

MINISTRY OF HOME AFFAIRS
DEPARTMENT OF BORDER MANAGEMENT

Border Area Development Programme - Revised Guidelines (April' 2005)

I. Introduction:

Border Area development Programme (BADP) was started during the Seventh Plan with the twin objectives of balanced development of sensitive border area 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 in the Eight Plan (1993-94) and extended to State, which have an international border with Bangladesh. The nature of the Programme 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 Ninth Plan, the programme has been further extended to States, which border Myanmar, China, Bhutan and Nepal and the Programme at present covers all the seventeen States, which share international border with the neighbouring countries.

The work of BADP was handled by the Planning Commission upto the year 2003-04. This work has been transferred from the Planning Commission and presently being handled in the Department of Border Management, MHA.

II. Coverage:

The Programme covers seventeen States namely Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarachal and West Bengal.

III. Objectives:

The main objective of the Programme will be to meet the special developmental needs of the people living in remote and inaccessible areas situated near the international border.

IV. Funding:

The Border Area Development Programme will continue to be a 100% centrally funded Area 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 seventeen 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. The border block will be the spatial unit for the programme and all schemes would have to be implemented within the border blocks only.

V. **Eligible Schemes:-**

Schemes should be designed to take care of the special problems faced by people living in the border blocks, particularly in the rural areas. Schemes for rural and remote areas along the international border are to be given preference over schemes for urban areas. A long term Perspective Plan for each Border block should be prepared by each of the concerned State Governments keeping in view the objectives of overall balanced development of the region. The State Governments may 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 should be drawn up based on this assessment. Grass-root institutions such as PRIs/District Councils/Traditional Councils should 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 should be involved in the decision making process. Appropriate modalities may be worked out by the State Governments to ensure greater participation of the people of the border areas in the selection of the schemes under the Programme. Schemes, which address problems such as inadequacies relating to provisions 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. An illustrative list of schemes which can be taken up under BADP is at **Annexure-I (A)**. An illustrative list of schemes not permissible under BADP which is also given in **Annexure-I (B)**.

Construction of housing for crucial functionaries such as teachers, doctors, nurses as well as construction of small culverts, bridges, bridge paths, feeder roads etc. may be taken up in border blocks under the programme. However, expenditure on such schemes including provision of basic amenities such as supply of drinking water, approach roads, etc., for the border outposts (BOPs), administrative buildings and construction of roads & bridges taken together should not be more than 60% of the total allocation in any particular year. In addition, up to 15% of the total allocation could be used for maintenance of the assets already created under the programme after lapses of a period of three years from the date of its completion. It may be ensured 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 additive to normal Central Assistance and are allocated for addressing the special problems faced by the people of the border areas. Hence, these funds should not be used to replace normal State Plan flows.

VI. **Security related schemes:**

Security related schemes can also be taken up under BADP. However, expenditure on such schemes should not exceed 10% of the total allocation in a particular year.

The following schemes should only be allowed to be taken up under Security Related Expenditure (SRE):

- a) Construction of Link roads to BOPs.
- b) Construction of BOPs.
- c) Construction of offices/residential units for Police Stations/Police Posts.
- d) Any other work raising the basic infrastructure regarding drinking water supply/electricity generation/sanitation/drainage of sullage water and other infrastructure etc.

The following works/activities **may not be taken up** under BADP by BGFs/Local police

- a) Any type of Civic Action Programme for which funds are released by the Ministry of Home Affairs (MHA) or the State Government.
- b) Purchase of vehicles/night vision devices/other equipment for which funds are provided by Police Modernization Division of the MHA and/or State Government.

VII. **Execution Agencies:**

To provide flexibility, schemes under the Programme can be executed by any of the following agencies.

- i) State Government;
- ii) Central Government;
- iii) Central Pra-Military organisation located in the State; and
- iv) Voluntary Agencies (Voluntary Agencies would comprise of local NGOs/Selp Hep Groups which are not receiving foreign aid/assistance and engage local population for carrying out BADP works); and
- v) Panchyati Raj Institutions/District Council/Traditional Councils.

Due emphasis should 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.

