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MINISTRY OF
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Project Report
on
Community Policing
for
Border Areas
(Project No.22/MM:02)

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Project	Community Policing for Border Areas
Project No	22/MM:02
Project Leader	Shri M.L. Kumawat, IPS (Retd.)
Project Team	<ul style="list-style-type: none">❖ Dr. M. K. Devarajan, IPS(Retd.),❖ Ratan Sanjay, IPS, IG, SSB❖ Nishit Kumar Ujjwal, IPS, IGP(Int/NAB), Manipur❖ Inderbir Singh, IPS, DIG Admin, PAP Punjab❖ Mahendra Bagria, IPS, SP, East-Kutch Gandhidham❖ Lokeshwar Singh, IPS, SP, Pithoragarh❖ Deepak Bhargav, IPS, DIG, Jaipur❖ Lt. Col Vivek Khanduri, G1 Trg., DG Assam Rifles❖ Benjamin Thabah, MPS, SP(Border) Meghalaya❖ Kalim Masood Khan, Second-in-Commandant, (Ops), ITBP❖ NPM, BPR&D
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ABSTRACT

Since borders are markers of the territorial sovereignty of a state, protection of their sanctity is the prime duty of any state. As more and more challenges emerged, the earlier emphasis of border management that was security-centric has changed into a more holistic approach of 'Community Border Management' that involves taking care of the developmental needs and the problems of the border population. This prompted the Government of India to fund the Army and the Border Guarding Forces (BGFs) to undertake Civic Action Measures (CAP) – interventions that help the resolution of the problems of the local population and attend to their basic developmental and livelihood needs. In recent years Government of India (GoI) has been widening the mandate of CAP and increasing the allocation of funds for this.

For the development of border areas, GoI launched the Border Area Development Programme during the 7th 5-Year Plan, which is still ongoing. In response to China's setting up of defence villages on the Indo-China border, GoI launched the Vibrant Village Programme in 2023 in selected villages on the Indo-China border for their comprehensive development and to prevent outward migration of young working-group population from these villages, which was posing a security risk. GoI has also been increasing the scope of CAP by the BGFs and increasing the allocation of funds which has resulted in BGFs implementing a slew of developmental, poverty alleviation, and other problem-solving measures. There have not been many successful examples of community policing by the civil police, unlike in the LWE-affected areas and peaceful areas – one reason for this may be a paucity of funds.

This project report, gives a summary of various community policing and civic action programs currently being implemented by the police and the BGFs. Based on these and other inputs, 69 recommendations have been given in the report for implementation in border areas, which are categorised under various heads.

The consultative mechanisms and outreach programs include setting up Community Liaison Groups, organising *Gram Sabhas*, *Chaupal* meetings, school visits, holding meetings of government officials posted in the village, enlisting the help of personnel who have retired from various security forces, etc to interact with the community periodically to learn about their difficulties and evolve workable solutions in consultation with them. Organising various types of camps to resolve their problems has also been suggested.

A slew of **measures have been recommended to improve the livelihood** of the villagers in border areas. These include skill development of



the youth, giving them various types of coaching to secure jobs, setting up Youth Clubs, setting up cottage and small-scale industries, supplementing the income of the villagers by better farming, horticultural, fisheries, and animal husbandry practices, setting up of women's SHGs to empower them and promote traditional skills, procurement of consumable items locally by the BGFs and the display and sale of handicraft items of border areas, and several measures to promote tourism in these areas.

Police and the BGFs should play a more proactive role in the **infrastructural and other developments** of border areas. The first projects to be taken up should be to solve the problems of safe drinking water, water for irrigation, electricity, sanitation, drainage, telecommunication facilities, etc. Various developmental schemes should be used to create community assets like public buildings, roads, embankments, etc. Some of these activities may be undertaken through joint *shramdan* of the public and police/BGF personnel to improve cooperation between them.

Other measures suggested in the report include, setting up of effective mechanism to redress the grievances of the public as well as of the personnel of the security forces and their retired personnel. The security forces should act as a link between the public and the district administration to resolve local problems, conducting various campaigns like awareness campaigns, tree plantation campaigns etc, appointment of *Chowkidars* in border villages, enlisting the support of former personnel of security forces and other locals to give timely information about illegal activities at the border, launching *Border Suraksha/Gram Raksha Programs* and constituting Village Defence Parties to secure the borders better, extending NCC, NSS, Scouts and Student Police Cadet programmes to educational institutions in border areas, introducing a scheme for 'friends of BGFs' on the lines of Friends of Police being implemented by several police organisations, setting up helplines on the lines of 'Madadgar' helpline of CRPF in J&K, involvement of BGFs in disaster management, promoting weekly border Haats in Indo-Bangladesh and Indo-Myanmar borders to facilitate border trade, extending the **Vibrant Village Scheme** to more areas, setting up of **Model Border Outposts** by the police and BGFs, proper monitoring of implementation of these suggestions by the Chiefs of Police/BGFs and dissemination of good practices through the BPR&D etc.

The above suggestions made in the report elaborate upon the measures suggested in the two important programmes of GoI – Model Villages and Vibrant Villages. They will go a long way in improving the security of our borders and welfare of our people living there.



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M. L. Kumawat, IPS (Retd)
M. K. Devarajan, IPS (Retd)



LIST OF ABBREVIATIONS

BGF	Border Guarding Force
BSF	Border Security Force
CAP	Civic Action Programme
CAPF	Central Armed Police Force
CLG	Community Liaison Group
CRPF	Central Reserve Police Force
FICN	Fake Indian Currency Note
GoI	Government of India
ITBP	Indo-Tibetan Border Police
J&K	Jammu & Kashmir
LAC	Line of Actual Control
LOC	Line of Control
MHA	Ministry of Home Affairs
PMKVY	Pradhan Mantri Kaushal Vikas Yojana
SHG	Self Help Group
SSB	Sashastra Seema Bal



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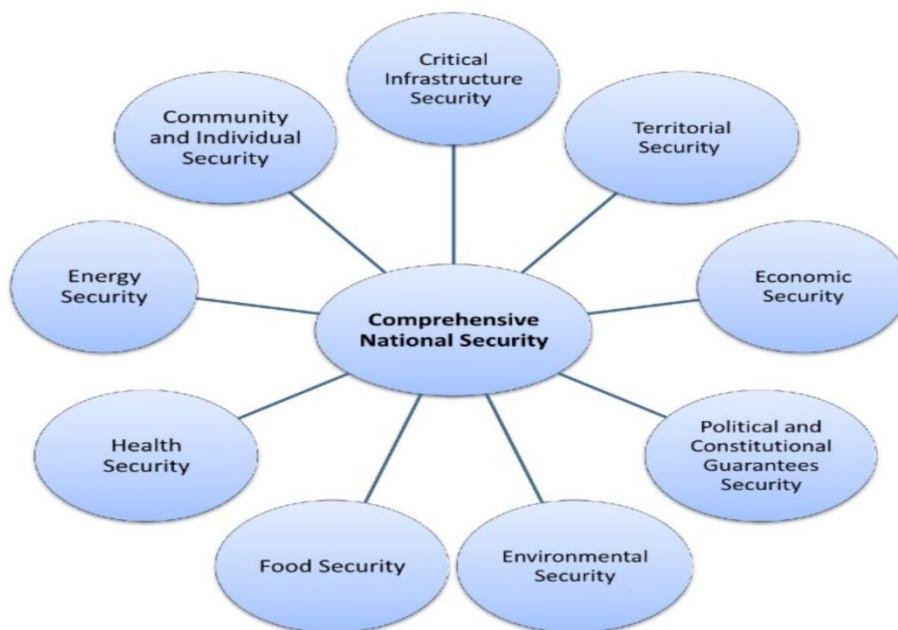


Chapter-1

INTRODUCTION & BACKGROUND

1.1 Introduction

1.1.1 Since, borders are markers of the territorial sovereignty of a state, protection of their sanctity is the prime duty of any state. To ensure Comprehensive National Security, in addition to territorial security, it is necessary to assure the security of critical infrastructure and environment of the border belt and to ensure the political and constitutional rights of communities and individuals inhabiting those areas.



1.1.2 Where active and disputed borders exist, serious, deep, recurring, and long-lasting border violations result in localised conflicts, and if effective measures are not taken for de-escalation, these may result in full-fledged wars. A nation-state uses all its resources and might during external aggression to protect its borders. Historically most wars have been wars for the protection of territorial integrity. All the wars fought by India since Independence have been border wars. Even during peacetime, management of borders is a matter of great importance for all countries. As far as India is concerned, we are at present facing problems all along our land borders except the Indo-Bhutan border.

