

BORDER AREA DEVELOPMENT PROGRAMME IN ARUNACHAL PRADESH

1. Introduction:-

1.1 Arunachal Pradesh, previously known as the North East Frontier Agency (NEFA) was given the status of a Union Territory in 1972 and attained full statehood on 20th February, 1987 to become the 24th state of the Indian Union. The State with an area of 83,743 Sq. Kms. is the largest among the North-Eastern States. It borders Myanmar in the east, Bhutan in the west and China in the north and north-east. On the south, the State shares inter-state boundaries with Assam and hills of Nagaland in the south-east. At present the State is re-organised into 16 districts with the State capital at Itanagar.

1.2 The climatic condition of the State varies from sub-tropical to temperate type depending upon the topography and altitude of the area. The hot and humid lower belt of foothills records a maximum temperature of 40 degree Celsius in summer while in the middle belt, cooler climate is experienced. The high altitude upper belt resembles the alpine climate with large areas experiencing snowfalls during winter. The average rainfall per year is a little above 3000 mm. The forest cover of the State is about 82% of the total area. Most of the terrain is hilly and flay land available is only about 4450 Sq. Km.

1.3 The total population of the State is 10.96 lakh (2001 Census) and the density of population is only 13 persons per sq. km. There are 26 major tribes and a number of sub-tribes having their own ethos, dialects and cultural identities. Though the people speak their own dialect, Hindi and Assamese are also widely spoken and used in communication. The literacy rate is 54.74% (2001 Census) and English is the official language. Agriculture and its allied activities along with small and cottage industries are still the most important economic activities of the people of the State. The per capita income during 2005-06 at current prices is Rs.23788.00 and at constant prices Rs.20037.00. The State Government's primary sources of income are forest, agriculture, taxes and excise,, dairy and poultry etc. No taxes have yet been levied on any indigenous product. The State has huge potential for development of hydro-power, tourism and horticulture.

1.4 The long isolation and separation from the mainstream of the country posed formidable constraints to the efforts for socio-economic development of the State. However, with the introduction of planning process through Five Year Plans, the State has been developing steadily to catch up with the other parts of the country. Since, the State inherited almost no infrastructure from the pre-independence era, development of infrastructure such as roads and bridges, buildings, educational institutions, hospitals, health care units etc., was given top priority under the successive plans. The Eleventh Plan outlay for the State has been projected at Rs.8790.55 crore.

2. Problems of the Border areas:-

2.1 As already mentioned, due to socio-historical reasons, the State suffers from backwardness in almost all spheres of economic development and is lagging behind even by the standards of other north-eastern countries, not to mention of the national standard. Living in relative isolation from the mainstream , even after 60 year's of country's independence, the people in the remote border areas has started feeling neglected due to lack of developmental and income generating activities.. As a result, the people in the border areas has started looking towards the forward areas adjoining Assam, the district headquarters and the State capital for income generating avenues. This has resulted in large scale migration of human population from the already sparsely populated border areas and has put tremendous pressure on the basic amenities of the small urban habitations of the State. Lack of employment opportunities has also given rise to the youth being lured to various crimes and insurgency. Lack of basic facilities has also adversely affects implementation of Government's Plans and programmes as crucial functionaries do not want to serve in these areas. Hence, providing basic minimum facilities to them is also an immediate necessity.

2.2 Lack of proper communication and other basic facilities in the border areas not only effects the local population but also is a major cause of concern from the country's security point of view. Needless to say that development of proper communication network in these areas is a pre-requisite for smooth movement of armed and paramilitary forces in the sensitive border areas.

2.3 There are 1555 villages with a population of about 2,71,189 situated in the border blocks. Even after about 10 years of implementation of BADP, the border blocks are yet to be opened up and are in utter backwardness due to their isolation and inaccessibility. The State Government, though handicapped by its limited resources, is committed to accelerate the pace of development and is trying its best for development of the border areas. But no perceptible dent in the backwardness could yet be made. Further, the backwardness of these areas becomes more pronounced in view of the advanced stage of development and rapid progress achieved on the other side of the Indo-China border. Despite fund constraint, the State Govt. is trying its best to remove the fundamental causes of alienation, starvation, illiteracy, mal-nutrition, migration of people from border regions to the middle and lower regions of the State in search of better facilities and other forms of dissatisfaction.

