

MINISTRY OF HOME AFFAIRS  
DEPARTMENT OF BORDER MANAGEMENT

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**Border Area Development Programme (BADP): Revised Guidelines (2008)**

1. **Introduction:**

1.1 Development of border areas is a part of the comprehensive approach to Border Management. The Border Area Development Programme (BADP) was started during the VII Five Year Plan (FYP) with the twin objectives of balanced development of sensitive border areas in the Western region through adequate provision of infrastructure facilities and promotion of a sense of security amongst the local population. The programme was revamped during the VIII FYP and extended to states, which have an international border with Bangladesh. The nature of the BADP was changed from a schematic programme with emphasis on education to a state level programme with emphasis on balanced development of border areas. During the IX FYP, the programme has been further extended to states, which border Myanmar, China, Bhutan and Nepal. The BADP at present covers all the seventeen states, which share an international land border with India's neighbouring countries.

*1.2 In the XI FYP, the emphasis would be optimal utilization of funds allocated by the Centre, dove-tailing of other on-going schemes and adopting a bottom-up planning approach, so as to augment the resources and upgrade the infrastructure and socio-economic services on lines recommended by the Task Force on comprehensive development of Border Areas.*

2. **Coverage:**

2.1 The BADP would cover 362 border blocks, which are located along the international border and come under 96 border districts of 17 States viz Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

2.2 The border block will be the spatial unit for the programme and all the schemes should be implemented within the border blocks only.

2.3 *Under BADP the activities should be first taken up in the villages/hamlets, which are closer to the border. Once the States Governments are satisfied that a minimum level of development in terms of infrastructure, civic amenities, essential services, livelihood etc has taken place, they could move to the villages deeper inside. State Government should make the Annual*

*Action Plan in such a way that villages/hamlets closer to the border are given priority. The villages/hamlets dislocated due to construction of fencing, roads and flood lighting on the border and those, which fall between fencing and zero lines, should be given top priority. Rural areas should be given priority over the urban areas.*

3. **Objective:**

3.1 The main objective of the BADP will be to meet the special developmental needs of the people living in remote and inaccessible areas situated near the international border and to bridge the divide in the physical and social infrastructure of such areas. The aim is to transform the border areas by ensuring multifaceted development and to saturate the border areas with all the essential infrastructure through convergence of schemes and participatory approach.

4. **Guiding principles of planning:**

*4.1 As recommended by the Task Force on comprehensive development of border areas, Border Management in the changed context has to be seen as serving the best interests of the nation and the border areas should have a high standard of living to serve as a demographic buffer. The infrastructure should not only cater to current needs but also include scope for further expansion.*

*4.2 The border area plan i.e. village/block level plan should be a part of the comprehensive District plan based on the following cardinal principles:*

- (i) Planning and implementation on participatory basis by Panchayati Raj Institutions/Autonomous Councils/Other local bodies.*
- (ii) Convergence of all Centrally Sponsored Schemes with BADP funds for filling critical gaps in infrastructure and for providing livelihood opportunities to the local population.*
- (iii) Implementing 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).*
- (iv) Preparation of a participatory plan for border villages and blocks by the respective States keeping in view the instructions of the Planning Commission prescribed for the formulation of District Plans.*

- (v) *Earmarking of due share of State resources in the process of border area planning.*
- (vi) *Carrying out baseline surveys 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 appropriate strategy evolved.*
- (vii) *Development of Schemes through consultation with the community PRIs, district councils, traditional councils and district planning committees (DPCs) and giving due priority to the needs of population living closest to the border.*

## **5. Preparation of Action Plan:**

***5.1 Preparation of village and block level plans as part of District plan would be a comprehensive and time bound approach incorporating the following:***