1.1.3 Where serious border disputes exist, we have the Line of Actual Control (LAC) on the Indo-China border and the Line of Control (LOC) on the Indo-Pak border, which are managed by the Army with the support of Border Guarding Forces (BGFs). Since borders are guarded by the Central Armed Police Forces (CAPFs), the philosophy of community policing has been incorporated into their work.



1.1.4 During the initial years after Independence, the guarding of the border was primarily the mandate of the defence forces assisted by either the state police or the CRPF. However, with more and more emerging challenges specialised BGFs were established. The Assam Rifles, created by the British in 1835, initially as Cachar Levy, can be considered to be the first BGF. Later on, after the Indo-China war of 1962, a need was felt for the creation of more specialized forces to effectively guard our borders and the first such BGF created was ITBP in 1962 followed by SSB in 1963 and BSF in 1965. SSB was created after the Indo-China war 1962 as the Special Service Bureau for covert operations, to prepare the local population for civic resistance and for guerrilla warfare. It was converted into a regular uniformed BGF – Sashastra Seema Bal in 2001– to guard India’s borders with Nepal and Bhutan.

1.1.5 During the initial years, the emphasis of both the army and BGFs was security-centric, limiting the activities primarily to securing the border and dealing with various types of illegal activities occurring on both sides of the border. Later on, as more and more challenges started emerging on the borders, a need was felt for a more holistic strategy which took into account the need for infrastructural and other developments, providing the border population with the basic amenities, and seeking their cooperation to make border management more effective. This led to the concept of Civic Action Programmes (CAPs) by the Army as well as the BGFs.

1.1.6 It is necessary to understand the difference between Community Policing and Civic Action Programmes. There are four essential elements of community policing:-

1.1.7 Community Policing involves:

- i. Consultation with communities.
- ii. Responding to communities’ needs
- iii. Mobilizing communities, and
- iv. Solving their recurring problems.





1.1.8 A Civic Action Program (CAP) is a type of operation designed to assist an area by using the capabilities and resources of a military force or civilian organization to conduct long-term programs or short-term projects. Community Policing is a much wider concept and involves any method of policing in which police works with the local community to identify local problems and collaborate on workable solutions. CAP & Community Policing are the best and most cost-effective means to win the trust and cooperation of the public by the security forces and to improve their image.

The importance of community policing has been well recognized all over the world, especially in democratic countries. The main philosophy behind community policing is to win over the trust of the local population through various activities and get them involved in different tasks to assist the police. Since the effective management of the borders requires the active cooperation of the local population, GoI initially started giving funds to the Army and other BGFs for CAP which was limited to outreach activities like organizing various camps types of to solve the medical and other problems of the people, organizing sports and games and giving them some items for daily use. However, of late, the Central Government has started giving a more proactive role to the BGFs and the Central Armed Police Forces (CAPFs) deployed in LWE-affected areas, by getting them involved in various activities and expanding the scope of CAP. *With this, the theoretical difference between community policing, which is practiced by the state police force, and CAP which is being implemented by the Army and CAPFs, started getting blurred. Hence, for the purpose of this project, both these initiatives have been combined while framing the recommendations.*

1.2. Overview

1.2.1 Vision: - This project envisages to make the members of the border population effective partners in comprehensive 'community border management'.

1.2.2 Objective: - The main objective of the project is to ascertain the community policing and civic action measures being practiced by the state police and BGFs; the challenges in implementing these programmes in border areas; and to come up with suggestions for making them an integral component of border management.



1.3. Stakeholders

- Border Guarding Forces (BGFs)
- State Police
- The district administration and other government agencies and departments responsible for the protection and development of border areas
- Civil Society
- Non-Government Organizations
- Ex-servicemen, Retired BGF and Police personnel



Chapter-2

BORDER MANAGEMENT ON INDIA'S LAND BORDERS WITH ITS NEIGHBOURING COUNTRIES

2.1 India's Land Borders: India has a total land border of 15,106.7 Kms which is divided into the following sectors:

2.1.1 Pakistan Border:- India shares a 3,429 Kms long border with Pakistan, which is mainly defined by the Line of Control (LoC) – a total length of 740 Kms in Jammu and Kashmir, and remaining length of 2689 Kms, in Punjab, Rajasthan and Gujarat. The Indo-Pak border, from Gujarat to Jammu, is prone to criminal activities like smuggling of arms and drugs, infiltration of terrorists and cross-border terrorism, espionage activities through enemy agents, their co-opted local contacts, and through technical means like drones, balloons, etc. Often tunnels are dug and kept hidden, across the fenced border. The border population on the Indo-Pak border faces the problem of recurring artillery fire by the Pakistan Army which results in death and injury of humans and animals as well as damage to their properties. Terrorists from across the border often target civilians, besides security forces, for espionage and undertake operations to demoralize the local population. On the Indo-Pak border, the border fence is 150 meters inside from the zero line. As a result, the fields which are located beyond the fence are not easily accessible to the farmers due to the restrictions imposed by the BSF due to the paucity of manpower and vehicles.

2.1.2 China Border:- India shares a 3,488 Kms long border with China, which is mainly defined by the Line of Actual Control (LAC) in the state of Arunachal Pradesh, Uttarakhand, Himachal Pradesh and the Union Territory of Ladakh. Unlike our other international borders where cross-border crimes and anti-national activities are the main problems, the Indo-China borders do not have such problems. The main challenges here are sparse population, problems of connectivity, and communication, non-availability of basic amenities, and near absence of civil administration. The lack of basic amenities in these border areas, especially in Uttarakhand and parts of northeast India, and the problem of exodus of border population is serious and the number of 'ghost villages' along the border has been increasing. While China is actively pursuing a policy of habituating its villages on the border, unfortunately, the villages on our side are increasingly getting depopulated due to the migration of the working-age population to the hinterland, which poses serious security risks. We have hundreds of villages on the Indo-China border which are totally vacant and hundreds others have only old population. This has



resulted in the aggressive intrusion by Chinese patrols into our area often preventing grazing by our villagers in the border areas and sometimes leading to tension and conflicts with the People's Liberation Army.

2.1.3 Nepal Border:- India shares a 1,751 Kms long border with Nepal, which is mainly defined by the Mahakali River. Since it is an open border there is regular movement of men and goods, both legally and illegally. Human trafficking from Nepal is a major challenge. Criminals, terrorists, and other anti-national elements often sneak into India and commit crimes and terrorist activities. They, as well as other criminals, find an easy escape to Nepal and onward to other countries. Many Indians engaged in anti-national activities abroad have also been using the Nepal route to enter and exit the country after committing crimes and anti-national activities.

2.1.4 Bhutan Border:- India shares a 699 Kms long border with Bhutan, which is mainly defined by the Himalayan mountain range. By and large, this border does not pose any serious challenge as far as criminal activities are concerned except those caused by Chinese aggression on its disputed border with Bhutan.

2.1.5 Myanmar Border: - India shares a 1,643 Kms long border with Myanmar, which is mainly defined by the Naga Hills and Chittagong Hill Tracts. The Indo-Myanmar border has always posed serious security challenges due to hilly terrain and forests, common ethnicity, and the presence of several insurgent groups on either side of the border. The situation has worsened considerably due to recent developments in Myanmar and Manipur. Besides insurgent activities on both sides, the smuggling of drugs, arms, and fake Indian currency notes (FICN) is rampant. Insurgents from Manipur and Nagaland take refuge in Myanmar after committing crimes here. Further, Manipur, Mizoram, and Nagaland are places of refuge for rebel forces of Myanmar. There is also a problem of movement of Rohingya refugees.

2.1.6 Bangladesh Border:- India shares a 4,096.7 Kms long border with Bangladesh, which is mainly defined by the Radcliffe Line and the riverine borders of the Brahmaputra and the Ganges. Security and criminal activities on the Bangladesh border are highly complex on account of the terrain, forests, crisscrossing of rivers, and border lines dividing many villages, and even houses. Besides cattle smuggling and smuggling of fake Indian currency notes (FICN), Human trafficking and illegal migration from Bangladesh is highly prevalent along this border. Further, the smuggling of Phensedyl cough syrup, for the purpose of intoxication, from India is rampant. The local population in border areas face the problem of



accessing their fields and selling their produce in spite of demand on the other side of the border.

2.1.7 Apart from this, we have a land border of 106 Kms with Afghanistan.



(Source: Annual Report of MHA-2016-17)

2.1.8 The objectives of border management have been defined as follows by the Ministry of Home Affairs (MHA) in its Annual Report 2022-23 in para 3.3.

