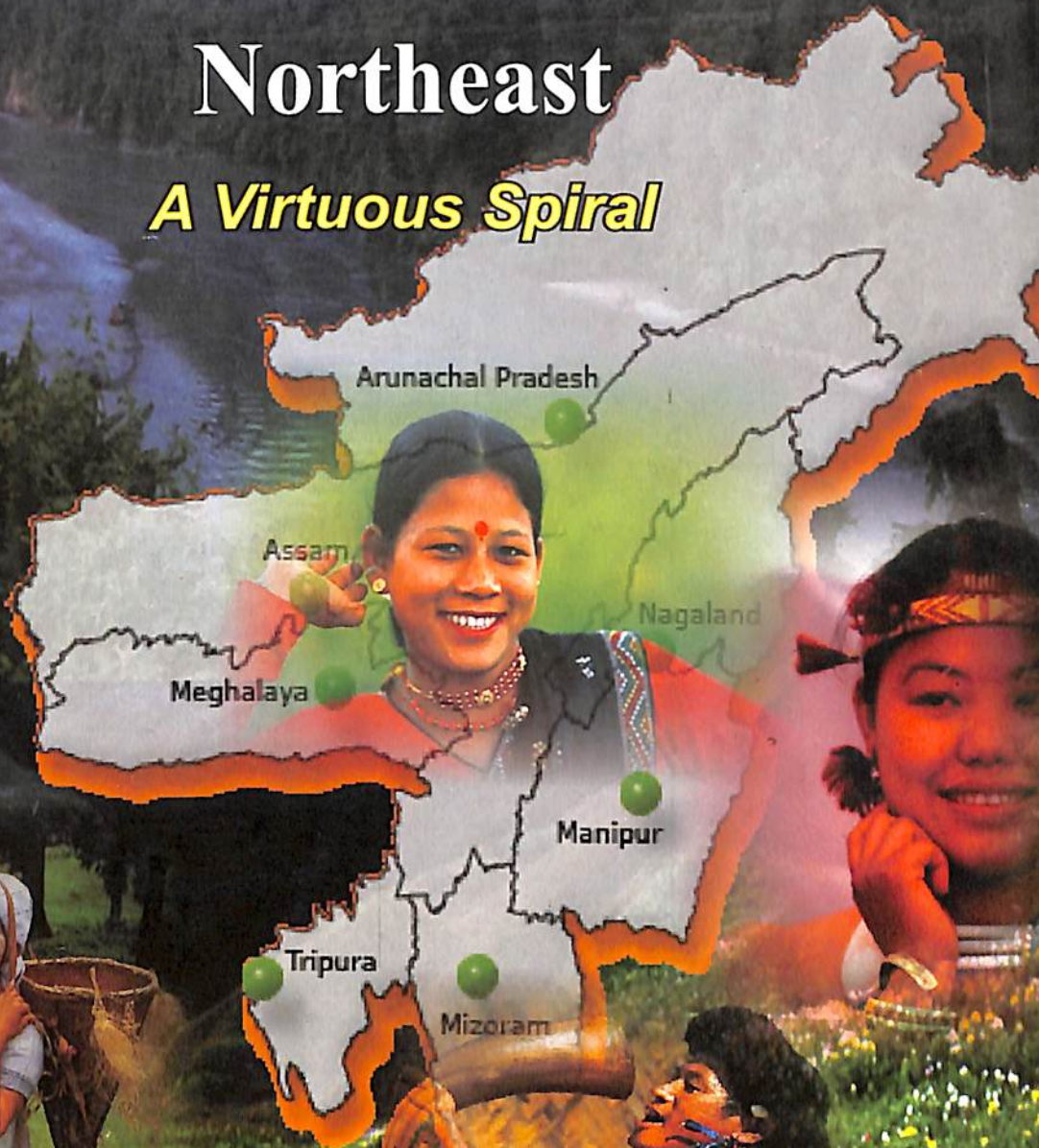


A Mittal Publication

Peace and Development in Northeast

A Virtuous Spiral



P L Sanjeev Reddy • P C Shekar Reddy

PEACE AND DEVELOPMENT
IN NORTHEAST

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PREFACE

Holistic development is possible only when there is a pervasive atmosphere of peace and tranquility. In a strife torn area, the administrative machinery has perforce to divert a significant slice of its resources towards peacekeeping and maintenance of law and order. Also, in a crime prone region, the residents are overly concerned about their personal safety rather than on improving their quality of life and wealth generation which calls for focused and sustained efforts. Turbulent areas are the last destinations for potential investors. Capital being timid, it gravitates to safer and more secure destinations. Thus, the causes, determinants and consequences of crime impact the economy and society. The relatively high proportion of young persons should normally have a positive impact on the economic growth of any region. However, if the youth are not gainfully employed, it may lead to increase in crime incidence.

Crime and violence are inescapable concomitants of a dynamic society. As new life styles evolve, socio-economic convulsions trigger class conflicts and generate manifestations of violence. The increasing materialism and consumerism have widened the gap between the haves and have-nots and added to social tensions. Modern society is experiencing several upheavals leading to frictions, tensions and distortions in societal harmony and equilibrium.

Since crime and violence have become an integral part of any society, social scientists have necessarily to distinguish between exogenous and endogenous factors and those that are controllable and those, which need special interventions to control and contain them to manageable limits. It is being increasingly realized that the public and the civil society have to play a more positive and proactive role in crime prevention since the law enforcement agencies alone cannot address this issue. Only when there are shared concerns and goals and more harmonious police-public interface, would it be possible to significantly reduce the incidence of crime and violence and improve the quality of life.

Against this backdrop, the Northeast Region merits a special study. This Region has experienced much violence in the past few decades, which has misled many to form erroneous perceptions about the residents of this Region. It is sad that such flawed mindsets, which refuse to see facts in the eye, are allowed to persist. It is high time that people in the rest of the country develop a better understanding and healthy appreciation of the persons living in far flung regions, their lifestyles, problems, aspirations,

their rich cultural moorings and the underlying reasons for their feeling alienated, deprived and marginalised.

For any objective observer, the Northeast Region of India is a fascinating mosaic of ethnic, linguistic, cultural, religious and physio-geographical diversity. It is a shining example of Pandit Nehru's felicitous expression "*Unity in Diversity*". All the States of the Region: Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and the eighth sister, Sikkim, share common values and features like: pervasive respect for women and elders, strong and vibrant traditional institutions, near total communal harmony, positive influence on public morals by religious bodies like the church and other spiritual organisations and strong system of democratic governance at the village level. At a time when the so-called advanced societies are beset with problems like breakdown of nuclear and joint families, it is refreshing that in the Northeast, the family, as an institution, has stood the test of times and family values are fairly intact. Tragically, insurgency has been a formidable problem confronting the Region since long, hampering the development process, but the presence of several insurgent groups are due to exogenous factors (seeking to disrupt and destabilise normal life).

Northeast is remotely located from the rest of the country. Air, rail, road and waterways connectivity needs to be substantially improved so that trade and commerce - both within the region and with the rest of the country - can get a quantum jump. Also, the perceived physical, psychological and emotional aloofness from the rest of the country needs to be overcome so that the Region can come on par with some of the other regions of the country. The NER is not lacking in human and natural resources like minerals, unique flora and fauna and hydro electric potential. All that is required is to judiciously tap these to the overall benefit of the residents without compromising on ecological sustainability. The geographical proximity of the Region to the dynamic South Asian economies can be tapped if both the Central and State governments initiate bold policies. The signing of the Bangladesh-India-Myanmar-Sri Lanka-Thailand Economic Cooperation (BIMSTEC) Agreement is a hopeful sign for development of the economy of the Region.

We are grateful to Shri P.R. Kyndiah for his support, active interest and guidance in making this study successful. We are indeed indebted to their Excellencies Shri V. Rama Rao, Hon'ble Governor of Sikkim and Shri A.R. Kohli, Hon'ble Governor of Mizoram, for their sustained and scholarly support for this project. The Northeastern Council (NEC), whose primary role has been to make a concerted and planned endeavor for the accelerated development of the Region and ensuring security and public order in the Northeast, has triggered this comprehensive multidisciplinary study. The Council felt that such a study would help in the re-formulation and fine tuning of public policies towards holistic development and providing a healing touch to the NE society, which is subjected to stress and strife. It is due to the enthusiastic support and encouragement of the Northeastern Council that we could venture into this virgin and relatively unexplored subject. I would

also like to place on record our gratitude to Dr. Kamal Taori, the then Secretary (NEC), Shri H.V. Lalringa, Secretary, NEC and Shri R.P. Kharपुरi, Director (E&M), NEC, who provided excellent logistic and other infrastructural support during collection of data, its authentication, analysis and interpretation and in all subsequent stages of verification and validation.

The present study inter-alia surveys the socio-economic profile of the eight States, analyses reasons for the villages being crime-free through statistical methods of analysis, including various correlates like per capita income, literacy, per capita Plan Expenditure and inward and outward movement/migration of persons - impacting the crime rate of the individual States. Since most of the crime in the Region is insurgency related, various factors that have led to insurgency had to be highlighted, including the 'foreign angle' and the role of drugs/narcotics cartels as well as complex solutions for their effective containment.

There is no gainsaying the fact that the major discontent of the people stems from the feeling of deprivation on the ground that they have been given a raw deal in terms of development, limited employment opportunities and shortage of basic infrastructure like road-rail-air connectivity. The Study suggests various measures like development of tourism, improving communication links and connectivity, a greater degree of empowerment and purposeful involvement of the people at the grassroots in the development process. Their increasing participation would doubtless arrest the incipient sense of alienation and hurt.

It is hoped that that the present study would catalyse positive policy responses, propel the administrators and the general public towards affirmative actions, synergise their efforts to make the entire Northeast an El Dorado of peace, harmony and prosperity. The choice is between permitting the boiling cauldron of alienation and discontent to spill over or channelise the surging energies of these very vibrant and vivacious people towards a seamless process of socio-economic development, untrammelled from violence and turbulence. The trying and tumultuous times require a menu of strategic interventions, supported by a strong political will, sustained administrative action and suitable public cooperation. Such an alchemy can indeed work wonders.

P.L. SANJEEV REDDY

PROLOGUE

The Northeastern Region of our country has been the subject of much discussion in many quarters in recent times. Some policy-makers tend to perceive the issues here as involving law and order, which need firefighting, surgical and reactive strategies. Sociologists regard the prevailing situation as a clash between the traditional social structure and the stresses, strains and challenges posed by economic development and modernisation. Separatists and insurgents blame the extractive, exploitive and colonial policies of the Union Government for the neglect and backwardness of the Region.

Even a cursory look at the Region would reveal glaringly disproportionate level of development when compared to other Regions of the country having a comparable resource base. The Region is endowed with natural and mineral resources, untapped hydroelectric potential, unique flora and fauna and ample opportunities for developing nature and adventure tourism. The pristine and unspoilt beauty of the Region could be any nature-lover's delight. The sluggish growth of economic activity is attributed to the lack of adequate infrastructure. Infrastructure can be developed and sustained when there is some degree of economic activity. Economic activity can grow when there is all pervading peace. Peace will prevail if most of the socio-economic and political issues are holistically addressed. The issue thus boils down to what should come first: peace, economic activity or infrastructure? If allocating more resources and announcing tax holidays and subsidy packages was the only panacea for the problems of the Northeast, these could have been resolved long back. It can be reasonably inferred that it is not the question of allotting more funds for development but of ensuring that these are optimally spent and improve the lot of the intended beneficiaries. Many a time when the persons for whom the funds are meant, see, or perceive, these being siphoned off by inefficient and corrupt delivery mechanism, in nexus with contractors and sometimes insurgents, etc a deprivation syndrome may set in, which can play havoc with overall peace and stability in any Region.

At the outset, it needs to be clarified that the terms 'violence' and 'crime' are both used in the book. To any casual reader, it may appear that these have been used almost synonymously. The book has endeavoured to examine issues connected with violence. The study mostly focuses on crimes of violent nature. Crime rate (number of crimes per lakh population) is used

to compare incidence of crime amongst the States and other parts of the country. The term 'crime' has been used since the statistics and figures provided by the various police authorities relate to incidence of crime. According to Encyclopaedia Britannica "crime is the intentional commission of an act, usually deemed socially harmful or dangerous and specifically defined, prohibited and punishable under the criminal law." In the case of violence, whether the act is committed by an individual or a group of persons, the degree of dysfunction depends on the specific context. One view is that violence is a cultural trait.

The study reveals that IPC crime rate is very much less, compared to the rest of the country, whereas violent crime rates are slightly higher than the national averages and most of these are reported from urban areas.

Working on the study has indeed been an enriching experience. It was found that people in the so-called advanced societies have much to learn from the social and cultural fabric that is almost all pervasive here. Western societies are amazed at the resilience of the institution of family in India and how it has survived the ravages of time. The Northeast has truly exemplified this fascination feature of the Indian ethos. Traditional values are treasured; elders and women treated with consideration and respect; religious, cultural and spiritual institutions have been instrumental in inculcating moral values and residents here do not generally subscribe to the cult of violence.

It may be mentioned here that the process of data collection for the study/book has been hampered by some limitations like:

- **Prevalence of Traditional system of governance and the Criminal justice system in vogue in several parts of the Region.** A large number of disputes are resolved at the local level itself and even crime of a grave nature may at times not be reported. To that extent, the figures on crime-free villages may be slightly distorted. This aspect has been discussed in detail in Chapter 8.
- **Insurgency Related Crimes:** The crime rate of Nagaland and Manipur is reported to be much less than that of Delhi. However, the ground realities are different. The violence and crimes committed by insurgents may be remote and sporadic. The major issue is the gravity of threat posed by them and fear of insurgency, which affects the minds of the residents. Also, due to the close-knit social fabric and other reasons, rural areas in the Northeast are less affected by insurgency related crimes. The aspect of insurgency has been covered in detail in Chapter 6 of the book, wherein an attempt has been made to bring out the true picture, by grouping the 8 states into three groups namely: (i) peaceful, (ii) crime prone/disturbed/insurgency affected and (iii) Assam.

The book is in two parts. The first part is diagnostic in nature. The second is prescriptive. The second part is further divided into two sections. The first section deals with recommendations and the second contains the plan of action on how to take forward the recommendations.

The book contains 11 Chapters. **Chapters 1 and 2** are introductory in nature. These include the background, how the study was conceived and the methodology adopted for conducting the study. **Chapter 3** surveys the historical, cultural and socio-economic profile of all the eight States.

Chapter 4 makes a detailed survey of the crime prone and crime-free villages of the Region. **Chapter 5** makes an analysis of crimes in the Region. **Chapter 6** takes a look at two major 'contributors' to crime -- Insurgency and the Narcotics angle. **Chapter 7** studies the role of various agencies/players/institutions in keeping the villages crime-free. **Chapter 8** outlines the crime and administration of justice in tribal societies in the Northeast. This includes a detailed discussion on Tribal/customary laws in the Region. **Chapter 9** studies the trends and projections of crime -- Region, State and District-wise. **Chapter 10** is prescriptive in nature and addresses issues, which would promote development and minimize crime. The recommendations are given in two heads: for the Region as a whole and State-specific. The main focus is on gearing up of the administrative machinery and bringing in greater degree of transparency. The twin menaces of insurgency and narcotics need to be tackled on a war footing since they pose a threat to the integrity, security and social health of the entire nation. Measures also need to be taken to minimise the emotional distance. This is possible by having more people-to-people contacts between residents of the Northeast and those in the rest of the country. This will remove many erroneous perceptions and bring in greater degree of integration. Suggestions include: regular cultural and sporting interaction both to and from the Region. Attention has been drawn to little known spots like Parshuram Kund in Arunachal Pradesh, which could be converted into one of the rallying points for emotionally integrating with other parts of the country. Lord Parshuram, who is normally associated with Kerala, is believed to have performed a major rite here after killing his mother on the orders of his father. Once the sanctity of this site is adequately publicized, it could, in course of time acquire a status comparable to that of Kashi or Badrinath. It should be possible to emotionally link people from the Southwest corner of the country with those in the extreme Northeast.¹

The industrial activity, proposed to be taken up, should be geared to local needs and which substantially utilises local manpower, talent and expertise. The endeavour should be on Local resource endowments -local resources --local people -- local skills -- local consumption. The educational system needs a thorough overall since at present it only seems to be producing an army of unemployed (unemployable) graduates. The system should incorporate vocational training. This is imperative since idle youth may either be drawn towards the perceived 'Little Risk, High Returns' activities of insurgents or be lured into the vicious drugs circle -- either as users or as carriers/peddlers.

1. In this regard the author has met Shankaracharya of Dwarka and Badrinath, Shri Swaroopanandji and Shri Shashi Bhushan, ex-MP, who have shown keen interest in developing this site.

Chapter 11 suggests the plan of action for carrying out the recommendations mentioned in Chapter 10. The policy makers have to confront a number of challenges like: facilitating the different ethnic groups to co-exist peacefully; developing employment-led growth, tackling the problems of drugs abuse and insurgency, ensuring greater involvement of women and making optimum use of technology resource organisations.

It is hoped that this book will help in promoting a better understanding of this fascinating Region and its people.

P.C. SHEKAR REDDY

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EXECUTIVE SUMMARY

IPA, in association with Northeastern Council (NEC), was entrusted with the task of identifying violence-free villages in Northeast (NE) Region and study in depth the reasons for these villages being violence-free so that a process of introducing appropriate policy interventions to impact the policy-making processes can be initiated through better interaction and participation by the grassroots level institutions like Panchayati Raj, District Autonomous Councils and Village Councils.