VIII. **Empowered Committee:**

The policy matter relating to the scope of the Programmes, prescription of geographical limits of areas in the States within which schemes will be taken up, allocation of funds to the States and similar matters for proper execution of the programme will be laid down by an Empowered Committee in the Ministry of Home Affairs. The Committee will consist of the following:

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|----|--|---|----------|
| 1. | Secretary, Border Management | - | Chairman |
| 2. | Secretary, M/o Finance, D/o Expenditure | - | Member |
| 3. | Secretary, Planning Commission | - | Member |
| 4. | Addl. Secretary (BM)
Deptt. of Border Management, MHA | - | Member |
| 5. | Addl. Secretary and fine aggregate (Home) | - | Member |
| 6. | Chief Secretaries of all the 17 BADP States | - | Member |
| 7. | Joint Secretary (BM)
Deptt. of Border Management, MHA | - | Member |

IX. Screening Committee:

Subject to such general or special directions as may be given by the Empowered Committee, individual schemes located in each State will be approved by a Screening Committee chaired by the Chief Secretary of the State. The Screening Committee will also include representative of the Ministry of Home Affairs, Department of Border Management, representative(s) of the Border Guarding Force(s) operating on the State border, State Planning Secretary, Secretary in Home Department of the State or Secretary, Border Area Development Department (as Convenor). The State Chief Secretary may co-opt members on the Screening Committee depending on local requirements.

The Screening Committee will have complete freedom to execute the schemes through any of the five executing agencies mentioned in Para VII. The Screening Committee shall meet at least once in a year, but positively in the month of February to finalise the schemes for the following year and assess the progress of schemes under the programme. The notice for the meeting as well the agenda should be sent in advance.

X. Release of funds:

Before the commencement of a financial year, the Ministry of Home Affairs, Department of Border Management will inform the States of the funds available for the State during the next year under the Programme. A list of schemes proposed to be executed within the ceiling communicated, will have to be sent to the Department of Border Management for release of funds to the State.

Funds will be released in two instalments: the first instalment will be equal to two-third of the annual allocation, while the second instalment will be the remaining one-third. The first release will be made by the month of April 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 Screening Committee must approve the schemes to be taken up in February of the previous year assuming the level of funding prevailing during that year. The State Govt. which fail to have the list of schemes approved by 31st March will stand to forfeit their first instalment.

The first instalment will be released after the Utilization Certificate of the entire amount released to a State during the previous years, except the preceding year, are received. In case there is any shortfall in the USc of previous year except the preceding year, first instalment will be released after adjusting the unspent balance of the previous years except the preceding year. The first instalment will not be released if the unspent balance exceeds the annual allocation of the previous year.

The second instalment will be released after the month of October, depending on physical and financial progress achieved. In case, the UCs for the entire amount released in the previous years except the preceding year have been submitted by the State Govt., the amount, if any, deducted in the first instalment, keeping in view the shortfall in the submission of UCs of the previous years except preceding year, will also be released in the second instalment.

State Government are required to have a separate budget head for the Programme. The State governments will ensure that Display Boards are placed at every block headquarter indicating allocation of funds under the Border Areas Development Programme. Display Boards may also be placed in front of the assets created with BADP funds stating “Funded from Special Central Assistance under the Border Area Development Programme”

XI. MONITORING AND REVIEW:

The State Government would closely monitor the implementation of the works/schemes being undertaken under DADP. They may carry out the inspection from time to time so as to ensure quality and timely completion of works. The reports of the inspection carried out by the officers of the State Government may be sent to the Ministry of Home Affairs.

Periodical monitoring of schemes in the Department of Border Management will be done by the Additional Secretary (BM)/Secretary (BM). A review of the programme will be made at least once a year by the Empowered Committee. The inspection of works can also be carried out by the officers of the Govt. of India, Department of Border management as and when considered necessary.

Quarterly progress reports [Proforma at Annexure 3(A) & 3(B)] should be submitted scheme wise to the Department of Border Management giving actual physical and financial achievements and not in percentage terms. The quarterly progress reports should be sent as soon as possible so as to enable Department of Border Management to recommend the release of Special Central Assistance. The year-wise consolidated Utilization Certificate should be sent in the prescribed proforma [GFR-19(A)] of the General Financial Rules (Proforma at Annexure-IV) within one month of the close of the financial year.

