

CHAPTER - I

Introduction

Introduction

Border Area Development Programme (BADP) had been started by the Department of Border Management, Ministry of Home Affairs, Government of India during VII Five Year Plan in Western Region of India. During the VIII FYP, the programme was extended to the States that had an international border with Bangladesh. During the IX FYP, the programme was further extended to the States having international border with Myanmar, China, Bhutan and Nepal. At present, BADP covers 362 blocks located along the international border in 96 border districts of 17 States that share an international land border with India's neighbouring countries.

Objectives of BADP

The main objective of the programme is to meet the special developmental needs of the people living in remote and inaccessible areas situated near the international border and to saturate the border areas with essential infrastructure through convergence of BADP/Central/State//Local schemes and through a participatory approach. The specific objectives of the programme are:-

- balanced development of sensitive border areas through adequate provision of infrastructure; and
- promotion of a sense of security amongst the local population.

Coverage of Border Area Development Programme

Punjab has 553 KM long international border with Pakistan that spread along 4 districts, viz., *Ferozepur*, *Gurdaspur*, *Amritsar* and *Tarn Taran* (the last was created in April 2006). As many as 19 blocks in the State of Punjab (*Attari* block included in 2010-11), with an aggregate geographical area of 6369.82 Sq.km, are being covered under Border Area Development Programme (**Table 1.1**).

Table 1.1: Coverage of Border Area Development Programme in Punjab

Name of District	Number of Blocks	Name of Blocks	Villages covered	Population benefited	Area (Sq. km)	Border Length (km)
Amritsar	3	Ajnala Attari Chogawan	360	3,94,429	1193.18	109.36
Ferozepur	6	Fazilka Ferozepur Guru Harsahai Jalalabad KhuianSarvar Mamdot	629	7,94,016	3066	246.21
Gurdaspur	7	Bamial Dera Baba Nanak Dina Nagar Dorangla Kalanaur NarotJaimal Singh Gurdaspur	733	5,86,239	1288.21	98.72
Tarn Taran	3	Bhikhiwind Gandiwind Valtoha	148	2,44,920	822.43	98.71
Total	19		1870	20,19,604	6369.82	553.00

Source: Annual Plan 2011-12, Govt. of Punjab

Problems at Border Areas in Punjab

(i) The Border districts in Punjab have economically suffered a lot because of three wars with Pakistan during the post-independence era, long spells of cross-border terrorism and internal disturbances during the last quarter of the twentieth century. The border areas also lagged behind industrially as no heavy industry could come up due to their proximity to the international border and uncertainties and security threats.

(ii) Farmers living in border areas face acute hardships as they are barred from cultivating tall crops like sugarcane, cotton, etc. which would earn them better income. The problems are compounded owing to inadequate access to their farm lands and restricted movements at 'zero line' due to trans-border illicit activities like drug trafficking, smuggling, illegal crossing, etc. and erection of fencing along the international border.

(iii) Two rivers – the *Ravi* and the *Satluj* - and their tributaries and distributaries pass through the border Districts of Punjab causing damage to the crops particularly during the *Rabi* season. These rivers and rivulets also create restricted surface transport and communication in the border areas.

(iv) Border areas lag behind in basic amenities of education, health, sanitation, potable drinking water, transportation, roads, etc. The lack of environment for development of industries and marketing infrastructure has further accentuated the difficulties of the people in the border areas.

Funding of BADP

The Border Area Development Programme is a 100% centrally funded Area Programme. Funds are provided to the States as Special Central Assistance for execution of the approved schemes on a 100% grant basis and allocated amongst the 17 beneficiary States on the basis of (a) length of international border; (b) population of border blocks; and (c) area of border blocks. Each of these criteria is given equal weightage. The distribution of BADP fund among districts and blocks is generally done as per methodology given in *Annexure I*.

The border block is the spatial unit for the programme and all schemes are implemented within the border blocks only. The funds received from Govt. of India are allocated among the 6 border districts of Punjab on the basis of the criteria adopted by Govt. of India for distribution of funds amongst eligible States.

Funds are generally released to States in two instalments – the first instalment of 90% is released on receipt of the schemes approved for the year by the State Level Screening Committee and the balance 10% is released when 70% of the funds released during the preceding year have been utilized.

Activities / Areas covered under BADP

The broad guidelines of the scheme have indicated an illustrative list of eligible and ineligible activities for consideration under BADP. Major sectors considered for support under BADP scheme are Education, Health, Agriculture, Infrastructure, Social Sector and Miscellaneous Activities, a list of which is indicated in **Box 1.1**.

Box 1.1 – Broad Activities Eligible for Grants under BADP Scheme

Education: school building, hostels, library, playground

Health: Building, basic equipment like X-Ray, ECG machines, equipment for dental clinic, pathological labs, etc.

Agriculture: Construction of *pucca* irrigation channels (*khals*), lift irrigation, animal husbandry, dairying, pisciculture, social forestry, soil conservation, etc.

Infrastructure: Construction / improvement of roads, approach roads, provision of civic amenities like electricity, water, pathways, foot bridges, rural toilets, bus stands, solar street lights, etc.

Social Sector: Community halls, *Anganwadis* Centres, common shelter Centres, etc.

Miscellaneous: Development of Model villages, E-chaupals/agri shops/mobile media vans/market yards, and cluster approach wherever feasible.

Progress under BADP during 2007-08

During 2007-08, an amount of Rs.1870 lakh was sanctioned under normal BADP schemes and the entire amount was released by 31.3.2009. As per the distribution of funds, as can be seen from **Table 1.2**, Amritsar District had received Rs. 257.53 lakh (14%), Ferozepur Rs.839.03 lakh (45%), Gurdaspur Rs.427.72 lakh (23%) and Taran District Rs.345.72 lakh (18%).

Table 1.2: District-wise Allocation of BADP Fund in Punjab during 2007-08

(Rs. in lakh)

Sl. No.	District	Funds Sanctioned	Funds Utilized Up to 31/03/2009	Percentage Utilization
1	Amritsar	257.53 (14)	257.53	100
2	Ferozepur	839.03 (45)	839.03	100
3	Gurdaspur	427.72(23)	427.72	100
4	Tarn Taran	345.72(18)	345.72	100
	Total	1870.00 (100)	1870.00	100

NB: Figures in Brackets indicate percentages. Source: Annual Plan 2011-12, Govt. of Punjab.

Progress under BADP during 2008-09

During 2008-09, an amount Rs.2218.00 lakh was allocated in the 4 districts in the same proportion as what was in the previous year. The detail of funds sanctioned under normal BADP schemes during 2008-09 is given **Table 1.3**.

