Border Area Development Programme (BADP): Guidelines (2020)

1. Objective:

The main objective of the BADP is to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the International Boundary (IB) and to provide the border areas with essential infrastructure by convergence of BADS/other Central/State/UT/Local Schemes and through a participatory approach especially in six thematic areas - Basic Infrastructure, Health Infrastructure, Education, Agriculture & Water Resources, Financial Inclusion and Skill Development. In border areas, the provision of essential infrastructure facilities and opportunities for sustainable living would help integrate these areas with the hinterland, create a positive perception of care by the country and encourage people to stay on in the border areas, leading to safe and secure borders.

2. Basic Principles:

The following basic principles will guide the implementation of the BADP:

a) Projects for developing infrastructure in strategically important villages/towns (as identified by Border Guarding Forces) will be given priority.

b) Border Guarding Forces (BGFs) will be co-opted as part of decision making process at all levels (Planning/ Execution / Monitoring).

c) Keeping in view the limited availability of funds under BADS, the State/UT Level Screening Committee (SLSC/UTLSC) will ensure convergence with schemes of line Ministries and State/UT Governments and other available resources to ensure holistic development of the strategically important villages/ towns in the border areas.

d) MHA will work in close collaboration with, inter-alia, M/o Agriculture & Farmers Welfare, M/o DoNER, M/o Health & Family Welfare, M/o Human Resource Development, M/o Jal Shakti, M/o New and Renewable Energy, M/o Power, M/o Rural Development, M/o Skill Development & Entrepreneurship, M/o MSME, M/o Women & Child Development, M/o Youth Affairs & Sports etc. to promote infrastructure development, improved connectivity, better social services and to provide sustainable livelihood opportunities in the border areas.

e) Works/projects will be evaluated regularly through Social Audit mechanism, besides Prabhari Officers in addition to ongoing mechanism of State/UT/ Central Governments.

f) Saturation / coverage through ongoing developmental schemes of various Ministries of Government of India, if necessary, by relaxation of guidelines and yardsticks with the approval of the competent authority.

g) Medium-Term perspective – Four/Five Year Perspective Action Plan would be prepared for development of identified habitations by pooling resources as mentioned in sub-clause (c) above. For the subsequent years, the Annual Plan would be drawn up within the overall perspective plan and inclusive of objectives carried forward, modifications necessitated due to lessons learnt and other developments. The Annual Plans would be a subset of the same. For the first year, alongwith perspective plan, annual plan would
also be submitted. The States would strive to achieve saturation of beneficiaries and creation of infrastructure under various Government Schemes by 2023.

h) Competition among Districts: The Districts would be challenged to compete among themselves on the basis of incremental changes and their performance would be recognized and rewarded.

i) Comprehensive Development: For comprehensive development of border districts, BADP will have two components - first will be saturation of beneficiaries and ensuring creation of infrastructure in border districts through convergence of various Government Schemes, and second part will be Border Area Development Scheme (BADS) for convergence and filling up gaps to achieve desired levels of development.

3. Coverage:

3.1 The BADP is a Core Centrally Sponsored Scheme (CSS). Presently, the Programme covers 396 Blocks of 111 border Districts in 16 States and 2 Union Territories abutting the International Boundary viz. Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir (UT), Ladakh (UT), Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal. Previously it has largely worked as a ‘stand-alone’ vehicle for project financing; it will now be converted to a programme which seeks comprehensive development.

3.2 The programme will cover all the census villages/ towns, semi-urban and urban areas located within 0-10 Km distance (crow – fly/ aerial distance) from the first habitation from International Boundary (IB). The imaginary line joining all the first habitations from the IB will be the Zero line for BADP and the 10 km distance towards the interior will be calculated from this zero line. The State/UT Government will compile and provide a latest map of this border belt (0-10 Km) - district wise, depicting all the census villages, semi-urban/ urban areas with latest population statistics. The State/UT Government will furnish village/ town code (2011 Census) allotted by Office of the Registrar General & Census Commissioner, Government of India, for mapping of the villages/ towns on the BADP Online Management System (BADP OMS).

