

Chapter-V: Monitoring of BADP

A Snapshot

There were lapses in the monitoring framework envisaged under the BADP. In absence of nomination of Nodal Officers, quarterly reports were not submitted to the GoI. Similarly, none of the Prabhari Officers had furnished any quarterly report as independent feedback.

Further, the district authorities submitted 58 per cent of the Quarterly Progress Reports (QPRs) with delays ranging between two to 82 days. Third party inspection of works was conducted after one to six years from the end of the year of Annual Action Plan (AAP) concerned.

The Department did not put in place any system for 'Social Audit'. As such, district authorities of all the three selected districts did not implement social audit for the works completed under BADP for any of the year.

No meeting of SLSC was held during 2016-17 to 2021-22 to monitor the progress of implementation of BADP in the State.

Similarly, DLCs also did not undertake regular evaluation of the programme at their level - only one meeting was held during 2016-19.

Introduction

As per the BADP Guidelines, State Government shall develop an institutional system for monitoring/inspection of the BADP works/ projects and submit reports to the GoI. Further, physical assets created under the BADP must be maintained and kept under good repairs by the State Government.

One of the objectives of the Performance Audit was to ascertain whether the programme was properly monitored with respect to execution of works. Audit analysed functioning of various authorities assigned with the task of monitoring the implementation of works and adherence to procedures prescribed for reporting progress of the same.

Further, existence of prescribed mechanisms for ensuring quality of the assets created under the programme and positive impact on local population were also verified in Audit. For this purpose, apart from examination of records at offices of the DPOs/ implementing agencies, joint site inspection of selected works were undertaken with the responsible officials of the implementing agencies/ DPOs. The observations have been narrated in the following paragraphs.

5.1 Nomination of Nodal/ Prabhari Officers

As per the BADP Guidelines 2015, each border Block was to be assigned to a high-ranking State Government Nodal Officer, who should regularly visit the Block and send a quarterly report to the GoI on the MIS application, indicating the number of inspections conducted and highlighting the important achievements/ lacunae. Similarly, the BADP Guidelines 2020 provide for

nomination of *Prabhari* Officer (PO) for the District for independent feedback on the development works undertaken in the border areas. The *Prabhari* Officers are required to submit a quarterly report in this regard to the GoI.

Audit observed that the Department did not nominate any State Government officer as Nodal Officer for any of the seven Blocks of the three districts test-checked by Audit, though required as per the BADP Guidelines 2015.

In compliance to the BADP Guidelines 2020, the Department designated (June 2020) the existing *Prabhari Sachiv*¹ of Kachchh, Banaskantha and Patan Districts as the *Prabhari* Officer under the BADP.

5.1.1 Submission of feedback by Nodal Officers/ *Prabhari* Officers

Audit observed that in the absence of nomination of Nodal Officers, no quarterly report, was submitted to the GoI till July 2020. Further, though the first quarterly report to be submitted by the *Prabhari Sachiv* nominated in June 2020 was due in October 2020, no such report was ever submitted by any of the POs to the GoI.

The Department also did not take up the matter with the POs till June 2021, when for the first time the POs were requested to submit the quarterly feedback. The Department again asked the POs in September 2021 to submit their feedback. However, inspite of this, none of the POs had furnished any quarterly report as independent feedback even after lapse of almost two years (April 2022).

Thus, even after the POs were nominated in June 2020, no quarterly report was being submitted.

The Department did not submit any reply (April 2024).

5.2 Delay in submission of Quarterly Progress Report

As per the BADP Guidelines 2015 and 2020, the Quarterly Progress Report (QPR) showing work/ project wise physical and financial progress should be submitted by the Department to the GoI latest by 15th day of closure of the quarter through MIS application/ BADP-OMS.

Audit observed that the QPRs for all the quarters of the period 2016-17 to 2020-21 were submitted by the Department to the GoI with delays ranging from five days to 157 days.

In respect of 2021-22, Audit observed that though the QPRs were submitted through BADP-OMS, the reports generated through BADP-OMS did not depict the date of submission of the QPRs by the Department.

¹ The Secretary rank officers nominated by the General Administration Department (GAD) to attend grievances of public and provide guidance to district administration.

Audit also observed that out of the 60 QPRs (20 each for each district) for the period 2016-17 to 2020-21, the district authority submitted 35 QPRs (58 *per cent*) after 15th day of closure of the quarter with delays ranging between two to 82 days.

