

Chapter-I: Introduction

1.1 Introduction

The Border Area Development Programme (BADP) was introduced in 1993-94 as a 100 *per cent* Centrally Sponsored Scheme (CSS), being implemented by the Department of Border Management (DBM), Ministry of Home Affairs (MHA), Government of India (GoI). From 2016-17, the programme is being implemented as a Centrally Sponsored Scheme (CSS) in the ratio of 60:40 (Central: 60, State: 40).

The main objective of the BADP is to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the International Border and to saturate the border areas with the entire essential infrastructure through convergence of Central/ State/ BADP/ Local schemes and participatory approach.

BADP was being implemented in five sectors (*viz.* Education, Health, Agriculture and allied services, Infrastructural¹ and Social) up to May 2015. The scope of the programme was increased to seven sectors with effect from June 2015 by including Sports Activities and Special/ Specific area schemes. The programme covers all the census villages/ towns, semi-urban and urban areas located within 0-10 Km distance (aerial distance) from the first habitation from International Boundary (IB). Priority is given to the villages identified by the Border Guarding Forces (BGF)² as ‘strategic villages’³. For ‘saturation of a village’, the minimum facilities as specified in the BADP Guideline 2015 will include road connectivity, schools (along with 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 District Level Committee (DLC) to decide its own definition of saturation of villages keeping in view their local conditions. Only after saturation of 0-10 km villages, State Government is 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.

In Gujarat, BADP is being implemented in seven border Blocks⁴ of three Districts namely Banaskantha, Kachchh and Patan⁵, having a total length of 487.07 km of IB with Pakistan and covering an area of 16,428.86 Sq.km.

¹ Bifurcated (w.e.f. June 2015) into Infrastructure –I (Link roads, bridges, culverts, footpath, helipads, etc.) and Infrastructure–II (safe drinking water supply).

² In Gujarat, Border Security Force (BSF) acts as the Border Guarding Force.

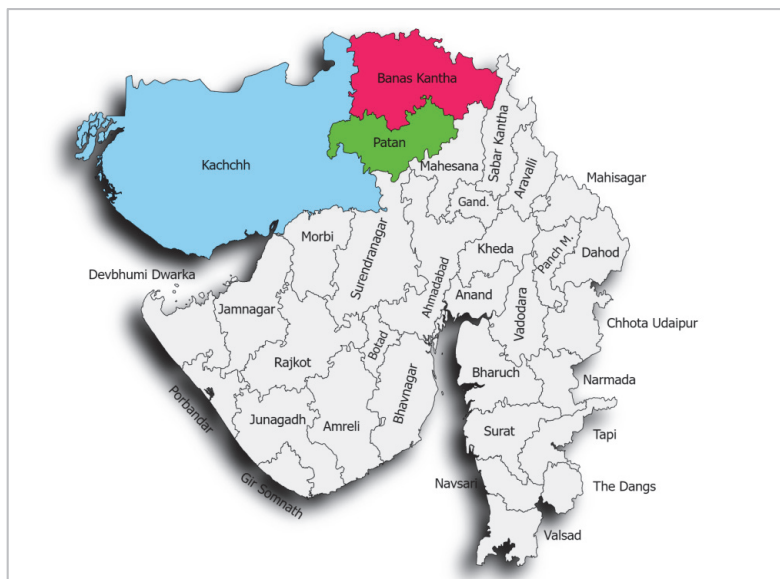
³ The Strategic Border Villages, as identified by BSF and endorsed by MHA, are to be saturated first with respect to developmental activities, such as road connectivity, electricity, drinking water supply, sanitation, health, agriculture & allied sectors, *etc.*

⁴ (1) District Banaskantha: (i) Suigam, (ii) Vav Blocks; (2) District Kachchh: (i) Bhachau, (ii) Bhuj, (iii) Lakhat, (iv) Rapar Blocks; (3) District Patan: (i) Santalpur Block.

⁵ Areas of Kachchh District, adjacent to Patan and Banaskantha, are mostly saline/ marshes. First habitation from the IB is in Patan and Banaskantha Districts. Thus, Patan and Banaskantha, though not located on IB, have been covered under the BADP by the Department.

As of March 2023, the Government of Gujarat (GoG) has notified 158 villages as border villages for implementation of the programme. The following map highlights the three Districts where the BADP is being implemented:

