

## **Evolution and Present Status of Autonomous District Councils in Manipur**

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### **Abstract**

*One of the most important features of administration in the North-East is the Sixth Schedule to the Constitution which provides for the setting up of Autonomous Regional/District Councils in the four States of Assam, Tripura, Meghalaya and Mizoram. The Autonomous District Councils in Manipur, unlike other Autonomous District Councils is not under the Sixth Scheduled. It was established and enacted by the Act of Parliament of India 1971 in the lines of the Fifth Scheduled. The demand for Sixth Schedule is still going on for the devolution of the rightful executive, legislative and judicial powers to the ADCs for protection and preservation of tribal culture, land all such interests of the tribals in the state. The Autonomous District Councils in Manipur has function since its inception till date without enjoying its legitimate functions and powers. Thus, the present paper is an attempt to study the emergence and present status of the Autonomous District Councils (ADCs) in Manipur.*

**Keywords:** Decentralization, Autonomous District Councils, Manipur, All Tribal Students' Union Manipur (ATSUM) and Sixth Schedule Demand Committee Manipur (SDCM).

### **INTRODUCTION**

The emergence of the idea of decentralization in India could be attributed to Ripon's Resolution, 1882, which aimed at involving the intelligent class of public in the management of rural areas under the British rule. Democratic decentralization and involvement of people in decision-making process was recognized by the Constituent Assembly, which enshrined it in the Constitution as one of the Directive Principles of the State Policy (MoRD 2001:3). The main concept of decentralized institutions is to make them local self-government in which the people would be able to take part and make decisions in matters that would affect their lives.

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One of the most important features of administration in the north-east is the Sixth Schedule of the Constitution which provides for the setting up of Autonomous Regional/District Councils in the four States of Assam, Tripura, Meghalaya and Mizoram. These provisions have been made in exercise of the enabling provisions given in Article 244(2) and 275(1) of the Constitution. However, both PRIs and Autonomous Councils function in Assam, Tripura and Manipur. While Autonomous Council functions in entire Meghalaya, in Mizoram both Village Council and Autonomous Council function. In Nagaland only Village Councils function (Ministry of Personnel, Public Grievances & Pensions 2005:184). The state of Manipur has basically two forms of decentralized institutions- the panchayats and the district councils. The PRIs are functioning in the valley districts and the ADCs in the hill districts or tribal areas. The ADCs Act has undergone three amendments such as the Manipur (Hill Areas) District Councils (First Amendment) Act, 1975, the Manipur (Hill Areas) District Councils (Second Amendment) Act, 2006 and the Manipur (Hill Areas) District Councils (Third Amendment) Act, 2008.

## **METHODOLOGY**

The paper employed questionnaire to the concerned departments and officials for obtaining information on the ADCs. Other research papers, articles and related materials were consulted and discussions with ADCs members were the sources of information.

## **EVOLUTION OF AUTONOMOUS DISTRICT COUNCILS OF MANIPUR**

The Manipur (Hill Areas) District Council Act, 1971, was enacted by the Parliament of India to establish District Councils in the Hill Areas of Manipur on the eve of the attainment of statehood in 1971. According to the Act, all the hill areas were to be divided into six autonomous districts- Churachandpur Autonomous District Council, Chandel Autonomous District Council, Sadar Hills Autonomous District Council, Tamenglong Autonomous District Council, Senapati Autonomous District Council and Ukhrul Autonomous District Council. Each district council was to consist of 18 elected members and 2 nominated members. The Act was implemented in August 1973. The members of the district councils are elected on the basis of adult franchise. The chairperson and deputy chairperson are elected by members of the district council. The Act has undergone three amendments such as the Manipur (Hill Areas) District Councils (First Amendment) Act, 1975, the Manipur (Hill Areas) District Councils (Second Amendment) Act, 2006 and the Manipur (Hill Areas) District Councils (Third Amendment) Act, 2008.