Table 1.3 : District-wise Allocation of BADP Fund in Punjab during 2008-09

(Rs. in lakh)

SN	District	Funds Sanctioned	Funds Utilized Up to 31/03/2010	Percentage Utilization (%)
1	Amritsar	305.46 (14)	305.46	100
2	Ferozepur	995.16(45)	995.16	100
3	Gurdaspur	507.32(23)	507.32	100
4	Tarn Taran	410.06(18)	410.06	100
	Total	2218.00(100)	2218.00	100

NB: Figures in Brackets indicate percentages.

Source: Annual Plan 2011-12, Govt. of Punjab

CHAPTER - II

Objectives and Methodology

2.1 This chapter presents the major objectives of the study, nature of data collected and approach and methodology followed for the conduct of study.

Objectives of the Study

The Planning Department, Govt. of Punjab has assigned the study to NABCONS for verification and evaluation of the infrastructure created under BADP grant assistance, particularly in Amritsar district of Punjab (**Map 2.1**). Amritsar is one of the four districts where BADP scheme is under implementation.

Map 2.1: Amritsar District in Punjab



Approach and Methodology of Study

(i) Sampling Method and Sample Size

The inspection and evaluation of projects were conducted on a sample verification and evaluation approach where representative samples were randomly selected from each broad sector of activities where BADP grant was utilized. The stratified random approach was adopted to select the sample projects.

BADP is being implemented in two (*Attari* Block included in 2010-2011) border blocks of Amritsar district. Both the blocks have been covered in the study and sample projects were chosen from each block.

As per the terms of reference of the study assigned by the Planning Department, the sample projects were selected from the projects sanctioned only during 2007-08 and 2008-09. It was also appropriate to study the infrastructure created during these two years as there is invariably some time lag between construction and generation and delivery of the intended benefits and this time lag has to be allowed to lapse to make an appropriate verification and evaluation of its impacts.

While selecting the sample projects, care had been taken -

- to select most appropriate and representative sample projects,
- to cover all broad sectors and almost every sub-sector in each sector,
- to cover all dimensions of projects like low cost as well high cost projects, and
- to cover the entire spread of the projects like every block and from villages at 'zero point' to interior villages.

2.2 The distribution of sample projects of the study is given in **Table 2.1**. 24 sample projects (40% of total projects) had been randomly selected from the major sectors including 15 (41%) projects sanctioned during 2007-08 and 9 (39%) projects sanctioned during 2008-09. Sample projects consisted of 13 projects under infrastructure, 4 under education, 2 under social infrastructure, 1 under health infrastructure, 1 an agricultural project and 3 projects under security infrastructure. The sample projects also included varieties of activities under each sector- construction of classrooms, laboratories, library, compound walls, etc. under education sector, construction of community centre, *Dharmshals*, etc. under social sector, construction of sewerage, etc. under agriculture, construction of metalled road, brick-packed approach road, installation of solar lights, etc. under infrastructure and construction of new dispensaries buildings, etc. under health sector.

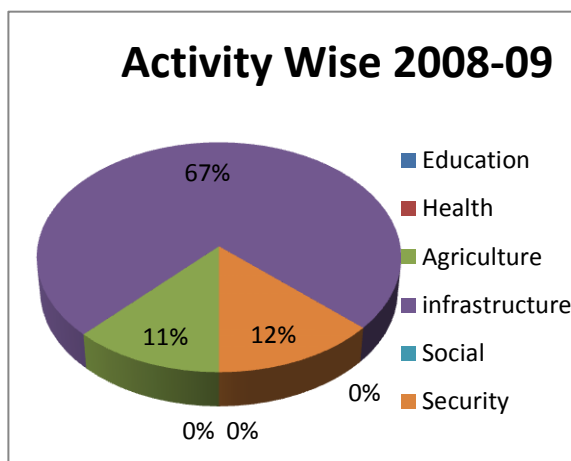
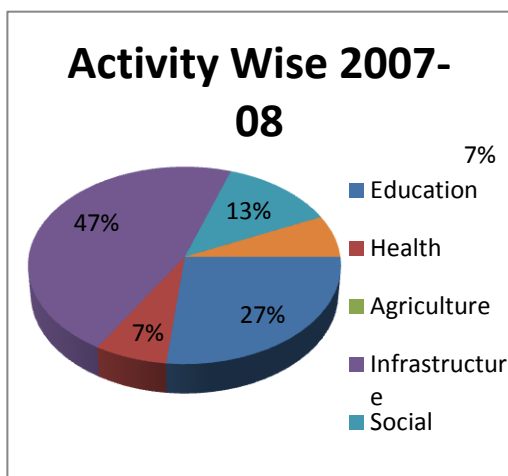
Table 2.1: Activity-wise Distribution of Sample Projects

Sector	2007-08		2008-09		Total	
	Total Projects	Sample Projects	Total Projects	Sample Projects	Total Projects	Sample Projects
Education	8	4 (50)			8	4(50)
Health	2	1 (50)			2	1(50)
Agriculture			1	1(100)	1	1(100)
Infrastructure	19	7(37)	19	6(32)	38	13(34)
Social	5	2(40)			5	2(40)
Security	3	1(33)	3	2(67)	6	3(50)
Total	37	15 (41)	23	9(39)	60	24(40)

(Figures in brackets indicate percentage to respective totals.)

Out of the randomly-selected 15 samples of the BADP projects sanctioned during 2007-08, 47% pertained to infrastructure sector, 27% to education, 13% to Social sector and 7% each to health and security(Figure 2.1). The representation of the sample projects is commensurate with the absolute distribution of projects. From the sample projects financed during 2008-09, 67% were infrastructural, 12% security-related and 11% agricultural projects (Figure 2.2).

Figure 2.1: Percentage distribution of Sample projects sanctioned during 2007-08 **Figure 2.2: Percentage distribution of Sample projects sanctioned during 2008-09**



Block-wise distribution of the sample projects, as given in Table 2.2, reveals that sample sizes of 15 and 9 projects were selected from *Ajnala* and *Chogaon* Blocks respectively. The block-wise distribution of projects has been made according to the number of projects sanctioned in the block.

Table 2.2: Blockwise Distribution of Sample Projects

(no. of projects)

Blocks	2007-08		2008-09		Total	
	Total Projects	Sample Projects	Total Projects	Sample Projects	Total Projects	Sample Projects
<i>Ajnala</i>	18	9 (50)	7	3 (43)	37	15 (41)
<i>Chogaon</i>	19	6 (32)	16	6 (38)	23	9 (39)
Total	37	15 (41)	23	9 (39)	60	24 (40)

(Figures in brackets indicate percentage to respective totals.)

Care has been taken to select proportionately representative sample projects across various activities as well as across blocks. **Figure 2.3** and **Figure 2.4** show the pattern of selection of sample projects across different blocks from among the projects sanctioned under BADP during **2007-08** and **2008-09** respectively.

