



# Evaluation Study on Border Area Development Programme (BADP)

PEO Report No.229

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## PREFACE

The Border Area Development Programme (BADP) was introduced in the year 1993-94 as a Centrally Sponsored Scheme. Initially, the programme was implemented in the Western Border States with an emphasis on the development of infrastructure to facilitate deployment of the Border Security Force. Later, the ambit of the programme was widened to include other socio-economic aspects such as education, health, agriculture and other allied sectors. During the eighth Five Year Plan, the coverage was extended to include the Eastern States that shared a border with Bangladesh. The implementation of BADP is on participatory and decentralized basis through the Panchayati Raj institutions, Autonomous Councils and local bodies.

On the request of the implementing Ministry, the Programme Evaluation Organization (PEO), NITI Aayog carried out an evaluation of BADP during the year 2012. The main objective of the study was to assess whether the programme has achieved the desired level of coverage and impact on the beneficiaries and to suggest modifications/improvements to the programme to ensure its greater efficacy and impact. The study covered 76 Border Blocks spread over 17 Border States of the country. The reference period of the study was from 2007-08 to 2010-11 (4 years).

This Evaluation Report consists of 7 Chapters. Chapter 1 presents the executive summary of the report; Chapter 2 describes the evaluation objectives and methodology adopted for the study; Chapter 3 illustrates the planning and implementation of programme; Chapter 4 describes the flow of funds and their utilization; and Chapter 5 evaluates the impact of the scheme. Finally, the Chapter 6 explains the constraints faced in implementation of BADP and also the recommendations to make BADP more effective.

The study received continuous support and encouragement from the Chief Executive Officer (CEO), NITI Aayog. The study design was prepared by Dr. R.C. Dey, Ex. Director/ Research Associate (PEO). The study was carried out on cluster basis by the experts of Indian Statistical Institute, Kolkata; Indian Institute of Management, Lucknow; Institute of Human Development, Delhi and Xavier Institute of Social Service, Ranchi. The consolidated All India Report was prepared by Professor Himanshu Rai, IIM, Lucknow. The contribution of all in bringing the evaluation report to this final shape is gratefully acknowledged.

  
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## Chapter 1

### EXECUTIVE SUMMARY

#### 1.1. Introduction

The Border Area Development Programme (BADP) was introduced in 1993-94 as a Centrally Sponsored Scheme. Initially, the programme was implemented in the western Border States with an emphasis on the development of infrastructure to facilitate the deployment of Border Security Force. Later, the ambit of the programme was widened to include other socio-economic aspects such as education, health, agriculture and other allied sectors. During the eighth five year plan, the coverage was extended to include the Eastern States that shared a border with Bangladesh. The implementation of BADP scheme was on participatory and decentralized basis through the Panchayati Raj Institutions, Autonomous Councils and local bodies. The guidelines of BADP were revised in February, 2009 and as per the revised guidelines, the BADP covers 362 border blocks, which are located along the international border and come under 96 border districts of 17 States. Programme Evaluation Organisation (PEO), NITI Aayog entrusted the study to 4 research organisation namely Indian Statistical Institute Kolkata, Institute of Human Development New Delhi, Xavier Institute of Social Science Ranchi and Indian Institute of Management (IIM) Lucknow. IIM Lucknow has also coordinated the field work and prepared the all India report.

#### 1.2. Objective of the Study

The main objective of the study is to evaluate the coverage and the impact of the scheme, utilization of funds and convergence of BADP with other schemes, as well as to find out ways to ensure greater effectiveness of BADP as a developmental scheme and to bring a sense of confidence, security and responsibility among the local people. The study is also intended to assess whether the programme has achieved the desired level of coverage and impact on the beneficiaries and to suggest modifications/improvements to be made to the programme with a view to ensure its greater efficacy and impact. The objectives of the study are also to determine the areas in which BADP has made notable contributions and the problems/bottlenecks in its implementation.

#### 1.3. Reference Period of Study

The reference period of the study is from 2007-08 to 2010-11. The field survey was conducted during the months of March 2012 to July, 2012.

## 1.4. Methodology

The study methodology include extensive field surveys, in-depth interviews and interaction with the inhabitants. The study involved a three-pronged approach to collect information: (a) conducting a field survey; (b) collection of data from secondary sources; and (c) an in-depth interactions with village leaders and self-help groups in the area. Apart from this, the focus group discussion was also conducted with the different categories of people. Both qualitative and quantitative data is used for understanding of various aspects covered in the study.

## 1.5. Sampling Methodology

As per the sample frame, all the 17 States were covered under this programme and they were divided into six clusters based on their geographical location and contiguity to each other. The clusters are as following:

- Cluster A consists of Arunchal Pradesh, Assam, Meghalaya, (15 Blocks)
- Cluster B consists of Manipur, Mizoram, Nagaland and Tripura (14 Blocks)
- Cluster C consists of Skkim, West Bengal (14 Blocks)
- Cluster D Consists of Bihar, UP, Uttaranchal (11 Blocks)
- Cluster E consists of J&K, Himachal Pradesh (12 Blocks)
- Cluster F consists of Punjab, Rajasthan, Gujarat (10 Blocks)

As per the mandate of Consultative Evaluation Cum Monitoring Committee (CEMC), 76 border blocks (around 20% of the total targeted blocks) were selected randomly as sample under the study based on the information provided by the Ministry. The Blocks selected for the study in each State is taken in proportion to the total number of blocks covered under this program in that State. The districts corresponding to the selected blocks automatically got selected for the purpose of the study. From each selected block, three villages were selected purposively i.e. 1 village having population below the average block population and 2 villages having population above the average block population.

## 1.6. Funds Allocation

Funds are allocated to the States on the basis of three parameters bearing equal weightage under BADP. These parameters are:

- a. Length of International Border,
- b. Population of border block, and
- c. Areas of border blocks.

In addition to the above parameters, 15% weightage is given to hilly, desert and Rann of Kutch areas on account of difficult terrain, scarcity of resources and relatively higher cost of construction, etc. The amount of funds allocated under BADP is increasing every year. However, there is a gap between funds allocated and the funds actually released to the States. It was found from the allocation of BADP funds for the year 2007-11, nearly 50% of the States covered under the schemes, allocated funds were not adequate. Nearly 40% of the States reported delays in the release of funds by the Central Government.

The Ministry has accepted that the funds allocation under the scheme is not sufficient. However, it pointed out that the report does not clearly explain where the funds flow is obstructed.

### **1.7. Impact of the Programme**

The impact of the programme was assessed by studying the actual position of the socio-economic profile of the inhabitants, level of development, types of existing economic activities, potential for income generating activities, employment status of women and family income, etc. The findings of the study revealed that 80% inhabitant of the States covered under the study did not feel satisfied with the impact of BADP. In most of the North-Eastern States, a large proportion of the local people faced inadequate stock of infrastructure facilities, and therefore 32% of the people of Manipur, 54% people of Mizoram, 40% people of Nagaland and 54% people of Tripura settled in these remote areas are not satisfied with BADP. On the other side, 100% people of the Himachal Pradesh feel that performance of BADP is satisfactory.

### **1.8. BADP and Sense of Security among the Villages**

Perception of people in the border areas regarding security issues varied across States. 50% people of Manipur, 82% people of Tripura and 14% people of Nagaland settled in these areas said they do not feel secure. Similarly, 78% people of Sikkim and 65% people of West Bengal said they do not feel secure living in border areas. On the other hand 100% people of Gujarat settled in these remote areas said they feel secure. Creating a sense of security is one of the prime objectives of BADP which includes creating an enabling environment for normal economic activities.

The Ministry stated that the sense of security cannot be related to BADP scheme only.

### **1.9. Participation of Women in BADP Programme**

In respect of participation of women in BADP programme, Himachal Pradesh is most well-placed among all other States covered under the programme, with regard to the participation of women in the planning and implementation processes of BADP. 100%

people of the Himachal Pradesh said that women are very participative in the implementation of the scheme. A greater degree of participation of women in village panchayats empowers women in these villages in general. On the other hand, 63% of the people of J&K, 60% of the people of Rajasthan and 80% people of Punjab stated that women's participation in BADP is not satisfactory. Women's participation was found similarly unsatisfactory in the NE States.

### **1.10. Convergence of BADP with Centrally Sponsored Schemes**

It is found that the convergence of BADP with other schemes is not very successful. Until an agency is established to monitor and regulate the flow of funds, the convergence of BADP with other schemes is not practical. People are found to be satisfied with the implementation of other developmental schemes like MGNREGA and Saakshar Bharat. It is also found that combining the raw materials sourced under BADP and labour under MGNREGA for an activity is the most popular format followed in this convergence.

It was observed that the bigger villages having village panchayat get most of their works done, while small villages fail to get much attention. Political connections also play a major role in sanction of work under BADP. Mostly, the BDO & Gram Pradhan select/reject proposals from the gram panchayats and send them to the district magistrate. There are no fixed criteria for selecting or rejecting the work at the village level.

The Ministry stated that BADP funds are supposed to be used supplement the development process under various scheme being implemented the border areas. Information about the flow of funds under other schemes and gaps therein would have been more useful.

### **1.11. Constraints in Implementation of BADP**

As per the new guidelines, BADP is to be implemented in a phased manner. The first phase is to be implemented in the 0-10 Kilometre range from the border areas. The State Government can start the work in the area beyond 10 km only after completion of all developmental works under first phase, which is very difficult to achieve. In some remote areas, heavy rainfall during the rainy seasons and snow during the winter season creates a great difficulty in implementation of the scheme, especially for construction work. Though BADP mandates that no work should be allotted beyond 10 km unless 0-10 km (from border) area is saturated, but no criteria has been fixed to determine if area is saturated.

The Ministry stated that the purpose of these guidelines is to ensure that the focus of development in the border areas does not get diluted. It also added that 0 to 10 does

not mean only the villages located at 0 km on the border. It agreed that there is no criteria defined to determine the saturation level of phase one.

### **1.12. Suggestions in Implementation of BADP Scheme**

There is a need for renewing the existing parameters of the guidelines. The existing guidelines namely the implementation of the scheme in a phased manner (first 10 km then the next 10 km and so on) should be reviewed in favour of a method that takes into account the population density and difficulties faced in scheme implementation.

The entire North-Eastern region which is strategically important, is underdeveloped in terms of economic security and infrastructure. It still lacks basic infrastructure including good road connectivity. The region needs more support, planning and funds.

Steps should be taken to discourage and reduce the political interference. Panchyat Samitis should be involved in the planning and implementation of the programme since they can give better results.

Small-scale industry promotion is desirable to provide regular source of income. The biggest problem in border villages is that of creating a constant source of revenue. For example, the Rajasthan-Pakistan border is deserted and monsoon dependent. There is a single farming season, after which the people don't have any fixed source of revenue.

Habitants of border areas should be made more aware of BADP schemes and its aims and objectives through the use of media and publicity. Every villager in the border areas should be aware of BADP and its objectives.

The Ministry stated that the purpose of these guidelines is to ensure that the focus of development in the border areas does not get diluted. It also added that 0 to 10 does not mean only the villages located at 0 km on the border. It also stated that development of skill of people living border areas is already included on the scheme. It also agreed that there is a need to accord appropriate publicity to the scheme to make people aware of the scheme.

### **1.13. Recommendations**

1. Inspection and monitoring of programmes/ better reporting structure.
2. Planning of more employment and skill generating schemes.
3. Reduced political interference.
4. Awareness campaign about the scheme.
5. Construction of all-weather roads/bridges/footpaths.
6. Deployment of adequate staff.



7. Allocation of more funds and their timely release.
8. Involvement of Panchayat Samitis in planning and implementation of scheme.
9. Promotion of small scale industries to generate additional employment and income.
10. Convergence with other programmes at planning level.

## CHAPTER 2

### EVALUATION OBJECTIVES AND METHODOLOGY

#### 1. Introduction

The Border Area Development Programme (BADP) was introduced during the 7<sup>th</sup> plan in the year 1993-94 as a Centrally Sponsored Scheme. Initially, the programme was implemented in the Western Border States with an emphasis on the development of infrastructure to facilitate deployment of the Border Security Force. Later, the ambit of the programme was widened to include other socio-economic aspects such as education, health, agriculture and other allied sectors. During the eighth Five Year Plan, the coverage was extended to include the Eastern States that shared a border with Bangladesh. Also, the implementation of BADP schemes should be on participatory and decentralized basis through the Panchayati Raj institutions, Autonomous Councils and local bodies. The main objective BADP is to meet the special developmental needs of the people living in the remote and inaccessible areas situated near the international border. The aim is also to saturate the border areas with the entire essential infrastructure through convergence of all Central, BADP, State and Local schemes.

The latest revision of guidelines was held in February, 2009. As per the new guidelines, the BADP covers 362 border blocks, which are located along the international border and come under 96 border districts of 17 states. Funds are allocated to the States on the basis of three parameters bearing equal weightage. These parameters are as follows:

- Length of international border
- Population of border block,
- Areas of border blocks

15% weightage is given to hilly, desert and Rann of Kutchh areas on account of difficult terrain, scarcity of resources and relatively higher cost of construction etc.

#### 2.1 Scope of Study and Objectives

The objectives of this study were derived as follows:

1. To assess whether the programme has achieved the desired level of coverage and impact on the beneficiaries/local people of the border blocks:
2. To indicate the extent to which the programme has been able to create a sense of security among the people of border areas by enhancing the employment opportunities and by creating alternative avenues for earning.

3. To examine whether the funds are being utilized for the schemes/projects for which they were released, and to assess the utilization and flow of these funds.
4. To examine how the convergence of the Centrally Sponsored Schemes (CSS)/Flagship Programmes of the Government of India/State Plan Funds is being achieved and to determine the extent to which the State Governments have utilized these funds.
5. To assess whether the programme has managed to upgrade community-based social services, particularly in the rural and remote areas.
6. To assess whether the schemes are being drawn up with participation of the local people and their representatives.
7. To suggest modifications/improvements to be made to the Program with a view to ensure greater efficacy and impact.
8. To determine the areas in which BADP has made notable contribution and the problems/bottlenecks in the implementation of the Program.

## 2.2 Methodology

It was decided in the CEMC meeting to select 76 border blocks (around 20% of the total targeted blocks) randomly as sample under the evaluation study based on the information provided by the Ministry. Number of blocks selected for the study in each state is taken in proportion to the total number of blocks covered under this program in that state. The districts corresponding to the selected blocks automatically get selected for the purpose of the study.

- **Selection of Villages:** From each selected block, three villages have been selected purposively 1) villages having population below the average block population, 2) villages having population above the average block population).
- **Focus Group Discussion (FGD):** One FGD was conducted in the each selected village. This group mainly comprised of at least 10 members (knowledgeable persons, beneficiaries, teachers, women & long-time residents of the village).
- **Qualitative Notes:** Giving the overall observations were prepared at state and district levels.
- **Physical verification of assets created:** The field investigation team physically inspected at least 30% of the assets created under BADP during the data collection period and prepared a report on the status of the selected assets.

## 2.3 Study Indicators

In order to cover the objectives, the following indicators were identified:

1. Assessment of plans of BADP Programme at Central, State, Block and Village level. (How plans are made)
2. To examine the process of implementation and the facts which are given priority for determining the implementation of the scheme.
3. To assess how far the guidelines given in the programme have been followed during the planning and implementation of the programme from state level to the grassroots level.
4. To assess the adequacy and timeliness of the funds provided under the scheme.
5. To understand and examine the Nature and profile of the projects selected for development under this programme.
6. To examine the scope of the projects for the development of the socially and economically weaker sections of the community.
7. To assess the participation of women in the planning and implementation of the programme.
8. To assess whether the plan is fulfilling the aspirations of local people, particularly the disadvantaged sections and women.
9. To assess whether the banned items have been covered under the programme.
10. To assess how far the recommendations given by the task force have been implemented by the executive agencies.
11. To find out whether the infrastructure created by the BADP funds is located at the appropriate places to provide maximum benefit to a majority of the inhabitants of the locality.
12. To assess whether private institutions are also benefiting from the programme.
13. To assess the quality and nature of the assets created with the help of BADP funds.
14. To find out whether other developmental schemes are being implemented along with BADP in the targeted areas.
15. Whether the implementation of BADP has displaced any other scheme.

16. Monitoring Committee constituted and their performance at the state, block and village level for supervising the monitoring the implementation of the programme.
17. To probe whether the funds under BADP have been parked for some time, if at all and what happened to the interest accumulated from the same.
18. To examine the adequacy and availability of staff at the executive agencies (state, district and block level) for implementation of the programme.
19. To assess the maintenance of the records at different stages of planning and implementation of the programme.
20. To find out if any individual households in the border villages have been debarred from availing themselves of the benefits promised under the scheme. If so, to determine what steps can be taken for improving such a situation.
21. To assess the quantum of relaxation required in the guidelines for the benefit of the targeted population.
22. To assess whether the works undertaken are as per the felt need of the people.
23. To probe the problems in the implementation of the programme
24. To identify and highlight the success stories of the programme.
25. To assess whether the created public facilities are universally accessible.

#### **2.4. Sampling Methodology**

All the 17 states covered under this program were divided into six clusters based on the geographical location and nearness to each other naming Cluster A, Cluster B, Cluster C, Cluster D, Cluster E and Cluster F.

- Cluster A consists of Arunachal Pradesh, Assam, Meghalaya, (15 blocks)
- Cluster B consists of Manipur, Mizoram, Nagaland and Tripura (14 blocks)
- Cluster C consists of Sikkim, West Bengal (14 Blocks)
- Cluster D consists of Bihar, UP, Uttaranchal (11 Blocks)
- Cluster E consists of J&K, Himachal Pradesh (12 Blocks)
- Cluster F consists of Punjab, Rajasthan & Gujarat (10 Blocks)

## 2.5. Reference Period

The reference period of the study is from 2007-08 to 2010-11 (4 years). The field enquiry was conducted during the months of March, April, May, June and July of the year 2012. Because of natural weather-related constraints and unforeseen problems (such as curfew, etc.) data was collected at some places until as late as April 15.

## CHAPTER 3

### PLANNING AND IMPLEMENTATION

#### 3.1 Planning and Implementation of BADP

The BADP guidelines suggest participatory and decentralized implementation of schemes through local bodies such as the Gram Panchayat. As against this, on grassroots level, the process was found non-participatory and centralized to a large extent. People of the border areas are satisfied with the infrastructure as well as the choice of location for these assets created under the programme but to create a sense of belonging among the people, it is essential to have them participate in the process of planning. Gram Panchayats as yet have a little say in the implementation and execution of the works undertaken. 40% of the state reports recommended that political involvement in BADP work should be reduced.

##### a. Political Influence:

The study showed that in general, the decisions as to which works were to be undertaken under the scheme were taken at the district level. The district level committee includes local MLAs and MPs who bring in their own political agenda. But now, in order to reduce the influence of MLAs and MPs in this process, states such as Meghalaya and Assam have recently issued orders mandating the selection of works to be accomplished at the Block level and Gram Panchayat level.

##### b. People Participation in the Selection Process:

As per the BADP guidelines, the selection of the work is to be done at the Gram Panchayat/ Village Council level in Gram Sabha meetings. A proposal thus obtained is to be consolidated at the Block level and sent to the District level Committee for scrutiny and for further submission to the State Level High Power Committee. Although the heads of Gram Panchayats were aware of the BADP process, they admitted to not having an effective say in the selection of the work. During the course of our study we found Gram Panchayat heads saying that they had tried sending proposals for work several times but they never heard back from higher officials in this regard.

##### c. Women's Participation in the Selection Process:

The study found that participation of women in planning and implementation of BADP programme is low in 80% of the states, however, it was found to be varying across the states. Himachal Pradesh stood out as an exception - participation of women here is quite noticeable and therefore, 100% of the people of HP were found to be satisfied with the program. On the other hand in Punjab, 80% of the people said that women's

participation is quite low. Similarly, in all other states too, women's participation in the selection of the BADP work was found to be quite low. This could also be because of the fact that the selection of the work is not done through the Gram Sabha meetings. In fact, Gram Sabha meetings itself were not being held regularly.

#### **d. Monitoring, Vigilance and Social Audit**

Lack of proper systems of inspection and monitoring of BADP work is the biggest problem as was reflected in 40% of the state reports. The state-level officials were not conducting routine inspections of works underway in a regular manner. The monitoring done by the GP and VC of the BADP work was found to be neither regular nor effective. People's participation in the village-level monitoring process was negligible and so was their role in the social audit. None of the surveyed GP/VCDC were found to have undergone a social audit of the BADP work.

### **3.2. Coverage of the Assets**

The BADP grant was utilized to develop various infrastructure goals under five broad sectors-Education, Health, Agriculture, Infrastructure & Social sectors.

**a. Education** – At an all-India level, 18% of the funds were used in the education sector, including construction of Hostels, buildings for Primary Schools and Middle Schools, provision of school dresses and books for students, adult education facilities, setting up of public libraries & reading rooms, development of human resources by providing vocational education and technical education, encouraging self-employment by providing training to the youth, providing opportunities for skill upgradation, etc. Himachal Pradesh used only 7% of funds allocated in this sector which was the minimum among other states whereas J&K spent more funds on education than any other state – using 31% of its funds in this sector.

**b. Health** – This sector got only 4% share of total fund spending which includes, provision of necessary Medical equipment, First Aid Kit for midwives, conducting Health awareness programmes, programmes on Mother and child care, Eye check-up Camps, setting up Dental Clinics, Blood banks, Mobile dispensaries, Veterinary aid centers. Meghalaya used none in this sector whereas J&K used 14% of its funds in this sector – the highest among all states.

**c. Infrastructure** - : It was noted that about 50% per cent of BADP funds were used in the development of infrastructure, which includes strengthening of existing roads - kutchra roads, part roads, approach roads, and link roads. It also includes construction of roads, culverts, bridges, footpaths, Provision of potable water by constructing wells, Provision of potable water by digging tube-wells, Provision of potable water from tanks, establishment of small-scale industries, Desilting of ponds, construction of Bus

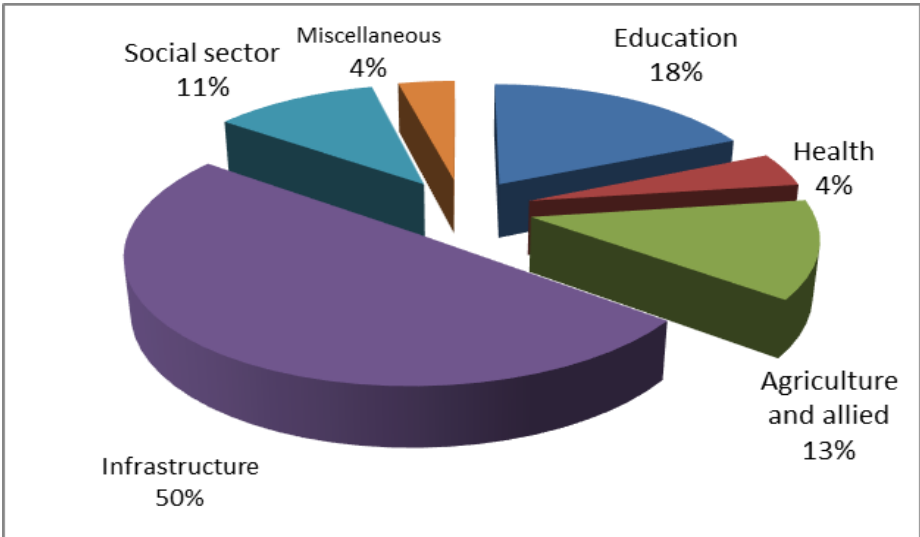


Sheds/Stops, conducting Repair & maintenance works of any type other than special repairs for restoration/upgradation of any asset. There was huge variation among the states in this regard, for example, in Punjab 70% of its funds were used for the development of infrastructure whereas in J&K only 22% of the funds were used for this purpose.

**d. Agriculture** – This sector got 13% share of the total funds allocation, which were used to develop Artificial insemination centers, Breeding centers, Animal Husbandry, Pisciculture, Sericulture, Farm forestry, Horticulture, Pastures, and for Construction of irrigation systems, irrigation embankments, lift irrigation, Minor irrigation systems, provision of improved seeds, fertilizers & improved technology. But, if we look into the state-wise use of funds, Punjab used none of its BADP funds in this sector whereas J&K used 24% of its funds in this sector – the maximum among all states.

**e. Social** - This sector received 11% of the total funds allocated under BADP at the all-India level. It includes construction of community centers, common shelters for the old & the handicapped, crèches, Anganwadis, cultural centers, parks and gardens, Social Forestry, public drainage facilities, water-table recharging systems, operation of water conservation programmes, programmes on Rural Sanitation, construction of public toilets, installation of solar street lights, solar lights for use in households, construction of *gobar gas* plants, installation of systems using and generating non-conventional sources of energy, and other such activities, and the enhancement and improvement of Public Distribution System. J&K used the minimum which is 2.5% among all states in this sector whereas Rajasthan used the maximum funds which is 17%.

**f. Others** - TV/Dish Antennas, Electrification, etc.



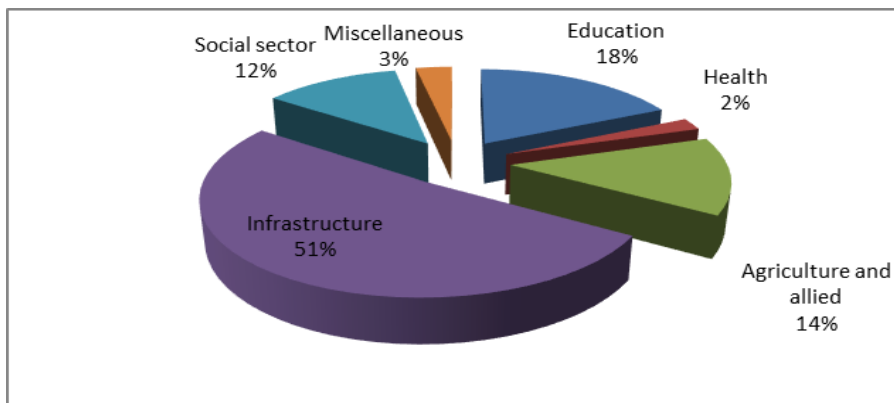
**TABLE NO. 1 State-wise Fund Utilization across Sectors**

State		Education %	Health %	Agriculture and Allied %	Infrastructure %	Social Sector %	Miscellaneous %
1	Arunachal Pradesh	10.38	3.52	24.94	43.56	12.11	5.94
2	Assam	16	3	3	60	15	3
3	Meghalaya	28	0	12	51	9	0
4	HP	7	2	9	59	16	7
5	Jammu & Kashmir	30.75	14	23.75	22	2.5	7
6	Gujarat	11.5	5.25	9.75	62	8.25	3.25
7	Punjab	19	3.5	0	69.75	8.5	1
8	Rajasthan	24.5	4.5	18.75	31.5	17	3.75
Total		18.3%	4.4%	12.6%	49.5%	11.0%	3.8%

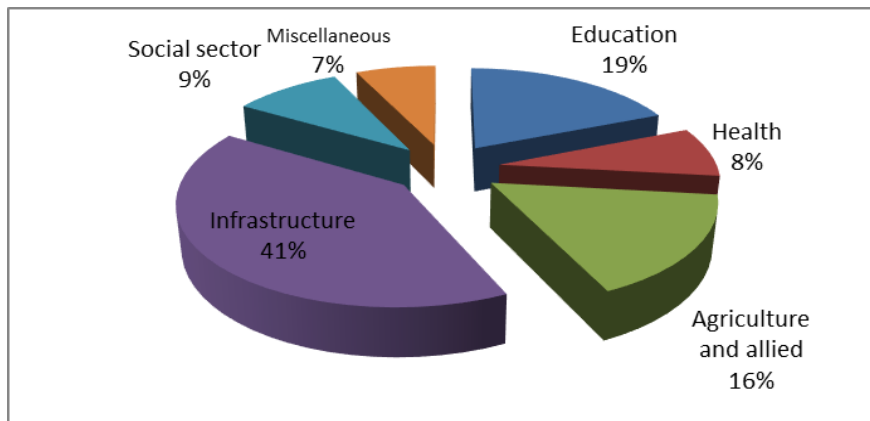
\* Data was not available from other states

**All INDIA DISTRIBUTION OF FUNDS (SECTOR-WISE)**

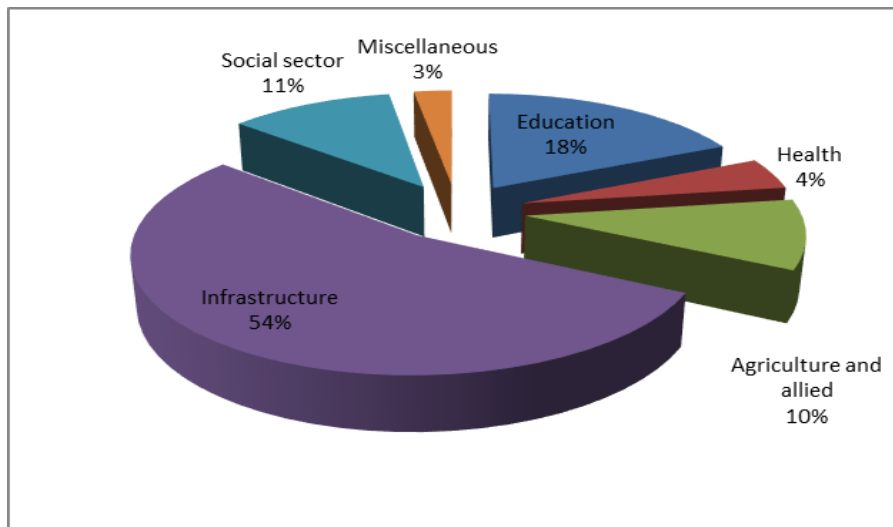
**CLUSTER A (Arunachal Pradesh, Assam Meghalaya)**



**CLUSTER E (HP, J&K)**



### Cluster F (Punjab, Rajasthan & Gujarat)



The BADP study teams physically checked more than 30% of the assets in all clusters. One can see in the table given above that more than 50% of the works completed under BADP in these states are in the infrastructure sector. No work has been done for the maintenance of the assets created under BADP even three years from the date of their completion. Further, while the infrastructure has been created, the utilization of this infrastructure is less than satisfactory. For instance, there are schools but no teachers; there are dispensaries but no doctors. There is a need for a comprehensive study of the socio-economic, cultural, psychological, environmental aspects in order to identify the real issues at play here. People in these villages had their basic needs being met i.e. shelter and infrastructure. However, what they sorely lack is an environment conducive to local industry and farming – two factors that could offer them a permanent source of revenue and stable livelihood as a result.

