

# **Border Area Development Programme**

## **Report of the Task Force**

**Planning Commission  
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# **Task Force for Preparation of a Proposal for Comprehensive Development of Border Areas**

## **Executive Summary**

The land border of India covers borders with six neighbouring countries and concerns seventeen Indian States. It stretches over 15,106 kms. through very hostile geo-climatic regions with glaciers, snow-clad peaks, sand dunes and marshes. Till recently, these were neglected areas with the border population living in very harsh conditions.

Border Area Development Programme (BADP) was initiated in the Seventh Plan. Since then, the spatial and sectoral scope of the programme have been expanded. Of late, after liberalization within the country and globalization in the economy, the border areas are being looked at differently. In the Eleventh Plan, the emphasis would be on more resources from the Centre and dovetailing other on-going schemes and adopting bottom-up area planning approaches, so that the resources will be augmented and the infrastructure and socio-economic services upgraded.

This Task Force report is focused on reforms in the approach and guidelines of the BADP for which the following amendments have been proposed:-

- (1) Additional allocation of resources by the Centre.
- (2) Dovetailing of resources under CSS, 'Flagship Programmes' and "Bharat Nirman". Ministry of Rural Development should also be advised to earmark portion of their resources specifically for border blocks so that they get their due share of these investments.
- (3) Due share of State resources should be earmarked in the process of planning.
- (4) A participatory plan for border villages/blocks should be prepared in keeping with instructions of the Planning Commission for formulation of similar plans for the districts.

- (5) Baseline surveys should be carried out in remote border villages in order to assess the gaps in physical and social infrastructure and felt needs of the border population. A strategic assessment should be made and strategy evolved. Schemes should be developed through consultation with the community PRIs, district councils, traditional councils and district planning committees (DPCs). Due priority should be given to needs of the population living closest to the border.
- (6) Due emphasis should be given to social infrastructure for education, health, drinking water and sanitation.
- (7) Emphasis should be given to mega physical infrastructure like highways, link roads, railway network and air links as well as power distribution lines for power and connectivity for telecommunication and information technology.
- (8) Banking facilities should be suitably strengthened after study by RBI and NABARD.
- (9) Wherever possible, infrastructure should be on PPP Model.
- (10) Due emphasis should be given to industrialization particularly for food processing and handicraft and handloom production.
- (11) The youth should be encouraged to go for vocational study and acquisition of marketable skills.
- (12) The restriction of movement of Indian population in areas close to the border should be reviewed in keeping with the threat perception in the area.
- (13) Sports and adventure sports facilities should be set up on priority for local population of youth, tourists and other visitors.
- (14) Some detailed suggestions have also been made for improving the implementation of the BADP to facilitate implementation like release of funds, upgradation of administrative systems, flexibility in the execution of programmes, periodic inspection of works, management controls, transparency, training of manpower and special facilities to attract development workers and officials.
- (15) For improving morale of the border population, a media policy needs to be evolved.

# **Task Force for Preparation of a Proposal for Comprehensive Development of Border Areas**

## CHAPTER I

### **Introduction**

The land borders of India stretch over 15,106 kms through geo-climatic regions which vary from jagged glaciers and snow clad peaks to the sand dunes of the border areas of Rajasthan. India has land borders with six countries. In many cases these borders are disputed or even undemarcated. This adds to the problem of harsh geographical conditions. Keeping this in view the development of border area is now viewed as a part of the comprehensive approach to Border Management which focuses on socio-economic development and promotion of a sense of security amongst the people living there.

#### **Profile of the Border Area Development Programme**

The development of border areas has been a matter of concern for the country. The Border Area Development Programme (BADP) was initiated in the border areas of the western region during the Seventh Five Year Plan period for ensuring balanced development of border areas through development of infrastructure and promotion of a sense of security among the border population. The programme now covers the border blocks of all the States which have international land borders.

#### **BADP States:**

- |                               |                          |
|-------------------------------|--------------------------|
| 1. <i>Arunachal Pradesh</i>   | 10. <i>Nagaland</i>      |
| 2. <i>Assam</i>               | 11. <i>Punjab</i>        |
| 3. <i>Bihar</i>               | 12. <i>Rajasthan</i>     |
| 4. <i>Gujarat</i>             | 13. <i>Sikkim</i>        |
| 5. <i>Himachal Pradesh</i>    | 14. <i>Tripura</i>       |
| 6. <i>Jammu &amp; Kashmir</i> | 15. <i>Uttar Pradesh</i> |
| 7. <i>Manipur</i>             | 16. <i>Uttarakhand</i>   |
| 8. <i>Meghalaya</i>           | 17. <i>West Bengal</i>   |
| 9. <i>Mizoram</i>             |                          |

***Border area profile:***

|                                |                         |
|--------------------------------|-------------------------|
| <i>Length of land border</i>   | <i>15106.70 km</i>      |
| <i>Area covered</i>            | <i>2.43 lakh sq. km</i> |
| <i>Population</i>              | <i>37.5 million</i>     |
| <i>No. of villages</i>         | <i>25000 (approx)</i>   |
| <i>No. of Border Blocks</i>    | <i>358</i>              |
| <i>No. of Border Districts</i> | <i>94</i>               |
| <i>No. of States</i>           | <i>17</i>               |

**Description of the Borders**

The land borders of the country widely differ from region **to region and** State to State. These **present a heterogeneous picture in terms** of topography, geography, **climate**, habitation, **culture, language and traditions**.

**The India-Pakistan border** is characterized by Rann of Kuchch with marshy and low lying land in Gujarat; deserts and shifting sand dunes in Rajasthan; thickly populated and fertile land in Punjab; plains, hillocks, snow clad peaks, cold desert and jagged glaciers in Jammu & Kashmir.

On the other hand, **India China border** in the north has high mountain ranges running diagonally flanking trough-like river basins in Ladakh; high mountain ranges and narrow river valleys and himals (snow fields) with deep gorges in Himachal Pradesh, Uttarakhand and Sikkim. Arunachal Pradesh has aptly been described as a region of bare, craggy hills, huge tropical and alpine forests, steep, rugged valleys and great cascading rivers as well as lofty ranges and towering peaks covered with snow.

In the plains of Uttar Pradesh and Bihar, **the India Nepal border** is traversed with numerous rivers, streams, rivulets and nallahs. Similarly, **Indo-Bhutan border** has dense forests and presents a succession of lofty and rugged mountain separated by deep valleys.

In the eastern region, **India-Bangladesh border** is generally plain interspersed with number of rivers, nallahs and creeks and (hills in Darjeeling); plain forest, low line riverine in Assam and Meghalaya, hilly region with thick jungles in Tripura, low level hilly ranges in Mizoram.

Rugged mountains and rivers and the dense rain-forest are the characteristic of the **Indo-Myanmar border.**

Apart from a wide variety of physical and climatic conditions obtaining on the land borders the situation becomes more complex due to large stretches which are under dispute with Pakistan and China. These areas are designated as Line of Control (778 km) and Line of Actual Control (1650 km) respectively.