The District Councils, established under the Manipur (Hill Areas) District Council Act, 1971 were powerless and they had no power at all with regard to the preservation and protection of the tribal land. Over and above that, even the little powers which

were enshrined in the Act were also not properly given to them by the Government of Manipur. Despite completion of three terms, the tribals were not satisfied with the status, privileges and powers of the ADCs. Consequently, the demand for Sixth Schedule was renewed and it was intensively pursued by the All Tribal Students' Union Manipur (ATSUM) and Sixth Schedule Demand Committee Manipur (SDCM). The ATSUM demanded for up gradation of the existing ADCs to the status of the Sixth Schedule, as such, various memoranda have been submitted to the Government of India for fulfillment of the long cherished dream of the tribal people. Besides the boycott call of the ADCs by the ATSUM, the Hill Areas Committee of the Manipur Legislative Assembly, set up under Article 371 C of the constitution of India unanimously resolved on 20<sup>th</sup> December, 1990 that elections to ADCs should not be held until the provisions of the Sixth Schedule are extended to the present Autonomous District Councils (ADCs) of Manipur. After two decades of demand for Sixth Schedule the Government of Manipur amended Act of 1971, and now known as the Manipur Hill Areas Autonomous District Council Act, 2008. Under the amended Act the number of Members of the District Council is increase to 24 elected and 2 nominated members from 18 elected and two nominated members. Thus, election to Autonomous District Councils was conducted in 2010 after more than two decades (Doungel 2013)

### **Functions of District Councils:**

The functions of the Manipur (Hill Areas) District Councils (Third Amendment) Act, 2008 are as follows:

- (i) the maintenance and management of such property, moveable and immovable, and institutions as may be transferred to the Council by the Governor;
- (ii) the construction, repair and maintenance of such of the roads, bridges, channels and buildings as may be transferred to that Council by the Governor;
- (iii) the establishment, maintenance and management of schools upto class VIII;
- (iv) the establishment, maintenance and management of medical dispensaries and Primary Health Sub-Centres;
- (v) the establishment and maintenance of cattle pounds including such function under the Cattle-trespass Act, 1871 as may be transferred to that Council by the Governor;
- (vi) the establishment, maintenance and management of markets and fairs and the construction, repair and maintenance of all buildings connected therewith;
- (vii) water supply and sanitation schemes;

- (viii) the construction, repair and maintenance of embankments and the supply, storage and control of water for agricultural purposes including minor irrigation schemes;
- (ix) the preservation, reclamation and conservation of soils;
- (x) animal husbandry and veterinary dispensaries;
- (xi) management of such ferries as may be entrusted to the charge of that Council by the Governor;
- (xii) the initiation, inspection, and control of relief works;
- (xiii) the allotment, occupation or use, or the setting apart of land, other than land acquired for any public purpose or land which is a reserved forest, for the purpose of agricultural or grazing or for residential or other nonagricultural purposes or for any other purposes likely to promote the interest of the inhabitants of any village or town situated within the autonomous District for which that Council is Constituted;
- (xiv) the management of any forest not being a reserved forest, minor forest produce including fuel and fodder;
- (xv) the regulation of the practice of Jhum or other form of shifting cultivation;
- (xvi) fisheries;
- (xvii) co-operatives;
- (xviii) sports and youth affairs;
- (xix) adult and non formal education;
- (xx) horticulture and floriculture;
- (xxi) rural housing and schemes under rural development including tribal development;
- (xxii) khadi & village industries and cottage industries;
- (xxiii) small scale industries.
- (xxiv) non-conventional energy sources ;
- (xxv) library and culture activities ;
- (xxvi) any other matter which the Governor may, in consultation with the Hill Areas Committee, entrust to the District Council in the field of agriculture, animal husbandry, community development, .social and tribal welfare, village planning or any other matter.

District Council may recommend to the Government of the Union territory of Manipur legislation relating to the following matters in so far as they concern members of the Scheduled Tribes, namely:-

- (a) appointment or succession of Chiefs;
- (b) inheritance of property;
- (c) marriage and divorce; and
- (d) social customs.
- (e) recommendation for recognition of village

**Powers of District Council:**

The District Council has the power to levy all or any of the following taxes within the autonomous district for which the Council is constituted—

- a) taxes on professions, trades, callings and employments;
- b) taxes on animals, vehicles (other than mechanically propelled vehicles) and boats;
- c) taxes on entry of goods into a market for sale there in and tolls on passengers and
- d) goods carried in ferries taxes for the maintenance of schools, dispensaries or roads;
- e) any other tax falling under List II of the Seventh Schedule to the Constitution which the Legislature of the Union territory of Manipur may, by law, empower the District Council to levy.