## CHAPTER 4

### FUND ALLOCATIONS, RELEASES AND EXPENDITURES

**4.1** The amount of funds allocated under BADP is increasing every year. However, there is a gap between funds allocated and the funds actually released to the states. Tracing the reasons behind this gap was difficult due to the lack of uniformity and poor maintenance of records at every level. Therefore, transparency in these systems is necessary to ensure the efficacy of the scheme. Moreover, when trying to accomplish large-scale, capital-intensive projects, especially such as those related to infrastructure, funds should be made available not on a piecemeal basis each year but on a lump sum basis. This is to ensure that projects do not get stalled mid-way awaiting the release of more funds necessary for their completion, which is what happens in the current system. Projects should be planned based on their requirement and their urgency while the financial planning going into the process of fund allocation should take into account the magnitude of the project, the time it will take to accomplish, the escalation of costs over the stipulated period of time, etc. and these funds should be made available right at the beginning without breaking them into smaller amounts and releasing them over a period of time. This should be followed especially in NE states, which, apart from lacking the very basic amenities on a very large scale, are also topographically and climactically challenging. Thus, heavy rain or huge landslides adversely impact half-completed projects. The focus should be on good all-weather road connectivity. Therefore, huge funding is necessary for large-scale road construction. Also such large projects should be set for implementation one by one instead of undertaking them all at once. This is to ensure that given any contingency – calamities, adverse situations, lack of funds, etc., only one project gets stalled instead of several at the same time, creating serious bottlenecks, waste of time and resources, and causing inconvenience to the people.

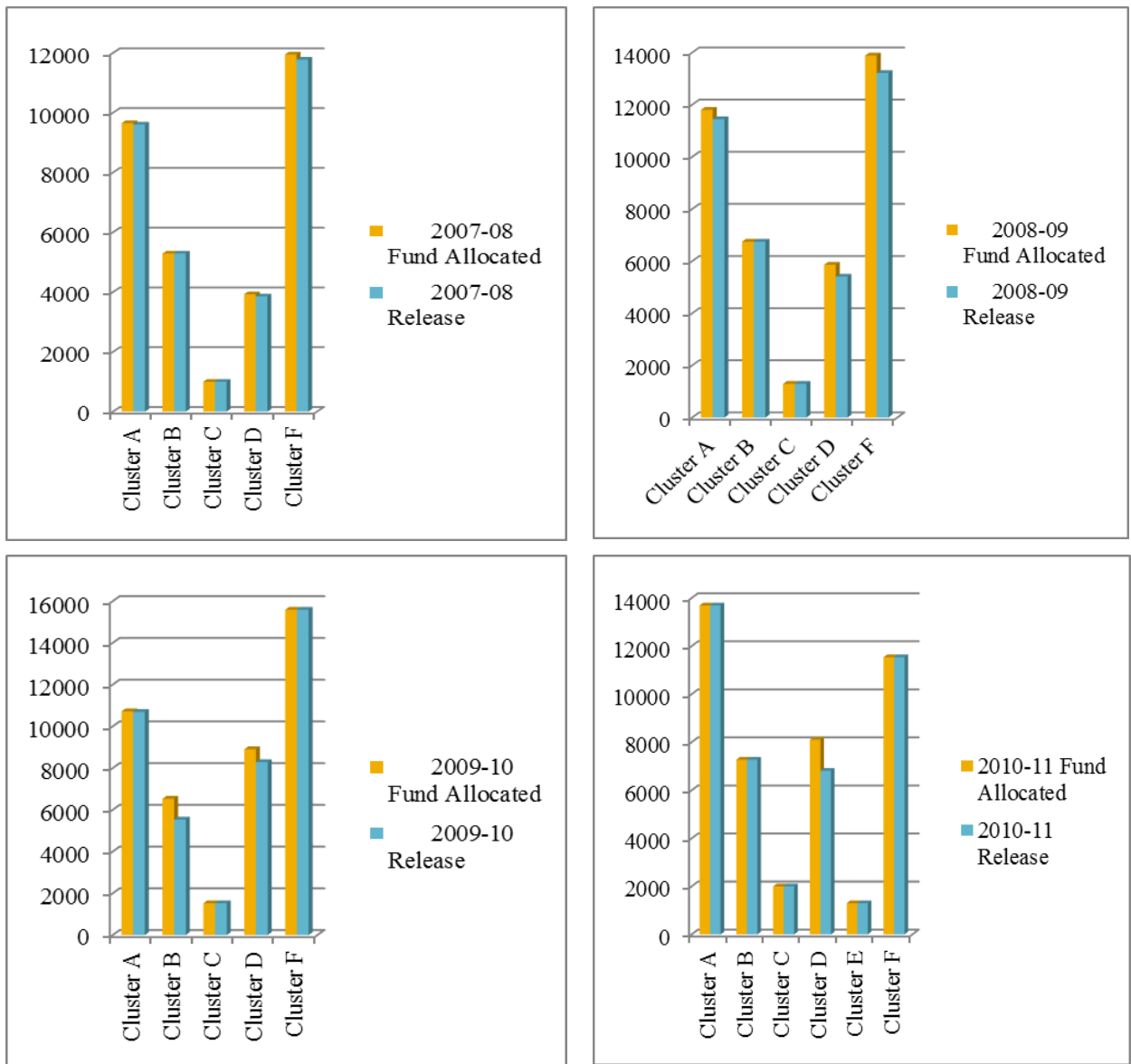
**Table 4.1: Fund Allocations & Releases under BADP 2007-08 to 2010-2011**

(Rs. in Lakh)

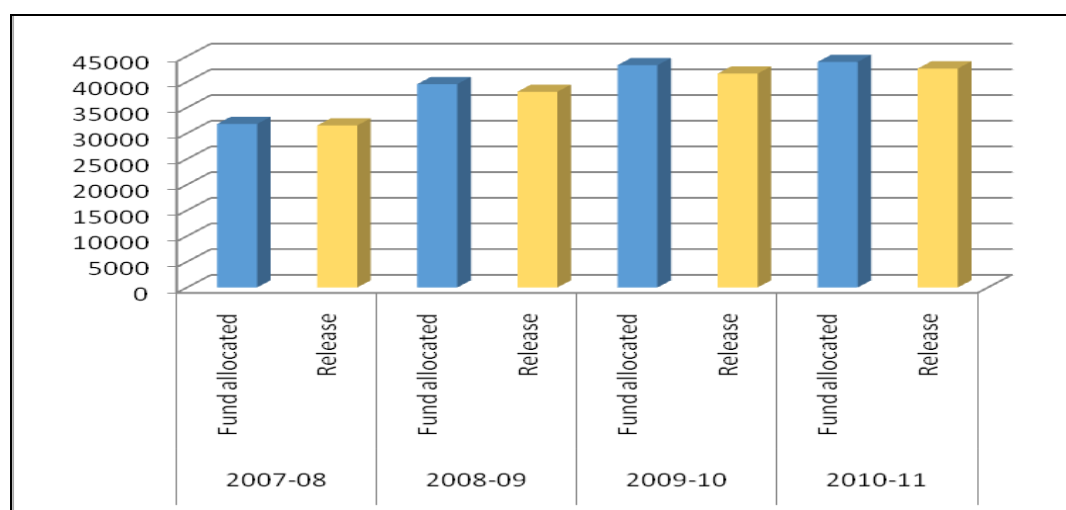
		2007-08		2008-09		2009-10		2010-11	
		Funds Allocated	Release	Funds allocated	Release	Funds allocated	Release	Funds allocated	Release
A	Ar. Pradesh	6608	6608	7965.62	7965.62	6647.45	6647.45	6690	6690.5
	Assam	2017	1969	2470	2106.87	2424	2395.62	4800	4800
	Meghalaya	1029	1029	1365.8	1365.8	1647.92	1647.92	2202	2202
B	Manipur	1244.63	1244.63	1533.37	1533.37	2086	2086	1843	1843
	Mizoram	3046	3046	2535	2535	2495	1495	2930	2930
	Nagaland	1000	1000	2674.47	2674.74	1950	1950	2500	2500
	Tripura	-	-	-	-	-	-	-	-
C	Sikkim	1000	1000	1290	1290	1520	1520	2000	2000

	West Bengal	-	-	-	-	-	-	-	-
C	Uttarakhand	1191.82	1191.82	1915.9	1915.9	2178.8	2178.8	2461	2125
	Uttar Pradesh	2314.11	2314.11	2491.83	2491.83	3399.71	3399.71	3580.12	3386.93
	Bihar	421.56	349.74	1451.30	995.17	3324.67	2707.10	2062.54	1298.62
E	HP		--		--		--	1297	1297
	J&K	-	-	-	-	-	-	-	-
F	Gujarat	2420	2249.72	2818	2144.48	3269	3269	2840	2840
	Punjab	1870	1870	2218	2218	2978	2978	-	-
	Rajasthan	7659	7659	8849	8849	9343	9343	8696	8696
	Grand Total	31821.11	31531.02	39578.29	38085.78	43263.54	41617.6	43901.66	42609.05

**Figure 4.1: Cluster-wise variation of Fund allocations and releases:**



**Figure 4.2: Fund Allocations and Releases under BADP 2007-08 to 2010-2011**



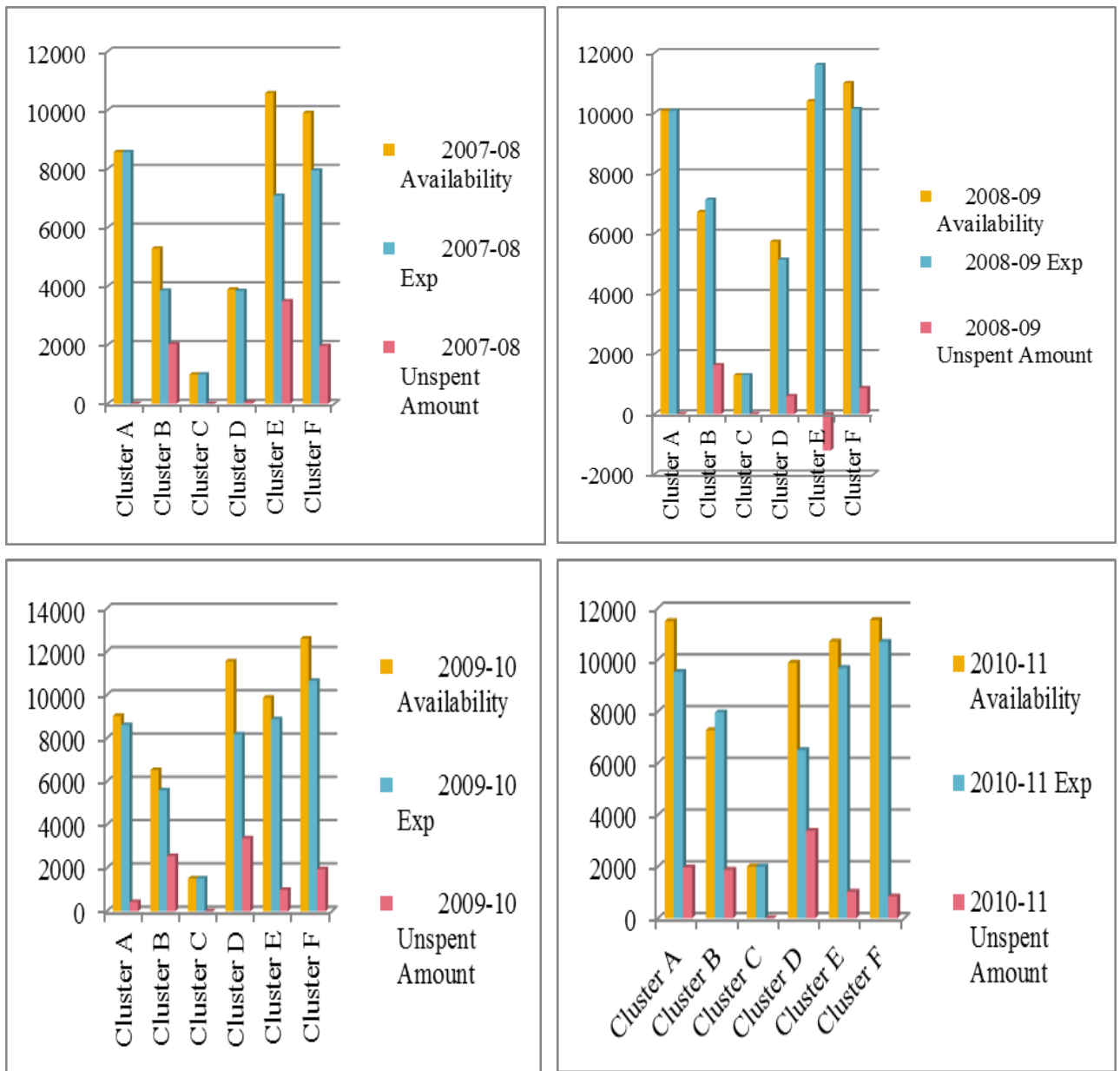
As we can see in the charts, Cluster F gets highest amount under BADP owing to the length of its border but our findings also suggest that these states are relatively better off. States in the North-Eastern region still lack basic infrastructure, which BADP intends to create. So, BADP should focus on these states with more funds and better planning.

**Table -4.2: Fund availability and expenditure under BADP during 2007-08 to 2010-2011**

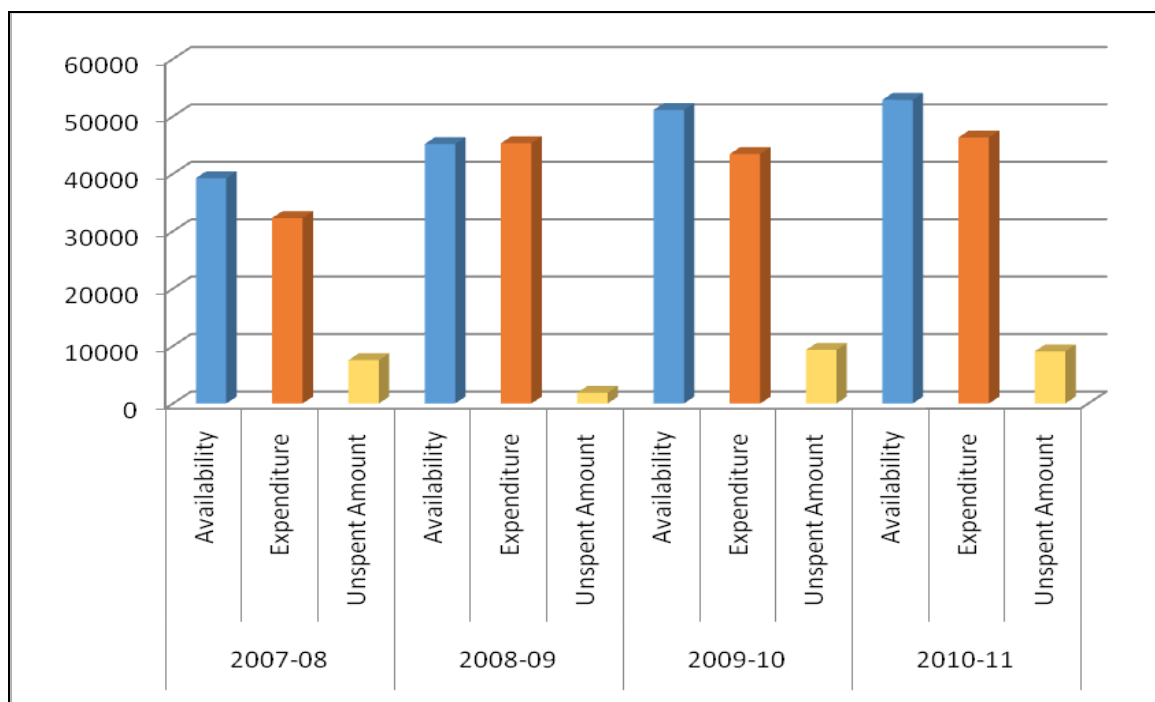
(Rs. in crores)

	States	2007-08			2008-09			2009-10			2010-11		
		Available	Exp	Unspent	Available	Exp	Unspent	Available	Exp	Unspent	Available	Exp	Unspent
A	Assam	19.69	19.69	-	21.07	21.07	-	23.96	19.63	4.33	48.00	28.79	19.21
	Meghalaya	-	-	-	-	-	-	-	-	-	-	-	-
	Arunachal Pradesh	66.08	66.08	-	79.66	79.66	-	66.47	66.47	-	66.91	66.47	0.44
B	Manipur	-	-	-	-	-	-	-	-	-	-	-	-
	Mizoram	12.45	3.15	15.26	15.33	14.37	16.23	20.86	14.32	22.77	18.43	22.49	18.71
	Nagaland	30.46	25.41	5.05	25.35	30.37	0.03	24.94	22.17	2.80	29.30	32.10	-
	Tripura	10.00	10.00	-	26.47	26.47	-	19.50	19.50	-	25.00	25.00	-
C	Sikkim	-	-	-	-	-	-	-	-	-	-	-	-
	West Bengal	10.00	10.00	-	12.90	12.90	-	15.20	15.20	-	20.00	20.00	-
D	Uttarakhand	-	-	-	-	-	-	-	-	-	-	-	-
	Uttar Pradesh	11.92	11.92	-	19.16	19.16	-	21.79	21.79	-	24.61	21.26	3.35
	Bihar	23.14	23.14	-	24.92	24.92	-	34.00	33.04	0.96	33.87	32.67	1.20
E	Jammu & Kashmir	3.90	3.42	0.48	13.21	7.23	5.98	59.79	27.00	32.79	40.35	11.10	29.25
	Himachal Pradesh	105.83	70.88	34.95	103.95	116.02	-12.07	98.78	88.78	10.00	107.00	96.75	10.25
F	Gujarat	-	-	-	-	-	-	-	-	-	-	-	-
	Punjab	-	-	-	-	-	-	-	-	-	-	-	-
	Rajasthan	22.50	22.62	-	21.44	21.49	-	32.69	32.69	-	28.40	22.23	6.17
<b>Grand Total</b>		<b>392.55</b>	<b>323.19</b>	<b>75.44</b>	<b>451.95</b>	<b>453.49</b>	<b>18.81</b>	<b>511.41</b>	<b>434.48</b>	<b>93.18</b>	<b>528.82</b>	<b>463.54</b>	<b>90.86</b>

**Figure 4.3: Fund availability and Expenditure Cluster wise:**



**Figure 4.4: Fund Availability and Expenditure:**



\* These bar graphs do not include data of Meghalaya, Tripura, West Bengal, Punjab and HP.

As we can see in chart, in some states such as Manipur and Bihar, BADP funds are left unspent each year meanwhile at ground level projects are getting delayed because of lack of funds. The reason for this is lack of planning.

For government officials, BADP is just another Government Scheme with huge funds. Workshops should be organized at least once a year before the process of implementation begins, in order to inform and educate all the stakeholders involved in the programme - State Level Authorities, all the Nodal Officers, representatives at the grassroots level, members of the various agencies working under BADP - about the purpose and goals of BADP.

#### 4.2. Fund Flow and Adequacy of Funds

From the information provided on the allocation of BADP funds for the year 2007-2011, it was found for nearly 50% of the states covered under the scheme, allocated funds are not adequate. Further, it was found that in the eastern states, the fund allocation process does not take into account factors such as topography, threat perceptions of people living in the border areas, infrastructural deprivation, etc which leads to shortage of funds in important projects.



Clusters	States	Adequacy of Funds	Timeliness of Funds
A	Ar. Pradesh	-	-
	Assam	-	-
	Meghalaya	-	No
B	Manipur	No	-
	Mizoram	No	-
	Nagaland	No	-
	Tripura	No	-
C	Sikkim	No	-
	West Bengal	Yes	No
C	Uttarakhand	Yes	Yes
	Uttar Pradesh	No	Yes
	Bihar	Yes	Yes
E	HP	No	Yes
	J&K	No	No
F	Gujarat	Yes	Yes
	Punjab	Yes	Yes
	Rajasthan	Yes	Yes

Nearly 40% of the states reported delays in the release of funds by the Central government. In Jammu & Kashmir, Sikkim, and West Bengal, the allocation of funds from the Centre is not going timely, whereas in Uttarakhand, Punjab, HP and Bihar, the funds from center are going timely. However, the flow of funds was quite regular in states such as Uttar Pradesh, Gujarat and Rajasthan.

### 4.3 Adequacy and availability of staff for programme implementation

Clusters	State	Adequacy of Staff	Transparency in Records
A	Arunachal Pradesh	*	*
	Assam	*	*
	Meghalaya	*	*
B	North East States	*	*
C	Sikkim	*	*
	West Bengal	*	*
D	Uttarakhand	Yes	Yes
	Uttar Pradesh	Yes	Yes
	Bihar	Yes	Yes
E	Himachal Pradesh	Yes	Yes
	Jammu & Kashmir	Yes	Yes
F	Gujarat	No	Yes
	Punjab	No	Yes
	Rajasthan	No	Yes

A major problem in the implementation of BADP schemes in the states of Gujarat, Punjab, and Rajasthan is the lack of suitable staff. People of 25% of the states admitted that unavailability of staff was an acute problem – there was a dire shortage of staff in schools, a lack of doctors and other medical staff in dispensaries. Even after their appointment, it is difficult to get the staff to stay for long due to a lack of basic amenities.

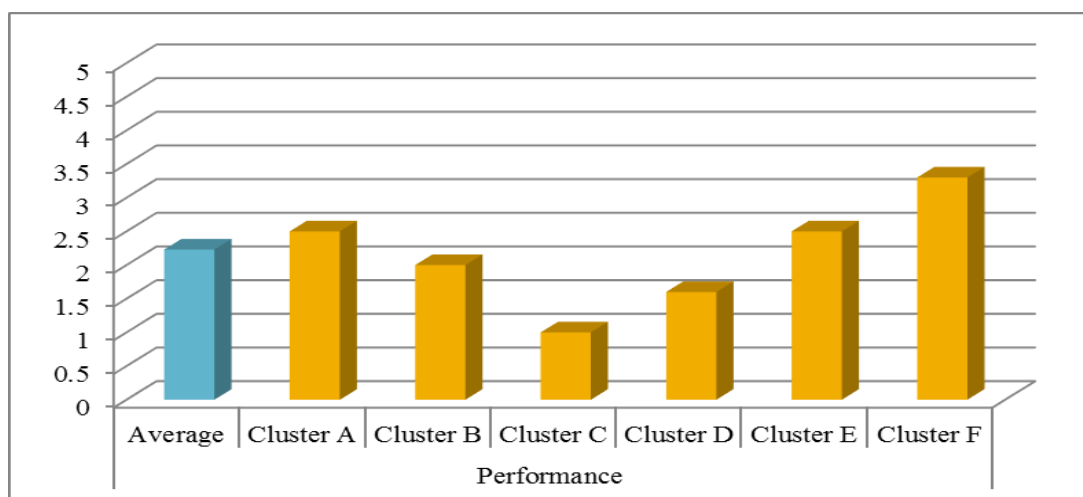
All of the states said that they have all the records of BADP and that they maintain transparency in compiling these records. However, what we found is that at state level, there is no compilation of data on the works under BADP; Himachal Pradesh, J&K, Tripura and West Bengal were unable to provide a compiled list of BADP funds for any given year.

## CHAPTER 5

### IMPACT OF THE SCHEME

#### 5.1. Impact of Scheme in the States

The primary data explained the actual position of the socio-economic profile of the inhabitants, levels of development, types of existing economic activities and the potential for income generating activities, employment, status of women, family income, consumption patterns, and the impact of government programmes and schemes on the socio-economic development, occupational mobility and diversity etc. The status and the impact of community development work have been evaluated by means of group discussions with the representatives of the communities from all categories (senior citizens, youth, women, farmers, landless class, tribals, as well as educated and prominent people of the area).

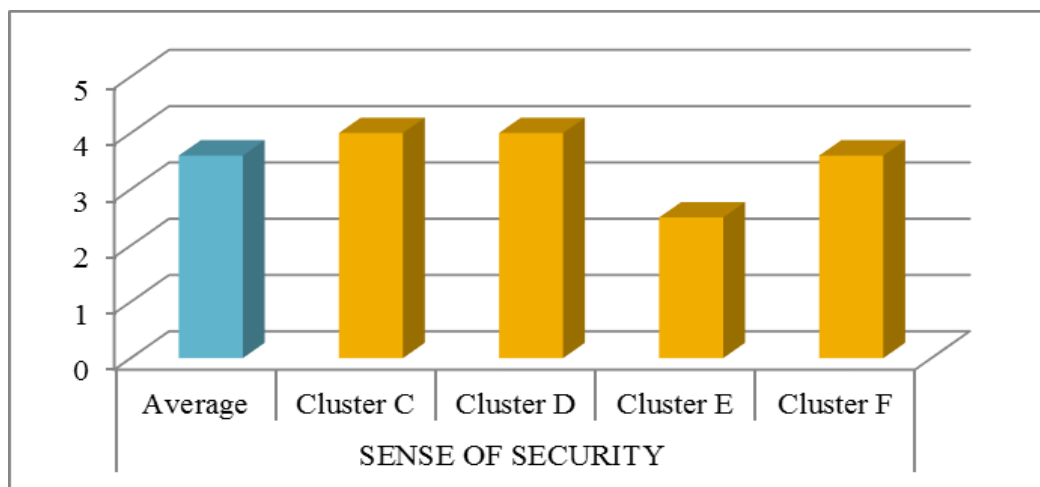


Here, we looked at the impact of BADP on the target group and we saw that people from 80% of the states covered under the study did not feel satisfied with impact of BADP. In most of the North-Eastern states, a large proportion of the local people suffer inadequate stock of particular infrastructure facilities, and therefore 32% of the people of Manipur, 54% of the people of Mizoram, 40% of the people of Nagaland and 54% of the people of Tripura settled in these remote areas said that the performance of BADP is not satisfactory. On the other side, 100% of the people of Himachal Pradesh feel that performance of BADP is satisfactory. Futuristic steps are being taken to help develop projects meant for common use by the people settled in the border regions. This is developing a collective 'spirit of development' in these remote areas.

