

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 (2001 Census)	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 Khuian Sarvar Mamdot	629	7,94,016	3066	246.21
Gurdaspur	7	Bamial Dera Baba Nanak Dina Nagar Dorangla Kalanaur Narot Jaimal 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 installments – the first installment 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 actual fund distribution, as can be seen from **Table 1.2**, Ferozepur district had received Rs.839.03 lakh, representing 45% of the total allocated fund under BADP in Punjab during 2007-08, whereas the three other districts had shared the rest with Rs.427.72 lakh (23%) to Gurdaspur district, Rs.345.72 lakh (18%) to Tarn Taran district and Rs.257.53 lakh (14%) to Amritsar district.

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

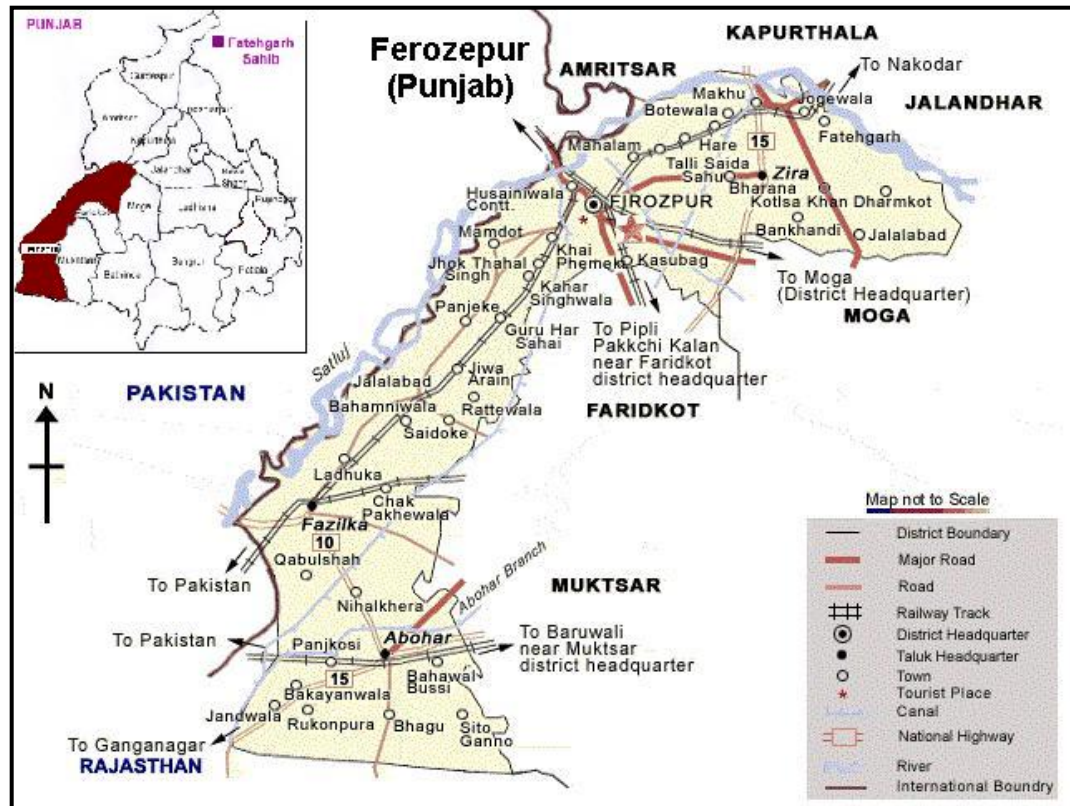
OBJECTIVES AND METHODOLOGY

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 Ferozepur district of Punjab (**Map 2.1**). Ferozepur is one of the four districts where BADP is under implementation and this district has accounted for maximum share with 45% of the grant assistance under the fund.

Map 2.1: Ferozepur 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 six border blocks of Ferozpur district. All the six blocks were 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.