**Power to make bye-laws:**

(1) District Council may make bye-laws to provide for all or any of the following matters in the autonomous district for which it is constituted or in any part thereof, namely:-

- a. the maintenance and management of schools and grants of stipends and scholarships;
- b. control and administration of dispensaries, their construction and repairs, the supply of medicines and the measures to be taken during the prevalence of diseases;
- c. the protection from pollution of such tanks, springs, wells or parts of rivers, streams, channels or water courses as are set apart for drinking or culinary purposes;
- d. any other matter which is necessary for carrying out all or any of the provisions of this Act and the rules made thereunder.

**Present Status of Devolution of Power to Autonomous District Councils**

Sl.	Name of	Cabinet's Decision on	Status
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No	Department	Devolution	
1	P.W.D.	(a) Construction of village road, foot-path and suspension bridges  (b) Fund available under 13 <sup>th</sup> F.C. for IVRs to be devolved	1) Order dated 27 November 2013 issued for transfer of all IVRs including culverts and bridges on them. List of IVRs being finalized. For notification. Gang staff will also be transferred for effective maintenance. 2) Devolution of funds under 13 <sup>th</sup> FC to be done in consultation with FD <b>Financial involvement:</b> Atleast Rs. 100 lakhs per District Council. <b>Functionaries to be transferred:</b> 1 A.E. and 1 S.O. to be transferred to each ADC. <b>Source of fund:</b> State or Finance Commission. <b>Budgetary support:</b> Rs. 600 lakhs. Rs. 60 lakhs wages. Total: Rs. 660 lakhs. <i>(however, thus far all the above are yet to be devolved and only the above orders have been issued)</i>
2	Minor Irrigation	a) District Councils may recommend sites under AIBP to be selected. (b) Collection of water charges for agriculture by District Councils subject to the approval of FD on the rate etc.	1). ADCs to recommend 20 % of sites under AIBP ( <i>file has been put up for approval to ADC has been put up</i> ) 2). ADCs may collect water charges as per rates fixed by FD <i>(file for fixation of water tax collection allowing the ADC to retain 30 % of the tax collected has been put forward for approval: however, there might be an issue here if orders are issued in this regards as there are no water tax currently being collected in the hill Districts).</i>
3	Power.	(a) District Councils to check theft of energy and identify unauthorized tapping of electricity. (b) To collect/ recover outstanding electricity dues (current & arrears.) from defaulting consumers. (c) Incentive for recover to be decided with approval of Finance Department	1. Order has been issued on regarding promoting consumers awareness, identification of un authorized tapping of electricity can checking of thefts of electrical energy. 2. Order for collection of current and arrear bills by ADCs have been issued on 28 November 2013 subject to signing of MoU between the ADC and the Electricity Department. (letters have been written to all CEO s seeking their views on this on the terms of MoU)

Sl. No	Name of Department	Cabinet's Decision on Devolution	Status
4	Science & technology	(a) District Councils may recommend site for MNRE schemes.	1. The Dept. had issued order no. 4/5/95-ste (vol.-II) dated 17/12/2010 devolving powers and functions to the