3.3 Within this 0-10 km area, census villages, semi-urban and urban areas identified by BGFs as ‘strategic villages/towns’ shall be given highest priority.

3.4 Once 0-10 km area is saturated, the programme may cover 10-20/30/40/50 km area.

4. Operational Guidelines

4.1 Allocation of Funds to the States/UTs: The funding pattern of BADS (like other Core Centrally Sponsored Schemes), for the eight North Eastern States (viz. Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and Sikkim) & 2 Himalayan States (viz. Himachal Pradesh and Uttarakhand) will be in the ratio 90:10 (Centre Share: State Share) and in respect of remaining six border States (viz. Bihar, Gujarat, Punjab, Rajasthan, Uttar Pradesh and West Bengal) will be in the ratio 60:40 (Centre Share: State Share). For UT of Jammu and Kashmir the funding pattern will be in the ratio 90:10 (Centre Share: UT Share) and for UT of Ladakh (UT without Legislature) Centre Share will be 100%.

4.2 During a financial year, the distribution of funds will be as follows:

(a) 10% of the total allocated funds will be kept reserved under BADS (called BADS Reserve Fund) and will be utilized for incentives for better performing State/UTs.
(b) 10% of the total allocated funds will be additionally allocated to the States/UTs abutting Indo-China Border (Arunachal Pradesh, Himachal Pradesh, Ladakh, Sikkim and Uttarakhand) for taking up works/projects in the border districts abutting Indo-China Border.

(c) Remaining 80% funds will be divided in a 40:60 ratio and 40% of the funds will be allocated to eight North-Eastern States and; 60% of the funds will be allocated to the remaining eight border States and two UTs. The fund allocation will be based on the following criteria:

(i) Length of International Boundary (33% weightage);

(ii) Area of the border belt covering census villages, semi-urban and urban areas situated within 0-10 Km (within a border block) (33% weightage).

(iii) Population of the census villages, semi-urban and urban areas situated within 0-10 Km of IB (33% weightage);

(Allocation to these States will be increased/ decreased on a pro-rata basis depending upon the overall fund allocation)

4.3 State/UT Administration, shall prepare plan as given below:

(a) The BADS funds will be utilized for undertaking developmental works/projects in census villages/towns close to the ‘Zero’ line on the border on first priority.

(b) BGFs shall draw a list of strategically prioritized villages/towns in their respective areas and forward the same to the State/UT Authorities, and Ministry of Home Affairs. The strategic border villages/towns, as drawn by BGFs would be saturated first with basic infrastructure.

4.4 The funding pattern will be as per the extant Government of India norms applicable for Core Centrally Sponsored Schemes (Core CSS).

4.5 The State/UT Governments will not have any claim over the funds which could not be released due to non-compliance of provision of BADP guidelines.

4.6 BADS funds shall ordinarily be used for meeting the critical gaps in basic infrastructure which are not getting covered under any regular scheme of any developmental Ministry. Recurring expenditure will not be provided under BADS.

4.7. The Empowered Committee on BADP will have the power to relax any norm of any scheme of any developmental Ministry with the approval of the competent authority, so that the required infrastructure development/ benefit can be passed on to the border population covered under BADP.

4.8 A baseline survey and spatial resource mapping must be carried out in border villages/towns in order to identify the gaps in basic physical and social infrastructure. The State/UT Government will fill up these gaps through the developmental schemes of the Government, including BADS.

4.9 The State/UT Governments will nominate a Nodal Department/Cell within the existing administrative arrangement for implementation of the BADP. The Head of the Department dealing with BADP shall be the Nodal Officer of BADP. The department will also nominate an Assistant Nodal Officer of Director/ Deputy Secretary rank (or equivalent rank) to the State/UT Government.
4.10 States/UTs shall ensure convergence of Central/State/UT/special schemes for individual / family/ community benefit including infrastructure related schemes, in border areas. If some work cannot be completed within the date of completion committed by the State/UT Government, due to poor planning/ unjustified reasons, an amount equal to the amount of the approved work(s) may be deducted from the future releases of the State/ UT Government.

