

CHAPTER-II

PERFORMANCE AUDIT FINDINGS ON PANCHAYATI RAJ INSTITUTIONS

This Chapter contains two Performance Audits viz. Performance Audit on 'Implementation of Border Area Development Programme' and 'Functioning of Member of Legislative Assembly Local Area Development Scheme' relating to Panchayati Raj Institutions.

Rural Development Department

2.1 Implementation of Border Area Development Programme

Executive Summary

BADP in the State was implemented with the objective to meet the special developmental needs and wellbeing of the people living in remote and inaccessible areas situated near the international border.

(Para 2.1.1, page:18)

Audit scrutiny revealed that to identify the critical gaps in infrastructure, baseline survey was not conducted and accordingly, village wise long term action plan to fulfill these critical gaps, was also not prepared. As a result, works were not taken up in more than 40 per cent of the border villages situated within 0-10 kms, while 18.38 per cent (759 out of 4,130) works amounting to ₹ 148.06 crore were sanctioned during 2016-21 beyond 10 km without ensuring saturation of the villages/habitation within 10 km range.

(Para 2.1.8.1, page:22; 2.1.8.2, page:23 and 2.1.10.1, page:34)

DLC neither defined the term 'saturation of a village with basic infrastructure' nor was any village within 10 km from zero line declared as saturated despite utilisation of ₹ 2,187.20 crore for the Programme by the State during the period 1993-2021.

(Para 2.1.8.3, page:24)

Funds remained parked with GoR for long periods and were thus released to Implementing Agencies with delays. Also, advances given to Implementing Agencies were not adjusted timely. The interest earned by Implementing Agencies on BADP funds was not accounted for. Instances of lower participation of females in skill development trainings, imparting training in non-BADP blocks, non-employment of 44.38 per cent trainees under Employment Linked Skill Training Programme, non-creation of skill development training centres despite availability of funds, charging of inadmissible administrative expenditure by RSLDC, non-reconciliation and non-adjustment of advances from RSLDC, were also noticed.

(Para 2.1.9, page:27 and 2.1.10.2, page:35)

Expenditure incurred on construction of Polytechnic college, ITI building, Residential School (Boys and Girls) at Jaisindhar, Barmer remained infructuous. Various deficiencies were noticed in execution of works during physical verification such as executed work not found on site, execution of inadmissible work, unfruitful/idle/non-functional work, damaged and incomplete works etc.

(Para 2.1.10.5, page:41)

The internal control and monitoring mechanism was poor as quarterly progress reports were not submitted in time, follow up action on Third Party Inspection and evaluation study was not monitored properly. Required number of meetings of SLSC and DLC were not conducted. Reports related to inspection were not maintained and Social Audit of the Scheme was not conducted.
(Para 2.1.11.4 to 2.1.11.9, pages:61 to 65)

2.1.1. Introduction

Border Area Development Programme (BADP), a Centrally Sponsored Scheme (CSS), was started during the Seventh (1985-1990) Five Year Plan with the objectives to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the international border through convergence of Central/State/BADP/Local schemes and participatory approach. Since 2016-17, the Programme is being funded by the Government of India (GoI) and the State Government in the ratio of 60:40 respectively. The Department of Border Management, Ministry of Home Affairs is the nodal Department for the implementation of the BADP. BADP is being implemented in 16 States¹ and two Union Territories².

BADP covers all the villages located within 0-10 Km of the International Border irrespective of whether the border block is abutting³ the International Border or not. Priority is given to those villages which are located within 0-10 Km from the International Border and within these the villages which are identified by the Border Guarding Forces⁴ (BGF) and are known as strategic villages get uppermost priority. Only after saturation⁵ of 0-10 km villages, State Governments are to 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. 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.

BADP was being implemented in five sectors viz. Education, Health, Agriculture & allied services, Infrastructure and Social upto May 2015. From June 2015, with the modification in existing guidelines, sectors were increased to seven by adding Sports Activities and Special/Specific area schemes. Further, Infrastructure sector was bifurcated into Infrastructure-I (link roads, bridges, culverts, footpath, helipads, etc.) and Infrastructure-II (safe drinking water supply).

1 Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal.

2 Jammu & Kashmir, Ladakh.

3 The distance of location of villages shall be taken uniformly along all the International Land Border irrespective of their location in the block abutting on the International Border or not and aerial distance will be taken into account.

4 Border Guarding Forces like Border Security Force (BSF), Indo-Tibetan Border Police Force (ITBP), Seema Suraksha Bal (SSB) and Assam Rifles. In Rajasthan only BSF represents BGF.

5 GoI vide letter dated 3rd April 2018 had clarified term 'Saturation' means provisions of basic essential infrastructure or level of development in a particular village/habitation.

The Guidelines were further modified with effect from 1st April 2020 by which Sectors/Projects were reclassified as

- Roads and Bridges
- Health infrastructure
- Education infrastructure
- Agriculture infrastructure
- Sports infrastructure
- Drinking Water Supply projects
- Social Sector infrastructure
- Development of Model villages
- Construction of infrastructure for Small Scale Industries
- Maintenance of assets created under BADP (Maximum 10 *per cent* of the fund allocated in a financial year) and
- Administrative Expenditure (not exceeding 1 *per cent* of the funds allocated to the State/UT in the particular financial year subject to a ceiling of ₹ 50 lakhs in a financial year).

In Rajasthan, the BADP is being implemented in total 16 blocks⁶ of four border districts namely Barmer, Bikaner, Jaisalmer and Sri Ganganagar, in accordance with the guidelines issued from time to time.

2.1.2 Organisational set-up

Rural Development Department (RDD) under the Rural Development & Panchayati Raj Department (RD&PRD) is the nodal department for planning and implementation of BADP in the State.

The various agencies responsible for planning and implementation of BADP at State, district and block levels are depicted in **table 1** as under:

Table 1

Level	Implementation Mechanism	Structure as per guidelines	Functions and responsibilities
State Level	State Level Screening Committee (SLSC)	Under the Chairmanship of the Chief Secretary of State	<ul style="list-style-type: none"> • Finalisation of list of schemes/projects for implementation under BADP and approval of Annual Action Plan for submission to GoI
	Rural Development and Panchayati Raj Department	Principal Secretary, RD&PRD	<ul style="list-style-type: none"> • Development of an institutional system for inspection of BADP • Receipt of funds from GoI and disbursement to Zila Parishads • Development of an inventory of assets created under BADP

6 **Barmer:** 1. Chohtan 2. Dhanau 3. Gadraroad 4. Sedwa 5. Ramsar; **Bikaner:** 1. Khajuwala 2. Kolayat; **Sri Ganganagar:** 1. Anupgarh 2. Gharsana 3. Sri Ganganagar 4. Karanpur 5. Padampur 6. Raisinghnagar 7. Sri Vijaynagar and **Jaisalmer:** 1. Jaisalmer 2. Sam.

Level	Implementation Mechanism	Structure as per guidelines	Functions and responsibilities
District Level	District Level Committee (DLC) Zila Parishad (Rural Development Cell)	Headed by District Collector and comprised of District Forest Officer, District Planning Officer, Superintendent of Police of concerned District and Commandant or Deputy Commandant of the Border Guarding Force (BGFs) present in the area District Collector and Chief Executive Officer, Zila Parishad	<ul style="list-style-type: none"> • Responsible for planning and implementation of the BADP in the border block covered under the BADP guidelines • Conduct of base-line survey in border village • Holding individual meeting with line departments • Monitoring and evaluation

Source: BADP Guideline 2015 and 2020

In RD & PRD, scheme wise works sanctioned/executed are being monitored through a work flow based system namely Integrated Work Monitoring System (IWMS⁷) since 2014-15, which captures the details right from the administrative sanction of the works to the stage of completion certificates.

2.1.3 Physical and Financial progress of the Programme

Under BADP, an amount of ₹ 616.82 crore (GoI: ₹ 377.19 crore and GoR: ₹ 239.63 crore) was released and an amount of ₹ 646.20 crore was incurred on various works/projects in the State, during 2016-21.

As per IWMS data, 4,130 works amounting to ₹ 628.45 crore⁸ were sanctioned under BADP during 2016-21. Out of these 3,370 works (81.60 per cent) were completed, 183 works yet to be started, 61 works were suspended and 516 works remained incomplete.

2.1.4 Audit Objectives

The Performance Audit on BADP was conducted to assess whether:

- Planning process of the implementation of the Programme was adequate, effective and according to the guidelines;*
- The Programme was being implemented economically, efficiently and effectively to achieve the stated objectives; and*
- Effective internal control and monitoring mechanism existed.*

⁷ **IWMS:** is a work flow based system developed by NIC for Rural Development Department, GoR which provides application for online generation of Administrative, Technical and Financial Sanctions, generation of UC/CC, dash board reports for effective monitoring, generation of Asset register and mobile app to upload geo-tagged photographs of the work executed by the department.

⁸ Position of expenditure according to IWMS, as provided by Department, was ₹ 628.45 crore (as of 12 July 2021) whereas final figures as shown in CA Reports of BADP districts was ₹ 646.20 crore. The difference is due to non-updating of expenditure in IWMS.

2.1.5 Audit Criteria

The Audit criteria were derived from the following:

- Guidelines for BADP issued during 2015 and 2020;
- Orders/guidelines/circulars issued by Ministry of Home Affairs, Department of Border Management and the State Government from time to time;
- General Financial and Accounts Rules;
- Public Works Financial and Accounts Rules (PWF&ARs);
- Physical and Financial Progress Reports and Management Information System; and
- Output-Outcome framework of Government of India.

2.1.6 Audit Scope and Methodology

The Performance Audit (PA), covering the period 2016-21, commenced in July 2021 with an entry conference (6 July 2021) with the Secretary, RDD, GoR, wherein audit objectives, selection of units, audit methodology and scope of performance audit were explained. Records in RDD, selected ZPs and PSs were examined during August 2021 to October 2021. Requisite information was collected through audit enquires from ZPs and Line departments⁹ in the selected districts/blocks.

All the four districts (Barmer, Bikaner, Jaisalmer and Sri Ganganagar) where BADP is being implemented, were selected for the Audit. Further, four¹⁰ blocks (one block from each district) were selected through IDEA software by using random sampling method, for detailed study. Out of 1,548 works sanctioned in selected blocks during 2016-21, a sample of 339 works (20 *per cent* from each Sector in each block), was also selected through random sampling for joint physical verification with the representatives of Zila Parishads (ZPs)/Line departments. Besides the above, 78 (5 *per cent*) works from high-risk areas as identified by the field parties, were also included in the sample. Thus, overall 417 works were selected for joint physical verification (*Appendix III*).

Audit findings, conclusions and recommendations were communicated to the State Government in February 2022 and also discussed with the Secretary, RDD and officers of the implementing agencies in an exit conference held on 2nd March 2022. Views of the State Government expressed in the exit conference and received subsequently, have been considered and appropriately incorporated in the Report.

9 Department of Education, Medical and Health, Agriculture, Animal Husbandry, Public Works, Public Health Engineering, Panchayat Raj and Rural Development, Jodhpur Vidhyut Vitran Nigam Limited, etc.

10 Barmer: Chohtan; Bikaner: Khajuwala; Sri Ganganagar: Anupgarh and Jaisalmer: Sam.

2.1.7 Response to previous audit findings

Previous performance audit on this topic were included in the Comptroller and Auditor General of India Audit Report (Local Bodies) for the year ended March 2015.

Recommendations of Committee on Local Bodies and Panchayati Raj Institutions, based on Government replies to this Audit Report, were under preparation as of March 2022.

Audit Findings

Audit findings, emerged through Audit scrutiny/test check of records maintained by RDD (at State level), selected four ZPs and four PSs and joint physical inspection of 417 works executed under the scheme, are discussed audit objective wise, in the succeeding paragraphs.

Audit Objective-1: Whether planning process of the implementation of the Programme was adequate, effective and according to the guidelines ?

2.1.8 Planning

2.1.8.1 Baseline survey and spatial resource mapping

As per the BADP guidelines¹¹, a baseline survey and spatial resource mapping was to be carried out in border villages/towns in order to identify the gaps in basic physical and social infrastructure. The State Government will fill up these gaps through the developmental schemes of the Government, including BADP.

Scrutiny of records of test checked districts revealed that:

- The records relevant to base line survey was not made available to Audit by any of the test checked districts. Information regarding whether baseline survey conducted or not, was also not available at the state level. In absence of a base line survey, it could not be verified that the works undertaken under the Programme were for filling up the critical gaps identified in basic physical and social infrastructure of the border villages.

GoR stated (May 2022) that in ZP Barmer that formats for baseline survey were called for from GPs, however, these could not be uploaded on website of GoI due to technical issues. In ZP Bikaner and Sri Ganganagar, a physical and social survey of identified villages is conducted to know about the local requirements and accordingly works are proposed in AAP. It remained silent in respect of ZP Jaisalmer.

The fact however remains that baseline survey was not available and only AAP was being prepared.

11 BADP Guideline 2015: Paragraph 4.3 and Guideline 2020: Paragraph 4.8

- Further, Department of Border management (DBM), Ministry of Home Affairs (MoHA), GoI instructed (September 2020) that the data collected by Ministry of Rural Development through *Mission Antyodaya Survey*¹² (2019), can also be utilized for judicious utilization of funds under BADP. Further, State Governments were requested to utilize baseline survey/gap analysis to plan the Annual Action Plan (AAP) under BADP as the Ministry will also utilize the data for examining the AAP 2020-21.

The baseline survey/gap analysis conducted under *Mission Antyodaya Survey 2019* covered 805 villages/habitation¹³ (66.75 per cent) out of 1,206 villages/habitation having distance between 0-10 Km from '0' point in border areas under BADP. Certain critical gaps identified in the *Mission Antyodaya Survey 2019* under different sectors in these 805 villages are detailed in *Appendix IV*.

Audit however, observed that, the aforesaid baseline survey/gap analysis under Survey *Mission Antyodaya 2019* was not utilized, while preparing the AAP for 2020-21.

GoR stated (May 2022) that in ZP Jaisalmer, baseline survey/gap analysis under Survey *Mission Antyodaya 2019* could not be utilized, while preparing the AAP for 2020-21 as it was approved by the competent authority prior to issue (16 September 2020) of instructions by MoHA. It also stated that in future AAP will be prepared on the basis of Survey *Mission Antyodaya 2019*. GoR remained silent regarding remaining three ZPs.

2.1.8.2 Preparation of Long-Term Action Plan/ Perspective Action Plan

As per para 5.4 of Guidelines 2015, a detailed village-wise long term action plan prioritizing the projects must be prepared for filling up the identified gaps in base line survey. Out of the long term plan every Annual Action Plan (AAP) may be prepared picking up the prioritised projects. Such a plan shall also ensure the convergence and dovetailing of various Central/State schemes with the BADP.

Further, as per para 2(g) of Guidelines 2020, a four/five-year Perspective Action Plan would be prepared for development of identified habitations by pooling resources. For the subsequent years, the Annual Plan would be drawn up within the overall perspective plan and inclusive of objectives carried forward, modifications necessitated due to lessons learnt and other developments. The Annual Plans would be a subset of the same. For the first year, alongwith perspective plan, annual plan would also be submitted. The States would strive to achieve saturation of beneficiaries and creation of infrastructure under various Government Schemes by 2023.

12 Ministry of Rural Development conducted a baseline survey/gap analysis in all the villages of the country for 2019, under *Mission Antyodaya*, which was launched with the objective to bring optimum use and management of resources allocated by 27 Ministries/Department of GoI under various programmes for the development of rural areas.

13 Barmer-105, Bikaner-19, Jaisalmer-59 and Sri Ganganagar-622.

Audit scrutiny of records revealed that village wise long term action plan as required in BADP guideline 2015 were not prepared. However, a medium-term Perspective Action Plan as required in BADP guideline 2020 was prepared and sent to GoI on 20 July 2020 which was yet to be approved by the GoI (July 2021).

GoR stated (May 2022) that plans under BADP were prepared as per the directions of GoI/GoR. As per guideline 2020, a four year medium perspective plan for 2020-21 to 2023-24 was prepared and sent to GoI.

The fact however remains that village wise long term action plan was not prepared during 2016-20, which was necessary to achieve saturation of beneficiaries and creation of infrastructure in the border areas, in absence of which, RDD could not achieve the state of saturation in any of the border villages.

2.1.8.3 DLCs to define “Saturation of a village with basic infrastructure”

As per para 2.2 of Guideline 2015, District Level Committees (DLCs) shall make their own definition for ‘Saturation of a village’ infrastructure. However, for ‘saturation of a village’, the minimum facilities will include road connectivity, schools alongwith facilities like separate toilets for girls, sports facilities, health services, electricity, water supply, community centre, public toilets particularly for women, houses for teachers and health staff, etc. However, it would be incumbent on the DLCs to decide the definition of saturation of villages keeping in view their local conditions.

Audit scrutiny of records revealed that none of the DLCs in the State defined the basic infrastructure required for ‘Saturation of a village’, as per the local needs.

Besides, none of the villages have been certified as saturated since the inception of BADP, in spite of the fact that an amount of ₹ 2,362.13 crore (Central Share: ₹ 2,122.50 crore and State Share: ₹ 239.63 crore) has been released and an amount of approximately ₹ 2,187.20 crore¹⁴ has been utilised for the Programme by the State during the period 1993-2021.

GoR stated (May 2022) in respect of ZP Barmer, Bikaner and Sri Ganganagar, that the development of border area is a continuous process and various developmental works are included in AAP. However, none of the villages have been saturated with all the facilities. Efforts are being made for saturation of villages with basic infrastructure.

Audit is of the view that considering the local conditions/needs of a village or cluster of villages, DLCs with consultation of other stakeholders should take a call in this regard. The infrastructure required to provide the minimum facilities as stated above, may also be incorporated in village wise long term perspective plans so that saturation of facilities can be achieved in a phased manner.

14 ₹ 2362.13 crore (Total Release for BADP during 1993-2021) - ₹ 174.93 crore (Closing Balance as of 31 March 2022).

2.1.8.4 Preparation of Annual Action Plan

(i) Submission of Annual Action Plan (AAP)

As per para 5.11 of guidelines 2015, the DLCs were required to approve and forward the AAP by March each year, while the State Level Screening Committee (SLSC) was required to approve and forward the same to GoI by April each year.

Audit scrutiny of records revealed that AAPs were sent to GoI for approval with delay ranging between 26 and 125 days during the period 2016-21. The details are given in table 2 below:

Table 2

AAP for the year	Date of approval by SLSC	Date of forwarding to GoI for approval	Date approval by GoI	Delay in submission of AAP (in days)
2016-17	15.3.2016	14.06.2016	30.06.2016	45
2017-18	23.01.2018*	03.08.2017	06.09.2017	95
2018-19	17.5.2018	26.05.2018	19.09.2018	26
2019-20	23.8.2019	02.09.2019	25.09.2019	125
2020-21	26.06.2020	20.07.2020	---	81

Source: Information provided by RDD.

*Note: * AAP for 2017-18 was sent to GoI on 03.08.2017 after approval of Chief Secretary and was approved ex post facto by SLSC on 23.01.2018.*

GoR accepted the facts and stated (May 2022) that as various stakeholders are involved in the meeting of DLC, it takes time to ensure presence of everyone involved. Further, sometimes SLSC suggests modification in AAP, which requires a second meeting of DLC, resulting in a delay. In future, AAP will be sent to GoI timely.

(ii) Sector-wise allocation in AAP

As per para 5.2 and 5.3 of Guidelines 2015, works/schemes should be planned to take care of the special problems faced by the people living in the border areas. The works should be included in AAP keeping in view the overall balanced development of the region and to fill the identified infrastructural gaps. State Government should ensure that no single sector get disproportionately large share of the allocation of the State. In this regard, sector wise suggested maximum/minimum limits for works to be undertaken under BADP has also been prescribed. If the State Governments feel that a particular sector has already been developed and there is no scope for further development in that sector, State Government may utilize the funds meant for that particular sector on permissible scheme under the BADP for development of any other under-developed sector under intimation to the DBM, MoHA, GoI. However, sector wise limits (except for maintenance and administrative expenditure) were dispensed with in the modified BADP Guidelines, 2020 (i.e. since the year 2020-21).

The district-wise details of percentage allocation in AAP where sector-wise allocation norms were not adhered to, is as given in table 3 below:

Table 3

AAP for 2016-17 to 2019-20									
S. No.	Sector	Percentage as per norms	Percentage allocation in AAP					Remarks Analysis Proposals AAP)	(% of in
			2016-17 (Central)	2016-17 (State)	2017-18	2018-19	2019-20		
District: Sri-Ganganagar									
1	Health	Minimum 10	3.94	3.65	2.06	2.63	0.70	Low in 2016-20	
2	Agriculture & Allied sector	Maximum 10	18.45	16.01	16.96	8.35	8.74	Excess in 2016-18	
3	Sports Activities	Minimum 5	4.42	2.05	2.56	2.42	1.89	Low in 2016-20	
4	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.65	1.00	0.7	Low in 2016-20	
5	(ix) Schemes suggested by BGFs	Maximum 10	10.44	10.07	10.47	15.84	17.36	Excess in 2016-20	
District: Barmer									
1	Health	Minimum 10	2.32	0.58	2.22	4.13	5.61	Low in 2016-20	
2	Social sector/ Skill	Maximum 15	17.98	11.14	7.79	1.33	11.39	Excess in 2016-17	
3	Sports Activities	Minimum 5	0.81	0.92	0.00	2.20	3.21	Low in 2016-20	
4	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.30	1.77	0.00	Low in 2016-20	
5	(viii) Maintenance of assets	Maximum 15	4.58	12.28	6.67	5.09	15.88	Excess in 2019-20	
6	(ix) Schemes suggested by BGFs	Maximum 10	3.92	3.45	10.88	12.13	8.68	Excess in 2017-19	
District: Bikaner									
1	Health	Minimum 10	0.70	0.84	0.50	1.19	0.00	Low in 2016-20	
2	Agriculture & Allied sector	Maximum 10	12.13	4.06	1.40	0.00	4.50	Excess in 2016-17	
3	Social sector/ Skill	Maximum 15	22.93	7.34	14.47	2.35	16.08	Excess in 2016-17 and 2019-20	
4	Education	Minimum 10	13.15	17.79	3.19	8.51	4.26	Low in 2017-20	
5	Sports Activities	Minimum 5	4.26	0.00	0.00	0.98	2.31	Low in 2016-20	
6	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.00	0.00	0.00	Low in 2016-20	
7	(viii) Maintenance of assets	Maximum 15	0.00	0.00	0.00	0.00	0.00	Low in 2016-20	
8	(ix) Schemes suggested by BGFs	Maximum 10	5.38	0.00	13.42	10.30	6.86	Excess in 2017-18	
District: Jaisalmer									
1	Health	Minimum 10	3.94	2.05	2.69	5.57	1.13	Low in 2016-20	
2	Agriculture & Allied sector	Maximum 10	11.36	2.14	2.37	1.84	5.54	Excess in 2016-17	
3	Social sector/ Skill	Maximum 15	20.06	24.01	16.84	21.93	18.85	Excess in 2016-20	
4	Education	Minimum 10	6.74	7.66	8.13	7.04	1.52	Low in 2016-20	
5	Sports Activities	Minimum 5	1.25	0.00	0.11	0.00	0.00	Low in 2016-20	
6	Special/ Specific Area Schemes	Minimum 10	0.00	0.00	0.00	0.00	1.13	Low in 2016-20	
7	(ix) Schemes suggested by BGFs	Maximum 10	6.92	6.08	6.12	14.97	8.48	Excess in 2018-19	

Source: Information provided by RDD.

