

Evaluation of Border Areas Development Programme in Mizoram

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Abstract

The present study was carried out in the border areas of Mizoram, which is bounded by Bangladesh on the east, and Myanmar on the west. The study tried to evaluate the coverage, utilization of funds and convergence of BADP. And to suggest modifications/improvements be made to the programme with a view to ensure its greater efficacy and impact. On the basis of the information collected from Focus Group Discussions (FGDs), data collected from the border villages and the experience gathered by the researcher from the border villages, the following observations about the situation of Mizoram border could be made. Mizoram has 404 km long international border with Myanmar in the east & the south and 318 km long border with Bangladesh in the west. Out of the eight districts of the State, six districts have an international border, viz, Mamit, Champhai, Serchhip, Lunglei, Lawngtlai, and Saiha. Today, BADP is implemented in 15(Fifteen) R.D Blocks whose geographical area totals 12665.09 sq.kms. Of these, 10(Ten) R.D Blocks are situated along the Indo-Myanmar border and the rest 5(five) R.D Blocks are along the Indo-Bangladesh border.

Introduction:

The major issues with which India's borders are plagued with include – poor accessibility, economic backwardness, sense of insecurity among people living in border areas, etc. Thus, the development of the border areas was envisaged as an important element of the border management policy of the government. In this direction, the Border Area Development Programme (BADP) was started as early as 1987 along with India-Pakistan border

The objective of Border Area Development Programme is to meet the special development needs of the people living in remote and inaccessible areas near the international border. Its primary objectives were to:

- Create infrastructure in border areas
- Provide economic opportunities to people living in the vicinity of the border
- instill a sense of security among the people living in border areas.

Coverage:

BADP will continue to be a 100% centrally funded programme. The Programme will cover all the villages which are located within the 0-10 Km of the International Border, irrespective of the border block abutting on the International Border or not, in 381 Blocks (approx.) and come under 106 border districts of 17 States viz. Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand, and West Bengal, which constitute the International Land Borders. Priority will be given to those villages which are located within 0-10 Km from the International Border and within that the villages identified by the Border Guarding Forces (BGF) shall get uppermost priority and will be known as strategic villages. Only after saturation of 0-10 km villages, State Governments may take up the next set of villages within the 0-20 Km distance. After saturation of 0-20 Km villages, the State Government may take up the next set of villages within 0-30 Km distance and so on up to 0-50 Km. The State Government shall obtain a certificate from the DLC and after due satisfaction, send the same to the Department of Border Management, MHA that all villages within the 0-10 Km/0-20 Km/0-30 Km/0-40 Km distance have been saturated and respectively next set of villages 0-20/0-30/0-40/0-50 Km distance are considered under BADP. Aerial distance will be taken into account. There too the BGFs will identify villages. For the purpose of drawing the priority, the first habitation/village from the international border shall be treated as 'Zero' "0" line distance and next distance shall be calculated from this village only. The term 'strategic village' will be applied to those villages as identified by the BGFs

Implementation Process

The BADP programme was introduced as a “Centrally Sponsored Scheme” and is *implemented by state governments* under the monitoring of the Department of Border Management under the Ministry of Home Affairs. Though this programme was launched for the western border with Pakistan, it was later extended to all of the border areas including North East in 1993-94 in the eighth five-year plan. Its implementation includes the development of community-based infrastructure like forestry, pasture land, fishery ponds, floriculture parks, community centers, mobile dispensaries, mini marketing yards, etc. in border areas.

- The funds under BADP are provided to the States as a 100% non-lapsable Special Central Assistance.
- The programme is supplemental in nature and the budget allocation for the financial year 2015-16 is Rs.990 crore.
- Currently, this programme is being implemented in all the 17 states which share international borders of India. This Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand, and West Bengal.

Over the years, the nature of the programme has changed from a schematic one with an emphasis on education to a state-level programme with an emphasis on the balanced development of border areas. Grass root level institutions such as Panchayati Raj Institutions, District Councils/Traditional Councils are encouraged to participate in

deciding the priority schemes for their areas. Security-related schemes are also taken up under the BADP.

Modified Border Area Development Programme – July 2015

In July 2015, the government had released revised guidelines for the modified Border Area Development Programme (BDAP). The key features of these guidelines are as follows:

- BADP Programme has been now extended to all villages located within 0-10 km of the International border in all the *17 states that share India's international borders*.
- Within these villages, the villages identified by the Border Guarding Forces will get first priority.
- The Empowered Committee on BADP under the secretary, Department of Border Management will now include representatives of Ministries of Rural Development, Sports, Health, etc.
- Some new schemes for convergence to BADP have been included viz. Swachhta Abhiyan, Skill Development Programmes, Rural/border tourism, scientific farming, etc.
- Provisions for third-party inspection and quality control mechanism have been included.
- Special and specific area schemes have been included under which some villages are to be developed as model villages.