The distribution of sample projects of the study has been given in **Table 2.1**. The number of the randomly selected projects from the five major sectors was 106 that represented 20% of the total projects. This included (20%) projects sanctioned during 2007-08 and 53 (19%) projects sanctioned during 2008-09. Sample projects consisted of 51 projects under infrastructure, 15 under education, 20 social infrastructure projects, 2 projects under health infrastructure and 18 projects under agriculture sector. The sample projects also included varieties of activities under each sector; for example, construction of classrooms, compound wall, science laboratories, distribution of school uniforms and books to students, etc. under education sector; construction of *Anganwadis* centre, Panchayat Ghar, community centre, etc. under social sector; construction of *pucca* irrigation channels, construction and repairs of veterinary hospitals, etc. under agriculture sector,

construction of cc road, brick-packed approach road, installation of solar lights, construction of gymnasium with equipment, etc. under infrastructure and construction of new hospital building, repair and renovation of hospital buildings, etc. under health sector.

Table 2.1: Activity-wise Distribution of Sample Projects

(No. of Projects)

Sector	2007-08		2008-09		Total	
	Total Projects	Sample Projects	Total Projects	Sample Projects	Total Projects	Sample Projects
Education	23	4 (17)	52	11 (21)	75	15 (20)
Health	2	1 (50)	7	1 (14)	9	2 (22)
Agriculture	39	10 (26)	43	8 (19)	82	18 (22)
Infrastructure	138	27 (20)	133	24 (18)	271	51 (19)
Social	58	11 (19)	42	9 (21)	100	20 (20)
Total	260	53 (20)	277	53 (19)	537	106 (20)

Figures in brackets indicate percentage to respective totals.

Out of the randomly selected 53 samples of the BADP projects sanctioned during 2007-08, 51% were related to Infrastructure sector, 21% were from Social sector activities and 19% projects were from Agricultural projects (**Figure 2.1**).

The representation of the sample projects was commensurate with the absolute distribution of projects. From the sample projects financed during 2008-09, 45% were from infrastructure, 21% educational projects, 17% social projects and 15% from Agricultural projects (**Figure 2.2**).

Figure 2.1: Percentage distribution of Sample projects sanctioned during 2007-08

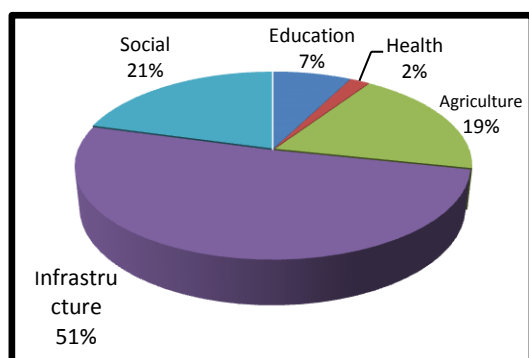
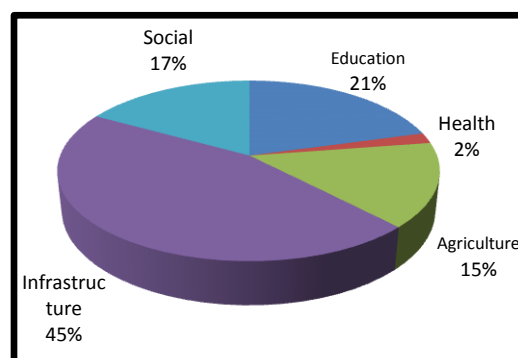


Figure 2.2: Percentage distribution of Sample projects sanctioned during 2008-09



So far as Block-wise distribution of sample projects is concerned, as can be seen from **Table 2.2**, a sample size of 23 projects was selected from *Khuian Sarwar* block followed by 22 projects from *Fazilka* Block, *Ferozpur*, (21 projects), *Mamdot* (19 projects) and *Jalalabad* (13 projects) blocks. The block-wise distribution of projects had been made according to the number of projects sanctioned in the respective block.