*Length of border-wise land border(km.):*

|                                |                |
|--------------------------------|----------------|
| <i>India -Pakistan</i>         | <i>3323</i>    |
| <i>India-Afghanistan (POK)</i> | <i>106</i>     |
| <i>India-China</i>             | <i>3488</i>    |
| <i>India-Nepal</i>             | <i>1751</i>    |
| <i>India-Bhutan</i>            | <i>699</i>     |
| <i>India-Bangladesh</i>        | <i>4096.70</i> |
| <i>India-Myanmar</i>           | <i>1643</i>    |

**Priority for Development of Border Areas**

In recent years, the development of border areas has become a priority of the Central Government. A Task Force was set up on Border Management and submitted its report in August, 2000. The Report has a separate section on the Border Area Development Programme

**Main Recommendations of the Task Force on Border Management**

- Perspective Plan for integrated infrastructure development of border blocks with a ten years time span based on pooling of resources from all the available schemes.
- Ministry of Rural Development should earmarked a portion of their funds for border blocks as these do not get due share of investment owing to low population density, inadequate reach of administration, difficult terrain and harsh living conditions.
- Gram Sabhas and Block Panchayats should be involved in a participatory mode for prioritizing the resources available, as well as in planning and implementation of BADP. This would make the programme more transparent.

**The Prime Minister has also emphasized the need for border area development from time to time. In his Independence Day address on 15<sup>th</sup> August, 2005 he stated :**

*"in this new phase of development, we are acutely aware that all regions of the country should develop at the same pace. It is unacceptable for us to see any region of the country left behind other regions in this quest for development. In every scheme of the Government, we will be making all efforts to ensure that backward regions are adequately taken care of. This has been ensured in the Food for Work Programme and the National Rural Health Mission. We will also focus on the development of our border areas. We will ensure that these regions are provided basic infrastructure such as roads, electricity and telephone connectivity in the next 3-4 years. "*

Speaking at the Combined Commander's Conference in October, 2006 he stated :

*"The overarching imperative for both Bangladesh and India is to find a pattern of cooperative engagement, which can convert recent economic successes to improved welfare for people on both sides of the border. This will change the economic imbalance, which is causing some of the difficulties that we face with Bangladesh..... A critical aspect of our policy must be the rapid development of infrastructure in our border areas. This is now recognized to have major implications not only for our internal security but also as a force multiplier when it comes to our external security. "*

### **Setting up of the Task Force for Comprehensive Development of Border Areas**

A meeting was held in July, 2005 in PMO and it was decided to set up a Task Force for reorientation of the Border Area Development Programme. The Task Force was accordingly constituted in October, 2005 (Annexure B).



## **Task Force on BADP:**

### **Terms of Reference**

1. *To assess/analyze the design, planning and implementation of the Border Areas Development Programme (BADP) and suggest modifications.*
2. *To consider providing the latest requisites in the border areas/villages in the light of technological advancement, security requirement and international experience.*
3. *To consider providing basic minimum amenities and livelihood support in each of the border village.*
4. *To consider requirements and facilities for border trade and for enhancing the social and economic life of the border population.*
5. *To suggest convergence of the flagship schemes of Government of India such as Bharat Nirman, Rural Health Mission, Sarva Shiksha Abhiyan, National Employment Guarantee Scheme, Core Infrastructure scheme, etc. in border areas with a pre-defined time frame.*
6. *To suggest activities/programmes which would facilitate visit to border areas by hinterland population particularly the younger generation.*

### **Task Force Consultations**

In order to assess the ground situation and to get a feedback from field level officers of the State Government two regional consultations were held in Chandigarh (29<sup>th</sup> May, 2006) and Guwahati (21<sup>st</sup> November, 2006). The feedback from these consultations indicates that while the Border Area Development Programme has helped in building up some infrastructure in border areas and addressing some of the livelihood and other concerns of the border areas, the allocation under the programme has been relatively too small to invite the focused attention of the State Governments. A much larger effort is therefore required to develop these areas not only in terms of funds for infrastructure but also have a re-look at policies which distort the development process and increase the sense of alienation of the border population.

## CHAPTER II

### **Background of the Programme**

The difficulties of the people living in the border areas of the Western region, which at that point of time was the most volatile border, lead to the **initiation** of the Border Area Development Programme (BADP) during the Seventh Plan. The programme has been expanded since to cover the border blocks of all the States which have **International** land borders.

#### Border Area Development Programme **in the** Seventh Plan

The Border Area Development Programme was included as a new cent percent Centrally funded Special Area Development Programme in the Seventh Plan with a provision of Rs.200 crore. Originally, this Programme was to be implemented by the Ministry of Home Affairs. According to the guidelines formulated by the Committee of Secretaries, the emphasis under this programme was to be on the development of infrastructure in the border areas so as to facilitate the deployment of border security forces. Infrastructural development was to include development of power, roads along with other administrative support like rest houses etc., provision of drinking water facilities and development of health and educational facilities in those areas. Under this programme provision was also to be made for the distribution and installation of community T.V. sets so as to counteract the hostile propaganda from across the border and suitably enthuse the local population. This programme was to be supplemented by the State Governments with the programmes of normal development like IRDP, DDP etc. so as to improve the earning capacity of the people living in the border areas.

In November, 1986, it was decided to reorient this programme so as to concentrate only on education in the border areas. This was done from 1987-88 and the programme was to mainly address technical / school / vocational education in the border areas of Gujarat, Rajasthan, Punjab and Jammu & Kashmir.

Further, in 1987-88, an amount of Rs.15 crore was allotted to the Ministry of Water Resources for the Indira Gandhi Nahar Project in Rajasthan. In addition, a study on the border areas of Punjab, Rajasthan, Jammu & Kashmir was entrusted to the Centre for

**Research in Rural and Industrial Development**, Chandigarh. Allocation was **also made to** the Ministry of Home Affairs for a pilot project for Issue of Identity Cards **to people** living in the border areas.

Thus there were four schemes operating under the Border Area Development Programme, namely, Schemes under Ministry of Education, Indira Gandhi Nahar Project under Ministry of Water Resources, Pilot Project on Identity Cards of the Ministry of Home Affairs and a Research Study in the border areas of Punjab, Rajasthan and J&K which was administered by Planning Commission. This study was conducted by the Centre for Research in Rural and Industrial Development(CRRID), Chandigarh. Although each Ministry implemented its own programme, overall coordination was by the Planning Commission.

#### Border Area Development Programme **in the** Eighth Plan

BADP was revamped from 1993-94 and reoriented from a scheme-wise programme to a state level programme. The coverage was extended to the states bordering Bangladesh also. Hence, the programme covered J&K, Punjab, Rajasthan, Gujarat, West Bengal, Assam, Meghalaya, Mizoram and Tripura.

The main objective of the Programme was balanced development of remote, inaccessible areas situated near the border, ensuring effective administration in these areas, and involving people in strengthening their resilience.

The programme continued to be a 100% Centrally funded area programme. The outlay envisaged for the Eighth Plan was Rs. 640 crore (at 1990-91 prices).

The guidelines for the programme included the setting up of an Empowered Committee at the Central level to decide on policy matters relating to the scope of the programme, prescription of geographical limits, etc. and Screening Committees at the State level chaired by the Chief Secretary of the State and to recommend the schemes to be taken up under the programme.

**It was further decided that among the schemes already in operation, the Indira Gandhi Nahar Project in Rajasthan and the scheme** for Issue of Photo Identity Cards to

inhabitants of the border areas of the concerned states would continue to be funded under the programme.