Figure 2.3: Total Projects and Sample Projects financed during 2007-08

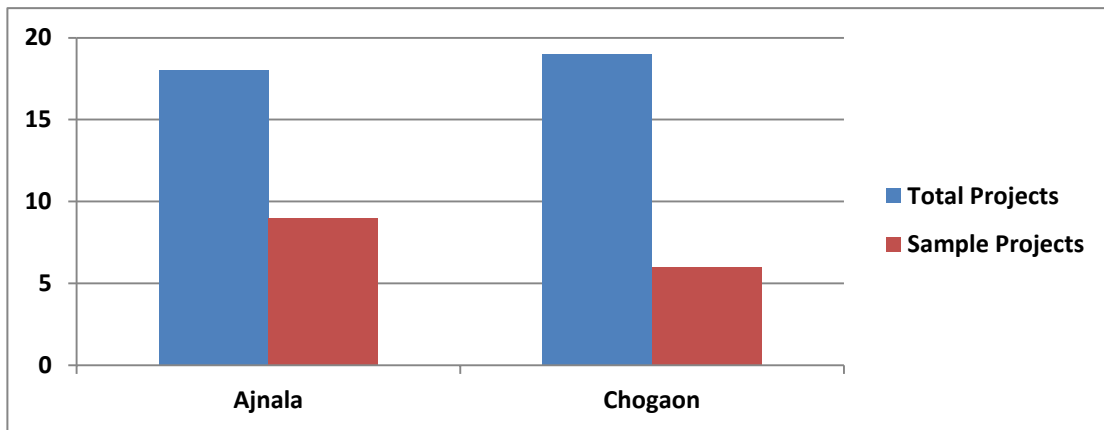
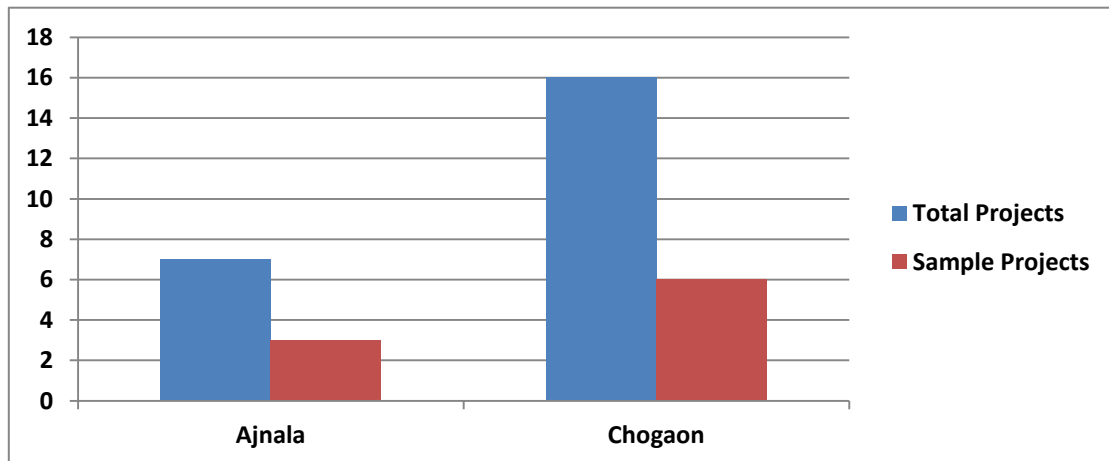


Figure 2.4: Total Projects and Sample Projects Financed during 2008-09



As far as financial coverage of the sample projects is concerned, the sample projects represent 71% of the total grant sanctioned and released during 2007-08 and 54% of the grant sanctioned and disbursed during 2008-09, making a total representation of 62% of the grants sanctioned during the two years. Infrastructure activities account for the largest number of projects and, thus, the sample representation of these activities is also the maximum with 38 projects and 62% of the financial sanction for the sector. Activity-wise financial representation of the sample projects is given in **Table 2.3**.

Table 2.3: Financial Coverage of Sample Projects

(Rs. in lakh)

Sector	2007-08		2008-09		Total	
	Total Projects	Sample Projects	Total Projects	Sample Projects	Total Projects	Sample Projects
Education	36.00	24 (67)	0.00		36.00	24.00 (67)
Health	6.00	3.00 (50)	0.00		6.00	3.00 (50)
Agriculture	0.00	0.00	15.00	15.00 (100)	15.00	15.00 (100)
Infrastructure	183.03	139.98 (76)	259.39	134.28 (30)	442.42	274.26(62)
Social	18.50	10.00 (54)	0.00		18.50	10.00 (54)
Security	14.00	7.00 (50)	31.07	15.07(49)	45.07	22.07(49)
Total	257.53	183.98 (71)	305.46	164.35 (54)	562.99	348.33 (62)

(Figures in brackets indicate percentage to respective totals.)

As can be seen from **Figure 2.5** and **2.6**, the sample projects represent an adequate proportion of the total grant released under BADP in the border district of Amritsar so as to enable draw conclusive inferences.

Figure 2.5: Financial Representation of Total Projects and Sample Projects from 2007-08