Generally, normal IPC crimes in Northeast are minimal, since the original inhabitants are mostly peace loving. Majority of the crimes are insurgency related. NE does not necessarily imply insurgency or backwardness. The common perception about people elsewhere is that people of the NE act like aliens and there is a dire need to change their attitudes and see them as an integral part of the system. The reality is that the people here are endowed with native wisdom and have strong community and family bonding and are socially more cohesive than those in other parts of the country. Wisdom lies in tapping the unique strengths of the people here. For this, policy planners and implementers and the general public have to alter their attitudes and perceptions towards the people of this region.

In a region that is torn by insurgency, and where it has become the brand factor, violence-free villages and their existence is quite a revelation. It is heartening to note that these do exist and are in plenty. However, the existence of violence-free villages is not in isolation. There are coefficients to these villages, which can serve as models for those insurgency ridden regions to metamorphose into much more peaceful and development-oriented regions.

Nagaland, the most turbulent State in entire India, has 374 villages, which have no record of crime since establishment of formal Police stations. Some persons may feel that 'crime free' record may be due to factors like threats from insurgents or police apathy to register complaints. But absence of reports of crime for several decades can only be due to peaceful nature of the inhabitants. Existence of such villages is a matter of pride not only for the Northeast but also for the rest of the country. These villages can also be a source of inspiration in the on-going Naga peace process.

The Northeastern region of India comprises of seven States. To speed up development process in Sikkim, it was added as part of the NEC. The region is home to more than 3.9 crores i.e. about 4 per cent of the Indian population and accounts for nearly 8 per cent of the total land surface of the country. This is a strategically sensitive region with over 5,000 Km of international borders with Bhutan, China, Myanmar and Bangladesh. In fact, 98% of the borders of the region are international boundaries. The NE region is joined to other parts of the country by a thin wedge of territory, about 20 Km wide at its narrowest, commonly referred to as the 'Chicken's Neck'. The region presents an intricate cultural and ethnic mosaic with over 200 ethnic groups with distinct languages, dialects and socio-cultural identities.

The Northeast India, which is a home to diverse ethnic groups, has seen much violence and bloodshed over the past few decades. These include insurgencies in Assam, Nagaland, Mizoram, Manipur, Tripura and growth of militant groups in Meghalaya. In addition, there are conflicts and confrontations over land use and control as well as issues of language, identity formation, demographic change and minority and majority relations.

Alienation from the rest of India, mis-governance and corruption, as well as underdevelopment, are common frustrations in the region, which is one of the well endowed regions of India in terms of natural and mineral resources.

Numerous explanations have been offered for these "paradoxes of a periphery". Politicians view it as a law and order problem. Sociologists regard the developments as a clash between the traditional social structure and the changes and challenges of economic development and modernization. Separatists and insurgents have blamed the extractive and 'colonial' policy of the Union Government for the woes of the region. Even a cursory look at the region would reveal that the region lags behind the rest of the country, particularly those parts of the country with comparable resource endowments.

The lack of infrastructure has been responsible for the sluggish growth of industries in the region despite abundance of natural resources. Lack of infrastructure has hampered industrialization, and industrialization has not materialized to the desired degree due to lack of adequate infrastructure.

There is no doubt that insurgency, political instability and ethnic conflict are inimical to economic development. Widespread and prolonged socio-economic conflict results in economic destruction and social disorganisation. At times, economic considerations and goals of development are sacrificed for other politically valued gains. Political power and economic resources become principal bones of contention between ethnic groups. As resources, wealth and jobs are unevenly distributed; the roots of socio-political conflict get firmly entrenched in society.

The objective of this study is to identify such regions and villages and examine the reasons or indicators of peace in these villages. The aim of the study is to ascertain how certain villages have continued to remain violence-free and how these can be replicated as models for the entire Northeast as well as the rest of the country.

This study also seeks to suggest policy changes and civil society participation for the development of enduring peace, harmony and prosperity of the region and greater integration with the rest of the country. The integration can be social, political, economic and psychological. This also includes infrastructure development, enhancing access to the region, exploring rural and urban investment potential, developing the agro-based and other industries so as to create multiple livelihoods for the people, improve educational and employment potential of the region to stop brain drain, improvement of health access, and increasing community participation in governance.

1. Issues of Concern

- ❖ The States have huge administrative structures, but have been failing consistently in delivering goods and services to the people.
- ❖ There appears to be a feeling of apathy especially among some of the senior bureaucrats. Their main interest seems to be in getting central postings and to leave the Northeast at the earliest.
- ❖ The level of corruption at all levels is a cause for alarm since it is adversely affecting the delivery systems. It is understood that in one of the States the going rate is Rs 30,000 for a primary school teacher, Rs 1,20,000 for a district transport officer and Rs 1,50,000 for a block development officer.
- ❖ The high level of corruption in senior bureaucratic and political levels is also fuelling the insurgency movement. There should be a drive to at least contain the extent of corruption. This could be achieved by duly publicising the funds released by Central/State and local governments so that there is greater transparency and public awareness. Right to Information Act should be implemented in the entire Northeast region on a priority basis.
- ❖ There are almost parallel governments by Insurgent groups in Nagaland and Manipur. A recent study highlights the rather stark presence of black economy in the region. It also mentions a collusive arrangement where a few legitimate power elites facilitate a continuous transfer of resources into the underground economy. This mutual interdependence between the constitutional and extra-constitutional forces has not only impaired the legitimacy of the State but large sums of money have been siphoned off by the insurgents in the form of protection money, professional tax and various other means from both the tribal bourgeoisie and their national collaborators. Despite a general awareness of such events, no one seems to be in a position to check these activities.
- ❖ Rising levels of unemployment is a disturbing factor leading the youth to nefarious activities like indulging in narcotics abuse and terrorism. In the absence of any healthy sustainable economic activity in the region, the expanding class of neo-literates (who have very limited employment avenues) may feel it immensely remunerative to join

insurgency movements since they may be assured of material benefits. Insurgency should not be allowed to become an industry with great promise and fewer risks.

- ❖ There is also an absence of purposeful and vocational education.
- ❖ Lack of sustainable and productive economy, including agro-based industries or cottage industries. All these factors are cumulatively triggering a heavy brain drain.
- ❖ Another related problem is that of suspicion of outsiders, which has impeded economic development of the region. Certain examples of the negative fallout of this are: stopping of oil exploration and production by Naga Students' Federation, preventing railway extension in Khasi Hills, impeding development of immense hydro electric resources because of lack of inter-State consensus. This suspicion has discouraged external initiatives in the region. The Northeast does not have a large and enterprising indigenous business community. Business classes from other parts of the country are not likely to get encouragement or assurance of goodwill to start new ventures.

If one has to pinpoint one reason for the under-development of the Northeast, it is the lack of an effective delivery system. There is, thus, an urgent need to create an enabling environment where the functionaries involved work with more dedication. One important recommendation that has come up is to create a roster/pool of all Administrative and Allied Services Officers, across the country (other than the NE), who could be posted to the region for fixed tenures of three/five years. Such officers should not only be entitled to reasonable monetary incentives but also preference in empanelment for subsequent higher postings as well as earmarked for foreign assignments etc.

2. Glaring Anomalies

The Northeast region presents glaring anomalies. The percentage of ST population in the country is 8 per cent whereas percentage of ST population displaced for want of developmental projects is 40 per cent. Another irony is Cherapunji, which receives the highest rainfall in the world, has an acute shortage of drinking water. The reasons are: indiscriminate cutting of trees and mining by non-locals.

It is all the more important to understand that most of these people are not beneficiaries of the developmental projects (like power produced by dams is transmitted elsewhere). It is also important to understand the sentiments of the tribals for their native villages and a sense of deprivation and alienation from the growth processes

3. Findings : Myth Vs Reality

Myth is: most of the Northeast is Turbulent. However, the Reality is.....

Contrary to the general public perception and media reports, violence-free villages are plenty in the Northeast. Such villages are mostly inhabited by homogeneous tribal groups and some degree of development exists. On the other hand, crime is more prevalent in villages, which consist of heterogeneous groups, under-developed and deprived sections. Arunachal Pradesh is an exception. It has villages consisting of heterogeneous groups and yet has a great degree of peace, barring three districts.

The findings below disprove the myth.

Sl. No.	States	Villages		
		Total	Crime-Free	% of Crime-Free
(A)	Peaceful States			
1.	Meghalaya	5780	5221	90.33
2.	Mizoram	807	*146 (5 years data)	80
3.	Arunachal Pradesh	3716	**107 (out of 150)	70.67
4.	Sikkim	450	***More than 90%	90
(B)	Disturbed (Insurgency Prone) States			
5.	Manipur	2391	642	27.35
6.	Nagaland	1177	****745	63.30
7.	Tripura	857	240	28.00
(C)	Assam	24,685	8,376 (out of 11,562)	72.44
	Northeast	39,865	28,396	71.23

Note: * Crime-free villages for the last five years.

** In respect of this State, only villages with populations of 1,000 and above have been considered. If the total villages are taken into account, the percentage of crime-free villages may be much higher since smaller villages have a more congenial atmosphere.

*** Sikkim is not maintaining VCNBs (Village Crime Note Books) in the police stations. Figures of crime-free village have been calculated from the data of National Crime Record Bureau (NCRB).

**** 374 villages of Nagaland have not reported any crime till date. This is indeed noteworthy.

These figures dispel the myth of insurgency torn region that is usually projected about the Northeast. Like in other regions, violence is only concentrated in pockets. Hence, instead of branding the entire region as violent, it is critical to study these pockets of violence in detail to bring about lasting solutions, instead of adopting a broad-brush approach.

Total crimes registered under Indian Penal Code (IPC) in NE States and percentage variation in 2003 over 1999 and 2002 are as follows:

Sl. No.	State	1999	2000	2001	2002	2003	% Variation in 2003 over	
							1999	2002
1.	Arunachal Pradesh	2266	2367	2342	2228	2061	-9.0	-7.5
2.	Assam	37292	35178	36877	36346	40507	8.6	11.4
3.	Manipur	2469	2577	2489	2584	2533	2.6	-2.0
4.	Meghalaya	1718	1702	1687	1664	1659	-3.4	-0.3
5.	Mizoram	2220	2316	2246	2820	3384	52.4	20.0
6.	Nagaland	1249	1368	1234	1114	975	-21.9	-12.5
7.	Sikkim	776	432	444	485	280	-63.9	-42.3
8.	Tripura	3129	3372	2801	3075	3513	12.3	14.2
	Total (NE States)	51119	49312	50120	50316	54912	6.9	8.3
	Total (All-India)	1764629	1771084	1769308	1780330	1678020	-4.9	-5.8

Nagaland reported less crime probably because of: Ceasefire with NSCN (I-M) and NSCN (K). Hence crime figures are inconclusive.

There has also been an unofficial ceasefire with NSCN (I-M) in Manipur, parts of Assam and Arunachal Pradesh (Naga inhabited areas).

In Manipur, there has been less recording of crimes for various reasons.

The general crime situation in the Northeast, as compared to the overall crime figures in the country in terms of population, is roughly at the same level (*Source: Reports received from MHA*).

The total number of insurgents in the Northeast is less than 18,000 and weapon holding cadres, less than 8,500. So, if greater political will and commitment are shown, the problem of insurgency in the NE can perhaps be resolved.

Human Rights Violations: It is heartening to note that cases of Human Rights violations in the Northeast (357 in the year 2003) were 0.49 per cent of the all India total even though the population of the region is 3.80 per cent of the country's population. These figures show that the region is reasonably peaceful and harmonious inter-personal relations exist here.

INTRODUCTION

1. NEC: A Regional Planning Body

The North Eastern Council (NEC) was constituted in 1971 by an Act of Parliament. The constitution of the Council has marked the beginning of a new chapter of concerted and planned endeavour for the rapid development of the Region. Over the years, the NEC has metamorphosed itself into a Regional Planning Body. The NEC has now also been mandated to ensure security and public order since it was felt that a climate of permanent peace would facilitate faster and equitable development of the region and the people.

Sub-section 4 of Section 4 of the NEC Act, 1971, as amended in 2002, reads as under:

"The Council shall review, from time to time, the measures taken by the States, represented in the Council, for the maintenance of security and public order therein and recommend to the Governments of the States concerned further measures in this regard."

The Report of the Committee on Revitalisation of NEC (2004) has made the following significant recommendations:

- ❖ Since security continues to be the NEC's mandate, after the amendment in 2002, it should receive due attention.
- ❖ The linkages between security and development may be suitably flagged by NEC.
- ❖ NEC may devote a Special Session for consideration of security. This Session could be chaired by the Home Minister. The National Security Adviser may be invited to this Session.
- ❖ Steering Committee, chaired by the Home Secretary, may determine the issues to be considered by the NEC Session.

2. Genesis of the Study

Dr. Kamal Taori, IAS, was on one-year study leave with the IIPA to identify areas of disaster and grassroots governance in different regions of India while serving as Additional Secretary, Inter State Council, Ministry of Home Affairs. During his study, he found that there were several villages in Azamgarh and Mau districts in Uttar Pradesh where no crime has been reported in the last

50 years. Thereafter a brain-storming session was held under the chairmanship of Director, IIPA, with senior officials of the Ministry of Home Affairs and the Inter State Council. It was decided that the matter merits deeper analysis - both diagnostic as well as prescriptive.

It was believed that the NER would also be having such villages which deserved to be studied and documented not only for their insularity but also for the key lessons they hold for all of us. There was a need for a comprehensive study, which could address special problems of violence with reference to women and socially and economically excluded/deprived communities like SCs/STs. It was also to be examined whether freedom from violence is because of education, prosperity, socio-economic profile, self-employment, local leadership, livelihood systems, socio-cultural factors, strong value system and strong sway of religion. It was felt that useful lessons could be drawn from "violence-free villages amidst turbulence". We can re-formulate and fine tune policies for holistic development, which would recognise and reward such violence-free areas and impart a healing touch to the NE society which is experiencing stress and strife.

3. Broad Purpose of the Study

Projecting Northeast in True Light: It is also noted that sensational news driven national media is prone to be negative towards the Northeast. Negative aspects of the region are only projected but positive aspects like the following are totally ignored:

- 1. Social Development:** Northeast is more socially developed than the rest of the country. Here, there is greater respect for women and elders who exercise a very positive moral influence on the local society. It is very safe for women to move about even late at night. There is also a strong community and family bonding. Tribal loyalty is strikingly strong. It is no wonder that cultural and traditional values are still intact despite the winds of Westernization. In States like Sikkim, 33% reservation for women in all departments, including the police, is enforced.
- 2. Patrolling by Women:** A remarkable feature of the region is the patrolling by women groups in the nights to protect the youth from being abducted by insurgents and armed forces personnel.
- 3. Insurgent Groups:** These groups have never targeted tourists and till now there is no record of tourists being killed by insurgents.

If incidents of killing by (i) insurgents in Northeast, (ii) Naxalites in Andhra Pradesh and (iii) organised criminals in Mumbai occur on the same day, in all probability, for reasons unknown, incidents of the first category will be first page item, incidents of the second will be small news items in the middle pages and the rest may not be reported at all. One has to realise the fact that IPC crime rate (incidence of crime per lakh population) in 2003 in Delhi was 319.7 whereas more than half of the districts of the Northeast reported less IPC crime rate than the national average of 160.7. IPC crime rate of some of

the so-called peaceful cities is as follows: Bhopal (809.6), Jaipur (498), Hyderabad (366), Bangalore (514.50), and Vijayawada (997.40). (Source: *Crime in India 2003, NCRB*). The Northeast cannot, therefore be faulted for any high crime incidence.

Media Needs to be Sensitised on the Issues of Northeast

Tyranny of Distance: Another reason for the relatively low level of development, as compared to other States of India, is the distance – physical, psychological and emotional - from the rest of the country. While even the remotest corners of the rest of the country are accessible from Delhi by air in a few hours time, the NER faces the formidable problem of connectivity. Here, it is not merely the question of physical distance but the time and hassle required to reach a particular city and the physical and mental strain involved in the process. For instance, if the flight carrying a senior official from Delhi is unable to land at Imphal/Dimapur/Agartala, the next visit may materialise after a long gap.

Inadequate Voice in the Corridors of Power: The NE has no national level political leader or towering personality who can effectively articulate the issues of the Northeast like Pandit Nehru for Kashmir, Y.B. Chavan for Maharashtra, NTR for AP, C.N. Annadurai for Tamil Nadu, Y.S. Parmar for H.P. or Biju Patnaik for Orissa who effectively fought for the best interests of their States. The entire Northeast elects only a total of 25 MPs to the Lok Sabha (of which 14 are from Assam alone). Even in these days of coalition governments at the Centre, this number of MPs is not sufficient to effectively influence the Central Government in major policy matters and effectively counter/alter the policies, which are unfavourable to the Northeast States. Also, there are hardly any senior level bureaucrats hailing from this region in the Central Secretariat, who can effectively project the aspirations and unique problems of the people of the NER. The industrial/corporate lobbies are also absent. Civil society organisations are also few and far between to raise the issues pertaining to the Northeast. Thus four influential groups that can project and lobby for the region are not visible and effective.

Hence, the common perception about the NER remains as a region inhabited by

- ❖ Agriculturists/tribal groups
- ❖ Government employees
- ❖ Contractors
- ❖ Unemployed youth
- ❖ Insurgents and militants.

This needs to be immediately corrected.

Why the 'Seven Sisters' be given Special Priority?