It is evident from the table that:

- BADP funds on education related works (minimum 10 per cent) in two districts (Bikaner and Jaisalmer) and on health (minimum 10 per cent) and sport activities (minimum 5 per cent) related works in all of the districts, were planned/incurred less than the prescribed limits.
- On the other hand, BADP funds on BGF and social sector related works were planned/incurred more than the prescribed limits.

GoR stated (May 2022) that that allocations in AAP were made in view of the basic required facilities and works for filling the gaps were taken on priority. In future, works will be planned as per the guideline.

The fact however remains that ZPs did not adhere to sector-wise allocation norms while preparing AAPs and also there was no evidence on records to suggest that particular sector has already been developed and there is no scope for further development in that sector.

(iii) Incomplete AAPs

For release of funds under BADP, the AAP consisting of schemes, duly approved by SLSC was required to be forwarded to the DBM, MoHA in the prescribed proformas Annexures-IV (a) to IV(f) through MIS application along with the information like scheme wise available funds (other than BADP) and sector wise proposed works under BADP in the prescribed Annexures V(a) and V(b), respectively.

Audit scrutiny of AAPs of year 2016-21, revealed that:

- BADP guidelines envisaged that utilization of funds under the Centrally Sponsored Schemes/Flagship Schemes of GoI and the State plan schemes to the maximum possible extent in these areas in the border blocks should be ensured. However, breakup of Scheme wise funds available/to be utilized in the border block was not mentioned in districts plans in the prescribed Annexure V(a). Only Jaisalmer district furnished such details in the plan, but that was too incomplete. In absence of details of available resources with ZPs under other central/State scheme, it could not be ensured whether dovetailing/convergence of other schemes with BADP was done properly. ZPs however, furnished a certificate with AAPs regarding no overlapping of other ongoing schemes for the works taken up under BADP.
- Details of type of training courses, the number of persons (men and women) to be trained and institute which would impart Skill Development training were not mentioned in any of the District Plans in Annexure IV(e) during the year 2016-17 to 2019-20, which indicates that demand of funds under this head were made without plans for implementation (as discussed in paragraphs 2.1.10.2(i) and 2.1.10.2(ii)).
- The details of expenditure to be incurred on Monitoring, Training of staff, evaluation of BADP, administrative expenditure, survey, logistic support media publicity etc., from the reserved funds of 1.5 per cent of total allocation (maximum ₹ 50 lakhs only), were not provided in the AAPs in Annexure IV(f) during 2016-17 to 2019-20. This indicates that activities under reserved funds were not planned properly.

GoR stated (May 2022) that in future, it will ensure furnishing of complete information of AAP in desired proformas.

Audit Objective-2: Whether the Programme was being implemented economically, efficiently and effectively to achieve the stated objectives ?

2.1.9 Fund Management

2.1.9.1 Release and Utilization of Funds

As per para 9.2 of BADP guideline 2015, funds will be released to States in two instalments. The first instalment of 90 per cent of the allocation of the State, will be released to the State only after the receipt of Utilization

Certificates (UCs) for the amount released in the previous years except the preceding year. The second instalment of the remaining 10 *per cent* of the allocation of the State will be released only after furnishing of UCs to the extent of not less than 50 *per cent* of the amount released during the preceding year and furnishing of Quarterly Progress Reports.

The position of funds released and expenditure incurred there against during 2016-21, is as given in table 4 below:

Table 4

(₹ in crore)

Year	Opening balance		Releases				Total available fund	Expenditure (in per cent)	Closing balance	
	Cash [#]	Advance with IAs [§]	Centre	State	Total releases	Other Receipt [@]			Cash	Advance with IAs
1	2A	2B	3	4	5	6	7 (2A+2B+5+6)	8		
2016-17	82.53	105.95	136.76*	0	136.76	5.49	330.73	118.81 (35.92)	98.17	113.75
2017-18	98.17	113.75	115.90	82.48	198.38	5.61	415.91	154.98 (37.26)	145.16	115.77
2018-19	145.16	115.77	86.10	77.33	163.43	3.42	427.78	80.38 (18.79)	205.09	142.31
2019-20	205.09	142.31	38.43	54.13	92.56	1.30	441.26	165.74 (37.56)	131.68	143.84
2020-21	131.68	143.84	0	25.69	25.69	0.01	301.22	126.29 (41.93)	84.29	90.64
Total			377.19	239.63	616.82	15.83		646.20		

Source: Information is based on CA reports as provided by the Department.

Note: *It include ₹ 18.14 crore of special project for the year 2015-16, which was released in 2016-17. Beside above figures, ₹ 40.00 lakh received from GoI (₹ 10 lakh every year) were kept for utilising at State level for Administrative expenditure. Against this, an expenditure of ₹ 32 lakh was incurred during the period 2016-21.

@Other Receipt includes Bank interest.

*Cash denotes balance in PD Account of ZPs.

§Advances with IAs is amount lying with implementing agencies against works sanctioned by ZPs and that has either not been utilised on work or is pending for adjustment against the expenditure on work due to non-submission of UC/CC.

It can be seen from the table that:

- During 2016-21, against total available fund of ₹ 821.13 crore¹⁵ an amount of ₹ 646.20 crore (78.70 *per cent*) was incurred on the works/schemes under BADP, in the State. However, year wise utilisation of the available funds ranged between 18.79 *per cent* and 41.93 *per cent* only.
- Out of total grants of ₹ 616.82 crore released during 2016-21, an amount of ₹ 174.93 crore (28.36 *per cent*) remained unutilized as of March 2021. Almost half of the unspent funds (₹ 84.29 crore) were parked in PD accounts of ZPs and other half (₹ 90.64 crore) was pending as advance to the implementing agencies (IAs). Out of ₹ 90.64 crore, an amount of ₹ 4.37 crore¹⁶ pertained to the period prior to 2016-17 was pending for adjustment with IAs since long. In absence of non-adjustment of advances, there is no assurance that money disbursed had been used for the purpose for which it was given. Moreover, pendency of adjustment of advances for long periods of time was fraught with the risk of embezzlement, fraud and diversion of funds.

15 Opening Balance: ₹ 188.48 crore add total releases during 2016-21: ₹ 616.82 crore add other receipts: ₹ 15.83 crore.

16 ZPs: Barmer- ₹ 0.13 crore, Bikaner- ₹ 0.71 crore, Sri Ganganagar- ₹ 0.36 crore, Jaisalmer- ₹ 3.17 crore.

- The annual release for the Programme consistently decreased from ₹ 136.76 crore in 2016-17 to ₹ 25.69 crore in 2019-20. Even, during the year 2020-21 no grant was released by the GoI, though allocations were made by the GoI.

GoR stated (May 2022) that sanctions for works included in AAP are issued on the basis of priority. An advance of 50 *per cent* as first installment is released to IAs and rest is released on completion of work. As a result, unutilised funds against works in progress remains in PD/bank account of ZPs. At present, State Nodal Bank Account (SNA) system is being used transfer of funds, as a result, no fund remains unutilized in PD/bank account of ZPs.

The fact however remains that advances remaining with EAs for long periods need to be adjusted timely.

Audit observed that the State Government did not furnish UCs timely to GoI. UCs for grants of ₹ 38.65 crore were pending for submission as of 12 May 2022, as given in table 5 below:

Table 5

(₹ in crore)

Year	Central/State Share	Amount Received	Amount of UC Dispatched	Amount of Pending UC
1	2	3	4	5(3-4)
2015-16	Central Share	158.39	158.08	0.31
2016-17	Central Share	123.72	123.63	0.09
	State Share	82.48	81.74	0.74
2017-18	Central Share	116.00	116.00	0
	State Share	77.33	73.27	4.06
2018-19	Central Share	81.20	79.71	1.49
	State Share	54.13	48.43	5.70
2019-20	Central Share	38.53	29.21	9.32
	State Share	25.69	8.75	16.94
2020-21	Central Share	Grant not Received		
	State Share			
Total		757.47	718.82	38.65

Source: Information provided by RDD.

GoR stated (May 2022) that after adjustment of funds and receipt of UCs from IAs/ZPs, the consolidated UCs are sent to GoI. The pending UCs will be immediately sent to GoI after its receipt from ZPs.

The fact, however, remains that the GoI did not release the allocated funds in 2020-21 due to non-submission of UCs by GoR. In exit conference (March 2022), the Deputy Secretary of RDD also accepted the facts.

The issue regarding deduction/non-release of funds due to non-submission of UCs to GoI for 50 *per cent* allocation of funds in previous year, was highlighted in previous Audit Report (for the year ending March 2015) also. RDD, however, did not initiate corrective action in this regard.

2.1.9.2 Delayed Release of Funds to ZPs

As per para 9.4, the State Governments are required to have a separate budget head for the BADP. Funds should be released by the State Governments to the implementing agencies immediately upon receipt of the same from GoI and as per the directions of Ministry of Finance, GoI, parking of funds at any level is strictly prohibited.

Audit scrutiny of records revealed that during the period 2016-20, Central share was released to ZPs with the delay upto 70 days. Further, matching State share was also released with delay involving upto 385 days from the date of release of the Central assistance. Details of delayed releases of Central/State share are given in table 6.

Table 6

(₹ in Crore)

Year	Tentative allocation by GoI		Central share					State Share			
			GOI release		Release of central share to districts by State		Delay (in Days)	State Share Due	State release state share		Delay (in Days)
	Central	State	RBI Memo No. & date	Amount	Date	Amount			Date	Amount	
2016-17	123.72	82.48	24/30.06.16	103.25	04.08.16	103.15	35	68.83	22.06.17	82.48	321
			11/15.03.17	11.47	28.03.17	11.47	13	7.65			99
			18/23.03.17	1.00	31.03.17	1.00	8	0.67			91
			26/31.03.17	5.00	03.05.17	5.00	33	3.33			83
			26/31.03.17	3.00	31.03.17	3.00	0	2.00			83
Total				123.72		123.62		82.48			
2017-18	116.00	77.33	21/30.08.17	38.32	27.09.17	38.22	28	25.54	23.07.18	77.33	325
			8/10.11.17	22.45	30.11.17	22.45	20	14.97			254
			10/11.01.18	9.50	19.02.18	9.50	39	6.34			192
			20/24.01.18	11.98	19.02.18	11.98	25	7.99			179
			20/24.01.18	11.60	19.02.18	11.60	25	7.73			179
			14/20.02.18	22.15	22.03.18	17.15	30	14.77			152
					25.04.18	5.00	64				
Total				116.00		115.90					
2018-19	81.20	54.13	18/24.09.18	81.20	19.10.18	81.10	25	54.13	17.09.19	11.30	333
									18.10.19	42.83	364
Total				81.20		81.10					
2019-20	38.53	25.687	20/25.09.19	38.53	04.12.19	38.43	70	0.26	16.10.20	25.69	385
Total				38.53		38.43					
2020-21	36.526	24.35	Grant not Received								

Source: Information provided by RDD.

Note: From the budget provisions ₹ 10 lakh was kept for utilizing at State level for administrative expenditure etc.

GoR stated (May 2022) that Central share and corresponding State Share is released to ZPs upon receipt of Central share from GoI.

The reply is not acceptable as Central share was released to ZPs with the delay upto 70 days and matching State share was also released with delay of upto 385 days from the date of release of the Central assistance.

The issue regarding delay in release of funds by State Government was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.9.3 Diversion of Funds

Rule 199 of RPRR, 1996 provides that grants received from the State Government/Central Government should be spent on the purpose for which it was sanctioned and amount sanctioned under a major head should not be transferred to another major head. Further, Para 2 of Chapter VI (Re-appropriation) of 'Accounting Procedure-2001 for the District Rural Development Agencies/Zila Panchayats' envisaged that funds are not allowed to be diverted from one scheme to another scheme.

Audit scrutiny of records¹⁷ of test checked ZPs revealed that in two ZPs (Barmer and Jaisalmer) BADP funds of ₹ 2.85 crore were diverted to DRDA (Administration) scheme (other scheme) during 2016-21 but could not be recouped as of March 2021 (refer to table 7), which was in violation of GFR as well as scheme guidelines.

Table 7

District	Diversion to Scheme	Opening Balance as of 1 April 2016	Year					Closing Balance as of 31 March 2021
			2016-17	2017-18	2018-19	2019-20	2020-21	
Barmer	DRDA (Admn.)	0	0	0.45	0.20	0	0	0.65
Jaisalmer	DRDA (Admn.)	1.88	0.34	0.09	0.11	(-) 0.03	(-) 0.19	2.20
Total								2.85

Source: Information based on CA Reports.

GoR accepted the facts and stated (May 2022) that funds were diverted to DRDA (Administration) for payment of salary and allowances of employees. It further stated that the DRDA (Administration) head has been closed (April 2022). The details regarding outstanding funds against the DRDA head is being collected and will be recouped and transferred to BADP.

The issue regarding diversion of Programme funds to other scheme, was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.9.4 Convergence/dovetailing with other development programmes and schemes

As per paragraph 5.8 of Guidelines 2015, the DLCs shall look into the convergence and dovetailing with on-going development programmes and schemes of different Ministries/Departments of Central/State Government and funds coming through various channels¹⁸.

¹⁷ CA Audit Reports and other financial records such as cash book, bank statement and fund transfer order etc.

¹⁸ Pradhanmantri Gram Swarajgar Yojana, MNREGA, Sarva Siksha Abhiyan, Water Supply Schemes, Health Schemes, Social Development Schemes, Rural Development Schemes, Health Schemes, Social Development Schemes, Panchayati Raj Schemes, skill development, and other schemes for the well-being of the people.

Audit scrutiny of records the test checked ZPs revealed that during 2016-21, sanctions under BADP were issued without convergence/dovetailing of other ongoing development programmes/schemes of Central/State Government by all the ZPs except Sri Ganganagar. In ZP Sri Ganganagar, convergence of BADP funds was done in 421 works amounting to ₹ 10.06 crore with MGNREGS, while instances of convergence/dovetailing of other schemes with BADP was not found on records/TWMS.

GoR stated (May 2022) that efforts will be made to issue sanctions ensuring convergence/dovetailing with other ongoing development programmes/schemes of Central/State Government.

2.1.9.5 Accrued Interest on amount available with ZPs and Implementing Agencies

As per BADP guidelines¹⁹, interest accrued on deposits on BADP funds at any level shall be treated as additional resources under the BADP and would be utilised on the works/projects drawn by the DLCs for the areas covered under the guidelines of the BADP in priority villages.

Audit observed that the interest of ₹ 15.35 crore earned by the ZPs was accounted for, however, interest earned by the implementing agencies for the amounts lying with them at the end of financial year was not shown in annual accounts of BADP by any of the test checked ZPs (except ZP Barmer in 2017-18).

The details of advances outstanding against IAs and interest reported by the ZPs are given in table 8.

Table 8

(₹ in crore)

Year	Balances with IA and Interest earned as per CA report	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total
2016-17	Balance with IA at the end of FY	6.02	54.09	43.62	10.01	113.74
	Interest ZP	1.40	1.08	1.97	1.04	5.49
	Interest IA	0	0	0	0	0
2017-18	Balance with IA at the end of FY	(-) 1.12	55.89	26.81	34.21	115.79
	Interest ZP	1.69	0.69	1.65	1.19	5.22
	Interest IA	0.04	0	0	0	0.04
2018-19	Balance with IA at the end of FY	3.72	49.76	53.70	34.48	141.66
	Interest ZP	1.77	0.10	1.33	0.22	3.42
	Interest IA	0	0	0	0	0
2019-20	Balance with IA at the end of FY	18.96	50.75	47.52	25.96	143.19
	Interest ZP	0.86	0.009	0.22	0.12	1.209
	Interest IA	0	0	0	0	0
2020-21	Balance with IA at the end of FY	11.13	26.99	32.03	19.84	89.99
	Interest ZP	0	0	0	0.005	0.005
	Interest IA	0	0	0	0	0

Source: Information based on CA Reports.

Further, an IA-Rajasthan Skill and Livelihood Development Corporation (RSLDC), engaged in imparting skill development trainings earned an amount

¹⁹ Paragraph 12 of Guidelines 2015 and Paragraph 10.3 of BADP Guidelines 2020.

of ₹ 173.28 lakh²⁰ (upto 2017-18) as interest on the balances of BADP funds and mentioned in UC sent (May 2019) to ZPs. The same was, however, not taken into account by the ZPs in their respective Annual Accounts.

Audit also observed, though a certificate (as required under BADP guideline 2020) stating that all interests or other earnings against grants-in-aid under BADP has been deposited in the BADP accounts, was sent (July 2020) to GoI, however, the aforesaid interest amount of ₹ 1.73 crore was not deposited/ accounted for in the BADP account. Thus, an incorrect certificate was sent to GoI regarding deposit of all interest earning in BADP account.

Moreover, unspent balances and interest were yet to be transferred in State level account for BADP. This indicates that interest earned at the level of all the implementing agencies were not being account for in BADP accounts.

The ZPs stated (October 2021) that the funds at ZP level were being kept in PD Accounts (non-interest bearing) and interest accrued against the funds released to the RSLDC was not shown in accounts due to communication issues and would be shown in due course.

GoR stated (May 2022) that details regarding interest earned by RSLDC is being sought and will be included in CA Audit Report accordingly.

2.1.9.6 Implementation of Public Fund Management System

As per direction (December 2016) of DBM, MoHA, GoI all the agencies implementing BADP were required to adopt Public Fund Management System (PFMS) by 31st March 2017. With introduction of the BADP guidelines 2020, it was reiterated (June 2020) that the States are required to have a separate budget head and bank account linked with PFMS for the release/transfer of funds under BADP. It was also stated that compliance of the above directions are mandatory, Ministry shall not be in a position to release any fund under BADP to the State that have not yet mapped all the agencies (State Government/districts/implementing agencies etc.) up to the last level on PFMS platform.

Audit scrutiny of records revealed that savings bank accounts at districts level were opened on 19 February 2021 for release/transfer of funds under BADP. An amount of ₹ 55.45 crore²¹ was transferred (July-August 2021) to the State level saving bank Account out of the unspent funds kept in PD Accounts of the ZPs, for further utilisation through PFMS platform. Audit however, observed that funds were yet to be released/transferred to the agencies through PFMS module as of August 2021.

GoR stated (May 2022) that PFMS has been implemented under the scheme from 01 January 2022.

20 ZPs: Barmer- ₹ 66.14 lakh, Bikaner- ₹ 22.34 lakh, Jaisalmer- ₹ 72.89 lakh and Sri Ganganagar- ₹ 11.91 lakh.

21 Jaisalmer: ₹ 10.00 crore on 26 August 2021, Barmer: ₹ 23.71 crore on 26 July 2021, Bikaner: ₹ 7.57 crore on 19 August 2021 and Sri Ganganagar: ₹ 14.17 crore on 07 July 2021.

The fact remains that as the implementation of PFMS was delayed, GoR did not receive Central Grants during 2020-21.

2.1.10 Execution of the Programme

As per BADP guidelines 2015, priority was to be given to those villages which are located within 0-10 Km from the IB and within that the villages identified by the BGF known as strategic villages, were to be given uppermost priority.

Only after saturation of 0-10 km villages, the next set of villages within the 0-20 km and so on up to 0-50 km were to be taken up.

2.1.10.1 Coverage of border villages/habitations under the Programme

Audit compared the data available on Integrated Work Monitoring System (State data) regarding 4,130 works (of ₹ 628.45 crore) sanctioned/executed under BADP in the State with the data of villages/habitations within 0-10 km from “0” line available on BADP portal (GoI data). The comparison of two data sets revealed that:

- Out of total 1,206 villages/habitations within 0-10 km from “0” line, only 697 villages/habitations were covered and no work was sanctioned/executed in remaining 509 villages/habitation (42.21 *per cent*) during 2016-21, thereby depriving scheme benefits to 2.40 lakh people (as per census 2011) of these villages (details given in *Appendix V*).

GoR stated (May 2022) that efforts are made for optimum utilisation of funds. Accordingly, different departments proposes works of utmost importance in accordance of the guideline and the same are included in AAPs.

- A total of 759 (out of 4,130) works amounting to ₹ 148.06 crore were sanctioned beyond 10 km from “0” line, without declaring any village/habitation within the 0-10 Km, as saturated (details given in *Appendix VI*).
- Further, 22 works²² amounting to ₹ 7.80 crore were sanctioned in non-BADP blocks. In case of three works of ₹ 0.56 crore which were sanctioned in ZP Sri Ganganagar, names of village/block were not mentioned.

GoR stated (May 2022) that the names of village/block in the said three works under ZP Sri Ganganagar were left blank on IWMS by mistake, however, they fall within the limit of 0-10 km. The works have been sanctioned as per guideline.

In absence of name of village, the reply of GoR could not be verified whether these works were executed in a border village/habitation.

Thus, more than 40 *per cent* of the border villages/habitations within 0-10 km from the international border were deprived of benefits of the Programme while works for non-BADP blocks were covered under the scheme.

22 Barmer: Barmer (16 works amounting ₹ 567.40 lakhs) and Sheo (05 works amounting ₹ 210.02 lakhs) block ; Bikaner: Lunkaransar block (01 works amounting ₹ 2.50 lakhs).

2.1.10.2 Skill Development Activities

As per BADP guideline 2015, emphasis must be laid on schemes for employment promotion, production-oriented activities, skill upgradation to create a sense of security amongst the people in border areas so that the people do not migrate to other areas in search of livelihood.

(i) Skill Development Training Imparted by RSLDC

Under Social Sector of BADP, expenditure on capacity building and skill development is allowable subject to minimum 10 *per cent* of the total allocation and 50 *per cent* share should be for women.

In the State, RSLDC is engaged in imparting skill development trainings, through its Employment Linked Skill Training Programme (ELSTP). The funds available under 'capacity building and skill development' component of BADP was being provided to RSLDC by ZPs. The details of eligible beneficiaries were required to be uploaded on RSLDC's web portal "Integrated Scheme Management System" (ISMS). The State/district level functionaries under BADP were provided Login ID and Password to access the ISMS portal.

Audit scrutiny of records, however, revealed that details of number of trainees, total funds released to RSLDC and their utilisation was not available with the Department, at State level, though funds were provided to RSLDC.

Audit obtained such details/data from RSLDC. Accordingly, during 2016-20 total 4,785 beneficiaries of 14 blocks (11 BADP blocks and three non BADP blocks) were imparted trainings under ELSTP. The block wise details of beneficiaries is given in table 9.