### **Border Area Development Programme in the Ninth & Tenth Plan Period**

In the Ninth Plan period while the general thrust of the programme was the same as that in the Eighth Plan, the programme was extended to cover all the States which had international land borders. The programme was extended to the blocks bordering Myanmar in 1997-98, to blocks bordering China in 1998-99 and to those bordering Bhutan and Nepal in 1999-2000. The Programme thus extends to seventeen States namely Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttaranchal and West Bengal. In the Tenth Plan the basic thrust and coverage have remained the same.

### **The Current Situation : Salient Features of BADP**

#### *Objectives:*

The main objective of the Programme **is to meet the special needs** of the people living **in remote, inaccessible areas situated near the international** border.

#### *Eligible Schemes:*

Schemes are required to be designed to take care of the special problems faced by people living in the border areas. A long term Perspective Plan for each Border block is to be prepared by the State Governments keeping in view the objectives of overall balanced development of the region. The State Governments are advised to undertake a study of remote villages in the border blocks in order to assess the needs of the people and the critical gaps in physical and social infrastructure. Schemes are to be drawn up based on this assessment. Grassroot institutions such as PRIs/ District Councils / Traditional Councils are to be involved in identification of the priority areas to the maximum extent possible. Since the people living in the border areas must have a direct say in the selection of the schemes, village level institutions such as Gram Sabhas are to be involved in the decision making process. Appropriate modalities are to be worked out by the State Governments to ensure greater participation of the people of the border areas in the selection of schemes under the Programme. Schemes which address problems such as inadequacies relating to provision of essential needs, strengthening of the social

infrastructure, filling up of critical gaps in the road network etc. are to be taken up under the programme. Emphasis is to be laid on schemes for employment generation, production oriented activities and schemes which provide for critical inputs in the social sector.

Security related schemes can also be taken up. However, expenditure on such schemes is pegged at 10.00% of the total allocation in a particular year. Construction of housing for crucial functionaries such as teachers, doctors, nurses etc. can also be taken up in border blocks under the programme along with construction of small culverts, bridges, bridle paths, feeder roads, etc. However, expenditure on schemes including provision of basic amenities such as supply of drinking water, approach roads, etc., for the border outposts, administrative buildings and road & bridge construction taken together is capped at 60 per cent of the total allocation in any particular year. In addition, upto 15 per cent of the total allocation is to be used for maintenance of the assets already created under the Programme. The State Governments are to ensure that no single sector gets a disproportionately large share of the total allocation.

The funds under BADP are to be used for schemes in the identified border blocks only. Funds under BADP are additive to normal Central Assistance and are allocated for meeting the special problems faced by the people of the border areas, Hence, these are not to be used to replace normal State Plan flows.

From 2005-06, the State Governments have been advised to take up some area specific schemes such as model villages which includes composite development of at least one village of sizeable population surrounded by 5-6 or more villages close to the border area in each border block. Under area specific schemes mobile dispensaries, community based infrastructure for livelihood support such as development of pasture land, fishery ponds, mini haats; solar and mini hydel projects, bio-gas and wind energy; and tourism and sports facilities are being encouraged.

***Executing Agencies:***

To provide **flexibility, schemes under the Programme could be executed** by any of **the following agencies**

- (i) **State Government;**
- (ii) **Central Government;**

- (iii) Central Para-Military Organisation located in the State; and
- (iv) Voluntary Agencies.
- (v) Panchayati Raj Institutions/District Councils/Traditional Councils.

While the voluntary organizations and agencies are to be selected with care, having regard to security of the sensitive areas, due emphasis is to be given to effective involvement of local people / democratic institutions / Voluntary agencies in order to inspire mutual trust and confidence between the Government and the people.

*Committees:*

Policy matters relating to the scope of the Programme , prescription of geographical limits of areas in the States within which schemes would be taken, allocation of funds to the States and similar matters for proper execution of the programme are to be laid down by an Empowered Committee.

*Screening Committee:*

Subject to such general or special directions as may be given by the Empowered Committee, individual schemes located in each State are approved by a Screening Committee chaired by the Chief Secretary of the State. As per the guidelines a representative of the Ministry of Home Affairs, not below the rank of Joint Secretary to the Government of India, representative (s) at similar level of the major para-military organisation(s), SSB operating on the State border, State Planning Secretary, or Secretary, Home Department of the State (as Convenor) and the concerned State Plan Adviser / Adviser (MLP) of the Planning Commission are members of the Screening Committee. The State Chief Secretary may co-opt members on the Screening Committee depending on local requirements.

The Screening Committee has complete freedom to execute the schemes through any of the five agencies mentioned above . The Screening Committee is to meet at least once in a year, preferably in February - March to finalise the schemes for the following year.

*Administration:*

The scheme was administered by Planning Commission till 2003-04. After the formation of a separate Department for Border Management in the Ministry of Home

Affairs, this **programme has been transferred** to the Ministry of Home Affairs w.e.f. 151 April, 2004.

*Flow of funds, monitoring and review:*

The Border Area Development Programme continues to be a 100% Centrally funded Area programme. Funds are provided to the States as Special Central Assistance for execution of approved schemes on a 100% grant basis and allocated on the basis of (i) length of international border, (ii) population of border blocks and (iii) area of border blocks. The border block is the spatial unit for the programme and all schemes are to be implemented within the border blocks only. However, as the programme was extended to the States bordering Myanmar, China, Bhutan and Nepal in the Ninth Plan only and the data for these variables was not available in the first two - three years of the plan, the allocations for the newly included States were made approximately on the basis of the length of international border for which information was available from the Ministry of Home Affairs. The level of funding of the programme did not allow the use of the formula as some of the States would stand to lose their current level of SCA. Hence, for the Ninth Plan and the Tenth Plan period, the system of allocation adopted for the newly included States has continued. From 2004-05, however 15% weightage is given to hilly, desert and Rann of Kutch areas.

Before the commencement of a financial year the States are informed of the funds available for the State during the next year under the Programme. A summary of the schemes proposed to be executed within the ceiling communicated, is sent to the Ministry of Home Affairs for release of funds to the State. Funds are released in two instalments. The first release is normally made by the month of May - June after the receipt of the list of schemes, duly approved by the Screening Committee along with expenditure incurred till the last quarter of the previous year. The second release is made after October depending on physical and financial progress but not later than February after adjusting unspent balance, if any of the previous year.

State Governments are required to have a separate budget head for the Programme. Quarterly progress reports are to be submitted scheme wise giving actual physical and financial achievements and not in percentage terms. The quarterly progress reports are to be sent as soon as possible so as to enable the release of the Special Central Assistance.

## **Border Area Development Programme :\_ Appraisal**

'till the early 90s, our extensive border areas received less attention and were under-invested for a number of reasons. The then Border Management strategies also contributed to the neglect of the border areas. Generally the border areas are not very suitable for habitation and owing to the lack of economic opportunities, as well as the abysmally low levels of services and infrastructure, some people moved out of the border areas to settle in plains or moved to towns and cities in search of better living conditions and work. This had a cascading effect as the State Governments were not under pressure to develop border areas in view of de-population in areas closer to the border. However, with the advent of the new economic era and the population pressure both in terms of growth and illegal migration, people started moving and occupying the border areas. The pressure on land also led to settlements in border areas. During the intermittent period, smuggling activities provided economic opportunities to the anti-national elements as also to the locals. This also led to human settlements and activities in the border areas. In areas with access to border trade, smuggling became the main source of livelihood.