Table 2.2: Block-wise Distribution of Sample Projects

(No. of Sample Projects)

Blocks	2007-08		2008-09		Total	
	Total Projects	Sample Projects	Total Projects	Sample Projects	Total Projects	Sample Projects
Fazilka	68	11 (16)	73	11 (14)	141	22 (16)
Ferozpur	56	15 (27)	29	6 (21)	85	21 (25)
Gurhar Sahai	20	5 (25)	43	10 (23)	63	15 (24)
Jalalabad	23	5 (22)	29	8 (28)	52	13 (25)
K. Sarwar	50	13 (26)	66	10 (15)	116	23 (20)
Mamdot	43	11 (26)	37	8 (22)	80	19 (24)
Total	260	53 (20)	277	53 (19)	537	106 (20)

Care had been taken to select proportional representative sample projects across activities as well as across blocks. **Figure 2.3** and **Figure 2.4** shows 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

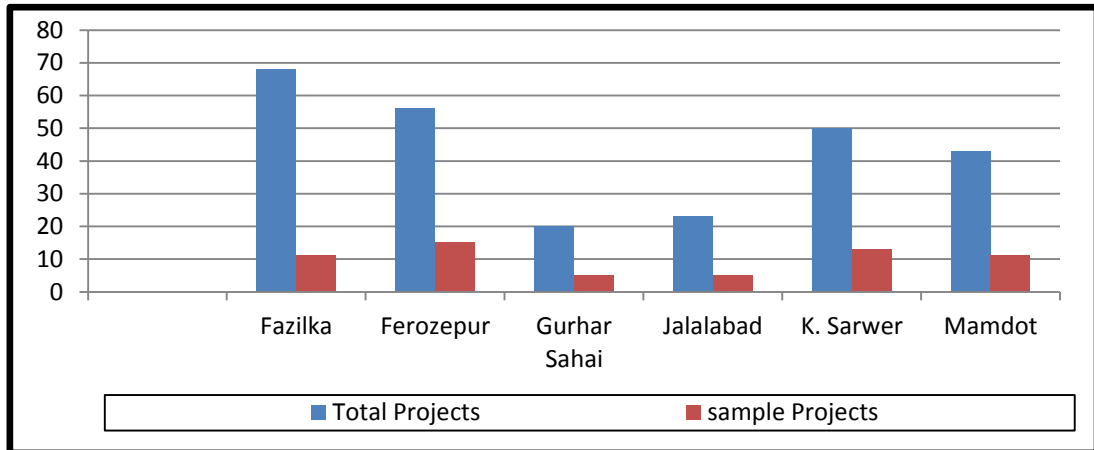
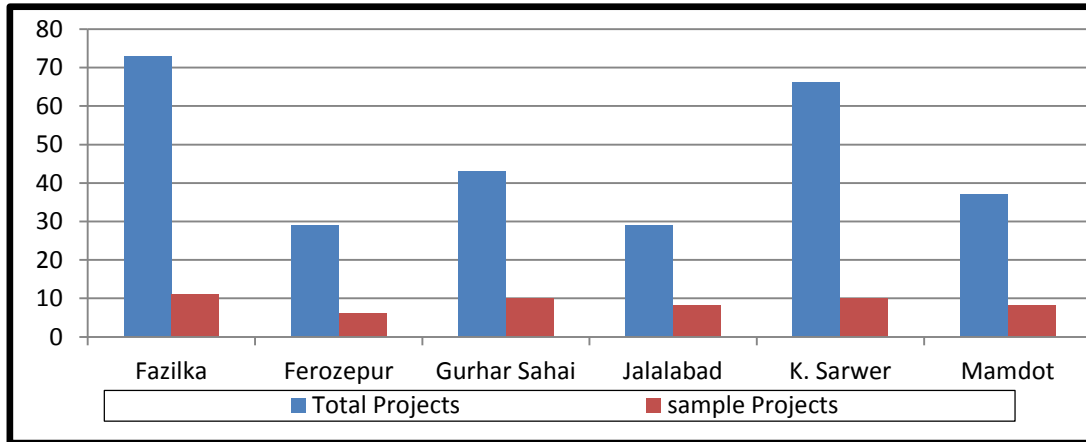