Table 9

District	Block	No. of trainees			Percentage of female trainees	No. of trainee offered placement (in per cent)
		Female	Male	Total		
Barmer	Barmer*	160	448	608	26.32	341 (56.09)
	Chohtan	10	92	102	9.80	62 (60.78)
	Dhorimana*	1	17	18	5.56	12 (66.67)
	Sheo*	3	100	103	2.91	31 (30.10)
Total		174	657	831	20.94	446 (53.67)
Bikaner	Khajuwala	2	119	121	1.65	83 (68.60)
	Kolayat	13	324	337	3.86	183 (54.30)
Total		15	443	458	3.28	266 (58.08)
Sri Ganganagar	Anupgarh	31	179	210	14.76	148 (70.48)
	Ganganagar	139	583	722	19.25	388 (53.74)
	Gharsana	185	609	794	23.30	531 (66.88)
	Karanpur	67	194	261	25.67	84 (32.18)
	Padampur	153	354	507	30.18	303 (59.76)
	Raisingnagar	53	275	328	16.16	189 (57.62)
Total		628	2,194	2,822	22.25	1,643 (58.22)
Jaisalmer	Jaisalmer	8	563	571	1.40	264 (46.23)
	Sam	0	103	103	0.00	47 (45.63)
Total		8	666	674	1.19	311 (46.14)
Grand Total		825	3,960	4,785	17.24	2,666 (55.72)

*Note: As per information provided by RSLDC, 4,731 beneficiaries were provided skill development training under BADP during the period 2016-20 whereas MIS data provided was of 4,785 beneficiaries under BADP. *Non-BADP Blocks.*

Audit observed the followings:

- **Female participation:** Against a norm of 50 *per cent* under BADP, only 17.24 *per cent* female trainees (825 out of 4,785) were included in skill trainings under ELSTP of RSLDC.
- **Exclusion of BADP blocks from Skill training:** During the period 2016-20, skill training was not provided to trainees of four blocks (*Danau, Gadraroad, Ramsar, Sevada*) of Barmer district and one block (*Vijay Nagar*) of Sri Ganganagar district.
- **Inclusion of Non-BADP blocks:** 87.73 *per cent* (729 out of total 831) beneficiaries imparted skill trainings under ELSTP in Barmer district, pertained to three non-BADP blocks (*Barmer, Dhorimana and Sheo*). Thus, expenditure of ₹ 1.24 crore incurred on skill trainings in three non-BADP blocks was irregularly charged under BADP.
- **Employment provided to trainees:** Out of total 4,785 trainees which were given Skill training under ELSTP during 2016-20, employment was provided to 2,666 trainees (55.72 *per cent*).
- Besides the above, address column in respect of 253 trainees were blank in data provided by RSLDC.

Audit also interviewed a beneficiary in presence of department's officer, during local visit of GP Ramgarh as a case study:

Case Study: Training conducted by RSLDC under BADP

The details of trainees benefitted from ELSTP was obtained from RSLDC. On the basis of this detail, efforts were made to contact trainees in Jaisalmer district. However, only one trainee in the GP Ramgarh could be contacted and his statement was recorded in presence of department officer during joint physical verification.

As per RSLDC data, the trainee was given training of electrician by the Jagdamba ITI, Jaisalmer under BADP during 08 November 2016 to 27 February 2017. However, the trainee stated that **no such training was provided to him during the said period** and that he had already completed a two-year ITI course from Jagdamba ITI, Jaisalmer, in January 2016.

Thus, inclusion of name of this trainee in list of the trainees benefitted through ELSTP under BADP was false.

Further, RSLDC was provided total ₹ 12.17 crore (prior to 2016-17: ₹ 6.78 crore during 2016-20: ₹ 5.39 crore) for trainings against which an expenditure of ₹ 10.86 crore was incurred by RSLDC, the details are given in **table 10**.

Table 10

(₹ in crore)

Year	Funds Received from ZP					Fund Utilized (including 10 per cent administrative charge)				
	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total	Barmer	Bikaner	Jaisalmer	Sri Ganganagar	Total
2013-14	2.05	0.92	2.06	1.03	6.06	0.12	0.11	0.05	1.09	1.37
2014-15	-	-	-	-	-	0.09	0.01	0.05	0.45	0.60
2015-16	-	-	-	0.72	0.72	0.30	0.44	0.07	0.31	1.12
2016-17	-	-	-	-	-	0.26	0.28	0.25	1.13	1.92
2017-18	-	-	-	-	-	0.19	0.07	0.30	1.30	1.86
2018-19	-	-	-	-	-	0.48	0.28	0.43	1.39	2.58
2019-20	-	-	-	3.77	3.77	0.46	-	0.14	0.81	1.41
2020-21	-	-	-	1.62	1.62	-	-	-	-	-
Total	2.05	0.92	2.06	7.14	12.17	1.90	1.19	1.29	6.48	10.86

Source: As per Information provided by RSLDC

Note: It does not include details of accrued interest on balances with RSLDC.

Audit observed that as per GoR instructions (August 2015), administrative charges were not allowed in respect of skill trainings to be provided under BADP, however, RSLDC irregularly included 10 per cent administrative charges (₹ 0.99 crore) in total expenditure of ₹ 10.86 crore incurred on the trainings.

Further, a balance of BADP funds of ₹ 1.31 crore lying with RSLDC as of March 2021 needs to be brought back to the BADP nodal accounts. However, as per ZP's annual account, an amount of ₹ 3.70 crore was pending against RSLDC for recovery/adjustment. The figures need to be reconciled.

GoR stated (May 2022) that information regarding irregularly charging administrative charge, unspent funds, UCs of utilised funds, interest earned etc. has been sought from RSLDC and same will be intimated upon its receipt.

(ii) Construction of skill training centres in border blocks

DBM, MoHA, GoI approved (October 2015) proposals of construction of training centres with hostel facility for male and female trainees, at an estimated cost of ₹ 3.5 crore each, in the border districts out of the funds released under 'capacity building and skill development' component since the financial year 2012-13.

Such training centres were to be constructed only within the border blocks and at least 70 per cent of the trainees should be from border villages. GoI approved (January 2016) four locations i.e. *Chohtan* (Barmer), *Raisinghnagar* (Sri Ganganagar), *Jaisalmer* (Jaisalmer) and *Khajuwala* (Bikaner) for training centres and hostels.

Further, GoR decided (March 2016) to get the skill training centres constructed through RSLDC. Accordingly, RSLDC executed an MoU (November 2016) with Rajasthan Urban Drinking Water, Sewerage & Infrastructure Development Corporation Limited, Jaipur (RUDSICO) for ₹ 14.00 crore. As per the MoU, 25 per cent of the total estimated amount was to be given to RUDSICO in advance.

After assessing the available infrastructure, RSLDC decided (May 2017) to construct two skill training centers in *Chohtan* (Barmer) and *Raisinghnagar* (Sri Ganganagar). Accordingly, RDD released an amount of ₹ 1.75 crore²³ to RSLDC and RSLDC, after deducting TDS of ₹ 3.50 lakhs, transferred (October 2017) an amount of ₹ 1.715 crore to RUDSICO.

RUDSICO, while forwarding the layout plan of the proposed centres to RSLDC informed (February 2018) that for construction of each skill training centre an amount of ₹ 5.80 crore would be required instead of ₹ 3.50 crore. However, the DBM, MoHA, GoI rejected (September 2018) the proposals. Then, RSLDC asked (October 2018) RUDSICO to return the amount. RUDSICO returned (June 2019) only ₹ 104.61 lakhs to RSLDC after deducting an amount of ₹ 0.91 lakh for drawing design expenditure and by adjusting old dues of ₹ 65.99 lakh against construction of office building and other works for RSLDC.

Thus, skill training centres could not be constructed in border blocks despite availability of funds due to lack of planning and coordination between RDD and RSLDC. Further, expenditure of ₹ 0.91 lakh incurred on drawing design remained unfruitful and RDD also needs to recover the amount ₹ 65.99 lakhs kept by RUDSICO on account of works executed for RSLDC.

2.1.10.3 Promotion of HRD related activities, exchange of knowledge/skills (Youth Exchange Programme)

DBM, MoHA, GoI requested (February 2017) State Government to consider organizing visits of students from urban areas to villages in border areas as a part of the Human Resources Development under the education/or capacity building programme under Social Sector Schemes and activities in sports. Such tours of Students from urban areas to the village of border areas and their stay for some days in those villages will generate confidence in the youth of border villages by way of imparting/exchange of knowledge/technological skills and also knowledge to the students about the living conditions and socio-economic activities of the people living in village of border areas.

(i) For the year 2017-18, GoI approved (November 2017) proposals of ₹ 46.20 lakhs (₹ 11.55 lakh for each BADP district) for Student/Youth Exchange Programme under Skill development received thorough *Rajasthan Madhyamik Shiksha Parishad*. Accordingly, ZP offices transferred (February 2018) funds²⁴ to *Rashtriya Madhyamik Siksha Abhiyan* (RMSA). In turn, RMSA issued (February 2018) Administrative and Financial sanction of ₹ 25.74 lakh for organizing the aforesaid programme. Under the programme, 1,650 students of 9th to 11th class from 33 districts (50 students from each district) were to be selected for tour (with 3 days stay) to villages of border

23 ₹ 87.50 lakh (25 per cent of total amount) sent (July 2017) by ZP Sri Ganganagar for construction at Raisinghnagar and ₹ 87.50 lakh (25 per cent of total amount) sent (August 2017) by ZP Barmer for construction at Chouhatan.

24 Jaisalmer- ₹ 11.20 lakh, Barmer- ₹ 11.20 lakh, Bikaner and Sri Ganganagar- Not available.

area districts (Sri Ganganagar, Bikaner, Barmer and Jaisalmer). A group of 150-200 students were to visit per border district. It was observed that

- In Barmer district, against target of 450 students (from 9 districts), only 365 students (from eight districts) had visited (February 2018).
- In Jaisalmer district, 400 students (from 8 districts) were to visit (12-14 February 2018) border area as per programme set by RMSA. However, position of tours organized in respect of border areas of Jaisalmer was not available on record.
- Position of tours organized in respect of border areas of Sri Ganganagar, and Bikaner was not made available to audit.
- Further, it was also observed that GoR informed (May 2018) GoI that 50 students from each of the 33 districts were selected and a tour was conducted (12-17 February 2018) in the border area of all four districts by utilising the funds released for the purpose during 2017-18. However, GoR has shown the financial achievement of ₹ 1.40 lakh only.

In this matter factual position was called for (June 2018) by GoI from GoR. The GoR sought further clarification from RMSA. However, no clarification was provided by RMSA till date (February 2022).

(ii) For the year 2018-19, GoR sent (May 2018) proposals of ₹ 1.25 crore for student/youth exchange programme alongwith AAP to GoI. This was examined by GoI and following observations were made:

- GoR forwarded the proposals alongwith the AAP for 2018-19, however, the same were not included in the AAP. Further, GoR has not furnished the proposal as per the annexure IV-(a) of the Guideline 2015.
- As this project was not included in AAP, the plan source of funding for this year project/session is not clear.
- GoR had not furnished the requisite certificate of non-duplication and certificate of MPs/PRIs in respect of projects.

RDD had written (June 2018) to RMSA for compliance of the aforesaid observations, however, compliance sent to GoI was not available on records. Therefore, proposals sent for 2018-19 were not approved by the GoI and no Student/Youth Exchange Programme was organized during 2018-19.

(iii) For the year 2019-20, RMSA sent (February 2019) proposals worth ₹ 1.42 crore to GoR for inclusion in AAP 2019-20. The said proposals were sent (February 2019) to districts for inclusion in AAP. However these proposals were not included in AAP.

Proposal for the year 2020-21 was not available on the record and Youth Exchange Programme was not included in AAP for the year 2020-21.

GoR stated (May 2022) that pending UCs of Youth Exchange Programme conducted in 2017-18 has been sought.

2.1.10.4 Development of Model villages/Smart Villages

DBM, MoHA, GoI forwarded (February 2017) a concept note on Development of Model/Smart villages in border areas under BADP. As per Para 6.1 of concept note on Model/Smart villages in border area under BADP, 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 besides better quality of life.

Further, para 7.1 and 7.2 of concept note states that 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. Model/Smart village will be a nucleus village with sizeable population and surrounded by four-five villages in a radius of 5-10 km.

During scrutiny of records it was noticed that three Model villages were sanctioned during 2016-17 under BADP in the border areas of State. The details are given in the **table 11** below:

Table 11

(₹ in crore)

District	No. of Model/Smart villages	Approved Amount	No. of Works sanctioned	Expenditure	Work Status
Barmer	1 (Mithrau-Chohtan block)	3.00	13	2.76	Completed-13
Bikaner	1 (20BD Block Khajuwala)	3.00	23	2.26	Complete-16 Incomplete-07
Sri Ganganagar	1 (18P-Anupgarh block)	3.00	18	2.96	Completed-18

Source: Information provided by RDD.

During physical verification, status of facilities available and work executed under BADP in aforesaid model villages were test checked (details given in **Appendix VII**). It was observed that availability of facilities in aforesaid Model villages was poor and the objective of provision of facilities envisaged in the concept note on Development of Model/Smart Villages in border area was not achieved.

GoR stated (May 2022) that works in model villages were executed according to the guidelines and handed over to the concerned Department. The asset is then used as per the departmental instructions. The deficiencies noticed in model villages at the time of inspection may be due to shortage of staff/budget in the department concerned, which have been directed to fulfil the deficiencies.

2.1.10.5 Execution of works

During 2016-21, total 4,130 works²⁵ amounting to ₹ 628.45 crore were sanctioned under BADP, of these 3,370 works (81.60 per cent) were completed, 183 works yet to be started, 61 works were suspended and 516 works remained incomplete as of 31 March 2021.

Out of total 4,130 works, 1,548 works (₹ 257.74 crore) executed in the four selected blocks, were selected for detailed checking and 419 works (₹ 25.50 crore) under various Sector²⁶ were selected for joint inspection. Examination of records and joint inspection (July-December 2021) of the works by Audit and Departmental officials revealed instances of damaged assets, idle/non-functional assets, assets not being used for intended purpose, etc., the position of which is summarized in table 12 below.

Table 12

(₹ in crores)

Audit Observations	No. of works with deficiencies							Total	
	Agriculture & Allied Sector	Education	Health	Infrastructure I (Road, Bridge etc.)	Infrastructure II (safe drinking water supply)	Social sector	Sports	Works	Expenditure Amount
Total No. of works physically verified	(28)	(79)	(21)	(83)	(83)	(112)	(13)	(419)	(59.54)
Damaged assets	1	10	2	28	9	25	1	76	13.83
Want of repair									
Idle/ Non-functional assets	10	16	6	-	17	11	7	67	9.22
Assets not being used for intended purpose/ Personal use	-	6	3	-	-	20	-	29	2.28
Incomplete/Improper site selection	2	5	1	9	1	4	-	22	2.47
Construction not as per specification/ defective	-	2	-	8	3	6	-	19	3.80
Inadmissible work	2	-	-	-	1	7	-	10	1.69
Work not found at site	-	-	-	-	-	3	-	3	0.28
Total	15	39	12	45	31	76	8	226	33.57

Sector wise, significant audit findings are discussed in the succeeding paragraphs.

(i) Works executed under Education Sector

This sector covers the works related to construction of houses for teaching and other staff, rooms in schools, Laboratory room, computer rooms, Residential School, Library, Boundary walls etc.

During joint physical verification, various deficiencies such as damaged assets (in 10 cases), non-functional assets (in 16 cases), not being used for intended purpose (in 6 cases), Incomplete/Improper site selection (in 5 cases), construction not as per specification/defective (in 2 cases) were found in total

25 ZPs: Barmer- 633 works of ₹ 126.60 crore, Bikaner- 592 works of ₹ 115.96 crore, Jaisalmer- 1,324 works of ₹ 239.12 crore and Sri Ganganagar- 1,581 works of ₹ 146.77 crore.

26 (i) Education (ii) Health (iii) Agriculture and allied services (iv) Infrastructure I & II (v) Social Sector and (vi) Sports Activities. (vii) Special/Specific area schemes.

39 assets (out of 79) constructed under Education sector. (Details given in **Appendix VIII**).

The illustrative cases are given as under:

- **Idle Computer Room:** Construction of Computer Room at Government Senior Secondary School, Raymala was sanctioned (December 2017) under BADP and completed in 2018-19. Similarly, one computer room, one Arts and Craft room and one Library room was also constructed under *Samagra Siksha Abhiyan*, in 2018-19. The computer room constructed under BADP was found lying idle during joint physical verification. Thus, there was duplication of work without assessing actual needs.



Construction of Computer Room at Government Senior Secondary School, Raymala, GP Raimala, PS Sam, ZP Jaisalmer, (Work ID: 2017-18/18779) (Completed: September 2018)
Date of Physical Verification 14.09.2021

- **School was not functional:** An additional classroom was constructed under BADP at Government School in GP Harnau, Jaisalmer. It was noticed that no teacher was posted in the school and old building was also damaged. As such school was not functional. Thus, additional class room constructed was not being used for intended purpose.



Construction of additional classroom, Government Primary School, Murar, GP Harnau, PS Sam, ZP Jaisalmer (Work ID: 2018-19/29557) (Completed: September 2019). Date of Physical Verification 05.10.2021.

- **Damaged Assets:** A teacher's house was constructed under BADP at Government School, GP 17 KYD, Bikaner, however, floor was found broken and a high slope was found on the ramp which was dangerous.



Construction of teacher's house in Government Upper Primary School, 12 KYD, GP: 17 KYD, PS: Khajuwala, ZP: Bikaner (Work ID: 2016-17/19995) (Completed: July 2018). Physical Verification during 31.08.2021 to 06.09.2021.

- **Infructuous expenditure due to improper planning:** The SLSC approved (April 2010 and June-December 2012) the proposals for construction of residential school (boys), residential school (girls), polytechnic college and industrial training institute (ITI) building under BADP. After receiving funds from DBM, MoHA, GoI, financial sanctions amounting to ₹ 36.15 crore²⁷ were issued (November 2011 to January 2021) by ZP (RDC), Barmer in phases for above works. The GP Jaisindhar Station was assigned as the executing agency for these works. As of October 2021, an amount of ₹ 29.69 crore²⁸ has been incurred on these works.

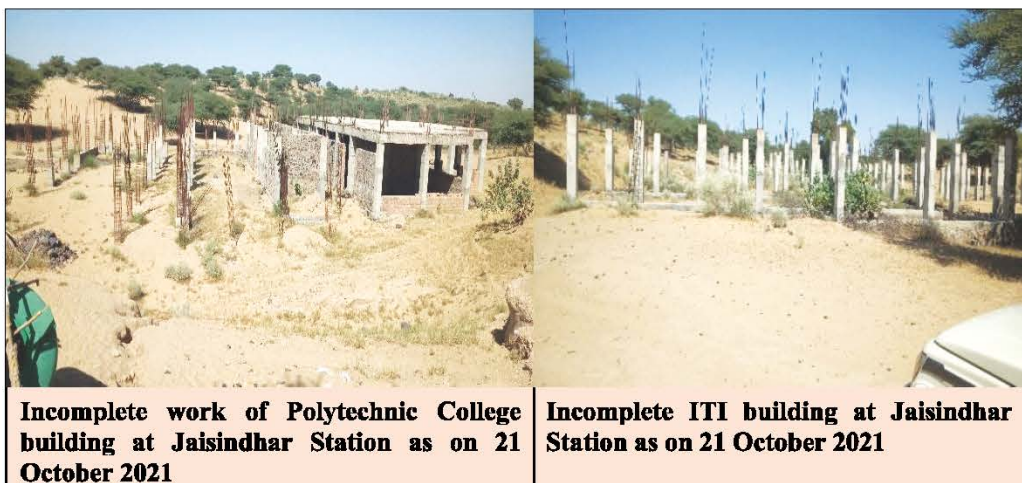
Test-check of records of ZP (RDC), Barmer revealed that the Director, Technical Education was not satisfied (June 2011) with the proposal of construction of polytechnic college in Jaisindhar station due to low enrolment in existing six polytechnic colleges of Barmer and Balotara. Despite this, the proposal of polytechnic college at Jaisindhar station was submitted by DLC to SLSC and SLSC approved the same.

Further, during field visit (March 2015) the District Collector, Barmer didn't find the four works worthwhile in view of the site of the works being covered by sand dunes and unavailability of good access and therefore, recommended to stop the works of polytechnic college as well as ITI building and keep running the works of residential school (girls) and residential school (boys) in order to avoid their expenditure being infructuous.

Eventually, the cost of these works escalated to ₹ 39 crore. Therefore, Secretary, RDD did not consider it justified to incur huge amount of ₹ 39 crore in four works at same place and issued (September 2015) direction to District Collector to adjourn the construction works of residential school (boys), polytechnic college and ITI building and complete the work of residential school (girls) at earliest. Accordingly, above three works were stopped in September 2015. However, the Secretary directed (December 2015) to resume the work of residential school (boys) and residential school (girls).

27 Residential school (boys) and residential school (girls): ₹ 32.25 crore, polytechnic college : ₹ 2.75 crore and ITI : ₹ 1.15 crore.

28 Residential school (boys) and residential school (girls): ₹ 27.87 crore, polytechnic college : ₹ 1.17 crore and ITI : ₹ 0.65 crore.



It is evident from the viewpoint/action taken by the Director, Technical Education, the District Collector, Barmer and the Secretary, RDD that feasibility study, baseline survey and planning were not properly done by the DLC before submitting the proposal to SLSC for approval. Besides this, the construction of Polytechnic College building was started without assessing the actual need. As a result the works of polytechnic college and ITI building were stopped and expenditure of ₹ 1.82 crore incurred on the buildings proved infructuous.

After lapse of 10 years and huge investment, work of Residential school (boys) was not completed (October 2021) and could not be utilized for intended purpose. The construction of Residential school (girls) was completed and handed over (September 2021) to Rajasthan Residential Educational Institutions Society (RREIS) under Social Justice and Empowerment Department (SJED).

Thus, despite incurring huge expenditure of ₹ 27.87 crore on Residential school (boys) and Residential school (girls), Residential school (boys) was not completed and Residential school (girls) though completed was not functional as of November 2021. RREIS stated (December 2021) that online admission was under process for Residential school (girls).

Secretary, RDD stated (September 2021) that the construction of Polytechnic College and ITI Buildings was stopped at a safe stage as the additional fund of ₹ 39.00 crore was required to complete the aforesaid work. However, constructed structure would be used as per local needs in future.

Reply confirms the audit observation that due to poor planning and later ineffective monitoring on the part of the Department, it could not ensure completion of these works.

In the exit conference (March 2022), the Secretary of RDD accepted the audit objection and stated that the detailed project report of polytechnic college and ITI buildings would be revised thoroughly and Department will try for making the building usable for other schemes/departments.

(ii) Works executed under Health Sector

This sector covers the works related to construction of houses for doctors and para medics, buildings, medical equipment, mobile dispensary/ambulance and boundary walls etc.