As the State Governments did not have much stake in the border areas which were thought to be the domain of the border guarding forces and the Army under the Central Government, even today the border areas are backward and under developed as compared to the rest of the country. There is lack of economic infrastructure such as road, rail and connectivity, power and telecommunication; industry, modern agriculture and other livelihood opportunities are minimal and social infrastructure such as health and education, are almost absent.



*Plan wise release of funds under BADP :*

|   | <i>(Rs. crore)</i> |
|---|--------------------|
| <i>7TH Five Year Plan (1986-1990)</i>     | <i>390.69</i>      |
| <i>Yearly Plan: 1990-91</i>               | <i>80.03</i>       |
| <i>Yearly Plan: 1991-92</i>               | <i>83.79</i>       |
| <i>81" Five Year Plan (1992-1997)</i>     | <i>737.00</i>      |
| <i>9th Five Year Plan (1997-2002)</i>     | <i>969.00</i>      |
| <i>10 Five Year Plan (2002-2007)</i>      | <i>1754.14</i>     |
| <i>11 " Five Year Plan (Year 2007-08)</i> | <i>520.00</i>      |

**Allocations for BADP**

It may be seen that allocation under BADP has been grossly inadequate to cater to the needs of the border population. These funds could not make good the gap in economic and social infrastructure and means of livelihood resulting from the neglect that the border areas had faced till the Ninth Plan period. BADP was thought of as an additional central assistance for Plan schemes to the States. The intention was that the State Governments would utilize these funds in border areas to further supplement their developmental efforts over and above the normal Plan allocations. However, the States interpreted BADP in their own way treating it as one source in the pool of financial resources for the development of the State and allocation of funds to border areas under normal Plan schemes was reduced and the Plan assistance under BADP became the main resource for development of border areas. This has only helped in perpetuating the status-quo and the gap between the border areas and the hinterland has remained. Further, the level of assistance under BADP did not permit undertaking major infrastructure projects. The money was utilized for small schemes and programmes which has not necessarily created any visible impact in the border areas.

*Allocation during 1 d Plan Period:*

|   |                          |
|---|--------------------------|
| <i>Total allocation 10 Five Year Plan<br/>(2002-2007)</i> | <i>Rs. 1754.14 crore</i> |
| <i>Per Capita allocation per annum</i>                    | <i>Rs. 97</i>            |
| <i>Per Sq. Km. allocation per annum</i>                   | <i>Rs.14, 447</i>        |
| <i>Per Village allocation per annum</i>                   | <i>Rs.1,40,331</i>       |
| <i>Per Block allocation per annum</i>                     | <i>Rs.98,00,000</i>      |

**Inspection of Works under BADP**

The inspections carried out by the officers of the Department of Border Management in the last three years have brought out these facts very clearly. However it has been clearly conveyed that the border population should look to BADP as the programme meant specifically for them to sustain their life in difficult border areas. There is continuous demand from public representatives as also from the State Governments for enhancing allocations under BADP. The State Governments are also now realizing the need for development of the border areas. However, their commitment is only to the extent that they are willing to undertake these projects provided these are fully funded by the Central Government under BADP. State Governments perceive development of border areas as the responsibility and priority of the Central Government. Hence, very little effort has been made to fund these areas through State plan sources or to converge funds available under Centrally Sponsored schemes.

The Inspection team of the Department of Border **management** had visited a number of States. The priorities as given by the State Governments are listed below.

| <i>State</i>               | <i>Requirement/Priority as per inspection reports.</i>   |
|----------------------------|--|
| <i>Gujarat</i>             | <i>Drinking Water supply and link roads.</i>   |
| <i>Rajasthan</i>           | <i>Large underground tanks for drinking water and health, kitchen for Mid-D meal ro ramme.</i>   |
| <i>Punjab</i>              | <i>Construction of shed at fence gates, flood protection and protection of erosion of soil. Power supply to border areas.</i>  |
| <i>Jammu &amp; Kashmir</i> | <i>Roads and power supply. Residential Schools in Kargil and Leh districts, Pashmina processing units in border areas or livelihood.</i>   |
| <i>Himachal Pradesh</i>    | <i>Social infrastructure, Road connective /brides.</i>   |
| <i>Uttarakhand</i>         | <i>Road connectivity/bridges, health, school &amp; higher education and sports.</i>  |
| <i>Sikkim</i>              | <i>Tourism, higher education, roads/bridges, soil conservation and power s</i>   |
| <i>Assam</i>               | <i>Flood protection, road/bridges, drinking water, health and higher education.</i>  |
| <i>Meghalaya</i>           | <i>Road/bridges, tourism, agriculture and residential schools.</i>   |
| <i>Nagaland</i>            | <i>Roads/bridges, health, education, a riculture and animal husbandry.</i>   |
| <i>Tripura</i>             | <i>Road/bridges, health, education and small shades or secure personnel.</i>   |
| <i>Mizoram</i>             | <i>Road/bridges, livelihood schemes, rain water harvesting for drinking as well as irrigation, animal husbandry dairy farming, green houses for development of floriculture,</i> |

## CHAPTER III

### Future Perspective

In the last decade, there has been a sea change both in economic development within the country and economic development of our neighbouring countries. While in many of our neighbouring countries economic development particularly the development of communication and power infrastructure has been rapid, visible and extends right to the borders, unfortunately our border population has been on the periphery of the development process.

Apart from development issues, the people of our border areas suffer from multiple handicaps which include the threat of firing from across the border which till recently haunted the border areas of Jammu and Kashmir; the construction of fences which has disrupted the livelihoods of farmers as in Punjab; influx of illegal immigrants as in West Bengal and Assam which has even changed the demographic and social fabric of the border districts; rules and regulations which inhibit the development of telephony in border areas; etc. Porous borders and disputed and unsettled boundaries and illegal trafficking add to the problems.

#### **Guiding Principles**

1. Border Management in the changed context has to be seen as serving the best interests of the Nation and not based merely on routine reactions arising out of reciprocity with the neighbouring countries.
2. The outpost mentality should be shed and border areas should have a high standard of living to serve as a demographic buffer.
3. The infrastructure should not only cater to current needs but also include scope for further expansion.
4. The appearance of entry points must conform to India's status as an emerging economy.

## **Planning Process in Border Villages and Blocks**

Planning for border areas must be based on three cardinal principles: (i) Preparation of a plan for border areas on participatory basis as part of the **District Plan** •(ii) The plan must **show the convergence** of flows from other on-going schemes and gaps in physical and social infrastructure and in livelihood options should be identified and filled through BADP and (iii) **Funds under** the programme should be used **only in the border blocks**. Care may be taken to ensure that habitations near the border(say within 10 kms. ) may be saturated first. This distance may be determined by the state government keeping in view local circumstances. For example if most of the area within this limit is snow bound or desert and there are very few habitations, these habitation may be saturated first and then development effort may be shifted to the next 10-20 km. belt. Alternately, growth nodes may be identified within a block and a hierarchy of functions may be developed depending **on the size** of the habitations.