Figure 2.4 : Total Projects and Sample Projects Financed during 2008-09



So far as financial coverage of the sample projects is concerned, the selected projects accounted for 37% of the BADP grant sanctioned in Ferozpur district during the two years. The sample projects represented 47% of BADP grants sanctioned during 2007-08 and 29% of BADP grant sanctioned during 2008-09. Infrastructure activities accounted for the largest number of projects and, thus, the sample representation of these activities was also maximum with 51 projects and 44% of financial sanction for the sector. Financial representation of projects is the minimum at 21% for the social sector projects. Activity-wise financial representation of sample projects has been 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	45.54	15.52 (34)	128.43	31.29 (24)	173.97	46.81 (27)
Health	6.50	1.50 (23)	16.00	6.00 (38)	22.50	7.50 (33)
Agriculture	102.92	27.61 (27)	89.53	27.20 (30)	192.45	54.81 (28)
Infrastructure	560.85	319.89 (57)	610.63	191.55 (31)	1171.48	511.44 (44)
Social	123.22	28.80 (23)	150.57	28.50 (19)	273.79	57.30 (21)
Total	839.03	393.32 (47)	995.16	284.54 (29)	1834.19	677.86 (37)

NB: Figures in Brackets indicate Percentage to respective Totals.

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

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

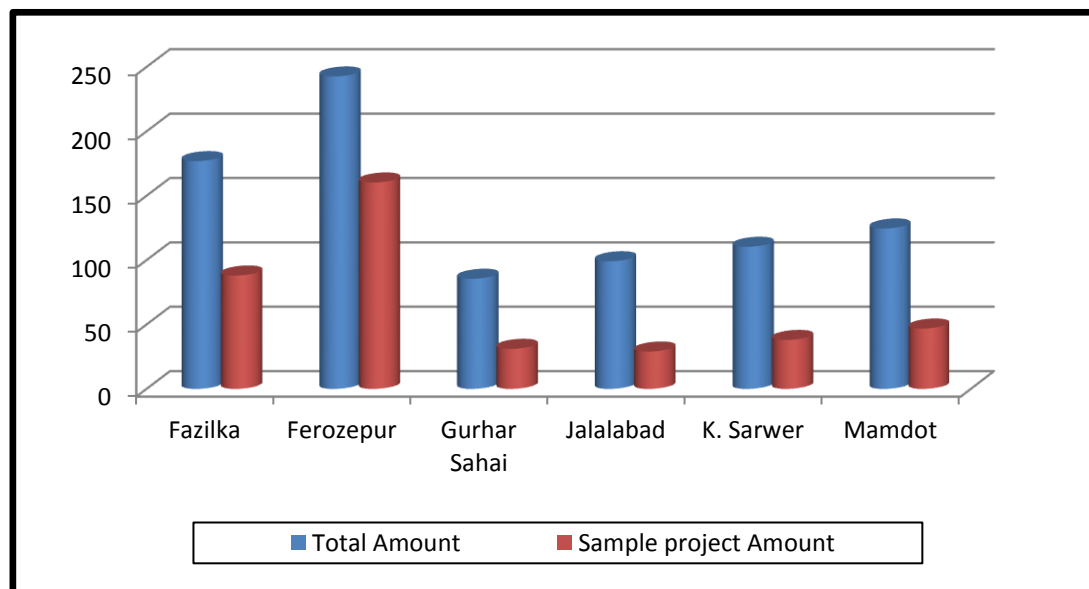
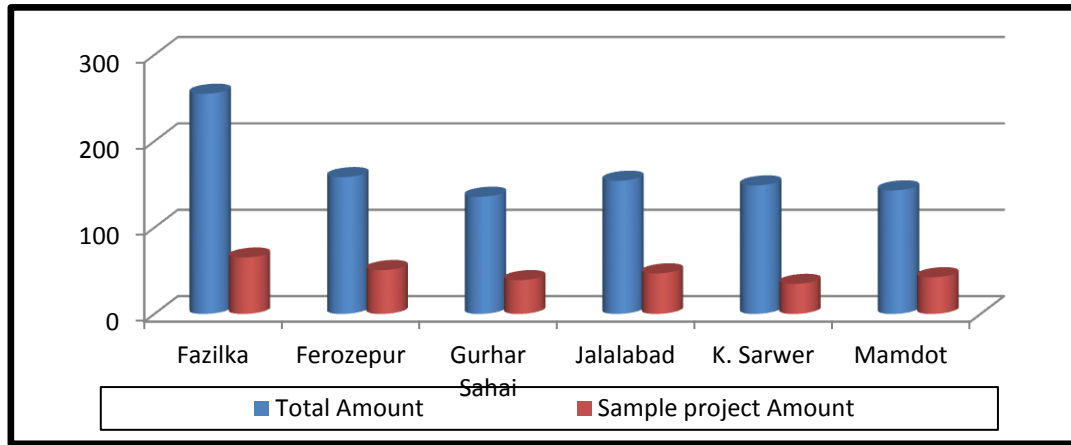