“Securing the country's borders against interests hostile to the country and putting in place systems that are able to interdict such elements while facilitating legitimate trade and commerce are among the principal objectives of border management. Proper management of borders, which is vital to national security, presents many challenges and includes coordination and concerted action by the administrative, diplomatic, security, intelligence, legal, regulatory, and economic agencies of the country, to secure the frontiers and to serve its best interests.”

2.2 Challenges in Border Management

2.2.1 Even during peacetime, there are a number of challenges that emanate from across the border, dealing with which is the mandate of border guarding forces. The most important of them are:-



- a) Infiltration and exfiltration of terrorists through border areas.
- b) Trafficking of arms, drugs, and other contraband.
- c) Human trafficking.
- d) Spying activities in border areas.
- e) Some Criminals from border states such as Bihar, Uttar Pradesh, etc use Nepal and Bangladesh as a sanctuary from where they run crime syndicates for car theft, extortion, kidnapping, etc.
- f) Petty criminals cross over to the other side to prevent their apprehension by the Indian Police.
- g) Trafficking of FICN.
- h) Cattle smuggling, especially on the Indo-Bangladesh border.

2.2.2 Without the active involvement of the border population, these challenges cannot be tackled effectively. Therefore, community policing by the police and CAP by the BGFs in border areas are quintessential and have become standard practices.

2.3 Existing Programmes run by GoI in Border Areas

2.3.1 Border Area Development Programme (BADP)

BADP is implemented by the Border Management Division, MHA, through the Empowered Committee at the Centre and State/UT Level Screening Committees at State/UT level. It was launched during the 7th 5-Year Plan initially for the Western Border. Now it covers 457 blocks in 117 districts in 16 States and 2 UTs (Arunachal Pradesh, Assam, Bihar, Gujarat, HP, J&K, Ladakh, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, UP, Uttarakhand, & WB). It covers the following six thematic areas:

- Basic infrastructure
- Health Infrastructure
- Education
- Agriculture
- Water Resources
- Financial Inclusion, & Skill Development



2.3.2 Model Villages Programme

MHA vide letter No. 12/5/2017– BADP dated Feb 3, 2017, directed the Chief Secretaries of all the 17 states having international borders to develop one or two villages in every border district, having sizeable population, and surrounded by 5-6 or more villages close to the border, as 'Model/Smart Villages' using BADP funds. Apart from supplementing the educational and cultural infrastructure available in these villages, the following facilities were required to be developed:

- a) **Health:** Construction of dispensaries and arranging mobile dispensaries/ambulances equipped with necessary portable equipment;
- b) **Livelihood:** Community-based infrastructure like pasture land, sheds for the livestock of BPL families, fishery ponds, multi-utility community centers, market yards, mini *haats*, common industrial sheds for cottage and small-scale industries for artisans, small organic manure units with linkage to *goshalas*;
- c) Promotion of **organic farming**;
- d) **Power:** Programmes for new and renewable energy such as solar and mini-hydel projects, biogas, biomass gasification, wind energy, hydro-energy, etc;
- e) **Tourism:** Tourist guest houses, adventure tourism facilities, canteens at tourist places, parking, public conveniences facilities for rural tourism, protection of heritage sites, skill development in tourism and hospitality, etc;
- f) **Sports facilities**;
- g) **Swachh Bharat Abhiyan:** Construction of toilets in schools, and public places, particularly for women.

2.3.3 Vibrant Villages Programme (VVP);

2.3.3.1 This is a Centrally Sponsored Scheme, launched on 15th February 2023, with a financial outlay of ₹4,800 crore for FY 2022-23 to 2025-26, for comprehensive development of villages in 46 blocks in 19 districts abutting the northern border in the States of Arunachal Pradesh, Himachal Pradesh, Sikkim, Uttarakhand and UT of Ladakh. Of them, at least 17 such villages along the borders with China have been selected for development as a pilot project under the programme. This scheme has been launched in response to China's strategic move to populate its border areas by setting up its 'defence villages' and 'model villages' along the LAC.



2.3.3.2 The objective of the programme is the comprehensive development of these villages to improve the quality of life of the local people, thereby reversing outmigration, through the following activities:

- Economic growth & livelihood generation.
- Road Connectivity.
- Housing & village infrastructure.
- Energy including renewable energy through solar and wind power.
- Television & telecom connectivity including setting up of an IT-enabled common service centre in the village.
- Regeneration of eco-system.
- Promotion of tourism & culture.
- Financial inclusion.
- Skill development & entrepreneurship.
- Development of cooperative societies for managing livelihood opportunities including agriculture/ horticulture, cultivation of medicinal plants/herbs, etc

2.3.3.3 VVP has been conceived as an outcome-oriented programme with outcome indicators at three levels – village, household, and individual.

2.3.3.4 The introduction of VVP has given a fillip to the CAP of ITBP, the nodal agency for Northern Borders. ITBP has undertaken various activities including, medical and veterinary camps, creation of community assets, promoting the use of conventional energy, skill development, supply of agricultural tools, and poly houses, etc. Skill development training includes stitching and computer courses. Village electrification is being done through the distribution of solar lamps etc. ITBP has been conducting various programs to win the trust of sarpanches and up-sarpanches of Vibrant Villages and municipal councilors of Ladakh. To promote traditional art and culture, ITBP arranged for the participation of 99 artists from 36 border villages of Ladakh, HP, and Arunachal Pradesh to showcase their talents at National Unity Day, 2023 which was held in Gujarat.

2.4 Community Policing and Civic Action Programmes currently being Implemented

2.4.1 There appear to be fewer Community Policing programmes implemented by the civil police in border areas compared to other areas. Wherever they have been implemented, they have been individual initiatives, which



were not institutionalized and hence did not result in replication in other areas and often got discontinued after the officer implementing it got transferred. However, with the emphasis of MHA on CAP, and making available more and more funds, Civic Action Programs of BGFs have been gaining momentum in the border belt and one finds more initiatives and better-organised implementation by BGFs than the civil police. A summary of Community Policing and Civic Action Programmes implemented in the border areas is as follows.

- i. The officers of civil police have traditionally been visiting border areas and interacting with the villagers. In recent years, there has been a special emphasis in BGFs on improving contact with the local populace, both directly and through the local *Sarpanches/Patels*, etc. During village visits, some civil police forces and BGFs have also been holding separate meetings with government servants like Revenue, and Panchayati Raj officials, teachers, doctors, etc posted in these areas. During such outreach programmes, they ascertain the needs of the local population and undertake several Civic Action Programmes. These meetings are also used to sensitise the border population about the various problems that they may face from the activities of hostile and criminal elements, crimes committed in these areas, the ill effects of illegal migration, and to seek their cooperation in reporting and tackling them.
- ii. They have also been using these outreach programmes to obtain information about smuggling, trafficking, espionage, crimes, etc occurring at the border, about the movements of drones from across the border, and criminals from the border population engaged in such activities
- iii. All the BGFs have some programme or other for career counselling, skill development or imparting vocational training, using their resources, for the unemployed youth of the border villages. Punjab Frontier of BSF has set up coaching centers for youth to prepare for examinations like IELTS, CLAT, etc. They have also been giving unemployed youth training in the MT workshops of the BSF by tying up with automobile companies like Mahindra, financial institutions like banks, etc.
- iv. Some of the BGFs have been making various kinds of efforts to improve the educational level of the children in border areas. Assam Rifles has opened three Centres for Educational Excellence with corporate sponsorships in 2022.
- v. Promotion of physical recreational capabilities of the children and youth of border areas is being done by all the BGFs. They have been developing sports facilities (other than civil works), providing sports-



related items to children and youth, and conducting sports tournaments. ITBP is in the process of training the youth of border regions in adventure sports so that they can get employment locally in the tourism sector.

- vi. BGFs have been organising national integration tours for students from border areas.
- vii. Another area of importance for the BGFs has been improving the infrastructure of the border villages and solving their day-to-day issues. They have been organizing a variety of camps like public health camps, veterinary camps, multipurpose camps, etc. In the Indo-China Border where there is a near absence of public health facilities in many villages, the ITBP has been, apart from organising medical camps and veterinary camps at regular intervals, giving 24 x7 accessibility to the villagers to the basic medical facilities available in its BOPs – a measure that is being highly appreciated by the villagers.
- viii. Repair of school buildings and other government buildings is also being undertaken.
- ix. BGFs and Police have also been arranging safe drinking water through the installation of hand pumps and the construction of water tanks etc,
- x. To improve the availability of power, they have been promoting non-conventional energy sources and arranging for street lights and solar lamps.
- xi. Various types of cultural programmes are also being organized by both the civil police and BGFs. When the border district of Bikaner (Rajasthan), started facing communal issues due to changing socio-cultural scenarios and disinformation campaigns, the State Police initiated conceived a counter-narrative by launching “Rajasthan Kabir Yatra”, a traveling music festival with local *Vani* singers (traditional musicians), in the communally affected areas and organised “*Satsangs*”. Apart from restoring communal amity, the *Yatras* resulted in a better police-public relationship, and more youth started coming forward to enroll themselves in voluntary work for the police as CLG members and “*Police Mitras*” (Friends of Police).
- xii. Improving the livelihood of the border population is another area of focus. To improve farmers’ income, supplying better quality seeds and fertilizers, setting up cooperative farms for piggery, goat rearing, and poultry, organising animal fairs and other local fairs, etc are being done in border areas.