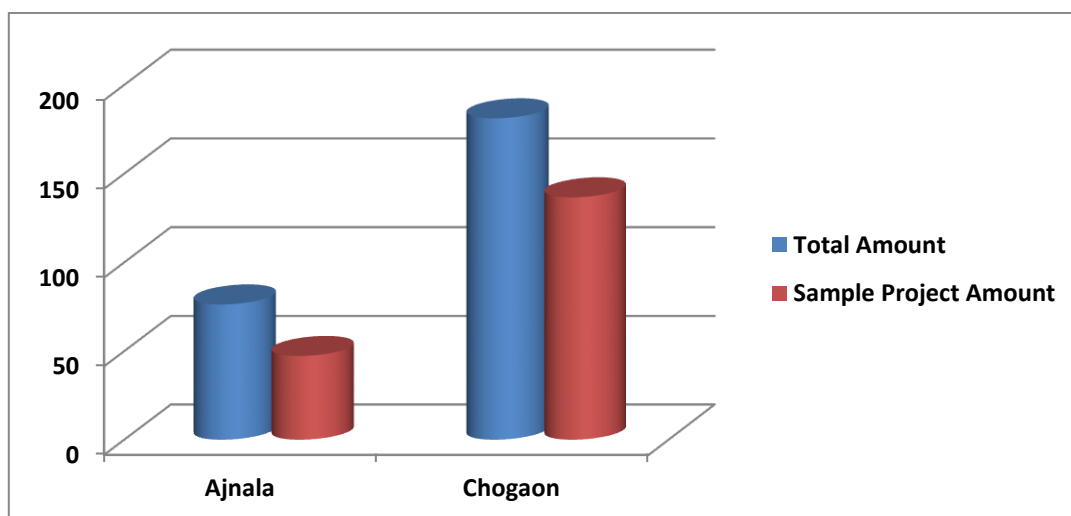
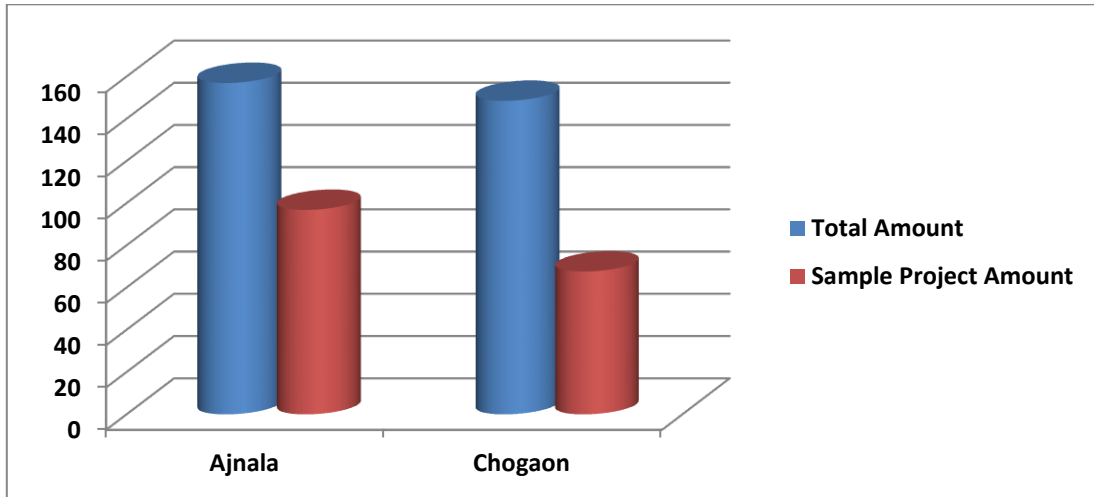


Figure 2.6 : Financial Representation of Total Projects and Sample Projects from 2008-09



Details of activity-wise and block-wise distribution of the sample projects are given in **Annexure 2.1**. As can be seen therefrom, there has been an appropriate representation of the sample projects in each sector and in every block.

Collection of Data

Both primary and secondary data have been collected on the progress and implementation aspects of the BADP scheme in Amritsar district. Secondary data had been collected from the published / recorded statements and documents at the Office of District Planning Board, Amritsar, Annual Plan 2011-12 document of Punjab and websites like www.pbplanning.gov.in. Primary data had been collected for each of the selected projects through onsite visit to the project by the study team. Information were collected on a pre-designed schedule (**Annexure 2.2**) from the implementing agency/department, Sarpanch of the village, Teachers, Doctors, Farmers, beneficiary villagers, etc.

Chapter III

Implementation of BADP Scheme

3.1 Distribution of Projects

3.1.1 Activity-wise Distribution of Projects

BADP grant was utilized to develop various infrastructures under five broad sectors - Education, Health, Agriculture, Infrastructure and Social sectors. During 2007-08, BADP grant of Rs.257.53 lakh was allocated of which, 71% was utilized in infrastructure sector while agriculture, being the prominent economic activity of the people living in border areas did not receive any fund. There was no significant change during 2008-09 as can be seen from **Table 3.1**. Agriculture sector accounted for only 5% of the BADP fund during 2008-09 whereas infrastructure sector accounted for 85%.

Table 3.1: Sector-wise Distribution of BADP Scheme in Amritsar District

Sector	2007-08				2008-09			
	No of Projects	%	Amt	%	No of Projects	%	Amt	%
Education	8	22	36.00	14	0	0	0	0
Health	2	5	6.00	2	0	0	0	0
Agriculture	0	0	0	0	1	4	15	5
Infrastructure	19	51	183.03	71	19	83	259.39	85
Social	5	14	18.50	7	0	0	0	0
Security	3	8	14.00	6	3	13	31.07	10
Total	37	100	257.53	100	23	100	305.46	100

Figure 3.1 and 3.2 portray the distribution of BADP projects across six broad activities sanctioned during 2007-08 and 2008-09. As can be seen, the maximum number of projects was sanctioned under infrastructure which included construction of roads, approach roads, link roads, drinking water supply, etc. These infrastructures have enhanced connectivity in the border villages and to the Border Out Posts, resulting, in turn, in better security in the border area against cross-border illicit trafficking of drugs and infiltration. Agricultural, health and social sectors received negligible amount in BADP programme of Amritsar district.

Figure 3.1: Sector-wise Distribution of BADP Projects sanctioned during 2007-08

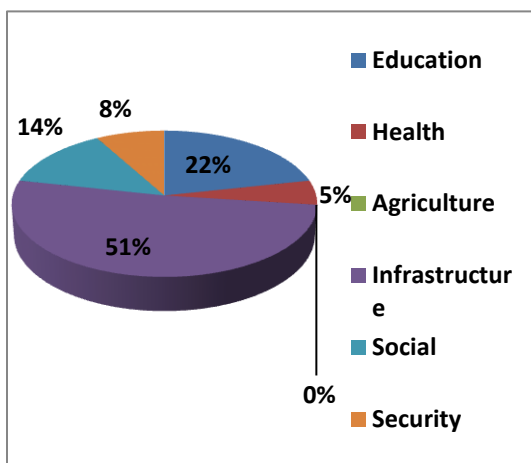
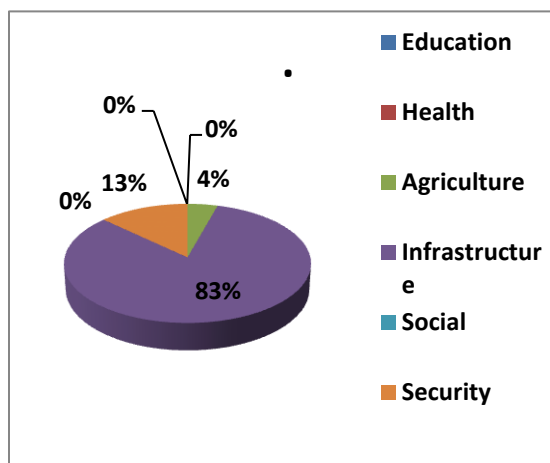


Figure 3.2: Sector-wise Distribution of BADP Projects sanctioned during 2008-09



3.1.2 Block-wise Distribution of Projects

The BADP scheme is being implemented in two blocks (as new block of *Attari* is not considered) of Amritsar district. *Chogaon* block got 70% and 49%, whereas *Ajnala* block got only 30% and 51% of the total allocation for the district during 2007-08 and 2008-09 respectively. Block-wise distribution of BADP fund during 2007-08 and 2008-09 is given in **Table 3.2**. The allocation of grants among the blocks is done on the basis of border length and population and the level of development in border areas among the blocks.