- (i) *Saturation of border areas with all essential infrastructure and ensuring the convergence of schemes of the State Governments and the flagship schemes of Government of India.*
- (ii) *The development of basic infrastructure may be followed side by side with investments in social infrastructure, namely education, health, drinking water, sanitation etc.*
- (iii) *Initiating projects for the development of infrastructure on a mega scale, which include construction of border highways, link roads, extension of railway services and air links network of transmission lines for power, communication infrastructure etc.*
- (iv) *Infrastructure and services may 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 the stake of the community. The community may be involved in sharing of 10-15% of the cost of social infrastructure, as far as possible.*
- (v) *Such of those projects and schemes, which act as a trigger for multifaceted activities in the border area may be selected. Minor irrigation, warehouses, storages, rural marketing, processing of local produce, education, sports and tourism schemes may be explored.*

- (vi) *To ensure economies of scale, it would be necessary to adopt the area specific approach and ensuring value addition to the local produce, taking into account the availability of local raw material traditional expertise etc..*
- (vii) *The stake of the State Government in development of border areas should be increased by way of investments, ownership and commitment.*

*5.2 The village/block level plans should be prepared strictly as part of the District Plan as per the prescribed guidelines of the Planning Commission. A base line survey should be conducted for each border village/block and a base line expenditure plan also finalized for each border block specifying source of funds from the State's financial resources, funds under Centrally Sponsored Schemes and the BADP allocations. The releases under BADP for the Annual Action Plan from the financial year 2009-10 onwards would be conditional subject to meeting these requirements by the State Governments. Accordingly, the State Governments will prepare comprehensive plans for border areas i.e. village and block wise by converging all the Centrally Sponsored Schemes (CSS) and State Government's Schemes with BADP and showing the fund share of each component.*

## **6. Selection of Schemes:**

*6.1 The desired levels of development in border areas cannot be achieved by tinkering with the existing programme and the allocations. The smaller schemes, which are for the direct benefit to specific villages, need to be addressed by the State Government under their normal developmental initiatives. On the other hand, gap funding of larger projects/ schemes would be funded under BADP. 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. may be taken up under the programme. Emphasis must be laid on schemes for employment generation, production oriented activities and schemes, which provide for critical inputs in the social sector.*

6.2 Normally the infrastructure raised under BADP should be maintained by the State Governments out of their own resources. However, State Governments, wherever necessary, may keep a provision not exceeding 15% of the allocation made to the State for maintenance of assets created under the BADP subject to the condition that such expenditure can be made only after three (3) years from the date of issue of completion certificate in respect of the asset.

6.3 *An illustrative list of schemes, which can be taken up under BADP, is at Annexure-I. An illustrative list of schemes not permissible under BADP is at Annexure-II.* Schemes of the development nature can also be taken up under BADP by Border Guarding Forces (BGFs)/local police. However, expenditure on such schemes should not exceed 10% of the total allocation in a particular year. (10% of the funds earmarked out of the allocation of the States will be in addition to the funds the security forces are allocated for civic action programme from other sources) A list of permissible and non-permissible schemes to be taken up under security related scheme is at **Annexure-III**.

6.4 The focus will be on the effectiveness of the programme and overall development of border areas so that border areas become equally developed as other parts of the country. *Therefore, in order to enhance the effectiveness of the programme the institutional arrangements for planning and staffing of the planning and implementing departments in border blocks need to be strengthened. The staff engaged in this field should be properly trained and their orientation towards the special need of the border areas must be facilitated. For this purpose, the State Governments can reserve an amount of 1% (subject to a maximum of Rs. 25 lakh) for the purpose of monitoring, training of staff at block level and evaluation of the BADP.*

## 7. **Empowered Committee:**

7.1 The policy matters relating to the scope of the programme, prescription of geographical limits of areas in the States within which schemes will be taken up, allocation of funds to the States and modalities for proper execution of the programme will be laid down by an Empowered Committee constituted under the Chairmanship of the Secretary (Border Management) in the Ministry of Home Affairs. The Committee, among others, will comprise the Secretary, Department of Expenditure, Adviser (MLP), Planning Commission, Additional Secretary, Department of Border Management, Additional/Special Secretary & FA (Home), Ministry of Home Affairs, Chief Secretaries of all 17 BADP States as its members and Joint Secretary(K), Joint Secretary(NE) in the Ministry of Home Affairs alongwith Joint Secretary(DONER) as Special Invitee. Joint Secretary (Border Management) will be the Member Secretary of the Committee. The Committee may invite the representatives (not below the rank of I.G.) of the Border Guarding Forces (BGFs), where necessary, to discuss the security related schemes. Constitution of the Committee is at **Annexure-IV**. The Committee shall meet, at least, twice in a financial year. The Committee is empowered to relax the guidelines as may be necessary from time to time, if required and also take appropriate decisions for arriving at a formula for allocation of funds to States.