During joint physical verification, various deficiencies such as damaged assets (in 2 cases), being idle/non-functional/unfruitful assets (in 6 cases), not being used for intended purpose (in 3 cases), Incomplete/Improper site selection (in 1 case), were found in case of 12 assets (out of 21) constructed under Health sector. (Details given in ***Appendix IX***).

Illustrative cases are as under:

- ***Asset not being used for intended purpose:*** A Labor room constructed under BADP at GP Myazlar, was being used as store room. Further, no stairs/ramp was constructed in front of Labor Room. The unused construction material was also kept in front of Labor room.



Construction of Labor Room in PHC Myazlar, GP Myazlar, PS Sam, ZP Jaisalmer (Work ID: 2016-17/14871) (Completed: July 2017). Date of Physical verification- 28 and 29.09.2021

Similarly, two mini wards, one cool room, staff office and Medical Officer's room with toilets constructed under BADP at GP Shahgarh, were not being used for hospital. No doctor/Medical staff was posted in the hospital. The assets instead, were, used by the Army personnel for residential purpose.



Construction of two mini wards, one cool room, staff office and Medical Officer's room with toilets Ghotaru, GP Shahgarh, PS Sam, ZP Jaisalmer (Work ID:2017-18/13281) (Completed: November 2018). Date of Physical verification-23.09.2021

- **Idle assets:** A 10 bedded AC Hospital constructed under BADP at GP 27-A, was non-functional/ lying idle as it was closed due to non-maintenance.



Construction of 10 bedded AC Hospital in village 27-A near BOP Kailash, GP 27-A, PS Anupgarh, ZP Sri Ganganagar (Work ID:2019-20/333) (Completed: March 2021). Date of Physical verification- 23.09.2021.

Similarly, a Building of sub-centre with ANM quarter and maternity home at GP 20 BD was not being used as the floor was covered with dust/dirt and maintenance was not visible.



Construction of sub-centre with ANM quarter and maternity home, GP: 20 BD, PS: Khajuwala, ZP: Bikaner (Completed: August 2018). Physical verification during 31.08.2021 to 06.09.2021.

(iii) Works executed under Agriculture and allied services

This sector covers the works related to Veterinary aid Centers, artificial insemination Centers and breeding Centers, Social Forestry, Construction of irrigation embankments, Animal Husbandry etc.

During joint physical verification, various deficiencies such as idle/non-functional/unfruitful assets (in 10 cases), incomplete/improper site selection (in 2 cases), inadmissible works (in 2 cases) and damaged asset (in 1 case) were found in case of 15 assets (out of 28) constructed under Agriculture and allied services sector. (Details given in *Appendix X*).

The illustrative cases are as under:

- **Idle/non-functional assets:** A residential house constructed for Veterinary Doctor and staff at Veterinary Hospital, Myazlar (ZP: Jaisalmer) under BADP, was vacant and had not been used since its completion.



Construction of Residential house for Veterinary Doctor and Staff at Veterinary Hospital, Myazlar, GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/778) (Completed: April 2020). Date of Physical verification- 28-29.09.2021.

Similarly, an Animal Sub Center created in GP: 2 KLD (ZP: Bikaner) under BADP was found not to put in use. Electricity connection was also not provided.



Creation of Animal Sub Center, GP 2 KLD, PS: Khajuwala, ZP: Bikaner (Work ID: 2016-17/12889) (Completed: July 2019). Physical verification during 31.08.2021 to 06.09.2021. Electricity connection not installed and Building was not in use.

- **Unfruitful expenditure:** Plantation work on 20 hectare land area alongside water courses, was done by the forest department (an implementing agency under BADP) in GP: Dhanana (ZP: Jaisalmer) during 2015.

Maintenance of plants was done up to September 2019. Since then, maintenance of the plants was not being done. In absence of maintenance, most of the plants did not survive.



Water Course Plantation, 7 DND Dhanana, GP: Dhanana, PS: Sam, ZP: Jaisalmer (Work ID: 2016-17/16100) (Completed: April 2017). Date of Physical Verification 04.10.2021.
In absence of maintenance, most of the plants did not survive.

(iv) Works executed under Infrastructure Sector

This sector covers the works related to construction of Roads, link road, bridges, culverts, foot step bridges, footpaths, pathways, ropeways, steps/masonry steps and helipads under Infrastructure-I category and works related to safe drinking water supply under Infrastructure-II category.

a) Infrastructure I

During joint physical verification, out of 83 assets constructed under this sector, 28 asset were found damaged and thus needed repairing. Other deficiencies like incomplete/improper site selection for assets (in 9 cases) and construction not as per specification/defective (in 8 cases) was also found noticed. (Details given in *Appendix XI*). The illustrative cases are as under:

- **Damaged roads:** It was observed that two bituminous roads constructed under BADP were not being properly maintained and there were potholes, road was damaged at various intervals, shoulders were broken and culverts were not constructed.



Construction of Bituminous Road from Raghwa to Kalra Kuwa ki Dhani 3 Km, GP Raghwa, PS Sam, ZP Jaisalmer (Work ID:2016-17/14849) (Completed: November 2018). Date of Physical verification-14-09-2021. Road was found in damaged (potholes) condition as maintenance was not being done.



Construction of Bituminous Road Goharka Tala to Bhurmal ki Dhani, GP and PS Chohtan, ZP Barmer (Work ID:2016-17/16713) (Completed: January 2018). Date of Physical Verification 18.10.2021. **Road and shoulders was found damaged at various places.**

Similarly, CC roads constructed under BADP were badly damaged, concrete had crumbled and expansion joints were not given. A *Kharanja* road constructed under BADP in GP 12 H (ZP: Sri Ganganagar) was found damaged in physical verification.



Construction of kharanja road H-minnor to abadi Hishamki, 11 H, GP: 12 H, PS Anupgarh, ZP Sri Ganganagar (Work ID: 2017-18/25139) (Completed: July 2018). Physical Verification during 17.09.2021 to 24.09.2021. **Kharanja road was found damaged.**

- **Construction not as per specification:** As per records of the Measurement Book, a 2.0 km bituminous road was constructed along with eight culverts/bridges of ₹ 1.46 lakh. However, on site, only 1.4 km road with one culvert was found to be constructed. Road was found in damaged condition and shoulders were broken. Repairing of road was not done despite the fact that road was under defect liability period²⁹.

29 The Contractor is responsible for making good any defects and damage found in an asset for a certain period of time (as specified in the contract) after completion and handover of the asset, is known as defect liability period.



Construction of Bituminous Road, Chak No. 10 KSR, Murba No. 188/01, Leelawati ki Dhani Tak, GP: Raimala, PS: Sam, ZP: Jaisalmer (Work ID:2018-19/29312) (Completed: June 2020). Date of Physical verification-14-09-2021.

Road was found in damaged condition and shoulders were broken whereas road was under defect liability period.

b) Infrastructure II (Safe Drinking Water supply)

During joint physical verification, out of 83 assets constructed under this sector, 9 assets were found damaged and thus, needed repairing. Other, 17 assets were found idle/non-functional while in 3 cases construction was found defective or not as per the specification. Cases of inadmissible work (1 work) and incomplete/improper site selection (1 work) were also noticed. (Details given in *Appendix XII*).

The illustrative cases are as under:

- **Construction of raw water reservoir not as per specification:** In a case of construction of raw water storage facility, the reservoir could not be filled due to poor construction as it could not be made watertight and water was absorbed by the earth through seepage. Water pump was also non-functional due to non-availability of electricity connection. No approach road was constructed to reach upto raw water storage reservoir. Thus, assets created under BADP was of substandard quality.



Construction and commissioning of raw water storage of 50 days at 190 RD of Sagar Mal Gopa canal, GP: Tejpala, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/8747) (Completed: January 2021). Date of Physical verification-21.09.2021.

Construction of raw water reservoir not as per specification.

- **Non-functional Asset:** A work of providing, laying and jointing High Density Polyethylene (HDPE) pipeline of size 90 mm at regional water supply scheme (RWSS) 4 MSR to 24-A GLR, GP: 27A undertaken under BADP in ZP: Sri Ganganagar, was found interrupted in midway for diversion of water supply to a crematorium. As a result, water could not be supplied to Ground Level Reservoir (GLR), thus, asset remained non-functional.



Providing, Laying and Jointing HDPE pipe line of size 90 mm at RWSS 4 MSR to 24-A GLR, GP 27 A, PS: Anupgarh, ZP: Sri Ganganagar (Work ID:2019-20/9539) (Completed: September 2020). Date of Physical verification 23.09.2021.

There was no water supply in the GLR as the supply was interrupted midway due to diversion of water supply to a crematorium.

- **Damaged works:** Water diggirs constructed at 4 DTM Shahgarh and Bhakre ki Dhani, GP: Bandha (ZP Jaisalmer) were found defective and damaged. As such water could not be stored due to poor construction. These works were sanctioned for GP Shahgarh whereas actual works were completed in GP Bandha which was located beyond 50 kms from "0" line 1st habitation.



Construction of Diggri at 4 DTM Shahgarh, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID:2017-18/22711) (Completed: October 2019). Date of Physical verification 23.09.2021. Diggri constructed at 4 DTM was found damaged.

Diggri constructed at Bhakre ki Dhani was found damaged. Also, offtake of canal to diggri was at higher level, As a result, water could not reach the diggri properly.

Besides, two Ground Level Reservoirs (GLRs) constructed at Bhawaru Bheel ki Dhani and Punjaram Bheel ki Dhani were leaking and water supply pipeline laid was not functional since its installation.



Construction of Ground Level Reservoir (GLR) and Pipeline at Bhawaru Bheel ki Dhani, Punjaram Bheel ki Dhani. (Completed: October 2019). **GLR was found to be non-functional.**

(v) Works executed under Social Sector

This sector covers the works related to construction of community centers, Cultural centers, Anganwadi, Capacity building/ skill development/ employment generation including tourism and hospitality, Rural Sanitation/ *Swachh Bharat Abhiyan* and construction of toilets etc.

During joint physical verification, out of 112 assets constructed under this sector, 25 assets were found damaged and thus, needed repairing. 11 assets were found non-functional and 20 assets were not being used for the intended purposes. Other deficiencies like incomplete/improper site selection for assets (in 4 cases), construction not as per specification/defective (in 6 cases) and inadmissible works (in 7 cases) were also noticed. Even, three assets claimed to be constructed were, not found existing at the site. (Details of such deficiencies in 76 assets given in *Appendix XIII*).

The illustrative cases are discussed as under:

- **Assets were not being used for the intended purposes:** The community centers created under BADP were not being used for intended purpose and cases were noticed in which community centers were being put to for personal use.



Construction of Community Hall Harnau, GP Harnau, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31656) (Completed: November 2018). Date of Physical verification-05.10.2021. **Community hall was in bad condition and was not being used for the intended community purpose, it was lying abandoned. There were many Community halls constructed under BADP in the nearby locations.**

Similarly, another community hall constructed at *Revantsing/Deepsing ka vas* under BADP, was being used for personal purpose i.e. for own business as milk collection storage by installing a freezer. Moreover, community hall was encroached by merging with adjoining house of an individual.



Construction of Community Hall Revantsing/Deepsing ka vas Pocheena, GP: Pocheena, PS: Sam, ZP Jaisalmer (Work ID: 2017-18/31497) (Completed: December 2019). Date of Physical Verification 29-09-2021.

Community hall was being used as a milk collection storage by installing a freezer.

An Anganwadi building constructed with water tank, toilet and boundary wall in ZP Bikaner was being used for personal purpose.



Construction of Anganwadi building with water tank, toilet and boundary wall, 7 KLD, GP: Kundal, PS: Khajuwala, ZP: Bikaner (Work ID: 2016-17/12946) (Completed: August 2018). Physical Verification during 31.08.2021 to 06.09.2021.

Constructed building was being used for personal purpose. Cracks were also seen in the building.

- **Incomplete asset:** The toilets constructed under BADP were found nonfunctional/incomplete.



Construction of two sets of six toilets each at Laungewala, GP: Netsi, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1974) (Completed: March 2021). Date of Physical Verification 21.09.2021

Against provision of 2 toilet sets, 3 toilet sets were constructed. Out of which, one was incomplete and one was non-functional. Only one set of six toilets was found functional.

- **Non-functional/ idle assets:** Electric supply lines were installed at Karan Singh Ki Dhani in ZP Jaisalmer, by laying electric supply line (11 KV HT line and LT line) up to the individual houses, however, houses were not electrified. Electric poles were installed without assessing beneficiary's needs.



Electrification of Karan Singh Ki Dhani 3 RYM 129/61 Raimala 3 Phase, GP Raimala, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/1609) (Completed: April 2018). Date of Physical Verification 14.09.2021.

11 KV line and LT line were erected and LT line and poles were installed in the open land where no beneficiary's house was constructed. Neither transformer was installed nor was electricity connection given/applied by any habitant of area.

Similarly, 7 kms three Phase electric LT line upto a Kachha house of *Onad Singh ki Dhani* was erected under BADP, however, no transformer was installed and no house was electrified through this line. Thus, asset remained idle/non-functional.



Electrification of Onad Singh Ki dhani, 3 PH 7 Km, Pocheena, GP: Pocheena, PS: Sam, ZP: Jaisalmer (Work ID: 2018-19/29436) (Completed: September 2020). Date of Physical Verification 29.09.2021.

Three Phase Electric lines of length of 7 KM and LT line upto a Kachha house of Onad Singh ki Dhani was laid. No transformer was installed and no house was electrified under the aforesaid work.

- **Inadmissible Works:** As per Annexure II of BADP guideline 2015, any work/scheme of individual benefit (such as roads to private basties, dera's and dhanies established in private agricultural fields, farm houses etc.) were inadmissible. Further, as per paragraph 4.11 of BADP guideline 2020, all assets created under BADP will be the property of the State Government. Any asset under BADP can be created on government owned land only. However, *Bhojanshala* and Community Rest House were created in the religious premises, which were not permissible under BADP.



Construction of *Bhojanshala* at *Khayala math* (a religious place) GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1842) (Completed: June 2020). Date of Physical verification 28 & 29.9.2021

Construction of Community Rest House with Sulabh Complex in *Khayala math* (a religious place) GP: Myazlar, PS: Sam, ZP: Jaisalmer (Work ID: 2019-20/1910) (Completed: June 2020). Date of Physical verification 28 & 29.9.2021.

Similarly, boundary wall & *Satsang Bhawan* constructed at *Swangiyan Mandir* PS: Sam (ZP Jaisalmer) was also not permissible under BADP.



Boundry Wall and Satsang Bhawan, Swangiyan Mandir, GP Myazlar, PS Sam, ZP Jaisalmer (Work ID:2019-20/1826) (Completed: July 2020). Date of Physical verification-28 & 29.9.2021. **Work of Boundary wall and Satsang Bhawan at Swangiyan Mandir (Religious Place) was not allowed under BADP.**

- **Work Execution not found at Site:** Two interlocking roads with nali constructed in GP Bandha (ZP Jaisalmer) at a cost of ₹ 19.98 lakh, were not found at the sanctioned sites, thus, construction of these assets was dubious.

<p>Interlocking Kharanja with nali 1 DTM Khasara no. 227/26 Dittovala, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31404) (Completed: January 2019). Date of Physical verification-23.09.2021. Assets was not found on the site.</p>	<p>Interlocking Kharanja with nali 1 DTM Khasara no. 227/28 Dittovala, GP: Bandha, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/31657) (Completed: January 2019). Date of Physical verification-23.09.2021. Asset was not found on the site.</p>

(vi) Works related to Sports Activities

This sector covers the works related to construction of Play fields, Mini Open Stadium, Indoor stadium/auditorium, Sports articles etc.

Joint physical verification of 13 works created in Sports sector under BADP revealed that seven assets were idle/non-functional and one asset was damaged, thus, required repairing. (Details given in **Appendix XIV**).

The illustrative cases are discussed as under:

- **Idle asset:** A Basketball playground was constructed at Government Primary School, 6 MSR in ZP Sri Ganganagar. However, it being primary school, the basketball playground was not being utilised. Basketball net and hoop were also not available. This also indicates that asset was created without ensuring its utility.



Construction of playground at Government Primary School, 6 MSR, GP: 4 SSR, PS: Anupgarh, ZP: Sri Ganganagar (Work ID: 2020-21/6077) (Completed: March 2021). Physical Verification during 17.09.2021 to 24.09.2021

Basketball Playground was constructed at Government Primary School (GPS), however, basketball net and hoop were not available. Playground was not being utilised for the intended purpose.

- **Damaged asset:** A Basketball court was constructed under BADP in Longewala (ZP: Jaisalmer), its construction was found poor and the asset was not being used.



Basket Ball court, Longewala, GP: Netsi, PS: Sam, ZP: Jaisalmer (Work ID: 2017-18/22767) (Completed: August 2019). Date of Physical Verification 21.09.2021.

Surface of the court was broken and not properly cemented.

The issue regarding execution of defective/incomplete/inadmissible works was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

GoR stated (May 2022) that directions have been given to implementing agencies concerned to remove/repair the defects/deficiencies noticed during physical verification and to utilise the non-functional/idle assets for the intended purpose. Further, a letter has been written to PS Jaisalmer and PS Sam with regard to assets not found at site. A joint committee of Executive Engineer and Project Officer (Finance and Accounts) has been constituted to investigate the matter and fix responsibility of officer/employee involved. The details of disciplinary action taken and recovery effected as per rule will be informed.

2.1.10.6 Execution of works below the threshold limit

As per Paragraph 5.13 of Guidelines 2015, DLC shall ensure that no schemes below the estimated cost of ₹ 5 lakh are included in the AAP of the BADP, except sports activities and construction of toilets.

Audit, however, observed that during 2016-20, 471 works of ₹ 17.81 crore, individually below the threshold limit of ₹ 5 lakh were included in the AAPs and an amount of ₹ 16.38 crore was incurred (as of July 2021) on these works. Summary of such works is given in table 13.

Table 13

(₹ in crore)				
S. No.	District/Block	Number of works sanctioned	Sanctioned Amount	Expenditure
1	Barmer	10	0.45	0.36
2	Bikaner	70	2.10	1.00
3	Jaisalmer	142	4.77	4.67
4	Sri Ganganagar	249	10.49	10.35
Grand Total		471	17.81	16.38

GoR stated (May 2022) that the works sanctioned were of important nature and were approved by the GoI. In future, the norms will be adhered to and works below the estimated cost of ₹ 5 lakh will not be included in the AAP.

2.1.10.7 Payment under labour component

Rule 181 of Rajasthan Panchayati Raj Rules (RPRR), 1996 provides that in execution of works on contract: (1) Panchayati Raj Institution (PRI) may also execute any work through contractors unless execution of such work through contractor is otherwise restricted by the guidelines of the scheme concerned. Further, Sub rule (2) provides that notwithstanding anything contained in sub-rule (1) PRI may execute any work by deploying workers on muster-rolls. Further, Sub rule (3) provides that PRI may procure material on contract basis for works to be executed under sub-rule (2) above, after following the due procedure for inviting tenders for purchase of construction material.

In addition, GoR issued (April 2017) instructions that under all other departmental schemes except MGNREGS, construction works costing more than ₹ 5 lakh (including labour and material) should be done through open tender as per the provisions of Rajasthan Public Procurement Transparency (RTPP) Act, 2012 and RTTP Rules, 2013.

In ZP Jaisalmer, six GPs did not invite tenders as prescribed in RPRRs for execution of nine works amounting to ₹ 102.64 lakh (each work exceeding ₹ 5 lakh including material and labour). Further, the GPs, for execution of these works, procured the material from the contractors under annual rate contracts and surprisingly made payment of wages amounting ₹ 26.48 lakh to the same contractors for providing labourers.

Thus, GPs did not engage the contractor for labourers through competitive biddings. This was in contravention of the RPRRs, 1996 and RTPP Rules, 2013. The list of such cases is given in *Appendix XV*.

GoR stated (May 2022) that information has been sought from PS Sam and accordingly compliance will be furnished soon.

2.1.10.8 Indicators for Outcome based monitoring

The Output-Outcome Monitoring Framework (OOMF) represents an important reform towards outcome-based monitoring. The Framework endeavors to provide measurable indicators for achievement of scheme objectives, or the 'Outcomes'.

The OOMF exercise was entrusted (2017) to Development Monitoring and Evaluation Office (DMEO), NITI Aayog. The Framework is being updated on annual basis which is laid before the Parliament along with the Union Budget. The framework facilitates target setting on output (measurable product of program activities) and outcome (collective results or qualitative improvements brought about by delivery of services) indicators by the Ministries/Departments.

Proformas were prepared by the NITI Aayog for identification of indicators for Outcome based monitoring of CSS Schemes for the year 2018-19.

DBM, MoHA, GoI desired (December 2017) information in prescribed proforma for providing information regarding indicators for outcome-based monitoring of CSS for the year 2018-19. The position of indicators for outcome-based monitoring in respect of villages within 0-10 kms from IB as evident from scrutiny of information furnished (July 2018) by GoR is given in the **table 14** below:

Table 14

S. No.	Indicator	Status of indicators for Outcome based monitoring as of 31 March 2018	Status of indicators for Outcome based monitoring during 2018-19	
		Total No. of villages within 0-10 Km from IB = 1,095	Target	Achievement
1	Number of border villages having health facilities	232	35	0
2	Number of border villages having education facilities	479	261	0
3	Number of border villages with roads connectivity.	428	226	0
4	Number of border villages having electricity supply.	599	78	0
5	Number of border villages with water supply	403	247	0

Source: As per information provided by RDD.

It is evident that none of the targets set was achieved during the year 2018-19.

Further, Audit observed that information in respect of Indicators for Outcome based monitoring of CSS schemes for the year 2019-20 and 2020-21 was not available on records at State level as well as at district level.

GoR stated (May 2022) as per guideline, works for filling of critical gaps are being included in ensuing AAPs and works will be prioritised on the basis of *Mission Antyodaya* to saturate the villages of 0-10 km from border area.

Audit Objective - 3 : Whether effective internal control and monitoring mechanism existed ?

2.1.11 Monitoring, Supervision and Evaluation of the Scheme

Management Information System (MIS) application developed in MoHA, GoI by treating village as well as scheme/project as the basic unit, was implemented w.e.f. the year 2015-16. As per BADP guidelines, all the activities, including submission of the Annual Action Plans, release of funds, monitoring and e-filing were strictly to be done through MIS application.

2.1.11.1 Identification of district IT Nodal Officer for BADP

As per paragraph 11.2 of the guidelines 2015, the State Governments shall identify a Nodal Officer of sufficient seniority at the State as well as district level who has adequate knowledge of Information Technology to function as State/district IT Nodal Officer to oversee the regularity and accuracy of the data being furnished by the districts to the State and by the State to the MoHA. The Nodal Officer will regularly interact with the NIC Coordinator at State headquarter. The District Magistrate shall fix responsibility for uploading the data on the application and its uninterrupted maintenance at district level as well as block level as the case may be.

Audit, however, observed that the Assistant Programmer, RDD was appointed as State IT nodal officer only in March 2021 for coordination and uploading of MIS data. However, no officer was nominated as district IT Nodal Officer. As such, uploading of data on the application and its uninterrupted maintenance was not monitored.