Table 3.2 :Block-wise Distribution of BADP Scheme in Amritsar District

Blocks	2007-08				2008-09			
	No. of Projects	%	Amount	%	No. of Projects	%	Amount	%
<i>Ajnala</i>	18	49	76.35	30	7	30	156.96	51
<i>Chogaon</i>	19	51	181.18	70	16	70	148.50	49
Total	37	100	257.53	100	23	100	305.46	100

Figure 3.3: Block-wise Distribution of BADP projects sanctioned during 2007-08

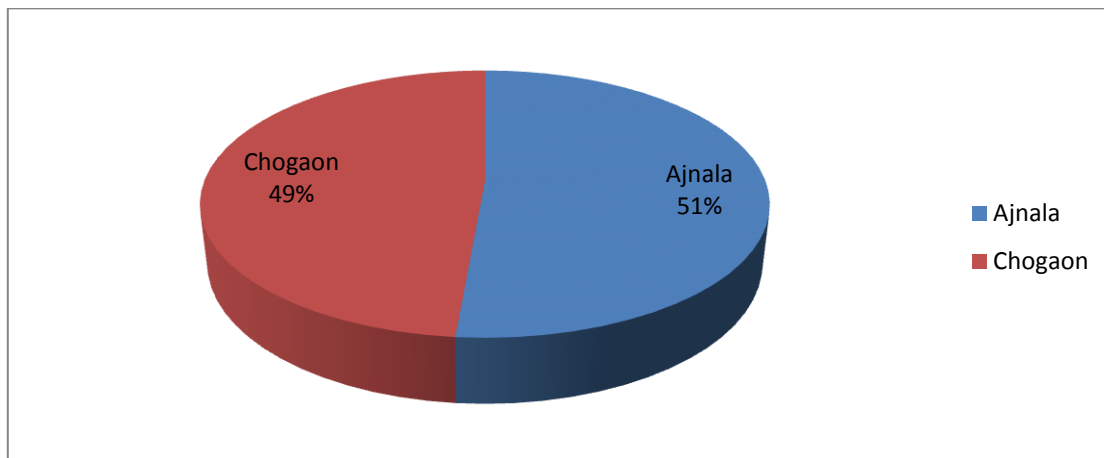
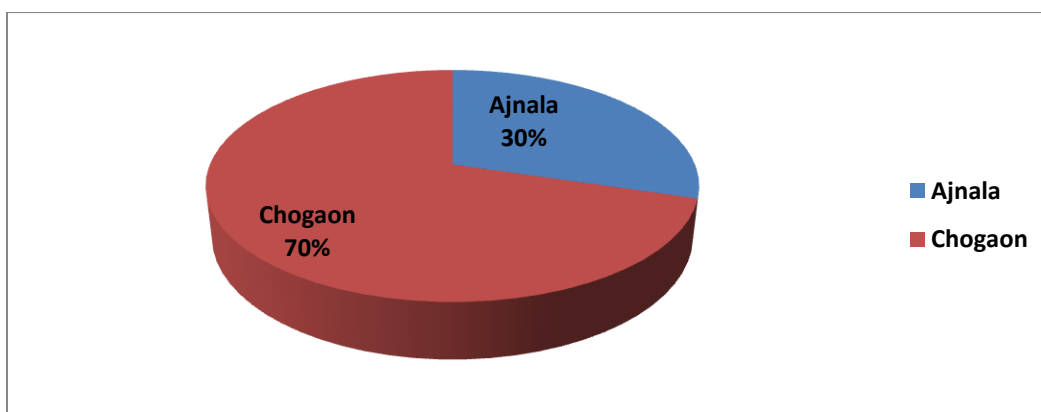


Figure 3.4: Block-wise Distribution of BADP projects sanctioned during 2008-09



3.2 Implementation of Projects

3.2.1 Implementing Agencies

BPDP scheme is implemented mainly through Block Development and Panchayat Officer (BDPO) of the respective Block. The BDPO acts as the nodal agency for implementation of the scheme at the block level. Various executive agencies and their functioning in the Amritsar District (*Ajnala* and *Choagon* blocks) are discussed in the succeeding paragraphs.

(a) **Gram Panchayat**

Sarpanch, Gram Panchayat generally executes projects of the lesser cost (less than Rs.10.00 lakh) pertaining to the respective village. These projects are generally executed departmentally without inviting tenders. The Junior Engineer, Panchayat Raj provides the technical support and prepares technical documents like design, estimate and MB (measurement book) while the Panchayat Secretary and BDPO provide the administrative control. Although the cost is generally less as compared to the projects carried out by other agencies, the quality and standard of maintenance and repair was found to be poor. The participation of the local people was the maximum. As the project were of minor nature, no identification board, etc. were placed on the ground. The people generally were not aware of BADP and it was taken as if the funds were provided by the State / local Govt.

(b) **EOPS (Executive Officer Panchayat Samiti)**

Certain projects pertaining to more than one village or where due to certain reasons, the Gram Panchayat Sarpanch was not functional, were carried out by the EOPS (BDPO). The JE, Panchayat Raj provides the technical support. The projects are generally carried out through tendering. The work at BOP (Border & Post) comes under this category.

(c) **Executive Engineer PWD(B and R)**

In general, construction of all the major projects of roads had been implemented by the Executive Engineer in *Ajanala* Block through tendering. The quality of construction as also that of maintenance and repair was comparatively better. The projects were well identified on ground with proper boards. Proper records were available as regards maintenance indicating purpose, amount and funding and details of the executing agencies. These projects could be monitored well.

(d) **Executive Engineer, Panchayat Raj**

All the major projects in *Chogaon* district had been carried out by the Executive Engineer, Panchayat Raj, Amritsar. The projects had been carried through tendering. The quality of construction as also that of maintenance and repair was satisfactory.

Monitoring

The district planning Board is the nodal department for monitoring of the schemes at the district level.

3.2.2 Implementation of Projects

During the interaction with the implementing agencies while conducting the onsite inspection of the sample projects, it was observed that the small projects with minimum technological requirements for executing the projects were given to Sarpanch, Gram Panchayats while other projects were executed mainly by the concerned agencies. Execution of the projects by Sarpanch was observed to be delayed in certain cases mainly due to following reasons:-

- (a) Delayed receiving of grant assistance;
- (b) Non-availability of suitable land for executing the projects;
- (c) Funds crunch; in some cases, projects had been constructed in sizes larger than what could be accommodated within the grant with a view to erecting big and good-quality asset. There was anticipation that funds would be generated from other sources to complete the project but the same could not be raised.
- (d) Change of Sarpanch due to termination of tenure or other reasons.