- xiii. ITBP has put into place to showcase and sell local artifacts of border regions through its Kendriya Police Bhandar and Himveer Wives Welfare Association (HWWA) shops.
- xiv. To boost the local economy and improve the means of livelihood of the border population, ITBP is in the process of purchasing 30 % of its fresh ration (daily consumables) locally.
- xv. ITBP is also in the process of bringing in reputed NGOs to Vibrant Villages for skill development, lifestyle enhancement, and community building.
- xvi. As a part of CAP, BGFs have been undertaking several poverty alleviation and welfare measures for the poor people living in the border belt. These include, *inter alia*, providing assistance to poor, old, and handicapped people for repairing their roofs damaged during natural calamities, providing utensils, transistors, umbrellas, clothes, blankets, etc to the poor and needy people, and supplying essential food and other necessary items to the poorest families.
- xvii. Assam Police has set up Village Defence Parties under the Assam Village Defence Act, 1966 and Assam Village Defence Rules 1986, to assist the police in the maintenance of law and order, peace and tranquillity; to guard vital installations like oil pipelines, railway tracks, roads bridges, culverts, etc; and to assist the police in prevention and detection of crimes and criminals and collection of intelligence. Many forces have also been doing joint patrolling with village volunteers.
- xviii. Since most border areas are affected by natural disasters, BGFs and Police have been associating with disaster management activities and assisting families affected by natural disasters in restoring their damaged property, etc. Since the ITBP trains its personnel in disaster management, it plays an important role in disaster management, not only in the border areas it guards, where disasters occur frequently, but also in as distant locations as Kerala where it rescued 2160 lives during the flash floods in 2018. It gets actively involved in rescue operations whenever disasters occur in the mountains. In 2019, it started setting up of well-equipped **Mountain Rescue Teams** at Joshimath, Lingdum, Kullu, and Leh.



Chapter-3

SUGGESTIONS FOR STRENGTHENING COMMUNITY POLICING/CAP IN BORDER AREAS

3.1 Prerequisites for Community Policing/CAP in border areas:

- a) Knowledge about the local community, their basic history, sociology, customs, and sensibilities.
- b) Knowledge about the challenges – economic, educational, infrastructural, etc. that the border population faces.
- c) Basic knowledge of the language of the border people to converse with them.
- d) Perception management to earn the trust of the border population against the militants and anti-social elements.
- e) Establishing better rapport with the border population by undertaking various confidence-building measures.

3.2 Community Policing and Civic Action Programmes (CAP) to be integral part of working of Police & BGFs

3.2.1 These should form an integral part of the working of both the civil police as well as BGFs. As the state police is in a better position to implement many of the measures suggested below, the BGFs should ideally implement CAP in collaboration with the district police and with the active assistance of district administration and cooperation of work/program execution departments concerned. In addition to this, both the state police and BGFs should actively involve NGOs, civil society members, and other organised groups that hold influence over the local population. Wherever industrial or trade associations are available, their help may be taken.

3.2.2 Community-Centric approach: The implementation of both community policing and CAP would require that the officers concerned with these organisations should move away from an authority-centric to a community-centric approach. Further, all the personnel and officers should behave in an amicable manner with the local population and view them as their partners in border management rather than adversaries. A clear distinction should be made between the ordinary people living in these areas and criminals and anti-social elements operating there.

3.2.3 While it will be necessary to prescribe some programmes that are needed to be implemented all over the border belt, the exact details of which



interventions are required to be implemented in a particular area or village should be left to the local police officers/commanders of BGF who will select the programmes in consultation with the local community and the other departments or organisations whose assistance is taken. For this, it is necessary for the local offices to ascertain the various problems faced by the local community. They may suggest suitable interventions, but the final decision should be taken jointly.

- 3.2.4** For successful implementation of various developmental and livelihood initiatives, it is necessary for the state police and BGFs to study various Central and State Schemes, and to see what are the schemes that are suitable to solve the local community's problems. It may be kept in mind that the police and BGFs will have to fill the vacuum created by the conversion of the Special Service Bureau to Sashastra Seema Bal. The main aim of these programmes should be to motivate the community to stand up for their rights and look after their interests, like the community mentioned in the following news item:

'Ladakh nomads hold ground against Chinese military'*

Unlike in the past, after the Galwan border clashes in 2020, almost every winter several incidents have occurred when Indian nomadic tribes who started venturing deep into their traditional grazing grounds and standing their ground when the PLA, soldiers enter Indian territory, sometimes disguised in civvies, or uniform with lightly armoured carriers and try to push them back. It is the graziers who mostly push back the PLA. One video shows villagers and civil authorities rushing towards the intruding PLA with sticks and pelting stones.

***Reported in Times of India dt. 01-02-24, p. 5**

3.2.5 Institutionalisation:

To institutionalise community policing and CAP, it is necessary to create institutional memory and issue standing orders by the competent authorities to facilitate the institutionalization of these programmes. At present, there is no permanent record or adequate briefing regarding community policing schemes/CAP at the ground level. It is therefore suggested that permanent records should be created which should contain the history of the border, requirements of the border people, criminal activities, and names of the persons who are actively assisting the police/ BGFs, etc. The practice of maintaining the "**Wisdom Book**", introduced by BSF, which contains innovative schemes launched and



experience gained by the ground-level officers, is worthy of replication by other BGFs and state police forces.

3.2.6 Based on the study conducted about the various initiatives of the state police forces and BGFs, and also the interventions mentioned in Gol's Model Village and Vibrant Village Programmes, the following initiatives are recommended for implementation:

3.3 Recommendations:

(A) Consultative mechanisms & outreach programmes

- i. Each State police force and BGF should develop an institutional mechanism for holding regular interaction and consultation with the border community. It may be in the form of constituting Community Liaison Groups (CLGs), organizing *Gram Sabhas*, *Chaupals* meetings, or any other arrangement as deemed fit, at specified intervals.
- ii. The implementation of Community Policing/CAP should ideally start with various **outreach programs**. These may include periodical **village visits** by officers of civil police and BGFs to interact with the villages, general outreach to the local community at large, or for specific groups in the community like women, disadvantaged sections, youth, farmers, retired personnel of security forces, etc. Such meetings should be used to ascertain the needs and grievances of the local community which should be solved by liaising with government departments concerned. These and other available forums should also be used to educate the people about various government schemes, the benefit of which they can avail. Endeavours may be made to ensure that the benefits of such schemes reach all those who are eligible, and for this purpose, special camps should be organized with the cooperation of the departments concerned.

This would require that the police and the BGF first study all the schemes which various categories of people living in the border areas can avail and make informational material like booklets to educate their personnel and those who volunteer to assist them about the relevant schemes of the Gol and state government. Alternatively, retired personnel of the district administration having knowledge of all such schemes can be associated as volunteers. In annexure-4 of MM-2's project report 'Community Policing for Naxal Affected Areas – an Update', the details of a single window system created by Gadchiroli Police (Maharashtra) have been mentioned.



Officers implementing this project report may study the above annexure and try to implement such a system. If full implementation is not possible, even partial implementation will lead to smooth and effective solutions for several problems faced by the border community.