#### 5.2. BADP and sense of Security among Villages

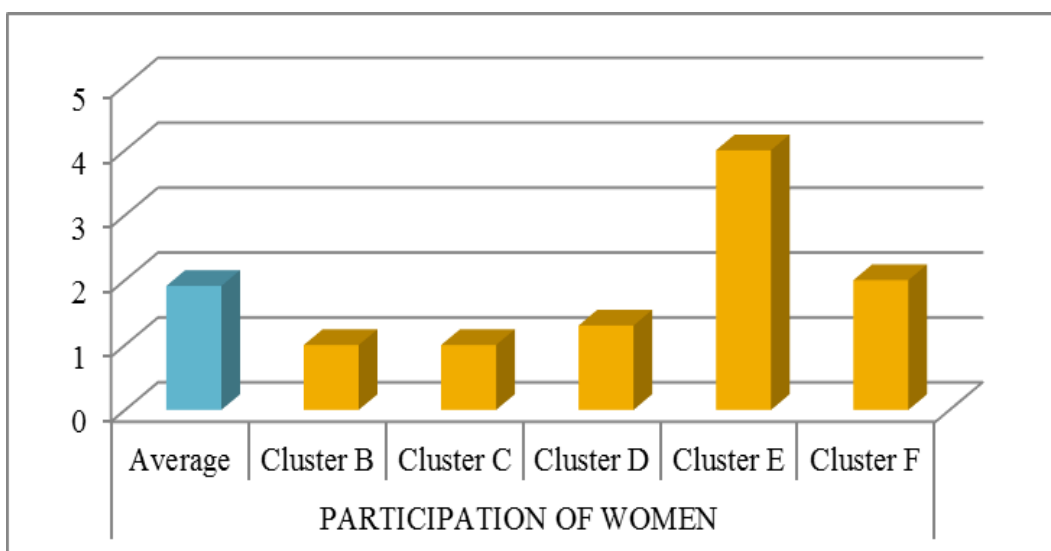
Perception of people in the border areas regarding security issues varied across states. For example, 50% of the people of Manipur, 82% of the people of Tripura and 14% of

the people of Nagaland settled in these areas said they do not feel secure. Similarly 78% people of Sikkim and 65% West Bengal said they do not feel secure living in border area. On the other hand, people living in Gujarat were found to experience a strong sense of security - 100% of the people of Gujarat settled in these remote areas said they feel secure. Creating a sense of security is one of the prime objectives of BADP which includes creating an enabling environment for normal economic activities. BADP should also help generate alternate sources of income by creating employment for young people. But, during the course of this study it was observed that there is no such specific orientation. The money gets spent on creating the sort of infrastructure that other schemes also create.



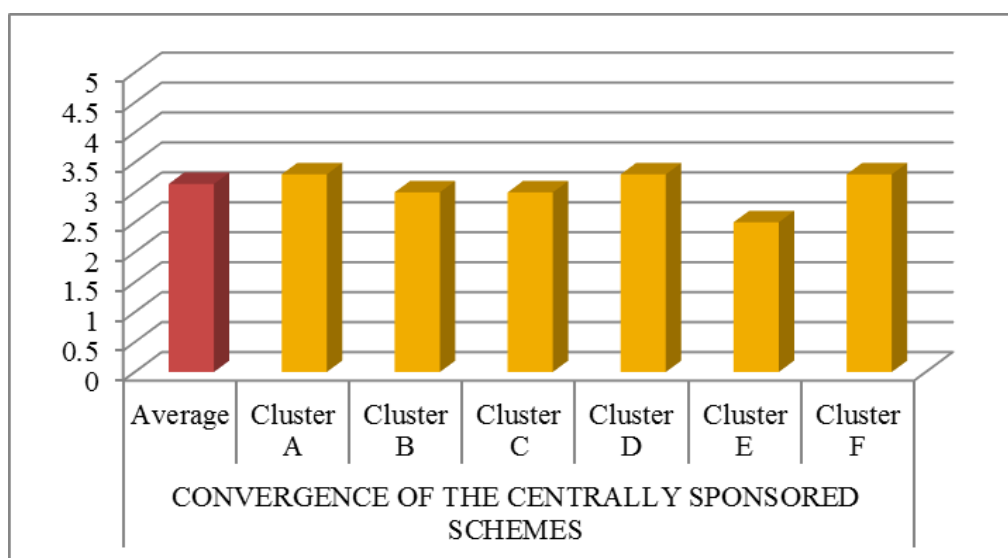
### 5.3. Participation of Women in BADP Programme

Himachal Pradesh is most well-placed among all other states covered under the study, with regard to the participation of women in the planning and implementation processes of BADP. 100% of the people of Himachal Pradesh said that women are very participative in the implementation of the scheme but this is because women of Himachal Pradesh are culturally more active and participative. A greater degree of participation of women in village Panchayats empowers women in these villages in general. Awareness about BADP is leading to increased participation of women, however, at the ground level the fact remains that women need to be educated, need to be made aware about their role in planning and implementation of such developmental schemes. This is reflected in the opinion of 63% of the people of J&K, 60% of the people of Rajasthan, 80% of the people of Punjab that women's participation in BADP is not satisfactory. Women's participation was found similarly unsatisfactory even in the NE states.

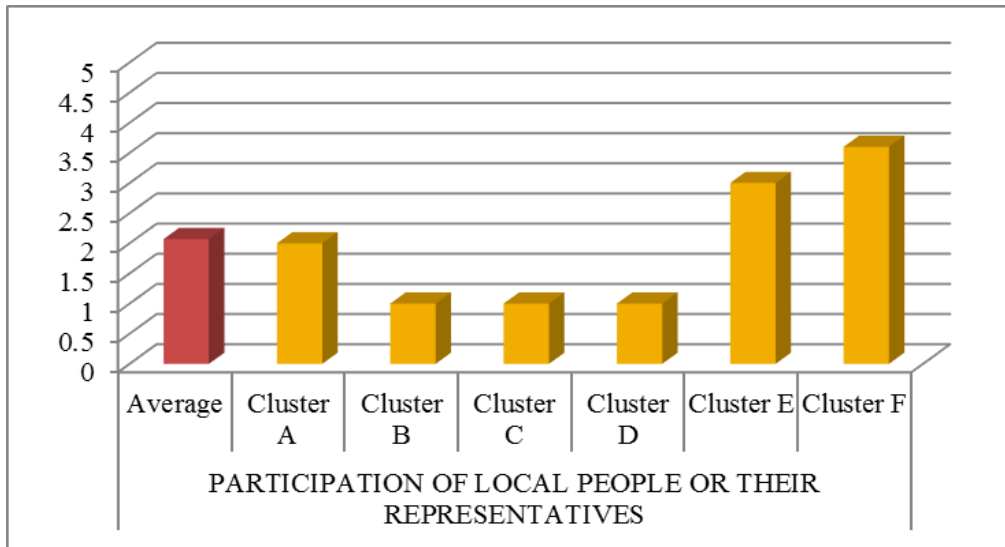


#### 5.4. Convergence of BADP with Centrally Sponsored Schemes

Convergence of schemes should be done very carefully. As we can see in the graph below, convergence of BADP with other schemes is not very successful because none of the clusters seem satisfied with it. Until an agency is picked to monitor and regulate the flow of funds, the convergence of BADP with other schemes is not a good idea. People were satisfied with the implementation of other developmental schemes like MNREGA and *Saakshar Bharat* operational in the state but combining of two schemes is a new initiative. Using raw materials sourced under BADP and the labour sourced under MNREGA is the most used format of this convergence. This dovetailing has received both positive and negative feedback. While dovetailing is a really sound option for optimizing the benefits offered by both the schemes, at the implementation level, it is difficult to get the work done by MNREGA labour since they are not highly motivated. This scheme has reportedly caused several delays. The best way out, though would be to spend BADP funds for only those projects that are not funded by other schemes.



### 5.5 Participation of local people or their representatives



Villagers want more power for Panchayats. The Panchayat sends proposals regarding works that need to be undertaken to BADP but none sent as such have been sanctioned in the last 5 years, so, feeling discouraged, they are now reluctant to send any more proposals.

Despite the expenditure under BADP, life in remote villages in these border areas is still very tough. As observed, the bigger villages having village panchayat get most of their works done while small villages associated with that village panchayat fail to get much attention. Thus, there need to be some formula for the distribution of funds. Political connections play a major role in sanction of work under BADP. For instance, villagers at 4P in Sri Ganganagar said that they did not get any work in the last 5 years as the party at the block level is different than that of the political party their Sarpanch is affiliated to. Similar cases were observed in other districts too. Many of the meetings are just in a name. Mostly, the BDO & the Pradhan select/reject proposals from the gram panchayats and send them to the district magistrate. There are no fixed criteria for selecting or rejecting a work at village level. A work selected at the block level is further discussed at the district level but the work rejected at block level is not discussed any further, leaving immense political power in hands of the block-level officers. A detailed impact analysis can be seen in Annexure II.

## CHAPTER 6

### CONSTRAINTS AND RECOMMENDATIONS

#### 6.1. Constraints in Implementation of BADP Scheme

There is a problem with BADP guidelines. As per the new guidelines, BADP is to be implemented in a phased manner. Its first phase is to be implemented in the 0-10 kilometer range from the border areas. When all the development works for this area are completed, the state Government can then start the work in the area beyond 10 km and so on. Practically, this scheme is not feasible. For, in order to reach a destination within 0-10 km range of border areas, one has to pass through utterly undeveloped terrain. This is also a reason why developmental work to be carried out in the first phase will be very expensive. To illustrate with an example, if the State Government plans to lay down a water pipeline in a desert within the 0-10 km range of the border areas since it is the remotest, it will be that much more difficult to accomplish the task without there being a source of water within that range. And in such a case, the project may not even gain approval of the Central Government, rendering void the benefit available under BADP.

1. The expenditure on the maintenance of the assets created under BADP may be allowed from a BADP grant. If pipelines are laid down for BSF Javans or school Buildings are constructed then in such a case, the requirement of funds for maintenance of this infrastructure is unavoidable – funds that could be made available from the BADP grant.
2. In some remote areas, heavy rainfall during the rainy season and snow fall during the winter season creates a great difficulty in implementation of the scheme, especially construction work.
3. For government officials, BADP is just another scheme on the back of which rides a large amount of money to be spent on various activities. Thus, works that are capital-intensive are sanctioned under BADP – the aim being to create a sense of security and alternate sources of income by creating employment. But, this study detected no such specific orientation in the implementation of the scheme. The money gets spent on infrastructure which other schemes also create. The impact of the specific goals of BADP thus stands diluted. Therefore, real improvement would mean that the scheme focused more on such specific goals and avoided clashing with other such schemes.

4. There is no proper formula for the allocation of funds. This creates a lot of scope for subjectivity and monopoly. A fund allocation ratio should be decided as per the distance from border, for example, 0-10 km – X%, 10-15 – Y%, 15-20 – Z%.
5. BADP mandates that no work should be allotted beyond 10 km unless 0-10 km (from border) area is ‘saturated’; except that there are no criteria to judge whether or not the area is saturated.

## **6.2. Recommendations for Better Implementation of BADP**

### **6.2.1 Inspection and Monitoring of Program/Better Reporting Structure:**

There should be a uniform format throughout the country for evaluating the financial status of such developmental schemes. At present, each State has its own format/Proforma for this purpose.

Blocks/Khands should be involved at every stage from framing and sending a proposal to the implementation of tasks under BADP. BDO/*Khand Vikas Padadhikari* should send the future plan on priority basis (villages nearest to the border) to the district authority. The Nodal Officer of the district should forward the plan to the State. BDOs should have supporting technical staff for supervising the assets under the scheme. At present, the Nodal Officers at the district level have no technical staff working under them for supervising the implementation of the scheme. In the present scenario, there is also no role for blocks/ khands in the implementation of BADP schemes in the states of Uttar Pradesh, Bihar, and Uttarakhand. This programme is directly coordinated and implemented by the State and District level authority. Hence, the involvement of block- and panchayat-level authority is essential for its systematic and fruitful implementation at the grassroots level. The top-level officials of the District and the State authorities should follow up on the implementation process. Meetings should be arranged quarterly or six-monthly with State-level and District-level officials and other agencies concerned for reviewing the progress. A systematic method of convergence of developmental schemes should be devised and implemented. Nodal Officers should be kept duly informed about the schemes adopted by the different agencies.

### **6.2.2. Employment and Skill Generating Schemes:**

There has been a significant rise in the rate of unemployment among both the educated and the uneducated, and the skilled and the unskilled youth. The situation is worsening on one hand due to the changing demographic structure of the population - resulting in a high rate of growth of the labour force, and on other hand, a reduction in labour intake in the fields of agriculture as well as industrial and service sectors owing to concerns for cost-efficiency coupled with technological advancement. The result is that programmes aimed at generating employment are not having the desired impact.



Despite huge investments made in the past plan periods on various such programmes, the problem of rising unemployment in general has become critical. The main complaint given by the local labour in not coming forward to work on employment-oriented schemes is that of low wages. Some border villages, for instance in the three districts of Gurdaspur, Amritsar and Tarn Taran in Punjab have migrant labourers who hail from Bihar and Uttar Pradesh, working on a daily wage/contractual labour both in employment-generation works of PRIs and agricultural operations. Their wage rates are very low. No doubt agriculture has reached a saturated point and the educated youth of these households is not willing to work in their farms because of low earnings. However, some progressively-minded, better educated farmers have taken up farming-related activities such as floriculture, horticulture, dairy farming and agro processing. It is a positive approach towards diversification of occupations. Nevertheless, the economy of Punjab, particularly that of its border areas, is still dominated by the agriculture sector since a significant proportion of its population in these areas still depends on this sector for employment and income. Other sectors have not been able to grow as fast as required to absorb the labour force released from the agriculture sector. At the same time, the domestic industry in this region, is also facing problems due to lack of modernization in terms of technological and skill up gradation and competition from the organized sector. The labour force in this sector, however, has been working under highly unfavorable conditions. The existing level of industrial development in the border districts of Punjab, especially those of Ferozepur and Gurdaspur, is very low. The informal sector too has become outdated. Among the agro-processing units, the Rice sellers are the only surviving ones. The problem is that these informal industrial units need to be more and more consumer-oriented in their approach in order to survive and then thrive but they are stuck with traditional and outdated methods of production, which makes this a serious challenge. It is significant to note here that besides agriculture, in order to improve the incomes of farmers and agricultural wage laborers, there is a dire need to develop the non-farming sectors. There has to be a high degree diversification in the rural economy to bring home non-farming employment opportunities.

### **6.2.3. Political Involvement should be Reduced:**

Although there is political and popular pressure that influences and informs the selection of the work, yet diversification of the works is advisable. For example, works related to strengthening the livelihood of people should be encouraged instead of concentrating solely on infrastructure development. (It was learnt that the Government of Meghalaya has already taken a decision to earmark 5% of total budget for skill development programmes in the year 2012-13). Priority should also be given to those works for which funds would not be available from other sources in near future. For

instance, the limited resources available under BADP should be directed towards establishing infrastructure for common public use such as roads and bridges rather than for tasks such as construction of police stations since good connectivity through good roads is something that nearly 40% of the total border villages lack. At several levels, political nexus is required to get a work approved. In a situation where opposite parties are found to be controlling various stages in the hierarchy of the state machinery, it is likely that the villagers are the worst off, since the work proposals end up being rejected at higher levels – largely a reason why several villages and Dhanis (especially those in Barmer and Jaisalmer, Rajasthan) are still in the dark, and lack electric power supply.

#### **6.2.4. Awareness about BADP:**

According to the state government officials, proper dissemination of information about the purpose and objectives of BADP schemes to border people is desirable. Good coordination among various line departments is necessary. There is an urgent need for awareness building campaigns in all selected districts and blocks regarding various assets covered under BADP. It is also suggested that schemes envisioned as a means of socio-economic uplift of the people living in these areas should receive greater focus rather than concentrating heavily on infrastructure only.

#### **6.2.5. Construction of all-weather Roads/Bridges/Footpaths:**

Dealing with inadequacy of funds and a limited flow of funds from the Centre, the Border Area Development Department of the Government of Meghalaya has constructed a number of ropeways and RCC footpaths in the State. These are, however, only a short-term remedial measure and not exactly an alternative to proper roads. The problem is serious as these villages are not connected by roads. In cases emergency, the people of these villages find it extremely difficult to access basic amenities.

#### **6.2.6. Staff Adequacy:**

The Nodal Officers at the district level are experiencing a shortage of manpower required for the smooth implementation and running of BADP. As such, they are unable to visit all the sites for monitoring and investigation. There is a need for the formation of monitoring/technical committees at the Block and village level.

#### **6.2.7. More Funds/Timely Release of Funds:**

This remains a major constraint to the timely completion of work under BADP. Moreover, the first installment of funds should be released simultaneously with the sanctioning order. In the absence of such practices, there is a danger of the programme being hijacked by big contractors who have resources to invest. Timely release of funds from the Centre is very important. For example, it has been observed that the first installment of funds for almost every financial year which begins in April has reached

only in the months of November – December. Practically speaking, work is begun under the scheme around or in the following financial year. This creates confusion and great administrative difficulties in converging it with other flagship programmes, say, MGNREGA, wherein the flow of funds is not constrained by time.

There is a need for reducing the time gap between the proposal and the approval for the projects and once a project is approved, funds for it should be released immediately. At present, the approval for a proposal takes about 5-6 months. Further on nearly 3-4 months are required for getting funds allocated for a work that has been approved. Thus, it is a Herculean task for an implementing agency to complete the work assigned to them within the same financial year.

### **6.2.8 Power to Panchayats in Planning:**

Panchayat Samiti of the Border villages should be involved in the planning and implementation of the programme because they would be in the best position to evaluate the work of the agencies involved at all levels as well as to forward all the information to the BDOs and Nodal Officers in the district.

Another problem faced in construction of infrastructure under BADP was that of unavailability of land. Due to this reason, several schemes did not take off in Bihar and funds had to be returned to the government. What contributed to this problem was the failure of the agencies in charge of planning to involve the village committee while finalizing the proposal and planning for the implementation of the schemes.

### **6.2.9 Grassroots Level Planning:**

The assets created under BADP are curtailed at the State either due to the existence of some Central Government Schemes or MLA's fund. The State authority should properly verify the requirements of people by letting them take the decisions about the implementation or rejection of schemes to create assets under BADP.

### **6.2.10 Better Education System/Primary as well as Secondary:**

The social sectors, especially those of education and health, are found to be seriously deficient in infrastructure and systems of service delivery. The paucity of teachers and absenteeism in schools plagues our education system, especially in the border areas. But here again, convergence can help. For example, the Sarva Siksha Abhiyan (SSA) scheme is operational nationally for providing primary education. The construction of primary schools can be done under SSA – a scheme that does not provide resources for the construction of secondary- and higher secondary-level schools. The latter is a major problem since every village has a primary school now whereas, secondary- and higher secondary-level schools are fewer in number and therefore, inaccessible to many villages. This problem directly impacts girl students in the rural areas, resulting in their

high drop-out ratio. Thus, instead of spending BADP resources on setting up of primary schools, it would be advisable to explore that option through the SSA while BADP funds should be used for the setting up of secondary and higher secondary schools, especially for girl students. The higher education system needs a serious uplift. Regular studies have pointed out a direct relationship between the rate of literacy and that of employment in the border areas. The rate of illiteracy is high among people working in the agricultural sector, particularly labour, including small farmers. This puts them at a huge disadvantage – financially and socially. The caste system also figures in this discrepancy as scheduled castes are seen to be lagging behind the other general categories with regard to education, and as a result employment, status, power, etc. The school dropout rate appears to be higher in certain sub-castes such as the Majhabhi Sikhs, Christian, Majhhabis, Sansis, Rai Sikhs, Meghwals, Batwals, Bagri Suthars, Bagri Luhars, and Boria Sikhs. Evidently, there is a shortage of people possessing certain vocational skills and technical knowledge, many of whom require refresher courses to upgrade their skills and knowledge. Therefore, the vocational curriculum too needs to change in order to successfully cater to a changing economy, while looking at how to make more and more people more employable.

#### **6.2.11 Involvement of the Panchayat:**

An important step towards better governance could be that of empowering the village Panchayats, through capacity building of the local community. So far, governance through Panchayats has been in its primary stage: these local bodies have not been empowered by devolving powers to them. These bodies do not enjoy the power and the authority to prepare micro-plans in consultation with the members of the Gram Sabha. Consequently, the local community rarely has any say in the grassroots-level planning; women's participation and that of Scheduled Castes representatives of PRIs is quite low. The development of the social sector is not possible until the capacities of PRI representatives have been built.

#### **6.2.12 Rural Sanitation:**

Sulabh Sauchalaya and Deep Bore Hand Pumps should be taken up in the list of BADP assets and included in the plans for further development of the villages.

#### **6.2.13 Small-Scale Industry Promotion:**

The biggest problem in border villages is the lack of a constant source of revenue. Most of the border areas of Rajasthan are deserted and monsoon-dependent. There is a single farming season and during the rest of the time, people don't have any fixed source of income. Thus, they migrate to cities or industrial areas in other states such like Gujarat. Some of these areas offer a good scope for the development of small-scale

industries such as production of milk powder, handicrafts (at Barmer, Jaisalmer) or setting up of kinnu pulp processing plant (Ganganagar) etc. It was noted that Ganganagar requires a mini sugar mill. Such industries can be developed under BADP, which will not only create an alternate source of revenue but will help to stop migration of labour. As in central Punjab, its border areas have also witnessed very slow growth in its agriculture sector. Several pockets have recorded a very low yield of crop while in others, it has remained stagnant. Farmers living in the border areas face special constraints since they are barred from cultivating tall crops such as sugarcane, cotton, etc. which would earn them better income as cash crops. The high cost of inputs, unremunerative returns of the agriculture produce, overuse of natural resources, decrease in operational holdings resulting in the marginalization of the peasantry and over- mechanization have pushed the agricultural economy into a critical situation. To counter this, the possibilities of diversification should be explored in the crop-taking pattern. There is a need to shift the present pattern of monoculture cropping towards a more diversified pattern, including the cultivation of oilseeds, vegetables, pulses, sugarcane, fodder, as well as horticulture and forestry. While there is a need for land reforms too, some subsidiary occupations such as the dairy industry, poultry, fishery, piggery, and other such offer ample scope for the improvement of the lot of small farmers. The extent of the land utilization in several border districts has reached near saturation. Gurdaspur district in Punjab has a sizeable area under forestry, which helps maintain the ecological balance and also prevents floods and soil erosion. The small and small to medium farmers of the border districts have been trying to increase their family income by diversification into the dairy industry, as have several landless families. This has impacted the people traditionally involved in cattle-rearing as the competition serves to lower the price of milk in both co-operative as well as in private sector. Large farmers are increasingly seen taking to horticulture i.e. fruits such as pear, peach, grapes, beri, kinnow, guava, etc. which can be grown here. The problem of marketing such products still exists. The lack of a suitable environment for the development of industries and marketing infrastructure has further accentuated the difficulties of the people in the border areas.

#### **6.2.14 Water Tank or Tube Well/Drinking Water:**

Flood-affected border areas in several States experience difficulty in sourcing safe drinking water. There is an urgent need for maintaining a reliable supply of treated drinking water to people living in these areas. Villagers here are at the complete mercy of natural sources often for reasons that the tube-wells that exist are not adequately functional and water tanks are seldom cleaned.

### 6.2.15 Water Harvesting:

Several border areas are affected by non-availability of potable water, while concepts of harvesting of natural resources and their management offer effective solutions to such issues. Ferozpur district and several areas of Tarn-Taran district in the state of Punjab are affected by brackish water. Even sub-mountainous areas of Gurdaspur district are dealing with problems of low levels of sub-soil water.

### 6.2.16 Convergence with Other Programs:

Generally speaking, convergence was absent, both in terms of planning and in terms of the use of resources even though the works selected under BADP could have been suitably converged with other schemes. For example, in the districts surveyed, a number of sand and gravel roads were constructed under BADP. Such roads are not long-lasting since they are not *pukka*. In the absence of black-topping, these roads usually get washed away in the rainy season, particularly in flood-like situations. It is to be noted that a large part of Assam is prone to floods, and here the construction of sand and gravel roads is not advisable. While working with limited resources, a number of such sand and gravel roads were constructed under BADP, but these roads could just as easily have been constructed under MGNREGS. And then, BADP resources could have been used for black-topping, and these areas would have got roads that are long-lasting. Similarly with the construction of wooden bridges under BADP due to financial constraints, instead of stronger, more durable RCC bridges. Convergence with other schemes should be achieved at two levels: a) at the resource level and b) at the programme level. The resource level convergence could be a somewhat impractical owing to the variation in the nature of fund flow and different dates of allocation and release of resources under various schemes. However, convergence at the planning level can be achieved easily. Convergence with existing schemes can significantly increase the utility of the resources. For example, if irrigation facilities are to be created for supporting horticultural projects using BADP resources, plants and other inputs can be sourced from the horticulture departments of the state. Alternatively, the district-level committee can coordinate with the horticulture department at the planning level itself and the work can be distributed between the two agencies.

### 6.2.17 Better Health Facility:

The infant mortality and the child mortality rates are comparatively high in the border areas as compared with those in non-border districts due to a deficient health care infrastructure. A very large proportion of population goes to private hospitals or private clinics for their treatment. The grassroots-level health workers may be available in general but they are not adequately motivated to work in the rural areas owing to a

general lack of civic amenities. The sanitation facilities in border areas are quite dismal to the effect that a very low percentage of households have latrines as compared to those in regular areas. The water, especially in some pockets of the border areas of districts of Amritsar, Tarn Taran and Ferozepur in Punjab is not drinkable. Health awareness and related education among women population of the border areas is very low and combined with poor access to quality reproductive health care, the rates of diseases related to the reproductive system and sexually transmitted diseases are high.

#### **6.2.18 Electricity:**

A vast expanse of border areas lack coverage of electric supply, especially during winters. Some villages don't get electricity for months. There are cases where the village is electrified (electric lines have been laid) but no connections have been allotted.

#### **6.2.19 Vocational and Technical Education:**

It was found that there is no skill development program/infrastructure under BADP in the state of Rajasthan. Educational status of people living in these villages is very low. As many as 80% of their children drop out of school at the upper primary or secondary level. There is a need for skill development programs (ITIs/ Bridge courses etc) which aim to not only help raise the employability of the masses but also promote entrepreneurship.

#### **6.2.20 Repair and maintenance work:**

Footpaths, pathways and footbridges are constructed under BADP in several villages but the repair and maintenance work for the same was seldom undertaken. In villages, repair work is carried out only after years of petitioning, leading to a sense of dissatisfaction among the villagers. Some money should be allocated for repair work on the *pucca* cement houses of people belonging to some backward classes.

#### **6.2.21 Serious need for Renewal of Existing Parameters:**

After conducting surveys in states that have a high population density and in those with a relatively low population density, we are convinced that these two categories cannot be treated equally when planning and implementing schemes like BADP. For instance, it would be a folly to compare a state with 1,100 lakh population with one that has a population of 20 lakh. If schemes are framed uniformly for both, it is only conceivable that one would be unable to fully spend the allocated funds while the other would be in dire need for more funds. One way out of this impasse would be to make fund allocation contingent upon some kind of overall infrastructure development index across the border blocks in addition to the length and breadth of the border areas.

### 6.2.22 Tourism Centre:

BADP should include some schemes to help enhance tourism opportunities wherever possible, as a way to offer newer employment opportunities for the local population. The district authorities of the Western and Eastern regions of Sikkim propose to include some adventure tourism programmes like rock climbing, bungee jumping, paragliding under BADP. On the other hand, the officials in the Northern region of Sikkim propose to initiate trout fishing under BADP to attract tourists. In some places, market sheds, tourism centres, etc were constructed under BADP, which have proved useful to the people.

### 6.2.23 Irrigation Facilities:

Border districts face a general lack of irrigation facilities, with a low rate of water conservation. While plenty of water flows out in the rainy season, it becomes scant during the summers and winters. As a result, agricultural activities are severely hit in many such places. There is a need to invest in such facilities so that people in these areas can sustain themselves better through agricultural activities and also enhance their income. Even schemes supporting micro-level water harvesting systems can prove hugely beneficial for these people.

### 6.2.24 Border Trade:

People living in the border areas can derive great benefit through development of trade initiatives with neighboring countries, say Bangladesh and Bhutan. Several such districts were found to be conducting small-time markets modeled on trade fairs – known as *haats* - where people from both sides of the border sold their wares and local goods. Many places are also looking to revive these border *haats* having said that, these can be conducted in a more organized manner so that a larger section of population may benefit from such initiatives.

A large number of border villages of Meghalaya were found to be heavily dependent on border trade with Bangladesh. Produce such as orange, betel nut, spices and materials such as limestone are exported to Bangladesh. Since the closure of border haat, the common man has been adversely impacted. Middlemen, contractors and exporters now take advantage of the situation and milk profits while putting the original producers of these materials at a disadvantage.

### 6.2.25 Telecommunication:

Lack of adequate telecommunication facilities is a problem particular to NE States. However, from a security point of view, fixed landline services need to be kept alive while simultaneously encouraging private cellular service providers.