The DPO, Patan attributed the delay in submission of QPRs to delay in receipt of latest position of work in progress from the implementing agencies.

Since the Department has to consolidate the QPRs furnished by the Districts, delayed submission of QPRs by the District authorities also contributed to delayed submission of the consolidated QPR to the GoI.

5.3 Third Party Inspection

As per the BADP Guidelines 2015, third party inspections need to be commissioned by the State for an independent feedback on the quality of work undertaken in the BADP.

Audit observed that the Department awarded Third Party Inspection for the year 2013-14 to 2018-19 in August 2019 to AFC India Ltd., New Delhi². The inspection agency submitted its report to the Department in February 2020, which was forwarded by it to the GoI and district authorities in March 2020.

Thus, Third Party Inspection of works was conducted after one to six years of completion of work. On the basis of Third Party Inspection of 670 works implemented during 2013-14 to 2018-19 (pertaining to 32 selected villages), the inspection agency pointed out the following major deficiencies:

- There was a need for pre-survey of village-wise requirement and community participation in deciding works in villages;
- Border areas were still facing problems, like lack of equipment at health centre, absence of gutter lines for safe waste disposal, open defecation due to water shortage, lack of skill development/ vocational training platforms for women and youth, even though demanded by the villagers;
- Works were being completed in bits and pieces and it was recommended that one village must be taken and holistically all needs of that village completed;
- There was a need for repair of certain assets, while there was under-utilisation of certain assets created under the programme as well as non-commencement/ non-completion of works.

² AFC India Ltd. (formerly Agricultural Finance Corporation Ltd.) established in 1968, is a multi-disciplinary cross-functional development organization providing consulting, advisory and implementation support for agriculture, rural development and other strategic socio-economic sectors in India. AFC is wholly owned by Commercial Banks, NABARD and EXIM Bank. AFC is a Deemed Government Company under Section 139 (5) and 139 (7) of the Companies Act, 2013 and its accounts are audited by Comptroller & Auditor General of India (CAG). AFC is also accredited with ISO 9001-2015.

The district authorities of Kachchh and Patan submitted Action Taken Report on the deficiencies mentioned in the Third Party Inspection Reports to the Department in August and June 2022 respectively.

However, the District authority of Banaskantha district did not submit the Action Taken Report to the Department as of October 2022.

Action taken on the Third Party Inspection report was yet to be submitted (October 2022) to the GoI by the Department. Moreover, the Department has not commenced the process of nomination of Third Party Inspection agency for the year 2019-20 (July 2023).

Audit observed that regular conduct of third party inspection could have helped in identifying the deficiencies in execution of works for taking corrective actions in similar works undertaken in the subsequent AAPs.

The Department stated (January 2023) that as part of financial frugality, works of four to five years were assigned to be evaluated simultaneously. It was further contended by the Department that as administrative process of selecting agency for third party evaluation is time-consuming, there was delay in nominating the agency.

Reply is not convincing as timely appointment of Third Party Inspection agency would have helped to avoid repetitions of deficiencies/ irregularities which were found in earlier projects/ works.

5.3.1 Joint site inspections by Audit

In order to ascertain the ground realities, Audit conducted joint site inspection of 55 works out of the 328 works selected under the Performance Audit. The observations based on these joint site inspections have been narrated in the following paragraphs:

5.3.1.1 Display Board at work sites

As per the BADP Guidelines of 2015 and 2020, a Display Board should be kept at each BADP project (work) site indicating that the work is being done/ has been done under the BADP. This is essential for identifying the assets created under the BADP and their future repairs and maintenance by seeking funds under the BADP.

During joint site inspection (between June and September 2022) with officials of the respective implementing agency/ jurisdictional DPO, Audit observed that out of 55 works inspected, in case of 40 works (73 per cent), Display Board had not been kept at the site of the works.

Thus, not only essential information³ was not displayed at work sites but this also diminished possibility of identifying these assets for required repairs and maintenance by provisioning of funds under the BADP.

³ Physical and financial scope of the work, viz. name of the work, estimated cost, date of commencement, date of completion of work and name of the implementing agency.

The IAs accepted (between November 2022 and May 2023) the fact in case of 30 works. In respect of four works, the IAs stated (between October 2022 and March 2023) that display boards were placed but the same were not available at time of joint site inspection. Reply in respect of remaining six works was awaited (April 2024).