At the time of partition, the erstwhile Chittagong Hill Tract was primarily inhabited by Buddhists who had supported the inclusion of this area in the Union of India. Had this area remained with India, the present situation of the

Northeast, for that matter, the entire development profile of Northeast would have been different. This could have facilitated a seaport for the Northeast (the lack of which has constrained the development of maritime trade of the region). It is ironic that while the rest of the country was celebrating our Independence in 1947, the people of the Northeast were lamenting over the fact that while it took them four hours to reach Calcutta/rest of the country, as a result of partition of the country, it would now take them 48 hours of travel over very difficult hilly terrain. An opportunity was missed to set right this anomaly in 1971 when Bangladesh was liberated by India. The farthest corner of Tripura is only a few kilometers from the Bay of Bengal but it takes more than 48 hours to reach the nearest port in India. Diplomatic, political, administrative and social initiatives are necessary so that the NE has access to ports in India, Bangladesh and Myanmar to reap the benefits of a littoral State. Access controlled expressway connecting the Northeast with rest of the country, through Bangladesh, should be an immediate priority. These are tasks, which have to be achieved for the accelerated and holistic development to the full potential of the Northeast.

In no way should one feel that by emancipating and empowering the people of the Northeast, one is doing an act of charity. On the other hand, it is a moral duty, social necessity and a recompense for the hardships imposed on them by the forces of history and geography.

4. Critical Objectives of the Study

The study primarily aims to identify violence-free villages in the States of the Northeast and to examine the underlying causes for the same. It has the following objectives:

- ❖ Study the existence, reasons and milieu of violence-free villages in the Northeast.
- ❖ To study the conflict resolution and grievance redressal system in these villages.
- ❖ Explore better systems of governance especially with reference to containment of violence, promotion of adjudication, social policing, etc. for replication.
- ❖ Explore good governance practices like better policing, transparency in governance and capacity building of the community to ensure harmony and sustained peace.
- ❖ Facilitate better understanding of local disputes, their causes and means to resolve these speedily and peacefully at local level itself.
- ❖ Explore fresh avenues for investment, employment and livelihood.
- ❖ Identifying missing links and gaps for non-optimal performance in regard to policy-making, funding, execution, monitoring and course corrections.
- ❖ Study the efficacy and the working of Panchayati Raj Institutions and explore means of greater participation and involvement of the people in the development process.

- ❖ Explore the effective use of technologies in the overall development of the region by leveraging the information and communication revolution, and the opportunities unleashed by liberalization, public-private partnerships, operationalization, etc.
- ❖ Effective community participation in the decision-making processes.

5. Methodology

The study has relied on the following sources for data collection:

Primary Sources: Information obtained from field visits and detailed interviews with key players like senior bureaucrats, both at the Centre and in the eight States, village chiefs and members of women's and youth groups and responses to the detailed questionnaire as well as extensive visits to crime-free and also crime-prone areas.

Secondary Sources: The data on violence-free villages was provided by the Police Departments of the all the States. Information was also obtained from publications of the UNDP, Planning Commission, Ministry of Rural Development, newspapers, magazines, internet as well as official reports.

Data regarding incidence of crime has been provided by NCRB, population figures were obtained from Registrar General, Census of India, for the purpose of calculating crime rate (incidence of crime per lakh of population). Various statistical techniques like time series, multiple regressions, correlations, etc. have been employed to establish relationship and causality among various dependent and independent variables (like per cent of rural population, literacy rates, migrations, etc.) with crime rate and also to extrapolate crime rate up to the year 2008. (Please refer to Chapter 5, Para 4 and also Annexure I.)

Based on data gathered through the above methods, the study has sought to proceed further in the following manner:

- ❖ **Integrated Policy Framework for the Northeast:** Here the cultural and socio-economic profile of the region, including that of individual States is discussed. Thereafter, the plan of action to achieve holistic development of the region is suggested.
- ❖ **Diagnostic:** Here a comprehensive study on violence-free villages in the Northeast is made. Various factors, which have contributed to the present scenario, are brought out. The cultural and socio-economic profile of the region, including that of individual States, is discussed.
- ❖ **Prescriptive:** Modalities, policies for developing and getting the best out of the villages, communities through good governance policies and participatory programmes, executing sustained capacity building of the key players, and effective and monitoring mechanisms, have been suggested.

❖ Organisational Framework

Hypothesis Testing: A broad hypothesis was made that crime is related to composition of ethnicity, percentage of rural population, literacy rate, unemployment, feeling of alienation and deprivation, etc. The hypothesis was

formulated based on our extensive tours to the Northeast, interviews with key policy-makers (including police officials), civil society and also various get-togethers, seminars (involving various stakeholders), State-wise crime reports and responses to the questionnaire from the respective police departments. The hypothesis was tested for authenticity with credible and dependable statistical data from various sources, using the latest techniques. Based on this, recommendations have been made and suggested plan of action drawn.

6. Questionnaire

The following questionnaire was circulated among the police departments of the NE States and a representative sample of villages in these States to elicit broadly the following information:

- (i) What are the reasons for these villages being violence-free?
- (ii) How can other villages emulate them?
- (iii) What are the policy support, incentives, rewards, recognition, etc. that can be given by the Government, press, policy-makers, civil society, etc.?
- (iv) The role of the community, women, social organisations, dry policies, and traditional system of governance, church/temple/other religious institutions or any other social factors that help in keeping the villages violence-free.
- (v) What are the socio-economic factors and profile of the people in these violence-free villages?
- (vi) The role of family/community/dignity/honor/respect for values and elders.
- (vii) How can training modules be developed to bring the best out of the people, groups and society to ensure sustained development?
- (viii) What could be the preventive, curative and promotional measures to curb contain violence and promote harmony?
- (ix) HRD issues, employment, CMP etc.
- (x) How can the optimum utilisation of existing infrastructure like Community Information Centres (CICs), and other ICT platforms be used?
- (xi) The role of Panchayati Raj institutions, and clusters in development.
- (xii) How can 'Social and Community Policing' aid in development?
- (xiii) What is the coherent and holistic action required for ensuring peace dividend?
- (xiv) What are the issues of simplification, transparency and overall accountability for better output and outcomes to match the outlays?
- (xv) Attitudes, mindset reorientation issues.
- (xvi) Methods of operationalising credible strategies for optimal utilization of resources to achieve the desired objective covering broadly:

1. What needs to be done?
 2. What is the strategy and action plan?
 3. What is the time frame for achieving this?
 4. Why is the action required?
 5. Who are the agencies and the partnerships under each head?
 6. How will we ensure effective operationalisation and sustainability?
 7. Where and when these policies and programmes have to be implemented to ensure best value for time and money?
- (xvii) Methodology adopted for grassroots capacity building and empowerment.
- (xviii) Any other relevant information and data.

NORTHEAST STATES

—Historical, Cultural and Socio-Economic Profile

The Northeast region is unique for its diversity in terms of ethnicity, languages, culture and rich heritage. In fact, the terminology Northeast is a misnomer as each of the eight States has its unique culture, heritage and societal norms, so different from each other. Each ethnic group in the region, however big or small, is conscious of its identity and desires to maintain and safeguard its separate and distinct identity. Although the chronic problems of insurgency, economic backwardness and illegal migration are common to almost all the States, each State has its unique set of problems. In fact, the character of the security problem and nature of insurgency differs from State to State.

Northeast is the gateway to South-East Asia and efforts should be made to integrate the region economically with the ASEAN nations, as part of India's Look East Policy. This would transform the economy of the region. Events like the ASEAN Car Rally inaugurated by Prime Minister, Dr. Manmohan Singh, in November 2004, would go a long way in strengthening India's age-old ties with ASEAN.

Although security remains a major concern for New Delhi with various insurgent groups operating in the region since the 1950s, development initiatives cannot take a back-seat. The Northeast still lags behind the rest of India in various fields. Faster and tailor-made development programmes and initiatives for the region would dissuade the youths from taking up guns. Insurgency impedes development but lack of development gives birth to insurgency and unrest.

Though efforts have been made since 1947 to integrate the region emotionally with the rest of India, the task is still incomplete. The region still feels alienated from the rest of India. Given the terrain, heavy industries cannot be established in the region. Instead cottage and small-scale industries should be encouraged. Establishment of DONER and its upgradation into a Ministry were positive steps in this direction.

1. Human Development Indices (HDI) and Northeast Data – in the Succeeding Pages

(A) Arunachal Pradesh

Capital Itanagar, Area 83,743 sq km, Population 1,091,117.

History of the State

Earlier known as Northeast Frontier Agency (NEFA), Arunachal Pradesh was accorded Union Territory status on 20 January 1972. It attained full Statehood on 20 February 1987. The State is divided into 11 districts. Article 371 H of the Constitution of India contains special provisions with respect to this State.

Socio-Cultural Profile

There are 26 major tribes and several sub-tribes inhabit the area. Broadly, the people may be divided into three cultural groups on the basis of their socio-religious affinities:

- ❖ **Buddhists:** The Monpas, Sherdukpens, Membas Khambas, Khamptis Singphos. Polyandry is prevalent among them.
- ❖ **Sun and moon worshippers:** Adis, Akas, Apatanis, Bangnis, Nishis, Mishmis, Mijis, Thongsas. Their religious rituals largely coincide with phases of agricultural cycles. They invoke nature deities and make animal sacrifices.
- ❖ **Elementary Vaishnavites:** Noctes and Wanchos. They are hardy people known for their strictly structured village society in which the hereditary village chief still plays a key role.

(B) Assam

Capital Dispur, Area 78,438 sq km, Population 26,638,407.

History of the State

The Assamese people of today are a result of assimilation and integration of people of different racial stock who migrated to Assam down the ages. The Assamese population can be divided into two broad groups: (a) non-tribal people who constitute the majority and (b) the tribals.

The Non-Tribals

The entire non-tribal population of the State is concentrated in the Brahmaputra and the Barak Valleys. They speak Assamese language, are predominantly Hindus, who follow the same caste structure of: the Brahmins, the Kshatriyas, the Vaishyas and the Shudras. The majority of the non-tribal populations of today are tribals who underwent the transformation by adopting Hinduism and its way of life, gradually rising in status in the Hindu caste system in a process, which is termed by anthropologists as *Sanskritization*. The Ahoms themselves were absorbed into their Hinduized or Hindu Assamese-speaking subjects towards the end of their long reign.

Human Development Indices (H.D.I.)

Name of the State	H.D.I. Value 1991	H.D.I. Rank (out of 32)	H.D.I. 1991	H.D.I. Rank (out of 32)	Gender Disparity Index Value 1991	Gender Disparity Index Value 1991	Sex Ratio 2001	Dependency Ratio 1991	Dependency Ratio (Rural) 1991	Sex Ratio Children 0-6 2001	Per Capita NSDP at 1993-04 (Price in Rs.) 1998-99	% of Persons in Labour Force 1999-2000	% Female in Labour Force 1999-2000
Arunachal Pr.	0.328	29	49.62	30	0.776	11	901	8	9	961	8,401	55	42
Assam	0.348	26	48.95	27	0.575	29	932	10	10	964	5,664	55	24
Manipur													
Meghalaya	0.365	24	49.19	28	0.807	7	975	8	9	975	7,727	74	62
Mizoram	0.548	7	32.2	14	0.77	13	938	9	10	971	NA	64	49
Nagaland	0.486	11	42.07	22	0.729	17	909	9	11	975	9,118	68	61
Sikkim	0.425	18	34.84	17	0.647	26	875	8	9	986	9,440	59	37
Tripura	0.399	22	44.89	24	0.531	30	950	13	13	975	6,456	45	11
All India	0.381		39.36		0.676		933	12	13	927	9,647	62	39

(Contd....)

HDI (Contd....)

Name of the State	% of Population BPL 1999-2000	Literacy Rate 2001(%)	Female Literacy Rate 2001(%)	Rural Literacy Rate 2001(%)	Gross Enrolment Ratio Class I-Vth (6 to 11 years) 1999-2000	Girls Gross Enrolment Ratio Class I-Vth (6 to 11 years) 1999-2000	Teacher-Pupil Ratio (Primary School) 1999-2000	Infant Mortality Rate 2000	Total Fertility Rate 1998	% of Children Underweight (-2SD) 1998-99	% of Houses with Access to Safe Drinking Water 1991	% of Houses with Access to Toilet Facilities 1997	% of Recorded Forest Area to Total Geographical Area 1996-98
Arunachal Pr.	33	55	44	48	118	109	35	44	3	24	70	86	62
Assam	36	64	56	61	115	105	38	75	3	36	46	6	39
Manipur													
Meghalaya	34	63	80	57	115	112	41	58	4	38	36	27	42
Mizoram	19	88	86	80	115	108	26	21	NA	28	16	80	76
Nagaland	33	67	62	63	90	88	20	NA	2	24	53	4	52
Sikkim	37	70	81	68	139	138	18	49	3	21	73	53	37
Tripura	34	74	65	70	109	101	29	41	4	NA	37	47	60
All India	26	65	54	59	95	85	43	68	3	47	62	49	23

Population and Police Data of Northeast

Name of the State	Capital	Area (In Sq. Kms.)	Population 2006 ('000)	No. of Females per 1000 Males	No. of Police Stations	No. of Policemen per		No of IPC Cases per Civil Policeman	Total Police Expenditure (Rs. in Crore)	Unit cost per Policemen (Rs. Per Annum)
						100 Sq.Kms of Area	1,00,000 of Population			
Arunachal Pradesh	Itanagar	83743	1170	899	77	7	513	0.90	69.59	121608
Assam	Dispur	78438	29009	939	244	69	196	2.70	631.35	118421
Manipur	Imphal	22327	2561	978	56	63	577	1.30	123.47	87586
Meghalaya	Shillong	22429	2473	974	36	42	394	0.70	103.12	110894
Mizoram	Aizawl	21081	955	937	52	18	426	1.60	98.96	255249
Nagaland	Kohima	16579	2132	909	52	71	575	0.40	228.37	194060
Sikkim	Gangtok	7096	580	871	29	44	562	0.40	50.46	162251
Tripura	Agartala	10486	3421	949	54	161	520	0.50	218.88	129668
Total North East		262179	42301	940	600	59	470	1.06	1524.20	147467
All India		3166404	1114202	937		41	125	2.20	16912.67	129206

Tribals

A majority of the tribes practice animism, but with ingredients of Hinduism. A considerable part of the tribal population has also adopted Christianity and on the rare occasion, Islam. There are 23 different tribes like the Bodo Kacharis, Karbis and Lalungs which are purely patriarchal, and the Khasis, Jaintias and Garos, which are strictly matriarchal. Then there are the Dimasas who, while having a patriarchal system of family structure, have a system of almost parallel male and female clans, which accords exclusive rights to women. There are also tribes such as the Hmars, Rengma Nagas and Garos.

(C) Manipur

Capital Imphal, Area 22,327 sq km, Population 2,388,634.

History of the State

The State has an eventful history from the earlier times. It came under British rule after defeat in the Anglo-Manipuri War of 1871. After Indian independence, the Princely State of Manipur was merged in the Indian Union on 15 October 1949. It became a full-fledged State of India on 21 January 1972. It has a Legislative Assembly of 60 seats. Article 371C of the Indian Constitution has special provisions with respect to this State. People include Meiteis, Nagas, Meite Pangals and other communities.

(D) Meghalaya

Capital Shillong, Area: 22,429 sq km, Population 2,306,069.

History of the State

The State became autonomous on 2 April 1970, and a full-fledged Indian State on 21 January 1972, marking the beginning of a new era of the geopolitical history of Northeast India. Meghalaya has the Khasi Hills District Council, Jaintia Hills District Council and The Garo Hills District Council under special provisions of the Constitution of India.

Socio-Cultural Profile

The Khasis, Jaintias, Bhois and Wars, collectively known as the Hynniewtrep people predominantly inhabit the districts of East Meghalaya, also known to be one of the earliest ethnic group of settlers in the Indian sub-continent, belonging to the Proto-Australoid Monkhmer race. The Garo Hills are predominantly inhabited by the Garos, belonging to the Bodo family of the Tibeto-Burmese race, said to have migrated from Tibet. The Garos prefer to call themselves as Achiks and the land they inhabit as the Achik-land. The Khasi-Pnars inhabit the eastern part of Meghalaya, in the Khasi and Jaintia Hills. Khasis residing in Jaintia hills are now better known as Jaintias. They are also called Pnars. The Khasis, occupying the northern lowlands and foothills, are generally called Bhois. Those who live in the southern tracts are termed Wars. Khasis follow a matrilineal system of inheritance.

(E) Mizoram

Capital Aizawl, Area: 21,081 sq km, Population: 891,058.

History of the State

Flanked by Bangladesh on the west and Myanmar on the east and south,

Mizoram occupies an important strategic position, having a long international boundary of 722 Km. The present State was a part of Assam, known as Lushai Hills District. In 1954, the nomenclature was changed into Mizo Hills District. It became a Union Territory in 1972 and became the 23rd State of the Union on 20 February 1987. Article 371G has Special provision with respect to this State. Mizoram has the Chakma District Council, the Mara District Council and the Lai District Council under special provisions in the Constitution of India.

Socio-Cultural Profile

Historians believe that the Mizos are a part of the great wave of the Mongolian race spilling over into the eastern and southern India centuries ago. It is possible that the Mizos came from Shinlung or Chhinlungsan located on the banks of the river Yalung in China. They came under the influence of the British Missionaries in the ninth century, and now most Mizos are Christians. One of the beneficial results of Missionary activities was the introduction of the Roman script for the Mizo language and formal education. The earliest Mizos who migrated to India were known as Kukis, the second batch of immigrants was called New Kukis. The Lushais were the last of the Mizo tribes to migrate to India. Mizo Hills were formally declared as part of the British-India by a proclamation in 1895. North and south hills were united into Lushai Hills district in 1898 with Aizawl as its headquarters.

(F) Nagaland

Capital Kohima, Area: 16,579 sq km, Population (2001 Census) 1,988,636.

History of the State

British rule was established over the area by the 1890s after which head hunting, then a traditional practice by the Nagas, was abolished. The Naga territory remained split between Assam and the Northeast Frontier Agency even after Indian independence in 1947, despite a vocal movement advocating the political union of all Nagas. In 1957, the Indian government established a single Naga administrative unit under Indian rule. Later in 1960, the Indian Government agreed to make Nagaland a self-governing State within India. Finally the State was officially inaugurated on 1 December 1963. Article 371A of the Constitution of India has a special provision with respect to the State of Nagaland.