### **6.2.26 Confidence Building among People:**

People living in the border areas live in the shadow of vulnerability owing to security threats present from time to time, while on the other hand, the same reasons contribute to constraints on various activities, and as these areas are remote, they have very little access to developmental infrastructure, and economic opportunities. In view of this situation, taking credible confidence-building steps assumes great importance, especially to foster better cooperation and coordination between the security forces deployed in these areas and other government institutions functioning under elected members of the society. The border areas on the India-Pakistan border often experience hostile conditions, in particular the state of Punjab dealing with issues like illegal migration, drug trafficking, illegal trade, crime, insurgency, the killing of innocent civilians, etc. In response to these issues, the deployment of security personnel is increased, often leading to socio-economic stress. For these reasons, border areas need special treatment when it comes to planning for development, i.e. accelerated and integrated sustainable development. Of course, the magnitude of the problem differs from region to region depending upon the geographical conditions, socio-cultural set up of the region and the attitude of the neighboring country. Therefore, confidence-building measures are integral to any developmental strategy hoping to be successful in these areas. However, one thing was noticed for certain in the villages that are covered under BADP: that the villagers had some of their critical needs being met i.e. food, clothes and shelter. In fact, one of the officials did admit that the villages under BADP were still better off; there were villages out of its scope dealing with far worse conditions.

### **6.2.27 Judicious use of Resources:**

Funds available under BADP are limited while there are many avenues in need of these funds; it is therefore important that these be put to use in the best possible manner. Firstly, it has been observed that there is a tendency to spend large part of the funds on the construction of roads, bridges, culverts, etc. Although many villages are yet to be provided connectivity through roads, in many cases, these funds would prove more beneficial if they were to be diversified. For example, there is the Prime Minister Gramin Sadak Yojana (PMGSY) that aims at universalization of connectivity at the village level considering certain population norms. This scheme provides for road connectivity through a phased manner. Similarly, there is MGNREGS that allows village panchayats to plan its own development and the flow of funds is not a constraint. A large number of sand and gravel roads constructed under BADP could have rather been constructed under MGNREGS while the BADP funds could have been utilized for making the same roads 'pucca'. There can be many such examples.

### **6.2.28 Construction of Common Shelters for the Old & the Handicapped:**

In some villages of the border areas construction of common shelters for old & handicapped people is required.

### **6.2.29 Distribution of Books and School Dresses:**

Public libraries and reading rooms do not exist at all in the border villages. People are dissatisfied especially because only some kids get books for free and none of them get school dresses for free.

### **6.2.30 Transparency:**

Transparency in maintenance of records of utilization of funds is very important for such schemes. Here are reasons to believe that in some states, things are not being done as transparently as they appear to be while for others, questionnaires and village-level discussions helped create a feeling of trustworthiness in the utilization of funds.

### **6.2.31 Backward and Forward Linkages:**

Border areas face a big problem - the lack of backward and forward linkages in agriculture, industry and social sectors. The agricultural and horticultural produce from these areas, including dairy, fishery, and poultry, before finding its way into the markets, has to be processed at least 50 to 60 kms away from the border. This takes up resources such as time and money. It is due to such lack of backward and forward linkages that the producer is always in loss and at the same time, he has to purchase consumer goods made from his own produce at higher prices.

### **6.2.32 Inspection Vehicles:**

Keeping in mind the limited resources available under BADP, it would not be advisable to provide an inspection vehicle and a junior engineer for each Block. Nonetheless, a group of Blocks can be made to share in the use of inspection vehicles and be made available a common junior engineer for need-based support. Alternatively, the existing Block-level resources available with the other line departments can be utilized for the border areas programme and BADP officers can be authorized to use the existing resources.

### **6.2.33 Use of Abandoned Assets such as Ropeways:**

There are plenty of assets created under various schemes which are no longer being used for their original purpose. For example, a number of ropeways were constructed to provide load carriage facilities to the villagers. However, after the construction of roads to these villages under the PMGSY, nearly half of these ropeways were abandoned from becoming redundant. These ropeways can be shifted to other villages that are yet to be

connected by roads, and this could be achieved under BADP. There are numerous cases in which the infrastructure developed was not being use due to the unavailability of staff such as ANM, doctors, teachers etc. This infrastructure can be used for other important activities till such time as the staff is available to fill the vacant posts.

#### **6.2.34 Funds should not be Allocated on Piecemeal Basis each Year:**

Funds should not be allocated on a piecemeal basis yearly in order to minimize the depletion of funds while work is underway. When undertaking large-scale capital-intensive projects, it is imperative to ensure the availability of adequate funds. This is better done when funds are released on a lump sum basis along with giving approval to these projects. Instead, if funds are released on a piecemeal basis each year as it happens currently, projects often get stalled for the want of funds at particular stages of implementation. It should be noted that since BADP projects are totally sponsored by the Central government, funds may be disbursed in the ways permissible under the Central government's jurisdiction.

#### **6.2.35 Solar Street Lights:**

The state directly appoints NEDA, BEDA and UKEDA to install solar street lights in the villages, wherein the villagers are required to pay approximately half of the total cost of the lights, which cost nearly Rs 23,000 apiece. Not surprisingly, most villagers cannot afford these. Therefore, the subsidy made available on these lights should be increased so that villagers can get them installed at a nominal cost. Or, considering the immense benefit of using such technologies that depend on renewable sources of energy, these should be made available to people free of cost. Also, manual solar lamps could be introduced in the border villages at subsidized rates to poor families.

#### **6.2.36 NGOs:**

Non-Governmental Organizations function under the Nodal Officer for implementation of the BADP scheme. Even at the time of finalizing of the plans for creation of assets under BADP scheme, the Nodal Officer, working agencies, the Block and Village representatives and NGOs should be present.

#### **6.2.37 Workshops for Planning and Implementation:**

Workshops should be conducted at least once every year at the State-level before implementing the BADP schemes in order to inform and educate all the stakeholders as regards the aims and objectives of the programme. Members of the Planning Commission, State-Level Authorities, all the Nodal Officers, representatives at grassroots level and members of various agencies working under BADP should be made to attend these workshops.

## ANNEXURE I

### EXECUTIVE SUMMARY STATE-WISE

#### 1. ARUNACHAL PRADESH:

The BADP is a very important for the people living in the border villages of Arunachal Pradesh. A large number of people we talked to confirmed its benefits and positive impact it has made. People of the border villages benefited mostly through the creation of various types of community assets and the development of infrastructure.

##### 1.1 Benefits Affirmed by GP

All the 21 Gram Panchayats and their heads affirmed that their panchayats had benefited from BADP, although they were still not completely sure about its overall impact on poverty reduction and reducing backwardness of the region. When asked to identify the benefits the programme offered, a large number of GPs – all of the GPs in Kurung Kumey – reported having benefited in terms of improved educational facilities for children due to the construction of roads, school buildings, and hostels for boys and girls. Other GPs reported that thanks to development of agricultural infrastructure, they were able to save more time in commute and agriculture production too had gone up. Table 4.1 shows the assessment of GP heads' reporting about the benefits of the programme.

Although most of the GP heads affirmed benefits from the programme, most of them were unsure of its direct effects on poverty reduction efforts and the reduction in the overall backwardness of the region. This is due to prevalence of high poverty and high backwardness of the region and limited intervention under BADP.

The requirements of the border villages of Arunachal Pradesh are so huge that BADP is unable to meet all of them. For example, of the 21 GPs surveyed, only six were connected by all-weather roads; electricity was available in only seven of them; tap water was available only in five; none of the GPs surveyed had fixed line telephones. Only two of the 21 GPs had PDS shops; some villages were almost 25 kms away from these shops. Several villages did not even have primary schools and anganwadi centres. Table 4.2 shows the status of the basic infrastructure in some of the villages surveyed.

The total fund allocation under BADP is not enough to be able to provide all the necessary facilities in one go. Other such developmental programmes could be used to address some of these gaps. Nevertheless, people have benefited in the following ways:

## 1.2 Connectivity

Connectivity by roads still remains the biggest infrastructural deficit in the border districts of Arunachal Pradesh. It was found that so enormous is the problem that connectivity by roads still eludes two of the surveyed Block Headquarters of Kurung Kumey district. A large number of villages suffer a similar fate.

Under BADP, a number of villages were provided connectivity either through construction of roads or footpaths; lack of bridges poses connectivity problems too.

## 1.3 Schools and Education

A number of villages benefited from additional educational facilities provided under BADP. School buildings and additional class rooms were constructed in several villages, although teacher absenteeism is a major problem here. The village community is demanding that school teachers be provided staff quarters so that they can stay on the school campus. In a number of villages, staff quarters for the school teachers were constructed.

There are primary schools in most of the villages save for a few that don't. The real problem is access to secondary and higher secondary education since these schools are few and far in between. The lack of proper roads makes it difficult for school students to attend secondary and higher secondary schools. To solve this problem, there was a demand for the construction of boys' and girls' hostels in many a school. These demands were met in many cases and this has helped bring down the dropout rate at secondary and higher secondary levels. Yet, gaps still remain and BADP funds are not adequate to fill them all.

## 1.4 Health Centre

Access to health facilities is a serious problem in the border villages of Arunachal Pradesh. People from some have to walk nearly 20-25 kms to access the nearest health facility.

In cases where the GPs and villages have health centers, the medical staff generally does not stay in there, owing to a lack of basic living facilities and backwardness of the area. To remedy this, these health centers were equipped with staff quarters, a step that has proved helpful to that end.

## 1.5 Benefits to Agriculture

A great part of the surveyed population – nearly 97% - derives its livelihood from agricultural activities. These people face two major difficulties in carrying out these activities: 1) lack of irrigation facilities 2) soil erosion due to heavy rains and frequent floods that afflict most parts of the border districts in the state.

Channels have been dug up in many villages for better irrigation and to arrest soil erosion, soil erosion walls or flood protection walls have been constructed. Both these initiatives have proved helpful to the farmers here, with the result that the agricultural yield has gone up.

### **1.6 Social Sector Benefits**

A number of other social sector programmes were attended to such as construction of community halls, GP Bhavan, bus-stops, etc in a big way. In fact, social sector works constituted 12% of the total works and were given third priority in terms of works selected for implementation.

### **1.7 Benefits to the Border Security Forces**

A large number of border outposts still lack connectivity by roads; also basic facilities such as lighting, drinking water, etc. Under BADP, a large number of Border posts were connected by roads and basic facilities too were added.

### **1.8 Benefits to all sections**

Most of the assets created under BADP are such that are being used by all the sections of the community. Unlike many other places where benefits of such interventions are cornered by a small section of the local elite, this was not seen in the border villages of Arunachal Pradesh. This is probably because of the egalitarian nature of the tribal communities, as most of the population of these villages is such.

## **2. ASSAM:**

The BADP aims to help improve the lives of people living in the border areas and it has been understood that this can be done most effectively through provision of basic amenities; the programme has proved effective in this respect, creating basic infrastructure for which no alternative resources were available. These benefits have reached people through roads, school buildings, culverts, irrigation channels, ghats, community halls, water supply plants, etc. constructed under the programme.

While in Meghalaya the BADP resources were used for various purposes, in Assam, the purpose of BADP was limited to providing basic infrastructure and community assets. BADP resources were not used to significantly contribute to other activities aimed at promoting livelihood, etc. Nevertheless, the people surveyed said that BADP had come as a great relief to them. A large number of VCDC/GP heads agreed that BADP had helped in the development of their villages and the adjoining areas – 11 of the 18 GP/VCDC heads affirmed this. Nearly two-thirds of them also said that BADP has helped to reduce poverty in their villages. Most of the GP heads also said that BADP has helped

in reducing backwardness of the area by creating various community assets. BADP resources have been utilized in the following sectors.

### **2.1 Infrastructure:**

The focus was on two types of works: 1) building of roads 2) building of culverts and bridges. These were constructed in large numbers in all the border districts. This has helped to increase the villages' connectivity to towns, markets and other places. However, some gaps were found in the implementation.

Most of the roads constructed under BADP are sand and gravel roads. Such roads are not pucca roads and unmotorable during the rainy seasons, especially since a large proportion of these areas witness heavy rains and are flood prone. In fact, Most of the border districts surveyed are flood – prone. Moreover, the flow of water from the hills situated on the Bhutan border of Baksa, Chirang and Udalgiri districts is so swift that sometimes it washes away even pucca roads – those black-topped with a layer of tar. Therefore, the issue of connectivity still remains.

### **2.2 Education**

The BADP helped provide infrastructure through the construction of a number of schools, extra class rooms in the existing schools, girls' hostels, etc. The construction of girls' hostels has helped to arrest the rising school dropout rates in these areas. Although most villages here have primary schools, access to secondary and higher secondary schools was really difficult. Sometimes students have to travel 10-15 kilometers to get to their schools. This is particularly difficult for girl students from a safety perspective as parents were reluctant to send their girls so far away to attend school.

### **2.3 Social sector**

A number of community halls, crematoriums, cultural centres, etc were constructed using BADP resources. However, the limited resources under BADP need to be directed to social sectors wherein serious gaps are unlikely to be fulfilled through any other programme.

### **2.4 Health:**

It was found that BADP did not contribute to this sector in a significant way: of the 120 works under surveyed the study, just 4 were related to health. One of biggest demands of most of the villages surveyed was to have health centres. When asked to state their preference for types of development works that should be undertaken, health facilities came on top in most of the villages. Even though some of these villages had access to

health centre or sub-centres, people still had to travel back and forth to district headquarters for seeking primary treatment.

## 2.5 Agriculture and Allied Sectors

In Meghalaya, a number of agriculture-related community assets were created through BADP; in Assam, agriculture and allied activities were not given priority. A couple of few check dams and **RCC bund** with distributor canals were constructed. However, there is a need to do much more in this sector. For example, most of these border districts lack irrigation facilities. In the rainy season, plenty of water flows down but as this water is not stored and adequately harvested, these regions face acute water shortage in the winter and summer seasons. Even micro-level water harvesting can prove to be very useful here.

## 2.6 Drinking Water

Some of the border villages of Assam face an acute scarcity of potable, drinking water. This is partly due to the nature of the terrain but also because of the lack of adequate water harvesting initiatives.

In Udalgiri district, a big water treatment plant was constructed using BADP resources. This plant provides clean drinking water to three villages which were facing acute shortage of water. The running of the water supply plant has been handed over to the VCDC that charges a certain amount from each household provided with water tap. The monthly collection from each house is enough to take care of the salary of the water man who operates the machine and also provides for minor maintenance work. People of these villages were very happy with this water supply plant since earlier they had to carry water home from a source two to three kilometers away.

## 2.7 Others

In some places, a couple of market sheds, tourism centres, etc were also constructed under BADP. However, given the fact that resources under BADP were limited, it probably would have been wiser to invest it in assets and infrastructure that would help people directly. For example, activities could be undertaken for enhancing the livelihood of people in these areas – an aspect that was ignored. Even construction of infrastructure, say irrigation canals, could directly benefit the people. It may be suggested that there was an over-emphasis on roads, bridges and culverts.



### 3. BIHAR, UTTAR PRADESH, UTTARAKHAND

In these states was seen a certain lack of awareness about BADP among several villagers in their border areas. There is an urgent need for awareness building campaigns in all such places.

1. In the current scenario, there is no role of Blocks/khands in the implementation of BADP. This programme is directly coordinated and implemented by the State and District-level authorities. However, the involvement of Block and panchayat-level authorities is essential for the systematic and effective implementation of the scheme at the grassroots level.
2. Blocks/Khands should be involved in every stage of the process - from proposal to implementation of the schemes. The BDO/Khand Vikas Padadhikari should send the future plan on priority basis (villages nearest to the border) to the district authority. The Nodal Officer of the district should forward the plan to the State. BDOs should be provided with technical staff for support in supervision of the schemes. At present, the Nodal Officers at the district-level have no help in the form of technical staff.
3. Panchayat ***Samiti*** of the Border Panchayats should be involved in the planning and implementation stages of the programme. They can best serve to check the works being done at all the levels. Besides, they could be best able to forward information to the BDOs and Nodal Officers in the district.
4. At the time of the finalization and implementation of the various assets under BADP scheme, the Nodal Officer, working agencies, Block and village representatives concerned, NGOs etc. should be present.
5. Most of the assets of BADP are curtailed at the State either due to existence of some Central Government Schemes or MLA's fund. The State authority should properly verify the ground realities about the need and vulnerability of the area and then make the decision for implementation or rejection of the assets under BADP.
6. The Nodal Officer at the district level is short on the manpower necessary for smooth implementation of the schemes. They are unable to regularly visit all the sites for inspections.
7. A uniform format should be devised for checking the financial status, monthly progress of such schemes throughout the country. At present, each state has its own format/proforma in this regard.
8. There is a need to reduce the time taken to process proposals for projects and as soon as approval is granted, funds for the same should be released simultaneously. At present, it takes 5-6 months to process a proposal for a

project. Further, 3-4 months pass in the allocation of funds for it, making it extremely challenging for the implementation authority to complete the project within the same financial year.

9. There is a need for a baseline survey of the BADP villages by National/State level authority for future planning of the areas under BADP.
10. There is a need to compile a list of contingencies for each district so that the Nodal Officer can purchase stationeries / instruments etc to tackle these.
11. The disbursement of funds and the MB of the work should be checked by the Nodal Officer so that chances of a delay in releasing the next installment may be minimized.
12. Top level officials of the State & District authority should follow the progress of work under the scheme from time to time. Meetings should be held either quarterly or six monthly with the State-level, District-level and the agencies concerned for reviewing the processes.
13. A systematic method of convergence of developmental schemes should be devised. At least the Nodal Officer should be informed about the schemes adopted by the different agencies.
14. There is a need for the formation of a monitoring/technical committee at the Block level and at the village level for smooth implementation and functioning of the BADP schemes and assets.
15. Solar Street Lights are installed in the villages through the NEDA, BEDA and UKEDA, which are directly appointed by the State. The cost of these solar street lights, including their installation, is subsidized by 50% but given that the lights cost approximately Rs.23,000 apiece, most villagers still find it unaffordable. Considering the huge benefit such technologies offer, the subsidy amount should be increased further or the government should bear the complete cost.
16. Manual Solar Lamps should be provided at a subsidized rate to poor families in these villages.
17. Flood-affected border areas of Bihar face a severe shortage of safe drinking water. The water they generally get is contaminated with arsenic, is harmful for consumption by humans. There is an urgent need for supplying treated drinking water to the poor people of the area.
18. Many of the schemes could not be implemented due to the unavailability of land or disputed land for infrastructure projects. Often, funds for these schemes had to be returned to the Government. This resulted from negligence of authorities in sharing information with the village committees while finalizing proposals for works and planning for their implementation.

19. Sulabh Sauchalaya and Deep Bore Hand Pumps should be included in the list of BADP assets.
20. There is need for ensuring that NGOs function under the Nodal Officer for implementation of the BADP schemes.
21. At least one village in every Block should be designated a model village under BADP every year so that development in the village is under a strong focus.
22. Government authorities should organize workshops at least once a year to inform and educate all the stakeholders involved in the scheme – from members from the Planning Commission, State-Level Authorities, to all the Nodal Officers and the members of various governmental and non-governmental agencies.

#### 4. GUJARAT

The people in the border areas of Gujarat appeared to be far more satisfied with the programme compared with other states. However, a couple of issues need attention. Gujarat has no officially-appointed committee for the monitoring of BADP work at the village level. Panchayat is taken into confidence only for the implementation of works that must be done through them. More work is needed to improve the quality and the number of roads. Areas lack internal roads and the approach roads are not accessible in the monsoon season, *kaccha* roads being the only option. A couple of villages still lack supply of potable water for drinking purposes. Also, the water is supplied once in 10-15 days, which is dismal. There is a need to lay down pipelines to carry water from the main water tank to the nearby hamlets or separate water tanks should be constructed in these hamlets. While school facilities were found to be good, only one set of schooldress is provided to school going kids each year while they need at least two. Irrigation and drainage facilities were found to be unsatisfactory. Villagers are able to cultivate crops only in the monsoon season. Large ponds should be dug up in the villages. Schools and public libraries are required. Vocational training could solve the problem of unemployment faced by the people during the 3-4 months of summers when agricultural activities cannot be carried out.

Villages in Gujarat have medical centers but doctors and other staff are not available, although they do have access to dental clinics. Midwives need to be equipped with good quality first-aid kits and villages should be provided better facilities for delivery of babies and help for post-natal care for women and babies. Mobile dispensaries are available once a week. The government does not extend support for running health awareness programmes, initiatives like organising eye camps, etc but the BSF does organize medical camps twice a year. The district headquarters do have a blood bank each but blood bank support centers should be established at the block

level. The people are not very satisfied with the sanitation infrastructure; women especially face a great deal of difficulties in this regard. Public toilets lack a regular supply of water. General health awareness including the use of sanitation facilities is low and therefore, the villagers are not interested in using the toilets thus constructed.

When it comes to people's satisfaction with the programme, Gujarat rates highest among the other states. Moreover, people in the villages feel safe because of a strong deployment of security personnel.

## 5. HIMACHAL PRADESH

The state of Himachal Pradesh ranks very low in people's satisfaction with the development of infrastructure. In some of the villages in the border areas, there is a need for construction of common shelters for the old and the handicapped. Large Community halls & Cultural centers should be constructed too. Footpaths, pathways and footbridges are constructed under BADP in several villages but the repair and maintenance of existing roads seldom happens. There was a report of death of five villagers in an incident of a bridge collapse in one of the villages. Although the drinking water facilities are inadequate, reliable natural sources exist in most of the villages and hence, people do not care for the construction of tube-wells and water tanks. Also, wherever constructed, these tube-wells and tanks are seldom cleaned.

Public libraries and reading rooms does not exist at all in most of the border villages. Only some of the schools have libraries. People are dissatisfied also because only some schoolchildren get study books for free while schooldresses are not made available. The state of vocational and technical Education is also unsatisfactory - few villages have training centers for the youth. Many villages have never seen any health awareness programs and mobile dispensaries, eye camps seldom happen. First-aid kits used by midwives are in a poor condition. Sanitation is another major problem area here, especially the low-lying areas. Eco-toilets are made in some villages but there is a general lack of maintenance. In some villages, Mahila Mandal takes care of this problem.

Solar household lights are not very common either. Most of the border villages lack bus-stops. Also, there is no supply of electricity during winters, which are felt intensely in this hilly region. Repair and maintenance work is abysmal in most of these areas - repair work is carried out only after several attempts of petitioning over a couple of years, and this makes the villagers very unhappy. The level of involvement of village Panchayat in monitoring of schemes under BADP in Himachal Pradesh is very low. Although 50% members of all panchayats are women, those working at the ground level need to be better educated for creating awareness about their role in planning and

implementation of various schemes. In some villages, it has been observed that BADP schemes have not been implemented in the past four years but some people were satisfied as other developmental schemes have fulfilled their aspirations. People living in the border areas feel insecure. In some of these villages, people have expressed a need to undergo military training, in order to make the areas safer.

## 6. JAMMU & KASHMIR

Jammu & Kashmir ranks low on people's satisfaction with the development of infrastructure. In some villages of the border areas, there is a need for construction of hostel dormitories and common shelters for the old & the handicapped. Large Community halls & Cultural centers should be constructed. In the state of Jammu & Kashmir, Anganwadis & crèches are very small in number. Even the big villages of the state lack Anganwadis. People are not satisfied with the level of vocational and technical education either. Medical facilities are also below par. This state also lacks health awareness programs, with staff inadequacy plaguing the system. Irrigation systems are not adequate and ponds are available but are not under any government authority and thus, people generally look after these water-bodies. Even the desilting of ponds is done by the local villagers and not by the authorities concerned. The supply of electricity is erratic, often it is available only an hour or two through the day. Some households complained about receiving electricity bills from PDD while electric supply was absent. The level of satisfaction with PDS in state Jammu & Kashmir is good; however, people from many villages need to make 2km trips to reach public distribution stores. In most of the villages, there are no officially-appointed committees for monitoring of BADP work at the village level. There is a lack of coordination between village Panchayats & BADP officers.

The status of women is quite low, financially as well as socially since these areas are mired in traditional mores. Women are not allowed to participate in decision-making. Some villages have just one woman member in the Panchayat. Some villages lack even an appointed JE or BDO. The condition of schools in J&K is abysmal. Schools lack permanent and well-qualified teachers while teacher absenteeism is also a serious problem. People face acute concerns over security in these areas – respondents to the survey said that frequent incidents of shelling and cross-border firing force the locals to migrate to safer areas. To quote one of the respondents, "We are the frontier – we are ahead of even the army – the army won't protect us, we protect the army; God knows when China will come barging in. Local communities regularly face problems of availability of water. Firing could begin here anytime, since our village is located on the border." This shows that problems of people living here stretch beyond the needs of infrastructure and development.

## 7. MEGHALAYA

The BADP has made a mark in the border villages of Meghalaya. Most of the people are aware of it and affirm that the types of works undertaken through the BADP have been very helpful to them. This is all the more important, as before the launch of important flagship programmes of the Government of India, these people were heavily dependent on BADP. Interestingly, BADP in the state of Meghalaya, before being launched by the Centre as a national scheme, was a state component. People of the border villages have benefited from it in the following ways:

### 7.1 Connectivity

A large number of villages have been provided with RCC footpaths and ropeways to substitute for all-weather Pucca roads. The footpath facilitates the movement of people on the steep hills and ropeways help move load carriages, conveying agricultural products to the market and consumer goods to the village.

Under BADP, as many as 50 ropeways at an average cost of Rs 9 lakh have been constructed so far. However, only 25 of these were functional as quite a few were abandoned after the construction of roads under MPSGY; a couple of these were out of order due to maintenance issues. The authorities have taken an initiative for a centralized maintenance system and have contracted private firms for the job.

The ropeways have benefited the farmers the most – before their construction, the head load transportation cost of a sack of grain was 300 rupees. Now, the ropeway charges just Rs 60 for the same job. Interestingly, most of these ropeways are run by the farmers' organizations or cooperatives after handing over by the government authority.

A large number of foot-bridges and suspension bridges have also been constructed in the state and most of these have proved very useful. For example, in Sohra Block, a big suspension bridge has been constructed on the Shella river that runs parallel to the international border with Bangladesh. Prior to the construction of this bridge, nearly 15 villages used to remain cut off from the mainland. People of these villages used to cross the river by boats and for any further onward journey, transport facilities were available only up to the market place situated on the bank of the river.

The increased connectivity has had many more indirect, positive effects on the local economy. It has been observed that apart from reducing costs, it triggers many other local economic activities which would otherwise remain throttled.

### 7.2 Benefits to the Farmers

The State is doing very well in horticulture and the production of spices. Most of these products are cash crops, and are economically more beneficial than cultivation of food-

grains. Also, since these crops produce a higher capital, even a small improvement in the irrigation systems gives greater returns to the farmers.

Under BADP, a number of check dams and drip irrigation facilities have been established. Drip irrigation is particularly suited to the undulated terrain of this region where the use of traditional channels would be difficult. Most of these check dams and drip irrigation facilities are handed over to the farmers' cooperatives or associations, which are also responsible for their maintenance.

### **7.3 Fisheries and Horticulture**

Farmers and the local economy have benefited from the promotion of activities such as fishery, piggery, poultry and tea cultivation through the assistance provided under BADP. Fish ponds and betel nut soaking ponds have been constructed in a number of villages. Fish ponds are handed over to the SHG of the village that runs it and this ensures livelihood support to its members. Similarly, pig farms and poultry farms are also handed over to the SHGs.

A big transformation in the livelihood conditions of the Mawlyngngnot village happened with the financial assistance extended under BADP for the cultivation of tea on what used to be fallow land in the village. Nearly 30 to 40 people (households) have gained employment through the Mawlyngngot Tea Grower's society. The society was formed with the support of the Horticulture Department, BADP, and a local NGO. The Horticulture Department trained the people in tea cultivation and the BADP made available the resources for the construction of tea gardens. This effort is also an illustration of convergence of efforts for improving the lives of the local people.

### **7.4 School & Education**

Constructions of schools, additional class-rooms, furnishing etc. was carried out in a number in villages under BADP. The baseline survey shows that several villages were still without schools, particularly schools above upper primary level. Under BADP, several upper-primary schools were given class rooms and additional buildings. This is also because the Sarva Siksha Abhiyan of the Government of India aims at achieving universalization of schooling at the primary level and provides facilities only for that. But, schooling above the upper primary level remains inadequately covered. Under the BADP, and on the demand of the local people and village councils, a number of school buildings and additional class rooms were constructed. In some of these cases, the additional facilities are used for teaching the above upper-primary level. Since the village council is capable of mobilizing resources for local teachers, once the building is constructed, village councils are able to run secondary and higher secondary level schools.