4.11 All assets created under BADS will be the property of the State/UT Government. Any asset under BADS can be created on government owned land only. Further, in respect of North Eastern States, the community/ individual land can be taken over by the State Government through purchase/Gift Deed for constructing assets under BADS. However, no fund for purchase of land shall be provided under BADS.

4.12 Physical assets must be maintained and kept under good repairs by the State/ UT Governments. Maximum 10 percent of the funds allocated to the State/UT in a financial year can be utilized for the purpose of maintenance of assets created under BADS. The proposals for construction of assets under BADS should have an inbuilt component of maintenance liability by the executing agency for a period of minimum three years after the date of completion of the work/ project.

4.13 Under BADS, funds should not be provided to NGOs/private institutions.

4.14 The compliance of extant GFR norms shall be ensured by State/UT Governments.

5. Selection of Works/projects:

5.1 The State/UT/District will draw up plan for the comprehensive development of villages/towns/habitations included in the programme in a belt of 0-10 km from the first habitation from International Boundary (IB). They will converge resources from both the Central and State/UT Government schemes as required, if necessary, by tweaking of guidelines of the scheme with the approval of the competent authority.

5.2 The proposals would include a detailed Annual Action Plan (AAP) for the year alongwith the sources of funding for the AAP.

5.3 A list of work/project, which can be taken up under Border Area Development Scheme (BADS) is at Annexure-I. Works/projects under BADS should focus on the benefit of the community.

5.4 Within the ambit of BADP guidelines, the States while preparing the AAP, will give high priority to strategic projects recommended by the Border Guarding Forces which are identified due to high strategic and security value and to ensure better integration.

5.5 The State/UT Governments may constitute a District Level Committee (DLC) headed by District Magistrate/Deputy Commissioner for implementation of BADP.

5.6 Based on the tentative allocation as conveyed by MHA, State/UT Governments shall prepare and submit Annual Action Plan of BADS as per Four Year Perspective Action Plan, duly approved by the State/UT Level Screening Committee (SLSC/UTLSC) headed by the Chief Secretary of the State/UT to the Department of Border Management, Ministry of Home Affairs latest by 15th January, every year, for the next financial year through BADP Online Management System. The Nodal Officer dealing with BADP or an officer senior to him will also furnish a certificate that the local MP, MLAs have been consulted while formulating of the AAP of BADS and that there is no duplication of
works/projects taken up under BADS with any other Central/State/UT Government Schemes. The State/UTs shall also obtain approval of Competent Technical Authority in State on the proposed works/projects and furnish an ‘Abstract of Cost’ along with Annual Action Plan.

5.7 For projects proposed under BADS, 100% land should be available with the State/UT Government and no part of funds allocated under BADS is to be used for land acquisition under any circumstances. Also, while recommending various projects under the BADS, various statutory clearances such as, forest, environment and other local clearances, etc. as applicable should be processed well in advance.

5.8 The estimates of works/projects proposed under BADS should be checked and approved by the Competent Technical Authority in the State/UT and an ‘Abstract of Cost’ of each work/project, duly signed by appropriate technical authority should be furnished by the State/UT Government along with the AAP.

5.9 Works/projects in the Annual Action Plan for the BADS will be approved only when the projects/works are in line with the strategic needs. The works/projects will be approved by this Ministry subject to the following conditions:

(i) Each Work should be amounting to Rs. 10 lakh or more (focus will be on taking up bigger projects of significance);

(ii) Physical & Financial phasing of works of at-least 4 years has been done, wherever applicable;

(iii) The allocation in successive annual action plan shall give first priority to these ongoing works;

(iv) Committed liabilities of previous financial years will be taken up first by the State/UT Governments before taking up any new work.

5.10 Model Villages: Any proposals for creation of Model Villages shall be submitted as part of Annual Action Plan of BADS.

5.11 States/UTs may augment fund flow for BADP works by inclusion of corporate social Responsibility (CSR) components/ funds, District Mineral Fund (DMF) and any other funds available, as per the guidelines regulating such funds.