Review of Literature:

NITI AAYOG Programme Evaluation Organization Government of India(2015) Evaluate the study on Border Areas Development Programme, The main objective of the study was 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, security, and responsibility among the local people. 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. The study suggested that Inspection and monitoring of programmes for better reporting structure, Planning of more employment and skill generating schemes and Reduced political interference.

Government of India planning commission (2001): analyzed the report on a working group of border area development programme for the formulation of the tenth five years the Programme Evaluation Organisation (PEO) took up the evaluation study of BADP to assess/examine if the utilization of funds is in accordance with the guidelines. The impact of the programme on the well-being of people living in border areas. 320 households spread over 32 villages in eight border blocks (districts) of six Border States were selected for the evaluation study. The study revealed that the implementation

methods adopted by the States did not seem to have given due importance to the felt needs of the people. Wide deviations between the schemes under implementation and the felt needs of the locals were noticed in the case of most of the States. Abnormally low work participation rate (23 per cent to 25 per cent) was observed in Assam and Tripura though safe drinking water facilities were created in 19 per cent of the villages under BADP, the access is still very poor. Only 38 per cent of the border villages were found to have adequate access, while in the remaining villages people were dissatisfied because of irregular supply of electricity and water, unsatisfactory quality of water and defunct/non-operational source. The study suggested that The Empowered Committee must examine the relevant issues and adopt a more flexible approach in this regard. The study revealed that need to be given due weight in deciding on the development strategy for border areas. need to be given due weight in deciding on the development strategy for border areas.

Statement of the Problem

Mizoram is an economically backward state and is Economy agrarian. About 55 to 60 percent of the population is directly dependent on agriculture. Agriculture still remains under-developed Shifting cultivation (jhum) has been widely practiced in the state. 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 the national standard. Living in relative isolation from the mainstream, the people in the remote border areas have started feeling neglected due to lack of developmental and income-generating activities. 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 basic facilities has also adversely affected the 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. Lack of proper communication and other basic facilities in the border areas not only affects 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 prerequisite for smooth movement of armed and paramilitary forces in the sensitive border areas. The State Government, though handicapped by its limited resources, is committed to accelerating 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-Bangladesh border and eastern side of Mizoram bordering Myanmar. Despite fund constraint, the State Govt. is trying its best to remove the fundamental causes of alienation, starvation, illiteracy, malnutrition, 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. In that situation, the government of Mizoram launched various development other than the centrally sponsored schemes. Along with the border blocks of the 17 States (including 8 North Eastern States), Mizoram Government implemented BADP in the in Mizoram in 1993-1994 and it covered 4 (four) R.D Blocks then along Indo-Bangladesh border. In 1997-1998 the programme was extended on the eastern side of Mizoram bordering Myanmar. It is necessary to evaluate the coverage, utilization of funds and convergence of BADP Hence the present study was taking place in Mizoram.

The objective of the study:

- To evaluate the coverage of the Border areas Development Programme
- Funds Allocation and utilization convergence of BADP
- Issues in Border areas and problem face in the implementation process
- To suggest modifications/improvements be made to the programme with a view to ensure its greater efficacy and impact.

Methodology: The present study is descriptive Research Design, Survey method has been followed, the Mizoram States in The North Eastern States is the area of the present study. In Mizoram, BADP is implemented in 15(Fifteen) R.D Blocks whose geographical area totals 12665.09 sq.kms. Of these, 10(ten) R.D Blocks are situated along the Indo-Myanmar border and the rest 5(five) R.D Blocks are along the Indo-Bangladesh border. From each block 10 persons from among the villages close to the border were randomly chosen from each selected block, so 150 persons were randomly selected for the study

Sources of Data:

Both primary data and secondary data were gathered and analyzed for drawing inferences and reporting research result. The primary data were gathered from the beneficiaries by contacting them at the worksite of the scheme and their resident through personal interview schedule and focus group discussion, during the period of October 2017 to January 2018 on whole time basis. The data were collected by administering a pre-tested interview schedule. The secondary data have been collected from official records such as publish and unpublished record and documents available with the district administration, blocks, villages, panchayats. Similarly, the journals, magazines, newspapers, electronic media, library and case studies, thesis, dissertation and NGOs reports are incorporated in the study.