The following restructuring across the board will be required to facilitate i) Assignment of responsibilities to different levels of PRIs for planning implementation and monitoring; ii) Harmonization of existing planning and implementation arrangements and institutions with the Panchayat Raj set up; iii) Evolution of criteria for allocation of funds to different levels of PRIs as may be appropriate; iv) Introducing enabling provisions to make available technical support for planning and implementation; v) Introduction of a common planning process facilitating integrated approach to identification of problems and preparation of plans for tackling them by pooling resources from the relevant schemes.

The Report of the Expert Group on Planning at the Grassroots Level (Ministry of Panchayati Raj, 2006) outlines the action programme for the Eleventh Five Year Plan. Typically the process of decentralized planning would involve the following steps

- i) Needs assessment and priority setting through participatory fora like Grama Sabhas and SHG networks;
- ii) Situation analysis using locally available data through simple methods supplemented by Participatory Rapid Appraisal techniques;

- iii) Resource assessments from the following sources
  - Own resources of PRIs
  - Untied grants from State and Central Governments
  - Partially tied funds from schemes like BRGF and NREGA
  - Schemes devolved for local level planning and implementation
  - Peoples contribution in cash, kind and labour
  - Credit linkages
- iv) Formulation of a vision of development as well as strategies for attaining the vision by the PRIs through a process of interaction with stakeholders and local experts.
- v) Development of project ideas based on the need assessment and situation analysis by expert Working Groups at different levels of PRIs.
- vi) Consolidation of development proposals of the Working Groups.
- vii) Prioritization of proposals and allocation of resources to the prioritized proposals.
- viii) Preparation of project reports in detailed formats,
- ix) Vetting of project reports on technical and financial aspects by Technical Advisory Groups of District Planning Committees (DPC)
- x) Integration of projects into local development plans by PRIs.
- xi) Consolidation of PRI Plans into District Plans.
- xii) Clearance of the Plan by the DPC.

## **2. Building the Administrative Capacity of Officials, Members of Panchayati Raj Institutions / District Councils/Traditional Councils and other Stakeholders**

In most of the border areas there is a thin presence of administration. Vacancies in the health and education sectors further compromise the quality of life in these areas. Complete freedom must be given to the local authorities to recruit functionaries for the functions devolved to them. Recruitment should be job specific. All methods should be used to filled posts by the District Administration

**including contract, deputation, transfer, re-employment, short-term assignment, etc.** The education norms for recruitment may also be relaxed as long as quality of service is not compromised. Contracts may also be given to retired doctors and **engineers. Similarly in the case of school and college teachers, retired teachers** may be employed on contract basis. The system of benefits also needs to be changed so that people are willing to work in these **areas**. The following may be considered : i) Liberal Special pay over and above the normal pay ; ii) Children of all functionaries working in border areas should be given priority in Kendriya Vidyalayas, Navyug Schools and Sainik Schools. Similarly, priority should also be given in colleges, **technical training schools and institutions of higher learning; iii) In the case of** doctors, in addition to special pay, preference may be given in admissions for M.D.

The Central Para-Military forces such as BSF, SSB, ITBP, etc. should **liberally make their facilities available to the local population**. **In addition, the para-**military forces may be involved in community welfare schemes such as provision of medical facilities, holding medical and veterinary camps, building sports facilities, etc. These Forces have both the technical and organizational ability to undertake such tasks. For instance, during the Ninth Plan period, in Himachal Pradesh, the SSB doctors were treating the local population while medicines were being sourced from BADP.

Systematic capacity building is a neglected area and it is extremely important **that the officials and the elected members at the village /block/district level are kept** abreast of the latest developments in their field of operation including preparation of plans, delivery of services, etc. In the first **instance a** few institutions may be identified on the basis of trained faculty, track record, experience in planning and **implementation in border areas** so that they **can anchor the training programme and** oversee quality. Institutions such as Indira Gandhi Panchayati Raj Sansthan (IGPRS), Jaipur; Centre for Research in Rural and Industrial Development, Chandigarh; Administrative Training Institute, Nainital; National Institute for Rural Development (Hyderabad and Guwahati), etc. could be strengthened (training related infrastructure) to provide continuous support for capacity building in border **areas**. These institutions could be entrusted with developing training modules in consultation with Ministry of Home Affairs and Planning Commission and courses

**may be conducted separately for various categories** of officials/elected representatives.

Exposure **visits and regular exchange** programmes would also help the people of border **areas to integrate** with the rest of the population. This is specially important in the case of the youth.

### **3. Criteria for Allocation under BADP**

States were being funded under BADP on the basis of three criteria namely (i) length of international border, (ii) population of border blocks and (iii) area of border blocks. However, as the programme was extended to the States bordering Myanmar, China, Bhutan and Nepal in the Ninth Plan only and the data for these variables was not available in the first two - three years of the plan, the allocations for the newly included States were made approximately on the basis of the length of **international** border for which information was available from the Ministry of Home Affairs. The level of funding of the programme did not allow the use of the formula as some of the States would stand to lose their current level of SCA. Hence, for the Ninth Plan and the Tenth Plan period, the system of allocation adopted for the newly included States has continued. Further, as per announcement, the allocation for J&K was raised to Rs. 100 crore per year. From 2004-05, however 15% weightage has been given to hilly, desert and Rann of Kutch areas.

In 2006-07, there was a substantial hike in the outlay from Rs. 325 crore in the previous year to Rs. 520 crore. However, the state-wise allocations total only Rs. 397.13 crore and the rest of the funds were to be utilized for the scheme "Optimal Utilization of Waters of Indus river system in J&K and for repair and maintenance of Headworks in Punjab" and for specific area schemes based on proposals submitted by the State Governments. Hence the original three criteria are actually not being used to determine allocations.

It is recommended that all the funds available in the programme are distributed as per the extant formula and funds should not be set apart for Special Schemes.



## Action Plan : A Comprehensive **and Time Bound Approach**

- a) The aim is to saturate this area with **all essential** infrastructure. There are a number of schemes which are implemented by the State Governments as a part of their normal developmental process. In addition, there are a number of flagship schemes and Bharat Nirman which focus on building of assets and improvement of socio economic indicators.

*Flagship schemes of the Central Government :*

1. ***Bharat Nirman*** (includes Rural Roads-PMGSY, Indira Awas Yojana(IAY), Accelerated Rural Water Supply Programme (ARWSP), Accelerated Irrigation Benefit Programme (AIBP), Rural Telephony and Rajeev Gandhi Gram in Vidyutikaran Yojana (RGGVV).
2. ***National Rural Employment Guarantee Scheme (NREGS)***
3. ***Jawaharlal Nehru National Urban Renewal Mission (JNNURM)***
4. ***Total Sanitation Campaign (TSC,***
5. ***National Rural Health Mission (NRHM)***
6. ***Sarva Shiksha Abhiyan (SSA)***
7. ***Mid-Day Meal Programme***
8. ***Integrated Child Development Scheme***
9. ***Backward Regions Grant Fund***

The border areas are, however, by-passed and the benefits of these schemes do not reach them because of the following: (i) The population norms of the schemes do not allow coverage as these areas are often thinly populated; (ii) These areas do not have the political voice strong enough to attract investment; and (iii) Availability of funds under BADP has made the State Governments conveniently withdraw their own funding substituting state funds with Central funds instead of using them as an additionality. The Central Ministries have already been advised to direct the State to give priority to border areas benefits and to take a relook at their guidelines to ensure that border areas are not neglected. The instructions for preparing perspective plans dovetailed into the district plans in accordance with guidelines issued by Planning Commission from time to time will also help ensure convergence.