Socio-Cultural Profile

Nagas are said to belong to Indo-Mongoloid stock. Nagas consist of more than 20 tribes, as well as numerous sub-tribes. Each has a specific geographic distribution. Tribes: Angami, Ao, Chakhesang, Chang, Khiamniungan, Konyak, Lotha, Phom, Pochury, Rengma, Sumi, Sangtam, Yimchungru, Zeliang.

(G) Sikkim

Capital Gangtok, Area: 7,096 sq km, Population (2001 Census) 554,493.

History of the State

Until 1975, Sikkim remained an independent kingdom ruled by the Chogyal. Thereafter, it became a full-fledged State of India.

Socio-Cultural Profile

The majority of population of North Sikkim comprise of Bhutias and Lepchas. The Nepalese constitute a minority. The Lepchas are predominantly concentrated in the Dzongu Areas; Bhutias are seen from Kabi-Tingda to Lachen-Lachung. Nepalese are found mixed up around Phodong, Mangshila and Mangan. Bhutias and Lepchas are usually Buddhists and Nepalese are Hindus, whereas around 1 per cent of populations from all tribes have lately converted to Christianity.

(H) Tripura

Capital Agartala, Area: 10,492 sq km, Population (2001 Census) 3,191,168.

History of the State

It was an independent administrative unit under the Maharaja even during the British rule. After independence, the Regent Maharani signed an agreement of merger of Tripura with the Indian Union. The administration of the State was taken over by the Government of India on 15 October 1949. Tripura became a Union Territory, without a Legislature with effect from 1 November 1956 and a popular ministry was installed in the State on 1 July 1963. Tripura attained full Statehood on 21 January 1972. The State has the Tripura Tribal Areas District Council under special provisions in the Constitution of India.

Socio-Cultural Profile

Majority of the population comprises of Bengalis (69 per cent). Rest of the inhabitants are tribals. The Tripuris constitute the most influential section of the entire tribal community, representing more than 50 per cent of the total tribal population of the State. The Tripuris live on the slopes of hills in a group of five to fifty families.

Next to Tripuris, the Reangs constitute the second biggest group among the tribal population. It is generally believed that this particular community migrated to Tripura from somewhere in the Chittagong Hill Tracts in the middle part of the fifteenth century. Chakmas people of this community in Tripura are found normally in the Sub-Divisions of Kailashahar, Amarpur, Sabroom, Udaipur, Belonia and Kancharpur. They are followers of Buddhism. Halams (Malsum) Malsum is one of the 12 groups belonging to the Halam community of Tripura. Halam, again, originally hailed from one of the branches of Kukis. The people of Garo community live in the South and Dhalai Districts of Tripura.

The Lushais were originally inhabitants of the hills lying in the east and Northeast of Tripura and also the adjoining hilly areas. The Darlongs are the sub-caste of the Lushai community. They live mostly in Kailashahar Sub-Division in North Tripura District. Their main livelihood is cultivation of pineapple, orange and cotton. Major Languages spoken in Tripura are: Bengali and Kakborak.

2. Demography – Social and Economic Factors

(Source: Northeast Enquirer - Vol.2, Issue No.25)

Annual Exponential Growth Rate of India is 1.93 per cent per annum. State with highest growth rate of population in India is Nagaland with 4.45 per cent per annum. The State recorded an abnormal growth rate in 1981-91 and 1991-01, which was 56.08 and 64.41 per cent respectively.

Annual average population growth rate of Nagaland has always been more than 4 per cent for the last three decades, which is unusually high by any standard. Considering the facts that there is no influx of illegal immigrants (unlike in the case of Assam and Tripura) and also that an average tribal family does not go in for more children, the growth rate needs to be understood and addressed accordingly. A population of two lakh in 1951 has grown to approx 20 lakh in 2001, i.e. a ten-fold increase in 50 years is highly intriguing. Percentage of Nagaland to the Total Northeast Population in 1951 was 2 per cent, whereas in 2001, it rose to 5.2 per cent. Failure of family planning/welfare measures or any other extraneous reasons need to be ascertained.

The total population of the Northeast is 3.75 per cent of the country's total population. It is 0.02 per cent more in the current decade than during 1981-91. In the last decade, the rate of growth of population was 22.02 per cent and is less in comparison to 1981-91, which was 27.46 per cent. On the national level, the rate of growth was 21.34 per cent in 1991-01, 2.52 per cent less in comparison to 1981-91.

The rate of growth of population is much more in the Northeast in comparison to national average. The immigration from the neighbouring Bangladesh and Nepal to the Northeast is the main cause of rapid growth of population in the region. The decadal growth rate was much more than the national average in various States of the Northeast, excluding Assam and Tripura, in 2001. In Tripura, the decadal growth rate was 34.30 per cent in 1981-91, but it was 15.74 per cent in 1991-01. The decadal growth rate of Assam from 1951-81 was much more than the national average. But from 1981-01, it is gradually decreasing. During 1981-91 and 1991-01 it was 24.24 and 18.85 per cent respectively.

A large number of illegal immigrants from Bangladesh have moved in to all the NE States and even as far as Delhi and Mumbai. The change in demographic pattern is triggering insurgency in Assam and Tripura. Between the censuses of 1991 and 2001, the population of Northeastern States has risen as follows: Arunachal Pradesh (26.20 per cent), Manipur (30 per cent), Meghalaya (29.20 per cent), Mizoram (29.18 per cent), Nagaland (64.41 per cent), Sikkim (32 per cent) and Tripura (15.73 per cent), against the national average of 23 per cent in the previous decade. It is quite clear that in the near future, these illegal aliens will have a greater say in the political decision-making in these States. The Task Force on Border Management in its report submitted, in August 2000, placed the figure of illegal Bangladesh migrants at 1.5 crore with about 3 lakh new entrants every year.

At present, the density of population of the Northeast is around 151 persons per sq km. In 1991, the density was 123 persons per sq km. It is very less in comparison to national average, which is 324. The population densities of different States of the region are as follows: Assam (340), Tripura (304), Nagaland (120), Manipur (107), Meghalaya (103), Mizoram (42) and Arunachal Pradesh (13). Arunachal Pradesh has the lowest density in the country.

The sex ratio in the Northeast is 937 females per thousand males and it is more than the national average. Sex ratio is highest in Manipur (978)

followed by Meghalaya (975), Tripura (950), Mizoram (938), Assam (932) Nagaland (909) and Arunachal Pradesh (901). The total urban population in the Northeast, as per 2001 Census, was 59,72,074, i.e. 15.51 per cent of the total population. It is 27.78 per cent of the national average. Assam has the lowest percentage of urban population (12.72 per cent), followed by Tripura (17.02 per cent), Nagaland (17.74 per cent), Meghalaya (19.63 per cent), Arunachal Pradesh (20.41 per cent), Manipur (23.88 per cent) and Mizoram (49.50 per cent).

3. Unique Features

These States have certain unique features such as:

- ❖ Political Structure. All States have democratically elected Governments, based on Universal Adult Franchise.
- ❖ Elections to State Assemblies and Parliament are held regularly and there is overwhelming participation of the people.
- ❖ Special provisions exist in the Constitution of India to preserve the ethnic cultural, religious identity of the people, and maintain demographic uniqueness of the region.
- ❖ Article 371A – Special provision with respect to the State of Nagaland.
- ❖ Article 371B - Special provision with respect to the State of Assam.
- ❖ Article 371C - Special provision with respect to the State of Manipur.
- ❖ Article 371G- Special provision with respect to the State of Mizoram.
- ❖ Article 371H - Special provision with respect to the State of Arunachal Pradesh.
- ❖ Articles 244(2) and 275(1) – Sixth Schedule – Provisions for administration of Tribal Areas in the States of –
 - Assam – The North Cachar Hills District Council and the Karbi Anglong District Council.
 - Meghalaya – Khasi Hills District Council, Jaintia Hills District Council and the Garo Hills District Council.
 - Tripura – Tripura Tribal Areas District Council.
 - Mizoram – The Chakma District Council. The Mara District Council and the Lai District Council.

Economic Development

- ❖ All States have been accorded a special category and receive 90 per cent of assistance from Central Government as grant.
- ❖ Per capita devolution of Central Plan and Non-Plan funds amongst the highest in the country.
- ❖ Regional institutes set up by the Central Government – largest number in the Northeast.
- ❖ Erstwhile Princely States of Manipur and Tripura joined the Indian Union in 1949.
- ❖ States of Meghalaya, Nagaland, Mizoram and Arunachal Pradesh were created out of the larger Assam State.

4. Village Summary Sheets - All States

Village Summary of Arunachal Pradesh

% of Crime-Free Villages - 70.67,

Religions (%): Christians - 21.1, Hindus - 29.7, Muslims - 1.19

Work Profile: % of Main Workers - 39.10, % of Marginal Worker - 7.10, % of non-Worker - 53.80, Work Participation Rate - 44.00, % of Cultivators - 68.50

Composition Profile of Rural Areas (%): Original Inhabitants - 69.88, Persons from other parts of District - 14.07, Persons from other parts of State - 2.24, Persons from other parts of Country - 11.21, Foreigners - 2.60

Education Level (%): Matric/Secondary - 3.96, Graduate - 1.54, Technical - 0.16

Rural Literacy Rate - 39.17

Population Size	POPULATION				SEX RATIO				LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)						
	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	Number of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	509	675	13.18	18.50	0%	193	514	5.00	14.09	0%	527	1179	13.64	32.31
1 - 200	2766	2702	71.60	74.05	751 - 900	812	687	21.02	18.83	1 to < 10	338	619	8.75	16.96	1 to < 10	545	677	14.11	18.55
201 - 500	676	615	17.50	16.85	901-1000	941	746	24.36	20.44	10 to < 20	523	621	13.54	17.02	10 to < 20	638	546	16.52	14.96
501 - 1000	266	222	6.89	6.08	1001-1200	1035	871	26.79	23.87	20 to < 40	1166	1024	30.18	28.06	20 to < 40	1104	808	28.58	22.14
1001 - 2000	126	81	3.26	2.22	1200+	566	670	14.65	18.36	40 to < 60	1025	608	26.53	16.66	40 to < 60	754	344	19.52	9.43
2001 - 5000	26	25	0.67	0.69						60 to < 80	515	220	13.33	6.03	60 to < 80	249	74	6.45	2.03
5000 +	3	4	0.08	0.11						80 to < 100	103	43	2.67	1.18	80 to < 100	46	21	1.19	0.58
										100+	0	0	0	0	100+	0	0	0	0
TOTAL	3863	3649	100	100	TOTAL	3863	3649	100	100	TOTAL	3863	3649	100	100	TOTAL	3863	3649	100	100

Rate	MAIN WORKERS PERSONS				MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	56	9	1.45	0.25	1754	3371	45.41	92.38	41	57	1.06	1.56	72	100	1.86	2.74
1 to < 10	101	7	2.61	0.19	1091	124	28.24	3.40	27	28	0.70	0.77	19	29	0.49	0.79
10 to < 20	202	46	5.23	1.26	523	72	13.54	1.97	68	110	1.76	3.01	91	114	2.36	3.12
20 to < 40	1215	667	31.45	18.28	376	72	9.73	1.97	649	931	16.80	25.51	722	949	18.69	26.01
40 to < 60	1879	1873	48.64	51.33	99	10	2.56	0.27	2241	1928	58.01	52.84	1939	1538	50.19	42.15
60 to < 80	338	875	8.75	23.98	13	0	0.34	0.00	768	553	19.88	15.15	686	457	17.76	12.52
80 to < 100	72	172	1.86	4.71	7	0	0.18	0.00	69	42	1.79	1.15	334	462	8.65	12.66
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	3863	3649	100	100	3863	3649	100	100	3863	3649	100	100	3863	3649	100	100

Village Summary of Assam

% of Crime-Free Villages - 85.86

Religions (%) : Christians - 4.03, Hindus - 62.36, Muslims - 33.23

Work Profile : % of Main Workers - 26.10, % of Marginal Worker - 10.10, % of non-Worker - 63.80, Work Participation Rate - 36.20, % of Cultivators - 44.20

Composition Profile of Rural Areas (%) : Original Inhabitants - 78.12, Persons from other parts of District - 13.80, Persons from other parts of State - 5.36,

Persons from other parts of Country - 1.46, Foreigners - 1.26

Education Level (%) : Matric/Secondary - 7.73, Graduate - 1.47, Technical - 0.04

Rural Literacy Rate : 50.48

Population Size	POPULATION				SEX RATIO				LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)						
	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	Number of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	814	1180	3.24	4.78	0%	75	246	0.30	1.00	0%	272	869	1.08	3.52
1-200	4765	5243	18.97	21.24	751-900	5528	6379	22.00	25.84	1 to <10	263	846	1.05	3.43	1 to <10	730	2305	2.91	9.34
201-500	6000	6093	23.88	24.68	901-1000	12964	11742	51.60	47.57	10 to <20	752	2072	2.99	8.39	10 to <20	1743	3723	6.94	15.08
501-1000	6231	6461	24.80	26.17	1001-1200	5400	4949	21.49	20.05	20 to <40	4025	6587	16.02	26.68	20 to <40	6187	7231	24.63	29.29
1001-2000	5430	4978	21.61	20.17	1200+	418	435	1.66	1.76	40 to <60	7017	7150	27.93	28.96	40 to <60	7497	6180	29.84	25.04
2001-5000	2494	1790	9.93	7.25						60 to <80	8387	5895	33.38	23.88	60 to <80	6519	3676	25.95	14.89
5000+	204	120	0.81	0.49						80 to <100	4605	1887	18.33	7.64	80 to <100	2176	696	8.66	2.82
										100+	0	2	0	0.01	100+	0	5	0	0.02
TOTAL	25124	24685	100	100	TOTAL	25124	24685	100	100	TOTAL	25124	24685	100	100	TOTAL	25124	24685	100	100

Rate	MAIN WORKERS PERSONS				MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	131	17	0.52	0.07	3724	12586	14.82	50.99	48	72	0.19	0.29	68	96	0.27	0.39
1 to < 10	623	89	2.48	0.36	10016	5930	39.87	24.02	25	18	0.10	0.07	23	10	0.09	0.04
10 to < 20	3819	914	15.20	3.70	5553	3434	22.10	13.91	190	70	0.76	0.28	155	62	0.62	0.25
20 to < 40	17623	17357	70.14	70.31	5009	2663	19.94	10.79	1729	1066	6.88	4.32	1602	1093	6.38	4.43
40 to < 60	2626	5583	10.45	22.62	748	68	2.98	0.28	9240	10733	36.78	43.48	6783	8140	27.00	32.98
60 to < 80	227	599	0.90	2.43	69	4	0.27	0.02	13324	12273	53.03	49.72	5394	5205	21.47	21.09
80 to < 100	75	126	0.30	0.51	5	0	0.02	0.00	568	453	2.26	1.84	11099	10079	44.18	40.83
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	25124	24685	100	100	25124	24685	100	100	25124	24685	100	100	25124	24685	100	100

Village Summary of Manipur

% of Crime-Free Villages : 26.8%

Religions (%) : Christians - 44.30, Hindus - 36.80, Muslims - 8.52

Rural Literacy Rate : 56.64

Work Profile : % of Main Workers : 31.10, % of Marginal Worker : 14.40, % of non-Worker : 54.40, Work Participation Rate : 45.50, % of Cultivators : 48.50

Composition Profile of Rural Areas (%) : Original Inhabitants - 93.95, Persons from other parts of District - 3.43, Persons from other parts of State - 1.30,

Persons from other parts of Country - 0.76, Foreigners - 0.13

Education Level (%) : Matric/Secondary - 9.31, Graduate - 4.53, Technical - 0.06

Population Size	POPULATION				SEX RATIO				LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)						
	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	Number of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	75	146	3.41	6.70	0%	7	18	0.32	0.83	0%	16	82	0.73	3.76
1 - 200	754	929	34.29	42.61	751 - 900	398	634	18.10	29.08	1 to < 10	33	78	1.50	3.58	1 to < 10	50	165	2.27	8.49
201 - 500	730	596	33.20	27.34	901-1000	877	781	39.88	35.83	10 to < 20	60	149	2.73	6.83	10 to < 20	124	238	5.64	10.92
501 - 1000	323	309	14.69	14.17	1001-1200	749	523	34.06	23.99	20 to < 40	254	491	11.55	22.52	20 to < 40	432	694	19.65	31.83
1001 - 2000	202	192	9.19	8.81	1200+	100	96	4.55	4.40	40 to < 60	559	719	25.42	32.98	40 to < 60	696	614	31.65	28.17
2001 - 5000	156	135	7.09	6.19						60 to < 80	853	577	38.79	26.47	60 to < 80	672	308	30.56	14.13
5000 +	34	19	1.55	0.87						80 to < 100	433	148	19.69	6.79	80 to < 100	209	59	9.50	2.71
										100+	0	0	0	0	100+	0	0	0	0
TOTAL	2199	2180	100	100	TOTAL	2199	2180	100	100	TOTAL	2199	2180	100	100	TOTAL	2199	2180	100	100