3.3 Impact of Projects

Border area of Amritsar district forms a part of relatively less developed zone in Punjab. The soil is sandy and the underground water is salty, making it unsuitable for irrigation. Besides, due to its disadvantageous location, marketing of farm produce is a constraint while shortage of farm labour and underdevelopment of industries are the added facts. In such a scenario, the BADP funds could construct some infrastructure that could generate localized benefits. The projects implemented under the BADP fund have generated immediate benefits to the residents of the concerned villages as also the user-groups while indirect benefits also flow out to certain extent depending on the nature of the infrastructure so created. A more detailed analysis of the impact of the programme has been undertaken in the subsequent paragraphs on the basis of the information gathered from the beneficiary groups of the sample projects.

3.3.1 Education Sector Infrastructure

Under Education Sector, BADP grant had been utilized for 8 projects in *Ajnala* block during 2007-08 for construction of classrooms, science laboratory, compound wall, cement/brick pavement, internal approach road and repair of existing school buildings. The infrastructure created had helped the schools deliver better education facilities to the students. Two schools had been upgraded to Middle Schools and Senior Secondary Schools. However, such senior level schools do get funds for building infrastructure from Education Department and other programmes and small amounts of BADP fund to them would not create useful infrastructure. Instead, these funds can be utilized for providing facilities to more elementary schools.



Elementary School at Village Gujpir Elementary School at Village Chak Dogra

3.3.2 Health Sector Infrastructure

Primary health care is one of the basic necessities and BADP fund had been utilized during 2007-08 for only two projects involving construction of dispensaries at village *Kamalपुरa* and *Thoba* in *Ajnala* sector. It was noticed that both the projects were incomplete and were not yet handed over to the concerned department and were thus not being used. Proper use of the infrastructure created under health sector shall definitely generate more benefit for the people in the locality.



Civil Infrastructure at Village Thoba

Civil Infrastructure at Village Kamalpur

3.3.3 Agriculture and Allied Sector Infrastructure

Agriculture is the mainstay of the people of border area where industries do not come forward because of inadequate forward and backward linkages. Agricultural marketing infrastructure, storage facilities and irrigation support are the most sought after infrastructure in this region. However, it was observed that only one project, construction of sewerage system in *Lopoke* village, had been sanctioned and executed during 2008-09 and no project during 2007-08.



3.3.4 Infrastructure Sector

Among all sectors, infrastructure sector had received the maximum amount of BADP funds during both the years. Major activities covered under infrastructure were roads (metalled, cement concrete flooring and brick-packed roads), solar streetlights, culverts, etc.

Rural roads have claimed a large chunk of the funds flow under BADP scheme. These roads have certainly established all-weather safe communication and surface transport facilities to rural areas in border areas as also have facilitated better connectivity to market centres that, in turn, has enabled the farmers to sell their farm produce with greater ease. The roads have also benefited small farmers who were earlier using animal driven carts for transport of farm inputs to farmlands and agricultural produce to market centres. Tractors and harvesters could reach the farmland easily because of improved rural roads developed under BADP at many places. Moreover, the road network facilitated and enhanced mobility of Border Security Forces in border areas patrolling against illicit trafficking of drugs, smuggling, infiltration and commission of cross-border anti-national activities.

Rural connectivity is a major infrastructural requirement for development of rural areas. Not only do roads facilitate connecting the hinterlands to market centres but they also connect the rural people with necessary support services like health, higher education, etc. through better linkages with Block and District Head Quarters, Bus Terminus, Railway Stations, and above all to the mainland. BADP grant has been utilized to the maximum extent for construction and development of infrastructure. The quality and utility of sample projects seemed to be good.

Solar street lights are another useful infrastructure created under BADP scheme. The villages in rural areas are not having provision of streetlights. Darkness in night not only creates difficulty to villagers but it also allows cross-border infiltration and illegal traffic of men and materials. Therefore, provision of streetlights with solar PV facilities has benefited the people in border areas. Provision of boats to ferry men and

material across the water channel is considered to be one of the most useful and needy support provided to the farmers having land across the water channels.



3.3.5 Social Infrastructure

The social infrastructure created with BADP support are mainly Community Hall and *Dhamshalas*. 3 Community Halls and 2 *Dhamshalas* were constructed in *Chogaon* block during 2007-08 which had benefitted a large local population in organizing community and other social functions.



3.3.6 Security Sector

Six projects, 3 each in *Ajnala* and *Chogaon* blocks, had been executed during 2007-08 and 2008-09. The projects were brick pavement, tracks from the connecting road network to BOP and within the premises. This had been a great help for BSF personnel to carry out their patrolling and other security-related duties efficiently. It had also benefitted the farmers to transport their produce direct from field to *anaj* (*grain*) *mandis*.



Overall, the infrastructure created under BADP has added to the convenience of the people of the area and has contributed their improving their quality of life. However, proper maintenance of the assets would ensure that such benefits continue to flow to the target population much longer.

Chapter IV

Observations and Recommendations (2007-08)

4. Allotment of Funds

4.1 Activity/Sector-wise

Out of Rs.257.53 lakh allotted to Amritsar District, Rs.76.35 lakh and Rs.181.18 lakh were allotted to *Ajnala* and *Chogaon* blocks respectively. In *Ajnala* block, Rs.36.00 lakh, Rs.27.35 lakh, Rs.7.00 lakh and Rs.6.00 lakh were allotted to education, infrastructure, security and health sectors respectively while no funds were allotted to agriculture and social sectors. In case of *Chogaon* block, Rs. 155.68, Rs.18.50 lakh and Rs.7.00 lakh were given to infrastructure, social and security infrastructure respectively while no funds were allotted to agriculture, education and health sectors.

It is observed that the most important and priority sector of agriculture was overlooked completely and no funds were allocated to this sector. Besides, other priority sectors like health and security were also allocated very low level of funds as compared to infrastructure which had got Rs. 183.03 lakh - 71% of the total allocation. **It is, therefore, recommended that more funds should be given to agricultural, health and social sectors.**

4.2 Proximity to International Border (IB)

As per the guidelines of BADP, the villages located closer to the international border should be given priority. However, it is observed that in some cases, the villages located away from the border and relatively well-developed had been given more funds as compared to the villages located in remote and inaccessible areas. For example, out of the total amount of Rs.181.18 lakh given to *Chogaon* block, Rs.120.69 lakh was allotted to village *Lopoke* (Development Model Village), a town located away from the international border and having all the modern facilities. **The priority for allotment may be given to the villages located closer to the international border.**

It is noticed that out of the total grant of Rs.36 lakh under Education Sector, Rs.11 lakh was allotted to two Middle and Higher Secondary Schools. As these schools also get adequate funds for building infrastructure from Education Department under different schemes, the BADP funds should be utilized, as far as is possible, for providing facilities to elementary schools located in remote areas.