GoR stated (May 2022) that in ZP Barmer, the work is executed by appointing MIS Manager of MGNREGS as Nodal Officer. In remaining three ZPs the IT Nodal Officer will be appointed soon.

2.1.11.2 Uploading of data on MIS application

As per the instruction issued (May 2015) by DBM, MoHA, for implementation of MIS application, the State Government was required to take the following actions immediately:-

- i) Upload the updated data of baseline survey indicating the available amenities in all the border villages in the identified border blocks, including their population (census 2011), area and distance from the international land border in the baseline survey application available on the website of MoHA.

- ii) Upload the data of each scheme undertaken in the villages under the BADP during the year 2012-13 onwards including UCs, Progress Reports, and completion certificates with photographs on the AAP application available on the test server on NIC Net.

Audit, however, observed that the aforesaid information/data was yet to be uploaded on the MIS application and the work was stated (October 2021) to be under progress even after lapse of five years.

In the exit conference (March 2022), the Deputy Secretary of RDD stated that IT related works in the districts is being done by staff with the help of MIS managers.

GoR stated (May 2022) that information/data for the period 2014-15 to 2019-20 related to ZP Barmer, Bikaner and Jaisalmer have now been uploaded on MIS. However, reply was silent regarding ZP Sri Ganganagar.

2.1.11.3 Geo-mapping of Projects undertaken in BADP

As per paragraph 9.5 of Guidelines 2020, the State Government shall develop an inventory of assets created under the BADP in border census villages/habitations, for analytical purposes etc. All projects are to be geo-mapped and uploaded on BADP Online Management System. All projects taken up under BADP during last 10 years should be geo-mapped and uploaded on the specific thematic layers on the *Bhuvan Platform*.

Audit scrutiny of records in test checked ZPs revealed that none of the projects taken up under BADP during last 10 years were geo-mapped and uploaded on the specific thematic layers on the *Bhuvan Platform* till date (March 2022).

GoR stated (May 2022) that details of assets constructed and works proposed under BADP have been uploaded on BADP Online Management System in ZP Barmer, Bikaner and Sri Ganaganagar. Further, in respect of ZP Bikaner works of last two years have also been geo mapped. In ZP Jaisalmer, the work related to uploading on BADP Online Management System and on the specific thematic layers on the *Bhuvan Platform* is under progress.

2.1.11.4 Submission of Quarterly Progress Report

As per paragraph 10.3 and 10.5 of the guideline 2015, the DLC shall take responsibility of monitoring of implementation of works under BADP as well as quality of works and submit a Quarterly Progress Reports (QPR) to State Government for onward transmission to MoHA along with the photos of the works/schemes. QPR should be submitted scheme-wise to the DBM, MoHA latest by 15th day of closure of the quarter through MIS application (in the prescribed proforma at Annexure-VI).

Audit, however, observed that during 2016-21, all the QPRs were sent to GoI with delay ranging between 13 and 222 days after the due date. In most of the cases, all the test checked ZPs could not submit the QPRs to GoR within the time limit. The details are given in the **table 15**.

Table 15

Year	Quarter Ending	Due date	Date of Receipt from Districts				Date of sending to GoI	Delay (in days)
			Bikaner	Barmer	Jaisalmer	Sri Ganganagar		
2016-17	6/16	15.07.16	29.07.16	04.08.16	23.08.16	17.08.16	29.08.16	45
	9/16	15.10.16	05.10.16	08.11.16	26.10.16	17.10.16	28.11.16	44
	12/16	15.01.17	13.01.17	20.01.17	19.01.17	20.01.17	17.02.17	33
	3/17	15.04.17	05.05.17	13.04.17	12.04.17	13.04.17	26.05.17	41
2017-18	6/17	15.07.17	15.09.17	25.07.17	08.09.17	19.07.17	25.09.17	72
	9/17	15.10.17	23.10.17	06.11.17	02.11.17	24.10.17	22.11.17	38
	12/17	15.01.18	25.01.18	30.01.18	14.02.18	06.02.18	28.02.18	44
	3/18	15.04.18	01.05.18/ 02.08.18 (Revised)	26.07.18	25.05.18	15.05.18	13.08.18	120
2018-19	6/18	15.07.18	02.08.18	26.07.18	30.07.18	13.07.18	13.08.18	29
	9/18	15.10.18	20.11.18	01.11.18	14.11.18	19.11.18	03.12.18	49
	12/18	15.01.19	07.02.19	07.02.19	15.02.19	11.04.19	21.05.19	126
	3/19	15.04.19	24.05.19	14.05.19	03.06.19	27.06.19	11.07.19	87
2019-20	6/19	15.07.19	17.07.19	05.09.19	20.09.19	16.08.19	24.09.19	71
	9/19	15.10.19	24.10.19	23.10.19	18.10.19	05.11.19	18.11.19	34
	12/19	15.01.20	15.01.20	30.01.20	11.02.20	13.02.20	19.02.20	35
	3/20	15.04.20	12.05.20	28.05.20	04.06.20	16.06.20	10.07.20	86
2020-21	6/20	15.07.20	14.07.20	04.09.20	09.10.20	08.10.20	16.10.20	93
	9/20	15.10.20	16.10.20	22.10.20	05.10.20	08.10.20	28.10.20	13
	12/20	15.01.21	21.01.21	04.02.21	15.07.21	01.02.21	25.08.21	222
	3/21	15.04.21	15.04.21	08.07.21	15.07.21	14.07.21	25.08.21	132

Source: As per information provided by ZPs and RDD.

GoR stated (May 2022) that the information of financial and physical progress of works required to be included in QPR is provided with delays by the different departments/IAs. However, efforts will be made to send QPR on time.

2.1.11.5 Inspection of works

As per paragraph 10.1 of the guidelines 2015, the State Governments shall develop an institutional system for inspection of the BADP schemes/projects and submit reports to the DBM, MoHA. Each border block should be assigned to a high-ranking State Government nodal officer who should regularly visit the block and take responsibility for BADP schemes. A quarterly report should be sent to the MoHA on the MIS application, indicating the number of inspections conducted and highlighting the important achievements/lacunae pointed out in the reports of the inspecting officers.

The norms prescribed (January 2009) by State Government for inspection under BADP, are summarized in table 16.

Table 16

S. No.	Post	Norms for Inspection
1	Project Director cum Dy. Secretary Rural Development Dept. (SAP)	Quarterly Inspection 40 works in a year (10 work in each district)
2	Dy. Secretary/Equivalent Officer HQ	Minimum 5 works of BADP during visit of district
3	District Collector	Physical Inspection of 1 <i>per cent</i> of works under BADP
4	Chief Executive Officer, ZP	Physical Inspection of 10 <i>per cent</i> of works under BADP
5	Project Officer, BADP, ZP	Physical Inspection of 100 <i>per cent</i> of works under BADP

Audit scrutiny of records revealed that although norms were fixed by the State Government for inspection of works under BADP, however, report in respect of such inspections, if conducted, was not being submitted to DBM, MoHA.

Besides, records/registers to show the details of the inspections conducted by the officers, were also not maintained at State level and district level. An expenditure of ₹ 15.71 lakh was shown as incurred on hiring of vehicles for inspection of schemes under Administrative head of BADP during the year 2016-21, at state level. In absence of the relevant records, it cannot be ascertained whether inspections were carried out.

On being pointed out, PD (SAP) as well as ZPs concerned except Jaisalmer stated (July-October 2021) that inspection of work is carried out but records/reports are not maintained.

GoR stated (May 2020) that inspections of works were carried out as per norms in ZP Barmer, Bikaner and Sri Ganganagar. However, records related to inspection were not maintained. In future, records related to inspections will be maintained. In respect of ZP Jaisalmer, it stated that due to vacant post of CEO, less inspections were carried out during 2016-17 to 2020-21. In future, inspections will be carried out as per norms.

2.1.11.6 Third-Party Inspection and Evaluation Study

As per paragraph 10.1 of guidelines 2015, third party inspections (TPI) also needed to be commissioned by the States for an independent feedback on the quality of work and other relevant issues. GoI directed (November 2013 and June 2015) the State Governments to submit the inspection reports of nodal officer, third party inspections agency (TPIA) etc. with an action taken note on these inspection reports twice every year. GoI also forwarded (July 2018) a sample (filled) proforma for submission of inspections of BADP works/project conducted by TPIA to State Governments.

i) Third Party Inspection

Third party inspections for 235 works executed under BADP during the period 2014-18 at the State/district level, were assigned (June 2016 to July 2018) to four persons/institutions³⁰ (TPIA). In this regard, Audit observed that:

- State Government did not submit the inspection reports of TPIA with action taken notes on these inspection reports twice every year to GoI. However, a summary report of TPIs in respect of these 235 works was sent (January 2020) to GoI after several reminders.
- TPIA had submitted their inspection reports after lapse of considerable time from the date of inspections.
- Follow up/action taken on the shortcomings/suggestions pointed out by the TPIA, were not monitored properly.

30 (i) Swami Keshwanand Institute of Technologies Jaipur, (ii) Pragyan Research Institute of Diploma Engineering Balotra, (iii) Er. Raj Kumar Jandu Bikaner and (iv) ETTL Jaipur (for Sri Ganganagar district).

- Information of TPIs in respect of work undertaken during the year 2018-21, was not available on the records.

GoR stated (June 2022) that third party inspection report in prescribed format was sent (January 2020) to GoI. Recommendations of this report was sent to four BADP districts with directions for compliance of the recommendations and efforts were made by Departmental officers during field visits for ensuring the compliance. However, during 2019-20 and 2020-21 due to covid pandemic and lockdown monitoring and other activities of the scheme were impacted.

The fact however remains that the State Government did not submit the inspection reports of TPIA with action taken notes on these inspection reports twice every year to GoI and proper monitoring of follow up action taken on the recommendations was also not done.

ii) Evaluation Study

The Programme Evaluation Organization (PEO), NITI Aayog (erstwhile Planning Commission) on the request of the implementing Ministry, carried out (2012) an evaluation of BADP for the reference period from 2007-08 to 2010-11. The main objective of the study was to assess whether the programme has achieved the desired level of coverage and impact on the beneficiaries and to suggest modifications/ improvements to the programme to ensure its greater efficacy and impact. The report was published in June 2015.

However, the details of follow up action taken by the department/ZPs on the aforesaid evaluation study report, was not provided to the Audit, though called for (January 2022).

Further, Directorate Evaluation Organisation, Jaipur conducted an evaluation study on BADP and submitted (August 2015) the report to PD (SAP), RDD.

GoR stated (June 2022) that after analysing the evaluation study on BADP conducted by Directorate Evaluation Organisation, actionable points were sent to all the four BADP districts and were directed (October 2015) for taking action on these points. The action taken was also communicated (December 2015) to Directorate Evaluation Organisation and recommendations forwarded to BADP districts for compliance.

However, further evaluation study was not conducted thereafter in the State.

GoR further stated that in absence of clear guidelines, further evaluation study was not conducted and assured that in future action will be taken as per rule.

2.1.11.7 Conduct of SLSC meetings

Para 7.4 and 7.6 of guideline 2015 provides that the SLSC shall meet at least twice in a year. The first meeting shall be convened in March/April in order to finalize and approve the AAP and schemes recommended by the DLCs. The second meeting shall be held in November/December to review the progress of schemes under the BADP, submission of Utilization Certificates (UCs) & Quarterly Progress Reports (QPRs) etc.

Audit scrutiny of records revealed that the second meeting of SLCC which mainly pertained to monitoring of progress of works and submission of UCs/QPRs, was not conducted during 2018-21.

Audit is of the view that this could be a reason for delay in submission of UCs/QPRs to GoI as discussed in earlier paragraphs 2.1.9.1 and 2.1.11.4.

Moreover, the first meeting was also conducted with a delay of four months during 2019-20. The PD (SAP), RDD accepted (July 2021) the facts.

GoR stated (May 2022) that as GoI regularly issues new directions regarding AAPs prepared by districts, therefore, it takes time to implement the directions in verbatim. With regard to second meeting, it further stated that the purpose of second meeting is monitoring which is done every month at Secretary level with the districts. Also, monitoring of all the schemes is done once or twice a year under the chairmanship of Chief Minister/Chief Secretary.

The reply is not acceptable as SLSC has been specifically constituted for approval of AAP and monitoring of progress of works under BADP. Due to non-conduct of meeting of SLSC as per norms, the AAPs were sent to GoI with delays and monitoring of the scheme was also poor.

2.1.11.8 Conduct of DLC meetings

GoR issued (March 2003) orders to constitute DLCs for each BADP district and instructed to organize quarterly meeting of DLC i.e. four meetings in a year. The district wise details of DLC meetings organised during 2016-21 is given in the table 17 below

Table 17

Name of District	Numbers of meetings organised during a year					Total
	2016-17	2017-18	2018-19	2019-20	2020-21	
Barmer	1	1	2	1	0	5
Bikaner	1	4	3	1	2	11
Jaisalmer	1	1	1	2	2	7
Sri Ganganagar	1	1	2	2	1	7

Source: As per information provided by ZPs.

As evident from the above table, none of the districts organised the required number of meetings during 2016-21 except Bikaner during 2017-18. In case of Jaisalmer district, the minutes of meeting were also not issued during 2016-19.

GoR stated (May 2022) that the required number of meetings could not be held due to involvement of various stakeholders pertaining to different departments. During 2020-21, covid pandemic also affected the meetings of DLC.

2.1.11.9 Social Audit System

As per BADP guidelines³¹, an appropriate Social Audit system was required to be put in place by the State Governments. Further, annual Social Audit of the works completed in the border areas, was to be carried out by the *Gram Sabha* or similar local bodies of border districts/representatives of BGF concerned.

31 Guidelines 2015: Paragraph 10.1 and Guidelines 2020: Paragraph 9.1

The implementing agency was also to be invited to present status of the works taken up by them.

Audit, however, observed that Social Audit of the works executed under BADP, was not conducted in any of the test checked ZPs.

GoR stated (May 2022) regarding ZP Barmer that social audit was conducted alongwith MGNREGS. However, reply was silent regarding remaining three ZPs.

The issue regarding not taking action on recommendation of evaluation study and non-conducting of social audit of the scheme was also highlighted in previous Audit Report (for the year ending March 2015). RDD, however, did not initiate corrective action in this regard.

2.1.11.10 Non-Availability of Display Board at Project Site

As per paragraph 10.5 of the guidelines 2015, a display board may be kept at project sites indicating that the work is being done/has been completed under the BADP of GoI.

During Joint physical verification (August-October 2021) of 419 work sites, the display boards were not found at site of 234 works³² (55.85 per cent).

GoR stated (May 2022) in respect of ZP Barmer, Bikaner and Sri Ganganagar that photograph of display board is sent along with Completion Certificate of a work. This is also ensured during the adjustment of CC. However, the display board may be destroyed at a later stage due to rain/pipeline work/electrification/theft etc. In respect of ZP Jaisalmer, it stated that reasons for non-availability of display board has been sought (May 2022) from PS Sam and has been directed to install new display board.

2.1.12 Conclusion

BADP in the State was implemented with the objective to meet the special developmental needs and wellbeing of the people living in remote and inaccessible areas situated near the international border.

Audit scrutiny revealed that to identify the critical gaps in infrastructure, baseline survey was not conducted and accordingly, village wise long term action plan to fulfill these critical gaps, was also not prepared.

DLC neither defined the term 'saturation of a village with basic infrastructure' nor was any village within 10 km from zero line declared as saturated despite utilisation of ₹ 2,187.20 crore for the Programme by the State during the period 1993-2021.

Funds remained parked with GoR for long periods and were thus released to Implementing Agencies with delays. Also, advances given to Implementing Agencies were not adjusted timely. The interest earned by Implementing Agencies on BADP funds was not accounted for.

32 Anupgarh-36 works, Chohtan-23 works, Khajuwala-37 works and Sam-138 works.

Instances of lower participation of female in skill development trainings, imparting training in non-BADP blocks, non-employment of trainees under Employment Linked Skill Training Programme, non-creation of skill development training centres despite availability of funds, charging of inadmissible administrative expenditure by RSLDC, non-reconciliation and non-adjustment of advances from RSLDC, were also noticed.

Various deficiencies were noticed in execution of works during physical verification such as executed work not found on site, execution of inadmissible work, unfruitful/idle/non-functional work, damaged and incomplete works etc.

The internal control and monitoring mechanism was poor as quarterly progress reports were not submitted in time, follow up action on Third Party Inspection and evaluation study was not monitored properly. Required number of meetings of SLSC and DLC were not conducted. Reports related to inspection were not maintained and Social Audit of the Scheme was not conducted.

2.1.13 Recommendations

The State Government should

- (i) Conduct baseline survey/spatial resource mapping to accurately identify the critical gaps in basic and social infrastructure;*
- (ii) Prepare Annual Action Plan with due diligence;*
- (iii) Define the term 'saturation of a village with basic infrastructure' and aim at saturating villages/habitation within 10 km range from zero line with the essential infrastructure on priority;*
- (iv) Release funds to ZPs in time and also ensure utilization of funds lying in PD account of ZPs and timely adjustment of advances given to implementing agencies;*
- (v) Ensure coverage of 509 villages/habitations within 0-10 km range which were left out and no works were sanctioned in them during 2016-21;*
- (vi) Execute the works under BADP according to scheme guideline and ensure they are fruitful and functional for local population;*
- (vii) Ensure effective use of the internal control and monitoring mechanism prescribed.*

2.1.14 Acknowledgement

Audit acknowledges the cooperation extended by the Rural Development Department during the course of Performance Audit.

2.2 Functioning of Member of Legislative Assembly Local Area Development Scheme

Executive Summary

The Member of Legislative Assembly Local Area Development (MLALAD) Scheme was introduced in 1999-2000, with a view to carry out developmental works of capital nature in the constituency areas, on recommendations of MLAs up to their annual entitlement. The annual entitlement of an MLA was ₹2.25 crore since 2016-17. (Para 2.2.1, page:68)

Performance audit of the MLALAD Scheme covering the period 2016-21, revealed that the Scheme was popular as substantial number of works for creation of assets of public use, were undertaken to cater to local requirements. Audit, however, observed that an amount equals to more than double the average annual allocation always remains with the executing agencies, as advance. State Government released only 60.75 per cent of the budget provisions during 2018-21 due to availability of sufficient/unspent funds in the PD Account of ZPs and advances with executing agencies. (Para 2.2.7.1, page:72; 2.2.7.2, page:73 and 2.2.8.1, page:80)

The Department did not initiate stern and effective steps against executing agencies for adjustment of pending advances, which increased to ₹ 809.14 crore as of March 2021. Annual utilisation of the available funds ranged between 33.86 per cent and 74.94 per cent due to delayed or non-submission of Utilisation Certificate (UC)/ Completion Certificate (CC). (Para 2.2.7.2, page:73)

MLAs of four (out of seven) test checked districts did not recommend 20 per cent funds for the areas inhabited by SC/ST and Sambal Gram as prescribed in the scheme guidelines. Convergence of available funds with MGNREGS was also not done by the seven test checked districts. (Para 2.2.7.5, page:77 and 2.2.7.6, page:78)

Works were executed in a deficient manner as audit noticed instances of execution of inadmissible works, execution of works without following prescribed norms/regulations, incomplete works, delay in issuance of sanctions, not taking action on recommendations of evaluation study of the scheme, not carrying out quality testing of works through third party etc. despite pointed out in previous Audits of the scheme. (Para 2.2.9.1, page:82; 2.2.10, page:83; 2.2.12, page:93 and 2.2.13, page:95)

2.2.1 Introduction

The Government of Rajasthan (GoR) introduced a plan scheme 'Member of Legislative Assembly Local Area Development Scheme' (MLALAD) in the year 1999-2000 with a view to carry out developmental works of capital nature in the constituency areas on the recommendations of Members of Legislative Assembly (MLA) as per local needs. The State is divided into 200 Assembly Constituencies (ACs). Initially, ₹ 25 lakh per year per AC was

earmarked, which was gradually³³ raised to ₹ 2.25 crore per year per AC in 2016-17.

The salient features of the scheme are as under:

- Each MLA can recommend capital works of ₹ 2.25 crore in a year with a ceiling of ₹ 50.00 lakh for an individual work. In special circumstances, the permission for sanctioning of individual work more than ₹ 50.00 lakh is required to be taken from the GoR.
- The works under this scheme should primarily be of **durable and developmental** nature and created on land of Government/Local Body.
- The works under this scheme are to be implemented by any of the Government Departments, Local Bodies, Non-Governmental Organisations, Trust and agencies.
- At least 20 *per cent* of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and *Sambal Gram*³⁴.
- Funds required for implementation of works recommended by MLAs, are released to the Executing Agencies (EAs) directly by the Zila Parishads (ZPs) out of the funds released to ZPs by the RDD from the yearly allocation for the scheme.
- Works related to repair/renovation of the Government assets for public use can be recommended by MLAs up to 20 *per cent* of their annual allotment.
- Funds under the scheme are treated as non-lapsable and unutilised funds can be utilised in subsequent years.

The scheme is administered by the Rural Development Department (RDD), GoR and is governed by the guidelines issued in February 2000. The guidelines were further revised in February 2003, September 2005, July 2009, March 2013 and November 2018. The scheme is fully funded by GoR and implemented in rural as well as in urban areas of the State.

2.2.2 Organisational set-up

At the State level, RDD is the Nodal department for the scheme. The Principal Secretary/Secretary is responsible for release of funds to District Authorities (DAs) as per MLAs' entitlement and number of MLAs and also for the supervision, monitoring and coordination with districts.

At the District level, ZP (Rural Development Cell) is the Nodal office for the scheme. District Collector and Chief Executive Officer (CEO), ZP are the

33 ₹ 40 lakh from 2000-01; ₹ 60 lakh from 2001-02; ₹ 80 lakh from 2007-08; ₹ 1.00 crore from 2010-11 and ₹ 2.00 crore from 2012-13.

34 Social Justice & Empowerment Department implements *Sambal Gram Vikas Yojana*, under which, ₹ 5.00 lakh per annum are provided to villages having more than 40 *per cent* population of Scheduled Caste for development of basic facilities.

DAs. District Collectors are responsible for review and monitoring of the scheme, timely issue of sanctions and completion of works. CEO, ZP is responsible for issue of administrative and financial sanctions and execution of works through EAs³⁵, maintaining funds in Personal Deposit (PD) account and release of funds to EAs, maintenance of accounts and their auditing, submission of monthly physical and financial progress report and Chartered Accountant (CA) Audit Report to RDD.

In Rural Development & Panchayati Raj Department (RD & PRD), scheme wise works sanctioned/executed are being monitored through a work flow based system namely Integrated Work Monitoring System (IWMS³⁶) since 2014-15, which captures the details right from the receipt of proposals of the works (on recommendation of MLAs) to the stage of completion certificates.