Rate	MAIN WORKERS PERSONS				MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	53	0	2.41	0.00	417	1558	18.96	71.47	4	1	0.18	0.05	8	3	0.36	0.14
1 to < 10	132	3	6.00	0.14	610	436	27.74	20.00	10	4	0.45	0.18	9	8	0.41	0.37
10 to < 20	244	16	11.10	0.73	513	142	23.33	6.51	38	24	1.73	1.10	38	34	1.73	1.56
20 to < 40	1076	570	48.93	26.15	509	41	23.15	1.88	326	303	14.82	13.90	348	331	15.83	15.18
40 to < 60	593	1319	26.97	60.50	122	3	5.55	0.14	1225	1457	55.71	66.83	1063	1287	48.34	59.04
60 to < 80	86	247	3.91	11.33	24	0	1.09	0.00	534	381	24.28	17.48	488	386	22.19	17.71
80 to < 100	15	25	0.68	1.15	4	0	0.18	0.00	62	10	2.82	0.46	245	131	11.14	6.01
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	2199	2180	100	100	2199	2180	100	100	2199	2180	100	100	2199	2180	100	100

Village Summary of Meghalaya

% of Crime-Free Villages : 89.9%

Religions (%) : Christians - 72.1, Hindus - 9.73, Muslims - 4.67

Work Profile : % of Main Workers - 33.60, % of Marginal Worker - 10.50, % of non-Worker - 55.90, Work Participation Rate - 44.10, % of Cultivators - 56.00

Composition Profile of Rural Areas (%) : Original Inhabitants - 87.67, Persons from other parts of District - 7.75, Persons from other parts of State - 1.04,

Persons from other parts of Country - 2.67, Foreigners - 0.86

Education Level (%) : Matric/Secondary - 3.84, Graduate - 0.75, Technical - 0.02

Rural Literacy Rate : 44.94

Population Size	POPULATION				SEX RATIO				LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)						
	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	No. of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991		
0	0	0	0	0	< 750	310	364	5.36	6.64	0%	32	312	0.55	5.69	0%	134	647	2.32	11.80
1-200	2762	3143	47.77	57.31	751-900	1240	1208	21.45	22.03	1 to<10	195	634	3.37	11.56	1 to<10	299	808	5.17	14.73
201-500	2084	1690	36.04	30.82	901-1000	1958	1775	33.86	32.37	10 to<20	372	784	6.43	14.30	10 to<20	622	819	10.76	14.93
501-1000	687	483	11.88	8.81	1001-1200	1902	1731	32.90	31.56	20 to<40	1345	1533	23.26	27.95	20 to<40	1369	1375	23.68	25.07
1001-2000	185	129	3.20	2.35	1200+	372	406	6.43	7.40	40 to<60	1654	1207	28.61	22.01	40 to<60	1426	1006	24.66	18.34
2001-5000	60	38	1.04	0.69						60 to<80	1390	738	24.04	13.46	60 to<80	1231	606	21.29	11.05
5000+	4	1	0.07	0.02						80 to<100	794	276	13.73	5.03	80 to<100	701	223	12.12	4.07
										100+	0	0	0	0	100+	0	0	0	0
TOTAL	5782	5484	100	100	TOTAL	5782	5484	100	100	TOTAL	5782	5484	100	100	TOTAL	5782	5484	100	100

Rate	MAIN WORKERS PERSONS				MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	94	0	1.63	0.00	1687	4186	29.18	76.33	19	25	0.33	0.46	30	40	0.52	0.73
1 to < 10	262	7	4.53	0.13	1707	668	29.52	12.18	23	10	0.40	0.18	18	11	0.31	0.20
10 to < 20	518	62	8.96	1.13	1031	344	17.83	6.27	52	40	0.90	0.73	74	45	1.28	0.82
20 to < 40	2551	1815	44.12	33.10	1059	273	18.32	4.98	847	759	14.65	13.84	874	793	15.12	14.46
40 to < 60	2072	2950	35.84	53.79	253	12	4.38	0.22	3248	3345	56.17	61.00	2761	2754	47.75	50.22
60 to < 80	246	590	4.25	10.76	39	1	0.67	0.02	1500	1270	25.94	23.16	1239	1105	21.43	20.15
80 to < 100	39	60	0.67	1.09	6	0	0.10	0.00	93	35	1.61	0.64	786	736	13.59	13.42
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	5782	5484	100	100	5782	5484	100	100	5782	5484	100	100	5782	5484	100	100

Village Summary of Mizoram

% of Crime-Free Villages : 20.6% (Last five years more than 90% (Last Year)

Rural Literacy Rate : 66.26

Religions (%) : Christians - 81, Hindus - 2.3, Muslims - 0.74

Work Profile : % of Main Workers : 45.00, % of Marginal Worker : 12.20, % of non-Worker : 42.80, Work Participation Rate : 57.20, % of Cultivators : 80.90

Composition Profile of Rural Areas (%) : Original Inhabitants - 87.90, Persons from other parts of District - 8.77, Persons from other parts of State - 1.24, Persons from other parts of Country - 1.13, Foreigners - 0.94

Education Level (%) : Matric/Secondary - 3.67, Graduate - 1.14, Technical - 0.04

POPULATION					SEX RATIO					LITERACY RATE (PERSONS)					LITERACY RATE (FEMALES)				
Population Size	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	No. of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	42	48	5.94	6.88	0%	2	7	0.28	1.00	0%	13	37	1.84	5.30
1-200	144	186	20.37	26.65	751-900	225	193	31.82	27.65	1 to<10	14	37	1.98	5.30	1 to<10	54	81	7.64	11.60
201-500	257	276	36.35	39.54	901-1000	296	278	41.87	39.83	10 to<20	27	43	3.82	6.16	10 to<20	39	53	5.52	7.59
501-1000	197	154	27.86	22.06	1001-1200	136	158	19.24	22.64	20 to<40	66	99	9.34	14.18	20 to<40	53	49	7.50	7.02
1001-2000	76	61	10.75	8.74	1200+	8	21	1.13	3.01	40 to<60	72	54	10.18	7.74	40 to<60	63	63	8.91	9.03
2001-5000	31	19	4.38	2.72						60 to<80	101	134	14.29	19.20	60 to<80	94	161	13.30	23.07
5000+	2	2	0.28	0.29						80 to<100	425	324	60.11	46.42	80 to<100	391	254	55.30	36.39
										100+	0	0	0	0	100+	0	0	0	0
TOTAL	707	698	100	100	TOTAL	707	698	100	100	TOTAL	707	698	100	100	TOTAL	707	698	100	100

MAIN WORKERS PERSONS					MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
Rate	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	1	0	0.14	0.00	145	419	20.51	60.03	3	0	0.42	0.00	5	2	0.71	0.29
1 to < 10	0	0	0.00	0.00	235	161	33.24	23.07	1	1	0.14	0.14	1	0	0.14	0.00
10 to < 20	11	2	1.56	0.29	189	83	26.73	11.89	15	6	2.12	0.86	16	2	2.26	0.29
20 to < 40	156	146	22.07	20.92	132	35	18.67	5.01	251	127	35.50	18.19	215	122	30.41	17.48
40 to < 60	483	479	68.32	68.62	5	0	0.71	0.00	403	494	57.00	70.77	410	431	57.99	61.75
60 to < 80	51	68	7.21	9.74	1	0	0.14	0.00	33	69	4.67	9.89	42	105	5.94	15.04
80 to < 100	5	3	0.71	0.43	0	0	0	0	1	1	0.14	0.14	18	36	2.55	5.16
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	707	698	100	100	707	698	100	100	707	698	100	100	707	698	100	100

Village Summary of Nagaland

% of Crime-Free Villages : 60.1%, Rural Literacy Rate : 54.00

Rural Literacy Rate : 54.00

Religions (%) : Christians - 94.1, Hindus - 4.45, Muslims - 1.01

Work Profile : % of Main Workers : 36.90, % of Marginal Worker : 8.10, % of non-Worker : 55.00, Work Participation Rate : 45.00, % of Cultivators : 73.40

Composition Profile of Rural Areas (%) : Original Inhabitants - 93.83, Persons from other parts of District - 2.37, Persons from other parts of State - 1.37,

Persons from other parts of Country - 2.14, Foreigners - 0.27

Education Level (%) : Matric/Secondary - 8.07, Graduate - 2.05, Technical - 0.07

POPULATION					SEX RATIO					LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)					
Popul-ation Size	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	Number of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	50	78	3.91	6.41	0%	2	1	0.16	0.08	0%	6	9	0.47	0.74
1 - 200	104	203	8.14	16.69	751 - 900	364	347	28.48	28.54	1 to<10	12	24	0.94	1.97	1 to<10	28	52	2.19	4.28
201 - 500	323	447	25.27	36.76	901-1000	533	442	41.71	36.35	10 to<20	44	52	3.44	4.28	10 to<20	59	81	4.62	6.66
501 - 1000	373	280	29.19	23.03	1001-1200	309	330	24.18	27.14	20 to<40	168	204	13.15	16.78	20 to<40	206	269	16.12	22.12
1001 - 2000	252	169	19.72	13.90	1200+	22	19	1.72	1.56	40 to<60	255	348	19.95	28.62	40 to<60	319	393	24.96	32.32
2001 - 5000	171	108	13.38	8.88						60 to<80	448	397	35.05	32.65	60 to<80	411	289	32.16	23.77
5000 +	55	9	4.30	0.74						80 to<100	349	190	27.31	15.63	80 to<100	249	123	19.48	10.12
										100+	0	0	0	0	100+	0	0	0	0
TOTAL	1278	1216	100	100	TOTAL	1278	1216	100	100	TOTAL	1278	1216	100	100	TOTAL	1278	1216	100	100

MAIN WORKERS PERSONS					MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
Rate	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	10	1	0.78	0.08	494	1117	38.65	91.86	2	0	0.16	0.00	2	2	0.16	0.16
1 to < 10	54	2	4.23	0.16	413	79	32.32	6.50	2	2	0.16	0.16	2	2	0.16	0.16
10 to < 20	118	16	9.23	1.32	193	16	15.10	1.32	15	10	1.17	0.82	20	7	1.56	0.58
20 to < 40	570	328	44.60	26.97	144	4	11.27	0.33	137	89	10.72	7.32	136	102	10.64	8.39
40 to < 60	455	778	35.60	63.98	31	0	2.43	0.00	631	799	49.37	65.71	593	746	46.40	61.35
60 to < 80	65	80	5.09	6.58	3	0	0.23	0.00	450	300	35.21	24.67	348	273	27.23	22.45
80 to < 100	6	11	0.47	0.90	0	0	0	0	41	16	3.21	1.32	177	84	13.85	6.91
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	1278	1216	100	100	1278	1216	100	100	1278	1216	100	100	1278	1216	100	100

Village Summary of Sikkim

% of Crime-Free Villages : more than 90%

Religions (%) : Christians - 6.69, Hindus - 60.4, Muslims - 1.02

Rural Literacy Rate : 67.67

Work Profile : % of Main Workers - 26.80, % of Marginal Worker - 7.20, % of non-Worker - 32.50, Work Participation Rate - 34.00, % of Cultivators - 52.80

Composition Profile of Rural Areas (%) : Original Inhabitants - 72.02, Persons from other parts of District - 12.68, Persons from other parts of State - 4.60, Persons from other parts of Country - 5.95, Foreigners - 4.68

Education Level (%) : Matric/Secondary - 8.94, Graduate - 1.86, Technical - 0.09

Population Size	POPULATION				SEX RATIO				LITERACY RATE (PERSONS)				LITERACY RATE (FEMALES)						
	No. of Villages		%		Sex Ratio	No. of Villages		%		Literacy Rate	No. of Villages		%		Literacy Rate	No. of Villages		%	
	2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991		2001	1991	2001	1991
0	0	0	0	0	< 750	40	36	8.89	8.05	0%	1	3	0.22	0.67	0%	6	10	1.33	2.24
1-200	42	52	9.33	11.63	751-900	148	178	32.89	39.82	1 to < 10	2	3	0.44	0.67	1 to < 10	1	4	0.22	0.89
201-500	82	125	18.22	27.96	901-1000	199	188	44.22	42.06	10 to < 20	5	12	1.11	2.68	10 to < 20	10	34	2.22	7.61
501-1000	157	159	34.89	35.57	1001-1200	61	43	13.56	9.62	20 to < 40	36	89	8.00	19.91	20 to < 40	57	185	12.67	41.39
1001-2000	120	79	26.67	17.67	1200+	2	2	0.44	0.45	40 to < 60	124	239	27.56	53.47	40 to < 60	218	184	48.44	41.16
2001-5000	40	29	8.89	6.49						60 to < 80	260	91	57.78	20.36	60 to < 80	153	30	34.00	6.71
5000+	9	3	2.00	0.67						80 to < 100	22	9	4.89	2.01	80 to < 100	5	0	1.11	0.00
										100+	0	1	0.00	0.22	100+	0	0	0.00	0.00
TOTAL	450	447	100	100	TOTAL	450	447	100	100	TOTAL	450	447	100	100	TOTAL	450	447	100	100

MAIN WORKERS PERSONS					MARGINAL WORKERS PERSONS				NON-WORKERS PERSONS				NON-WORKERS FEMALES			
Rate	No. of Villages		%		No. of Villages		%		No. of Villages		%		No. of Villages		%	
	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991	2001	1991
0%	2	0	0.44	0.00	96	376	21.33	84.12	6	7	1.33	1.57	6	8	1.33	1.79
1 to < 10	3	0	0.67	0.00	156	54	34.67	12.08	0	1	0.00	0.22	0	0	0.00	0.00
10 to < 20	15	3	3.33	0.67	98	13	21.78	2.91	7	0	1.56	0.00	4	1	0.89	0.22
20 to < 40	197	182	43.78	40.72	90	4	20.00	0.89	111	14	24.67	3.13	92	12	20.44	2.68
40 to < 60	201	245	44.67	54.81	10	0	2.22	0.00	245	260	54.44	58.17	207	181	46.00	40.49
60 to < 80	24	9	5.33	2.01	0	0	0.00	0.00	79	163	17.56	36.47	90	132	20.00	29.53
80 to < 100	8	8	1.78	1.79	0	0	0.00	0.00	2	2	0.44	0.45	51	113	11.33	25.28
100+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	450	447	100	100	450	447	100	100	450	447	100	100	450	447	100	100

CRIME-FREE VILLAGES IN THE NORTHEAST

Myth is: most of the Northeast is Turbulent.
However, the Reality is.....

Contrary to public opinion and media reports, violence-free villages are plenty in the Northeast. Such villages are inhabited by homogeneous tribal groups and some degree of development exists. On the other hand, crime is more prevalent in villages, which consist of heterogeneous groups, under-developed and deprived sections. Arunachal Pradesh is exceptional. It has villages inhabited by heterogeneous groups and yet it has a great degree of peace, barring three districts.

Northeast

Total number of villages in Northeast is 39,865 (2001 census). Our findings revealed that 71.23 percentages of villages have not reported any crime in the last one-year/two-years. That is, out of 39865 villages in Northeast, 28396 villages are crime-free. The findings are based on secondary data provided by police departments of the States. We have collected crime data in respect of more than 25000 villages, spread across all the eight States.

A 'crime-free' village may not necessarily be devoid of crime since the data (provided by police departments of the respective States, based on crimes reported in the police stations) is not only secondary in nature but is also not comprehensive as they do not take into account crimes, which occurred in some of the villages and were settled under the tribal justice system. Also, crime not reported on account of remote location, fear from insurgents, etc. could not obviously be reflected in the data.

Crimes and Administration of Justice in Tribal Societies of Northeast is covered in Chapter 8.

1. Peaceful States

Peaceful States	Total Villages	No of Crime-Free Villages	% of Crime-Free Villages (last one year)
*Arunachal Pradesh	3716	107 (out of 150 villages, which have population of 1000 or more)	70.67%
Meghalaya	5484	4927	89.90%
Mizoram	807	146 (data for the last five years, whereas last year more than 80%)	80.00%
Sikkim	450	More than 90%	90.00%

*Note: In respect of this State, only villages with populations of 1,000 and above have been considered. If the total villages are taken into account, the percentage of crime-free villages may be much higher since smaller villages have a more congenial atmosphere.

The above States are almost free from insurgency except for three districts in Arunachal Pradesh and in Meghalaya, Jaintia Hills used by NSCN (I-M), Garo Hills used by ULFA in connivance with ANVC as thoroughfare to Bangladesh.

2. Insurgency-Prone States

Disturbed States	Total Villages	No. of Crime-Free Villages	% of Crime-Free Villages (last one year)
Manipur	2391	642	27.35 %
*Nagaland	1177	745	63.30 %
Tripura	857	240	28.00 %

*Note: 374 villages of Nagaland have not reported any crime till date. This is indeed noteworthy.

3. Assam

State	No. of Villages for which reports Received	Crime - Free/Minimal Crime	Percentage of Crime-Free Villages
Assam	11562	8376	72.44%

These figures dispel the myth of an insurgency-torn region, which is how the Northeast is normally projected. Like other regions, violence is widespread only in pockets. Hence, instead of branding the entire region as violent, it is imperative to study these pockets of violence as compared to large areas of peace and find lasting solutions.

This, however, needs to be looked at critically. The important question is whether the available police data is reliable? Does a large amount of crime go unreported? According to police records, there are a number of villages without any incidence of crime. This may be due to:

- I. These villages are either totally peaceful, without any incidents of crime
or
- II. Incidence of crime may have been there but not reported to the police stations for reasons like:
 - (i) Prevalence of traditional system of grievance redressal and customary courts by village headmen/group elders. It is easier and normal to settle issues among themselves.
 - (ii) Police officials either refusing or demanding money for registering FIRs.
 - (iii) Fear from insurgent groups.
 - (iv) Lack of trust in police/judicial system.
 - (v) Lack of knowledge and communication problem.

While Reason I is ideal and Reason II (i) (the traditional system of grievance redressal) is welcome, other reasons need to be tackled as these are against the tenets and principles of judicial system. Reason II (ii) is generally not the case in the Northeast, unlike U.P. and Bihar.