- iii. During the outreach programmes, the community should be made aware of the problems and specific groups concerned should be sensitised about the special problems they are likely to face, crimes that may affect them, precautions they should take, ill effects of undesirable activities going on in the border belt etc.
- iv. Efforts should be made to have an institutional arrangement, with the support of the district administration to hold public hearings, with the participation of local officers of the relevant departments, at specified intervals to resolve the problems and grievances of the population.
- v. Holding separate meetings with government servants – Revenue and Panchayati Raj officials, teachers, doctors, etc – posted in the villages can give useful feedback during meetings and their support should be solicited for implementing suitable interventions.
- vi. As a part of the outreach programmes, various camps can be organised to solve the different types of problems of the local population. For example, public health camps for medical and eye check-ups, veterinary camps, multipurpose camps to solve the resolution of the issues relating to land titles, issue of driving licenses, getting benefits of the various schemes of Central and State governments, enrolment issues in MGNREGA, etc will help the border population. In backward areas, the government may consider permitting 200 days of work under MGNREGA.
- vii. Activities like organising cultural programmes, sports, games and periodic competitions can be used to increase contact with the local population and win their trust.
- viii. There is a need to supplement the medical facilities through various means. The normal practice of organizing medical camps should be done only where it is felt absolutely necessary. Medical help to the local population may be extended in emergencies through the paramedical staff/doctors attached to police lines and BGF units. Since medical emergencies arising out of acute diseases, accidents/disasters, snakebites, etc are fairly common in border villages, it would help to provide ambulances to Border Outposts/Company Hqrs of BGFs, taking into account such facilities already available with the Medical Department and other agencies. An additional budget should also be made available to the units



concerned to purchase medicines and accessories which will help the BGFs to tackle such emergencies. The police and BGFs may also explore the possibility of arranging ambulance services through NGOs, industry, trade, and philanthropic organisations.

- ix. Wherever nutritional deficiencies are noticed among border populations, the matter may either be taken up with the authorities concerned to address the problem or the same may be resolved with the help of NGOs or philanthropic organisations.
- x. Launching **Youth Clubs** would be very effective in winning the trust and cooperation of the local youth. These clubs can be used to organize several programmes like skill development, disaster management training, organising village defence groups, and other voluntary work, etc. Where a need is felt, Women's/Children's/Boys/Girls Clubs can be launched in addition to Youth Clubs. The members of these clubs should be sensitised to promptly report anti-national and criminal activities, and volunteers from among them can be used to assist the police/BGF in implementing some of the interventions recommended here.
- xi. Visit to educational institutions and interaction with students, Scouts, NCC, NSS, and Student Police Cadets, etc. should be undertaken by Police/CAPF officers periodically. Such visits should be used to educate them about various threats that the border population faces, the illegal activities that are going on in border areas, and the danger emanating from them. The objective should be to wean away the students from such activities in the future. They should also be made aware of the ill effects of drug addiction and other undesirable local social customs.
- xii. National Integration Tours may be organised for the students from border areas.
- xiii. To check migration from the border villages, while deciding the programmes that are to be taken up as part of the developmental and problem-solving needs of the border population, the emphasis should be mainly on (a) infrastructure and communication, including roads and buildings, (b) upgrading the educational standards, both at school and college levels, (c) improving the employment prospects of the youth through skill development for the youth and measures to supplement the income of other categories, and (d) supplementing the existing arrangements for health-related matters.



(B) Livelihood issues

- i. The most important intervention required in all the border areas is the skill development of the local youth and helping them to find suitable employment. While the youth with limited literacy will be looking for employment locally or in nearby areas (eg. mechanics for mobile/refrigerator/bike repair, motor mechanics, tailoring, etc), better-educated youth can be trained in skills that will enable them to get better-paid jobs in nearby urban agglomerations (eg. vocational training activities such as basic training on a computer course, motor driving, and other skilled jobs). Local development is therefore essential, to ensure that employment opportunities are created in the border areas themselves as far as possible.
- ii. Civil police/CAPFs may like to follow the example of some police lines in the LWE-affected areas of Chhattisgarh that have been registered as **Vocational Training Institutes**, which enables them to get funds from Pradhan Mantri Kaushal Vikas Yojana (PMKVY) and issue certificates to participants who successfully complete various programmes.
- iii. The youth who have successfully completed the skill training and exhibit entrepreneurial skills may be encouraged to set up small-scale industries or small enterprises and financing from banks to them may be facilitated.
- iv. Civil Police and BGFs may train youth having the required qualifications for recruitment in the Armed Forces, Police, CAPFs, *Agniveers*, and also as private security guards. Coaching may be given for both physical and written examinations.
- v. There may be a large number of adolescents and youth who may not fulfil the minimum eligibility criteria for enrolment for courses under the Pradhan Mantri Kaushal Vikas Yojana (PMKVY). The trained and skilled manpower in BGF battalions/police lines like tailors, electricians, cobblers, vehicle mechanics, cooks, washermen, barbers, gardeners, etc can be utilized as resource persons for training them in their respective trades at BGF camps/Police Lines, which will enable them to find sources of livelihood.
- vi. As is being done in LWE-affected areas, in border areas also, BGFs should be allowed to conduct special recruitment of constables, if necessary by relaxing the prescribed qualifications, so that active young village youth whose local knowledge would be an asset to the BGFs can be recruited in the force.



- vii. Qualified candidates may be given coaching or guidance for appearing in various competitive examinations conducted by the Union and State Public Service Commissions, and other recruiting agencies, including those in the private sectors.
- viii. Self Help Groups (SHGs) of women may be constituted for economically empowering women. The members of such groups should be given vocational and other training which will enable them to supplement their income. Emphasis should be on developing traditional crafts and skills. Improving the quality of design and processes with the help of experts may be explored to bring about improvement in the quality of the products, and to add value to them. Steps should be taken to assist in their marketing through agencies like the TRIFED (Tribal Cooperative Marketing Development Federation of India) or government emporia, by setting up online platforms, special outlets in urban/tourist centres etc. As the ITBP is planning to do, such items can be displayed in and sold through the canteens and Officers' Wives Associations. Such initiatives will, apart from improving the earning capacity of the local population, help in the preservation of their traditional skills and also spread similar initiatives. Efforts should be made to facilitate them in getting loans etc. easily from banks.
- ix. Setting up of cottage and small-scale industries by the local artisans and others may be promoted.
- x. The central government may issue directions to the banks to associate themselves during the Community Policing/CAP programmes organized by the police/CAPFs and to assist the border population to open bank accounts under *Jan Dhan Yojna*, make available loans easily to SHGs, the youth trained under the PMKVY, etc, hold special camps for this, if needed, and to carry out awareness about various banking schemes for which they are eligible.
- xi. The help of Agriculture, Horticulture, Animal Husbandry, and Fisheries Departments/CSR wings of corporates/NGOs, etc may be sought to arrange expert advice to the border population to improve their farming, horticultural, gardening, poultry, goatery, and fisheries methods. Improving irrigation facilities and ensuring timely availability of inputs like good quality seeds, fertilizers, and also good quality livestock and supply of *desi* chicks/lambs to poor villagers, etc may also be attempted to further improve the output. Farming of items that have good demand like mushrooms, turmeric, millet, medicinal plants, etc should be encouraged. Many border areas are suitable for



the cultivation of tropical fruits, vegetables, spices, medicinal and aromatic plants, and floriculture. Most of the agricultural produce of the border areas is organic and hence can fetch good prices if arrangement is made to sell them in urban markets.

- xii. State governments may consider leasing to the border population vacant government land at concessional rates, to promote the cultivation of vegetables, fruits and flowers, having high demand. Wherever feasible, cooperative farming may be encouraged.
- xiii. To help farmers access their fields near the borders, there should be more gates, which would require more manpower, especially in Punjab and Mizoram Frontiers of BSF. Meanwhile, BGFs personnel at the BOP level should be provided more vehicles so that they may open the gates which already exist, but remain locked usually due to paucity of manpower.
- xiv. The Army units deployed at the border and BGFs may like to emulate the example set by the ITBP which has decided to procure 30 percent of their ration (consumables) from the farmers of border areas.
- xv. Many border areas are known for their scenic beauty and can attract tourists if adequate facilities are extended. Even otherwise, many people from the hinterland are curious to visit the borders. Since encouraging border tourism will help the economic upliftment of the border population and reduce outward migration of the youth from border areas, the good practices implemented in this regard by BGFs and state police forces should be disseminated and suitable programmes may be implemented with changes, if necessary, in border areas having the scope of tourism.

“Seema Darshan” programmes of various BGFs should be extended to more areas. The manner in which BSF has promoted tourism at Tanot (District Jaisalmer, Rajasthan) is a glowing example of how BGFs can promote tourism in border areas and give an opportunity to tourists to visit border areas. The temple affairs are being managed by a trust with members predominantly from the BSF. The arrangements made by the BSF there include all basic facilities needed for large number of visitors – two *dharamshalas* that offer all services free of cost, a guest house for the visitors, and free *langars* during the *Navaratri*, assistance to those who want to visit the border. During 2023, around 20 lakh people visited the temple and 15 lakh went to the international border. The arrangements made by the BSF to promote pilgrimage and tourism at Tanot have brought about economic development and improved the earnings of people of



the neighbouring areas. There is a need to emulate this example in other places having tourism potential.