2.2.3 Audit Scope and Methodology

The Performance Audit, covering the period 2016-21, was commenced in July 2021 with an entry conference (6 July 2021) with the Secretary, RDD, GoR, wherein audit objectives, selection of units, audit methodology and scope of performance audit were explained. Records in RDD, selected ZPs, PSs and GPs were examined during July 2021 to October 2021.

The Rajasthan State is divided into seven administrative regions. Audit selected seven³⁷ districts from seven administrative regions of the State (one district from each region) randomly through *iDEA* software for test check. Further, in each selected district, two blocks *i.e.* total 14 blocks³⁸ were selected by random sampling through *iDEA* software. In addition, one block Chhabra (Baran district) was included in the Audit sample, on the request of Secretary, RDD, thus, making a total of 15 Panchayat Samities (PSs). A sample of 374 works, out of 2,060 works³⁹ (maximum 20 works selected locally in each block) were also selected for detailed scrutiny and physical verification.

Audit findings, conclusions and recommendations were communicated to the Government in January 2022 and also discussed with the Secretary, RDD and officers of the implementing agencies in an exit conference held on 25th January 2022. Views of the Government expressed in the exit conference and received subsequently, have been considered and appropriately incorporated in the Report.

35 Panchayati Raj Institutions (PRIs), Urban Local Bodies (ULBs), Line Departments-Public Works Department (PWD), Public Health Engineering Department (PHED) etc. and Non-Governmental Organisations (NGOs).

36 IWMS: is a work flow based system developed by NIC for Rural Development Department, GoR which provides application for online generation of Administrative, Technical and Financial Sanctions, generation of UC/CC, dash board reports for effective monitoring, generation of Asset register and mobile app to upload geo-tagged photographs of the work executed by the department.

37 Baran, Bhilwara, Churu, Jodhpur, Karauli, Pratapgarh and Sikar.

38 Baran: Anta, Baran; Bhilwara: Bhilwara (urban), Banera; Churu: Churu, Rajgarh; Jodhpur: Dechu, Luni; Karauli: Karauli (urban) and Todabhim; Pratapgarh: Peepal Khoont, Pratapgarh; and Sikar: Sikar (urban), Dhod.

39 This includes works of Chhabra block.

2.2.4 Audit Objectives

The objectives of the Performance Audit were to ascertain whether:

- i. the funds allocated and released were adequate and utilised economically and efficiently for achieving the objectives of the Scheme;*
- ii. the Scheme was being implemented economically, efficiently and effectively; and*
- iii. there was effective internal control and monitoring mechanism.*

2.2.5 Audit Criteria

The Audit criteria applied in the performance audit were derived from the following:

- Guidelines of the MLALAD Scheme and amendments made from time to time.
- Various circulars and orders issued by the RDD.
- *Gramin Karya Nirdeshika* (GKN), 2010.
- Rajasthan Panchayati Raj Rules (RPRRs), 1996.
- Public Works Financial and Accounts Rules (PWF&ARs).
- Rajasthan Transparency in Public Procurement (RTPPP) Rules, 2013.

2.2.6 Response to previous audit findings

Previous performance audits/reviews on this topic were included in the Comptroller & Auditor General of India Audit Report (Local Bodies) for the year ended March 2010 and 2016. Audit Report ended March 2010 was deemed discussed by the Committee on Local Bodies and Panchayati Raj Institutions.

In case of Audit Report for the year ended March 2016, recommendation report by Committee on Local Bodies and Panchayati Raj Institutions, based on Government replies, was under preparation as of February 2022.

Audit findings

Audit findings, emerged through Audit scrutiny/test check of records maintained by RDD (at State level), selected seven Zila Parishads (ZPs) and 15 Panchayat Samitis (PSs) and joint physical inspection of 374 works executed under the scheme, are discussed audit objective wise, in the succeeding paragraphs.

Audit Objective 1: Whether the funds allocated and released were adequate and utilised economically and efficiently for achieving the objectives of the Scheme?

2.2.7 Financial Management

2.2.7.1 Short release of funds to the ZPs

Para 4.1 of MLALAD guidelines (2013 and 2018) stipulates that after approval of the budget, funds from the State level i.e. RDD (GoR) shall be allotted/transferred annually to each ZP (directly in the PD account) on the basis of number of MLAs under the particular ZP for implementation of the various activities under the Scheme. Further, as per para 4.2 of the guidelines, 80 per cent of the total allotted funds are required to be released as a first instalment and remaining 20 per cent funds as second instalment to the districts.

Year-wise budget provision, revised budget provision and amount actually released under the scheme to the ZPs, during the period 2016-21, is given in table1.

Table 1

(₹ in crore)

Year	Budget Provision	Revised Budget Provision	Releases			
			I st Instalment	II nd Instalment	III rd Instalment	Total
2016-17	400	400	320	80	0	400
2017-18	400	500	200	75	225	500
2018-19	450	325	225	0	0	225
2019-20	450	450	225	145.13	0	370.13
2020-21	450	225	225*	0	0	225
Total	2,150	1,900	1,195	300.13	225	1,720.13

Source: Figures of budget provision and revised budget provision taken from the finance accounts and figures of actual release are provided by RDD.

*** Note:** During 2020-21, financial sanction was issued (24.08.2020) to release ₹ 225 crore by the Finance Department however, as per certified annual accounts ZPs received only ₹ 220.50 crore. Thus, Finance Department sanctioned ₹ 1,720.13 crore during 2016-2021, however, as per certified annual accounts ZPs received only ₹ 1,715.63 crore.

It can be seen from the above table that:

- During 2016-21, against a total budget provision of ₹ 2,150 crore (revised to ₹ 1,900 crore) for the Scheme, GoR released ₹ 1,720.13 crore (80 per cent of original budget provision) to the ZPs. Even total releases were short of ₹ 179.87 crore (9.47 per cent) than the revised budget provision.
- The released funds significantly reduced to 60.75 per cent of the budget provision during the last three years i.e. during 2018-21 (15th Vidhan Sabha).

GoR stated (June 2022) that Finance Department did not release funds to the Scheme as per budget allocation during 2018-21 due to availability of sufficient/unspent funds in the PD Account of ZPs. It further stated that regular directions are also issued to ZPs to reduce the unutilised funds in

their PD Account. Also, during 2021-22, funds have been released as per the allocation.

The fact however remains that RDD did not ensure utilization of funds by ZPs resulting in less release of funds by Finance Department.

- Further, funds were not released to the ZPs in the manner as prescribed in the scheme guidelines i.e. two instalments of 80 per cent and 20 per cent of the total allotted funds, except during the year 2016-17. Moreover, three instalments were released during 2017-18 instead of prescribed two instalments.

The RDD stated (July 2021) that during 2017-21, proposals for releasing of 80 per cent of funds as a first instalment were submitted to Finance Department but the Finance Department provided concurrence for releasing of 50 per cent funds only instead of 80 per cent. Efforts will be made for obtaining concurrence of the Finance Department for releasing of funds as prescribed in the guideline in the ensuing financial years.

2.2.7.2 Under-utilisation of available funds

As per the provisions of GKN 2010 and the scheme guidelines, with the approval of Financial Sanction (FS) by the ZP concerned, 80 per cent of the sanction amount is required to be released to the respective EA for execution of the work. On the other hand EA is responsible to complete the work in stipulated time and to submit utilisation certificate to the ZP for final adjustment of the funds.

During the period 2016-21, year-wise utilisation of the funds available under the scheme in State, is given in table 2.

Table 2

(₹ in crore)

Year	Opening Balance		Funds released during the year		Total funds available (2+4+5)	Expenditure as per Annual Accounts	Expenditure in Percentage against total funds available	Closing Balance	
	Cash*	Advances with EAs [@]	GoR	Miscellaneous receipts ⁴⁰				Cash	Advances with EAs
1	2	3	4	5	6	7	8	9	10
2016-17	501.53	731.91	400.00	3.50	905.03	355.07	39.23	471.00	786.36
2017-18	469.05	782.32	500.00	4.81	973.86	329.76	33.86	519.72	912.70
2018-19	519.53	913.09	225.00	3.85	748.38	382.05	51.05	228.99	1053.80
2019-20	228.99	1050.21	370.13	6.73	605.85	401.27	66.23	341.84	912.95
2020-21	342.41	911.22	220.50	10.10	573.01	429.40	74.94	245.69	809.14
Total			1715.63	28.99		1897.55	84.48		

Source: A statement of figures for whole of the State for 2016-21 was provided by RDD which was based on compilation of certified Annual Accounts of 33 ZPs.

Note: *Cash denotes balance in PD Account of ZPs.

[@]Advances with EAs is amount lying with executing agencies against works sanctioned by ZPs and that has either not been utilised on work or is pending for adjustment against the expenditure on work due to non-submission of UC/CC.

The above table reveals that:

- Out of total available funds⁴¹ of ₹ 2,246.15 crore under the scheme an amount of ₹ 1,897.55 crore (84.48 per cent) was utilised, however, annual

40 Miscellaneous receipts includes interest and public contribution.

41 Opening balance of 2016-17: ₹ 501.53 crore + total releases during 2016-21: ₹ 1,715.63 crore + miscellaneous receipts: ₹ 28.99 crore = Total available funds: ₹ 2,246.15 crore.

utilisation of the available funds during 2016-21 ranged between 33.86 per cent and 74.94 per cent only.

- An amount of ₹ 245.69 crore (14.32 per cent of total funds released during 2016-21) remained unutilised at the end of March 2021. However, a huge amount of ₹ 809.14 crore, which constitutes 235.81 per cent of the average annual allocation (₹ 343.13 crore), was pending as advance with the EAs for utilisation or finalisation of accounts.

Audit observed that on an average more than double of the annual allocation always remains with the EAs as advance. Instances of pending adjustment of Advances for more than two years were also noticed, which are discussed in the **para 2.2.7.3**.

GoR stated (June 2022) that works were sanctioned on the basis of recommendations of MLAs. Due to receipt of less recommendations by MLAs and funds pending for adjustment against sanctioned works, funds gets accumulated in PD account of ZPs. Efforts are being made to reduce the balances in PD accounts of ZPs.

The fact however remains that the main reason for less utilisation of funds was non-adjustment of advances with EAs as huge amount of ₹ 809.14 crore was pending with the EAs for utilisation or finalisation of accounts.

- Further, minor differences between opening balance and closing balance of the previous years by (-) ₹ 1.95 crore (in 2017-18), (-) ₹ 0.19 crore (in 2018-19) and (+) ₹ 0.57 crore (in 2020-21) were also noticed, in combined statement of 33 ZPs. Reconciliation of differences at State level by RDD was under progress (February 2022).
- Similarly, in test checked seven districts, out of total available funds⁴² of ₹ 466.33 crore under the scheme an amount of ₹ 400.83 crore (85.95 per cent) was utilised during 2016-21. However, annual utilisation of the available funds ranged from 34.16 per cent to 80.12 per cent only. The details are given in **table 3**.

Table 3

(₹ in crore)

Year	Opening Balance		Funds released during the year	Miscellaneous receipts	Total funds available (2+4+5)	Expenditure as per annual accounts	Percentage of expenditure against total funds available	Closing Balance	
	Cash	Advance with EAs						Cash	Advance with EAs
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
2016-17	109.55	145.72	82.01	0.41	191.97	72.83	37.94	101.08	163.78
2017-18	101.08	163.78	102.50	0.39	203.97	69.68	34.16	109.41	188.66
2018-19	109.41	188.66	46.12	0.18	155.71	77.60	49.84	44.20	222.56
2019-20	44.20	222.56	78.75	0.21	123.16	87.74	71.24	69.84	188.14
2020-21	69.84	188.14	46.13	0.08	116.05	92.98	80.12	55.32	155.89
Total			355.51	1.27		400.83			

Source: The certified figures for 2016-20 provided by ZPs. The figures for 2020-21 were provided by RDD.

42 ₹ 109.55 crore (Opening balance of 2016-17) + ₹ 355.51 crore (Total release) + ₹ 1.27 crore (miscellaneous receipts) = ₹ 466.33 crore.

Further, an amount of ₹ 55.32 crore remained unutilised in the PD account of seven⁴³ ZPs and a huge amount of ₹ 155.89 crore (equals to 219.25 per cent of the average annual allocation i.e. ₹ 71.10 crore) was lying with the EAs as unspent or unadjusted advance at the end of March 2021.

GoR stated (June 2022) that ZPs are issuing more number of Financial Sanctions under MLALAD and efforts are being made for adjustment of UCs/CCs to reduce the balances in PD accounts of ZPs.

Issues regarding under-utilisation of available funds was highlighted in the previous Report also. RDD, however, did not initiate corrective action in this regard.

2.2.7.3 Non-adjustment of Advances given to Executing Agencies

Para 22.12 of GKN 2010 provides that if an executing agency/department fails to complete the work in time as specified in Para 22.10 (ranging from three to nine months) then the responsibility for the delay may be fixed and accordingly disciplinary action must be taken against the responsible officer.

Scrutiny of records of RDD revealed that an amount of ₹ 809.14 crore was outstanding for adjustment with various EAs in 33 districts as of March 2021. However, age-wise details of advances was not being maintained by RDD. RDD stated (July-2021) that age-wise details of outstanding advances are maintained at the district level.

Similarly, in test checked 7 ZPs, advances of ₹ 155.89 crore⁴⁴ were outstanding for adjustment with various EAs as of March 2021. However, age-wise details of advances was also not maintained by the test checked ZPs.

ZPs stated (July-October 2021) that advances could not be recovered/adjusted due to non-receipt of UCs/CCs from the EAs.

Audit, however, analysed the available data in IWMS regarding advances pending for adjustment, by selecting 11 major executing agencies. It revealed that in respect of 4,751 works sanctioned during 2016-20, which were required to be completed as of December 2020 (maximum time period allowed 9 months) in accordance with provisions of GKN, 2010, total advances amounting to ₹ 131.91 crore were pending for adjustment/recovery as of February 2022, against these EAs. The details are given in **table 4**.

43 Baran: ₹ 3.09 crore; Bhilwara: ₹ 6.22 crore; Churu: ₹ 8.33 crore; Jodhpur: ₹ 15.43 crore; Karauli: ₹ 6.17 crore, Pratapgarh: ₹ 1.43 crore and Sikar: ₹ 14.65 crore.

44 Baran: ₹ 14.89 crore; Bhilwara: ₹ 28.43 crore; Churu: ₹ 25.19 crore; Jodhpur: ₹ 35.98 crore; Karauli: ₹ 19.01 crore; Pratapgarh: ₹ 9.22 crore and Sikar: ₹ 23.17 crore.

Table 4

(₹ in crore)

S. No.	Name of Agency/ Department	2016-17		2017-18		2018-19		2019-20		Total	
		Works	Amount	Works	Amount	Works	Amount	Works	Amount	Works	Amount
1	PRIs	415	11.19	789	19.03	1,076	26.98	804	23.43	3,084	80.63
2	Nagar Nigams	42	2.05	82	3.37	112	6.86	28	1.90	264	14.18
3	PWD	18	0.80	64	3.97	67	3.49	54	3.02	203	11.28
4	PHED	52	1.51	85	2.07	140	3.36	73	2.55	350	9.49
5	Education Deptt.	28	0.48	77	1.07	165	2.10	60	1.14	330	4.79
6	Nagar Palikas	19	0.69	48	1.91	36	1.12	12	0.34	115	4.06
7	Vidhyut Vitran Co.	26	0.44	65	0.75	98	1.25	69	0.75	258	3.19
8	Nagar Parishad	13	0.32	17	0.71	14	0.28	18	0.53	62	1.84
9	Medical Deptt.	8	0.52	7	0.45	6	0.16	39	0.63	60	1.76
10	Forest Deptt.	1	0.12	10	0.05	3	0.11	3	0.12	17	0.40
11	Water shed	0	0	4	0.05	4	0.24	0	0	8	0.29
	Total	622	18.12	1,248	33.43	1,721	45.95	1,160	34.41	4,751	131.91

It was noticed that more than 90 per cent of the advances (₹ 121.48 crore) were pending against PRIs, ULBs⁴⁵, PWD and PHED alone for more than a year after the stipulated date of completion of works. Even, against PRIs only, 61.12 per cent of the total advances for works sanctioned during 2016-20 were pending for adjustment/ completion of works.

This was indicative of lack of initiative by ZPs against the EAs. Further, action to enforce the provision of GKN to fix the responsibility for the delays and accordingly disciplinary action against the responsible officer, was also not found on record in the test checked ZPs.

Thus, ZPs failed to utilise the tools of monitoring available in IWMS for effective implementation of the Scheme.

GoR stated (June 2022) in respect of selected seven districts that advances were pending due to non-adjustment of UCs/CCs and efforts are being made to adjust the pending UCs/CCs.

2.2.7.4 Submission of Utilisation/Completion Certificates

As per Appendix-5 of SoP issued (September 2014) Utilization Certificates (UCs)/Completion Certificates (CCs) was to be issued within maximum 15 days from the date of UCs/CCs proposed by authorities of EAs otherwise the matter will be referred to the higher authorities for sanction.

As per information provided by RDD, 54,929 works were sanctioned for ₹ 2,042.34 crore during 2016-21. Out of these, UCs in respect of 6,631 works⁴⁶ amounting to ₹ 213.14 crore and CCs of 5,462 works⁴⁷ amounting to ₹ 187.80 crore were pending as of June 2021 in the State.

45 Nagar Nigams, Nagar Parishads and Nagar Palikas.

46 2016-17: ₹ 19.52 crore (688 works); 2017-18: ₹ 38.57 crore (1,430 works); 2018-19: ₹ 52.25 crore (1,815 works); 2019-20 ₹ 43.52 crore (1,277 works) and 2020-21: ₹ 59.28 crore (1,421 works).

47 2016-17: ₹ 27.88 crore (791 works); 2017-18: ₹ 42.51 crore (1,574 works); 2018-19: ₹ 56.28 crore (1,716 works); 2019-20: ₹ 38.89 crore (1,103 works) and 2020-21: ₹ 22.24 crore (278 works).

Similarly, in test checked seven ZPs, out of total 10,250 works sanctioned for ₹ 420.17 crore as of March 2021, UCs/CCs of 2,041 works⁴⁸ amounting to ₹ 94.85 crore were pending.

GoR stated (June 2022) in respect of ZP Jodhpur 161 works amounting to ₹ 5.34 crore were pending and in ZP Pratapgarh, 178 works were pending. In respect of remaining ZPs, GoR stated that efforts are being made for timely adjustment of UCs/CCs.

Issues regarding non submission of UCs/CCs by executing agencies was highlighted in the previous Reports (2010 and 2016) also. RDD, however, did not initiate corrective action in this regard.

Thus, more than double of the annual allotment remains with the EAs either unutilised or unadjusted due to non-submission of UCs/CCs by the EAs concerned. The amount remaining in pipeline also adversely affected the timely creation of tangible asset for the public use.

Audit is of the view that Department needs to take stern action against the responsible officers/EAs for non-completion of work and non-submission/delay in submission of UCs/CCs to ZPs, so that timely adjustment of advances can be ensured. This would in turn increase the actual utilisation of funds and timely creation of tangible assets for public use.

2.2.7.5 Utilisation of funds for areas inhabited by Scheduled Caste/Scheduled Tribe population and Sambal Gram

Para 2.1 of MLALAD Scheme guidelines (March 2013 and November 2018) stipulates that at least 20 *per cent* funds of the annual allotment per constituency would mandatorily be recommended for the development of areas inhabited by Scheduled Caste (SC)/ Scheduled Tribe (ST) population and *Sambal Gram*.

The details of utilisation of funds prescribed for the works in areas inhabited by SC/ST population and *Sambal Gram* from the annual allotment was not provided by RDD. Instead, RDD stated (June 2021) that records were available at district level.

The position of recommendation of mandatory 20 *per cent* fund of the annual allotment for the areas inhabited by SC/ST population and *Sambal Gram* in test checked seven ZPs during 2016-21 is given in **table 5**.

48 Baran: 167 works (₹ 8.80 crore); Bhilwara: 407 works (₹ 15.52 crore); Churu: 183 works (₹ 12.10 crore); Jodhpur: 420 works (₹ 25.40 crore); Karauli: 221 works (₹ 7.00 crore); Pratapgarh: 206 works (₹ 7.74 crore) and Sikar: 437 works (₹ 18.29 crore).

Table 5

Name of ZP	Percentage of funds of the annual allotment recommended for the areas inhabited by SC/ST population and Sambal Gram				
	2016-17	2017-18	2018-19	2019-20	2020-21
Baran	0.13	0	0	0	0
Bhilwara	10.56	0	0	0	0
Churu	4.00	1.13	10.37	2.30	8.30
Jodhpur	14.45	14.88	89.51	9.47	8.53
Karauli	19.88	25.90	39.56	27.33	14.67
Pratapgarh	100.25	66.00	84.89	25.11	163.11
Sikar	15.31	22.80	66.11	18.78	7.00

Source: Information provided by ZPs

It can be seen from the table above that only ZP Pratapgarh recommended the mandated 20 *per cent* fund during 2016-21. ZPs Baran, Bhilwara, Churu and Jodhpur (except in 2018-19) did not recommend the mandated 20 *per cent* fund during 2016-21.

GoR stated (June 2022) that in two Assembly constituencies of ZP Bhilwara funds were recommended for areas inhabited by SC/ST population, however in other area of ZP Bhilwara work of issuing sanctions is under progress. In ZP Baran, 479 works amounting to ₹ 13.20 crore were sanctioned for areas inhabited by SC/ST population during 2016-21, which is around 20 *per cent* of the total sanctioned works. In respect of ZP Churu and Sikar, GoR stated the works were sanctioned on the basis of recommendations of MLAs and less funds were sanctioned for areas inhabited by SC/ST population as less recommendations were received from MLAs.

Issues regarding inadequate coverage of areas inhabited by SC/ST communities was highlighted in the previous Report also. RDD, however, did not initiate corrective action in this regard.

2.2.7.6 Convergence of MLALAD Scheme funds with MGNREGS

RDD issued (November 2015) instructions that sanctions for the works permitted under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) were to be issued for at least 20 *per cent* of the total funds received in a financial year under the various schemes.

Audit scrutiny of records at RDD level and information provided by RDD revealed that ₹ 1,715.63 crore was allotted to 33 ZPs in the State under MLALAD during 2016-21. Thus, convergence of ₹ 343.13 crore was required to be done with MGNREGS, however, ₹ 14.85 crore (0.87 *per cent*) only was utilised by ZPs for the works permitted under MGNREGS through convergence during 2016-21.

In the test checked ZPs, ₹ 355.51 crore were received by ZPs under the MLALAD Scheme, thus, ₹ 71.10 crore was to be utilised with convergence of MGNREGS but only ₹ 4.81 crore was utilized during 2016-21. The details are given in table 6.

Table 6

(₹ in crore)

S. No.	District	Allotment	Funds to be Sanctioned through convergence	Funds actually Sanctioned through convergence	Short Sanction of funds through convergence
1.	Baran	36.00	7.20	1.13	6.07
2.	Bhilwara	63.01	12.60	0.47	12.13
3.	Churu	54.00	10.80	00	10.80
4.	Jodhpur	90.00	18.00	0.77	17.23
5.	Karauli	31.50	6.30	0.06	6.24
6.	Pratapgarh	18.00	3.60	1.73	1.87
7.	Sikar	63.00	12.60	0.65	11.95
	Total	355.51	71.10	4.81	66.29

Source: Information provided by ZPs

GoR stated (June 2022) that convergence could not be done due to the less recommendation of works by the MLAs.