2.4 Arunachal Pradesh is known for its ethnic, linguistic, cultural, religious and geographical diversities. Even within the districts, such diversities could be observed. Since, all border blocks are endowed with different natural resources on which local population depend; it is not possible to adopt a uniform pattern of development policy. Therefore, the proposed composite development plan under BADP needs to look differently. All border areas are economically weak with low agricultural yield and traditional farming are mainly subsistent, which is today compounded with increase of population, shrinking *jhum* cycles and decreasing productivity of land. The issues of marketing infrastructure and access to market of the product are another major issue. The idea of providing minimum amenities and livelihood support in each of the border village, if fully translated into action, will provide much needed development impetus to the border areas. However, while providing livelihood support, proper attention is required to ensure that the basic social fabric of the local population remains unaffected.

3. Border Area Development Programme– its salient features:-

3.1 Border Area Development Programme (BADP) was started during the Seventh Plan with the twin objectives of balanced development of sensitive border areas in the Western region through adequate provision of infrastructure facilities and promotion of a sense of security amongst the local population. The programme was revamped in the Eighth Plan (1993-94) and extended to States, which have an international border with Bangladesh. The nature of the Programme was changed from a schematic programme with emphasis on education to a State level Programme with emphasis on balanced development of border areas. During the Ninth Plan, the programme has been further extended to States, which border Myanmar, China, Bhutan and Nepal and the Programme at present covers all the seventeen States, which share international border with the neighbouring countries.

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

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

3.4 The Border Area Development Programme is a 100% centrally funded Area programme. Funds will be provided to the States as Special Central Assistance for execution of approved schemes on a 100% grant basis and allocated amongst the seventeen beneficiary States on the basis of (i) length of international border (ii) population of border blocks and (iii) area of border blocks. Each of these criteria are given equal weight age. The border block is the spatial unit for the programme and all schemes are to be implemented within the border blocks only.

3.5 Under the programme, schemes for rural and remote areas along the international border are to be given preference over schemes for urban areas. A long term Perspective Plan for each Border block should be prepared by each of the concerned State Governments keeping in view the objectives of overall balanced development of the region. The State Governments may undertake a study of remote villages in the border blocks in order to assess the needs of the people and the critical gaps in physical and social infrastructure. Schemes should be drawn up based on this assessment. Grass-root institutions such as PRIs/ District Councils /Traditional Councils should be involved in identification of the priority areas to the maximum extent possible. Since the people living in the border areas must have a direct say in the selection of the schemes, village level institutions such as Gram Sabhas should be involved in the decision making process. Funds under BADP additive to normal Central Assistance and are allocated for addressing the special problems

faceted by the people of the border areas. Hence, these funds should not be used to replace normal State Plan flows. Security related schemes can also be taken up under BADP. However, expenditure on such schemes should not exceed 10% of the total allocation in a particular year.

4. Introduction of Border Area Development Programme (BADP) in Arunachal Pradesh:-

4.1 Border Area Development Programme started in Arunachal Pradesh from the year 1997-98 initially for the Indo-Myanmar Border of the State with a provision of Rs. 4.00 crore. From 1998-99 the programme was extended to the international borders of Indo-China and Indo-Bhutan also with a view to meet the special needs of the people living in border areas of Arunachal Pradesh to remove the critical gaps in physical and social infrastructure needs and to strengthen the economic conditions and raise the standard of living amongst the inhabitants of the remote border areas of the State as per the guidelines of BADP.