- b) The development of basic infrastructure is to be followed side by side with investments in social infrastructure, namely, education, health and drinking water.

The emphasis would need to be on school education, both primary and secondary; basic health services; availability of drinking water through pipe line supplies on water storage tanks; construction of community centres with recreation facilities.

- c) **Projects for development of infrastructure have to be initiated on a mega scale. This would mean construction of border highways, link roads, extension of railway services and air links. A network of transmission lines for power and communication for connectivity would form part of the infrastructure needed for overall development.**
- d) **Infrastructure and services have to be provided in such a way that these attract investments locally and from outside. This would require strengthening of banking facilities (NABARD/ Rural/cooperative banks) and increasing stake of the community. The community may be involved in sharing of 10-15% of the cost of social infrastructure for drinking water supply; community centres, upgradation of skills, vocational training and like.**
- e) **Development cannot be sustained without public-private partnership. Therefore, it would be necessary to select such programmes, projects and schemes which act as a trigger for multifaceted activities in the area. Minor irrigation, warehouses, storages, rural marketing, processing of local produce may be areas for private investments. Similarly, private investments in education, sports and tourism, in schools/residential schools could also be promoted. Public-Private partnership may be built by way of franchise lease/hiring basis.**
- f) **To ensure economies of scale, it would be necessary to adopt the area specific approach and ensuring value addition to the local produce. This would mean identifying local produce, raw material and traditional expertise. This would then be operationalized on a large scale through area coverage, increased productivity, upgradation of skills and by providing processing and marketing facilities.**
- g) **It would be necessary to increase the stake of the State Government in development of border areas by way of investments, ownership and commitment. In other words, the States may be required to make some financial commitments in implementation of the schemes in the border areas.**

- h) And finally **but not the last easy accessibility** to border **areas and removal of restrictions on movement of the Indians would be equally important to bring attraction to the border areas. The local area permits and restricted areas permits would need to be reviewed.**

The desired levels of development in border areas cannot be achieved by tinkering with the existing programme and the allocations. It would be necessary to go whole hog in a time-bound manner. At present BADP guidelines allow a wide spectrum of activities. These include construction of roads and projects on one hand and production of vermi-compost on the other. The basket is too big to bring in any meaningful change in the border areas. There is need to restrict projects and schemes and make it a close ended programme. The basket has to be limited only to such areas which help in sustainable development over a period of time. In other words, the smaller schemes which are for the direct benefit to specific villages need to be addressed by the State Government under their normal developmental activities. On the other hand, gap funding of larger projects/schemes may be funded under BADP. The State Governments in normal course do not prioritize such schemes in border areas because of resource crunch and hinterland pressures.

By way of illustration, some of the schemes/projects to be taken up under BADP could be as below:

### ***Border Roads***

It is of utmost importance to undertake construction of border roads to provide connectivity to towns and cities. These border roads could also be described as two lane border highways. The border highways may run parallel to the border but not necessarily along the border. This will provide quick accessibility with the hinterland and help in integration of the border population with the rest of the State.

### ***Roads connectivity***

**The villages, block and district headquarters are not directly connected with road in a number of States, particularly in the north-eastern region. The people have to take circuitous route. Therefore, network of connecting roads and link roads needs to be the first priority. The construction of roads will include construction of bridges over the rivers and rivulets. This road connectivity will do away with the isolation of population within the**

border areas. This will also provide access to the local administration and provide impetus to local trade.

### *Power*

Because of difficult terrain, most of the border areas have not been covered under the rural electrification programme. The main bottleneck is the transmission and distribution lines. It would, therefore, be necessary to have a network of transmission lines in the border areas so as to cover each and every habitation. Besides roads, power is another basic infrastructure without which development cannot be speeded up. Where drawing such transmission lines is not possible, stand alone power generation facility using both conventional as well as locally available new and renewable sources of energy with associated distribution network may be provided.

### *Telecommunication*

In the mainland, telephone and mobile connectivity is easily available and even remote areas have been provided with transmission lines for telecommunication. On the other hand in the border areas, the facility is on a very limited scale and there are many restrictions. The pace of development cannot be restricted on traditional security considerations and the intelligence network has to live up to the emerging situations. Information and communication technology is today the most important tool for ensuring efficiency and increased productivity. Therefore, tele-connectivity needs to be provided in border areas which will bring people closer to each other and to the entire world and fill them with a sense of security and nearness.

### *Tourism*

There are a number of tourist spots which are frequented not only by border population but also people from other parts of the country. Lack of facilities at these places restricts flow of tourists. The Department of Border Management has, therefore, been encouraging developmental activities in and around these tourist places to facilitate economic activities. The possibility of public private partnership in this sector needs to be explored.

### *Sports/Adventure Sports*

**In general sports somehow have not been a priority. The border population because of restricted working hours has lot of leisure time. To productively engage the population and in particular the youth it is necessary to encourage sports in border areas. Construction of mini open stadiums/indoor stadiums was introduced as a special scheme and has found favour with the border population. The border areas also provide ample opportunities for adventure sports including rock climbing, river rafting, forest trekking, skiing and safaris (car / bike race, Camel safaris, Yak riding etc.). Encouragement of adventure sports will not only help in economic activities but will also give a sense of belonging to the people.**

In a nutshell, the aim is to transform border areas by reaching the multifaceted development in the other parts of the country to these remote areas.

## CHAPTER IV

### **Management of Border Area Development Programme**

Development of border areas is a part of comprehensive approach to the Border Management. It is not to be seen only as a socio-economic development but also an effort for the security management of the borders. It is, therefore, necessary that the Border Area Development Programme is implemented by the Department of Border Management through the respective border States and the Border Guarding Forces.

#### **Modification in BADP Guidelines**

There is need to redraft the guidelines for implementation of BADP on the basis of the recommendations of this Report. The Department of Border Management may undertake this exercise in consultation with the State Governments. The following changes particularly may be incorporated :

1. To facilitate implementation funds to be released in two instalments- The first instalment of 90% to be released on receipt of the schemes approved for the year (based on block level plans) by the State level Screening Committee and the balance 10% when 70% of the funds released have been spent. Funding for the subsequent year will be based on confirmation of expenditure and receipt of approved list of schemes.
2. Funds must be released by the State Governments to the implementing agencies within 15 days of receipt.

#### **Upgradation of Administrative Structure**

There is also need for upgradation of the administrative structure dealing with the Border Area Development Programme. A few States have set up Department of Border Development or with similar nomenclatures. These departments specifically focus on development of border areas. In some of the State the programme is in the domain of the Planning Department and in some under the Home Department. It would be desirable to have an independent department or division for the border areas under the overall charge of the Home Department on the lines of the Central Government. For the field level functionaries an incentive scheme should be devised giving of upto 25% incentive over and above their remuneration for posting on the

Border Blocks. It may be thought of as a mandatory posting at the beginning of the service for the entrants to the State Civil Services. This would help in proper synergy and appreciation of the problems both between the States and the Central Government. In this manner, the border areas will also get the desired level of attention.