Figure 2.5 : Financial Representation of Sample Projects from 2008-09



Details, activity-wise and block-wise, of the distribution of sample projects are given in *Annexure 2.1*. As can be seen from the Annexure, 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 had been collected on the progress and implementation aspects of BADP scheme in Ferozpur district. Secondary data had been collected from the published / recorded statements and documents at the Office of District Planning Board, Ferozpur; Annual Plan 2011-12 document of Government of Punjab and websites like www.pbplanning.gov.in. Primary data had been collected for each selected project through onsite visit to the project by the study team. Information was collected based on a pre-designed schedule as given in *Annexure 2.2*. Benefits generated from the projects had been ascertained from the immediate beneficiary groups and stakeholders like the implementing agency/department, *Sarpanch* of the village, teachers, doctors, farmers, villagers, etc.

CHAPTER III

IMPLEMENTATION OF BADP SCHEMES

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.839.03 lakh was allocated which was utilized to create 260 different projects. Infrastructure sector is the single largest activity accounting for 53% of projects sanctioned involving 67% of grant assistance sanctioned during 2007-08 and 48% of projects involving 61% of the grant assistance sanctioned during 2008-09. Agricultural projects which mainly included construction and repair of *pucca khal* (irrigation channels), construction and repair of veterinary hospitals, desilting and retention walls of ponds, etc. account for 15% of projects and 12% of grant assistance during 2007-08 and 16% of projects and only 9% of BADP grant during 2008-09. As can be seen from **Table 3.1**, a negligible amount was sanctioned under BADP in both the years for health sector in the border areas.

Table 3.1: Sector-wise Distribution of BADP Projects in Ferozepur District

Sector	2007-08				2008-09			
	No of Projects	%	Amount (Rs. Lakh)	%	No of Projects	%	Amount (Rs. Lakh)	%
Education	23	9	45.54	5	52	19	128.43	13
Health	2	1	6.50	1	7	3	16.00	2
Agriculture	39	15	102.92	12	43	16	89.53	9
Infrastructure	138	53	560.85	67	133	48	610.63	61
Social	58	22	123.22	15	42	15	150.57	15
Total	260	100	839.03	100	277	100	995.16	100

Figure 3.1 and 3.2 portray the distribution of BADP projects across five broad activities sanctioned during 2007-08 and 2008-09 respectively. As can be seen from the figures, the number of the projects sanctioned was the highest under infrastructure that 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 that facilitated maintaining security in the border area against cross border illicit trafficking of drugs and cross-border

terrorisms. The Social sector, which included construction of infrastructure like Panchayat Ghar, Community Centre, *Anganwadis* Centre, etc. accounted 22% of the projects in 2007-08 and 15% of the projects sanctioned during 2008-09. Health sector could receive negligible amount in BADP programme of Ferozepur district.