Border Area Development Programme:
Illustrative list of Schemes (Positive list)

A. Education:

- a) Primary school buildings (additional rooms)
- b) Middle school buildings (additional rooms)
- c) Secondary/Higher Secondary School buildings (additional rooms)
- d) Development of play fields
- e) Construction of hostel / dormitories
- f) Bying of school dresses / books
- g) Adult education
- h) Public libraries and reading rooms
- i) Development of human resource through vocational and technical education
- j) TV/Dish Antennas
- k) Books/journals

B. Health:

- a) Provision of medical equipment of basic / elementary type. X-Ray, ECG machines etc. can also be purchased
- b) Provision of equipment for Dental clinic
- c) First-aid for midwives
- d) Construction of public toilets & bathroom
- e) Setting up of mobile dispensaries in rural areas by Government / Panchayat Raj Institutions.
- f) Health Awareness Programme
- g) Eye camps
- h) RCH programme
- i) Blood Banks
- j) Control of Malaria, Filariasis, Leprosy, AIDS etc.

C. Agriculture and allied sectors:

1. Animal Husbandry
2. Pisciculture
3. Sericulture
4. Poultry farming
5. Farm forestry, horticulture, pastures, parks and gardens in Government and community lands or other surrendered lands
6. De-silting of ponds in villages, towns and cities
7. Construction of public irrigation (minor work) and public drainage facilities.
8. Construction of common gobar gas plants, non-conventional energy systems/ devices for community use and related activities.
9. Construction of irrigation embankments or lift irrigation or water talbe recharging facilities.
10. Minor irrigation works.
11. Anti-erosion works (only construction of small bunds etc.)

12. Water conservation programmes.
13. Social Forestry, JFM
14. Use of improved seeds, fertilizers and improved technology
15. Veterinary Aid Centres, artificial insemination Centres and breeding Centres.

D. Infrastructure:

1. Rural Sanitation
2. Solar Street Lights
3. Solar household lights
4. Electrification
5. Strengthening of existing roads (only link roads)
6. Construction and strengthening of kutchra roads, part road, approach roads, link roads.
7. Drinking water facility – construction of tube-wells, water tanks.
8. Repairs and maintenance of existing roads.
9. Public Distribution System and its improvement (in terms of infrastructure)
10. Industries – Handloom, tiny units, handicraft, furniture making
11. Construction of culverts/bridges and roads
12. Drains & gutters
13. Footpaths, pathways and footbridges
14. Provisions of civic amenities like electricity, water, pathways, public toilets etc. in slum areas of cities, towns and villages and in Scheduled Caste/Scheduled Tribe habitations.
15. Provision of common work sheds in slums and for artisans.
16. Bus sheds/stops for public transport passengers.
17. Repairs and maintenance works of any type other than special repairs for restoration /up-gradation of any asset.
18. Development of infrastructure
19. Construction of buildings for local bodies for recognised Districts or State Sports Associations and for Cultural and Sport Activities or for hospitals (provision of multi-gym facilities in gymnastic centres, sports association, physical education training institutions, etc.)

E. Social Sector:

1. Construction of community centres
2. Rural Sanitation
3. Anganwadies, Creches
4. Cultural Centres / Community Halls
5. Construction of common shelters for the old or Handicapped
6. Training for youth for self employment and skill up-gradation
7. Setting up of small industries using local inputs

**Illustrative list of schemes which should not be taken up under
Border Area Development Programme**

- (a) Works belonging to commercial organization, Private Institutions or co-operative institutions and NGO etc.
- (b) Grant and loans;
- (c) Memorials or memorial buildings;
- (d) Assets for all individuals benefit except those that are part of approved schemes;
- (e) Welcome arches
 - i) Village gates
 - ii) School gates
 - iii) Building gates- except the gates of boundary walls construction under BADP.

ANNEXURE – II (A)

Border Area Development Programme (BADP) –

(Name of State)

STATEMENT SHOWING QUARTERLY PROGRESS (FINANCIAL) FOR _____
(YEAR), (FOR QUARTER ENDING) _____

Sector/Sub-Sector/ Scheme	Approved outlay for (year)	Expenditure during the quarter ending	Cumulative expenditure upto the quarter	Remarks
(1)	(2)	(3)	(4)	(5)

ANNEXURE – II (B)

Border Area Development Programme (BADP) –

(Name of State)

STATEMENT SHOWING QUARTERLY PROGRESS (PHYSICAL) FOR _____
(YEAR), (FOR QUARTER ENDING) _____

(Rs. in lakhs)

Sector/Sub-Sector/ Scheme	Unit	Target for (year)	Progress during the quarter	Cumulative progress upto the quarter	Remarks
(1)	(2)	(3)	(4)	(5)	(6)