		(b)The scheme/ programs handled by Panchayats in valley districts to be entrusted to District Councils	<p>ADCs as decided by the government.</p> <p>2. The activities to be transferred are:</p> <ol style="list-style-type: none"> <li>site selection, monitoring, supervision of MNRE schemes.</li> <li>Selection of beneficiaries under IREP schemes.</li> <li>Financial implication is Rs. 14.11 lakhs per ADC.</li> <li>Functionaries to be transferred are: a). Project officer-1. b). Junior engineer-1 c). LDC- 1.</li> </ol> <p>3. Action taken report: 2012-13. an amount of Rs. 24.00 lakhs was sanctioned for 6 ADCs and provided high- efficiency reading lamps to the beneficiaries selected by the ADCs.</p> <p>4. For 2013-14: Rs. 14 lakhs has been provided to the ADC s for IREP scheme.</p> <p>5. Site selection for MNRE projects will remain with the Department for technical reasons. <i>(finance and functions transferred but no functionaries are transferred as yet)</i></p>
5	Social Welfare	<p>(a) District Councils may recommend beneficiaries to be selected under the following schemes: IGNOAP, IGWPS, IG National Disabled, National Family Benefit Scheme and BSY.</p> <p>(b) Chairman, District Council to nominate MDCs as members of Selection Committee at District level.</p> <p>(c) District Council may recommend sites for Anganwadi Centres to be selected.</p> <p>(d) Prevention of Drug abuse/ domestic violence/ immoral trafficking.</p>	<ol style="list-style-type: none"> <li>ADCs are to recommend the beneficiaries under the following schemes: IGNOAPS/IGNWPS/IGNDPS/NFBS and BSY.</li> <li>One ADC member is made a member of the selection committee.</li> <li>ADC to recommend sites for Aganwadi centre.</li> <li>Guidelines issued for organizing awareness camps on women and child welfare and its related problems, prevention of alcoholism and substance abuse and its related problem and issues relating to old aged/differently abled persons.</li> <li>Amount of Rs. 6 lakhs was transferred to ADCs. On 7<sup>th</sup> Feb, 2013 for organizing camps and awareness programs.</li> </ol>
Sl. No	Name of Department	Cabinet's Decision on Devolution	Status
6	RD and PR.	a) District Council, Chairman will be the Chairman of Hill Districts. Chairman, Senapati District Council and Chairman Sadar Hill District Council shall be the Co-	<p>All Cabinet decisions have been implemented.</p> <p>All the schemes and programs of Ministry of Rural Development are implemented through the DRDA which is under the ADC.</p>

		Chairman of DRDA, Senapati in respect of their respective Jurisdictions.  b) DCs shall be the Executive Directors of DRDA as prescribed under the Central guidelines	<i>(All Cabinet Decisions Implemented)</i>
7	Transport.	(a) District Councils to levy user charges for bus parking etc. (b)Charges/ fares collected could be retained by the District Councils for maintenance & improvement with the approval with of State Finance Dept. (c) All ferries within their jurisdiction shall be managed by the District Councils	The Department has submitted draft rules for parking charges and the same is being referred to FD for comments. <i>(FD has returned back the file with a comment and that it has no objection to raising tax with regards to this- the department has now written to the ADCs for any comment on the draft rules framed for this purpose).</i>
8	Tribal Affairs. Department	(a) Housing Schemes (State plan) - 20% by District Councils. (b)Medical treatment-(State plan) 20% by ADC. (c) Agri /Horticulture (Sub plan) - 20% by ADC. (d) Animal Husbandry (Sub plan-20% by ADC. (e) Assistant to Tribal Artisans (Sub plan)- 20% by ADCs	The Department has already devolved 50 % of all development schemes to the ADCs, which includes both implementation and monitoring of the schemes. To ensure ADC's participation in the process of planning, proposals under SCA to TSP and Article 275 (1) are invited from the ADCs to be considered and consolidated by the TA&H Department for sending to the Ministry of Tribal Affairs, GOI.
9	Vety and Animal Husbandry	(a) District Council may recommend the beneficiaries	The ADCs recommended beneficiaries under Backyard Poultry scheme and Buffalo Calf subsidy during the year 2010-11 & 2011-12. The same is continued during 2012-13. Each ADC to select 100 numbers of ST beneficiaries. (all Cabinet decisions have been implemented)