2.2.7.7 Gradual dilution of MLALAD Scheme guidelines

The MLALAD Scheme guidelines have undergone several revisions since its inception in 1999-2000. A study of the provisions of the scheme guidelines showed that guidelines have lost their effectiveness as certain important provisions were withdrawn which have negative impact on the effective implementation of the scheme. The details are as given in table 7.

Table 7

S. No.	Provisions	Provisions withdrawn/New provision included	Effect
1.	At least 20 <i>per cent</i> of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and Sambal Villages. If works were not recommended by MLA then District Collector could sanction the works (Guidelines 2009)	At least 20 <i>per cent</i> of total allotment annually must be recommended for the development of areas inhabited by the SC/ST and Sambal Villages (July 2012).	Possibility of deprival of development of areas inhabited by SC/ST and Sambal Villages (as discussed in Paragraph 2.2.7.5)
2.	50 <i>per cent</i> of annual allotment as a first instalment will be released to the ZP provided that 60 <i>per cent</i> or more expenditure of available fund in previous year under the scheme have been incurred and remaining 50 <i>per cent</i> will be released after incurring more than 60 <i>per cent</i> expenditure of available fund in the current financial year and after submitting of CA Audit Report and UC of previous year. (Guidelines 2000)	Lumpsum funds (in one instalment) will be released to the districts (Guidelines 2009) Further revision to 80 <i>per cent</i> funds as a first instalment and 20 <i>per cent</i> as a second instalment will be released to the districts (June 2010)	Heavy balances remains unutilised with the ZPs. (as discussed in Paragraphs 2.2.7.2 and 2.2.7.3)

GoR stated (June 2022) that the amendments in guidelines of MLALAD were notified after approval of competent authority.

The fact however remains that due to these amendments, the effectiveness of the said provisions of the scheme guidelines was diluted as discussed in the paras referred above.

Audit objective-2: Whether the Scheme was being implemented economically, efficiently and effectively ?

2.2.8 Implementation of the scheme

As per the Scheme guidelines, recommendation of MLA for creation of durable public assets to be undertaken in his/her constituency, within the annual budget limits, are required to be sent to ZPs (RD Cell) every year. ZP concerned will be responsible for issuing administrative, technical and financial sanctions for the recommended works in time bound manner. The works will be executed by EAs in accordance with the provisions of *Gramin Karya Nirdeshika* (GKN) 2010.

2.2.8.1 Works proposed by MLAs

As per the data available on IWMS (as on 14.02.2022), the details of works proposed by MLAs and works sanctioned by ZPs during 2016-21, are given in table 8.

Table 8

S. No.	Year	Fund released during the year	No. of works recommended by MLAs	Value of proposed work (per cent)	No. of works sanctioned by ZPs	Amount of sanctioned work	No. of works completed	(₹ in crore)
								Amount of completed work
1	2016-17	400	11,892	408.67 (102.17)	11,710	405.28	10,873	354.56
2	2017-18	500	15,052	539.06 (107.81)	15,055	516.67	13,241	426.25
3	2018-19	225	15,588	545.97 (242.65)	15,246	533.02	12,657	406.66
4	2019-20	370.13	7,063	290.04 (78.36)	6,926	284.85	4,979	184.99
5	2020-21	220.50	6,063	302.40 (137.14)	5,992	302.52	1,603	76.36
	Total	1,715.63	55,658	2,086.14 (121.60)	54,929	2,042.34	43,353	1,448.82

Source: As per data available on IWMS and information provided by RDD

Thus, against the total allotted funds of ₹ 1715.63 crore MLAs recommended 55,658 works of worth ₹ 2,086.14 crore (121.60 per cent) during 2016-21.

This indicates the popularity of the Scheme among the MLAs as substantial number of proposals for creation of assets of public use were forwarded to ZPs by the respective MLAs.

GoR stated (June 2022) that works were sanctioned as per recommendations of MLAs. Year 2018-19 being an election year, more number of sanctions were issued.

2.2.8.2 Non-issue of technical and financial sanctions

As per the Scheme guidelines (2013/2018) Technical Sanction (TS) and Financial Sanction (FS) should be issued within maximum 30 days from the date of issuance of administrative sanction.

As per data provided (22 June 2021) by RDD, during 2016-21, against 56,397 Administrative Sanctions (AS) 55,133 TS and 54,929 FS were issued. Thus,

FS of 204 works⁴⁹ were not issued even after issue of TS. This resulted in non-execution of 1,468 works⁵⁰ even after issue of AS.

GoR stated (June 2022) that due to non-receipt of estimate/checklist from EAs on time or disputes related to land less number of TS/FS were issued. Efforts are being made to issue TS/FS in prescribed time.

2.2.8.3 Abnormal delays in issue of financial sanctions

As per the MLALAD Scheme Guidelines (March 2013/November 2018) Financial sanction (FS) is required to be issued within 30-40 days from the date of receipt of recommendation of proposed works by MLA. A work can be started only after its FS is issued and accordingly funds are transferred to the EA.

Audit scrutiny of records of test checked seven ZPs revealed that FS for 5,833 works (56.91 *per cent*) were not issued within the prescribed time limit during 2016-21. The details are given in **table 9**.

Table 9

Name of ZPs	Total number of works sanctioned	Number of works where financial sanction issued with delays/not issued					Delay
		Up to 90 days	from 91 to 180 days	from 181 to 365 days	More than one year	Total cases (in <i>per cent</i>)	
Baran	1,314	480	84	7	Nil	571 (43.46)	Upto 275 days
Bhilwara	1,904	618	117	33	139	907 (47.64)	Upto 1,472 days
Churu	1,241	635	140	38	23	836 (67.37)	Upto 1,661 days
Jodhpur	2,271	976	345	106	6	1,433 (63.10)	Upto 635 days
Karauli	1,009	516	158	90	6	770 (76.31)	Upto 919 days
Pratapgarh	564	133	11	2	3	149 (26.42)	Upto 458 days
Sikar	1,947	927	116	21	103	1,167 (59.94)	Upto 1,129 days
Total	10,250	4,285	971	297	280	5,833 (56.91)	

Source: As per information provided by ZPs and data available on IWMS

Obviously, abnormal delays in issue of FS in 56.91 *per cent* cases also delayed the commencement and completion of the works, which deprived the people of the benefit of public assets to be created under the scheme. In 1,548 cases⁵¹ (26.54 *per cent*), delay of more than three months was noticed. Further, out of 280 cases, in 16 cases FSs were issued with delays of more than a year, while in 264 cases, FSs were not issued even after lapse of a period from 365 to 1,661 days (as of October 2021).

GoR stated (June 2022) that delay in issue of FS was due to non-submission of desired documents by EAs on time/land disputes. Efforts are being made to issue FS on time. Further, in respect of ZP Sikar, it stated that due to technical issues, FS of cancelled work could not be deleted on IWMS. At present, FS are being issued within 90 days and no FS is pending for more than 90 days.

49 2016-17: 13 works; 2017-18: 27 works; 2018-19: 105 works; 2019-20: 14 works and 2020-21: 45 works.

50 Administrative sanction: 56,397 less Financial sanctions: 54,929= 1,468.

51 971 cases (delay from 91 to 180 days) + 297 cases (delay from 181 to 365 days) + 280 cases (delay of more than one year) = 1,548 cases (delay of more than three months).

In the exit conference (January 2022), the Deputy Secretary of RDD stated that delay in issue of FS up to 1,661 days cannot occur as FS are not issued after lapse of 9 days from the expiry of the financial year. The delay in issue of FS as shown on IWMS is due to not removing such cases from the system.

Audit is of the view, if there is an issue relating to functionality of this application in the system, the same needs to be fixed to make the system more accurate, authentic and effective.

2.2.9 Physical progress under the Scheme

A total 54,929 works were sanctioned under the scheme during 2016-21 for execution across the State. Out of these, 43,353 works (78.93 per cent) were completed, 1,616 works were not started, 194 works were cancelled and 9,766 works (17.78 per cent) remained incomplete.

GoR stated (June 2022) that all the ZPs are regularly being directed to start the sanctioned works and complete the in progress works.

2.2.9.1 Non/Delayed Execution of works

Para 22.10 of GKN 2010 prescribed a period of three to nine months for completion of works. Further, paragraph 22.12 envisaged that if executing agency/government department take more time than prescribed for completion of works, then, disciplinary action could be proposed by fixing the responsibility of officers/officials for delay.

i) Audit in seven test checked ZPs (during July 2021 to October 2021) however, observed that out of total 9,491 works sanctioned during 2016-20 (up to March 2020), 1,368 works (14.41 per cent) remained incomplete even after lapse of their stipulated period. The percentage of incomplete works ranged between 9.03 and 19.83 per cent. The details are given in table 10.

Table 10

ZP	Works						Percentage of incomplete works
	Sanctioned		Completed		Incomplete		
	Number	Amount	Number	Amount	Number	Amount	
Baran	1,217	42.09	1,092	35.63	122	3.50	10.02
Bhilwara	1,836	63.63	1,489	50.87	281	9.90	15.31
Churu	1,159	58.14	1,026	46.21	119	3.26	10.27
Jodhpur	2,095	91.93	1,800	68.98	295	17.98	14.08
Karauli	938	34.03	752	27.82	186	4.82	19.83
Pratapgarh	432	17.68	328	13.53	39	1.15	9.03
Sikar	1,814	68.02	1,488	51.93	326	12.60	17.97
Total	9,491	375.53	7,975	294.97	1,368	53.51	14.41

Source: Information provided by ZPs

GoR stated (June 2022) that efforts are being made to complete the in-progress/incomplete works.

ii) An analysis of IWMS data by Audit revealed that 1,080 works⁵² amounting to ₹ 34.61 crore sanctioned during 2014-16 were still in progress or not started

52 2014-15: 360 works (₹ 11.74 crore) and 2015-16: 720 works (₹ 22.87 crore).

as of July 2021 even after lapse of six to seven years. Of these, 204 works⁵³ amounting to ₹ 7.16 crore were incomplete in the test checked ZPs.

GoR stated (June 2022) in ZP Jodhpur only two works are incomplete among the works sanctioned during 2014-16. However, reply remained silent regarding rest of the ZPs.

iii) Delay in completion of works: Audit scrutiny of records of five test checked ZPs revealed that the position of delay in completion of works was not maintained by the selected ZPs. In absence of maintenance of position of delay in completion of works by ZPs, the number of works completed with delay could not be ascertained by Audit.

GoR stated (June 2022) that efforts are being made to adjust the UCs/CCs by holdings camps so that the works can be completed. Also, in ZP Churu, details of works completed with delays have been called for from the EAs and will be maintained at ZP level.

Reply needs to be viewed in light of the facts that ZPs failed to get and adjust UCs/CCs from the EAs and timely cancellation of disputed works for a very long time.

2.2.10 Execution of works by PRIs

Test check of records of selected seven Zila Parishads (ZPs) and 15 Panchayat Samitis (PSs) and joint physical inspection (along with officers/officials⁵⁴ of the department) of 374 works, executed under the scheme, revealed the following:

2.2.10.1 Road works

i) Non-construction of drains and expansion joint

According to Para 17(A) of Appendix-I of GKN-2010, drains along with roads is very important for **strengthening of road**. Wherever required, the drains should be constructed along with roads to prevent water logging. Further, Para 23(3) mandates that expansion joints⁵⁵ should be given at every 15 metres of the CC road.

Audit scrutiny of records of 100 roads (CC roads: 89 and Interlocking: 11) completed at cost of ₹ 4.83 crore in test checked seven ZPs (Details are given in *Appendix XVI*), revealed that:

- Expansion joints as prescribed in GKN, for increasing the quality of CC roads were not given in all the 89 cases of CC roads.
- Further, in case of 41 works (CC roads: 30 and Interlocking: 11), the drains were not constructed along with the roads despite the fact that the

53 Baran: 23 works (₹ 0.59 crore); Bhilwara: 57 works (₹ 1.56 crore); Churu: 4 works (₹ 0.15 crore); Jodhpur: 20 works (₹ 0.90 crore); Karauli: 52 works (₹ 1.28 crore); Pratapgarh: 7 works (₹ 0.16 crore) and Sikar: 41 works (₹ 2.52 crore).

54 Assistant Engineer, Junior Engineer, Junior Technical Assistant and Village Development Officer.

55 Expansion joints of 25 mm width are given in CC Roads at interval of 15 meters to allow for expansion of the material due to changes in temperature and mitigate flexural stresses.

construction of drain was included in detailed estimate and provision of adequate funds. This, also indicate the lack of supervision and inspection of works during execution.

- Joint physical verification of 23 road works (CC roads: 16 and Interlocking: 07) also confirmed the facts that expansion joints/drains were not provided/executed along with the roads.

The illustrative cases are given below:

	
<p>Work: Interlocking road with drain Gram Badodiya me Sampat ke makan se Aanganwadi Kendra ki aur, GP Jharkeri, PS Chhabra, ZP Baran. (Completed: June 2017) It was constructed without drain against the provision made in technical estimate.</p>	<p>Work: Interlocking kharanja with drain Phool Badoda road se Kanhaiya Lal ke makan tak Gram Righa, GP Khopar, PS Chhabra, ZP Baran. (Completed: April 2017) It was constructed without drain against the provision made in technical estimate.</p>

GoR stated (June 2022) in respect of ZP Baran, Karauli and Pratapgarh that drain was not constructed as it was not required and the construction of drain was not included/mentioned in the work recommended by MLA. Further, in respect of ZP Jodhpur, it stated that compliance has been made and work wise list of compliance was attached. In respect of ZP Sikar, it stated that drains and expansion joints were constructed in road works, however, due to dust in rural areas, the expansion joints were covered with dust.

The reply is not acceptable as drain were not constructed even though they were included in the detailed estimates on the basis of requirement. Further, ZP Jodhpur provided only the list of works executed under MLALAD and not the details of compliance done. Further, in case of ZP Sikar, Measurement Book did not include execution of expansion joint.

Thus, the quality/strength of the roads was compromised despite availability of the adequate funds. This also led to damage to the roads constructed under the Scheme.

ii) Non repairing of damaged Roads and other assets

As per para 2.5 of the Scheme guidelines, works related to repair/renovation of the Government assets for public use can be recommended by MLAs up to 20 per cent of their annual allotment.

Scrutiny of records revealed that the details regarding funds utilised on repairing/renovation works of the assets, was not available at the level of RDD. RDD stated (June 2021) that this data is maintained at the level of ZPs.

Audit, however, observed that two test checked ZPs (Bhilwara and Jodhpur) did not maintain separate records/details of the funds utilised on repairing/renovation works. In remaining five ZPs, against the available funds of ₹ 40.50 crore (20 per cent of total allocation of ₹ 202.50 crore) for repairing/renovation of the assets, only an amount of ₹ 4.73 crore (2.34 per cent of the total allocation) was utilised for the purpose, during 2016-21.

During Joint physical verification of 76 CC/Interlocking roads in seven test checked ZPs, 17 roads completed during 2016-21, at an expenditure of ₹ 124.67 lakh in five ZPs, were found badly damaged due to water logging on roads. In addition, two other assets i.e. Boundary wall and Room with Veranda, were also found in damaged condition due to improper levelling of roof and sub-standard quality of work (Details are given in *Appendix XVII*).

Thus, the assets were not repaired/renovated by the Department even though a huge amount was available for repair/renovation.

The illustrative cases are given below:

	
Damaged CC road: Construction of CC road, Bharat Tent House se Chamunda Mandir ki aur PS Karauli urban, ZP Karauli (Completed: February 2019)	Damaged CC road with drain Chhagan Lal ke ghar se Balaji Mandir tak, GP Sewad Bari, PS Dhod, ZP Sikar. (Completed: June 2016)
	
Damaged CC road with drain Chhotu Nagar ke makan se Prahlad Malav and Devkaran ke makan ki aur Village: Goverdhanpura, GP Barana, PS Baran, ZP Baran (Completed: August 2017)	Damaged Interlocking road with drain Balaji Mandir se Mokshdham Tak, GP Moondiya, PS Todabhim, ZP Karauli (Completed: April 2018)

GoR stated (June 2022) that in case of ZP Baran, the stated five works were constructed during 2016-18 and due to regular community use, the damage of

assets was natural. But they can be repaired only on the recommendation of MLAs. Moreover, various other works were repaired during the audit period. In case of ZP Churu and ZP Karauli, VDO has been directed for sending factual report and repair of works respectively. In respect of ZP Pratapgarh, it stated that the assets were constructed during 2016-17 and were damaged in course of five years. Repair of these works is being done.

2.2.10.2 Installation of Drinking Water Sources

i) Soak pits and Cattle Water Tank not constructed with Hand Pumps

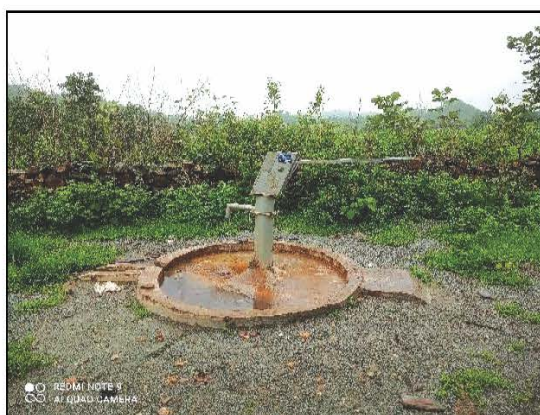

PRD issued (September 2014) a circular regarding installation of hand pump (HP) which prescribes that the drain, cattle water tank (CWT) and soak pit should be constructed in such a way that the waste water flows naturally into the cattle water tank.

In case of 133 works of 'installation of hand pumps and panghats⁵⁶' sanctioned (May 2016 to January 2021) at a cost of ₹ 1.17 crore in five⁵⁷ out of seven test checked ZPs (Details are given in *Appendix XVIII*), revealed that:

- In case of 93 hand pumps and Panghats completed with an expenditure of ₹ 0.85 crore, Soak pits/Recharge pits and cattle water tanks were not found constructed. Joint Physical verification also confirmed that soak pits/recharge pits and CWT were not constructed in 17 works.
- In remaining 40 cases amounting to ₹ 0.28 crore, the works were under progress, however, provision for construction of CWT was not taken in the sanctioned estimate.

Thus, the works were not executed as per the prescribed norms of water sources.

The illustrative cases are given below:

	
<p>Construction of Hand Pump Bajrang Bali Mandir Ke Pas Khoontgarh, GP Chicklad, PS Pratapgarh, ZP Pratapgarh (Completed: June 2020) without soak pit/cattle water tank</p>	<p>Installation of panghat ward no. 50, Chamaro ka Mohalla, ZP Bhilwara (Completed: June 2016) without recharge pit.</p>

⁵⁶ Panghat: A structure for providing drinking water to the people.

⁵⁷ Baran, Bhilwara, Karauli, Pratapgarh and Sikar.

GoR stated (June 2022) in respect of ZP Baran and Karauli that Soak pits/CWT were not constructed as it was not included/mentioned in the work recommended by MLAs. In case of ZP Pratapgarh, it stated that the construction of Soak pit/CWT was not included in the estimated cost and no payment was made against it. In future, sanctions will be issued after including them in the detailed estimate. In ZP Sikar, Soak pits have been constructed at the places mentioned in para.

The facts remains that directions issued by the PRD were not followed by the ZPs. Moreover, ZP Sikar neither constructed CWT nor provided any evidence in support of the claim made for construction of soak pit.

ii) Construction of single phase tube well without electricity connection

The PRD issued (November 2015) circular that while preparing an estimate for installation of a water source, provision for electricity connection and cost thereof should be made in the estimate. In case the electricity connection is not provided, the water source would be deemed unfruitful and the expenditure incurred on the development of the water source would be recoverable from the executing agency. The CCs will be issued after obtaining electricity connection.

Audit scrutiny of records of 46 works of 'construction of single phase tube well' completed during 2016-21 with an expenditure of ₹ 59.83 lakh in four⁵⁸ out of seven test checked ZPs, revealed that provision for electricity connection was not made in the sanctioned estimates of the works and the CCs were issued without ensuring electricity connection. (Details are given in **Appendix XIX**). Thus, an expenditure of ₹ 59.83 lakh remained unfruitful.

Joint physical verification of five such works also confirmed the fact that public electricity connections were not provided/ensured with the tube wells constructed under the Scheme. It was seen that four of the tubewells were working with private/illegal electricity connection. The illustrative cases are given below:



58 Baran, Karauli, Pratapgarh and Sikar.

GoR stated (June 2022) that in ZP Baran single phase tube wells works were sanctioned after concurrence of GP concerned to provide the electricity connection. In ZP Sikar, single phase tube wells works were sanctioned on the basis of availability of electricity connection. The cost of electricity connection was not included in TS in case of tube wells having old electricity connection or electricity connection provided with public contribution. At present, electricity connection is available at all the tube wells. In case of ZP Pratapgarh, it stated that electricity connection is being obtained.

The reply is not justified as according to circular issued by PRD, while preparing an estimate for installation of a water source, provision for electricity connection and cost thereof should be made in the estimate. Moreover, ZP Sikar did not provide evidence in support of the claim made for availability of electricity connection.

iii) Installation of single phase tube wells/hand pumps by inexperienced agency

Para 3.13.3 of the Scheme guidelines (November 2018) envisaged that works related to drinking water which were not covered under the Public Health Engineering Department (PHED) norms, could be executed **through an experienced agency/contractor** by inviting tender provided that maintenance of such works by GP/PS/Local Bodies is ensured.

In ZP Karauli, it was observed that 14 works of ‘installation of single phase tube well and hand pumps’ in PS Karauli were sanctioned (September 2016-March 2019) at a cost of ₹ 21.35 lakh to be executed by GPs. The GPs, however, instead of engaging experienced agency/contractors, executed the works on their own with an expenditure of ₹ 21.33 lakh in contravention of the Scheme guidelines (Details are given in ***Appendix XX***).



GoR stated (June 2022) that the said works were executed at 10 *per cent* less rate than that of the PHED rates. In future, this will not be repeated and works will be executed by registered contractors through open tender.

2.2.10.3 Unfruitful expenditure

Joint Physical verification of 27 assets like Reverse Osmosis plant/ Hand pump/Single Phase Tube wells/Tube wells with Water Tank/Community Building/play-ground/nallah/pyau and others completed/installed with an expenditure of ₹ 87.59 lakh in six ZPs revealed that these assets were lying idle due to lack of repair & servicing, lack of pathway/congested space and non-connection of tube well to water tank (Details are given in ***Appendix XXI***). The illustrative cases are given below:

	
<p>Unutilised community building due to lack of pathway at Community building, Harijan Basti, village Poti, GP Beenasar, PS Churu, ZP Churu (Completed: November 2018)</p>	<p>Unfruitful expenditure on non-working Hand Pump Maharaji Gurjar ke ghar ke paas, gurjar patti Bonl, PS Todabhim, ZP Karauli (Completed: November 2017)</p>

Further, a nallah in ZP Churu was found blocked and dirty water was overflowing in residential area. Similarly, a playground in ZP Pratapgarh was found incomplete.