Tools for data collection

The research study used both qualitative and quantitative research methods and technique. The following tools had been used for the purpose of data collection.

1. Interview Schedule
2. Focus Group Discussion Format

Data Analysis:

The data obtained for the study were both quantitative and qualitative in nature. The collected data have been verified, tabulated both the qualitative and quantitative techniques have utilized to interpret the data in order to realize the research objectives. The data has been analyzed by using the Statistical Package for Social Science [SPSS].

Result and Discussion:**Table -1****District wise Allocation of Fund under BADP 2017-2018**

SL No	NAME OF SECTOR	CHAMPHAI		SERCHHIP		LUNGLEI	
		No. of Item	Amount (Rs.in Lakh)	No. of Item	Amount (Rs.in Lakh)	No. of Item	Amount (Rs.in Lakh)
i	(A)INFRASTRUCTURE(I)	46	300.50	15	116.35	21	280.41
	(B)INFRASTRUCTURE (II)	11	114.00	5	32.00	7	43.00
	(C)OTHER INFRASTRUCTURE	25	215.00	NIL	NIL	5	38.00
ii	HEALTH	4	31.00	2	28.32	6	40.00
iii	AGRICULTURE&ALLIED SECTOR	NIL	NIL	1	5.50	1	16.59
iv	SOCIAL SECTOR	63	293.00	7	46.83	35	259.60
v	EDUCATION	15	115.00	1	18.00	12	118.60
vi	SPORTS ACTIVITIES	19	145.00	1	14.00	9	53.80
vii	SPECIAL/SPECIFIC AREA SCHEME	NIL	NIL	1	5.00	NIL	NIL
viii	MAINTENANCEOF ASSETS	2	10.00	NIL	NIL	2	12.00
ix	Schemes suggested by border guarding forces (BSF'S)&other security force in the above sector may be shown separately sector-wise	7	57.50	NIL	NIL	2	18.00
x	WORK/SCHEMES TAKEN UP UNDER RESERVED FUND	NIL	NIL	NIL	NIL	3	38.00
	TOTAL	192	1281.00	33	266.00	110	918.00

Continue in table 2

The table shows Allocation of Fund under Border Area Development Programme during the financial year 2017-2018 in Champhai District, Serchhhip District, and Lunglei District.

Table2

The table s District wise Allocation of Fund under Border Area Development Programme during the financial year 2017-2018.

SL No	NAME OF SECTOR	SAIHA		LAWNGTLAI		MAMIT	
		No. of Item	Amount (Rs.in Lakh)	No. of Item	Amount (Rs.in Lakh)	No. of Item	Amount (Rs.in Lakh)
i	(A)INFRASTRUCTURE(I)	11	148.80	26	300.00	18	136.50
	(B)INFRASTRUCTURE (II)	10	73.40	16	179.50	16	137.00
	(C)OTHER INFRASTRUCTURE	2	10.00	3	25.00	NIL	NIL
ii	HEALTH	2	40.00	4	18.00	2	25.00
iii	AGRICULTURE&ALLIED SECTOR	NIL	NIL	6	40.0	NIL	NIL
iv	SOCIAL SECTOR	13	74.80	32	166.50	18	156.00
v	EDUCATION	5	62.00	4	48.00	2	16.00
vi	SPORTS ACTIVITIES	7	55.00	8	95.00	9	62.00
vii	SPECIAL/SPECIFIC AREA SCHEME	NIL	NIL	5	32.00	2	25.00
viii	MAINTENANCE OF ASSETS	NIL	NIL	4	23.00	NIL	NIL
ix	Schemes suggested by border guarding forces (BSF'S)&other security force in the above sector may be shown separately sector-wise	NI	NIL	2	20.00	2	16.00
x	WORK/SCHEMES TAKEN UP UNDER RESERVED FUND	1	10.00	26	75.00	2	15.50
	TOTAL	51	474.00	136	1022.00	71	589.00

The table shows Allocation of Fund under Border Area Development Programme during the financial year 2017-2018 in Saiha Districts, Lawngtlai District a Mamit District.