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10	PHED	<p>(a) Operation and maintenance of rural water supply and distribution.</p> <p>(b) Fixing of water prices and collection of water tariff</p>	<p>(a) Order for transfer of the two subjects have been issued</p> <p>(b) However scheme/guidelines as to how collection of water charges can be enabled with incentive built in and devolved to ADCs are yet to be finalized.</p> <p>(c) Presently there are Village Water and Sanitation Committee in villages where there are water supply schemes.</p> <p>(d) The Chairman of ADC is also Chairman of Dist. Water and Sanitation Mission constituted under "Nirmal Bharat Abhiyan (NBA)". Role of the District Mission is to approve the work programme.</p>
11	YAS	<p>(a) Sports &amp; Youth activities at the district level.</p> <p>(b) Development &amp; maintenance of village play grounds.</p> <p>(c) Selection of participants for school games.</p>	<p>1) Department has issued orders devolving functions related to Sports activities, youth activities and programs up to District level and development of Village playgrounds. It has been informed however that village playgrounds are no longer with YAS</p> <p>2). Scheme called PYKKA of the Ministry of YAS is already being implemented through the ADC.</p> <p>3). Selection of participants cannot be devolved as it is done by an expert in each discipline</p>
12	MOBC	<p>(a) Supervision and monitoring the implementation of MSDP.</p>	<p>The implementation of MSDP has been fully devolved to the district COUNCILS/DRDA in the hills district.</p>
13	Industries	<p>(a) MDCs will be included in District Selection Committee for selecting beneficiaries under Centrally Sponsored Schemes like PMEGP etc.</p> <p>(b) District level Fairs and Melas.</p> <p>(c) District Councils will have quota in selection of the trainees for the Food Processing Training Center, Porompat and the beneficiaries under the scheme of Insulated Box to be selected.</p> <p>(d) District Councils to be involved in providing support to Food Processing industries as well as Assistance to Ex-trainees of FPI.</p>	<p>(a) The Dept. Has informed that MDCs are included in the District Selection Committee for selection of beneficiaries under PMEGP.</p> <p>(b) 2012-13: Handlooms Mela was organized in the 6 ADCs with a total expenditure of Rs.24 lakhs at the rate of 4 lakhs per mela.</p> <p>2013-14: There is no fund provision.</p> <p>2012-13: 30 days training program on food processing industries for 30 trainees from Ukhrul district conducted @ Rs. 2.5 lakh at Porompat. The trainees were selected by DIC in consultation with the ADC Ukhrul.</p> <p>(c) ADC Chairmen are included in the District Level Empowered Committee for selection of beneficiaries under National Mission on Food Processing.</p> <p>Under National Mission on Food Processing a sum of Rs. 6 lakhs has been proposed for 6 ADCs for creation of awareness of FPI.</p> <p><i>(all cabinet decisions have been implemented).</i></p>

<b>Sl. No.</b>	<b>Name of Department</b>	<b>Cabinet's Decision on Devolution</b>	<b>Status</b>
14	Horticulture and Soil Conservation	<p>a) Based on recommendation of the District Council, 50% of the beneficiaries to be selected under the target Water Shed Areas Scheme.</p> <p>(b) In view of specific Central Guidelines in respect of technical schemes &amp; projects, recommendation of beneficiaries/sites may be made by the District Councils in consultation with the Department.</p> <p>(c) Supervision &amp; monitoring of schemes</p>	<p>(i) 50% of the Land Development program for Small &amp; Marginal farmers under State Plan will be implemented by the ADCs.</p> <p>(ii) Copy of guidelines furnished</p> <p>(iii) Funds @ R.2.00 lakhs per ADC is transferred under the scheme.</p> <p>(iv) Rs. 6 lakhs per ADC to be transferred to each ADC for 2013-14.</p> <p>(v) The Dept. informed that CSS schemes implemented by the Department cannot be devolved to the ADC as most of the areas have been selected on the basis of baseline survey already done.</p> <p>(vi) Department intimated that Supervision &amp; Monitoring of schemes has been given to the ADCs which include Horticulture Mission. (all Cabinet Decisions have been implemented).</p>
15	Health and Family Welfare	<p>(a) Chairman District Council may nominate one MDC as a member in District Health Society and District Hospital Rogi Kalyan Samiti's Governing Body.</p> <p>(b) Maintenance of PHSCs, wherever required, may be taken up through District Councils within Rs.5.00 lakhs.</p> <p>(c) Monitoring attendance of staff and functioning of PHSCs</p>	<p>(a) ADC Members have been nominated in the District Health Society and District Hospital Rogi Kalyan Samiti's Governing Body.</p> <p>(b) Guidelines issued for maintenance of PHSC within Rs 5 lakhs through ADCs but not implemented.</p> <p>(c) Guidelines for monitoring attendance etc of PHSC issued</p> <p>(d) Department informed that some more new programs like</p> <p>(i) Organization of Health Camps</p> <p>(ii) Health education/Awareness programme will be devolved to the ADCs</p>