A liberal interpretation would be that peace is embedded in the strong community-based structures. A participatory approach in law enforcement may also account for the low incidence of crime. In the village, life is simple and lifestyle is non-invasive and cordial. The disparity between the rich and the poor is not very striking. Most people are engaged in agriculture. Besides, most of the residents are related to each other. Respect and regard for the elders is still very high, which has a moderating and sobering influence on the youth. The youth are mostly engaged in hard physical labour most of the time and do not find spare time to engage in harmful and dysfunctional activities.

1. Survey of Crime-Free Villages covered under the IFAD Project is covered under a separate case study at Annexure 2.

2. State-wise Scenario of Crime and Crime-Free Villages

Arunachal Pradesh

District	Total Villages	Villages with Populations 1000-5000	No. of Crime-Free Villages	% of Crime-Free Villages
(a)	(b)	(c)	(d)	(e)=(d)/(c) %
Changlang	335	27	20	74.07%
Lower Dibang Valley	238	13	11	84.62%

[Contd...]

ANALYSIS OF CRIME IN THE NORTHEAST (With Statistical Data Support)

The *Encyclopedia Britannica* defines crime as "the intentional, commission of an act usually deemed socially harmful or dangerous and specifically defined, prohibited and punishable under the criminal law." As per definition given in Section 2 of CrPC, an offence means any act or omission made punishable by law in force. According to Dr. Gary Becker of the University of Chicago, "the decision to commit a crime is a function of the costs and benefits of crime." Researches have also shown that unabated and un-addressed visible inequalities (in wealth, education, health and housing) can lead to a rise in crime rates. Hence, there is the importance of quick and deserving punishment as an effective deterrent to criminal activity. This would require law enforcement machinery of a very high quality.

1. Broad Classification of Crimes under the Indian Penal Code (IPC)

1. **Crimes Against Body:** Murder, Attempted murder, Culpable Homicide not amounting to Murder, Kidnapping & Abduction, Hurt, Causing Death by Negligence.
2. **Crimes Against Property:** Dacoity, Its Preparation & assembly, Robbery, Burglary, and Theft.
2. **Crimes Against Public Order:** Riots, Arson.
3. **Economic Crimes:** Criminal Breach of Trust, Cheating, Counterfeiting.
4. **Crimes Against Women:** Rape, Dowry Death, Cruelty by Husband and Relatives, Molestation, Sexual Harassment and Importation of Girls.
5. **Crimes Against Children:** Child Rape, Kidnapping & Abduction of Children, Selling/Buying of girls for Prostitution, Abetment of Suicide, Exposure and Abandonment, Infanticide, Foeticide.
6. Other IPC Crimes.

2. Violent Crimes: Crimes Affecting Body, Property, Public Safety and Women are classified as Violent Crimes

The present study focuses on Violent Crimes. General IPC Crime is less in Northeast compared to rest of the country but Violent Crime Rate is at par with that of India's Overall Violent Crime Rate.

3. Crimes under the Special and Local Laws (SLL)

These include: offences under Arms Act, Narcotic Drugs & Psychotropic Substances Act, Gambling Act, Excise Act, Prohibition Act, Explosives & Explosive Substances Act, Immoral Traffic (Prevention) Act, Indian Railways Act, Registration of Foreigners Act, Protection of Civil Rights Act, Indian Passport Act, Essential Commodities Act, Terrorist & Disruptive Activities Act, Dowry Prohibition Act, Child Marriage Restraint Act, Representation of Women (P) Act, Copyright Act, Sati Prevention Act, SC/ST (Prevention of Atrocities) Act, Forest Act, Other crime (not specified above) under Special and Local Laws.

4. Statistical Interpretation

Various statistical techniques like time series, multiple regressions, multiple correlations, etc. have been employed to establish relationship and causality between various dependent and independent variables (like percentage of rural population, literacy rates, migrations, per capita income, etc.) with crime rate and also to extrapolated crime rate up to the year 2008.

Analysis I

Rural

Coefficient of correlation between crime rate and rural population is (-) 0.65. So, it can be inferred that crime rate and percentage of rural population (hence percentage of crime-free villages) are inversely related and have a strong relationship. Therefore, urbanization needs to be checked immediately. The very strong social fabric of rural areas should not be disturbed.

Analysis II

State-wise Multiple Correlations of Various Socio-economic Factors With Crime Rate (from 1991 to 2003)

Dependent Variable = Total Crime Rate (IPC +SLL)

(Source NCRB, Registrar General Census)

Independent Variables = Per Capita Approved Plan Outlay, Per Capita Plan Expenditure, Per Capita Income, literacy Rate

(Source: CSO, Planning Commission)

Output of the Analysis is as follows:

States	IPC+ SLL Crime Rate (Dependant Variable)					IPC+ SLL Violent Crime Rate (Dependant Variable)				
	Independent Variables					Independent Variables				
	% of Rural	Per Capita Plan Expendi- ture	Per Capita Approved Plan Outlay	Per Capita Income	Literacy Rate	% of Rural	Per Capita Plan Expenditure	Per Capita Approved Plan Outlay	Per Capita Income	Literacy Rate
Arunachal Pradesh	0.14	-0.22	-0.21	0.31	-0.13	-0.05	-0.11	0.18	0.52	0.04
Assam	0.87	-0.93	-0.73	-0.90	-0.86	0.84	-0.89	-0.63	-0.89	-0.85
Manipur	-0.88	-0.68	-0.94	-0.81	-0.88	-0.67	-0.63	-0.70	-0.77	-0.67
Meghalaya	0.85	-0.83	-0.84	-0.98	-0.86	-0.33	0.08	0.35	-0.17	0.31
Mizoram	-0.71	0.66	0.71	0.44	0.71	0.65	-0.67	-0.66	-0.63	-0.65
Nagaland	0.98	-0.85	-0.89	-0.75	-0.98	0.65	-0.69	-0.66	-0.41	-0.66
Sikkim	0.70	-0.66	-0.65	-0.92	-0.72	0.52	-0.64	-0.54	-0.73	-0.53
Tripura	0.70	-0.69	-0.67	-0.57	-0.70	0.83	-0.85	-0.84	-0.81	-0.83

Interpretation of the above output

When the coefficient of correlation (range -1 to $+1$) is more towards $-1/+1$, the relationship can be classified as strong.

The above coefficients are mostly around $+0.9$ or -0.9 . This goes to prove that there is a very strong relationship (either positive or negative) between the independent variables with the crime rate.

Per Capital Income (PCI)

Except in Arunachal Pradesh and Mizoram, coefficients of correlation with crime rate in the other States is around -0.8 . It can be concluded that PCI is inversely related to crime rate.

In case of Mizoram, total crime rate is increasing with increase in PCI, whereas coefficient of PCI with total violent crime rate is -0.63 . Although increase in PCI is leading to increase in total crime, it is leading to decline in violent crimes. This merits further analysis and proactive action.

As regards **Arunachal Pradesh**, coefficient of correlation with violent crime is 0.525 , which shows that prosperity may be concentrated with some persons only, and not percolating to the others. District-wise analysis may have revealed the true picture since insurgency related crime is generally confined to only three districts of the State.

In respect of **Meghalaya**, coefficient of correlation with total violent crime is -0.166 , which is very insignificant. Here, increase in PCI does not seem to affect the total violent crime rate.

Nagaland. Coefficient of correlation with violent crime rate is -0.4. Since any figure less than +0.5 or more than - 0.5 is considered less significant, hence increase in PCI does not seem to have an impact on total violent crime rate.

Tripura. Coefficient of correlation with violent crime rate is -0.81. Hence increase in PCI has greatly contributed to decrease in total violent crimes. Another significant finding is that impact of PCI is more on decrease in total violent crime than on decrease in total crime.

Literacy Rate - Independent Variable.

In case of **Mizoram**, crime rate is increasing with increase in literacy rate. However, coefficient of literacy rate with total violent crime rate is - 0.65. Increase in literacy rate is leading to increase in total crime but decrease in violent crimes. Policy-makers need to address this issue.

Literacy rate in **Arunachal Pradesh** has no effect on crime rates. This may be due to the fact that literacy levels in the State are rather low to have any significant impact on the crime rate.

Meghalaya: Coefficient of correlation with total violent crime is 0.31. In a way, increase in literacy has contributed to decrease in total crime rate but, at the same time, there has been a marginal increase in violent crime rate.

Per Capita Plan Expenditure: Independent Variable - Same as other independent variables: PCI and literacy rate.

Except in Arunachal Pradesh and Mizoram, coefficients of correlation with crime rate in the other States is around -0.8. It can be concluded that Per Capita Expenditure is inversely proportional to total crime rate.

In case of **Mizoram**, total crime rate is increasing with increase in Per Capita Expenditure, whereas coefficient of Per Capita Expenditure with total violent crime rate is - 0.67. Increase in Per Capita Expenditure is leading to increase in total crime but decrease in violent crimes.

From an examination of the above three analyses, it appears that Mizoram has imbibed some of the negativities of modern society without picking up its positivities. Policy makers need to address this trend.

Assam

Per Capita Plan Expenditure has the most significant impact on crime rate of Assam. Some people in a few districts of the State have an impression that their Per Capita Plan is much less than that of Mizoram, Nagaland, etc. Hence, they feel that by creation of a new State, they would be able to secure a much higher outlay for the newly carved out State. This may one of the reasons for separatist agitations in the State, which is fuelling violence. Carving out any new State from the Assam State is politically impossible at the moment and would have disastrous consequence for the country, in general and Assam, in particular.

Per Capita Central Assistance to Assam has always been around 10% of what Mizoram and Nagaland (both carved out of Assam) are receiving. Hence it is imperative that the Plan Outlay of Assam is raised to more realistic levels.

Analysis III

Correlation of Crime rate with Literacy Rate amongst 76 Districts of Northeast for the year 2001 is 0.12. Hence it can be inferred that Literacy has hardly any bearing to the crime rate in these Districts.

Analysis IV

For detailed analysis (tables and charts) of the IPC crime rate, total violent crime rate, violent crimes affecting public safety, body, property, women in Northeast Region, States and all the districts, please refer to Annexure I. Incidence of crimes for the years 1995 to 2003 is based on actuals. Crime figures are extrapolated for the years 2004 to 2008, using statistical techniques like time series, etc.

Synopsis of the findings is as follows:

Analysis V

Migration (1991 Census): Independent variable.

Coefficient of correlation of original inhabitants with IPC crime rate is – 0.43. It can be concluded that more the homogeneity of the residents, lesser is the crime.

External People: From Other District/Other State/Other Country. Incidence of crime is more as a result of a presence of sizeable number of external people in the region since socio-cultural profile of the locals and of outsiders is different which could generate friction. It is also observed that majority of the crime is committed/influenced by outsiders.

5. Motive of the Crime

In some cases, it is observed that insurgency is not based on ideologies but purely on mercenary considerations. This is borne out by the fact that some of the leaders are leading very luxurious lives and have extensive businesses and properties in India and neighbouring countries. In the case of drug abusers, the intense craving for these substances can make them go in for petty thefts/robberies.

6. Organised Crime - Investors in Crime

The most unfortunate part of Northeast is that it has porous boundaries (98% international) and falls in the major international drug traffic route i.e. From Golden Triangle (Myanmar-Laos-Thailand) to Northeast, from there to rest of the country and the world. It is a well-known fact that drug cartel/mafia can go to any extent to keep the Northeast turbulent and volatile since a peaceful region would not serve their purpose. They are influencing some of the politicians, bureaucrats, and opinion makers like religious institutions to achieve their nefarious designs. Their influence on imposition

and continuance of dry policies (prohibition) cannot be ruled out. It is a proven fact that nowhere in the world has prohibition been successful. Entertainment starved youth in Northeast, who cannot afford black-market liquor, are taking recourse to cheap drugs. Yet, for reasons unknown, prohibition is still enforced. The solution to the problem of illegal liquor trade/spurious liquor, cheap drugs (Proxyvon, etc.) lies in lifting prohibition immediately by taking the church into confidence.

7. Timing

It is observed that crime in Nagaland increases during election time (Political violence).

Crime also is somewhat related to the agricultural season.

8. Stolen Property Dealers etc.

The stolen vehicles from Delhi and other places may land up in Manipur, etc. where the registration documents can be changed with the connivance of the local transport authorities. The stolen vehicles can be sold as it is in these remote place.

INSURGENCY AND NARCOTICS ABUSE INCLUDING THE FOREIGN ANGLE

1. Estimated Number of Cadres and Weapons holding of Various Militant Outfits

Name of Outfit	Cadre Strength	Weapons Holding
Nagaland		
National Socialist Council of Nagaland (IM) [NSCN(IM)]	5500 approx.	2000
National Socialist Council of Nagaland (K) [NSCN (K)]	3000 approx.	1500
Naga National Council (A) [NNC (A)]	500	300
Meghalaya		
Hynnewtrep National Liberation Council [HNLC]	100	50
Achic National Volunteer Council (ANVC)	250	70
Arunachal Pradesh		
Arunachal Dragon Force (ADF)	16	A few
Manipur		
United National Liberation Front (UNLF)	2000	1000
Peoples Revolutionary Party of Kangleipak (PREPAK)	300	250
Peoples Liberation Army (PLA)	1700	1000
Kongle Yawal Kumda Lumb (KYKL)	250	150
Kuki National Front (KNF)	270	60
Kuki National Organization (KNO)	200	100
Kongleipak Communist Party (KCP)	50	20
Peoples United Liberation Front (PULF)	330	90
Zomi Reunification Organization (ZRO)	350	200

*NLFT (NB) has since surrendered.

It is clear from the above figures that the total number of insurgents in the Northeast is less than 18,000 and weapon holding cadres, less than 8,500. So, if greater political will and commitment are shown, the problem of insurgency in the NE can perhaps be resolved. Recognition of the insurgency problem as a political one in majority of the States is imperative to restore peace in the region.

2. Northeast - Overall Situation

The violence profile in the Northeastern region during the years 2002, 2003, 2004 and 2005 (up to 28.02.05) is as follows:

Head	2002	2003	2004	2005 (28.02.05)	Trends in 2004 Vs 2003
Incidents	1319	1124	1076	148	(-) 20%
Extremists Killed	571	409	382	49	(-) 27%
Security Forces Killed	142	82	112	09	(+) 24%
Civilians killed	459	410	388	45	(-) 22%

The overall terrorist violence in the Northeast declined by about 19% in the year 2004 as compared to the previous year. The killings of civilians/ Security Forces showed a decrease of 15% in year 2004 *vis-à-vis* 2003. The number of LJGs killed also declined by about 27% during this period. A number of UG groups signed suspension of operations agreements during 2004.

In this immensely diverse and complicated ethnicities, discord relating to local resources, land, forest etc. have been there. Inter-tribal flare-ups have been quite common - clashes between Kukis and Nagas, Maities and Pangans, Kukis and Zomis, Khasis and Garos, Bodos and Santhals etc., apart from these inter and intra-tribal conflicts, the Nagas launched a movement for self-determination which led insurgency spearheaded by two main formations - NSCN (I/M) and the NSCN (K). Largely owing to the Naga separatist movement, today, there are a plethora of ethnic insurgent formations demanding self-determination and autonomy. The NSCN (I/M) and the NSCN (K) apart, other major insurgent groups are: Peoples' Liberation Army (PLA), United National Liberation Front (UNLF), Peoples' Revolutionary Party Kangleipak (PREPAK), Kanglei Yaol Kanba Lup (KYKL) - All Meitis; Kuki National Army (KNA) - Thadou Kuki; United Liberation Front of Assam (ULFA) - Assamese; National Democratic Front of Bodoland (NDFB) - Bodos; National Liberation Front of Tripura (NLFT), All Tripura Tiger Force (ATTF) - Tripurri; Hmar Peoples' Conventions (HPC) - HMAR! Achik National Volunteers' Council (ANVC) - Garos etc.

The turmoil in the Northeast is substantially linked to ethnic political aspirations, fierce pride in distinct cultural-heritage and the vehemence to protect ethnic identities, territories and resources. This psychology is exacerbated by the geography of the region and the demographic currents: a tenuous land link with the rest of the country, international borders, illegal immigration, narcotic traffic, smuggling of weapons etc. Overall, the connectivity of the Northeast with the rest of the country is still very poor and it is also weak among the Northeastern population groups themselves, largely, due to poor transport links and low emotional and intellectual linkages and exchanges among the communities of the region. A significant percentage

of the population is not with the insurgents, but in the face of organized violence the voice of these saner elements is weak.

The late entry of the Northeastern States into the overall planning process, lesser community participation, leakages and insurgency are prominent issues that have sapped the resources, at the same time diverting the attention of the administration. The agenda can broadly be sub-divided into three segments:

- ❖ Infrastructure (physical and social)
- ❖ Education & Information Technology
- ❖ Internal security

Besides instilling fear among the local populace, the twin menaces have their own socio-economic impact on the people. Unemployment and lack of employment opportunities are major factors behind insurgency and criminal activities in the region. The internal security segment of the agenda envisages the setting up of four border townships, modernization of police force, and peace bonus for Mizoram and border fencing of Indo-Bangladesh border in a bid to stamp out insurgency and criminal activities.

The PM during his recent visit to the NE Stated that Bangladesh and Myanmar were being persuaded to assist in dealing with Indian rebels operating from their territory. According to him, Myanmar has come up with a positive response, while Bangladesh has not. But he was hopeful of Dhaka's cooperation in the near future. These remarks suggest that the Government was not thinking of a halt to the military offensive against the ULFA and other Northeast rebels, despite efforts at talking peace with them. About 9000 persons have lost their lives in insurgency related violence in the last 10 years.