#### **Flexibility in Execution of Programme**

It is felt that the programme should continue to be a part of the overall developmental activities of the State and the scheme/ projects should be finalized in consultation with the Panchayati Raj Institutions (PRIs). Because of the difficult terrain, the programmes are generally not completed as per the time schedule by the State executing agencies. It may, therefore, be necessary to involve the border guarding forces in execution of such scheme projects which directly benefit the area of their deployment. In other case, it may be necessary to involve non-Governmental organizations, give contractual assignments, out source the services and also explore the franchise system. This has to be resorted only where the State Government agencies will not be in a position to complete the projects because of their manpower or other constraints. Such measures can be adopted by the State Level Screening Committees under the Chief Secretary on the recommendations of the district magistrate and the nodal department.

#### **Inspection of BADP Works**

Besides, monitoring and reporting of the programme, inspection is very crucial. However, there is hardly any attempt by the States to undertake inspection of the programmes carried out under BADP. It is only at the level of the Department of Border Management that inspections have been carried out in the past by the officers dealing with the subject. Programme monitoring system should be institutionalized. Each border block should be assigned to a high ranking State Government official who should regularly visit the block and take responsibility not only for BADP schemes but also for all schemes being implemented in the block. The district magistrate should also be made responsible for inspection of the projects being carried out in his district. He will also be responsible for preparation of the schemes and projects in a participatory mode as given earlier in this report and the money routed through him to enable him to have the supervisory control.

Third party **inspection is also recommended for an independent** feed back on the **quality** of work.

### **Management Information System**

The sustained efforts for development of border **areas** would require constant monitoring and reporting. **The Management Information System (MIS)**, therefore, needs to be developed with village as the basic unit. The Management Information System has to be web enabled for regular up-date by the respective States. The system may be designed in such a way that besides taking into consideration, the security aspects of the MIS, the required reports are generated for policy decision so that mid stream corrections are made wherever required. Ministries of the Central Government which are implementing the flagship schemes and the RGI have already created a data base. Appropriate linkages of the available data base with BADP MIS are required. Therefore, the need is to harvest the information already available. National Informatics Centre may be made the nodal Department which in turn may decide the modalities for execution of MIS in consultation with the Department Border Management.

### **Transparency, ICT and Media Policy**

One of the important planks for winning the support and confidence of the local population is transparency **in all aspects** of development planning and execution. The flow of funds at each level, the choice of schemes and their locations, tendering process, stage of implementation, etc. should be given wide publicity not only through websites but also through boards at Panchayat Offices and at project sites. Information communication technology should be used alongwith an imaginative media policy to ensure that information related to the programme is available to everybody. Local culture, dialects and perceptions should be used to prevent disinformation and subversive propaganda. Funds under the programme may also be used to make life easier for the border population so that access to licences, land records, ration cards, photo identity cards and other such documents is streamlined.



## CHAPTER V

### **Conclusions and Recommendations**

The liberalization of the economy starting from the early 90s, emergence of the country as an economic power, improvement in relations with neighbouring countries and necessity of vigorous border trade and transit, changed the perspective in which border areas are perceived. The Kargil War, subsequent confidence building measures, and the extensive development on the other side of the borders of the country led to a reversal in the strategic policy and planning on border management. It is now felt that borders should "show case" the development of the country. The borders should be populated, and made accessible to the people of the country. This changed perspective needs new policies and strategies for Border Management. Thus, economic development, technological advancement and world class infrastructure and services in border areas should be the key components of border management policies and strategies.

#### **1. Guiding Principles**

Border Area Development and Management should be based on the following principles :

- Border Management in the changed context has to be seen as serving the best interests of the Nation and not based merely on routine reactions arising out of reciprocity with the neighbouring countries.
- The outpost mentality should be shed and border areas should have a high standard of living and serve as a demographic buffer.
- The infrastructure should not only cater to current needs but also include scope for further expansion.
- The appearance of entry points must conform to India's status as an emerging economy.

#### **2. Spatial Spread of Funds**

Funds under the Border Area Development Programme should be used only in the border blocks. First priority should be given to villages on the border.

### 3. Quantum of Funding

The Border areas need massive investment to bring them on par with the better developed parts of the country. The allocation for the Border Area Development Programme should be increased to at least Rs. 1000 crore per annum to at least take care of the critical gaps in physical and social infrastructure and to provide livelihood opportunities. In addition, the norms of Centrally Sponsored Schemes particularly, Bharat Nirman and the Flagship Schemes should be relaxed so that smaller dispersed habitations in border areas can also be covered. Further, priority should be given in the plans prepared for each scheme to the border blocks and villages. In addition, a state-wise plan may be drawn up for roads, electricity and telecommunications in the border areas and funded separately.

### 4. Planning for Border Areas

The Border area plan should be a part of the district plan based on the following cardinal principles :

- Planning and implementation on participatory basis by Panchayati Raj Institutions/Autonomous Councils/Other local bodies.
- Convergence of all Centrally Sponsored Schemes with BADP funds being used for filling critical gaps in infrastructure and for providing livelihood opportunities
- The process of decentralized planning as given in the Report of the Expert Group on Planning at the Grassroots Level (Ministry of Panchayati Raj, 2006) should be followed. This is based on a vision for the local area and needs **assessment** and priority setting through participatory fora like Grama Sabhas and SHG networks; resource **assessment** from all sources including own resources of the local bodies; prioritization of proposals and allocation of resources to the prioritized proposals; preparation of project reports in detailed formats; vetting of project reports on technical and financial aspects by Technical Advisory Groups of District Planning Committees (DPC); integration of projects into plans by PRIs; and clearance of the Plan by the DPC.

## **5. Building the Administrative Capacity of officials, members of Panchayati Raj Institutions / district councils/traditional councils,etc**

One of the major problems in the delivery of services in border areas is the thin presence of administration and personnel in vital sectors like health and education. Complete freedom must be given to the local authorities to recruit functionaries for the functions devolved to them. Recruitment should be job specific and eligibility norms may be relaxed as long as quality is not compromised. The system of benefits also needs to be changed so that people are willing to work in these areas. The following may be considered : i) Liberal Special pay over and above normal pay ; and ii) Children of all functionaries working in border areas should be given priority in Kendriya Vidyalayas, Navyug Schools and Sainik Schools. Similarly, priority should also be given in colleges and other institutions of higher learning. Further, Central Para-Military forces such as BSF, SSB, ITBP, etc. should liberally make their facilities available to the local population.

Systematic capacity building is a neglected area and it is extremely important that the officials and the elected members at the village/block/district level are kept abreast with the latest developments in their field of operation including preparation of plans, delivery of services, etc. In the first instance a few institutions may be identified on the basis of trained faculty, track record, experience in planning and implementation in border areas so that they can anchor the training programme and oversee quality. Exposure visits and regular exchange programmes would also help the people of border areas to integrate with the rest of the population. This is specially important in the case of the youth.

## **6. Fund Flow**

It is recommended that all the funds available in the programme are distributed as per the extant formula and funds should not be set apart for Special Schemes.

Funds to be released in two instalments- The first instalment of 90% to be released on receipt of the schemes approved for the year (based on block level plans) by the State level Screening Committee and the balance 10% when 70% of the funds released have been spent. Funding for the

subsequent year will be based on confirmation of expenditure and receipt of approved list of schemes.