6. Empowered Committee:

6.1 The policy matters such as the guidelines of BADP, the geographical areas within which the BADP is implemented; allocation of funds, modalities of execution of Works/projects etc. will be laid down by an Empowered Committee of BADP constituted under the Chairmanship of the Secretary, Department of Border Management, Ministry of Home Affairs. The composition of the Empowered Committee of the BADP is as under:

Composition:

(i) Secretary (BM), Department of Border Management - Chairman
(ii) Secretary, Department of Expenditure, MoF - Member
(iii) Principal Adviser, NITI Aayog - Member
(iv) Additional/Special Secretary & F.A. (Home), MHA - Member
(v) Secretary, D/o Agriculture, Cooperation & Farmers Welfare - Member
(vi) Secretary, Ministry of DoNER- Member
(vii) Secretary, Ministry of Health & Family Welfare - Member
6.2 The Empowered Committee (EC) within the framework of these guidelines will be responsible for policy matters relating to the scope of the BADP, prescription of geographical limits in the States/UTs concerned within which the BADP will be implemented, modalities of implementation, arriving at a formula for allocation of funds to States/UTs etc. the Committee shall meet as per requirement.

6.3 The Empowered Committee on BADP will have the power to relax any norm of any scheme of any developmental Ministry with the approval of the competent authority to achieve the objectives of BADP.

6.4 The Empowered Committee/Chairman EC on BADP may recommend placing Inter-Ministerial issues before the Empowered Committee on Border Infrastructure (ECBI) headed by the Cabinet Secretary.

6.5 The Empowered Committee may decide to reward best performing districts by giving them additional allocation for projects using the performance based reserve funds/savings (if any) under BADS.

6.6 The Empowered Committee will review the implementation of all the individual/family/community benefit schemes of Government of India in the border areas.

6.7 The Chairman, Empowered Committee on BADP will be authorized to relax any provision of BADP guidelines with the approval of the competent authority.

7. State/UT Level Screening Committee (SLSC/UTLSC):

7.1 There shall be a State/UT Level Screening Committee (SLSC/UTLSC) on Border Area Development Programme (BADP) under the Chairmanship of the Chief Secretary of the State/UT with necessary representation as decided by the State/UT Government, however, representation from BGFs concerned will be mandatory. This Committee would be responsible for approval of the five year vision and annual plans in line with these Guidelines as well as monitoring of the progress of the BADP. The Committee is also expected to take note of policy and other bottlenecks including availability of manpower (doctors/teachers etc.) in the BADP coverage area.

7.2 An amount not exceeding 2.5% of the allocation of the State/UT under the BADS in a particular financial year will be kept reserve and will be placed at the disposal of the Chief
Secretary/Chairman, State/UT Level Screening Committee (SLSC/UTLSC) for taking up works under BADP/ administrative expenditure. Administrative expenditure shall not exceed 1% of the funds allocated to the State/UT in the particular financial year subject to a ceiling of Rs. 50 lakhs in a financial year.

7.3 No change in already approved works/projects will be done by the State/UT without the approval of the Empowered Committee/ Chairman, Empowered Committee viz, Secretary (Border Management), MHA.

8. Funds Flow:

8.1 Funds will be released to States/UTs based on confirmation of expenditure (Utilization Certificates) and receipt of approved list of works/projects. The States/UTs will be required to submit 100% UCs for the funds released upto 31st March of the year before the previous financial year, i.e. during the financial year 2020-21, States/UTs will be required to submit 100% UCs of the funds released upto 31st March, 2019. An amount equal to pending UCs will be deducted from the funds being released. Amount so deducted shall be released to the State/UT on due provision of relevant UCs by 30th September of the financial year. The State/UT Governments will not have any claim on the remaining amount after 30th September of the financial year and amount thus saved due to non-furnishing of relevant UCs by State/UT Governments, will be treated as ‘savings’ under BADS and will be released to other State/UT Governments who fulfill all conditions for release of funds.