4.2 The State of Arunachal Pradesh having an area 83,746 sq. km. has a long international border with Bhutan to the West (160 km.), China to the North and North-East (1080 km.) and Myanmar to the East (440 km.). The total length of international boundary in the State is 1680 km. which is the longest amongst the North-Eastern States. Presently BADP schemes are implemented in 33 (thirty three) border blocks in 12 (twelve) districts of the State. The names of border blocks along with their population and number of villages are as follows:-

Sl. No.	Name of the District	Name of the Block	No. of Villages	Population (2001 census)	Remarks
1	3	3	4	5	6
I					
<u>INDO-BHUTAN (160 KM)</u>					
1	Tawang	1) Jung-Thingbu	39	8178	Falls both under Indo-China and Indo-Bhutan
		2) Mukto-Bongkhar	11	3669	
		3) Lumla	31	5775	
		4) Zemithang	41	5403	
2	West Kameng	1) Kalaktang	48	17653	Falls both under Indo-China and Indo-Bhutan
		2) Dirang	68	18474	
Total			238	59152	
II					
<u>INDO-CHINA (1080 KM)</u>					
1	Tawang	1) Tawang	37	12949	
		2) Kitpi	47	4853	
2	West Kameng	1) Nafra	29	13644	
3	East Kameng	1) Bameng	69	9244	
		2) Chayngtajo	68	10881	
4	Kurung Kumey	1) Huri-Damin	32	2957	
		2) Pipsorang	32	2206	
		3) Sarli	36	1951	
		4) Koloriang	52	4798	
		5) Parsi-Parlo	43	3226	

5	Upper Subansiri	1) Nacho	65	5249	
		2) Siyum	48	4080	
6	West Siang	1) Mechuka	45	6244	
		2) Monigong	34	3025	
		3) Kaying-Payum	25	5543	
7	Upper Siang	1) Tuting	16	5874	
		2) Singa-Gelling	18	1692	

8	Lower Dibang Valley	1) Hunli	41	3114	
9	Dibang Valley	1) Anini-Mipi	38	4344	
		2) Etalin-Maloney	28	1575	
		3) Aneli-Arzo	34	1353	
10	Anjaw	1) Chaglagam	42	2412	
		2) Hayuliang	92	10262	
	Total		962	121476	
III	<u>INDO-MYANMAR (440 KM)</u>				
1	Anjaw	1) Hawaii- Walong	80	6845	Falls both under Indo-China and Indo-Myanmar
		2) Manchal	56	3032	Falls both under Indo-China and Indo-Myanmar
2	Changlang	1) Khimyang	40	5270	
		2) Nampong	34	4424	
		3) Manmao	41	11193	
		4) Khagam	83	34463	
3	Tirap	1) Lazu	17	7957	
		2) Pongchou	11	10415	
		3) Wakka	12	8217	
	Total		374	91814	
Grand Total (I + II + III) (12 Districts and 38 Border Blocks) = 1680 Kms.			1555	271189	

5. Procedure adopted for implementation of BADP in Arunachal Pradesh:-

5.1 As per the existing practice being followed in the state, the concerned Deputy Commissioners select and prioritise the schemes to be taken up under BADP and submit the same for consideration of the State Level Screening Committee (SLSC) on BADP in consultation with the PRIs and Border Guarding Forces (BGFs).

5.2 On receipt of BADP fund, the same is released to the concerned authorities i.e. the Deputy Commissioners. The Deputy Commissioners get the schemes implemented by the State Government departments following established procedures of the State Government. The Deputy Commissioners are also responsible for supervising timely implementation and monitoring of the schemes and submission of reports, returns and utilisation certificates to the Planning Department being the nodal department of BADP in the state.

6. Year-wise fund allocation under BADP for Arunachal Pradesh :-

6.1 The year-wise allocation of fund and number of schemes implemented in Arunachal Pradesh under BADP since inception are given below.

(Rs. in crores)