3. State-wise Profile

Arunachal Pradesh

The internal security in the State of Arunachal Pradesh during the years 2002, 2003, 2004 and 2005 (up to 31.01.05) is as follows:

Head	2002	2003	2004	2005 (31.01.05)
Incidents	55	50	41	0
Extremists Killed	21	31	35	0
Security Forces Killed	04	01	02	0
Civilians killed	07	07	06	0

In the year 2004, 41 violent incidents resulted in killing of 43 persons (Extremists - 35; SFs - 2; & civilians - 6). In 2003, 39 persons were killed (Extremists - 31; SFs - 1; civilians - 7) in 50 incidents.

The two districts of Tirap and Changlang in the eastern part of the State, adjoining Nagaland and Assam have been affected by Naga UG related violence. This State faced no problems of militancy in the decades following

ROLE OF PLAYERS IN KEEPING VILLAGE VIOLENCE-FREE

1. Role of the Church

It has been uniformly brought out in the responses to the questionnaire that the church has been a very positive moral force, motivating the people to lead virtuous lives, in total harmony with each other. However, its well-intentioned insistence on continuance of prohibition appears to have become counter-productive. Obviously, the church desires the people to be sober so that they do not commit wrongs under the influence of liquor. Unfortunately, the dry laws are encouraging the illicit liquor trade and black-marketing in the same. Unscrupulous elements are selling liquor at exorbitant rates. The entertainment starved poor youth, who cannot afford to pay higher prices, are taking recourse to spurious liquor (and also cheap drugs) and its dangerous substitutes with disastrous consequences. Perhaps a more realistic approach would be to permit the concerned governments to lift prohibition so that illegal activities in its guise are ended. The church may, however, continue to persuade the people to abstain from liquor.

For Role of **Community/Villages and Village Elders/Women/Social Organisations/ Panchayati Raj Institutions/Socio-Economic Factors and others**, please refer to responses to questionnaire in Chapter Three.

2. Government Policies

Dry policies: As mentioned above, since prohibition policy has not proved successful, the church needs to be convinced to allow lifting of the dry laws.

3. Transparency, Monitoring and Evaluation

Address issues like ensuring more accountability, more effective use of ICTs, reorganizing the white-elephant like administrative structure, engaging surplus staff on productive activities like promoting peace and harmony, motivating people to develop entrepreneur skills, facilitating credit availability, capacity building of rural peasants, persuading and enabling the peasants to shift from jhum cultivation to more permanent cultivation and ensure more community participation in developmental activities, and creating a positive environment about

the centre's concern for the NE States and the special packages being provided to them.

Right to Information Act should be implemented as soon as possible in all earnestness.

All development works should list the sources of funds like Centre, State, NEC and DONER. Wide publicity should be given at prominent places so that beneficiaries and others know what is coming and how it is being spent. This should help keep a check on corruption.

4. Role of External People

The external people may be businessmen, contractors and bureaucrats who come to the region in search of livelihood. Frictions are bound to arise when the locals perceive them as persons who have come to exploit them and disturb the existing socio-cultural fabric. It is, therefore, imperative that the outside settlers respect the traditions and customs of the locals and do not alienate them.

5. Role of Drug Mafia/Cartel

The most unfortunate part of Northeast is that it has porous boundaries (98% international) and falls in the major international drug traffic route i.e. From Golden Triangle (Myanmar) to the Northeast, from there to rest of the country and the world. It is a well-known fact that drug cartel/mafia can go to any extent to keep the Northeast turbulent and volatile since a peaceful region would not serve their purpose. They are influencing some of the politicians, bureaucrats, and opinion makers like religious institutions to achieve their nefarious designs. Their influence on imposition and continuance of dry policies (prohibition) cannot be ruled out. It is a proven fact that nowhere in the world has prohibition been successful. Entertainment starved youth in Northeast, who cannot afford black-market liquor, are taking recourse to cheap drugs. Yet, for reasons unknown, prohibition is still enforced. The solution to the problem of illegal liquor trade/spurious liquor, cheap drugs (Proxylon, etc.) lies in lifting prohibition immediately by taking the church into confidence.

6. For Role of Foreign Elements in Promoting Insurgency, please refer to Chapter Five: Role of Pseudo Insurgents

In some cases, it is observed that insurgency is not based on ideologies but purely on mercenary/criminal considerations. This is borne out by the fact that some of the leaders are leading very luxurious lives and have extensive businesses and properties in India and neighbouring countries. In the case of drug abusers, the intense craving for these substances can make them go in for petty thefts/robberies.

7. Role of Spiritual Organizations

Organizations like Ramakrishna/Vivekananda/ Sharda Mission have branches all over the State of Arunachal Pradesh and are spreading moral and value-based education and the message of peace. Such organizations may be encouraged to continue their pioneering work in the entire NE.

8. Role of Vocational Educational System

In the present-day world, the conventional BA, B.Com. degrees have already lost their relevance. This is even more applicable to the Northeast where avenues of government employment are very limited. The only alternative seems to be an educational system, which can provide vocational training so that the youth can take up gainful employment (including self-employment) thereafter. This is a very urgent requirement since lack of employment is one of the major reasons for the youth indulging in undesirable activities like crime, smuggling, insurgency and liquor/drug peddling.

9. Role of Availability of Credit

Northeast Credit Mission

CD ratio (credit deposit) of NE States is alarmingly low and has drastically come down in the last decade. Availability of credit, entrepreneurship skills, necessary capacity building, and marketing tie-ups will definitely address unemployment. All over the world it has been proven that the credibility of peasants is, if not better, is at least at par with the Professional corporate houses. Concept of Self Help Groups (SHGs) and their performance in repaying the loans have been very successful. For unknown reasons, Financial Institutions in India are not fully alive to the credit requirements of the unorganized sector. The issue of securitization is a cyclic process wherein nationalized banks have to take some risks initially so that durable assets are created which will further enhance the credit flow. The initial risk is, therefore, worth taking since it will be a paying proposition in the long run. The Northeast requires an altogether different approach. It cannot be viewed from mere profit/loss angle but as a question of the very existence of the region. It is, however, pertinent to mention here that the repayment of loans in Sikkim, etc. is better than India's averages. Also, since community bonding, moral values and sense of right and wrong are so high in the tribals, they would generally not think of defaulting on repayment of loans. What is required is encouraging micro finance institutions and formation of SHGs, capacity building, establishing credit and market linkages for sustained development of the SHGs.

(For **Role of Media** please refer to the Chapter One – Introduction).

Panchayati Raj Institutions and Autonomous District Councils in Northeast

To safeguard the democratic traditions and cultural diversity of its people, the framers of the Constitution, vide the Sixth Schedule, conceived of the instrument of tribal self-rule. The aim was to accommodate the collective aspirations of tribal communities within the broader framework of a democratic political system.

The non-Sixth Schedule States in the Northeast where 73rd and 74th amendments have been implemented are **Assam** (barring Karbi Anglong Autonomous District Council and NC Hills Autonomous District Council), **Manipur, Tripura** (Tripura Tribal Areas Autonomous District Council), **Arunachal Pradesh** and **Sikkim**.

CRIMES AND ADMINISTRATION OF JUSTICE IN TRIBAL SOCIETIES OF NORTHEAST

1. Summary

Before delving into the subject, it is essential to have an understanding about tribals, especially in the Indian context, as they have been a part of our country's culture, history and folklore. They find a honourable mention in the Vedic literature and our folklore. According to Western writers, the term "tribe" generally means an ethnic group, geographically isolated or semi-isolated, identified with one particular territory and having distinct social, economic and cultural traditions and practices.

Indian history is replete with instances of uprisings by tribals against powers, which sought to subjugate them. Tribals have always been fiercely independent and unwilling to accept any form of subjugation. The British rulers in India had also recognized the distinct identity of the tribals and their traditional system of administration.

The effects of the introduction of the constitutional government on traditional semi-tribal, semi-feudal societies of the Northeast region remain unexamined even today. It is also worth examining whether traditions are also being invented/ adapted to suit newly emerging social trends. It emerges from the discourses on "traditional" institutions, carried out by many indigenous scholars that modern political values are, unwittingly, interpolated with traditional ones.

It is essential to have a closer look at the relationship of the traditional institutions and organisations of some of these communities with the institutions of modern governance, particularly the ones, which remain active under the new system of governance.

It is necessary to closely examine the workings of traditional institutions of tribal communities. Particular attention needs to be given to the value premises, the changes introduced by the British administration and the Constitution of India and their effects on the traditional values and practices. This obviously requires an examination of the "traditionality of tradition" itself.

The tribal institutions at the village level in the Northeast continue to exist and function actively in the new socio-political conditions of the Indian republic. Over the years, tribal culture in the region has attained a clear identity and distinctiveness by fostering a special balance between nature and culture. Economically, natural resources, which are gifts of nature, are shared in common among the tribals.

Politically, consensus is the tribal way of making decisions. This fully manifests itself in the village council. The customary laws in Northeast encourage democratic political thinking at the grassroots level. This contrasts with the present-day systems of administration and other institutions, which depend on the value judgments of the ruling elite and not the people at large.

An examination of major conflicts across the world reveals that these mostly revolve around the one critical natural resource: land. Whether in the Middle East, Ireland or, closer home, in Jammu and Kashmir, the battle is between those who believe in a boundary authorized by a particular political dispensation and those who believe that their ethnic and sub-nationalistic or nationalistic claims and aspirations surpass such barriers.

The Northeast of India, that little wedge of land protruding above Bangladesh, jutting into and flanked by Tibet/China, Myanmar and Bhutan, is a fascinating example of how mindsets and attitudes, combined with intensely competitive and unbending views of history and geography, make ethnic and demographic problems extremely difficult to resolve.

Patronage by the Central Government, which is resented, and the physical and emotional distance from the mainland have combined to produce a strange psyche of dependence, bitterness and alienation in the region. Despite the seeming lack of answers for the future, it is evident that the region has to build on its natural advantage in terms of abundant natural resources. Greater degree of autonomy with extensive powers to village "republics", based on tradition, but with a definite change towards gender sensitivity and representation, can show the way forward. It is unfortunate that the subtle nuances of customary law-making and law reforms are often ignored by the national-level policy-makers.

Many customary laws of today are not ancient, nor are all-customary laws administered by chiefs. Nevertheless, the definition provides a basic idea of what is generally understood by customary law, especially from the perspective of non-indigenous legal scholars. Customary law is an established system of immemorial rules, which had evolved from the way of life and natural wants of the people, the general context of which was a matter of common knowledge, coupled with precedents applying to special cases, which were retained in the memories of the chief and his counsellors, their sons and their son's, until forgotten, or until they became part of the immemorial rules.

The formal status of customary law in most Northeastern States is usually subordinate to written laws; and if it comes into conflict with written legislation – especially, but not limited to, constitutional legal provisions – customary

law usually has to give way. There are, however, a few notable exceptions. Foremost among these are the customary laws in Nagaland and the Mizoram. Measures to safeguard against interference with the customary laws of the Nagas and Mizos, procedures and land-related matters are firmly entrenched in the Constitution of India. To amend or do away with the relevant Constitutional provisions requires not only a special majority of the country's Bicameral Houses of Parliament, but also the consent of the concerned State Assemblies.

Since customary laws are adopted through a gradual process, this also provides an opportunity for the concerned community to test them out while still in an embryonic form, and of localized application, so that they can amend them, as necessary, before large-scale harm is done. This would be unthinkable in the case of formalized legislation by 'modern-day' State and its entities. Innovations over time to pre-existing customary laws are an integral part of the customary law system.

States like Mizoram and Nagaland stand out due to its constitutionally entrenched safeguards for its peoples' customary laws and procedures, including the administration of civil and criminal justice involving its customary laws, system of ownership and transfer of land and its resources, and religious and social practices.

These safeguards are contained in Article 371G of the Constitution of India. Since the overwhelming majority of Mizoram's population is of indigenous descent, these legal safeguards are also quite strong in practice. Another special feature of Mizoram that has helped protect its indigenous peoples' cultural integrity is the application of certain restrictions on entry into the State for non-natives, unless they have the express consent of the State Government. This system, of what might be regarded as an 'internal visa', is contained in the Inner Line Regulation, 1873, adopted during British rule (and still valid in many parts of Northeast India – Nagaland, Arunachal Pradesh), to control immigration into these areas and protect the social, cultural and economic identity and integrity of the indigenous peoples.

The existence of Autonomous District Councils in Mizoram, Assam, Meghalaya and Tripura has played a crucial role in preventing the alienation of indigenous lands in Northeast India. Apart from the special constitutional safeguards to protect customary laws of the people of Northeast, other such safeguards include the legislative prerogatives of the Autonomous District and Regional Councils, and their authority to establish judicial and quasi-judicial bodies. The aforesaid Councils may pass laws on: the appointment of chiefs and courts, the establishment of village or town committees or councils, marriage and divorce, and social customs. Village Councils or other courts, so constituted by District or Regional Councils, are empowered to try all suits and cases among indigenous people, excluding grave criminal offences that carry long prison sentences or death penalties, unless the governor of the State expressly authorizes the indigenous court or person concerned to try them. Regional and district councils hear appeals against the judgments and decisions of the village councils or other courts. The High Courts and the Supreme Court generally hear these cases.

The nature and extent of recognition accorded to the customary laws and legal systems of the indigenous peoples of Autonomous District and Regional Council Areas, along with the relevant legislative and judicial authority that has been vested in these Councils, are relatively strong. However, some indigenous people regard the exclusion of major criminal offences from the ordinary jurisdiction of the Council-appointed Courts and Councils to be unacceptable.

The Sixth Schedule District Council system may be considered to provide a reasonable degree of autonomy for indigenous peoples' customary law-oriented communities. Of course, the nature of the exercise of the legislative authority of the District and Regional Councils is varied. On certain occasions, discontent over the appointment of chiefs of Councils and Courts has disrupted normal social activities, such as in Meghalaya some decades ago. Otherwise, these courts appear to be functioning well and the Village Councils have been elected or chosen in accordance with 'customary practices'. Thus it would seem that, in many cases, it is not customary law that is integrating itself into a mainstream State system, but a State-established system adapting itself to the customary norms of indigenous peoples, generally involving personal law and property rights.

Customary laws in Northeast are part of the tribal culture, which upholds their identity. As the present society is identity-conscious, and in view of the various dimensional relevance, customary laws should be preserved and promoted. Moreover, preservation and promotion of customary laws are in tune with the spirit of democracy and Indian constitution. But the customary practices in the tribal society have undergone many changes due to many factors.

1. Modern education: The spread of modern education helps men to rationalize their own practices. As a result, people began to consider the merits and demerits of their own legal practices based on the principle of relevance. So, if certain customary laws, which could not stand the test of the times, were modified eventually. The rationalization process also included democratization of the exercise of legal power by bringing about representative character of composition of legal authority. The changes in chieftainship among the Mizos are one of the examples.

2. Modern law: Modern law is no doubt, more comprehensive in scope and usually bears more significance. It is in one sense related to educational factor. This has undermined the popularity of customary laws, which were incapable of providing the needed legal protection for lack of political backing. The introduction of modern laws thus leads to changes in the practices of customary laws by limiting their application in tribal society.

3. Transculturation: No culture including customary practices of a community remains immune to inter-cultural influences. Hence, transculturation process does bring about changes in the customary practices as far as adaptation of one's cultural practices to his own is concerned.

4. Ecology: With the advent of modern technology and modern lifestyles, there have been significant changes in the lifestyle of tribals. Economic development, better communication facilities and at the same time depletion

of natural resources in tribal areas etc. had resulted to changes in the practices of traditional customs.

5. Christianity: The new religion introduced changes in secular outlook of the tribals. The changes came in the form of some mundane affairs, which were within the purview of the customary laws. For example, certain practices like imposition of fine or enforcement of punishment on the murderer, adulterer, etc. was discouraged by the teaching of mutual forgiveness. In other words, justice was not dispensed with while dealing with certain crimes, but admonition to our formal corrections against the criminal for his/her misdeeds was advocated. So, Christianity is largely responsible for the changes in customary laws/practices.

2. Major tribes in the States and salient points about their customary laws are as follows:

S. No	State	Major tribes	Remarks
1	Assam	Bodos Dimasas Karbhis Mishings Kukis and Hmars	After independence, the tribal areas of the then State of Assam, except the Northeast Frontier Agency (NEFA), came under the Sixth Schedule of the Constitution, according to which certain categories of offences and civil disputes could be tried by Village Councils or courts established by the Autonomous District Council.
2	Meghalaya	Khasis Jaintias and Garos	All cases in which both parties are tribal and involve offences not punishable with death, transportation or imprisonment for five years or more are tried by the District Council system. As a corollary, all cases in which any one of the parties is a non-tribal and involves offence punishable with death, transportation or imprisonment for five years or more will be tried by the Deputy Commissioners Court system only. The Sixth Schedule of the Constitution has laid the provision that the District Council may constitute Village Councils or courts for trial of civil and criminal disputes between parties, both of whom are tribals. The power of a council or a court to try criminal cases is limited to offences, which are not punishable with death, transportation or imprisonment for five years or more. Despite the limitation, the Village Court has the power to try criminal cases falling within the purview of tribal laws and customs, can impose fines and may refer to the competent court in case, in its opinion, the sentence should be more severe than it is competent to issue. All cases are tried in the open 'Durbar' in presence of three or more witnesses and the disputant parties and the issue is to be decided by a simple majority of votes.
3	Mizoram	Mizos Brus and Chakmas	Mizoram is the only State in the Northeast where the customary laws have been compiled by the Autonomous District Council in 1956 as the 'Mizo Hnam Dan' and this was amended recently. There are two streams of justice, one consisting of the Village Court, Subordinate District Council Court and District Council Court and the other comprises the Assistants to the Deputy Commissioners. The office of the village chief is the highest court of appeal among the Mizos. When it is difficult to determine the guilt, the tribal people leave the matter to the divine power by ways of performing oath and ordeals. The most common method of ordeal is by dipping the parties involved into water to determine the guilty person and oaths by using tiger's tooth, bullet, hailstone, egg, dipping hands into boiling water, oaths with fire and water, and consuming iron (metal) powder.