8.2 The State/UT Governments are required to have a separate budget head and bank account for the BADP. Funds should be released by the State/UT Governments to the implementing agencies immediately upon receipt of the same from Government of India and as per the directions of Government of India, Ministry of Finance; parking of funds at any level is strictly prohibited and compliance of extant GFR norms shall be ensured by State/UT Governments.

9. Monitoring and Review:

9.1 Annual Social Audit of the works completed in the border areas will be carried out by the Gram Sabhas or similar local bodies of border districts/representatives of BGF concerned. The implementing agency will also be invited to present status of the works taken up by them.

9.2 Prabhari Officers will be nominated for different districts for independent feedback on the development works undertaken in the border areas. The Prabhari Officers for the above purpose will submit a report every quarter.

9.3 The State/UT Level Screening Committee shall be responsible for monitoring of implementation of works under BADP as well as ensuring quality of works, utilizing their administrative officials/line departments of and other agencies under their disposal.

9.4 Quarterly progress reports (QPRs) should be submitted work/project-wise to the Department of Border Management latest by 15th day after the closure of the quarter through BDP Online Management System. The year-wise consolidated utilization certificates should be sent in the prescribed proforma (GFR-12-C) of the General Financial Rules, 2017 within one month of the closure of the financial year, as given at Annexure-II. States/UTs are required to submit QPR as per the following:

(i) Upto 31st March- by 15th April
(ii) Upto 30th June-by 15th July
(iii) Upto 30th September- by 15th October
(iv) Upto 31st December- by 15th January
9.5 The State/UT Governments shall develop an inventory of assets created under the BADS in border census villages/habitations, for analytical purposes etc. All projects are to be geo-mapped and uploaded on BADP Online Management System. All projects taken up under BADP during last ten years should be geo-mapped and uploaded on the specific thematic layers on the Bhuvan Platform.

9.6 A display board will be kept at each BADS project site indicating that the work (giving details of project including physical and financial scope) is being done/has been done under the BADS, Government of India.

9.7 The State/UT Governments will ensure that the funds sanctioned under BADS are utilized only for the purpose for which they have been sanctioned. State/UT Governments will also ensure the reasonability of rates/costs of the items/works/projects proposed to be undertaken under BADS. If any discrepancy is noticed at a later stage, an amount equivalent to the amount approved for the items/works/projects will be deducted and adjusted against the State/UT Government’s pending/future releases.

9.8 Role of BGFs

(i) BGF officers deployed in the area will provide independent feed-back about the progress of the BADS works being undertaken in their District/ Block.

(ii) BGFs deployed in the area may be tasked to conduct social audit of BADS works.

10. Audit of Funds released under BADP

10.1 Regular audit of the works taken up under BADS shall be done through C&AG by the State/UT Government concerned and the State/UT Government shall furnish the observations of C&AG on expenditure under the head BADS after completion of C&AG Audit to the Ministry of Home Affairs. The State/UT Governments will get the funds, released under BADS, audited annually by the Accountant General and an Audit Certificate alongwith the observations raised by the Auditors and compliance report of the State/UT Government will be furnished to the Ministry of Home Affairs by 31st December each year. A pro-forma for submission of executive summary of Annual Audit of BADS works/projects required to be submitted by the States/UTs is at Annexure-III.

10.2 Sample checking of the BADS Accounts: Ministry of Home Affairs may carry out sample checking of the BADS accounts, being maintained by the State/UTs, to address any problems relating to release of BADS funds, including reconciliation of accounts and to review the impact of utilization of BADS funds, as and when found necessary.

10.3 Interest accrued on deposits on BADS funds at any level shall be treated as additional resources under the BADS and would be utilized on the works/projects drawn by the State/UT Government for the areas and on works covered under the guidelines of the BADP in priority census villages, as per extant GFR guidelines. In this regard, the State/UT Government is required to furnish a certificate to Ministry of Home Affairs stating that all interests or other earnings against Grants-in-Aid to the State/UT Government or advances (other than re-imbursement) released to any institution under Border Area Development Scheme(BADS) has been deposited in the BADS Account maintained at the State/UT level immediately after annual finalization of the accounts and the amount has been deposited in the exclusive BADS account maintained at State/UT Level.