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16	Forest	a) Based on recommendation of the District Council, up to 50% of the beneficiaries under Social Forestry Scheme and Jhumia Rehabilitation Scheme shall be selected	i) Social Forestry scheme is devolved to the ADCs for identification of plantation centres/sites which is implemented on 50:50 between the Department and the ADCs. ii) Rehabilitation of Jhumia families: Selection of 50% of the beneficiaries is devolved to the ADCs. ii) For National Afforestation Programme: Implemented through FDAs and JFMCs. The department has given in writing that it is not possible for devolution to the ADCs as the structures and functions of FDAS and JFMC constituted under MOEF, Gov. of India does not allow delegation to other bodies.
17	Fisheries.	a) From State Plan each Hills District Council shall be allocated a minimum of Rs.50,000/- to start with following activities under Assistance to Pisciculture Scheme to be transferred to District Council. (b) Promotion of individual pisciculture scheme such as paddy-cum pisciculture/pond culture (c) Procurement and supply of fish seeds to pisciculturists at Govt. subsidized rate. (d) District Councils may recommend beneficiaries for selection. (e) Technical assistance regarding procurement & supply to fish seeds/fisheries equipments will continue to be provided by the Department.	1. The Department informed that Rs.1.00 lakh per ADC has been allocated under assistance to Pisciculture Scheme during 2011-12. 2. For this financial year 2013-14, an amount of Rs. 6 lakhs for ADC s have been sanctioned and the same is with the Finance dept. 3. A committee for selection of beneficiaries in the hill districts has been constituted under the chairmanship of ADC Chairman/any other member nominated by the chairman, and one ADC member as a member of the committee. 4. A copy of the guidelines for implementation of the schemes has been received. (All Cabinet Decisions have been implemented

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18	Finance.	a) MCS Officers. Grade-I shall be posted as CEO. (b)MFS officers. shall be	All the items except for the last two items have been implemented. Matters relating to HHT and non tax

		<p>posted as Finance Officer in each District Council with charge of Planning, Budget, maintenance of accounts, control over expenditure and audit of accounts.</p> <p>(c) Annual Administrative Report and Annual Audit Report shall be placed in the State Assembly.</p> <p>(d) Levying of Hill House Tax and user charges for use of Ferry Ghats.</p> <p>(e) Non-Tax revenue on cattle compounds, shops &amp; commercial establishment may be fixed and collected with prior approval of State Finance Department.</p>	<p>revenue will be taken up by the ADCs who will be asked to consult the DCs as a first step.</p> <p>(letters have been written to all CEO s to discuss the matter with concerned DC s).</p>
19	CAF& PD.	<p>(a) District Council will have representation in District Selection Committee for Fair Price Shops.</p>	<p>Composition of FPA selection committee has been issued on 14.12.2012.</p> <p>(another set of guidelines for monitoring and supervision shall be brought out by the Department)</p>
20	Agriculture	<p>(a) Rs.54.05 lakhs from state plans be transferred.</p> <p>(b) All Schemes already under implementation in Hill Areas (Except “Modernization of agriculture practices”)</p> <p>(c) Recommendation of list of beneficiaries to the concerned committees.</p>	<p>(a) A sum of Rs 28 Lakhs will be transferred during 2013-14. Department has requested that ADCs may be requested to submit proposals for utilization of the funds through the DAO ( vetting by DAO)</p> <p>(b) Department has stated that due to the technical nature of the Agri schemes it is not feasible to transfer the schemes to ADCs who do not have the requisite technical staff.</p> <p>c). Department has stated that ADCs will be involved in selection of beneficiaries but have not issued any order to this effect.</p> <p>d). Reply from CEO s awaited regarding the exact position of their concerned Agri dept. such as availability of tech. staffs.</p> <p><i>(all CEO s have reported that as per the nominal roll submitted, staffs are present and as per MGEL list, if all vacant post are filled up, it would have sufficient technical staffs )</i></p>