- xvi. The potential for adventure tourism and the opening of new trekking routes for tourists may be explored.
- xvii. The youth of such areas may be trained to provide various services to the visiting tourists like travel, restaurants, guides, etc. Setting up facilities for the stay of the tourists, homestay, etc. may be encouraged. While tour operators may organise tours to such areas, only the locals should be allowed, as far as possible, to provide various services to the tourists. Care should be taken to promote sustainable tourism that takes into account the requirement to preserve the culture, local safety & security, and natural heritage & resources of the chosen areas.
- xviii. Permission to visit border areas may be relaxed, where ever feasible.

(C) Developmental Activities

- i. Since the border areas are comparatively underdeveloped, it is necessary to undertake developmental activities under the various schemes of the Central and State governments. While doing this, the first priority should be given to the provision of drinking water, water for irrigation, roads, sanitation, drainage, electricity, and telecommunication facilities.
- ii. The programmes should be selected and prioritised after ascertaining the needs of the local community in consultation with various development departments.
- iii. For arranging safe drinking water, hand pumps or bore wells may be installed and rainwater harvesting should be done.
- iv. Small hydroelectric and solar power projects may be promoted to ensure the supply of electricity.
- v. While selecting developmental projects, emphasis should be on the creation of community assets like buildings for community use, roads, embankments, etc, through various Central and state government programmes, CSR, etc. However, major works for the construction of buildings and roads, etc should be executed through the construction agencies of the Central or State governments, as the police and BGFs do not have the capacity to get them executed. If some of these activities are done by joint *shramdan* of the local population



and security personnel, it may improve bonding between the local population and the security personnel.

- vi. Since most of the Indo-China border belt has a very low density of population, problems of connectivity, and communication, non-availability of other basic amenities, and near absence of civil administration, the ITBP will have to take a more active role in the development of these areas with emphasis on providing these basic amenities and construction of 'dual use' infrastructure under the Vibrant Villages Programme. The creation of tangible infrastructure like roads, tracks, shelters, huts, sheds for graziers and herb collectors and setting up communication systems, etc will, in addition to reducing migration, bolster our territorial claims during negotiations with Chinese authorities.
- vii. Tree plantation campaigns may be undertaken with the help of the local community, youth clubs, and the government departments concerned.
- viii. Since communication is a major problem in many border belts, the government may take suitable measures to provide an adequate communication network by establishing VSAT-enabled mini-mobile towers in each village, covering all border villages under Bharat Net Optical Fibre Cable (OFC) or other measures found technically feasible. Where the BGFs have the technical capability to improve the telecommunication facilities, their services may be tapped to maintain and run the same.
- ix. VSAT-connected single-operator Jammu and Kashmir Bank branches already exist in many villages of J&K. Efforts may be made to extend this to the villages in border areas. This may also benefit the defence/BGF/police personnel deployed in the border areas.
- x. Since the Vibrant Villages Programme, launched by Gol provides for many of the interventions mentioned above, it is suggested that, apart from the Indo-China border, the scheme may be extended to all the other international borders of the country. If it is not considered feasible to extend the program to all areas, other suitable programs for the development of the villages like extending of Model Villages Programme may be considered.
- xi. Govt of India has been increasingly giving a direct role in the implementation of developmental schemes in LWE-affected areas to CAPFs. It is recommended that the state police forces and BGFs may be given a more direct role in developing border areas, and the funds for BADP and Vibrant Villages and other developmental and



livelihood programmes may be directly allotted to these forces wherever they are required to undertake the tasks themselves. Funds should be kept in a PD Account/non-lapsable funds so that they do not lapse at the end of the financial year.

- xii. Currently, a Battalion generally receives Rs. 1.5 Lakh to 2 Lakh per annum and as a result the amount received at the level of a Border Out Post (BOP) is merely Rs. 10 to 15,000 which is insufficient for carrying out any meaningful Civic Action Programme. There is a need to increase this allocation taking into account the CAPs planned for these areas.
- xiii. The implementation of the above measures may not be required in the entire areas to which the jurisdiction of the BGFs extend, but may be limited, at least in the first phase, to 2-3 kms from the border in West Bengal, 5 kms in Punjab, 20 kms in Rajasthan, and 50 kms in Gujarat. MHA may like to deliberate on this suggestion in consultation with the BGFs and state governments concerned and take a decision. This step will ensure prioritising the requirements of the border villages that face acute problems of lack of facilities and outward migration.
- xiv. It should be borne in mind that the police and BGFs should get as many tasks as possible executed through the departments concerned, rather than taking responsibility for the execution of various tasks mentioned in the above sub-paras. **Their role is to act as a facilitator and catalysts as far as the works that fall in the realm of other departments are concerned.** Taking into consideration the extent of work executed in each district, they may request the District Collector to conduct periodical review meetings for smooth work execution and better coordination among the various departments concerned.
- xv. Since BGFs are getting involved in developmental activities more and more in the border belt, there is a need to take precautions so that this does not in any way result in dilution of attention to their core duties. MHA may like to deliberate, in consultation with the Chiefs of BGFs, if there is a need to increase the strength of these forces in the various border belts.

(D) Miscellaneous

- i. The border population has grievances, some genuine, and others arising out of the operational necessities of the police/BGF. Senior police/BGF officers should also at times participate in various



community outreach programmes so that they get direct feedback about the public grievances against their subordinates. They should evolve suitable mechanisms to redress these grievances. Interaction of senior officers of the security forces with the public at regular intervals through various means will help in this. If the grievances arise out of operational requirements, the reasons for the inconvenience caused and the importance of that matter may be explained to the local people during meetings and outreach programmes.

- ii. The police and the BGFs should act as a link between the border population and district administration for the redressal of their grievances. The grievances that relate to other departments should be passed on to them and the resolution of the important among them should be followed up and, if needed, the help of the District Administration should be taken. Drop boxes in prominent places and government buildings frequented by civilians can encourage people to come out with their complaints.
- iii. Similarly, Police and BGFs should also ascertain the grievances and problems faced by their own personnel and resolve them expeditiously to keep their morale high and motivate them.
- iv. Awareness programmes may be conducted about *Khelo India Khelo*, *Nasha Mukti Bharat Abhiyan*, *Beti Bachao Beti Padhao*, *PM Ujjwala Yojna*, *Garib Kalyan Rojgar Abhiyan*, *PM Annadata Aay Sanrakshan Abhiyan*, *PM Fasal Bima Yojna*, *PM Awas Yojna*, *Ayushman Bharat Yojna*, etc and other financial and social welfare schemes run by Gol and similar schemes of the state government. This would benefit the local population who can avail themselves of the benefits of the programmes to which they are entitled.
- v. The increasing availability of advanced technology has reduced the security provided by border fencing. In Punjab and Rajasthan borders, drones are being used in large numbers to drop narcotics and arms from Pakistan into our border areas. The local people working with the police for community policing/CAP programmes should be sensitized about this challenge and to keep an eye on the entire eco-system of this menace, encourage to collect intelligence and promptly report such incidents.
- vi. There is a need to involve the border population more actively in securing our borders by launching *Border Suraksha/Gram Raksha* Programmes on the pattern of '*Sagagar Suraksha*' & '*Gram Raksha*' programmes of the Coast Guard. The Civil Police and BGFs should also explore the feasibility of setting up Village Defence Societies.



- vii. **Village Chowkidars** may be appointed in border areas to act as the eyes and ears of the police and the BGF for giving information about local issues and collecting and communicating intelligence.
- viii. NCC/NSS/Scouts activities may be extended to the schools of border areas. The Student Police Cadet programme of Kerala, which was launched nationally by the Union Home Minister on July 21, 2018, may be extended to the bigger schools in the border areas.
- ix. Screening of short films related to India's freedom struggle, history of India, and social evils like child marriage, dowry, drug abuse, cyber awareness etc. should be screened.
- x. On the lines of the 'Friends of Police'/Police Mitra Programmes and Special Police Officers implemented by several state police forces, BGFs may also consider enrolling Friends of Assam Rifles/BSF/ITBP/SSB, as the case may be.
- xi. The helplines launched by CRPF's under the 'Madadgar Programme' in J & K have developed into a very useful forum from where the public in distress can get the information they require and also for grievance redressal. Other BGFs may also like to launch similar programmes where the need is felt.
- xii. Many of the border areas are vulnerable to various kinds of natural disasters. Hence, the BGFs guarding such areas should have basic training in Disaster Management and associate themselves with Disaster Management Programs also.
- xiii. The practice of border *Haat* in the Indo-Bangladesh border in (Assam and Meghalaya) may be extended to the Indo-Myanmar border to market their goods through weekly Haats.
- xiv. Felicitation of ex-servicemen and citizen volunteers actively assisting civil police and BGFs on the occasion of Republic Day, Independence Day, and the Raising Days of civil police and BGFs.
- xv. Outreach programmes to connect with ex-servicemen, ex-CAPFs, and ex-police personnel residing in border areas to help them in reducing their grievances relating to pension, land disputes, etc. should be carried out. These retired personnel can be developed as important source of intelligence.
- xvi. The Central Government may launch a programme to involve the retired personnel of the Defence Forces, CAPFs, and state police forces living in border areas to improve the security on our international land borders. The exact modalities for implementing this



suggestion may be worked out in consultation with BGFs and Civil Police in border areas.