Map 1.1: Three Districts of Gujarat where the BADP is being implemented

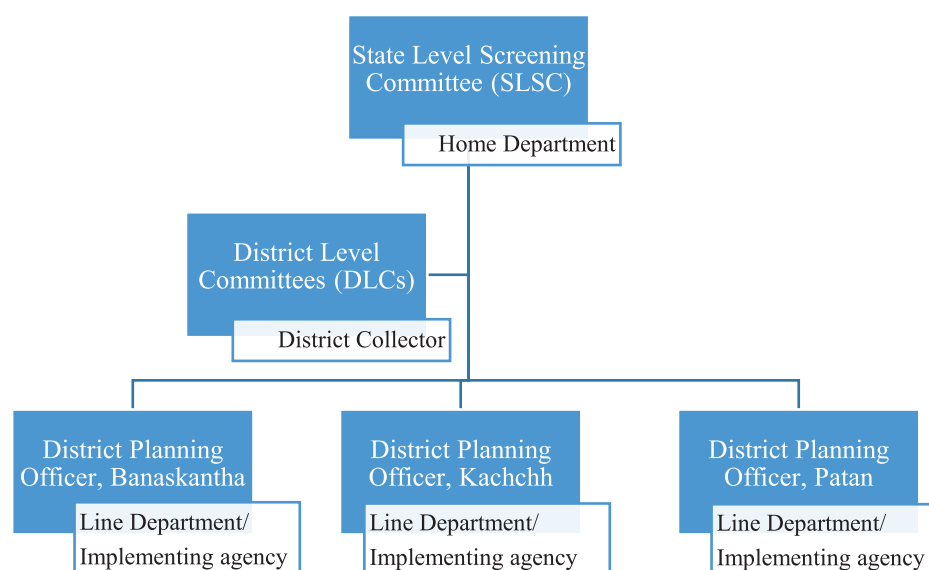


(Above is a representative Map to show the Districts and is not as per Scale)

The total funds released by the Finance Department, GoG to the Home Department, GoG during 2016-17 to 2021-22 for the BADP was ₹ 248.04 crore. Out of that, ₹ 206.40 crore only (83.21 per cent) were released to the DPOs by the Home Department for implementation of the BADP.

1.2 Organizational Structure

The Home Department (the Department) headed by the Additional Chief Secretary (ACS) is the nodal Department for implementation of the BADP in Gujarat. The Department implements the programme through the District Planning Officers (DPOs) working under the District Collectors of the districts covered under the BADP. The State Level Screening Committee (SLSC) under the Chairmanship of the Chief Secretary, GoG is responsible for finalization of schemes/ works/ projects and approval of Annual Action Plan (AAP) before its submission to the GoI. District Level Committees (DLCs) headed by the District Collector are responsible for planning and implementation of scheme in the border blocks as per BADP Guidelines, through various line Departments/ agencies.

Chart 1.1: Organizational Structure

1.3 Audit Objectives

The objective of the Performance Audit (PA) was to ascertain the extent to which BADP was successful in meeting the special needs of the border areas by examining whether:

1. The planning process for implementation of BADP was based on adequate need analysis and other prescriptions of the BADP Guidelines;
2. The works were executed under the programme with due regard to provisions of the BADP Guidelines and other statutory norms; and
3. The programme was properly monitored with respect to funds management and execution of works.

1.4 Audit Criteria

The following served as the sources of audit criteria for the PA:

- Guidelines for BADP issued by the GoI in 2015 and 2020;
- Orders/ Notifications/ Resolutions/ Circulars issued by the GoI and GoG in respect of BADP;
- Annual Action Plans prepared by the respective DPOs;
- Minutes of meetings of SLSC and DLCs;
- Quarterly Progress Reports (QPRs)/ Utilisation Certificates (UCs) submitted at various levels;
- General Financial Rules, 2017;
- Gujarat Financial Rules, 1971;
- Gujarat Treasury Rules, 2000;
- Gujarat Public Works Manual.

1.5 Scope and Methodology of Audit

The PA was conducted⁶ between March 2022 and September 2022, assessing the period from 2016-17 to 2021-22. An Entry Conference was held with the ACS, Home Department, GoG in June 2022. During the same, the audit objectives, scope, criteria, and sample selected were discussed. The audit methodology involved examination of records of the Department, the DPOs of all three border districts, and other line Departments implementing the programme; interaction with the personnel of auditee units, joint site inspection of a few of randomly selected works and raising audit queries based on the scrutiny of records/ joint site inspection.

An Exit Conference was held with the ACS, Home Department, GoG on 24 July 2023 wherein the findings of the Performance Audit were discussed. The replies of the Government, wherever furnished, have been suitably incorporated in the Report.

1.6 Sampling Methodology

In addition to the office of the ACS, Home Department, GoG, all the three Districts and their seven Blocks, where BADP is implemented, were selected for audit scrutiny in the PA. In each Block, five villages were selected through Simple Random Sampling Method using IDEA software. In the selected 35 villages, all completed works and five ongoing works during 2016-17 to 2021-22 were selected for detailed scrutiny. Overall, 328 works (out of 958 works executed under BADP during the period) were selected for detailed scrutiny by Audit under the PA, out of which records relating to 46 works (**Appendix-I**) were not furnished by the jurisdictional DPO and implementing agency even after repeated reminders during conduct of audit. Further, joint site inspection of randomly selected 55 works (**Appendix-II**) was also done, covering five *per cent* (minimum five works) of the completed works from each Block.

1.7 Acknowledgement

Audit acknowledges the cooperation and assistance extended by the Home Department, District Collectors, District Planning Officers and other line Departments/ implementing agencies in conducting the Performance Audit.

1.8 Audit findings

Apart from an overall analysis of 958 works executed under BADP in Gujarat during 2016-22, Audit did detailed analysis of 282 works⁷ and conducted joint site inspection of 55 works. The Performance Audit revealed inadequacies/ irregularities in planning for the programme, execution and monitoring thereof.

⁶ Except one joint site inspection, which was conducted in November 2022 (in relation to the works planned during AAP 2016-17 and 2018-19 at village Nadabet, Taluka Suigam, Banaskantha District).

⁷ Total selected works 328 minus 46 works in respect of which records were not produced.

Audit observed that the Department could only partially achieve the special developmental needs, as envisaged in the BADP, by creating some essential infrastructure. However, not a single village could be declared 'saturated' since implementation of the Programme. Further, the works were executed with some deficiencies in planning and monitoring, which are discussed in the succeeding Chapters.