4.3 Administrative Approval, Technical Sanction

The details of administrative approval and technical sanction for all the projects visited were produced for perusal and they were found to be compliant with the prescribed rules. The details of sanction, release of funds, UCs and completion of projects were found to be in order and the same had been given in the data form by the concerned department for each project visited. However, it was observed that in almost all the cases, the amounts in respect of the allotted/sanctioned cost (Administrative Approval), cost indicated in the technical sanction and the amount actually utilized were all exactly the same which is generally not possible without either changing the quantity/volume of the assigned work or changing the scope/design/ technical specifications of the sanctioned work. This aspect may be looked into and rectified.

4.4 Monitoring

It was observed during onsite inspection that certain projects were not handed over to appropriate authorities upon their completion. For instance, the dispensaries constructed at *Kamalपुरa* and *Thoba* villages at a cost of Rs.6 lakh were not handed over to the medical authority and, hence, they were not being utilized. Lack of onsite verification during construction and inadequate monitoring by the nodal department may be one of the major factors responsible for delay in completion and handing over of the project to the concerned department. A district-level monitoring committee may physically inspect the progress of projects, at least in 20% cases. A penalty clause for inordinate delays in implementing the project without any justified reasons may be introduced, especially in large projects. It is suggested that projects must be handed over to the user-agency within a stipulated period, say within a month or so, from the date of completion.

Administrative Structure at the District Level. It was also noticed that dedicated separate Administrative Structure at district level for implementation, monitoring & evaluation of BADP was not provided, consequently the timely completion & proper utilisation of the schemes are affected. It is therefore recommended that a dedicated administrative structure at the district level be provided & adequate staff along with required back up be catered for. Since the scheme is run by the home ministry, the ministry be approached accordingly.

4.5 Maintenance and Running Cost

No provision had been made for repair and maintenance of projects. The funds allotted for each project under BADP had been fully utilized and the provision of keeping 15%

for maintenance as laid down in the Guidelines BADP had not been used. The implementing agency, Gram Panchayat, generally has no funds for day-to-day running of these projects as a result of which, most of these assets remain underutilized. It is recommended that adequate funds should be generated / made available to run and maintain these projects.

4.6 Non-Permissible Schemes

All the projects carried out were permissible as per the BADP Guidelines. However, it is felt that Development of Model Village *Lopoke* should have been covered under miscellaneous sector.

4.7 Convergence of Centrally-sponsored Schemes

It was noticed that the principle of convergence of centrally/state sponsored schemes had been followed. For example, in respect of all the 8 projects under education sector, BADP funds had been utilized to argument/fill in the gap in the existing infrastructure to make them more useful to the public. Similarly, all the road projects under BADP were either approach road to a particular destination from the existing road, or the missing link to connect the existing roads to make it a through road.

4.8 Tangible Assets

Most of the projects carried out by the Gram Panchayat like construction of brick-paved roads, drain, etc. could not be identified clearly on the ground as no signage or any other board displaying the start and end of a particular project was available on site. Moreover, since similar types of projects had been executed under different grants along with these projects, it was not possible to differentiate and identify the exact location and volume of these projects. However, the projects had been verified with the available records. It is recommended that proper boards indicating the scope and other relevant details should be installed at suitable location.

4.9 Quality Control

It was noticed that only two or three JEs (Junior Engineer) were available in each block to provide technical support, which is considered inadequate to supervise all the works being carried out in the block. For ensuring quality, it is recommended that more technical field staff should be provided at village and block level.

4.10 Design and Technical Specifications

BADP grant is allocated to projects without any proper pre-assessment of costs and any approved design of structures to be erected. The grant assistance was mostly sanctioned to each project as a lump sum without any estimate and plan of work to be executed. The allocated amount sometimes fell short to complete the project. Further, in the absence of an approved design, the executing agency tended to create a the best possible asset which often led to shortage of funds and made it difficult to complete a project. For example, the dispensaries constructed at village *Kamalपुरा* and *Thoba* are not fully functional and, hence, are not being utilized. In view of this, it may be ensured, while sanctioning a project that it has an appropriate design and the grant amount is sanctioned on the basis of the estimates at approved rates for the infrastructure / activity so that no project remains incomplete.

4.11 Baseline Survey

BADP grants may be considered for need-based activities only. There were many projects that seemed redundant. It was felt that such projects were constructed only because funds were available under BADP, not because of any felt need. The utility of such projects is usually minimal. Thus, while considering a project, the utility aspect of a project may be assessed and priority may be given to a project where the utility or benefit of a project would be higher. It is recommended that baseline survey, as recommended in the BADP Guidelines, should be carried out, plan to develop each village in a phased manner should be finalized and funds should be allotted accordingly so that the planned development of border area is executed properly.

4.12 Timely Release of Funds

BADP grant is made available to the executing agencies generally in the month of November / December each year. This results in getting only 2 to 3 months to complete the project after the fund has been placed. This, in turn, necessitates rushing through the work which affects the quality. It is recommended that grant should be released at the earliest, latest by July each year, so that there is enough time to complete the projects as also submit the UCs thereabout by the end of March next.

On Line Funds. It is recommended that funds to all the panchayts or the executive agencies to whom the grants will be given in a year should be decided well in advance & funds be delivered on line & the same way U.C's should be received. This will not only reduce the delivery time for release of funds to the executing agencies but will also be more accountable & transparent system.

Deliverance of Funds. Unlike other national schemes, the funds are not directly given at the district level. It is recommended that funds should be given to panchayats/executing agencies through the on line & payment through cheques be stopped. This will result in transparent & more accountable delivery system.

4.13 MIS (Management Information System)

It was observed that data pertaining to BADP were available only at District and Block levels. The MIS originating at the village level, as prescribed in the BADP Guidelines, was not found to be operational as yet.

Observations and Recommendations **(2008-09)**

5. Allotment of Funds

5.1 Activity/Sector-wise

Out of Rs.305.46 lakh allotted to Amritsar District, Rs.156.96 lakh and Rs.148.50 lakh were allotted to *Ajnala* and *Chogaon* blocks respectively. It is observed that in *Ajnala* block, Rs.140.96lakh and Rs.16.00lakh were allotted to infrastructure and security sectors respectively while no funds were allotted to Agriculture, Education, Health and Social sectors. Likewise, in case of *Chogaon* block, Rs.118.43, Rs.15.00lakh and Rs.15.07 lakh were given to Infrastructure, Agricultural and Security respectively while no funds were allotted to Social, Education and Health sectors.

It is observed that infrastructure sector got 83%, security sector 13% and agricultural sector only 4% of the total allocation. **It is, therefore, recommended that more funds should be given to agricultural, health and social sectors.**

5.2 Administrative Approval / Technical Sanction

The details of administrative approval and technical sanction for all the projects visited were produced and found as per rules. The details of sanction, release of funds, UCs and completion of projects were found to be in order and the same had been given in the data form by the concerned department for each project visited.