## 7.5 Social Sector/Welfare Works

In a number of villages, cultural centers and other such works were undertaken with the assistance of the BADP - two of which deserve a special mention.

**(a) Centre for orphans:** In Penyusala Block of East Khasi Hills, a center for orphaned children was provided with financial assistance for the construction of class rooms and a hostel. The center caters to the needs of nearly 50 children orphaned either because of the sudden deaths of their parents or abandoned due to their families breaking up. The center is run by a local NGO, and has very limited resources. In the absence of proper infrastructure, the center was unable to provide proper care to these children, including education. With BADP providing assistance, the NGO is now able to provide schooling and proper accommodation to these children.

**(b) Mamsvai Cave:** This historical treasure of a cave is located in the Sohra Block of East Khasi Hills District and is an important tourist destination in the State. However it had poor connectivity had few facilities for tourists. BADP made available various facilities such as lighting was done inside the cave within a year; the Kachcha road connecting the cave was black topped the next year, and in the following year, a footpath leading up to the cave was constructed. Later on, a restaurant and other faculties were added.

As a result, the inflow of tourists had increased significantly. The entire infrastructure thus provided was properly maintained through user charges. This development also provided the people with a source of earning through running of cabs, supply of food, etc. Nearly 15 shops were constructed here and the earnings from the cave also helped supplement the coffers of the Village Council.

## 7.6 Beneficiaries from all Sections

The benefits of the BADP seem to have reached all sections of the society in this state. Unlike many other regions, where the local social elite usually corner these benefits, this was not seen during the course of this study. This is due, also perhaps to the egalitarian nature of the tribal society and authoritative control of village council over the local life.

During the survey, it was observed that both the landed and landless farmers and non-farmers benefited from the BADP. While ropeways are mainly being used by the farmers, the non-farmers benefited from the construction of roads, markets, and godown facilities. Godowns were constructed for the storage of agricultural and non-agricultural products.

## 8. N E STATES:

India is going through one of her most challenging phases in the recent times. The country has to balance its global ambitions and the high expectations of the global community



against the grim reality that the spoils from its recent growth have not been distributed uniformly. Democratic governance is one of the most credible factors for creating renewed hopes among the new generation. It is true that all regions in the country have not developed equally (Ahluwalia, 2000; GOI, 2008). There are many small pockets within most of the states that have remained alienated from the state and district capitals. It is natural, therefore, that the people living in the regions so far neglected look for opportunities to improve the conditions of living. Recent studies conducted by Ghosh (2010), and Ghosh and Gupta (2010) report that except five major states, namely Punjab, Haryana, Kerala, Himachal Pradesh and Gujarat, a large number of rural districts have failed to utilize the developmental funds allocated by the Central Government. This 'Spatial disparity' is the main threat to our democratic governance system. There appears to be some sort of failure in governance in the lower strata of economic administration in specific regions of some states. Some hidden barriers have crept into the 'governance' system and the 'delivery' mechanism during the high growth phase of the last decade, hampering productivity in general. As we know, 'governance failure' is an outcome of certain socio-economic conditions in the chain of disbursement process. First of all, wherever a larger proportion of local people happen to have extremely inadequate stock of common public infrastructure facilities, a well-organized network of village leadership, contractors, bureaucrats and clever party people along with government functionaries exploit the opportunity by siphoning off the funds. Secondly, there also appears to be a link between development scams and corruption in the electoral system, where local leaders are tacitly allowed to misuse public funds in return for ensuring votes. This has continued over the decades. Thirdly, in case of funds disbursed for social capital formation like common property resource development (e.g., pond, tube well, playground, fishery, road, school building, community hall, sanitation, health center, electricity, plantation, and the like), the local leaders misappropriate these funds to develop their private properties. Fourthly, a wide range of fraudulent methods are used to create and maintain a BPL list that is dominated by party members (featuring even the deceased) instead of those who are actually poor and deprived.

This suggests that we must work on the sub-district level in order to probe these social, economic and infrastructure bottlenecks at further disaggregated levels. We believe that development is a dissemination process in a free-market transparent democratic society beginning from the developed regions and spreading towards the neighborhood of backward regions. Our widespread empirical experience shows that in case of a sudden drought, or floods, or accidental death of the head of household or if he/she takes ill, or the loss of certain assets, the family is again pushed below the poverty line owing to the absence of any accessible common social capital. So, urgent steps must be taken to ensure

that development funds reach the people they are meant for, or social capital must be created in order to usher a collective 'spirit of development' in such regions.

In order to facilitate this process of evaluation, the Planning Commission has identified the rural regions to be surveyed, and specified the sectors of social capital formation for which development funds had been allocated from 2007-08 to 2010-11.

As per the norms of the Government of India, "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 the 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 in 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."

Interestingly enough, while the nation as a whole has been doing relatively well in the last one decade, some rural regions alienated from development have fallen into some kind of 'vicious circle of low-level underdevelopment'. The new Central Government has created an environment that has generated new hopes and aspiration in these regions. Our task here is to evaluate the status of infrastructure projects undertaken under BADP, the process of implementation, representation of people's needs in the selected border villages of North East, probe the limitations in the governance system and to explore options for better implementation.

## 9. PUNJAB:

People living in the border areas of Punjab expressed satisfaction regarding the development of infrastructure. People are satisfied with the construction of roads in villages. Villages have adequate facilities for obtaining potable water. Water pipes have been laid out to carry water to homes in these villages. The villages do have schools but there is a need to maintain them better. It was found that people are unaware of solar lights and there is a need for go-bar gas plants. It was also found that villagers are simply not interested in adult education or skill upgradation. The government needs to organize awareness campaigns to remedy this. Medical centers are available but there is an acute shortage of staff. Pulse polio campaigns should be carried out in the village. People of villages have to go to the blocks for availing the facilities for activities such as animal husbandry, pisciculture, farm forestry, horticulture, etc. In most of the villages there is no officially appointed committee for monitoring of BADP work at village level. In some villages no work has been done under BADP. All the villages where BADP is functional have seen a significant improvement in their economic and social status.

Women's participation in planning and implementation process is very low in Punjab. Therefore, women must be provided better education opportunities and must be made more aware of their role in the planning and implementation of various schemes. It has been observed that more staff with knowledge of BADP schemes is required in the villages covered. Village schools have teachers but they need to be trained to make teaching effective. On the whole, people feel safe here.

## 10. RAJASTHAN:

It was found that people of the border areas of Rajasthan were not satisfied with the work done under BADP. There is a need to construct common shelters for the old & the handicapped, along with Anganwadi centers, large community halls & Cultural centers. Villages need more of roads, footpaths, etc, as well as proper drainage facilities. Often internal roads are not properly maintained and there are no link roads to places like the railways station, etc. In the agricultural areas, there is a need to construct small bridges over the irrigation canals. During summers (May-June), the canal water supply, which is sent by Punjab, is suspended, creating scarcity of drinking water here. Drinking water is supplied through open canals, prone to contamination in many ways; some untoward medical complications have resulted as a result. There is a need to make this water safer for the public. Public libraries and reading rooms do not exist at all in most of the border villages. Only some of the schools have libraries. Extra classrooms are required by most of the schools. In some cases, teachers are given the responsibility of conducting construction work under the SARVA SHIKSHA ABHIYAN, which take away a lot of their time that should actually be spent in teaching, adversely affecting the quality of education. Some villagers were found to be dissatisfied with the mid-day meal scheme and even suggested that it should be discontinued because teachers have to get involved in meal preparation for children owing to a shortage of service staff. People are not satisfied with the standard of vocational and technical education either. Some NGOs are training women of these areas to stitch and sew, and this activity has generated a lot of enthusiasm. Only a few villages have such training centers for youth. People of Rajasthan are very dissatisfied when it comes to the availability of good quality seeds and fertilizers. So far as the PDS is concerned, people are not getting their rations in quantities they are entitled to. People are also dissatisfied because PDS shops only provide foodgrains, kerosene and flour, and not other essentials such as sugar, pulses etc. Non-BPL category families cannot avail themselves of rations under the PDS facility. Villagers want more power for Panchayats. The Panchayats send proposals for work to the BADP but so far none of these have been sanctioned in last 5 years and hence, they are now reluctant to send proposals. Rajasthan is low on women's participation with regard to planning and implementation process as compared to the other states.

A large proportion of people surveyed questioned the usefulness and the appropriateness of the works done in their villages. While some villages need bigger community halls, rather than shelter homes or Anganwadis, others want more teachers in their schools. The upside is that people feel safe in Rajasthan.

## 11. SIKKIM & WEST BENGAL:

India has been passing through one of the most challenging phases in post-independent period. Never before was India ranked so high in international arena in terms of her global achievements, aspirations and internal conflicts. Interestingly enough, she is able to keep her position within top five nations in terms of total income. Democratic governance is one of the most credible factors for creating renewed hopes among the new generation. It is true that all regions in the country have not developed equally (Ahluwalia, 2000; GOI, 2008). There are many small pockets within most of the states, which have remained alienated from the state and district capitals. As usual during booming phases of economic history of any large nation, affluence and deprivation go hand in hand in many regions. It is natural, therefore, that people living in the waning regions happen to spend their life time in sheer misfortune without comparable opportunities as are available in the fortunate regions within the same states. The recent studies by Ghosh (2010), and Ghosh and Gupta (2010) have shown that except five major states, namely Punjab, Haryana, Kerala, Himachal Pradesh and Gujarat, a large number of rural districts have failed to utilize optimally the developmental funds allocated by the Central Government. 'Spatial disparity' is the main threat to our democratic governance system. There appears to have some sort of governance failure in the lower strata of economic administration in specific regions from some states.

Sikkim and West Bengal are included in the same cluster but in key parameters, the two states could not be more dissimilar. They are different in terms of their economies, governance systems and developmental imperatives. Sikkim is one of the smallest states in terms of population and it is highly important, strategically speaking, and the topography is mountainous, earth quake-prone and largely inaccessible. Yet, the state's population is largely homogeneous and highly cooperative. On the other hand, West Bengal is the most densely populated state with very high absolute size of population. Its borders (with Bangladesh) are not inaccessible and are situated mostly in plane land. This 4096-km long border with Bangladesh happens to be an extremely porous one, half of which falls in West Bengal. Local officials have admitted that this border sees constant migration from across the border, which puts a strain on the local administration and facilities. Some part of West Bengal's border that it shares with Bhutan in the Kalimpong sub-division of Darjeeling district, is inaccessible for being a mountainous region. Here, no BADP work has been carried out. Such zones should be

included in future programmes. In any densely populated regions which offer limited sources of livelihood to such communities, owing to unusually small land holdings per household, some barriers seem to have crept in the 'governance' system and 'delivery' mechanism.

As we know, 'governance failure' is an outcome of certain social, economic and political conditionality in the chain of disbursement process. First, wherever a larger proportion of local people happen to have inadequate stock of particular infrastructure facilities, a well organized network of village leadership, contractors, bureaucrats and clever party people along with government functionaries exploit the opportunity by siphoning off the funds through wide range of actions. Second, there also appears to have a link between development scam and the corruption of electoral system, where local leaders are tacitly allowed to misuse public funds in return for delivering the votes. Third, in case of funds disbursed for social capital formation like common property resource development (e.g., pond, tube well, playground, fishery, road, school building, community hall, sanitation, health centre, electricity, plantation, and the like), state officials from district and below find it difficult to optimally use the fund for genuine capital assets, which would generate future stream of incomes. Fourth, there are many examples of discrepancies between allocation of development funds and target audience or expenditure heads intended for.

This suggests that we must enter into the sub-district level in order to explore the myth of social, economic and infrastructure bottlenecks at further disaggregated levels. Development is a dissemination process in a free market transparent democratic society beginning from the developed regions and spreading towards the neighbourhood of backward regions within a district down through the sub-division to block to Panchayat and to the villages. Our widespread empirical experience shows that if there is a sudden drought, or flood, or accidental death or disease of the head of household, or loss of a buffalo or a cow, the family again pushed below the poverty line forever in the absence of any accessible common social capital. Under such situation, futuristic steps must be taken to help develop projects meant for common use by the vulnerable people settled in the border regions. This will develop a 'collective development spirit' in these remote areas.

In order to facilitate this process of evaluation, the Planning Commission has identified the rural regions to be surveyed, and specified the sectors of social capital formation for which development funds had been allocated from 2007-08 to 2010-11.

As per Government of India norm, "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.”

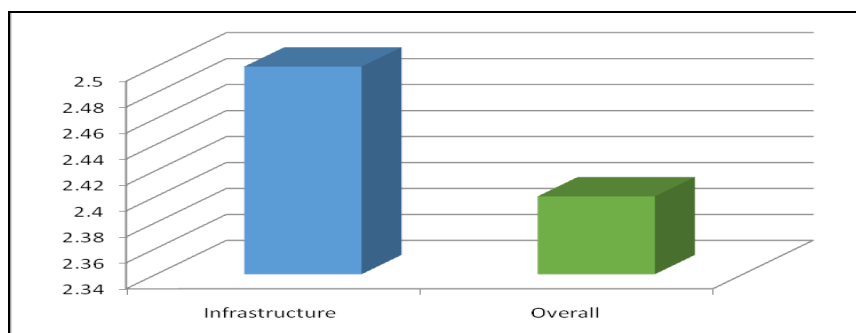
Our task here is to evaluate the status of infrastructure projects undertaken under BADP schemes, process of implementation, and representation of people’s needs in the selected border villages of Sikkim and West Bengal, and also to find out the limitations in the governance system and to explore the feasible ways out in order to initiate smoother implementation of future development programmes thereby improving the delivery system.

## Annexure II

### ANALYSIS OF PERFORMANCE OF BADP

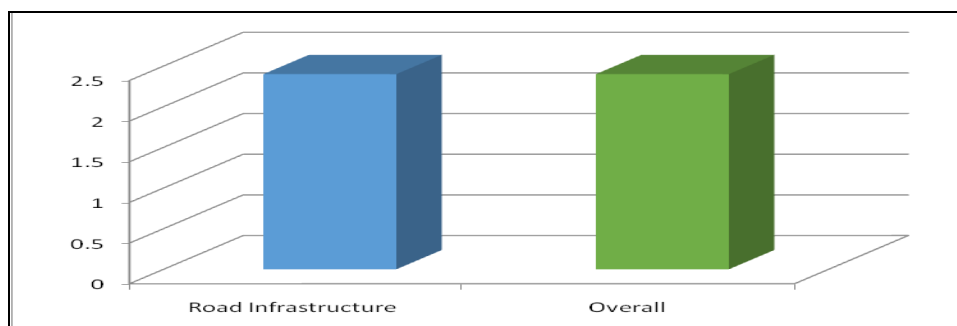
#### 1. SATISFACTION LEVEL WITH BADP

##### 1.1 Infrastructure



The graph produced above demonstrates people's satisfaction levels with the infrastructure created under BADP as well as with the assets created under the programme. It is clear that people's satisfaction with infrastructure is high in comparison to their overall satisfaction with the assets created under BADP.

##### 1.2. Road Infrastructure

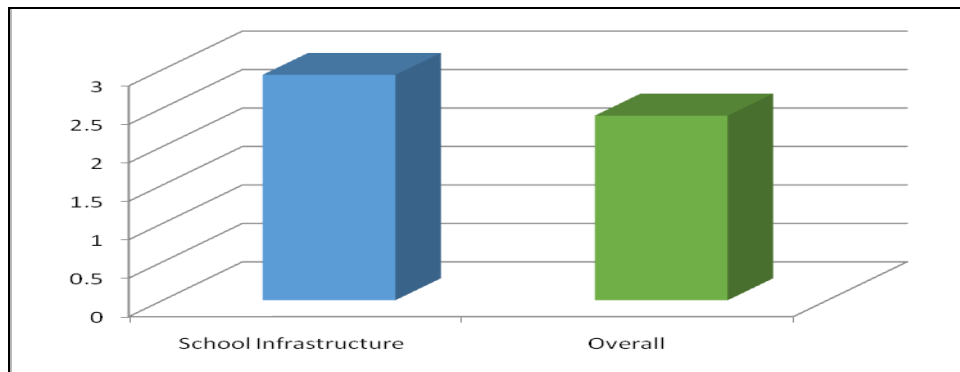
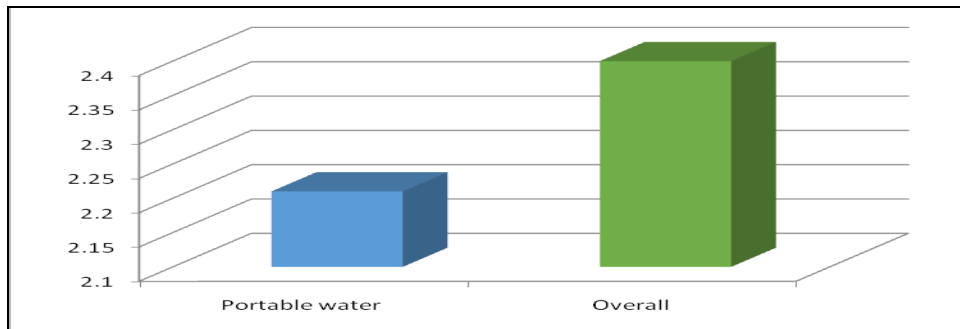


This graph demonstrates that people's satisfaction level with road infrastructure created under BADP is average, compared to their overall satisfaction with assets created.

##### 1.3. Provision of Potable Water

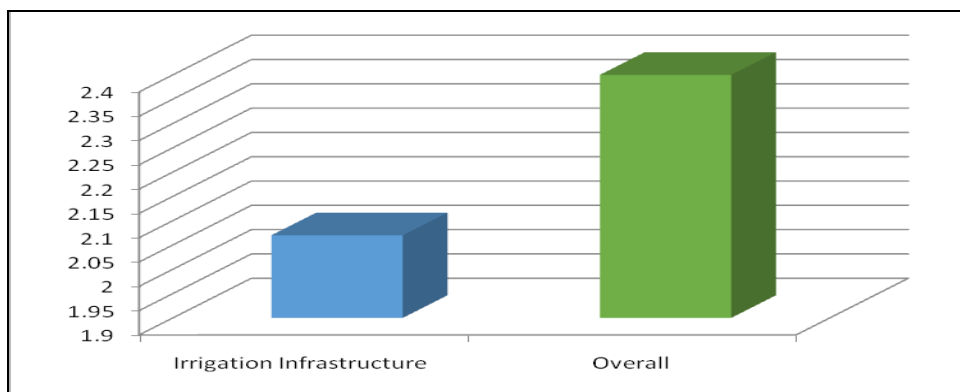
In the above graph it can be seen that people's satisfaction with the provision of potable water under BADP is quite low in comparison to their overall satisfaction.

### 1.4. School Infrastructure



The graph demonstrates that people’s satisfaction level with the school infrastructure created under BADP is very high when compared to their overall satisfaction with all the assets created under BADP.

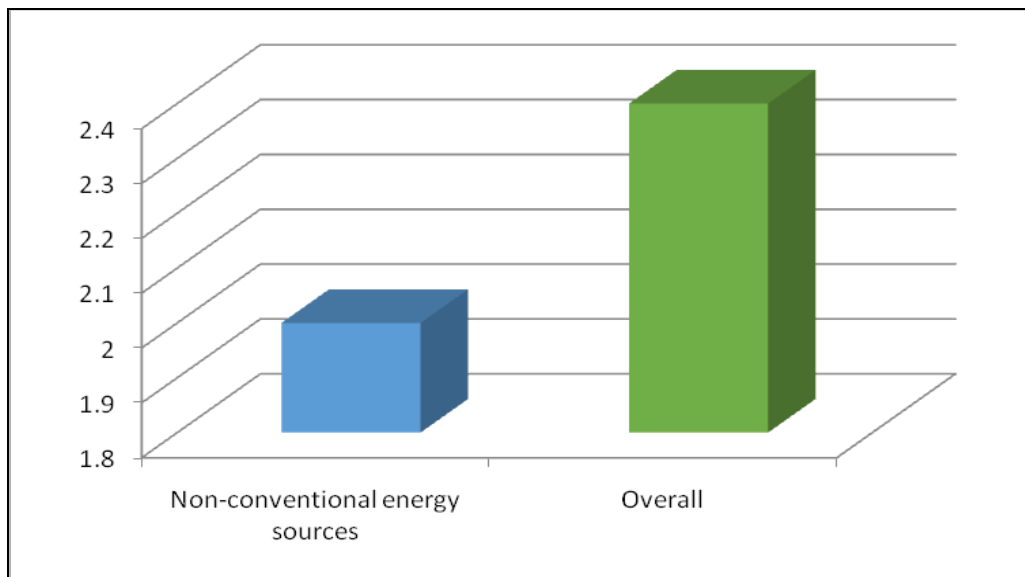
### 1.5 Irrigation Infrastructure



The graph produced above shows that people’s satisfaction with irrigation infrastructure created under BADP is low in comparison to the overall satisfaction with the works accomplished under BADP.

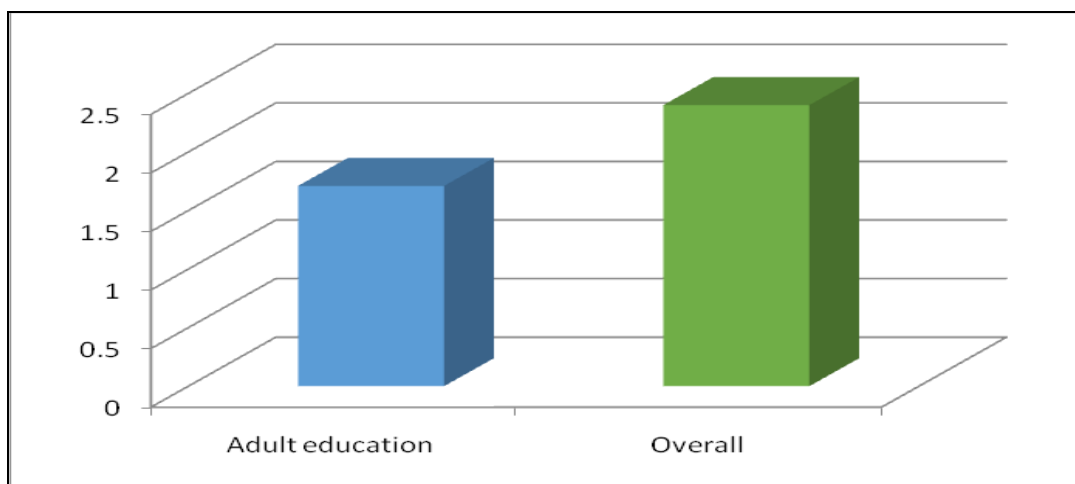


### 1.6 Development of Non-Conventional Energy Sources



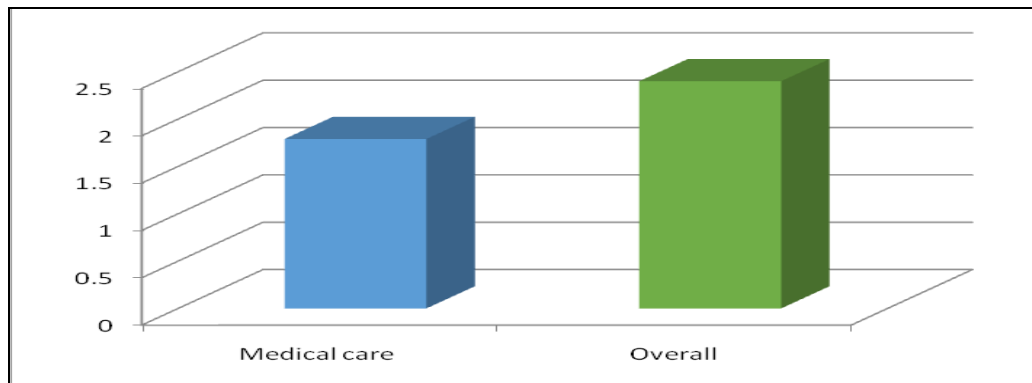
The graph produced above offers a comparison between the people’s satisfaction with the development of non-conventional sources of energy and that from all the other assets created under BADP. It can be seen that satisfaction with creation of non-conventional sources of energy is lower than the overall satisfaction in these states.

### 1.7. Adult Education and Skill Upgradation



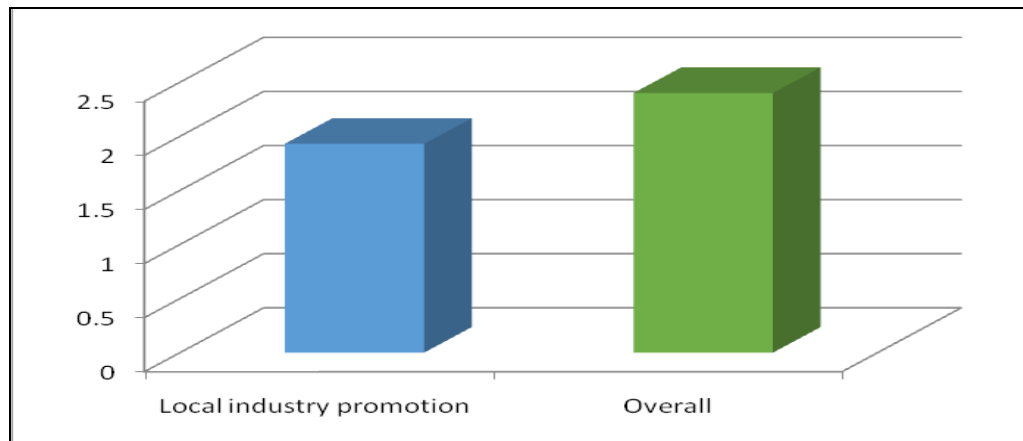
The above graph shows that people’s satisfaction with adult education and skill upgradation in these states is not satisfactory, and is lower than their overall satisfaction with works carried out under BADP.

## 1.8 Medical Care



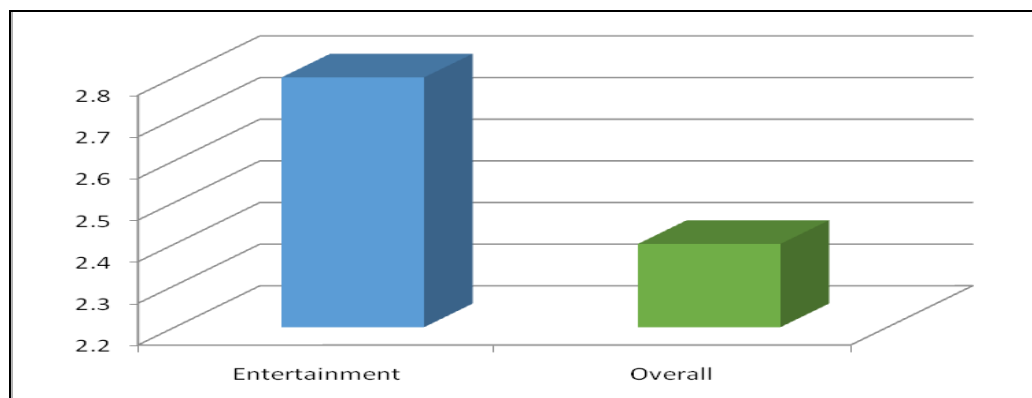
The chart above shows that people's satisfaction with health care provided under BADP is quite low.

## 1.9 Promotion of Local Industry



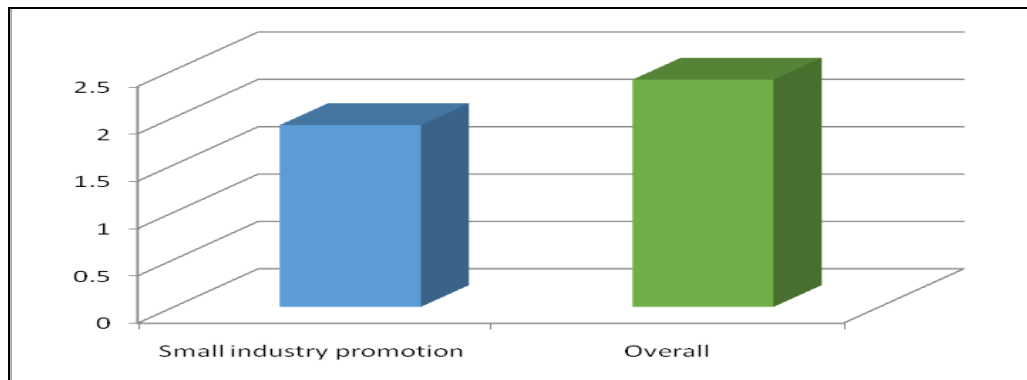
The level of satisfaction with the local industry promotion is low in comparison to the overall satisfaction in these states.