[contd...]

TRENDS AND PROJECTIONS OF CRIME

—Region-wise, State-wise and District-wise

Statistical Analysis - Crime Rate¹

Data Source:

Crime Data - National Crime Record Bureau (Ministry of Home Affairs)
State-wise and District-wise Crime Data from 1995-2003

Census Data - Registrar General of India, Census 2001 including population
Projections

Various statistical techniques like time series, multiple regressions, multiple correlations, etc. have been employed to extrapolate the crime rate up to the year 2008 and also to establish relationship and causality between various dependent and independent variables (like percentage of rural population, literacy rates, migrations, per capita income, etc.) with crime rate and also.

Incidence of Crime for the years 1995 to 2003 is on actual basis. Crime rate from 2004 to 2008 are projected figures.

Weightage has been given to the total violent crime rate rather than IPC crime rate in arriving at conclusions on crime scenario. Various socio-economic indicators and composition of the population of the districts, borders of the districts have also been documented which will serve as a ready reckoner to properly analyse the crime situation in the district.

1. Crime scenario and analyses State-wise and District-wise are as follows:

1. Incidence of crime per 1,00,000 population.

ARUNACHAL PRADESH

The two easternmost districts of Tirap and Changlang have been declared Disturbed and the Armed Forces (Special Powers) Act, 1958 is in operation.

S. No.	District	Crime Scenario		Ethnic Composition	Borders		Remarks
		Present	Projected 2008		National	International	
1	Tirap	Disturbed	Decreasing	Nokte, Wancho, Ole	Nagaland Assam	Myanmar	Positive Role of Christian missionaries. However disturbances occur occasionally due to insurgency. One of the prominent drug routes is through this district. All the tribes are known to be peace loving with cordial relations among them.
2	Changlang	Disturbed	Increasing	Tangsa, Singhpho	Nagaland Assam	Myanmar	This district has been adversely affected by insurgency and drug trafficking. Both tribes are known to be peace-loving.
3	Lohit	Peaceful	Increasing	Khamti, Mishmi, Singhpho	Assam	Myanmar	Various insurgent outfits (like ULFA) are active here. It is apprehended that some have also taken shelter in the dense jungles. The district is also flood-prone which has contributed to low levels of income of the people.
4	Dibang Valley	Peaceful	Decreasing	Mishmi, Adi, Galo		China	The earlier self-sufficient economy has been disturbed slightly. There is an increase in the influx of outsiders. Indigenous people have also been seeking alternative modes of livelihood outside the district.
5	West Kameng	Peaceful	Decreasing	Monpa, Sherdukpen, Miji, Khowa, Dirang, Lishipa.	Assam	China, Bhutan	Religious homogeneity (Buddhism), bonhomie among the tribes and indigenous methods of settling disputes ensure that crime is kept low.

(Contd....)

(Contd....)

S. No.	District	Crime Scenario		Ethnic Composition	Borders		Remarks
		Present	Projected 2008		National	Inter-national	
6	Papum Pare	Peaceful	Increasing	Nishis, Mishings	Assam	NA	Rapid unplanned urbanization has led to breakdown of the traditional tribal social structure. Influx of outsiders has also contributed to social tension.
7	East Kameng	Peaceful	Decreasing	Bangnis (Nyishi), Akas, Mijis & Puroiks (Sulung).	Assam	China	Positive Role of RK Mission in ensuring a peaceful atmosphere. All tribes are known to be peace-loving.
8	Upper Subansiri	Peaceful	Decreasing	Nishis	NA	China	Major changes in the lifestyles of the people are sweeping this district, which is otherwise backward with an acute deficiency of physical infrastructure.
9	East Siang	Peaceful	Decreasing	Adi and a large number of other groups such as the Minyongs, Padams, Shimongs, Milangs, Pasis, Karkos, Ashings, Pangis, Tangmas & Boris.	Assam	NA	Migration of local communities to other places, in search of livelihood, has been relatively less here compared to the adjoining districts. Hence there is less scope for influx of outsiders, which has decreased the probability for conflicts.
10	Upper Siang	Peaceful	Decreasing	Adi	NA	China	In thus thinly populated district, the crime rate is checked effectively and most disputes are effectively settled through the Kebang System, a village council among the different tribes that are found here. However, the long isolation and inaccessibility of the areas due to communication bottlenecks pose formidable challenges to the efforts for socio-economic development.

(Contd....)

(Contd....)

S. No.	District	Crime Scenario		Ethnic Composition	Borders		Remarks
		Present	Projected 2008		National	Inter-national	
11	West Siang	Peaceful	Increasing	Adis, Memba and Khamba	NA	China	Around 40 per cent of the total population of the district comprises of outsiders. This is emerging as a potent source of conflict. Unemployment is high with some communities also allegedly drawing their sustenance from illegal opium cultivation in remote hilly tracts.
12	Lower Subansiri	Peaceful	Increasing	Nishis, Apatanis	Assam	NA	This district is witnessing a fast transformation due to the construction of the 2000 MW Lower Subansiri Hydel Project. An alteration of the physical landscape is being accompanied by a swift transformation of the traditional social relations, including intra and inter-tribal relations.
13	Tawang	Peaceful	Decreasing	Monpa	NA	China, Bhutan	Low unemployment as income is drawn from agriculture, tourism and smuggling of Chinese goods.

ASSAM

The entire State has been declared Disturbed where the Armed Forces (Special Powers) Act, 1958 is in vogue.

S. No.	District	Crime Scenario		Ethnic Composition	Borders		Remarks
		Present	Projected 2008		National	Inter-national	
1	Barpeta	Peaceful	Decreasing	Assamese, Bengalis (Hindus & Muslims), Bodos & Ravas	NA	Bhutan	Harmony among the different communities and decline in insurgent activities, especially after the signing of the Bodo Accord in 2003.
2	Bongaigaon	Peaceful	Decreasing	Bodos, Assamese, Bengali & Santhal	NA	Bhutan	Harmony among the different communities and decline in insurgent activities, especially after the signing of the Bodo Accord in 2003.
3	Cachar	Peaceful	Decreasing	Bengali, Meiteis, Dimasas, Brus & Tea Tribes	Mizoram, Manipur, Meghalaya	NA	An overwhelming presence of Bengalis has mitigated the chances of communal tensions. However a few insurgent outfits (involved in extortion, kidnappings and trans-border crimes) are active in this district.
4	Dhubri	Disturbed	Increasing	Bodos, Bengalis, Santhal, Nepali	NA	Bangladesh	The accord of 2003 has led to decline in insurgency and contributed to peace. However, this district is disturbed due to cross-border crimes and illegal migration.
5	Darrang	Peaceful	Decreasing	Assamese, Bengalis (Hindus & Muslims), Bodos & Nepalis.	Arunachal Pradesh	Bhutan	A district with a high concentration of illegal migrants. Lack of adequate employment avenues has resulted in petty crimes.

(Contd....)

RECOMMENDATIONS GENERALLY APPLICABLE TO THE ENTIRE NORTHEAST

1. Recommendations

Northeast is one of the richest regions of India in terms of natural and mineral resources. However, there are some major problems that plague the region. Today, as the situation stands, there is a great sense of alienation among the people of the region from the rest of India. Mis-governance, corruption, gross underdevelopment and the lack of basic infrastructure have been taking the region to a level of backwardness. Hence, there is an urgent need to pay heed to these problems and develop strategies to address these concerns.

The seeds of isolation and separateness of the Northeast from the rest of the country can be traced to colonial times. The colonial administration created backward tracts, excluded areas and partially excluded areas, which in effect left the tribal people of the region to manage their own affairs. The Inner Line System of pre-1947 period was retained by the post-colonial system of administration. Additionally, traditional institutions were strengthened through the creation of Autonomous Councils to safeguard land ownership and control of land. However, negative fallout has been the perpetration of isolationist tendencies and kept the people apart, besides minimizing the impact of modernization.

Till late 1960s, one of the accepted norms for conferring Statehood within the Indian Union was that the territory in question must have the revenue resources to meet its administrative expenditure and other non-developmental expenditure. This criterion was not entirely followed in the reorganisation of the Northeastern States. Apart from the lack of internal resources, there seems to be the tendency to multiply administrative units and staff beyond reasonable limits and to be over-generous in the provision of facilities and allowances to the staff.

Oil and tea industries have not induced industries that could have been developed on the basis of their backward and forward linkages. For example, tea industry needs inputs like fertilizers, umbrellas, chappals, small tools,

etc. None of these backward linkage industries were set up in the region. Hence, there is a dependence on supplies from outside. This has given rise to vested interests, which works against the emergence of local entrepreneurship. Likewise, the oil industry has not been able to catalyse a petrochemical complex, which could have led to development of many downstream industries. Surpluses accruing have been siphoned off for investment elsewhere. This has created an "enclave economy" in which modern industries exist in near total isolation.

Water resources, instead of being a source of prosperity, have continued to cause damage and destruction through floods. Harnessing water for irrigation and Hydel power needs heavy investment, which the States with their stagnant economies cannot afford. State governments continue with fire fighting measures during floods. Farmers are unwilling to make farm investments for fear of their produce being washed away in floods.

Coefficient of correlation between crime rate and rural population is (-) 0.65. So, it can be inferred that crime rate and percentage of rural population (hence percentage of crime-free villages) are inversely proportional and have a strong relationship. Hence, urbanization needs to be checked immediately. The very strong social fabric of rural areas should not be disturbed.

It is recommended that the strategy for the holistic and harmonious development of the region should focus on

- ❖ Overhauling and streamlining the delivery system.
- ❖ Transparency, monitoring and evaluation of the developmental projects.
- ❖ Infrastructure development - Enhancing accessibility of the region.
- ❖ Exploring rural and urban investment potential.
- ❖ Developing the agro-based and other industries/enterprises, through cluster approach, so as to create more livelihood for the people.
- ❖ Improve vocational education and employment potential of the region so as to stop brain drain, improvement of health access.
- ❖ Employment-led growth.
- ❖ Increasing community participation in governance.
- ❖ Proactive policing and community policing.
- ❖ Holistic view to tackle problems of insurgency and drug abuse.
- ❖ Political will to review the policies like prohibition, etc. to be in tune with the present-day realities.
- ❖ Totally engaging the youth in cultural, social, political, economical and sports activities.
- ❖ Cultural, educational, emotional, religious, spiritual integration of Northeast with the rest of the country to be promoted in a big way.
- ❖ Reverse brain drain of the people by creating enabling environment in the region (as happened in the case of India in the last decade or so).

2. Operationalising Strategies

Any strategy for the Northeast has to be a holistic one, considering the wide range of problems that plague the region. Myopic strategies have for long been only restrictive in their scope and led to an alarming degree of backwardness of the region.

The strategy can be broken down under specific heads.

3. Administrative Strategies

Most of the problems are due to administrative shortsightedness and negligence that has been accorded to the region. While the central allocations are heavy in the region, it has not translated to development due to administrative barriers.

Strategy

- ❖ Administration is the hallmark of good bureaucracy. There is an urgent need to create an enabling environment where the functionaries involved work with more dedication. Hence, what the region needs are dynamic and socially conscious civil servants (including those from the All India Services, both hailing from the NE region and also the rest of the country). For this, a roster of suitable persons from across the country should be created. Persons selected may be posted to the region for fixed tenures of three/five years. Such officers should not only be entitled to reasonable monetary incentives but also preference in empanelment for subsequent higher postings and also foreign postings etc.
- ❖ The Government has resorted to the "Look East Policy" without preparing the people in the region. The administration should involve greater participation of the local community in administrative matters. A co-ordination committee, comprising of the bureaucrats, ministers and village panchayat members, will ensure greater community participation and a greater say in the decision-making process. They should be made equal partners in the economic and social development process.
- ❖ The administrative personnel should be trained to respect the ethnic cultural and religious identity of the people, and help in maintaining the demographic uniqueness of the region.
- ❖ Recognize and reward those villages that have been consistently showing a crime/violence-free record like cash awards, mention in the State records, greater development investments etc.
- ❖ A more harmonious police-public interface should be strengthened to ensure community policing. The citizens need to be motivated to be more vigilant about disruptive and destructive elements.
- ❖ Ensure transparency at all levels of the administration so that the people become willing partners in the development process.
- ❖ Strengthen Panchayati Raj Institutions and other local bodies by

holding periodic elections, disbursement of funds, ensuring greater women representation/ participation, etc.

- ❖ The customary systems of grievance redressal/dispute settlement followed by the traditional societies have been very successful and have a large following. This should be encouraged in a positive manner in accordance with the law of the Indian government. Nagaland, soon after its formation, passed an Act giving legal validity to the traditional institutions, which were respected even by the British.

4. Social and Community Participation

Strategy

- ❖ The communitization process of Nagaland should be replicated and suitably adapted for other States as well.
- ❖ The educational base needs to be strengthened. Education should be vocation centric so that youth are able to take up gainful employment (including self-employment). This is necessary since frustrations of unemployment may today be driving the youth towards crime, narcotics and militancy. Education has to be purposeful. One surprising outcome of the present education system is the production of educated youth who may be looking for white-collar jobs. If these are not available, the youth do not want to perform labour intensive jobs since they have tasted the luxuries of urbanization. This naturally brings the problem of educated unemployed. The educated unemployed provide a ready and willing ground for emergence and breeding of anti-social elements and criminals even to the extent of starting of anti-national activities.
- ❖ Self-help Groups, youth associations and women's organizations should be empowered and encouraged as they provide an effective roadmap to peace and development.
- ❖ Spiritual Organizations like Ramakrishna/Vivekananda/Sharada Mission have branches all over the State of Arunachal Pradesh, spreading moral and value-based education and the message of peace. Such organizations should be encouraged to continue their good work in other States of the region.
- ❖ Adequately sensitizing police force/administrative machinery and making them more professional, moral and non-partisan. There has to be greater bonhomie between the security forces and the public. Law enforcement agencies should not be viewed merely as ones out to punish the wrongdoers. They can be involved in developmental activities.

5. Insurgency and Narcotics—The Twin Menaces

Strategy

- ❖ The problem of insurgency needs to be addressed on a more serious note. The causes in each State have to be identified. The peace process

with the insurgent groups has to be continued in a spirit of accommodation and a lasting solution found within the framework of the Constitution of India.

- ❖ Porous borders need to be more effectively sealed and proper arrangements made with the neighbouring countries like Bangladesh, Bhutan and Myanmar. If necessary, joint operations with these countries may be carried out against insurgent groups. Information also needs to be shared about the presence of insurgents' camps, training areas with these countries.
- ❖ Since, the menace of narcotics is linked to the problem of insurgency; a comprehensive action plan has to be chalked out to tackle both issues. Help of pressure groups like village elders, women's organizations, youth associations and religious/social institutions may be enlisted to advise the vulnerable youth about the ill effects of narcotics.
- ❖ The policy of prohibition should be reviewed as it has been found to be indirectly 'motivating' the youth towards illicit trade and drug abuse.
- ❖ Make more provisions for cultural/sporting activities so that the youth do not have time to indulge in harmful activities.

6. Technology and Communication

- ❖ Explore the effective use of technologies in the overall development of the region by leveraging the communication revolution.

7. Infrastructure Development

Strategy

- ❖ Improve connectivity of the NER. Major linkages like rail, road, air and water transport need to be further strengthened.
- ❖ Proper flight connectivity with cheaper airfare options like in the other sectors of the country needs to be evolved. This would benefit both inland travel and tourism.
- ❖ Proper electricity, health access, educational facilities need to be accorded greatest priority.
- ❖ There are some problems that are unique to the hilly areas like schools without teachers and hospitals without doctors, etc. These need to be addressed on priority.
- ❖ The hilly terrains are highly prone to natural disasters like earthquakes, landslides etc. Disaster mitigation efforts should focus both on location of buildings and their construction.
- ❖ Improvement in general infrastructure.
- ❖ Better transport and communication links - road, rail, air. Air services to be upgraded and fares reduced. Frequency of flights be increased. Smaller aircraft be introduced.

The objectives of the study are not only to identify crime-free villages of the region but also examine the underlying causes contributing to this phenomenon, explore better systems of governance and generate additional investment and employment.

... the study would help in drawing up a blueprint for the development of the region.

The myth about the entire Northeast being a perennially disturbed zone appears to have been busted.

The findings are significant mainly because these will help remove preconceived notions about law and order in the region.

The Telegraph, Kolkata

“The finding that 71.23 per cent of the villages of the Region have been totally crime free for several years is indeed a revelation. The close-knit social fabric, respect for traditional values and ethos and the age-old democratic institutions are object lessons not only for other parts of the Northeast but also for the rest of the country. At a time when the so-called developed societies are prone to unrest due to intolerance and societal imbalances, the crime free villages can serve as role models, deserving admiration and emulation.

... The present book has come at a time when we are in the process of involving all citizens of the Northeast as equal partners in the noble experiment of making our great nation an economic superpower where poverty, destitution, hunger, neglect and backwardness would be history. A centre of intellectual excellence, viz IIPA, has gone about the task very clinically, analytically and professionally. The socio-economic profile of each State would help the decision makers in evolving an optimal and customised developmental strategy. The State-wise scenario of both crime prone and crime-free villages unfolds refreshing vistas that dispel the misplaced perception that the entire Region is prone to violence.”

P. R. Kyndiah, *Union Minister for Tribal Affairs and DONER*

“... I find the present study and its findings extremely timely and innovative. We can certainly explore the possibilities of applying some of the findings to regions, which are beset with similar socio-economic strife. I recommend such studies for all social scientists, media personalities, social entrepreneurs, academicians, policy makers and opinion leaders.”

Sriprakash Jaiswal, *Union Minister of State for Home Affairs*



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