- xvii. Another underutilized resource is the Border Home Guards. They generally have a genuine grievance of not getting enough employment while the BGFs face a considerable resource crunch with increasing mandate and frequent deployment for law and order management. It is suggested that MHA may, in consultation with its Director General of Civil Defence and Home Guards, his counterparts in border states, state governments, and the heads of BGFs evolve a plan to involve the Border Home Guards to improve border management.
- xviii. Since the Central Government has been delegating more responsibilities in border and LWE-affected areas to CAPFs and involving them directly in developmental areas, it is necessary to maintain a high morale among their personnel by making adequate provision for their welfare during and after their service. It is recommended that to address various grievances of retired personnel of all CAPFs, a Welfare and Rehabilitation Board (WARB), on the pattern of Kendriya Sainik Board, with a similar mandate may be set up. To start with, these boards may be established in every state and gradually extended to the district level, particularly in border areas. This will help officers of BGFs to ascertain the grievances of ex-BGFs personnel and their next of kin in a systematic and regular manner.
- xix. The police and the BGFs may consider converting some of their Border Outposts into Model Border Outposts in which they implement interventions suggested above, or devise new interventions, and implement them in letter and spirit. These activities can be gradually replicated and extended to other outposts.
- xx. Assistance may be taken the help, including financial assistance, where available, of NGOs, philanthropic organizations, corporates, etc to implement the above initiatives, and design and implement interventions that can attract funding from the UN and other funding agencies. Funding can be sought from UN agencies for properly designed programs, especially those to improve the condition of women and children. Similarly, with the approval of the government, funding to meet the various needs of the vulnerable groups – like nutritional, medical, educational needs, etc – can be sought from reputed philanthropic agencies that specializes in those issues. Generally they either channel these funds through the government departments concerned or through the NGOs with whom they are associated.



- xxi. The chiefs of the BGFs and State police forces should set up a mechanism in their offices to monitor the implementation of the above recommendations for effective implementation. While implementing, the field officers may come up with innovative practices which have a very positive impact. Such practices should be replicated in other areas and communicated to BPR&D who may arrange for their dissemination to other forces across CAPFs and States/UTs.

3.4 Requirement of Finances

3.4.1 Unlike in the LWE-affected areas, where there are several examples of effective community policing, we have not come across any significant community policing initiatives by the civil police in border areas. One reason could be the lack of funding for this. We have no report of funding by any state government to implement community policing in border areas. After the MHA allowed the use of Security-Related Expenditure Funds for the implementation of community policing in LWE areas, more and more such initiatives are being implemented in those areas. Funding by the MHA has considerably encouraged CAP in both LWE and border areas.

3.4.2 Since the implementation of community policing will help strengthen national security, the Central and State Governments should place adequate funds at the disposal of the Superintendents of Police of the border districts for implementing community policing. It is not easy to suggest any definite amount as the actual requirement will differ from border to border and district to district. To start with, it is suggested that Rs. 2 lakhs may be given to each border district as an incentive to start community policing initiatives, and depending on the progress shown by them and the types of tasks to be undertaken there, fund requirements may be assessed and released.



4 Conclusion

We cannot have a uniform plan for Community Border Management; the action plans and interventions will have to be carefully designed for each border area taking into consideration the local requirements and geo-political considerations that have bearing on such areas. Flexibility to choose programs appropriate for the local areas is the essence of these interventions. The local police/BGF officers should decide what to implement, and how to implement, in consultation with the community leaders and other participating agencies.

It is necessary to mention here that the interventions mentioned above are only indicative in nature, just to give an idea to the officers working in border areas about the variety of options available to them to win over the trust of the local communities. They can also design new programs more suited to the requirements of their areas. However, it should be borne in mind that the selection of initiatives to be implemented in an area should be done in consultation with the consultative body set up, the departments whose help will be needed, and other agencies that are helping in the implementation like the local elected representatives, civil society, NGOs, funding agencies, if any, etc. It may not be wise to start too many programs at one go, programs that need to be implemented on priority should be taken up first and once they are running satisfactorily, more programs can be launched.

In both the civil police and BGFs, community policing is an undervalued and under-utilized concept. While some officers are indifferent to the idea of community policing, many others are increasingly not only adopting but also innovating new community policing programmes and implementing them in their jurisdictions. Since the Central Government is also giving great emphasis to the active involvement of the community in border management and also giving the forces a role in developmental activities, it is the duty of every officer posted in border areas, whether in the civil police or in BGFs, to implement these directives. The above report will enable them to understand the initiatives through which the community can be involved and the national security can be strengthened.

* * * * *

No. 12/5/2017-BADP
Government of India
Ministry of Home Affairs
Department of Border Management

5th Floor, NDCC-II Building,
Jai Singh Road, New Delhi-110001
Dated: the 3rd February, 2017

To

The Chief Secretary,
Government of Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand, West Bengal.

Subject: Development of Model villages in border areas under the Border Area Development Programme (BADP)- Guidelines regarding.

Sir,

I am directed forward a copy of concept note on development of Model/Smart Villages in border areas under the Border Area Development Programme (BADP). Development of Model village in border areas has been one of the activities under the BADP. Some of the States implementing BADP have utilized BADP funds on development of Model villages in border areas, which have been appreciated by the border population.

2. Villages in border areas do not have sufficient basic infrastructure and facilities for sustainable livelihood. People migrate to the developed/developing areas in search of employment and economic activities beside better quality of life. Some of the reasons due to which need for development of Model/Smart villages has been felt are given below:

- (i) Thinning of the population in border areas.
- (ii) Need for better connectivity of the villages located in border areas;
- (iii) Need for better food security to the people living in border villages;
- (iv) Concern over electric power supply;
- (v) Need for better Telecommunication facilities;
- (vi) Need for better civic infrastructure such as health, education, water supply and sanitation;
- (vii) Need for more avenues for sustainable livelihood and employment.

3. The idea of development of Model village/Smart village by making preferably a cluster of villages around a nucleus village and connecting these surrounding villages by all weather roads may, therefore, be encouraged.

4. In due course of time these villages will be centre of socio-economic activities and people will migrate to these villages in search of employment. It will help to contain migration of people to hinterland since employment opportunities will be available to them in the nearby areas itself regardless of their level of education, skills or income levels.

5. The Model/Smart villages, if provided with above infrastructure, will provide employment to the youth (educated as well as uneducated/semi-educated) of the Model village and surrounding villages. It will arrest the migration of the people to other developed areas.

6. In the next five years at least one or two Model villages may be set up under the BADP in each border district.

7. State Governments may make convergence of other Core Central Schemes and State Government schemes with BADP.

8. State Governments are, therefore, requested to prepare plan for at least one Model Village in their State as per the guidelines of the BADP and as per the concept note on development of Model/Smart villages enclosed herewith and furnish the same to Department of Border Management, Ministry of Home Affairs after obtaining the approval of Chief Secretary of the State latest by 16th February, 2017. The project of development of model/smart village may not be closed till its completion and State Government shall continue to include the same in their Annual Action Plan of BADP.

Yours faithfully,


(Pradeep Kumar)

Deputy Secretary to Govt. of India
Tele: 23438195

Copy to Nodal Officers dealing with BADP in the Government of Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand, West Bengal.

F.No. 12/5/2017-BADP
Ministry of Home Affairs
Department of Border Management
BADP SEC.

Subject: Concept Note on Model/Smart villages in border areas under the Border Area Development Programme (BADP)- Guidelines regarding.

Department of Border Management in the Ministry of Home Affairs has been implementing the Border Area Development Programme (BADP) to supplement the developmental initiatives of the States in the border areas through the convergence of Central/State/Local schemes. The programme is being implemented in 392 border blocks of 110 border districts in 17 States, which constitute the international land border, namely, Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, J&K, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

2. 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. The schemes/works like construction/maintenance of roads, water supply, education, sports, filling gaps in infrastructure, security, organization of early childhood care and education centre, education for physically handicapped and backward Sections etc. are being undertaken under the BADP.