## 8. Screening Committee:

8.1 Subject to such general or special directions as may be given by the Empowered Committee, individual schemes for each State will be approved by a Screening Committee chaired by the Chief Secretary of the State. The Screening Committee will also include representatives of the Ministry of Home Affairs, Department of Border Management, representative of the Border Guarding Force, if any, operating on the State border, Planning Commission of India, State Planning Secretary, Secretaries in Departments of Home, Finance, Rural Development and Tribal Development of the State and Secretary in nodal Department as Convener. The State Chief Secretary may co-opt such members in the Screening Committee where considered necessary.

8.2 The Screening Committee may execute the schemes through any of the executing agencies mentioned in the following Para. The Screening Committee shall meet at least once in a year preferably before March in order to finalize the schemes for the following year and assess the progress of schemes under the programme. The notice for the meeting as well as the agenda should be sent in advance. The schemes/projects once approved by the State Level Screening Committee (SLSC) and included in the Action Plan for a particular year and concurred by the Ministry of Home Affairs, Govt. of India shall ordinarily be not changed. However, the same will be considered with the prior approval of the SLSC and the Ministry of Home Affairs, Govt. of India in exceptional circumstances.

8.3 State Government will furnish the Annual Action Plan of BADP as approved by the State Level Screening Committee (SLSC) to the Ministry of Home Affairs, Department of Border Management, Government of India latest by May every year in the Proforma given at **Annexure-V, Annexure-V (a) and Annexure-V (b)**. The information called for in Proforma at annexure-V(a) and Annexure-V(b) should be furnished alongwith the Annual Action Plan.

## 9. Project Executing Agencies:

9.1 To provide flexibility, schemes under the BADP can be executed by any of the following agencies:-

- (i) State Government;
- (ii) Central Government;
- (iii) Central Para-Military Forces (CPMFs) located in the state;
- (iv) Voluntary Agencies (Voluntary Agencies would comprise of local NGOs/ Self Help Groups which are not receiving foreign aid/assistance and engage local population for carrying out BADP works). NGO should be approved by Central/State Government.; and

- (v) Panchayati Raj Institutions/ District Councils/ Traditional Councils

9.2 Due emphasis should be given to effective involvement of local people/local institutions/Voluntary agencies in order to inspire mutual trust and confidence between the Government and the people. State Governments may also include the elected councils/Autonomous District Councils as one of the implementing agencies in their areas and the State Governments may continue to monitor & review the progress made by these councils in execution of the schemes.

## **10. Flexibility in Execution of Programme**

*10.1 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 schemes, which directly benefit the area of their deployment. It may also be considered to involve non-Governmental organizations, give contractual assignments, out source the services and to explore the franchise system. This may be resorted to only where the State Government agencies will not be in a position to complete the projects because of manpower or other constraints. Such measures can be adopted by the State Level Screening Committees on the recommendations of the District Magistrate/Nodal Department and thereafter with the approval of the Ministry of Home Affairs.*

*10.2 State Government may also consider exploring the possibility of partnership between the government and the community having a joint stake in the services. It will help in improving the quality of work and delivery of public services.*

## **11. Funds Flow:**

11.1 The Border Area Development Programme will continue to be a 100% centrally funded programme. Funds will be provided to the States as Special Central Assistance for execution of approved schemes on a 100% grant basis and allocated amongst the 17 beneficiary States on the basis of (i) length of international border (ii) population of border blocks and (iii) area of border blocks. Each of these criteria will be given equal weightage. Besides 15% weightage will be given to hilly, desert and Rann of Kutchh areas because of difficult terrain, scarcity of resources and the relatively higher cost of construction.

11.2 Before the commencement of the financial year, the Department of Border Management in the Ministry of Home Affairs would convey the quantum of funds allocated to the States during the next year under the BADP.