## **7. Monitoring and Inspection**

Besides, monitoring and reporting of the programme, inspection is very crucial. However, there is hardly any attempt by the States to undertake inspection of the programmes carried out under BADP. It is only at the level of the Department of Border Management that inspections have been carried out in the past by the officers dealing with the subject. Programme monitoring system should be institutionalized. Each border block should be assigned to a high ranking State Government official who should regularly visit the block and take responsibility not only for BADP schemes but also for all schemes being implemented in the block. The district magistrate should also be made responsible for inspection of the projects being carried out in his district. He will also be responsible for preparation of the schemes and projects in a participatory mode as given earlier in this report and the money routed through him to enable him to have the supervisory control. Third party inspection is also recommended for an independent feed back on the quality of work.

## **8. Transparency, ICT and Media Policy**

One of the important planks for winning the support and confidence of the local population is transparency in all aspects of development planning and execution. The flow of funds at each level, the choice of schemes and their locations, tendering process, stage of implementation, etc. should be given wide publicity not only through websites but also through boards at Panchayat Offices and at project sites. Information communication technology should be used alongwith an imaginative media policy to ensure that information related to the programme is available to everybody. Local culture, dialects and perceptions should be used to prevent disinformation and subversive propaganda. Funds under the programme may also be used to make life easier for the border population so that access to licences, land records, ration cards, photo identity cards and other such documents is streamlined.

## Annexure - A

| Statement showing the districts, blocks, villages, population and area covered under BADP |                   |                  |                     |                               |                          |                                 |  |
|---|-------------------|------------------|---------------------|-------------------------------|--------------------------|---------------------------------|--|
| Position as on 30.04.07   |                   |                  |                     |                               |                          |                                 |  |
| Sl. No.   | Name of State     | No. of Districts | Total No. of Blocks | Total No. of villages covered | Total Population Covered | Total Area covered (in sq. km.) | Length of International Border (Survey of India) |
| 1.  | Arunachal Pradesh | 12               | 31                  | 1237                          | 257342                   | 36793.47                        | 1863.00  |
| 2.  | Assam             | 7                | 25                  |                               | 3019393                  | 5130.32                         | 530.00   |
| 3.  | Bihar             | 7                | 31                  | 2090                          | 52 00127                 | 6787.74                         | 729.00   |
| 4.  | Gujarat           | 3                | 8                   | 895                           | 1354615                  | 18024.70                        | 508.00   |
| 5.  | Himachal Pradesh  | 2                | 3                   | 241                           | 62383                    | 12643.00                        | 201.00   |
| 6.  | J&K               | 9                | 44                  | 2614                          | 2546356                  | 7565.66                         | 9928.00  |
| 7.  | Manipur           | 3                | 8                   | 637                           | 264031                   | 8093.00                         | 398.00   |
| 8.  | Meghalaya         | 5                | 12                  | 1523                          | 427674                   | 4890.00                         | 443.00   |
| 9.  | Mizoram           | 6                | 16                  | 488                           | 344322                   | 14566.35                        | 828.00   |
| 10.   | Nagaland          | 4                | 7                   | 159                           | 208745                   | 1884.26                         | 215.00   |
| 11.   | Punjab            | 4                | 18                  | 1837                          | 1955430                  | 6197.21                         | 553.00   |
| 12.   | Rajasthan         | 4                | 14                  | 3685                          | 3246145                  | 73498.38                        | 1037.00  |
| 13.   | Sikkim            | 3                | 24                  |                               | 35181                    | 204.23                          | 351.00   |
| 14.   | Tripura           | 4                | 24                  | 676                           | 1944174                  | 6402.50                         | 856.00   |
| 15.   | Uttar Pradesh     | 7                | 19                  | 2222                          | 3583158                  | 7786.66                         | 607.00   |
| 16.   | Uttarakhand       | 5                | 9                   | 1063                          | 504634                   | 15148.00                        | 560.00   |
| 17.   | West Bengal       | 9                | 65                  | 4595                          | 11194169                 | 16620.86                        | 2499.70  |
|   | Total             | 94               | 358                 | 23962                         | 36147879                 | 242236.3                        | 15106.70   |

\* Information not received from the State Government

No, M-13053BADP/2005-MLP

Government of India

**Planning Commission**

(MLP Division)

Yojana Bhavan, Sansad Marg

New Delhi - 110 001.

Dated : January 5, 2006.

ORDER

**Subject :** Task Force for Preparation of a Proposal for Comprehensive Development of Border Areas over the next 3-4 years

In pursuance of the decision taken by the Prime Minister, a Task Force is being set-up for preparation of a proposal for comprehensive development of Border Areas over the next 3-4 years.

2. The composition of the Task Force is as under :
- |       |   |   |        |
|-------|---|---|--------|
| i)    | Member, Planning Commission (Shri B.N. Yugandhar)     | - | Member |
| ii)   | Defence Secretary                                     | - | Member |
| iii)  | Secretary, Ministry of External Affairs               | - | Member |
| iv)   | Secretary, Department of Expenditure                  | - | Member |
| v)    | Secretary, Department of Border Management            | - | Member |
| vi)   | Secretary, Ministry of Power                          | - | Member |
| vii)  | Secretary, Department of Road, Transport and Highways | - | Member |
| viii) | Representative of Government of Arunachal Pradesh     | - | Member |
| ix)   | Representative of Government of Jammu & Kashmir       | - | Member |
| x)    | Representative of Government of Punjab                | - | Member |
| xi)   | Representative of Government of Rajasthan             | - | Member |
| xii)  | Representative of Government of Tripura               | - | Member |
| xiii) | Representative of Government of Uttaranchal           | - | Member |

Note : Ministries/States may nominate Senior Officers(of the rank of Joint Secretary & above), who are experts regarding Border Areas.

(contd. Page 2)

3. The Terms of Reference of the Task Force are as follows :
  1. **To assess/analyse the design, planning and implementation of the Border Area Development Programme (BADP) and suggest modifications.**
  2. To consider providing the latest requisites in the border areas/villages in the light of technological advancement, security requirement and international **experience.**
  3. **To consider providing basic minimum amenities and livelihood support in each** of the border village.
  4. To consider requirements and facilities for border trade and for enhancing the social and economic life of the border population.
  5. To suggest convergence of the flagship schemes of Government of India such as Bharat Nirman, Rural Health Mission, Sarva Shiksha Abhiyan, National Employment Guarantee Scheme, Core Infrastructure schemes, etc. in border areas with a pre-defined time frame.
  6. **To suggest activities/programmes which would facilitate visit to border areas** by hinterland population particularly the younger generation/
  7. Any other item relevant to the objective of the Border Area Development Programme (BADP).
4. The Task Force will submit its report within 2 months from the date of its constitution.
5. The Task Force will have powers to co-opt Members, who are experts in the development of Border Areas.
6. Each Ministry/Department should make a presentation to the Task Force on the **possibilities that exist in their areas of concern**
7. The Task Force will be serviced by the Planning Commission.

Sd\-

(K.K. Chhabra)

Under Secretary to the Govt. of India

To

Chairman and all Members of the Task Group

Copy to :

1. Principal Secretary to the Prime Minister
2. PSs to Deputy Chairman/Minister of State/Members/Member-Secretary, **Planning Commission**
3. All Principal Advisers/Advisers/JS(SP), **Planning Commission**

Sd\-

(K.K. Chhabra)

Under Secretary to the Govt. of India