3. While guidelines of the BADP are laid down by the Central Government, the schemes/projects are prepared, finalized by the State Government in consultation with grassroots level, democratic institutions such as PRIs, MLAs and MPs and approved by the State Level Screening Committee headed by the Chief Secretary.

4. Keeping in view the standard of living of the people in border areas and the tendency of the people to migrate to the hinter land in search of employment and economic activities, a special initiative was taken during the year 2005-06, for the development of social and economic infrastructure in the border villages. State Governments were asked to prepare Specific Area Schemes with Cluster Approach which could be implemented in a time frame of 1-2 years. Some of the areas suggested to the States are:

- (i) **Model Village:** Composite Development of at least one village of sizeable population surrounded by five-six or more villages close to the border.
- (i) **Health:** Construction of Dispensaries, Mobile dispensary/ambulance fitted with necessary portable equipments.
- (ii) **Livelihood:** Community based infrastructure like pasture land, sheds for livestock (Only for BPL), Fishery ponds, multi-utility community centers, Marketing yards, mini haat, common industrial sheds for cottage/small scale industry for local artisans, small organic manure units with linkage to goshala.
- (iii) Promotion of Organic Farming.

- (iv) **Power:** New and Renewable energy such as solar and mini hydel projects, bio-gas, bio-mass, gasification, wind energy, hydro energy, etc.
- (v) **Tourism:** Tourist guest houses, adventure tourism facilities, canteen at tourist places, parking, public conveniences facilities for Rural Tourism, protection of heritage sites, skill development in Tourism and hospitality, etc.
- (vi) **Sports facilities.**
- (vii) **Swatch Bharat Abhiyan:** Construction of toilets in schools, public places particularly for women.

5. Since then development of Model villages in border areas has been one of the activities under the Border Area Development Programme (BADP). States of J&K, Nagaland, Punjab, Rajasthan, West Bengal have utilized BADP funds to develop a few Model villages in border areas, which has been appreciated by the border population.

6. **Need for Model/Smart Villages in Border Areas:**

6.1 Villages in border areas do not have sufficient basic infrastructure and facilities for sustainable livelihood. People migrate to the developed/developing areas in search of employment and economic activities beside better quality of life. Some of the reasons due to which need for development of Model/Smart villages has been felt are given below:

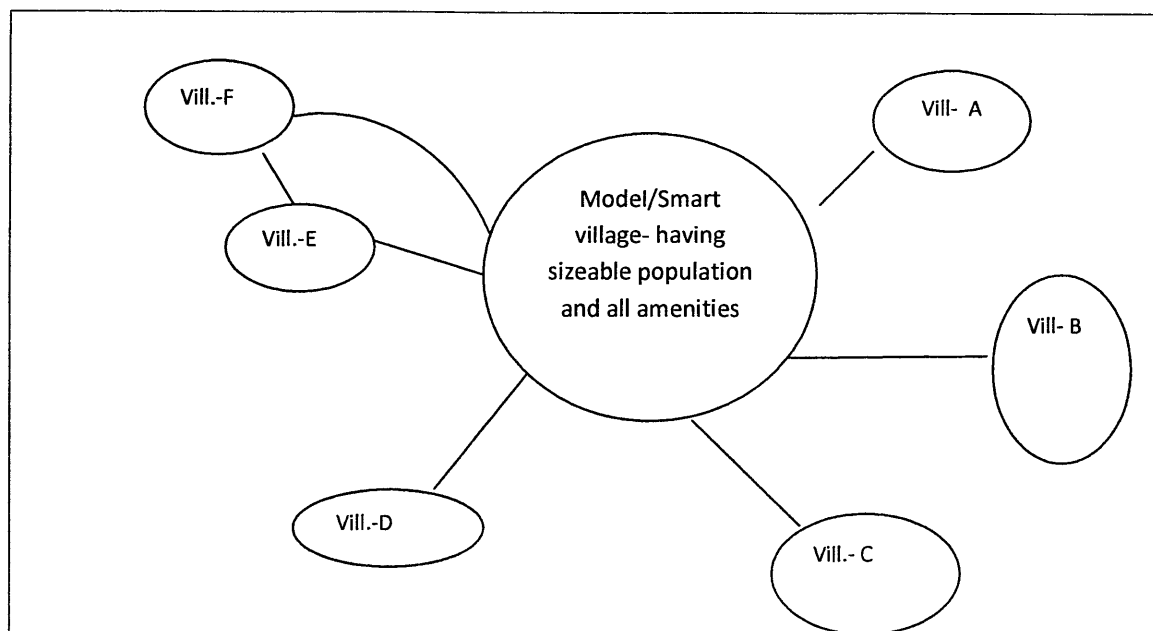
- (i) Thinning of the population in border areas.
- (ii) Need for better connectivity of the villages located in border areas;
- (iii) Need for better food security to the people living in border villages;
- (iv) Concern over electric power supply;
- (v) Need for better Telecommunication facilities;
- (vi) Need for better civic infrastructure such as health, education, water supply and sanitation;
- (vii) Need for more avenues for sustainable livelihood and employment.

6.2 The idea of development of Model village/Smart village by making a cluster of villages around a nucleus village and connecting these surrounding villages by all weather roads may, therefore, be encouraged but such Model/Smart villages should be closer to the border. It will help to contain migration of people to hinterland.

7. **What is Model/Smart village:**

7.1 A Model/Smart village will be a village where economic activities and employment opportunities will be available to its residents as well as the residents of surrounding villages, regardless of their level of education, skills or income levels.

7.2 In doing so, a Model/Smart village in border areas would be preferably a nucleus village with a sizeable population and surrounded by four or five villages in radius of 5-10 km.



A. Model/Smart village may have the following amenities. The list below is not exhaustive. State Governments may like to include any other activity/requirement covered under BADP.

- (i) **Education Infrastructure:**
 - (a) Good educational facility
 - (b) Availability of good teachers;
 - (c) Provision for value education.
- (ii) **Social Infrastructure:**
 - (a) Cultural Centers,
 - (b) Community Centers.
 - (c) Parks and other amusement facilities.
- (iii) **Health Care:**
 - (a) Health Sub Center with all facilities such as Ultra-sound, X-ray, Path Lab., all type of vaccination, Maternity Center etc. both indoor and outdoor wards. Indoor ward may have sufficient number of beds.
 - (b) Mobile dispensary, Ambulance etc.
- (iv) **Agriculture:**
 - (a) **Organic agriculture;**
 - (b) **Training and counseling for farmers.**

- (v) **Water Facilities:**
 - (a) Safe drinking water facilities
 - (b) Infrastructure for safe drinking water may be developed in Nucleus village or in any surrounding village. All the surrounding villages shall be connected with pipeline for this purpose so that all the surrounding villages shall have safe drinking water.
- (vi) **Sanitation:**
 - (a) All the villages, the Model village as well as surrounding villages shall be provided with sanitation facilities.
 - (b) These villages will be covered under the Swatch Bharat Abhiyan.
- (vii) **Economic Infrastructure:**
 - (a) Food grain market,
 - (b) Trade Center,
 - (c) Financial Centers and Services such as Banks etc.
 - (d) Capacity building programme by way of vocational studies & training for youth for self-employment and skill up gradation of artisans, weavers, farmers etc. skill development in tourism and hospitality, etc. focused attention should be on women folk.
 - (e) Area specific approach keeping in view the economy of scale- Backward-Forward integration.
 - (f) Any other need based facilities.
- (viii) **Mobility/Communication:**
 - (a) The Model/Smart village shall be connected with roads from the nearest main road and further with all the surrounding villages.
 - (b) The Model/Smart village shall have a Mobile tower of BSNL so that it may cater the need of the population in the surrounding villages.
 - (c) Digitalization: IT, CIC hub, etc.
- (ix) **Electricity:**
 - (a) Model village will be a power hub where New and renewable energy can be generated and also distributed to the surrounding villages.
- (x) **Housing:**
 - (a) Houses for Teachers and other staff and Doctors, para medics etc.
- (xi) **Solid waste Management.**
- (xii) **Recycling of sullage water.**
- (xiii) **Rain water harvesting.**

B. Infrastructure/facilities in surrounding villages depending upon the needs of the people.

8. The Model/Smart villages, if provided with above infrastructure, will provide employment to the youth (educated as well as uneducated/semi-educated) of the Model village and surrounding villages. It will arrest the migration of the people to other developed areas.

9. In the next five years at least one or two Model villages can be set up under the BADP in each border district.

10. Development of Model village in border areas will so result and accelerate the development process in the border areas.

11. The process of development of Model/Smart villages may be initiated by State Governments during the current financial year itself. Therefore, proposals of development of model villages in border areas may be furnished to the Department of Border Management latest by 16th February, 2017 for examination.