Table- 3
Blockwise Allocation

(Figures Rs in lakh)

Central Share					State Matching Share		
SL No	Name of Block	Allocation for 2018-2019	Sanctioned received from Govt.	No. of works	Allocation for 2018-2019	Sanctioned Received From Govt	No. of works
1	NGOPA	219.00	213.00	21	32.00	20.00	8
2	CHAMPHAI	323.00	218.04	31	28.00	15.00	5
3	KHAWBUNG	272.00	253.00	27	24.50	24.50	3
4	E.LUNG DAR	166.00	132.00	20	20.00	20.00	3
5	HNAHTHIAL	226.00	170.00	21	25.00	20.00	2
6	BUNGHMUN	184.00	177.20	21	22.00	21.00	3
7	LUNGEN	228.00	222.40	20	26.00	20.00	3
8	SIAHA	164.00	89.00	15	20.00	20.00	2
9	TIPA	173.00	173.00	19	25.00	NIL	4
10	SANGAU	167.50	133.00	20	21.00	21.00	1
11	LAWNGTLAI	167.50	162.50	16	21.00	21.00	2
12	BUNGTLANG 'S'	171.00	159.00	18	20.00	20.00	3
13	CHAWNGTE	216.00	198.70	15	28.00	23.00	4
14	W.PHAILENG	191.00	160.50	19	21.00	NIL	3
15	ZAWLNUAM	213.00	178.00	24	24.50	24.50	2
	TOTAL	3081.00	2639.34	306	358.00	249.00	42
	Fund for monitoring	50.00					
	2.50% for SLSC Chairman disposal	89					
	GRAND TOTAL	3220.00					

The table shows a block-wise allocation of BADP for the Financial year 2018-2019. The proposed amount for 2018-2019 is Rs.3578 lakh (Rs 3220 lakh Central plus Rs 358.00 state matching share)

Problem faces in Border areas in Mizoram

There were both push and pull factors working on this border. Under development, religious persecution, environmental concerns, etc. pushed Bangladeshis into India, while India's huge economy and accommodative society pulled immigrants. According to 'Task Force on Border management, 2001', there are about 15 million Bangladeshi illegal immigrants in India, increasing at a rate of 3 lakh per month. The essential items such as sugar, salt and diesel, human and narcotics trafficking, counterfeit Indian currency, kidnapping, and thefts are quite rampant along the India-Bangladesh border. The location of the boundary at the edge of the "Drugs golden triangle" facilitates the unrestricted

illegal flows of drugs into Indian territory. Heroin is the main item of drug trafficking. The bulk of heroin enters India through the border town of Champhai in Mizoram. It is reported that the many Burmese people are actively involved in drugs and arms trafficking

The problem in the implementation process of BADP:

For the implementation of BADP 2017-2018 in respect of Capacity Building. The Finance Department Advice This Department to obtain the recommendation of BADP.

However, upon close security and in the light of the view that there are no empanelled firms to conduct these training, the following observations have been made.

1. There are numerous works under capacity building programmes which require petty training items/materials which also vary from blocks to blocks
2. As per the detailed estimates of this training programme, the training materials and prices of these materials differ across the blocks.
3. There are some items of works for which calling of restricted tender may not be viable such Training on handicraft, Bee-keeping, Self -Help group, etc
4. The trades of training vary from blocks to blocks and as per their plan and estimates, the amount also differs.
5. Even for the trades of training which are common in some blocks, as mentioned in SL.No.1 above, the training items vary across the blocks. Therefore, it would not be viable for a supplier to supply these petty items in different blocks, especially with the differences in the rates across these blocks.

Therefore, it is felt that calling of restricted tender for the capacity building under BADP 2017-2018 would impede the successful and smooth implementation of the scheme and also cause a delay which will reflect poorly on the state of Mizoram.

Suggestions:

- There is a need for renewing the existing parameters of the guidelines.
- Mizoram 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.
- It is advisable to place the BADP funds with the district authorities to ensure co-ordination in planning and implementation.
- Steps should be taken to discourage and reduce political interference.
- It also agreed that there is a need to accord appropriate publicity to the scheme to make people aware of the scheme.

Conclusion:

A NITI Aayog report “*Evaluation Study on Border Area Development Programme*” reveals that intended goals of this programme in the northeast are far from being achieved. A large number of People living in the northeast states are unsatisfied with the scheme, complain of inadequate infrastructure and feel insecure. There are several reasons for the failure of this scheme in the northeast. *Firstly*, the difficult terrain in the northeast makes it difficult to build infrastructure. *Secondly*, there are several restrictions put in place by the BADP programme itself. *Thirdly*, the political interference, corruption, meager funds,

faulty implementation by states and inadequate provisions of local participation are some of the main reasons. *Fourthly*, due to inadequate planning and coordination, the funds meant for BADP are either siphoned off or remain unused. The findings of the study revealed that 54% inhabitant of the States covered under the study did not feel satisfied with the impact of BADP. 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. 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. 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 of Mizoram. 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.

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