## 1.10. Entertainment



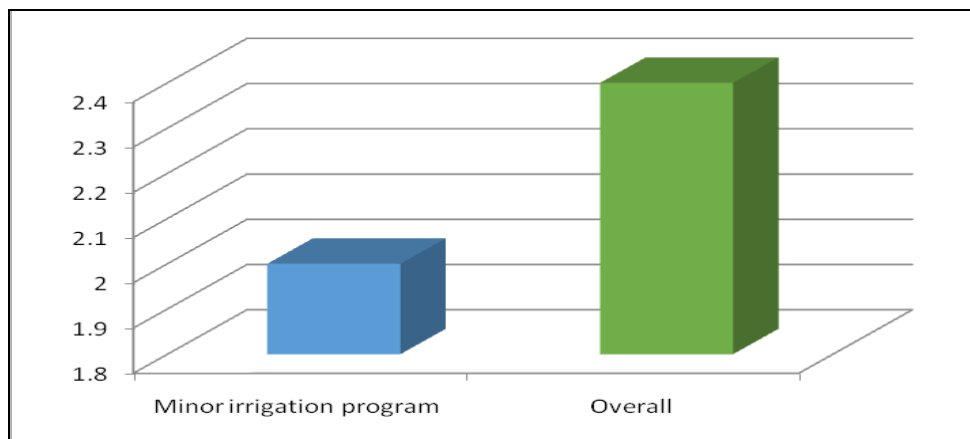
The above graph shows that the satisfaction with entertainment facilities is high in comparison to the overall satisfaction.

### 1.11 Small Industry Promotion



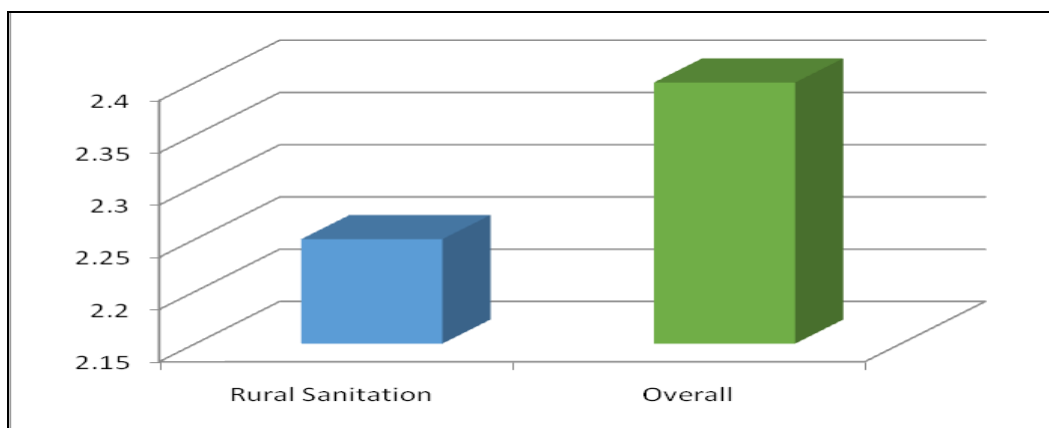
From the above graph it can be seen that the level of satisfaction with small industry promotion is lower than the overall satisfaction in all these states.

### 1.12 Irrigation Programmes



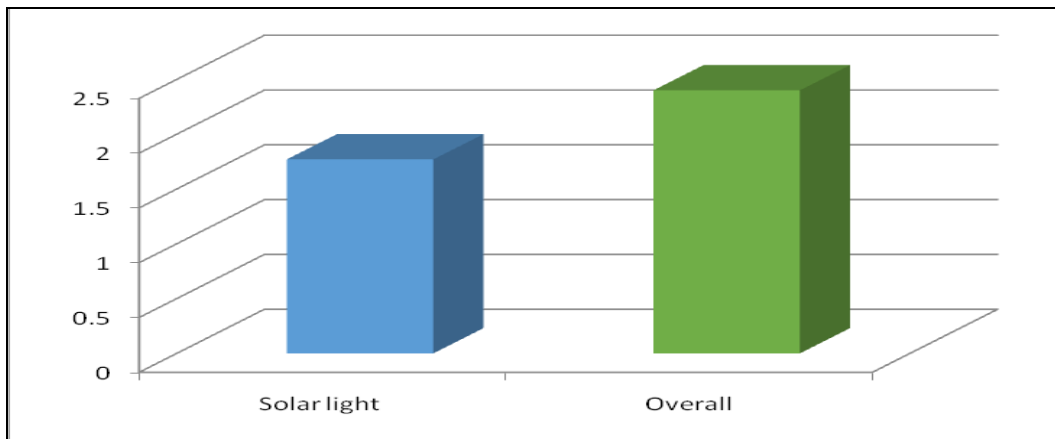
The above graph shows that people's satisfaction with minor irrigation is very low in comparison to the people's overall satisfaction.

### 1.13 Rural Sanitation



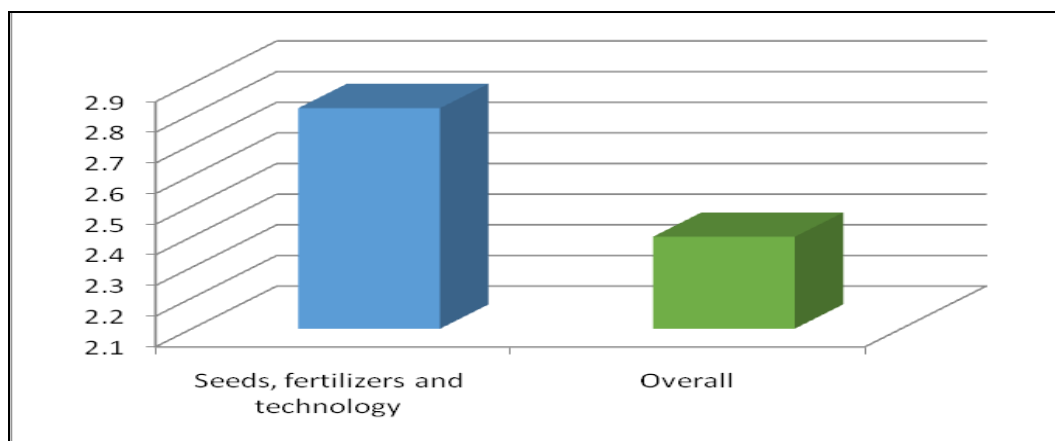
The above graph shows a comparison between people's satisfaction with sanitation facilities and that with all the assets and work done under BADP. It is clear that the people's satisfaction with rural sanitation is quite low in comparison to the overall satisfaction.

#### 1.14 Solar Light



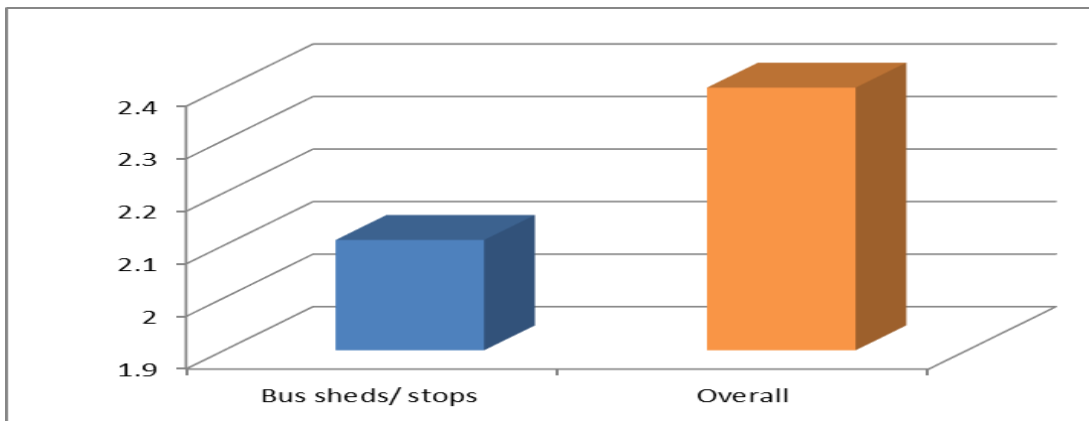
The graph above shows that people are not satisfied with the solar light facilities. It is clear that people's satisfaction with solar lights is lower than their overall satisfaction with the programme.

#### 1.15 Improved Seeds, Fertilizers and Technology



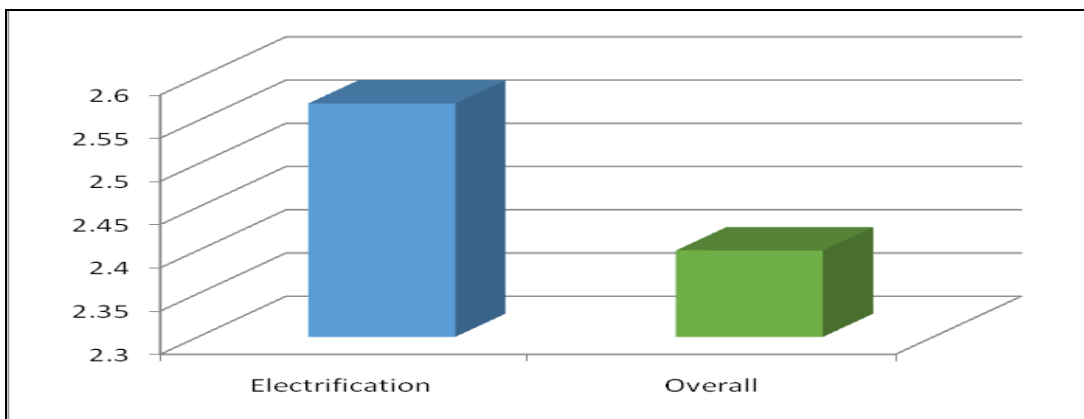
The above graph shows that people's satisfaction levels with regard to the provision of improved seeds, fertilizers and technology under BADP are higher in comparison to the overall satisfaction they felt with the programme.

### 1.16 Bus Sheds/Stops



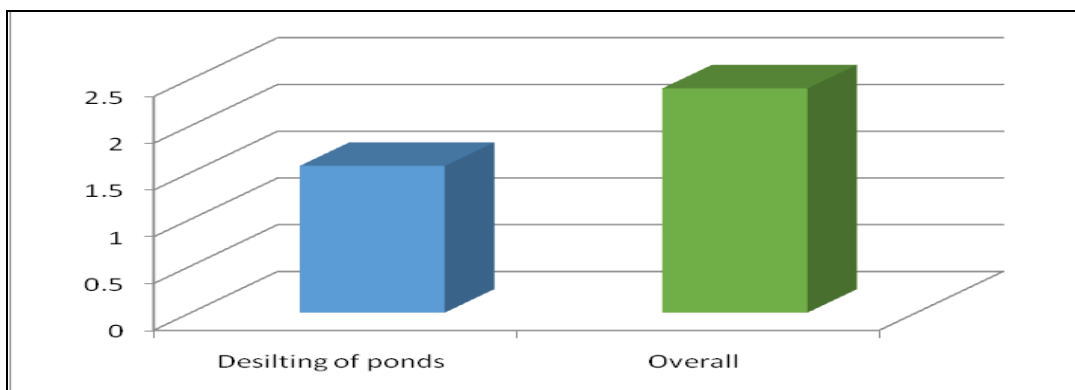
This graph demonstrates people’s satisfaction with the creation of bus sheds/stops in border areas. It is very low in comparison to their overall satisfaction with the programme.

### 1.17 Electrification



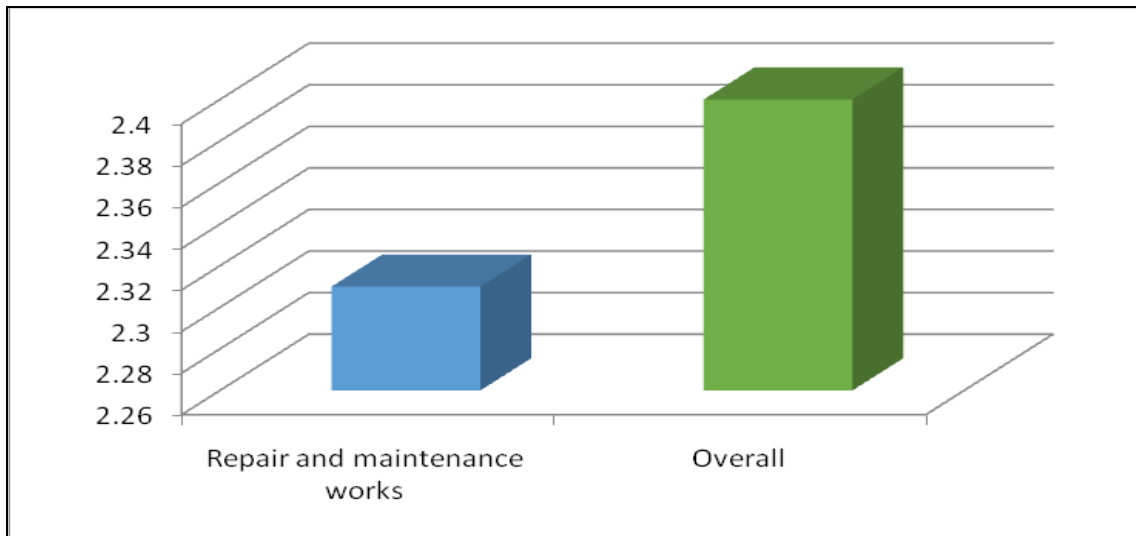
Above graph shows that people of border areas are satisfied with the electrification facilities. Here if we compare the overall satisfaction with the satisfaction from electrification we can see that satisfaction with electrification is a little higher than the overall satisfaction.

### 1.18. Desilting of Ponds



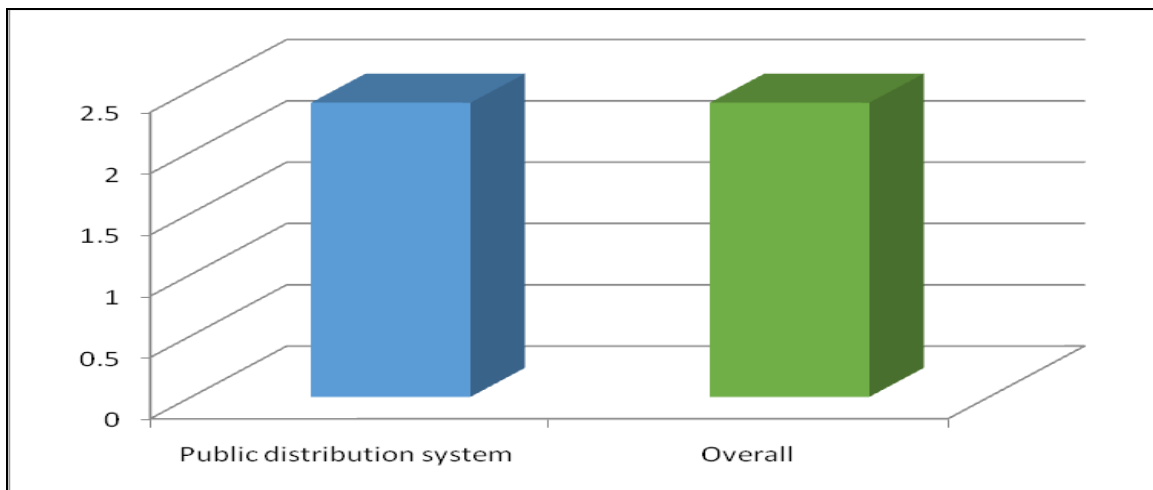
The above graph shows that the people's satisfaction with desilting of ponds is quite low, compared with the overall satisfaction they expressed with BADP.

### 1.19. Repair & Maintenance Works of any Type other than Special Repairs



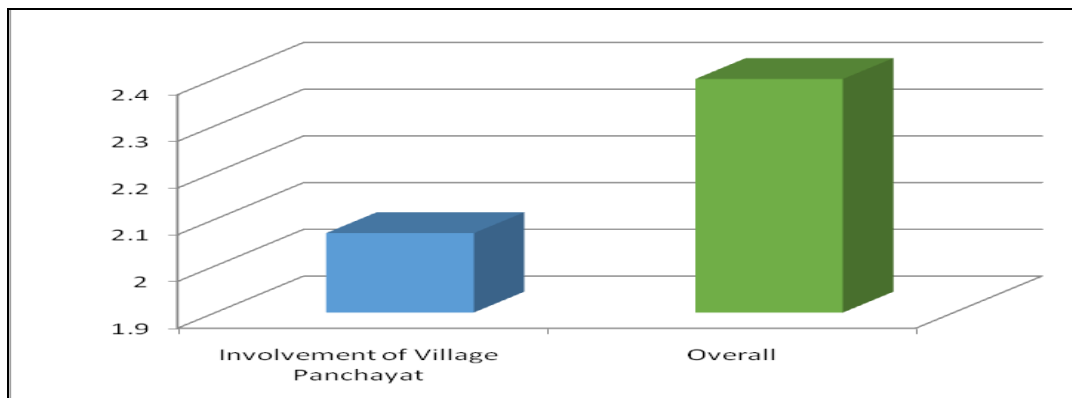
The graph demonstrates the people's satisfaction level with the repair and maintenance works carried out under BADP, and we find that it is very low when compared to their overall satisfaction with the programme.

### 1.20. Public Distribution System and Improvement:



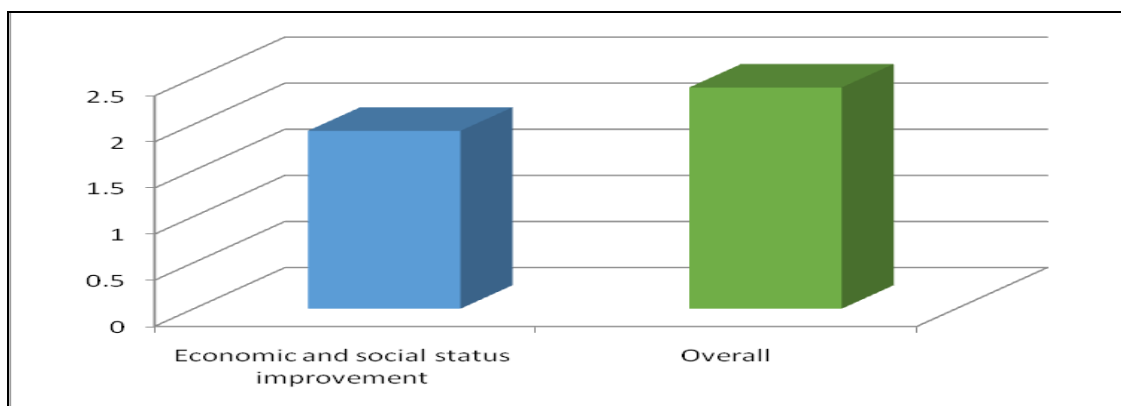
The above chart shows that people's satisfaction with public distribution system at an individual level is closely comparable to their overall satisfaction with BADP.

### 1.21. Involvement of Village Panchayat in Monitoring of BADP at any Level



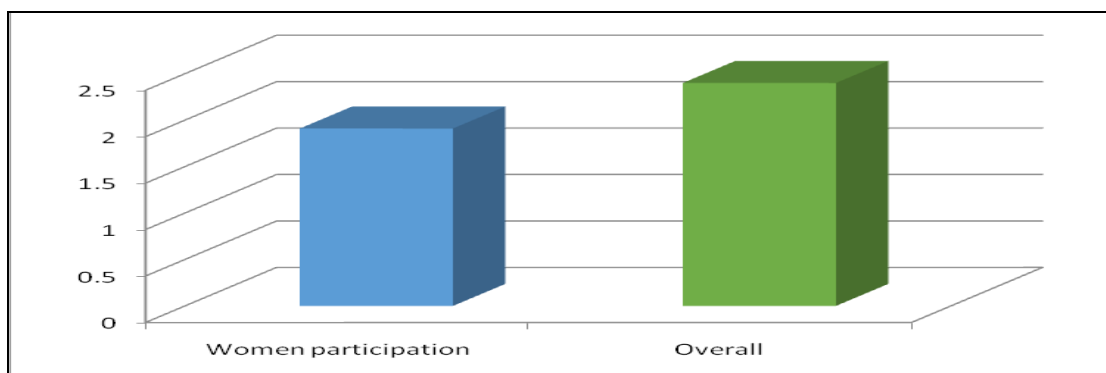
The above graph demonstrates the comparison between the people's satisfaction levels with the involvement of Village Panchayats in the monitoring of the schemes under BADP and their overall satisfaction with BADP. Clearly, their satisfaction with the extent of the Panchayats' involvement is low, indicating a need for improvement.

### 1.22. Improvement in Economic and Social Status



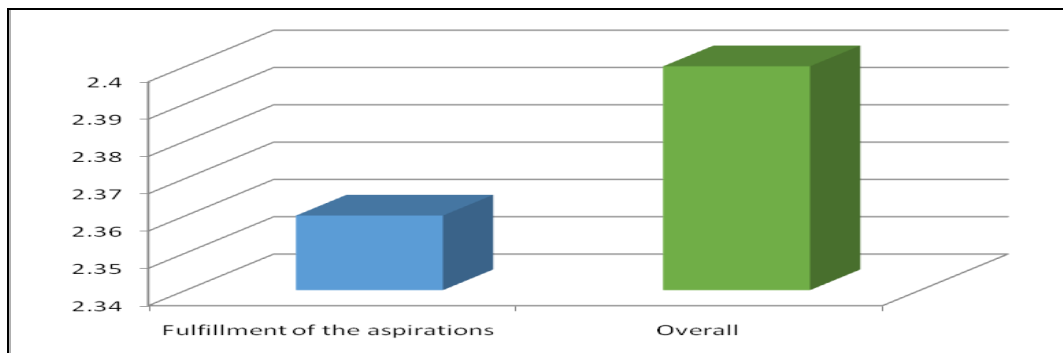
This chart demonstrates people's satisfaction, at an individual level, with the improvement in economic and social status brought about by BADP. It is found to be lower than their overall satisfaction with BADP.

### 1.23. Participation of Women in the Planning & Implementation



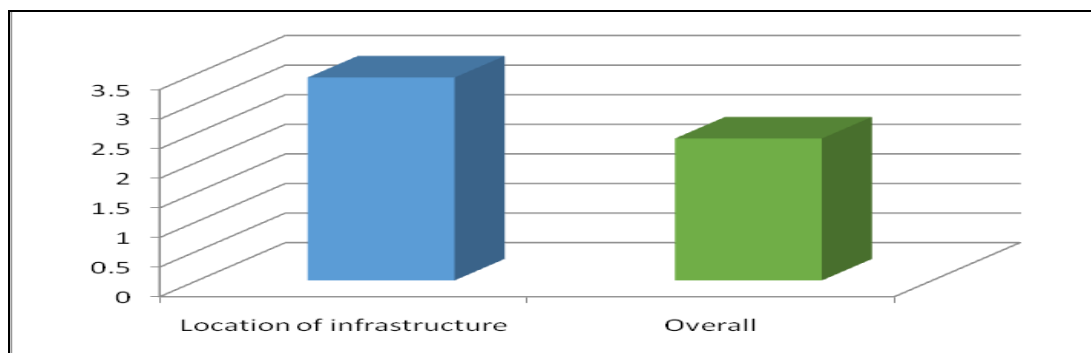
The people's satisfaction level with the extent of women's participation in the planning & implementation process under BADP is lower than their overall satisfactions.

#### 1.24. Plan Fulfilling the Aspirations of Local, Disadvantaged and the Women



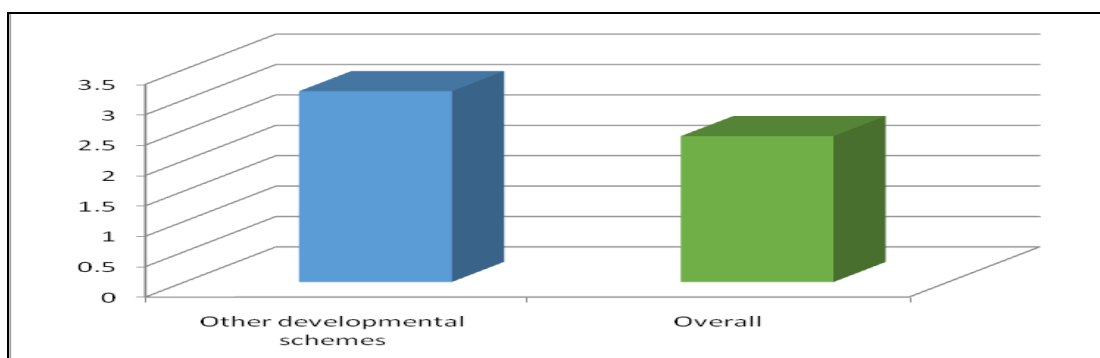
The chart presents a comparison between individual level of satisfaction expressed by the people in respect of plans fulfilling their aspirations, particularly those of the disadvantaged and the women and their overall satisfaction with the programme. It is clear that the individual satisfaction is quite low here.

#### 1.25. Location of Infrastructure Created under BADP



The graph demonstrates the people's satisfaction with the location of entire infrastructure created under BADP – with regard to how appropriately the infrastructure created is located, and the overall satisfaction with all the developmental works done under BADP. It is clear that people's satisfaction with location of infrastructure is higher than their overall satisfaction.

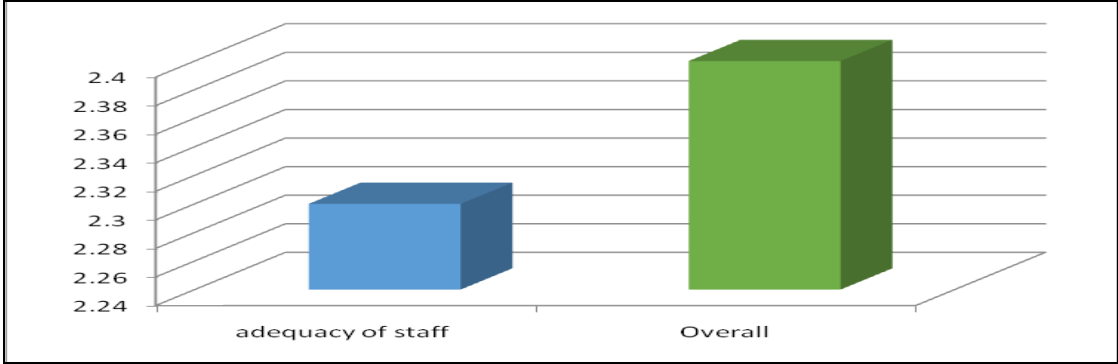
#### 1.26. Other Developmental Schemes being implemented along BADP





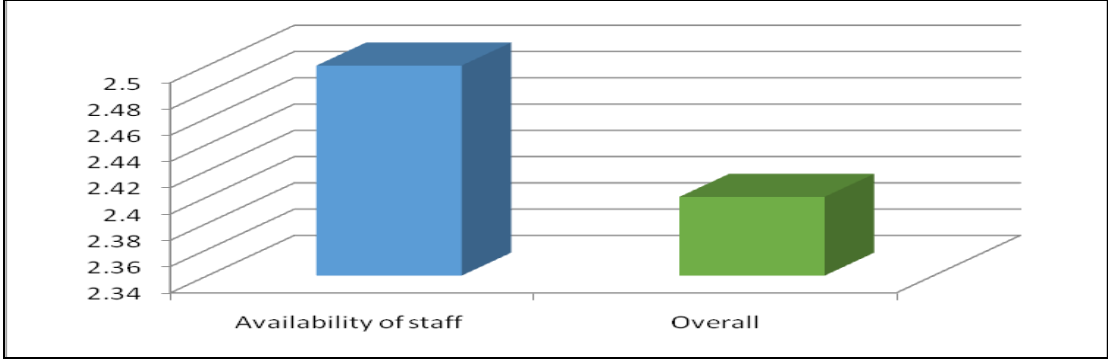
The above graph compares the level of people’s satisfaction with other developmental schemes being implemented along with BADP in the targeted areas and their overall satisfaction. Clearly, people’s satisfaction is higher in the case of other developmental schemes being implemented along with BADP in comparison to their overall satisfaction with BADP.