5.3 Maintenance and Running Cost

No provision had been made for repair and maintenance of projects. The funds allocated for each project under BADP had been fully utilized and the provision of keeping 15% for maintenance, as laid down in the BADP Guidelines, had not been adhered to. Since the implementing agency, Gram Panchayat, generally has no funds for day-to-day running of these projects, most of these assets remains underutilized. It is recommended that adequate funds should be generated / made available to run and maintain these projects.

5.4 Non-Permissible Schemes

All the projects, except construction of sewerage system in village *Lopoke* of *Chogaon* block at a cost of Rs. 15 lakh, are permissible as per the BADP Guidelines.

5.5 Convergence of Centrally-sponsored Schemes

It was noticed that the principle of convergence of centrally/state sponsored schemes had been largely followed. For example, all the road projects under BADP were either approach road to a particular destination from the existing road were the missing links to connect the existing roads to make them through roads.

5.6 Quality Control

It was noticed that only 2-3 JEs (Junior Engineers) were available in each block to provide technical support, a number which is considered inadequate to supervise all the works being carried out in the block. To maintain quality, it is recommended that more technical field staff should be provided at village and block levels.

5.7 Timely Release of Funds

BADP grant is made available to the executing agencies generally in the month of November / December each year. This results in getting only 2 to 3 months to complete the project after the fund has been placed. This, in turn, necessitates rushing through the work which affects the quality. It is recommended that grant should be released at the earliest, latest by July each year, so that there is enough time to complete the projects as also submit the UCs thereabout by the end of March next.

On Line Funds. It is recommended that funds to all the panchayats or the executive agencies to whom the grants will be given in a year should be decided well in advance & funds be delivered on line & the same way U.C's should be received. This will not only reduce the delivery time for release of funds to the executing agencies but will also be more accountable & transparent system.

Deliverance of Funds. Unlike other national schemes, the funds are not directly given at the district level. It is recommended that funds should be given to panchayats/executing agencies through the on line & payment through cheques be stopped. This will result in transparent & more accountable delivery system.

5.8 MIS (Management Information System)

It was observed that data pertaining to BADP were available only at District and Block levels. The MIS originating at the village level, as prescribed in the BADP Guidelines, was not found to be operational as yet.

ANNEXURE I

Methodology of distribution of outlay among border districts and border blocks

Let,

(i) Total Population = P1, Population of district P1 D1 & Population of Block P1 B1

(ii) Total Area = P2, Area of District=P1 D2 & Area of Block = P2 B2

(iii) Total Length of International Border = P3,

Length of international border of district = P3 D3,

Length of International Border of Block = P3 B3

Step 1 :- Divide the total allocation equally among P1, P2 and P3

Step 2 :- Funds allocated above this basis be F1, F2 & F3

Step 3 :- For distribution among district

(a) On the basis of Population = $\frac{P1 D1}{P1} \times F1 = A$

(b) On the basis of Area = $\frac{P2 D2}{P1} \times F2 = B$

(c) On the basis of Length = $\frac{P3 D1}{P3} \times F3 = C$

(d) Total allocation of the District (D) = A + B + C

Step 4 For distribution among Blocks

Total allocation of the District (B) = $\frac{P1 B1}{P1 D1} \times A + \frac{P2 B2}{P2 D2} \times B + \frac{P3 B3}{P3 D3} \times C$

Source :Annual Plan 2011-12, Govt. of Punjab

ANNEXURE 2.1

Sector	2007-08						2008-09						Total					
	Total Projects	sample Projects	%	Total Amount	Sample project Amount	%	Total Projects	sample Projects	%	Total Amount	Sample project Amount	%	Total Projects	sample Projects	%	Total Amount	Sample project Amount	%
Ajnala Block																		
Education	8	4	50	36.00	24.00	67							8	4	50	36.00	24.00	67
Health	2	1	50	6.00	3.00	50							2	1	50	6.00	3.00	50
Agriculture																		
Infrastructure	7	3	43	27.35	13.30	49	6	3	50	140.96	96.78	69	13	7	52	168.31	110.08	65
Social																		
Security	1	1	100	7.00	7.00	100	1			16.00			2	1	50	23.00	7.00	30
Total	18	9	50	76.35	47.30	62	7	3	43	156.96	96.78	62	25	12	48	233.31	144.08	62
Chogaon																		
Education																		
Health																		
Agriculture							1	1	100	15.00	15.00	100	1	1	100	15.00	15.00	100
Infrastructure	12	4	33	155.68	126.68	81	13	3	23	118.43	37.50	32	25	7	32	274.11	164.18	60
Social	5	2	40	18.5	10.00	54							5	2	40	18.50	10.00	54
Security	2			7.00			2	2	100	15.07	15.07	100	4	2	50	22.07	15.07	68
Total	19	6	32	181.18	136.68	78	16	6	38	148.5	67.57	46	35	12	34	329.68	204.25	62
Total	37	15	41	257.53	183.98	71	23	9	39	305.46	164.35	54	60	24	40	562.99	348.33	62

ANNEXURE 2.2

Inspection /Evaluation of BADP Projects in Amritsar District of Punjab undertaken by NABCONS

Sl. No. _____

Date of Field visit: _____

Name of the Work:-

1. Project Details

Location of project

a. Brief description of works

b. Implementing Department / Agency
(PWD / Panchayat/RWD/ Industries,
Others - Pl. specify)

c. Name with designation of the officer
presently in charge

d. Type of project (Road, Building,
Bridge, Agriculture, Power supply,
Drinking water, Sanitation, Education,
etc.)

2. Project Particulars - Physical

a. Date of Commencement

b. Date of Completion

c. Target for completion by

d. Delay in Completion, if any

e. Reasons for delay, if any

f. No. of villages/towns benefited

g. Names of the benefiting villages/
towns:

h. Total population benefited

i. Nature of benefits/Impact (cropping pattern change, drudgery reduction, health, education, sanitation, distance reduction, marketing, etc.)	
3. Project Particulars - Financial	
a. Date of sanction	
b. Sanctioned Cost of the Work	
c. Technical approval	Date Amount
d. Administrative approval	Date Amount
e. Execution of work (tendering/work order/department)	
f. Expenditure incurred	
g. Reasons for variation in cost, if any	
4. Status of Project	
a. Whether completed in all respect	
b. Utilisation certificate submitted	
c. Present condition of the work	
d. Monitoring/Inspection Carried out by department/agency	
e. Any other information/comments	

5. OTHER INFORMATION:

Constraints in implementation, if any	
Factors/difficulties hampering full realization of intended benefits, if any	
Deviation in implementation of planned work, if any.	
Quality of assets	
Maintenance of assets	
Usage of assets	
User fee, if any	
People's view about the project	
Areas of concerns, if any	
Suggestions, if any	

PART - II

PROFILE OF SAMPLE PROJECTS