A list of schemes proposed to be executed within the ceiling communicated, would have to be sent to the Department of Border Management for release of funds to the State. The State Government will forward the schemes, duly approved by State Level Screening Committee (SLSC), in the Proforma at **Annexure-V**.

***11.3 Funds will be released to States in two installments – the first installment 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 during the preceding year have been utilized. Funding for the subsequent year will be based on confirmation of expenditure and receipt of approved list of schemes***

***11.4 Funds should be released by the State Governments to the implementing agencies within 15 days of receipt from Government of India.***

***11.5 The 1<sup>st</sup> installment of 90% of the allocation of the State, will be released to the State only after furnishing of Utilization Certificates (UCs) for the entire amount released in the previous years except the preceding year;***

***11.6 If there is a shortfall in furnishing the UCs for the amount released during the previous years, except the preceding year, the same would be deducted from the release of the 1<sup>st</sup> installment.***

***11.7 The 2<sup>nd</sup> installment of the remaining 10% of the allocation of the State, will be released to the State only after***

- (i) Furnishing of UCs to the extent of not less than 70% of the amount released during the previous year; and***
- (ii) Furnishing of Quarterly Progress Reports (Physical & Financial) up to the quarter ending September. (i.e. 2<sup>nd</sup> quarter of the current financial year).***

***11.8 To the extent of submission of pending UCs pertaining to the previous years, deduction, if any, made in the release of 1<sup>st</sup> installment for non-submission of UCs will be made good at the time of release of 2<sup>nd</sup> installment***

***11.9 State Governments are required to have a separate budget head for the programme. As per directions of Government of India, Ministry of Finance parking of funds at any level is strictly prohibited***



## 12. **Monitoring and Review:**

12.1 The State Government would closely monitor the implementation of the works/schemes being undertaken under the BADP. They must carry out inspections from time to time so as to ensure quality and timely completion of the works. The reports of the inspections carried out by the officers of the State Government should be sent to the Ministry of Home Affairs on quarterly basis.

12.2 Periodical monitoring of the schemes will be done by the Department of Border Management and *a review of the programme will be made at least twice a year by the Empowered Committee.*

12.3 Quarterly progress reports (Proforma at **Annexure-VI**) should be submitted scheme-wise to the Department of Border Management giving actual physical and financial achievements. The quarterly progress reports should be sent as soon as possible latest by 15<sup>th</sup> day of closure of the quarter so as to enable Department of Border Management to recommend the release of Special Central Assistance. The year-wise consolidated utilization certificates should be sent in the prescribed Proforma (GFR-19A) of the General Financial Rules (Proforma at **Annexure-VII**) within one month of the closure of the financial year.

## 13. **Inspection of BADP Works**

*13.1 Besides, monitoring and reporting of the programme, inspection is very crucial. Programme monitoring system should be institutionalized. Each border block should be assigned to a high-ranking State Government Nodal Officer who should regularly visit the block and take responsibility for BADP schemes. The District Magistrates should also inspect the projects being carried out in their district from time to time. A half –yearly report should be sent to the Ministry of Home Affairs indicating the number of inspections conducted and highlighting the important achievements/lacunae pointed out in the reports of the inspecting officers.*

*13.2 The inspection of works would also be carried out by the officers of Government of India, Department of Border Management as and when considered necessary. Third party inspection should also be commissioned by the States for an independent feed back on the quality of work and other relevant issues..*

## 14. **Introduction of Management Information System(MIS):**

*14.1 An appropriate “Management Information System (MIS)” will be developed by treating villages as the basic unit. The MIS will be web enabled for regular up-date by the respective States. The system would be designed in*

*such a way that the required reports are generated for policy decision so that mid stream corrections are made wherever required. The National Informatics Centre (NIC) is preparing an appropriate MIS on BADP with the inputs of States and the same will be made available to all concerned.*

*14.2 Information & communication technology would be used alongwith an imaginative media policy to ensure that information related to the programme is made available to all stake holders. Local culture and dialects may be used as far as possible so as to make the local population feel part of the developmental initiatives under the BADP.*

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