5.3.1.2 Utilisation of toilets

As per the BADP Guidelines 2015, work related to rural sanitation/ toilet blocks particularly for women and public places, bus stands, *etc.* was included under the permissible works.

The Third Party Inspection Report had also pointed out absence of gutter lines for safe waste disposal and the problem of open defecation due to water shortage.

Audit observed that works of “Construction of individual toilets – at Radosan (260 Nos.) and Padan (240 Nos.), Taluka Suigam, Banaskantha” planned for 2016-17, were completed in September 2017 and August 2018 respectively with an expenditure of ₹ 53.28 lakh.

During joint site inspection of nine toilets constructed in village Padan with AAE of TDO, Suigam (August 2022), the beneficiaries informed that three toilets had been washed out in the floods of 2017.

Audit further observed that two toilets were unusable due to missing doors. Thus, five out of nine (56 *per cent*) toilets physically verified by Audit were either not in existence or not usable.

The DPO, Banaskantha replied (May 2023) that doors of the two toilets have been repaired so that the toilets can now be used. It was further replied that the three toilets damaged in the flood of 2017 had been repaired and put to usable condition.

The reply indicates that the District authorities took corrective measures only after being pointed by Audit.

The Department/ District authorities need to monitor the assets created under the BADP more vigilantly to identify the need of taking corrective measures, wherever required.

5.4 Annual Social Audit

As per the BADP Guidelines of 2015, the State Government should put in place an appropriate ‘Social Audit System’. The BADP Guidelines of 2020 prescribed that Annual Social Audit of the works completed in border areas will be carried out by Gram Sabha or similar local body of border districts/ representatives of BGF concerned. The implementing agency will also be invited to present status of the works taken up by them.

Audit observed that the Department did not put in place any system for ‘Social Audit’. As such, the district authorities of all the three border districts did not

implement social audit for the works completed under the BADP for any of the years under review.

In the absence of the same, the impact of BADP on the border villages and achievement of objectives of the programme could not be ascertained from the perspective of local population.

The Department stated (May 2022) that it has directed the district authorities for the Annual Social Audit of the BADP works in review meetings. Subsequently, the Department furnished (August 2023) to Audit, the copies of Social Audit Reports it had sent to the GoI in April 2023.

Scrutiny of the same in Audit revealed that these reports were furnished in respect of only 135 works (14 *per cent*) out of the total 958 works completed under the BADP during the period 2016-22.

Moreover, the reports were only single page document/ Statement of works signed (104 works)/ un-signed (31 works) by village *Talati* (a State Government official) and not by members of Gram Sabha. As such, Audit could not ensure whether feedback/ response of the village population was obtained or not.

5.5 Monitoring by SLSC and DLC

The BADP Guidelines 2015 provided that the SLSC shall meet at least once a year to review the progress of the schemes under BADP. No specific provision regarding meetings of the SLSC was made in the BADP Guidelines of 2020.

However, meetings of the SLSC were required to be conducted for effective monitoring of implementation of the Programme as envisaged in the BADP Guidelines 2020. Moreover, the DLC is also responsible for monitoring of implementation of works under the BADP to ensure quality of works.

Audit observed that no meeting of SLSC was held during 2016-17 to 2021-22 to monitor the progress of implementation of works under the BADP in the State. The review meetings of the DLCs are shown in the following Table:

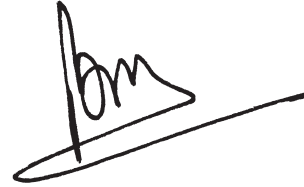
Table 5.1: Review meetings of DLCs held during 2016-17 to 2021-22

District/ Year	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Banaskantha	Nil	Nil	Nil	Nil	01	02
Kachchh	Nil	Nil	Nil	04	06	06
Patan	Nil	01	Nil	03	03	01

Source: Records relating to review meetings and information furnished by the respective DPO.

From the Table above, it can be seen that only one meeting was held during 2016-19 but the situation improved thereafter.

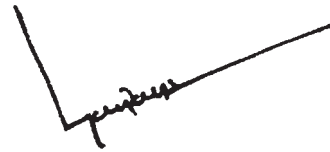
Recommendation 7: The Department may ensure that mechanisms prescribed for monitoring of implementation of BADP, such as QPRs, annual social audit, etc. are functioning as envisaged.



**Ahmedabad
The 17 OCT 2024**

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Countersigned



**New Delhi
The 23 OCT 2024**

**(GIRISH CHANDRA MURMU)
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