Year	Indo-Myanmar Border		Indo-China Border		Indo-Bhutan Border		All Borders	
	Fund allocation	No. of schemes	Fund allocation	No. of schemes	Fund allocation	No. of schemes	Fund allocation	No. of schemes
1997-98	4.00	33	-	-	-	-	4.00	33
1998-99	4.00	122	5.00	150	2.00	21	11.00	293
1999-00	4.00	86	7.00	124	2.00	68	13.00	278
2000-01	2.08	35	3.59	47	1.08	61	6.75	143
2001-02	4.17	193	7.17	305	2.17	67	13.51	565
2002-03	4.03	159	7.21	245	2.27	60	13.51	464
2003-04	2.78	157	4.72	154	1.50	38	9.00	349
2004-05	3.26	146	8.39	230	1.86	40	13.51	416
2005-06	6.10	188	10.93	339	2.32	72	19.35	599
2006-07	10.91	276	28.52	533	5.55	87	44.98	896
2007-08	11.47	243	48.87	517	5.74	96	66.08	856
2008-09	6.37	184	59.28	666	14.08	316	79.6962	1165
Total :	63.17	1822	190.68	3310	40.57	926	294.3862	6057

7. Status of Submission of Utilisation Certificates:-

7.1 The year-wise details of Utilisation Certificate submitted to MHA against the fund received under BADP are as follows:-

(Rs. in crore)

Year	Fund Allocation	Utilisation Certificate submitted	Remarks														
1997-98	4.00	4.00	Full UC submitted														
1998-99	11.00	11.00	Full UC submitted														
1999-00	13.00	13.00	Full UC submitted														
2000-01	6.75	6.75	Full UC submitted														
2001-02	13.51	13.51	Full UC submitted														
2002-03	13.51	13.51	Full UC submitted														
2003-04	9.00	9.00	Full UC submitted														
2004-05	13.51	13.51	Full UC submitted														
2005-06	19.35	19.35	Full UC submitted														
2006-07	44.98	44.94	Most of the works sanctioned during 2006-07 are completed and UC for an amount of Rs.44.94 Crore has been submitted. Balance UC for Rs.4.00 lakhs has not yet been received from the ITBP and MHA have already deducted the equal amount while releasing fund during 2008-09. Accordingly, ITBP is hereby requested to ensure submission of the pending UC immediately.														
2007-08	47.33 +18.75 66.08	46.18	Most of the works sanctioned during 2007-08 are completed and UCs for Rs.46.18 Crore has already been submitted. The status of balance UC are as follows : <table border="1" style="margin-left: 20px;"> <tr> <td>SSB</td> <td>Rs.20,09,000/-</td> </tr> <tr> <td>ITBP</td> <td>Rs.35,51,586/-</td> </tr> <tr> <td>Tawang</td> <td>Rs.75,00,000/-</td> </tr> <tr> <td>Kurung kumey</td> <td>Rs.18,00,00,000/- *</td> </tr> <tr> <td colspan="2">Concerned DCs have intimated that following amounts have been surrendered out of the BADP fund.</td> </tr> <tr> <td>Bomdila</td> <td>Rs.37,059/-</td> </tr> <tr> <td>Aalo</td> <td>Rs.5,02,239/-</td> </tr> </table>	SSB	Rs.20,09,000/-	ITBP	Rs.35,51,586/-	Tawang	Rs.75,00,000/-	Kurung kumey	Rs.18,00,00,000/- *	Concerned DCs have intimated that following amounts have been surrendered out of the BADP fund.		Bomdila	Rs.37,059/-	Aalo	Rs.5,02,239/-
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Bomdila	Rs.37,059/-																
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			<p>* As regards to the pending UC of Kurung Kumey, the amount was released against the road proposal from Chetam to Pipsorang and necessary UC has been received from the DC, Kolorinag. But for confirming the actual physical progress of the scheme CE, PWD (W/Z) was requested to submit a detail report along with photographs after duly inspected by an officer not below the rank of SE. The same is not yet received. Further, 2 (two) nos. UCs along with the counter signature of the CE has been received from PWD (W/Z) in the first UC during February,2009 the expenditure has been shown as Rs.18.00 Crore and in the latest UC during August,2009 the expenditure has been shown as Rs.11.00 Crore. Accordingly, UC against the released amount of Rs.18.00 Crore is pending for onward submission to the MHA which will be submitted on receipt of necessary report from the PWD confirming the actual physical and financial progress of the scheme.</p> <p>The total amount of pending UC against 2007-08 is Rs.19,35,99,884/-. As per BADP guidelines proportionate fund will be deducted by the MHA while releasing fund during 2009-10.</p>
2008-09	57.72 + <u>21.9762</u> 79.6962	-	Fund against the approved schemes was released and most of the work is under implementation. Necessary UC have been received from DC, Anini, Anjaw and Daporijo. Remaining Districts are requested to expedite the submission of pending UCs.
Total	294.3862	194.75	

8. Problems faced by the State Govt in implementation of BADP:-

8.1 Most of the border areas of the State are sparsely populated with little or no infrastructure worth mentioning. The people living in these areas are deprived of even the basic minimum facilities for their day to day living. Hence, it is imperative that providing of basic minimum amenities in such areas is a priority of the Government.