	
<p>Incomplete work of Playground of Kabbadi, Kho-Kho, Archery Volleyball and Basketball and Track in Government Upper Primary School Bamotar, GP Amlawad, PS Pratapgarh (Sanctioned: September 2018)</p>	<p>Nallah was found blocked and in unhygienic condition at village Rampura, GP Rampura PS Rajgarh, ZP Churu (Completed: April 2018)</p>

GoR stated (June 2022) that factual report and compliance has been sought from executing agencies in ZP Baran, Churu and Karauli and will be submitted upon its receipt. In ZP Jodhpur and Sikar the deficiencies have been removed/repared. In ZP Pratapgarh, repairing of RO/single phase tube well is being done.

The reply is not acceptable as ZP Jodhpur and Sikar did not provide evidences (vouchers/photos) in support of the claims made and the assets were found with deficiencies during the joint physical verification conducted with departmental authorities.

2.2.10.4 Inadmissible works

As per the MLALAD Scheme Guidelines (March 2013 and November 2018) a list of permissible works executed under the scheme is given in the Appendix-I. Construction of open veranda and kabootarkhana⁵⁹ are not included in the list of permissible works. Further, Appendix-2 of Guidelines prohibits works for religious worship places and for personal/individual use.

i) Construction of works sanctioned at religious places

Audit scrutiny of records of two test checked ZPs (Bhilwara and Pratapgarh) revealed that 78 works of 'open veranda and kabootarkhana' amounting to ₹ 2.27 crore were sanctioned near religious worship places during 2016-21 (Details are given in *Appendix XXII*).

Of these 78 cases, six works were found to be constructed at religious worship places during joint physical verification. The illustrative cases are given below:



GoR stated (June 2022) that the phrase 'near worship places' was only used to describe the address of the open veranda but it was not constructed in the temple premises. The open veranda were constructed in areas where land was available in residential areas. In case, the land was not available, open veranda was constructed on land near a temple.

Reply is not tenable as though works were sanctioned near worship places but six works were found constructed at religious places during joint physical verification.

In the exit conference (January 2022), the Secretary of RDD opined that issue of waiting room, toilets and other structures in religious places should be seen from a wider perspective of cleanliness and providing facilities to tourist. Audit desired to know if the scheme guideline allows construction in religious places if they are situated on government land. However, a clarification in this regard from RDD is still awaited (June 2022).

⁵⁹ Kabootarkhana is an open veranda like structure with pillars and a roof.

ii) Other inadmissible works

Thirty-two works of construction of single phase tube well/community building/sarvajanik pyau/yatri prateekshalaya/forest path/vishramsthal/vachanalaya/interlocking kharanja/protection wall were sanctioned at a cost of ₹ 132.23 lakh and completed with an expenditure of ₹ 128.58 lakh in seven test checked ZPs (Details are given in *Appendix XXIII*).

These constructed assets were being used for individual purpose/ constructed in lesser area/constructed at place other than that sanctioned etc.

Interestingly, in case of *construction of protection wall of Anganwadi Kendra* in GP Moondiya, PS Todabhim, ZP Karauli, the protection wall was found constructed around a pond as *Anganwadi Kendra* did not exist in that village. Thus, the work for construction of protection wall was sanctioned for a place which did not even exist.

The illustrative cases are given below:



Community Building in village Motipura Ki Jhopadiya, GP Bohat, PS Anta, ZP Baran (Completed: March 2019) being used for personal purpose.



Community building at village Jhantal GP Baldarkha, PS Banera, ZP Bhilwara (Completed: February 2019) given on rent for tent house.

Construction of Sarvajanik Pyau Ganpat Singh /Ratan Singh Jodawat ki dhani Bakasar, GP Burkiya PS Dechu, ZP Jodhpur (Completed: March 2018) being utilised for personal purpose.

GoR stated (June 2022) in respect of ZP Baran that the community buildings are under the ownership of GP and were being utilised by public. In ZP Pratapgarh, the said works are being examined. In GP Mundiya, ZP Karauli, construction of boundary wall of the *Anganwadi Kendra* was done and photo attested by Junior Engineer has been attached. In ZP Jodhpur, site inspection of the works was done and work wise list has been attached. GoR remained silent regarding ZP Bhilwara, Churu and Sikar and remaining works of ZP Karauli.

The reply is not acceptable as during joint physical inspection carried out (September 2021) with departmental officials revealed that community buildings in ZP Baran were being used for personal purpose. No photo of boundary wall of the *Anganwadi Kendra* attested by Junior Engineer was provided. Moreover, *Anganwadi Kendra* was not there at the site as per the joint physical inspection report.

ZP Jodhpur provided only the details of work executed under MLALAD, details with regard to the objection was not provided.

2.2.11 Works executed by other EAs

Cases, where works were executed by executing agencies other than the PRIs, are discussed in the following paras.

2.2.11.1 Irregular sanction of works to registered society

As per para 2.22 of Scheme guideline, creation of durable assets for registered society/trust/registered *gaushala* aided by Gopalan Department could be allowed under the scheme subject to the conditions prescribed, which *inter alia* included that (i) the registered society/trust is engaged in social service/welfare activities and is in existence since at least last three years and (ii) the ownership of such assets will lie with State Government. Accepting the above conditions, the beneficiary society will execute an agreement with district collector. However, **construction of own assets of trust/society** was not allowed under the scheme.

In ZP Churu, FS of ₹ 22.76 lakh for construction of two building (at GP: Jasrasar and GP: Thelasar) for a registered society⁶⁰ was issued (February 2019) which were completed (January 2020-January 2021) with an expenditure of ₹ 22.53 lakh.

Audit observed that the society was not in existence for the last three years on the date of sanction of funds as it was registered on 31 May 2016 under Rajasthan Cooperative Society Act, 2001. Also, the beneficiary society did not execute the prescribed agreement with the district collector for accepting the said conditions.

60 Cluster Level Federation (CLF) Pragati Rajeevika Mahila Multipurpose Cooperative Society Limited, Sirsala.

GoR stated (June 2022) that the ownership of land for both the works is with GPs and not that of the society. No undue benefit was provided to the society. The buildings are being used for public meetings with the permission of GPs.

The reply is not convincing as the assets were created for the society in contravention of Scheme guideline.

2.2.11.2 Construction of godown for cooperative societies

Para 40.1 of Appendix-I of Scheme guidelines (November 2018) provides that office building and godown for cooperative societies can be constructed under the scheme. However, the consent of the district level senior most Deputy/Assistant Registrar, Cooperative Societies regarding requirement of the work should be obtained before issuing of sanction of the work.

In ZP Sikar, two works⁶¹ of construction of godowns for Gram Seva Sahakari Samiti, Ajeetgarh were sanctioned (July 2016-October 2016) for ₹ 22.40 lakh and completed (December 2016-October 2017) with an expenditure of ₹ 21.16 lakh.

Audit observed that in contravention of the scheme guidelines, these works were sanctioned without obtaining consent of the district level senior most Deputy/Assistant Registrar, Cooperative Societies regarding requirement of the works.

While accepting the facts, ZP Sikar stated (September 2021) that consent of Cooperative Department would be obtained before issuing sanctions in future.

In the exit conference (January 2022), the Secretary of RDD while agreeing to the Audit observation assured that Department would look at this issue in totality and would make efforts to minimise such irregularities.

GoR stated (June 2022) that the godown was constructed after obtaining consent of the district level officers.

The reply is not acceptable as no supporting document was provided with regard to the claim made for the consent. Moreover, ZP Sikar also accepted the facts earlier.

2.2.12 Common irregularities in execution of works

2.2.12.1 Non-compliance of Rajasthan Transparency in Public Procurement Rules

The Rajasthan Transparency in Public Procurement (RTPP) Rules, 2013 were promulgated by the GoR to regulate public procurement with the objectives of ensuring transparency, fair and equitable treatment of bidders, promoting

61 (i) Construction of godown for *Gram Seva Sahakari Samiti* Ajeetgarh village Mandusya, GP Hathora, ZP Sikar: sanctioned ₹ 10.50 lakh and expenditure of ₹ 9.62 lakh and (ii) Construction of godown of *Gram Seva Sahakari Samiti* Ajeetgarh, village Jugrajpura, GP Jugrajpura: sanctioned ₹ 11.90 lakh and expenditure of ₹ 11.54 lakh.

competition, enhancing efficiency and economy and safeguarding integrity in the procurement process. Rule 5 of RTPP Rules, 2013 provides that procurement of works having estimated value of ₹ 5 lakh should be through e-procurement.

During test check of records following deficiencies were noticed with regard to compliance of RTPP Rules:

Table 11

S. No.	Name of Executing Agency	Name of works and amount	Expenditure incurred	Deficiencies noticed
1.	Block Development Officer (BDO), Hindaun City, Karauli	Six works of construction of interlocking road and one work of renovation of school boundary wall and furniture with an estimated cost of ₹ 67.00 lakh.	₹ 66.67 lakh	Short term NIBs were issued (June 2017) instead of e-procurement.
2.	Bhartiya Siksha Prasara Samiti (Samiti), Sikar	Construction of Class-room in Senior Secondary School <i>Adarsh Vidhya Mandir</i> , Sanwali Road, Sikar at an estimated cost of ₹ 6.15 lakh.	₹ 4.90 lakh	The work order was given to a particular contractor without inviting tenders.

GoR stated (June 2022) that BDO, PS Hindaun City has been directed to submit the compliance. Reply remained silent regarding other work of ZP Sikar.

2.2.12.2 Works not executed as per sanctioned estimate and approval of extra/additional item not taken

According to Para 2.7 of GKN 2010, Technical Sanction (TS) will be issued by a competent technical officer after visiting the work site and will include detailed cost estimates of quantities for items of work as per site requirements, map, lead chart and details of material to be used in the work. Further, Para 6.3.6 provides that technical officer will ensure feasibility and utility of the construction work before preparation of detailed estimates.

In ZP Karauli, sanction of two works⁶² was issued (December 2019-June 2020) for ₹ 15.00 lakh. The works were completed (September 2020-January 2021) with an expenditure of ₹ 15.00 lakh. Audit observed that eight extra/additional items of work worth ₹ 7.11 lakh (47.4 *per cent*) were executed during construction than the items sanctioned in the detailed technical estimates. It was noticed that the cost of extra/additional items was compensated by reducing the sanctioned quantities of other items of works, within the total cost of work. Further, approval from the competent authority was not obtained for this deviation.

GoR stated (June 2022) that compliance has been sought from PS Hindaun City and accordingly reply would be sent to Audit.

⁶² (i) Construction of Boundary Wall and earth filling in residential campus of PS Hindaun City: Sanctioned of ₹ 10 lakh and expenditure of ₹ 10 lakh and (ii) Meeting Hall and repair of Office roof and Renovation and beautification of PS Hindaun City: Sanctioned of ₹ 5 lakh and expenditure of ₹ 5 lakh.

2.2.12.3 Irregular Expenditure

Para 8.4.6 of GKN 2010 provides that for fixing the rate of such item/works which is not mentioned/approved in Basic Schedule of Rate (BSR), rate analysis of that item should be prepared and sent to the State Government with the recommendation of district level rate analysis committee. In special circumstances, if it is necessary to take the rates of items/works (which was not included in the BSR approved by district level rate analysis committee at the district level) from other departmental BSR the rate should be permitted by deducting 10 *per cent* of contractor profit from the departmental BSR and ex-post facto approval of these approved rates should be obtained from the district level rate analysis committee.

ZP Sikar sanctioned work for (August 2016-February 2019) nine high mast lights for ₹ 48.58 lakh in PS Dhod and completed (October 2016-August 2019) them at an expenditure of ₹ 47.09 lakh.

It was observed that technical estimates of these lights were derived from the BSR 2013 of Public Works Department (PWD) but ex-post-facto approval of these approved rates was not obtained by the district level rate analysis committee. It was further observed that in two cases 10 *per cent* of the contractor profit amounting to ₹ 1.00 lakh was not deducted in contravention of the GKN 2010 norms.

ZP Sikar stated (September 2021) that audit will be intimated after obtaining ex-post facto approval from district level rate analysis committee.

In the exit conference (January 2022), the Secretary of RDD stated that the Department is revamping the BSR so that accurate estimates could be prepared.

GoR stated (June 2022) that the Technical Sanctions were issued after deducting 10 *per cent* from the BSR of other department. District level rate analysis committee approves BSR of other departments along with the BSR of Panchayati Raj Institutions.

The reply is not acceptable as the department provided the TS of PS Nechwa however, in the two particular cases pointed out, 10 *per cent* from the BSR of other department was not deducted. Further, as per Para 8.4.6 of GKN 2010 ex-post facto approval of these approved rates should also be obtained from the district level rate analysis committee.

Audit objective-3: Whether there was effective internal control and monitoring mechanism ?

2.2.13 Internal Control and Monitoring

2.2.13.1 Inspection of works

Para 16.2 and 16.3 of GKN, 2010 prescribes that for ensuring quality of works, periodical inspections should be carried out by the departmental

officials⁶³, at every stage and inspection reports should be submitted to respective higher authorities. The inspection should be planned in such a way that each work is inspected by any of the technical officers. Further, an inspection register of works should be maintained in the prescribed proforma at ZP, PS and GP level having details of inspection of works carried out by the ZP, PS and GP level authorities.

The prescribed norms for inspection of works are given in the table 12.

Table 12: Norms for inspection

(Figures in percentage)

Total cost of work	JE and JTA of PS	Astt. PO, AE, Sr. TA of ZPs and AE of PS	EE of ZP	BDO	District Collector/ CEO
Up to ₹ 2 lakh	100	25	0	25*	5*
₹ 2 lakh to ₹ 10 lakh	100	100	25		
₹10 lakh and above	100	100	100		

*of total works ensuring that work of each scheme running in the area may be covered.

Scrutiny of records of selected seven ZPs revealed that monitoring registers for inspection of works were not maintained in any of these ZPs and inspection reports were not being sent to the higher authorities.

In the absence of maintenance of the registers, it could not be ascertained by the Audit whether each work had been inspected by a technical officer.

GoR stated (June 2022) that ZPs have been directed to maintain the records related to inspection of works.

2.2.13.2 Ranking of districts as per utilisation of funds

The RDD awards rank to the districts on the basis of expenditure incurred against the total funds available under the scheme. During 2016-21, 22 districts were ranked 1 to 10 on the basis of utilisation of the total available funds under the scheme.

Audit noticed that 11 districts⁶⁴ never featured in the list of top 10 ranks during 2016-21, due to comparably low utilisation of the available funds. Thus, these 11 districts continuously failed to utilise MLALAD Scheme funds optimally.

GoR stated (June 2022) that ranking system itself is a tool for enhancing the progress of the scheme. It also stated that sanctions are issued on the recommendation of MLA and the funds were not utilised due to non-recommendation of works by the MLA. It also stated that directions are issued to CEO, ZPs to inform MLAs about the unutilised funds under MLALAD and request MLAs for use of this fund to recommend works.

63 Junior Engineer (JE), Junior Technical Assistant (JTA) and Assistant Engineer (AE) of PSs and Assistant Project Officer (Asstt. PO), AE, Senior Technical Assistant (Sr. TA), Executive Engineer (EE) and Administrative Officer of ZPs.

64 Ajmer, Alwar, Banswara, Chittorgarh, Dungarpur, Jaipur, Jodhpur, Karauli, Pali, Pratapgarh and Swaimadhopur.

2.2.13.3 Quality testing of works through third party

RD&PRD issued instructions from time to time (November 2015, September 2019) that the third-party quality testing of executed/in progress works should be carried out by government and non-governmental engineering colleges/polytechnic colleges affiliated with the Rajasthan Technical University, Kota and Directorate of Technical Education, Jodhpur.

Audit scrutiny of records revealed that quality testing of works by the designated third parties was not carried out, in any of the selected seven ZPs.

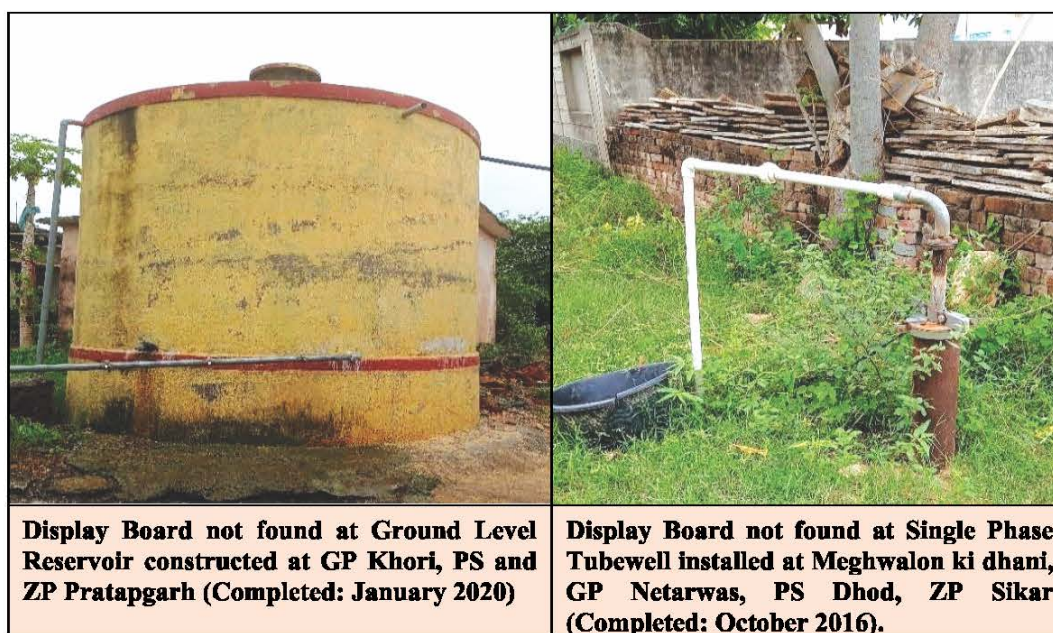
Four ZPs⁶⁵ stated (July-October 2021) that no such order was received from the State Government, while other ZPs did not furnish any reason.

GoR stated (June 2022) that Department would look to develop an effective mechanism to carry out third party inspection during the execution of work.

2.2.13.4 Information of works not displayed at work-site

Paragraph 24.2 of GKN 2010 envisages that information relating to works such as name of the work with work site, name of the scheme, sanctioned amount, man-days, date of commencement and completion of work, expenditure incurred and resulting benefits/utilities to the public *etc.*, is required to be displayed on a board at each work site. Further, Paragraph 2.21 of the Scheme guidelines provides that information regarding work constructed from the fund of MLALAD should be fixed at work site.

Out of the 374 works physically verified in test checked seven ZPs, such information in respect of 196 works⁶⁶ was not found displayed at work-site. In absence of display of information at work sites, the executed works could not be identified and public could not be made aware of the benefits related to the works.



⁶⁵ Baran, Bhilwara, Jodhpur and Karauli.

⁶⁶ ZP Baran: 59 works, ZP Bhilwara: 9 works, ZP Churu: 22 works, ZP Jodhpur: 14 works, ZP Karauli: 31 works, ZP Pratapgarh: 35 works and ZP Sikar: 26 works.

GoR stated (June 2022) that display boards are being installed at work sites. The funds against a work is adjusted on receipt of CC along with photo of display board. However, sometimes it is not available due to theft. Directions have also been issued so that such incidents are not repeated.

2.2.13.5 Evaluation of the scheme

The MLALAD Scheme was introduced by the State Government in 1999-2000. An evaluation of the Scheme was carried out (2009) by the Directorate of Evaluation Organisation (DEO), through 81 selected works of eight PSs of four districts⁶⁷. Various recommendations were issued by the Directorate for better implementation of the Scheme like timely issue of sanctions, execution of works within financial year, effective technical inspection and quality assurance of works and release of sanction/commencement of works after ensuring clear title of land. These recommendations were communicated (January 2010) to all ZPs for taking up corrective action.

Scrutiny of records of selected ZPs (July-October 2021) revealed that recommendations of the DEO had not been completely implemented, which is evident from the audit findings narrated in this report. This has been manifested in various deficiencies in planning and execution of the works like execution of work not as per technical estimates and GKN provisions, executed works not utilised for intended purpose, non-maintenance of inspection records, non-maintenance of delayed completion of works and execution of non-permitted works etc.

GoR stated (June 2022) that compliance of recommendations of DEO is being made.

2.2.14. Conclusion

The MLALAD Scheme was introduced in 1999-2000, with a view to carry out developmental works of capital nature in the constituency areas, on recommendations of MLAs.

A performance audit of the Scheme covering the period 2016-21, revealed that the Scheme was popular as substantial number of works for creation of assets of public use, were undertaken to cater to local requirements. Audit, however, observed that an amount equals to more than double the average annual allocation always remains with the executing agencies, as advance.

The Department did not initiate stern and effective steps against executing agencies for adjustment of pending advances, which increased to ₹ 809.14 crore as of March 2021. Annual utilisation of the available funds was poor due to delayed or non-submission of Utilisation Certificate (UC)/Completion Certificate (CC).

MLAs of four (out of seven) test checked districts did not recommended 20 per cent funds for the areas inhabited by SC/ST and Sambal Gram as prescribed

67 Ajmer, Dausa, Karauli and Udaipur.

in the scheme guidelines. Convergence of available funds with MGNREGS was also not done by the seven test checked districts.

Instances of execution of inadmissible works, execution of works without following prescribed norms/regulations, incomplete works, delay in issuance of sanctions, non-submission of UCs/CCs by executing agencies, inadequate coverage of areas inhabited by SC/ST community, not taking action on recommendations of evaluation study of the scheme etc. were also noticed, despite pointed out in previous Audits of the scheme.

2.2.15 Recommendations

- (i) With a view to increase the utilisation of funds and creation of tangible assets of public use, effective action against the responsible officers/executing agencies may be initiated for completion of work, submission of UCs/CCs and timely adjustment of advances.*
- (ii) The works recommended under the scheme may be executed according to the scheme guideline and other applicable provisions. Supervision and inspection of works, as per the prescribed norms may also be ensured to enhance the quality of assets.*
- (iii) The Department should ensure to undertake the repairing and renovation works within the permitted limits of available funds to ensure durability and utility of the assets created under the scheme.*
- (iv) The Departmental officers may be encouraged to use the information available on various modules of IWMS for effective monitoring and supervision of the scheme and not rely only on Monthly Progress Report sent by ZPs.*
- (v) The State Government should ensure area specific expenditure and convergence of funds with MGNREGS as envisioned in the scheme, to remove imbalance in regional development of such areas.*

2.2.16 Acknowledgement

Audit acknowledges the cooperation extended by the Rural Development Department during the course of Performance Audit.