**1.27. Adequacy of Staff with Implementing Agencies:**



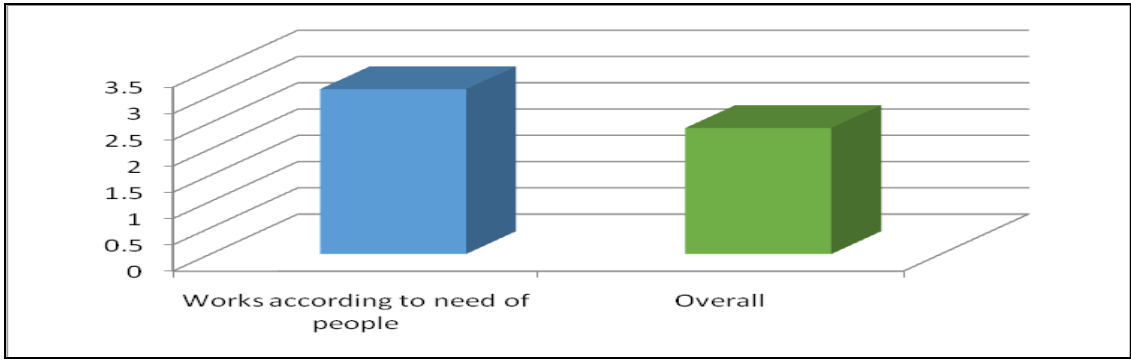
The graph produced above demonstrates a comparison of people’s satisfaction level regarding the adequacy of staff at the executive agencies responsible for the implementation of the programme at individual level and their overall satisfaction with all the work done under BADP. Evidently, people’s satisfaction with the adequacy of staff is quite low.

**1.28. Availability of Staff at the Executive Agencies for Implementation of BADP**



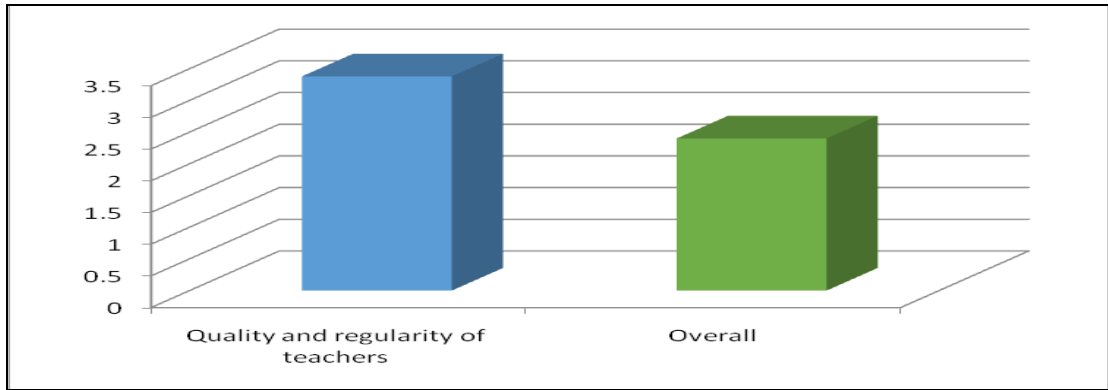
The graph produced above shows that people’s satisfaction with the availability of staff at the implementing agencies is at a satisfactory level.

**1.29. Works Carried Out under BADP as per the Need of People**



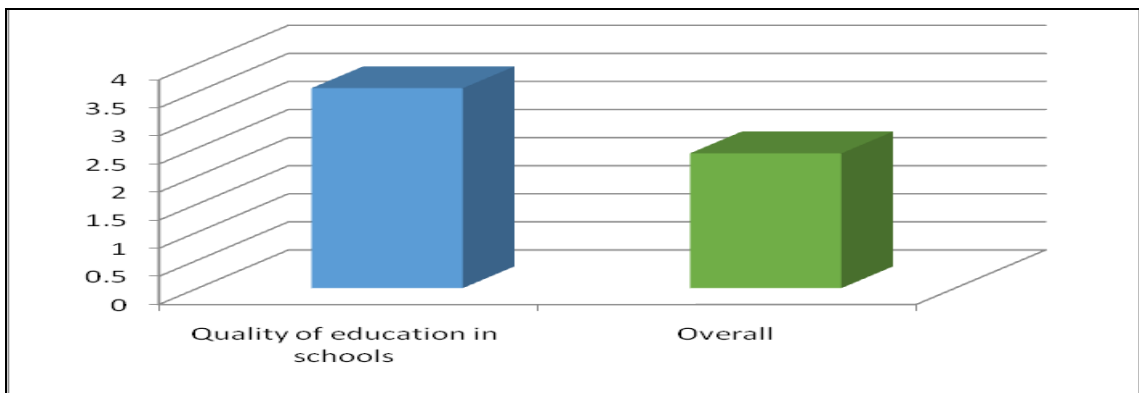
The graph produced above shows that people are quite satisfied with BADP in terms of undertaking works that fulfill particular needs of the target areas. Their satisfaction levels in this regard are higher than the overall satisfaction expressed with the programme.

### 1.30. Teachers (Quality and Regularity) in School



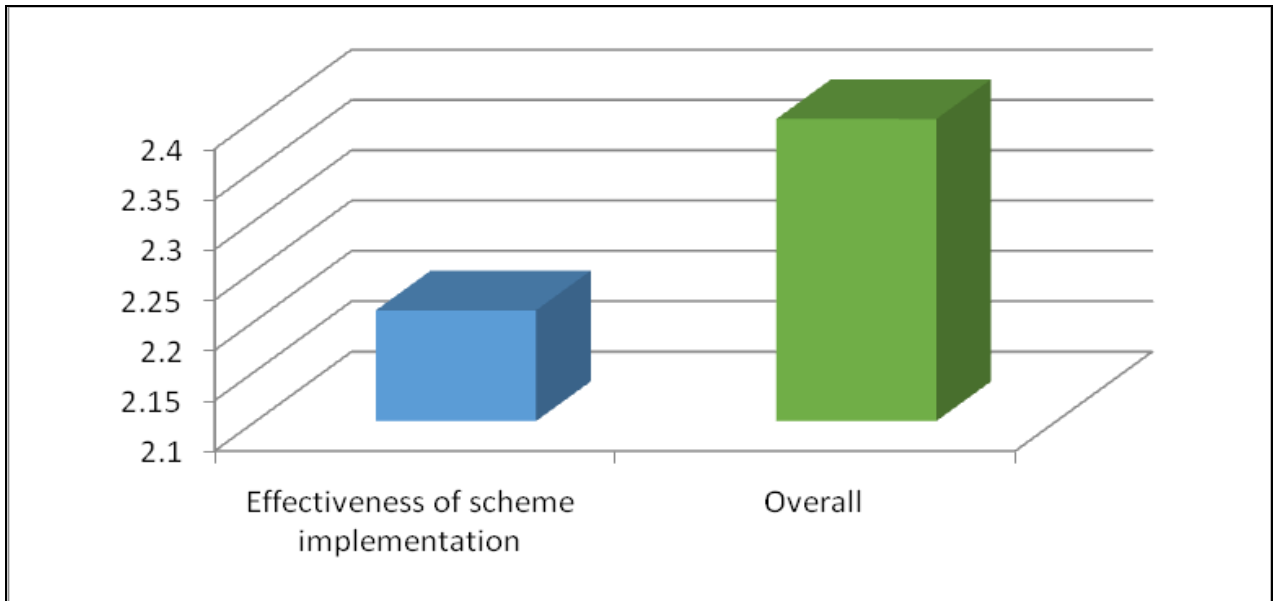
The graph demonstrates the people's satisfaction with the quality and regularity of teachers in the schools in their areas – which is higher than their overall satisfaction with the works carried out under the programme.

### 1.31. Quality of Education in Elementary Schools



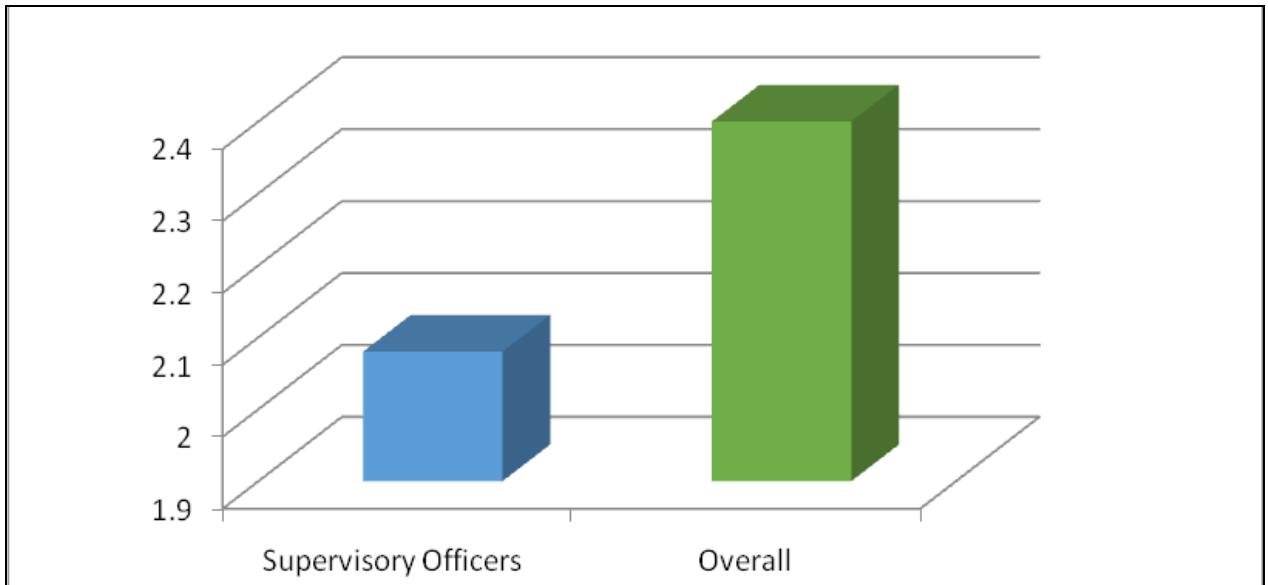
The graph produced above shows that the people's satisfaction with the quality of education in the elementary schools of their area is higher than their overall satisfaction with all the work done under BADP.

### 1.32. Implementation of the Scheme:



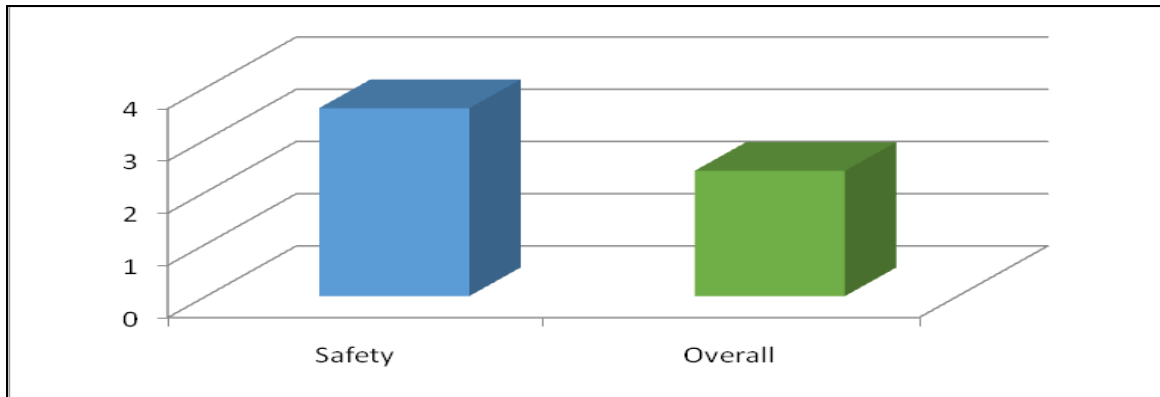
The above graph shows that people’s satisfaction with the implementation of the schemes under BADP is quite low, especially when compared to their overall satisfaction.

### 1.33. Inspections Conducted by of Supervising Officers



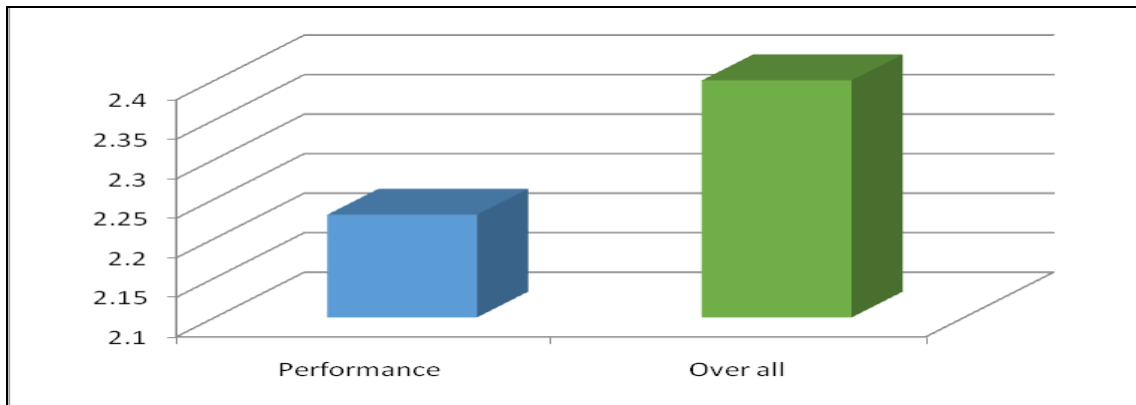
The graph produced above shows that people’s satisfaction with the inspections conducted by supervising officials is quite low

### 1.34. Security Conditions in the Border Villages



The graph above shows that people’s satisfaction with the security situation is fairly good – higher than their overall satisfaction with BADP.

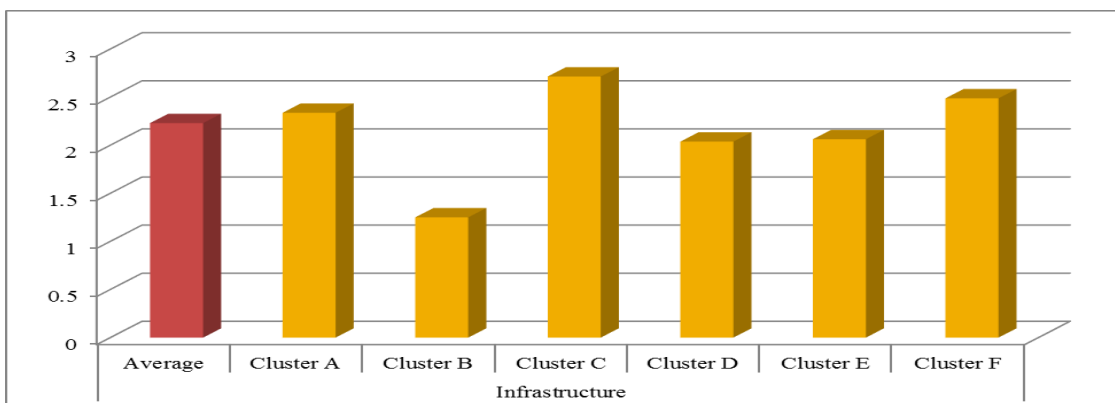
### 1.35. Impact of BADP on target group



The graph produced above shows that with regard to the impact of BADP on its target group, people’s satisfaction is low. It is lower than their overall satisfaction with the programme.

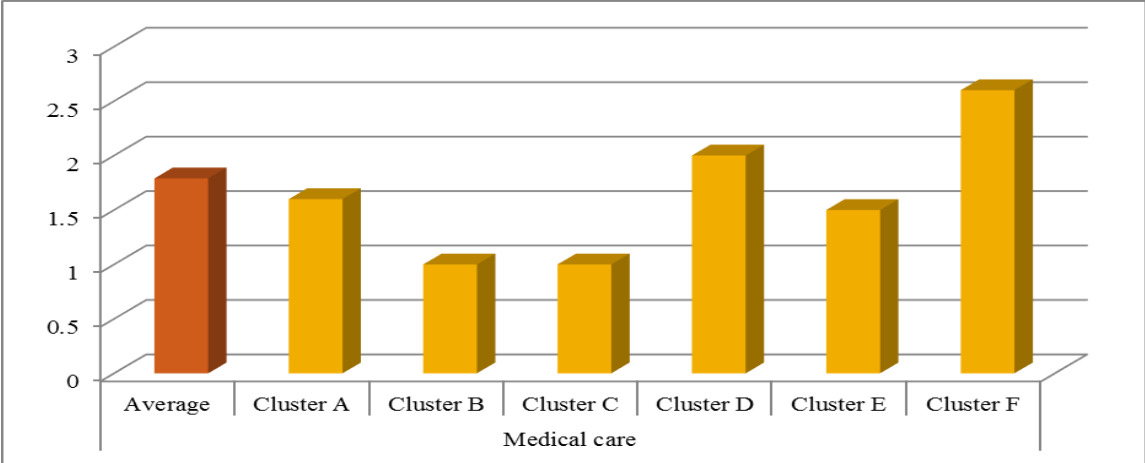
## 2. PEOPLE’S PERCEPTION OF BADP

### 2.1. Infrastructure:



Although a lot of work has been done for developing infrastructure and people’s satisfaction with it is relatively high, the quality of work is an area of concern. Due to lack of awareness, villagers are not interested in using public / private toilets, so BADP should launch an awareness campaign for it as construction of toilets solely would not help improve sanitation conditions until the villagers appreciate the utility of such projects. The use of abandoned assets is also important. There are plenty of assets which are not being used now due to various reasons.

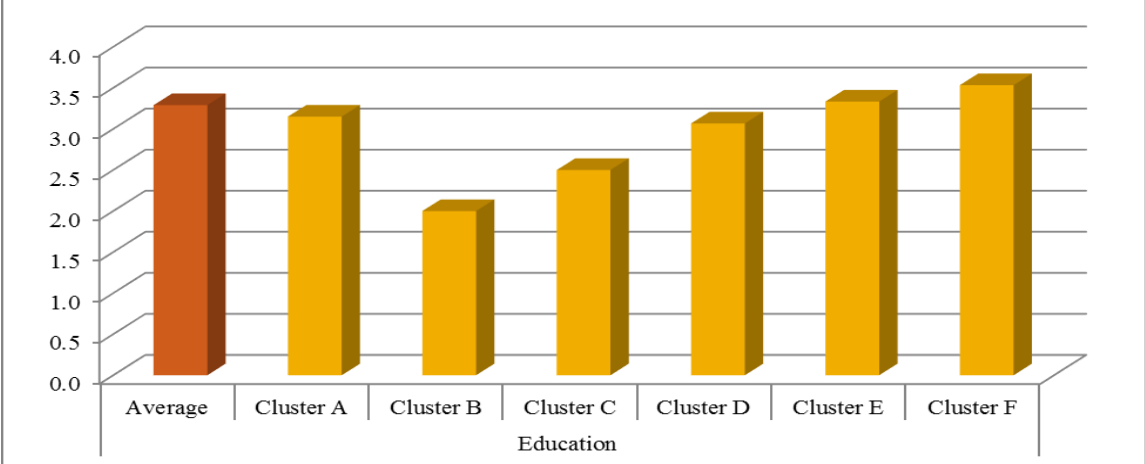
**2.2. Medical Care:**



Satisfaction with health care is very low in Cluster B and Cluster C. The reason behind this is very clear: Health awareness programmes have never been conducted in 60% of the villages. The infant mortality rates and child mortality rates are high as compared to those in non-border districts due to a deficiency of health care facilities in the region.

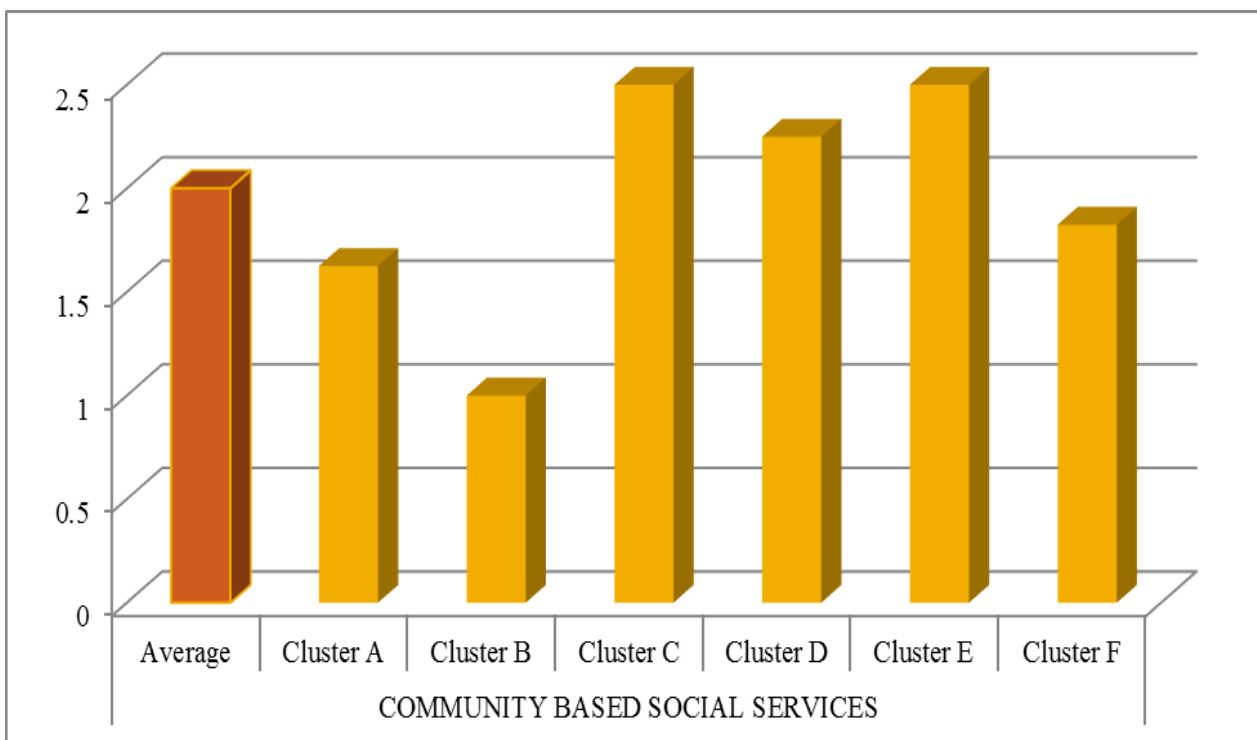
Staff inadequacy is always a problem in border areas. At the grassroots level health workers are available but are not motivated enough to stay for long in these rural areas due to the lack of civic amenities.

**2.3. Education:**



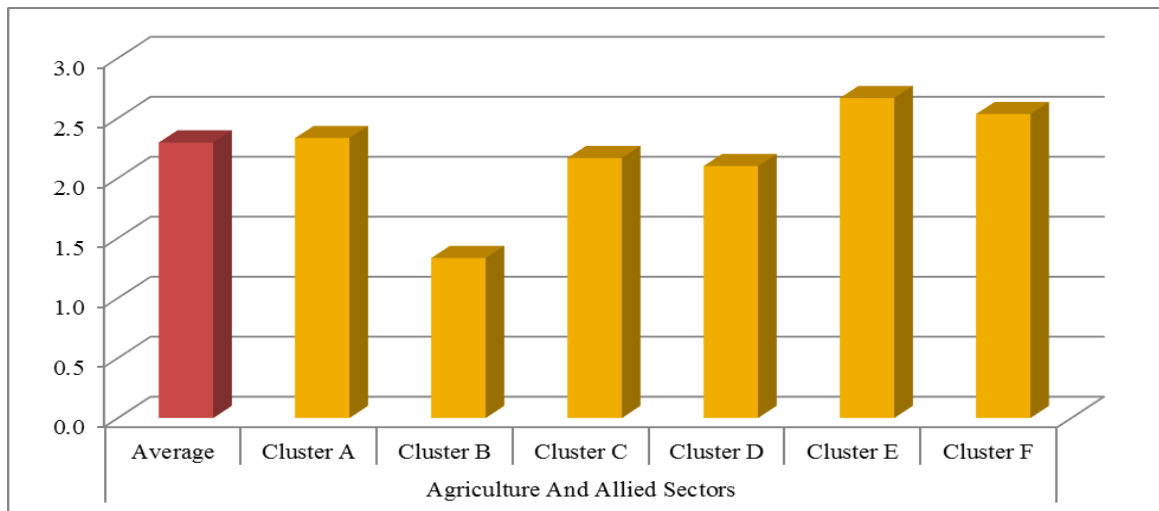
The paucity of teachers and teacher absenteeism plagues the education system in these areas but the main problem here is the poor quality of teaching. Teachers are poorly trained in their subjects and do not feel motivated to improve their performance, owing to a limited outreach and resources. The dropout rate among school children, especially girls, is quite high. The higher education system is worse off. Periodic analysis of literacy growth rate shows a slow rate of growth. Some villagers suggest that mid-day meal schemes are proving to be a hindrance as regards the quality of education in schools since owing to the lack of service staff in schools, teachers are compelled to get involved in the preparation of meals for students – instead of using that time to teach.

#### 2.4. Community-Based Social Services:



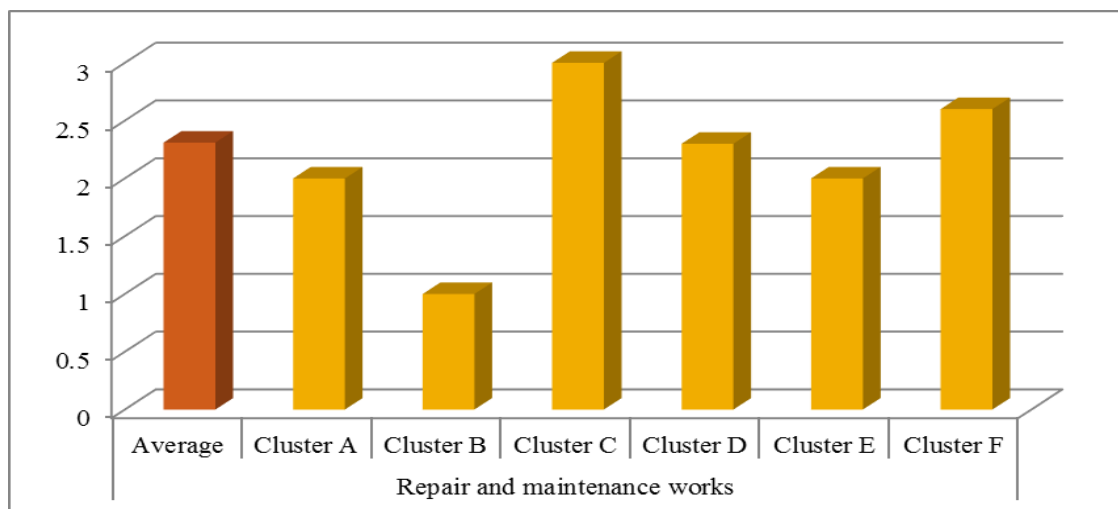
People are being helped under BADP for setting up of small industries using localized inputs. Industries such as handloom, and units for production of milk powder, etc are growing in border areas. Some NGOs are training women to stitch and sew. It is suggested that setting up of tourism centers at suitable destinations will offer a permanent source of income e.g. Adventure tourism including rock climbing, bungee jumping, paragliding can be developed in 80% of the North-Eastern states.

## 2.5. Agriculture and Allied Sectors:



Improved quality seeds, fertilizers and new technology are being provided to people under BADP and this has proved beneficial. The main problems faced by people with regard to this sector are related to infrastructure: lack of irrigation facilities and lack of backward and forward linkages in terms of markets, etc.

## 2.6. Repair and Maintenance Work:



Although after 3 years of completion of work, 15% of funds can be used in repair and maintenance work but no funds are being used for it. Footpaths, pathways and footbridges are constructed under BADP in several villages but their repair and maintenance has never been undertaken. This scenario is common to 70% of the states. In most villages, people keep petitioning to the government agencies for carrying out repair and maintenance work in vain for years. Also, the condition that three years should have passed since the creation of the said infrastructure asset before asking for funds for its maintenance is impractical and even unfair for certain assets such as water tanks and solar lights.