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21	Arts and Culture	(a) Administration of District Libraries. (b) Balance funds available under state plan fund for the District Libraries along with the staff.	(a) Order has been issued for devolving administration of District Libraries to ADCs. (b) Rs. 5 lakhs per District has been provided under a separate Budget head and fund for 2011-2012. For 2013-14, a sum of Rs 43 lakhs has been provided in the District library budgets for the hill districts.
22	Adult Education.	(a) Selection of beneficiaries for Centrally Sponsored Schemes under Adult Education. (b) Saakshar Bharat Mission 2012 will be transferred to District Council in Chandel, Tamenglong, and Senapati Districts	a) The Department informed that Target Groups (illiterate adults) have been identified through House hold survey(77,263 adult female illiterates) for taking up literacy programme in the respective Saakshar Bharat Districts by District Literacy Samiti of Chandel, Senapati, Tamenglong and Thoubal. The Literacy Classes were continuing from 2010 in the State. (b) Saakshar Bharat programme is implemented through District Literacy Samiti in Chandel, Tamenglong and Senapati Districts since 2010. The Chairman of the District Literacy Samiti is the Chairman of the ADC and five ADC members including two women ADC members are the members of General Body of the District Literacy Samiti. The District Literacy Samiti of the concerned District is the implementing agency for Saakshar Bharat Programme at the District Level.
23	Co-operation	The ADCs to nominate candidates for undergoing trainings under Cooperative Field Education/NCDC/NCUI/ICM etc as and when trainings are to be conducted by the aforementioned organizations.	The Co operative Department has issued the following guidelines as detailed below:- (i) RCS has intimated all the ADCs of the Training Programmes/Calendars. Organized by the concerned DCOs/Cooperative Offices, preferably in the beginning of the Financial Year. (ii) DCOs of the different districts will also follow up in both informing ADCs and coordinating with them. (iii) ADCs can nominate their candidates or groups for such trainings.

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Sl. No.	Name of Department	Cabinet's Decision on Devolution	Status
24	Small town	(a) Markets and fairs will continue to be with the District Councils.	Moreh is the only Small Town Committee in the Hills which has not been de-notified and therefore functions under MAHUD as per Manipur Municipality Act. <i>(as was discussed in the cabinet Moreh will remain with the MAHUD-however a decision has to be taken specifically in this regards).</i>
25	Education	Up gradation of 364 primary schools to Upper Primary Schools	(a) Process for up gradation of 364 schools under ADC is under way in consultation with Education (Schools) Department. (b) Information on additional requirements of teachers, funds, current availability of qualified teachers, additional subjects is being collected by TA and Hills Department. (Details being sought for from CEO s) (c) Already written to education Dept. as to the information of all schools list which have upper primaries

Source: Tribal Affairs and Hills. Govt. of Manipur, 2014

## CONCLUSION

The Autonomous District Councils in Manipur has function since its inception till date without enjoying its legitimate functions and powers. The continuous attempts to empower it has bear little no fruits. The demand for Sixth Schedule is still going on for the devolution of the rightful executive, legislative and judicial powers to the ADCs for protection and preservation of tribal culture, land all such interests of the tribals in the state. Cornell (2002) caution that the institution of territorial autonomy may foster ethnic mobilization, increased secessionism, and even armed conflict. Similarly Haokip (2009) the issue of Sixth Schedule has always been a contentious issue in Manipur as the majority Meiteis opposes the Sixth Schedule on the ground

that this will be precursor to the attainment of Kuki state and Nagalim (Greater Nagaland). Because both the Kuki and Naga insurgents are demanding separate political autonomies. The ADCs are till date boycotted in the Naga dominated areas of the state. The Nagas are demanding Alternative Arrangement for the Nagas for separate management of their social, economic and political affairs. The ADCs in Naga dominated areas are functioning at the state capital due to threat pose by the militant groups. The present status of ADCs shows that over the years there have been some improvements. However, the state government has not yet shown sincerity in solving the real issue of empowering the ADCs. The state government has still hold most of the development functions and the ADCs are not empowered to have separate budget. In depth discussion with ADCs members suggest that the state government does not empowered the District Councils, because the politicians do not want to lose or weaken their power by devolving it to the district councils.

Whatever may be the reasons there is an urgency to resolve the institutional setup. Development programmes and policies without sound institutional mechanism could not bring sustainable development for the people. The development initiatives in the state seems like a standalone programmes due absence or weakness of local institutions. Solving the governance issue would help solve many social and political problem in state like Manipur where there is insurgency and high unemployment among the youth. The concept of decentralization being political in nature basically, it is necessary that the state government sincerely resolve the institutional issues of development. Unless institutional arrangements are set right within appropriate provision of the Constitution the development of the state particularly the rural development programmes and policies would bring no positive and lasting changes.

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