8.2 Although, over the years, allocation under BADP has been enhanced, it is felt that the present quantum of allocation is inadequate to bring about any substantial changes in the status of infrastructure development and livelihood pattern in the remote and inaccessible border areas of the State. Besides, being a tribal State, it should be the endeavour of the Govt. of India to consider suitable enhancement of allocation under BADP from strategic point of view and also to achieve balanced development irrespective of location of the area.

8.3 As per laid down criteria, the release of BADP fund is subject to submission of Quarterly Progress Report (QPR) as well as Utilization Certificate (UC). Since, Arunachal Pradesh is characterised by inhospitable mountain terrain, inclement climate and project sites are located in the inaccessible far-flung border areas, timely submission of QPRs and UCs sometimes get delayed due to communication bottle-necks. All construction materials in the inaccessible border areas are to be transported on head-load only. Therefore, implementation of works gets delayed as per mile stone laid down for the purpose.

8.4 In Arunachal Pradesh the State Planning Department with its skeletal man-power is dealing with the BADP. Unlike some other States, there is no separate Directorate / Department for looking after the issues / activities of border management including BADP. The Task force headed by Shri B.N.Yugandhar, Member, Planning Commission has suggested, amongst others, creation of a separate department / cell (under Home Department) to look after the matters of border management including BADP in the line of Department of Border Management, Ministry of Home Affairs, Govt. of India. It is, therefore, felt that unless a separate department/cell is created with adequate manpower/expertise, formulation of any perspective plan for effective implementation of BADP and proper monitoring and co-ordination of the programme will not be possible. Hence,

creation of such infrastructure in the strategically located State like Arunachal Pradesh, which has the longest international boundary amongst the north-eastern states, should be accorded top priority by the Govt. of India. Since it requires adequate resources; logistic as well as financial support from the Govt. of India is utmost necessary as resource crunch State like Arunachal Pradesh can hardly afford funding for the purpose.

9. Convergence of Flagship Schemes:-

9.1 Convergent of flagship schemes of Govt. of India in the border areas is handicapped by the State Govt's inability to provide matching State share particularly for Bharat Nirman, Sarva Shiksha Abhiyan, National Employment Guarantee Scheme, Core Infrastructure scheme and other poverty alleviation programmes of MRD. This is a serious cause of concern. It is, therefore, suggested that the concerned nodal Ministries may earmark the required quantum of fund at source for funding under BAPD without encroaching in State's normal Plan allocation.

10. Future Plan:-

10.1 Since almost all border blocks are still to open up and the syndrome of isolation is yet to be eliminated, development of infrastructure in general and opening up of road communication in particular is of paramount importance. Once road connectivity is provided and maintained in such backward areas, other avenues of development will automatically follow. Side by side, improvement of existing LGs/ALGs located in the border areas is also urgently required both for civilian and defence personnel.

10.2 Since, there is a huge potential for hydro-power generation in these border blocks, substantial investment is required to harness this latent potential. Providing of basic infrastructure and amenities like road and transport, air connectivity, telephone/TV/Internet coverage, power, Guest house, drinking water facilities, health facilities and other public conveniences will not only attract tourists and develop tourism as a major industry but will also arrest large scale exodus of people from border areas to the administrative centres in search of better job and other livelihood opportunities.

10.3 Being a very sensitive border State, any investment in Arunachal Pradesh should not be viewed in regard to the short-term gains only but should be treated as a national investment, which in the long run, will promote unity and integrity of the country besides bringing huge economic benefit to the nation.