10.4 These guidelines will come into effect from 01st April, 2020.

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Annexure-I

Illustrative List of Works/Projects permissible under the Border Area Development Scheme

(A) **Roads and Bridges**
   (i) Construction and up-gradation of roads.
   (ii) Construction of bridges and culverts.
   (iii) Construction of Foot Suspension Bridges.
   (iv) Construction of retaining walls to protect the roads in hilly areas.

(B) **Health infrastructure:**
   (i) Construction of houses for Government doctors, paramedics and other Government officials engaged in health sector in border census villages/ habitations.
   (ii) Building infrastructure (SHC/PHC/CHC) including their up-gradation.
   (iii) Setting up of Government mobile dispensaries/ambulances.
   (iv) Purchase of medical equipments in Government Hospitals.

(C) **Education infrastructure:**
   (i) Construction of houses for Government teachers and other government officials engaged in education sector.
   (ii) Construction of Primary/ Middle/ Secondary/ Higher secondary school buildings and their up-gradation/addition such as construction of additional classrooms, computer rooms and laboratories.

(D) **Agriculture infrastructure**
   (i) Construction of minor irrigation works.
   (ii) Water conservation programmes.

(E) **Sports infrastructure:**
   (i) Construction/ development of play fields.
   (ii) Construction of mini stadium.
   (iii) Construction of indoor courts for table tennis/ badminton/ basketball / handball.

(F) **DWS projects:**
   Drinking Water Supply projects in Government schools /census villages/ census towns.

(G) **Social Sector infrastructure**
   (i) Construction of anganwadi centre.
   (ii) Construction of community centre.

(H) **Development of Model villages** – the State / UT Government may undertake multiple infrastructure development works/projects in a village on a hub and spoke model.

(I) **Construction of infrastructure for Small Scale Industries.**

(J) **Maintenance of assets created under BADS.**

(K) **Administrative Expenditure.**

The estimates of each work/project proposed under BADS should be checked and approved by the Competent Technical Authority in the State/UT and an ‘Abstract of Cost’ of each work/project, duly signed by appropriate technical authority should be furnished by the State/UT Government along with the AAP.

*****
Annexure-II

Format for submission of Utilization Certificates (UCs) for State/UT Governments

GFR 12 – C (See Rule 239 of GFR, 2017)

FORM OF UTILIZATION CERTIFICATE (FOR STATE GOVERNMENTS)
(Where expenditure incurred by Govt. bodies only)

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Letter No. and date</th>
<th>Amount</th>
<th>Certified that out of Rs.................................Of grants sanctioned during the year...............in favour of .....................................under the Ministry /Department Letter No. given in the margin and Rs......................on account of unspent balance of the previous year, a sum of Rs......................has been utilized for the propose of ....................................for which it was sanctioned and that the balance of Rs......................remaining unutilized at the end of the year has been surrendered to Government (vide No. ......................dated......................)/ will be adjusted towards the grants payable during the next year..............................</th>
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<td>(Give number of letter of Government of India sanctioning the fund with date)</td>
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<td>(Give amount and year for which sanctioned)</td>
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<td>Total</td>
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2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled/ are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the propose for which it was sanctioned.

Kinds of checks exercised
1.
2.
3.
4.
5.

Signature……………………
Designation……………………
Date……………………

****
Template for submission of executive summary of Annual Audit of BADS works / projects.

Name of the State/UT: _______________________________________________________

Audit conducted by: _______________________________________________________

Name(s) of Audit Officer(s): ________________________________________________

Period of Audit (Financial Year/s): _________________________________________

<table>
<thead>
<tr>
<th>Date(s) of Audit</th>
<th>Date of submission of the Audit Report</th>
<th>Observations of the Audit party</th>
<th>Suggestions for improvement by the Audit party</th>
<th>Compliance report/ response of the State/UT Government</th>
<th>Remarks (if any)</th>
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Signature of Secretary/Head of department
Dealing with BADP in the State/UT

Note: Executive summary of Annual Audit of BADS works/projects is required to be submitted by the States/UTs once every year (for the previous year) by 31st December.

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