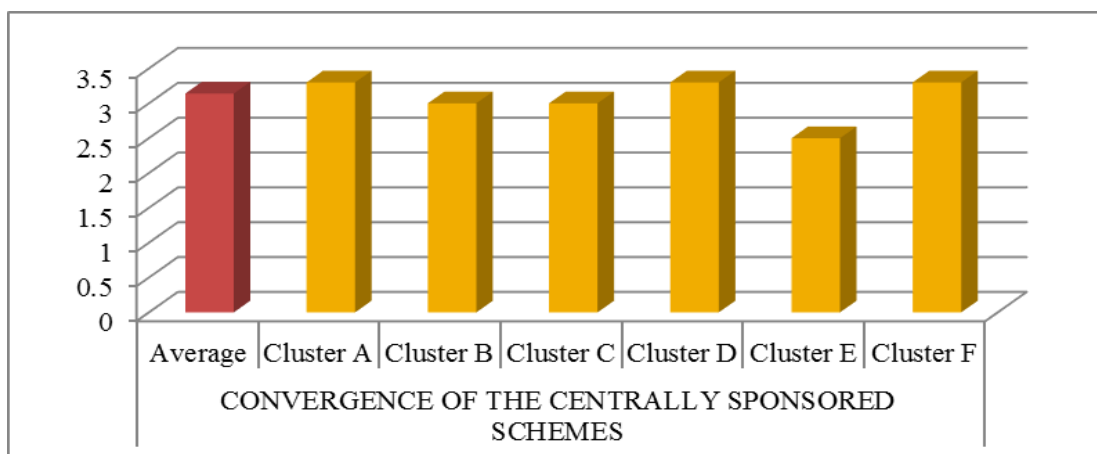
## 2.7. Participation of Local People or their Representatives:



Villagers want more power be given to Panchayats. The Panchayat sends work proposals to BADP but since none of these have been sanctioned in the last 5 years, they are reluctant to participate. It is a general observation of the villagers that larger villages having a village panchayat get their works done while small villages associated with that village panchayat do not. Thus, a formula should be devised to determine what would be a fair distribution of funds. Political connections play a major role in the acceptance and sanctioning of work under such schemes. For instance, villagers at 4P in Sri Ganganagar said that they did not get any work in the last 5 years as the political party at the Block level is different from the one their Sarpanch is affiliated with. Similar cases were observed in other districts too. Meetings are conducted only in the name. The BDOs & Pradhans select/reject proposals sent fielded by gram panchayats and send them to the district magistrate. There are no fixed criteria for approval of a work at the village level.

A work selected at Block level is further discussed at the district level but the work rejected at the Block level is not brought up for discussion again - this leaves immense political power in the hands of the Block-level officers.

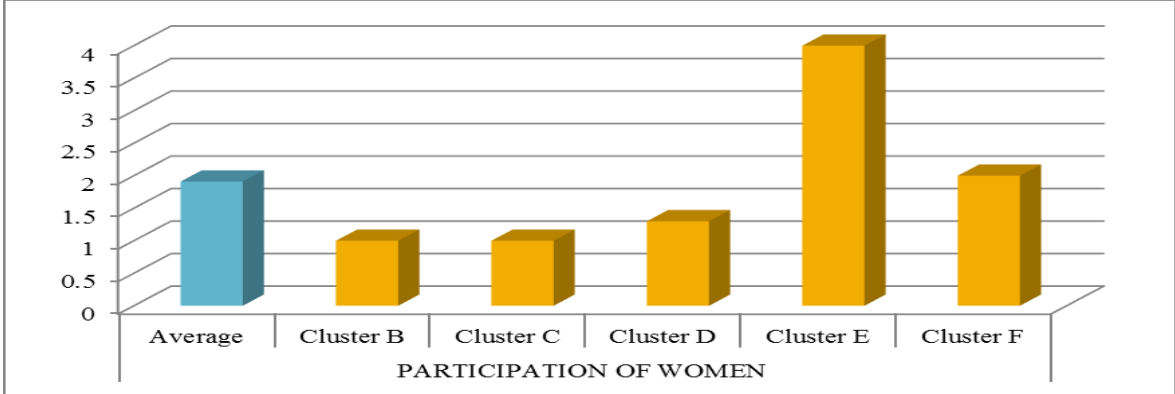
## 2.8. Cluster-Wise Convergence of the Centrally Sponsored Schemes:





60% of the people were satisfied with the implementation of the BADP schemes along with the other developmental schemes running in the state. But, convergence of two schemes is a new initiative. Using raw materials under BADP and labour from MNREGA is the the most commonly used format of this practice called dovetailing. It has received both positive and negative feedback. At the planning level, dovetailing seems like a really good option since it seeks to optimize both the schemes but difficulties arise at the implementation level because NREGA labour is not adequately motivated to work hard as reward is guaranteed and quality is not under scrutiny. This scheme has caused delays in some projects.

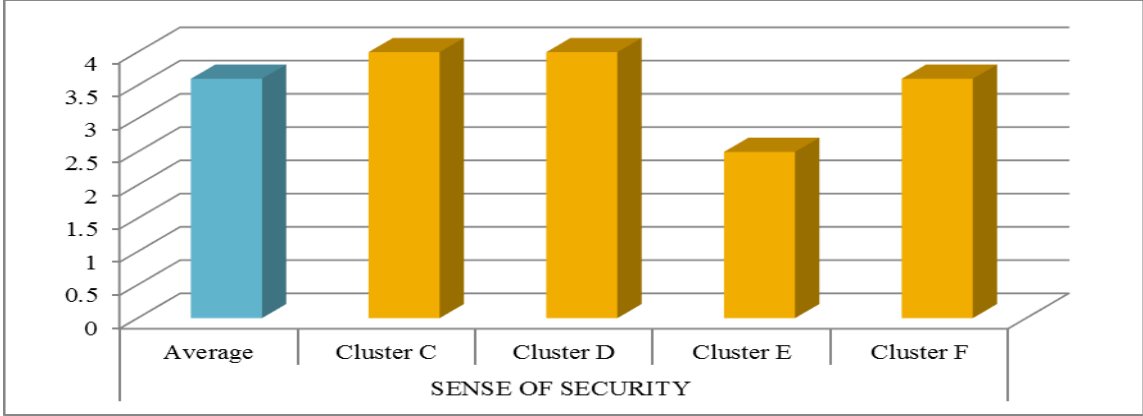
**2.9. Participation of Women:**



As we can see in the chart, Cluster E shows higher participation of women in planning and implementation process of BADP as compared with the other states but this number is high because of a single contributing factor: Cluster E includes Himachal Pradesh and it is in this state that traditionally speaking, women are more active and participative.

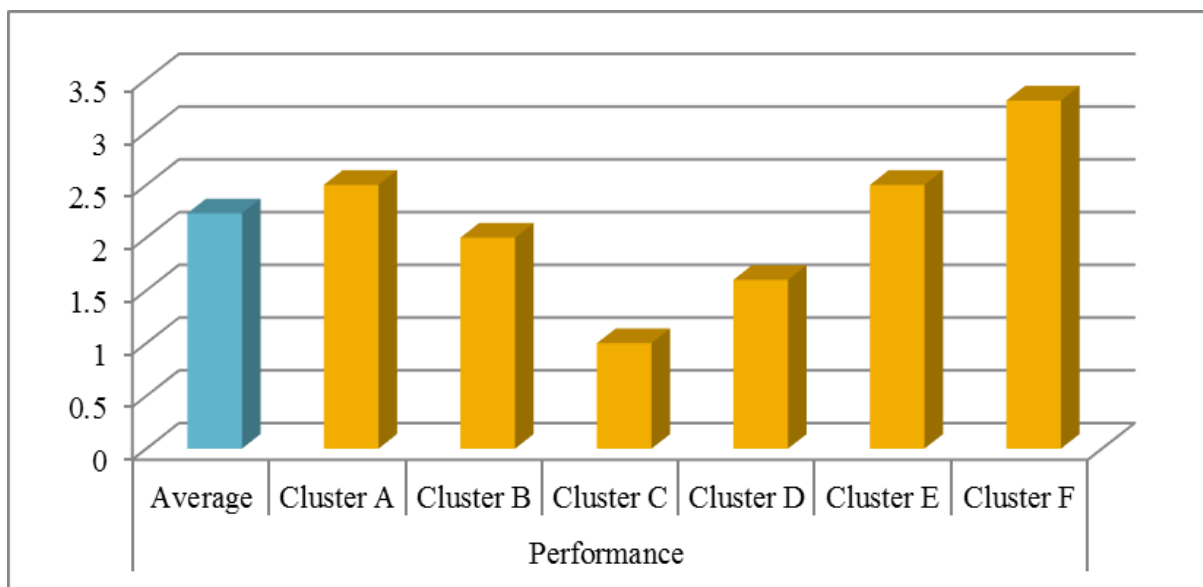
At the ground level, women need to be better educated, more aware about their role in planning and implementation of various schemes as it has been found that due to lack of awareness, women are not interested in assuming such responsibilities.

**2.10. Sense of Security among Villages:**



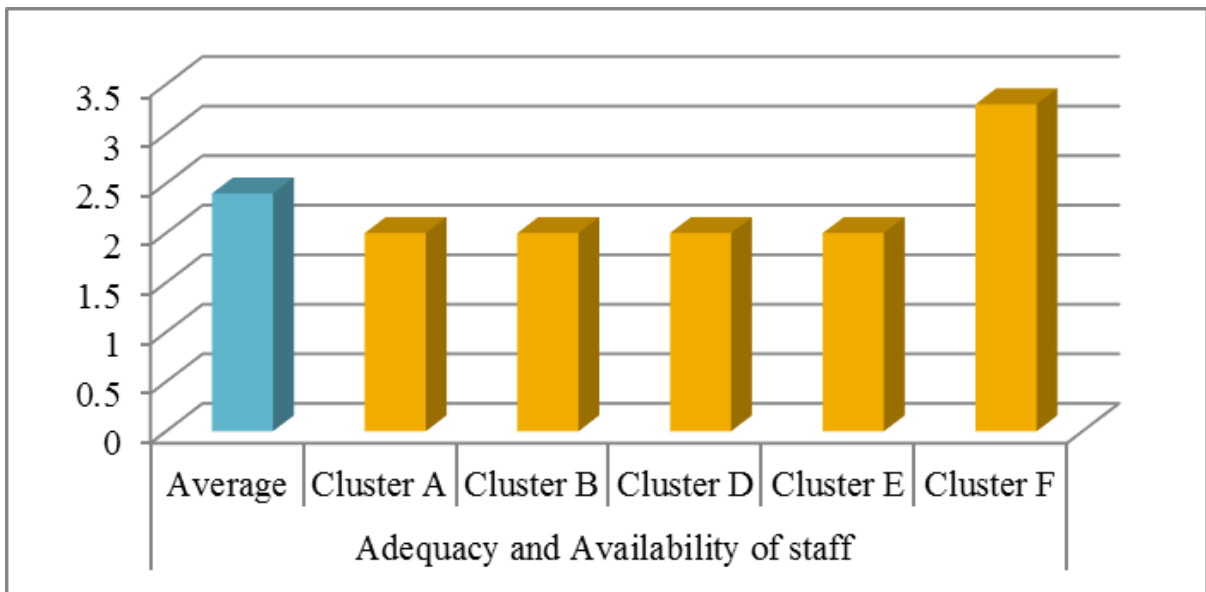
People living in the face myriad challenges, some of which are typical to their situation: socio-economic problems due to the limited opportunities for growth and security concerns. Concerns regarding safety and security render life in these areas psychologically stressful, especially those areas that frequently witness conflict across the border. However, the magnitude of the problem differs from region to region depending upon the geographical conditions, socio-cultural set up and relations with the neighbouring country. People in Cluster E in particular feel greatly insecure in their homes. The reason is decades-long struggle against terrorism, problems such as illegal migration, drug trafficking, illegal trade, crime, insurgency, and killing of innocent civilians.

### 2.11. Impact of the Scheme:



Here we looked at impact of BADP on the target groups and we see that in 60% of the North Eastern states, a large proportion of local people have inadequate stock of particular infrastructure facilities. A well-organized network of village leadership, contractors, bureaucrats and clever party people along with government functionaries exploit the development opportunities by siphoning off the funds. Local leaders are tacitly allowed to misuse public funds in return for delivering the votes. Even under such situation, futuristic steps are being taken to help develop projects meant for common use by the vulnerable people settled in the border regions. This is developing a 'collective development spirit' in these remote areas.

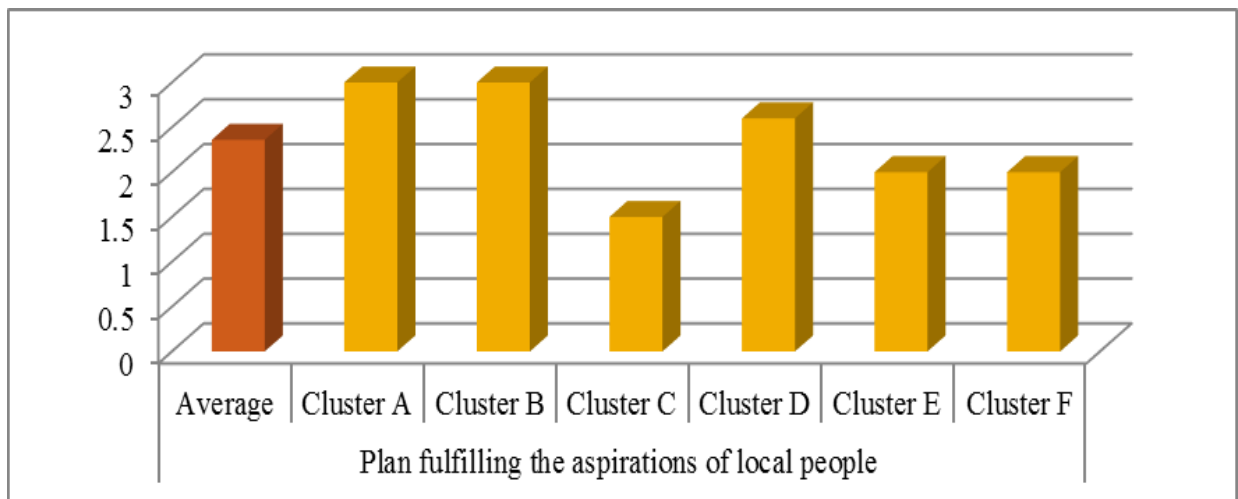
### 2.12. Adequacy and Availability of Staff:



The Nodal Officers at the district-level regularly experience a shortage of manpower necessary for smooth implementation of these schemes. They are unable to monitor projects regularly. There is a need for the formation of technical committees at Block and village level in order to provide support to the Nodal Officers.

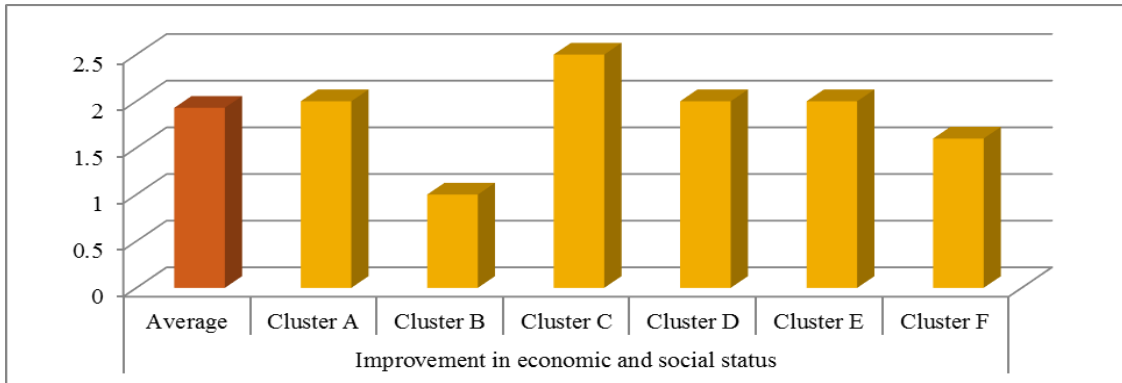
## 3. ANALYSIS OF PERFORMANCE OF BADP:

### 3.1 Fulfilling the Aspirations of Local People, Disadvantage and Women



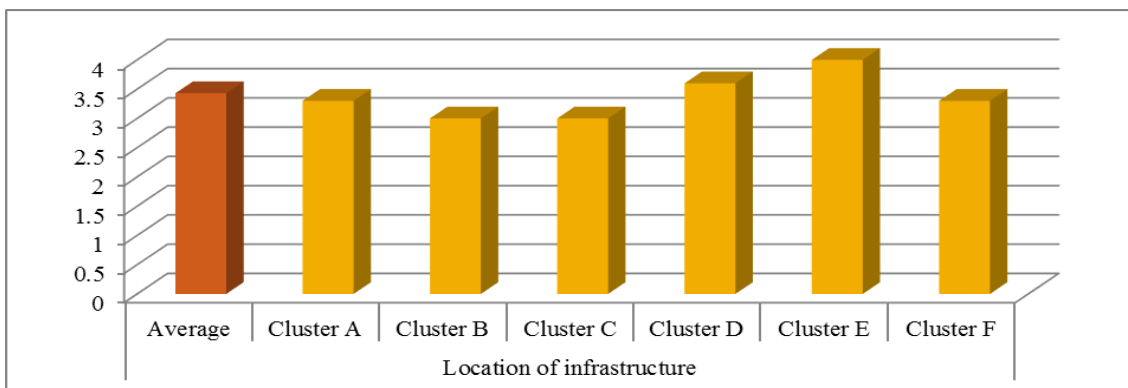
People of cluster A, B and D are satisfied with the performance of BADP in terms of fulfillment of their aspirations. As shown in the chart, people of other clusters do not agree that BADP is fulfilling their aspirations and expressed less satisfaction in this regard as compared to the overall satisfaction expressed with the scheme.

### 3.2 Improvement in Economic and Social Status



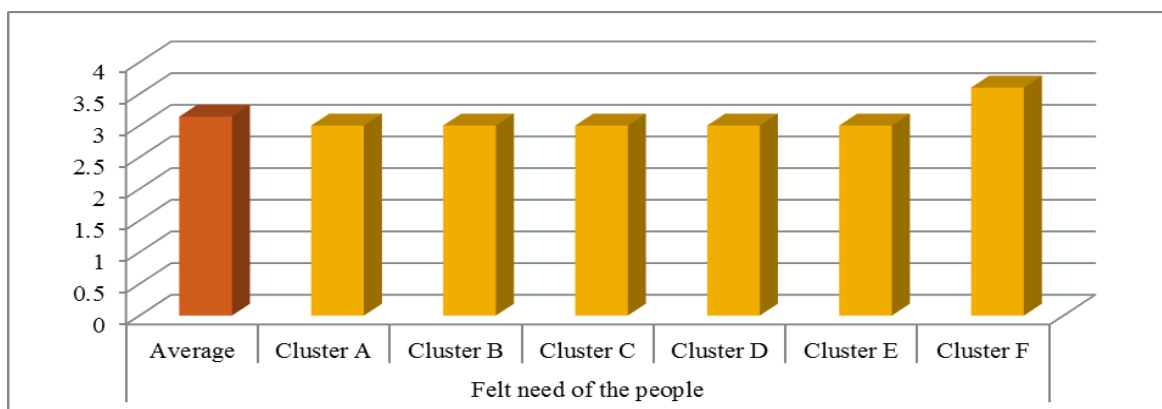
Improvement in economic and social status of people living in border areas is one of the most important objectives of BADP. But, as we see above, Clusters B and F rank very low in this regard compared to other clusters, as well as compared to the overall satisfaction with BADP.

### 3.3 Entire Infrastructure Created with BADP Funds is Located at Appropriate Places



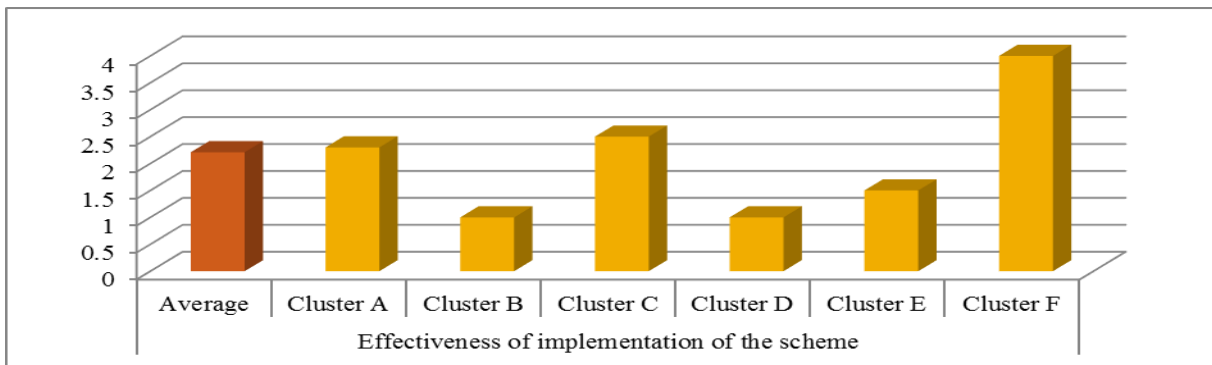
Location of infrastructure created by BADP was found to be almost appropriate in all the clusters. People living in border villages find BADP infrastructure convenient to reach.

### 3.4 Works Undertaken are as per the Felt Need of the People



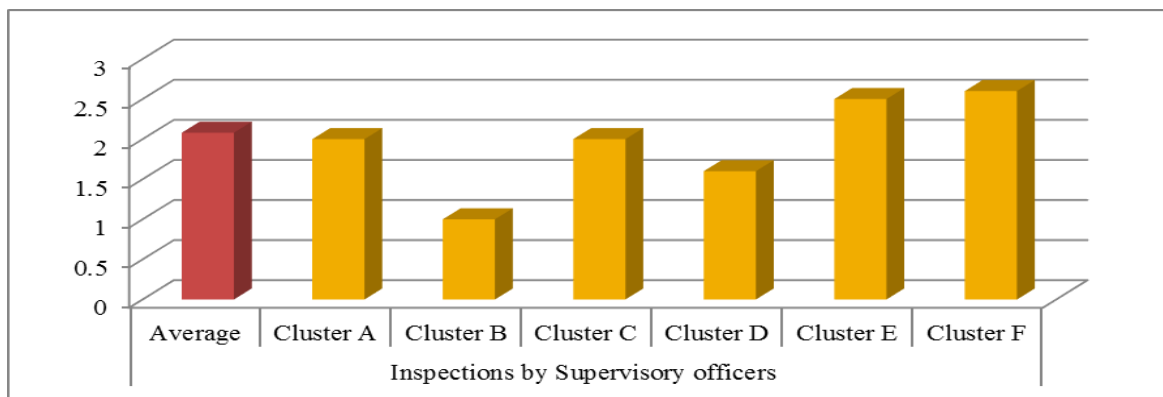
People are satisfied with the infrastructure created under BADP and they feel that it is fulfilling their needs. All the clusters are showing satisfaction with work done under BADP so far.

### 3.5 Effectiveness of Implementation of the Scheme



Effectiveness of the scheme is seriously affected by delays in projects because of a lack of systematic planning and coordination among officials. That people are dissatisfied in this regard is made clear by the chart given above. People of Clusters B, D, and E feel that this scheme is not as effective as it could be.

### 3.6 Inspections by Supervisory officers of the Executing Agency carried Out the Work /Project



It is highly recommended here that supervising officials carry out regular inspection of the work underway. This will bring in transparency and the quality of work will also improve.

## ANNEXURE-III

### Illustrative List of Schemes/Projects Permissible under BADP Programme.

The BADP funds shall ordinarily be used for meeting the critical gaps after utilizing funds under the various Central/State schemes and to meet the immediate needs of the border population. A base line survey shall be carried out in border villages in order to assess the gap in basic physical and social infrastructure and convergence of various Central/State schemes with the BADP should be ensured. Various schemes/projects that can be taken up under BADP sectors are as illustrated below:

#### 1) Education:

- (i) Primary/Middle/Secondary/Higher secondary school buildings (including additional rooms).
- (ii) Development of play fields.
- (iii) Construction of hostels/dormitories.
- (iv) Public libraries and reading rooms.

#### 2) Health

- (i) Building infrastructure (PHC/CHC/SHC).
- (ii) Provision of medical equipment of basic/elementary Type. X-Ray, ECG machines, equipment for dental clinic, pathological labs etc. can also be purchased.
- (iii) Setting up of mobile dispensaries/ambulances in rural areas by Govt. / Panchayati Raj Institutions including Tele medicine.

#### 3) Agriculture and Allied Sectors

- (i) Animal Husbandry & Dairying.
- (ii) Pisciculture.
- (iii) Sericulture.
- (iv) Poultry farming/Fishery/Pig/Goat/Sheep farming.
- (v) Farm forestry, horticulture/floriculture.
- (vi) Drainage facilities.
- (vii) Construction of irrigation embankments, or lift irrigation or water table recharging facilities (including minor irrigation works).
- (viii) Water conservation programmes.
- (ix) Soil conservation- arresting soil erosion- protection from floods.
- (x) Social Forestry, JFM, parks, gardens in government and community lands or other surrendered lands including pasturing yards.

- (xi) Use of improved seeds, fertilizers and improved technology.
- (xii) Veterinary aid Centers, artificial insemination Centers and breeding Centers.
- (xiii) Area specific approach keeping in view the economy of Scale – Backward-Forward integration.

#### **4) Infrastructure**

- (i) Construction and strengthening of approach roads, link roads (including culverts & bridges)
- (ii) Industries – Small Scale with local inputs viz handloom, handicraft, furniture making, tiny units, black smith works etc. and food processing industry 7
- (iii) Provisions of civic amenities like electricity, water, pathways, ropeways, foot bridges, hanging bridges, public toilets in slum areas and in SC/ST habitations and at tourist centers, bus stands etc.
- (iv) Development of infrastructure for weekly haats/bazaars and also for cultural activities etc. in border areas.
- (v) Construction of buildings for recognized District or State Sports Associations and for Cultural and Sport Activities or for hospitals (provision of multi-gym facilities in gymnastic centers, sports association, physical education training institutions, etc.)
- (vi) Construction of houses for officials engaged in education sector and health sector in remote border areas.
- (vii) Tourism/Sports/Adventure Sports Scheme – creation of world class infrastructure for tourism and sports in border block where ever feasible- like rock climbing, mountaineering, river rafting, forest trekking, skiing and safaris (car/bike race, camel safaris, yak riding, boating in Rann of Kutchh.
- (viii) Creation of new tourist centers.
- (ix) Construction of mini open stadium/ indoor stadium./auditoriums.
- (xiv) New & Renewable electricity- Bio gas/Biomass gasification, Solar & Wind energy and Mini Hydel Projects - systems/devices for community use and related activities.

#### **5. Social Sector**

- (i) Construction of community centers.
- (ii) Construction of Anganwadis.
- (iii) Rural Sanitation blocks.
- (iv) Cultural Centers /Community Halls.
- (v) Construction of common shelters for the old or Handicapped.

- (vi) Capacity building programme by way of vocational studies & training for youth for self-employment and skill up gradation of artisans and weavers.

**6. Miscellaneous:**

- (i) Development of Model villages in border areas.
- (ii) E-chaupals/ agrishops/ mobile media vans/ market yards.
- (iii) Cluster approach wherever feasible.



## ANNEXURE-IV

### List of the Works which are not Permissible under BADP Programme:

Creation of tangible assets should be given priority under the BADP. The smaller schemes, which are of direct benefit in nature to specific villages/individuals, need to be addressed by the State Governments under their own development initiatives. The following schemes/projects/works are not permissible under the BADP.

#### 1. Education:

- i) Buying of school dresses/ books.
- ii) Adult Education.
- iii) Books/Journals
- iv) TV/Dish antennas

#### 2. Health:

- i) Health Awareness Programme.
- ii) Eye Camps.
- iii) RCH Programme
- iv) Blood banks
- v) Control of Malaria, Filariasis, Leprosy, AIDS etc.
- vi) Fist aid kit for midwives.

#### 3. Agriculture and allied sector:

- i) Desilting of ponds in villages, towns and cities.

#### 4. Infrastructure:

- i) Any schemes of individual benefit (such as roads to dera's and dhanies etc.)
  - ii) Boundary walls and construction of cremation sheds in graveyards/samsan ghats.
  - iii) Cleaning of cools/nalas/khalas.
  - iv) Boundary/retaining walls of ponds.
  - v) Construction of building for offices of local bodies, patwarkhana, panchayat ghar, BDOs, DCs, and residences for officials (except the official engaged in education and health sector)
- Drain/Gutters.

## ANNEXURE-V

List of permissible and non-permissible items of works to be undertaken under BADP by the Border Guarding Forces: Following schemes of developmental nature can be recommended / implemented by the Border Guarding Forces (BGFs) under the Border Area Development Programme.

(a) Construction of Link roads to BOPs

(b) Any other work raising the infrastructure regarding drinking water supply/ electricity generation (New & Renewable Energy) etc.

However, approval of the State Level Screening Committee is a pre-requisite for implementing such schemes and it shall form part of the Annual Action Plan of the State. Such schemes recommended/implemented under the BADP by the BGFs and Armed Forces are open for inspection by the State/Central Government Officers concerned. Following works/activities are not permissible for implementation by the BGFs under BADP:

(a) Any type of Civic Action Programme for which funds are released by the Ministry of Home Affairs MHA or the States Government – like purchase of medicines, eye camps etc.

(b) Purchase of vehicles/night vision devices/ other equipments etc.