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

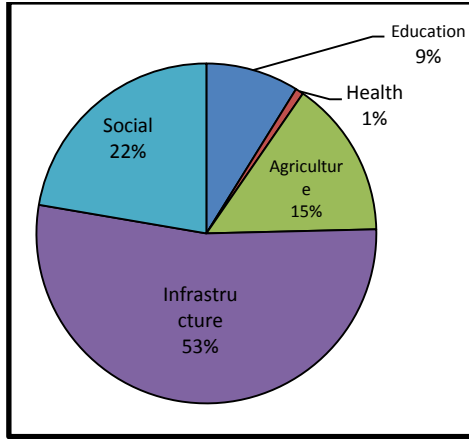
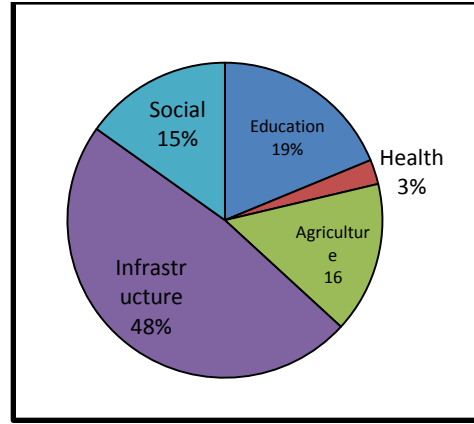


Figure 3.2: Sector-wise Distribution of BADP projects sanctioned during 2008-09



3.1.2 Block-wise Distribution of Projects

The BADP scheme is being implemented in six blocks of Ferozepur district. The grant assistance is allocated among the blocks based on population and area as indicated in **Annexure 1**. Among the blocks, *Fazilka* has received maximum share with 26% and 26% of the total allocation in the district during 2007-08 and 2008-09 respectively. On the other hand, *Gurharsahai* block had received the least. Block-wise distribution of BADP fund during 2007-08 and 2008-09 is given in Table 3.2 and Figure 3.3. & Figure 3.4 respectively. The allocation of grants among the blocks of course is done based on border length and population in border areas among the blocks.

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

Blocks	2007-08				2008-09			
	No. of Projects	%	Amount (Rs. lakh)	%	No. of Projects	%	Amount (Rs. lakh)	%
Fazilka	68	26	176.87	21	73	26	254.94	26
Ferozepur	56	22	242.62	29	29	10	158.42	16
Gurharsahai	20	8	85.51	10	43	16	135.74	14
Jalalabad	23	9	99.12	12	29	10	154.22	15
Khuian Sarwar	50	19	110.35	13	66	24	148.80	15
Mamdot	43	17	124.56	15	37	13	143.04	14
Total	260	100	839.03	100	277	100	995.16	100

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

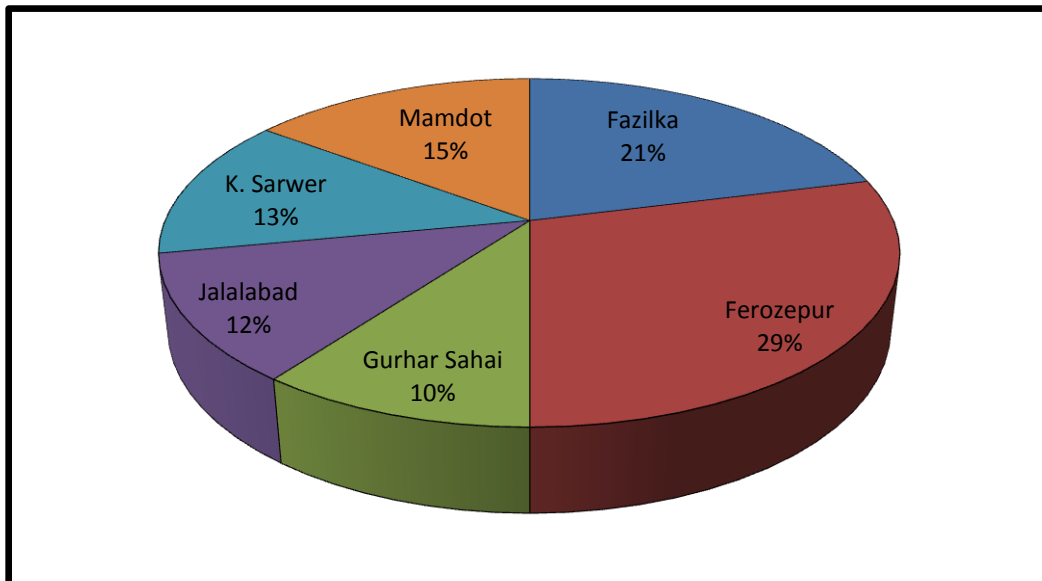
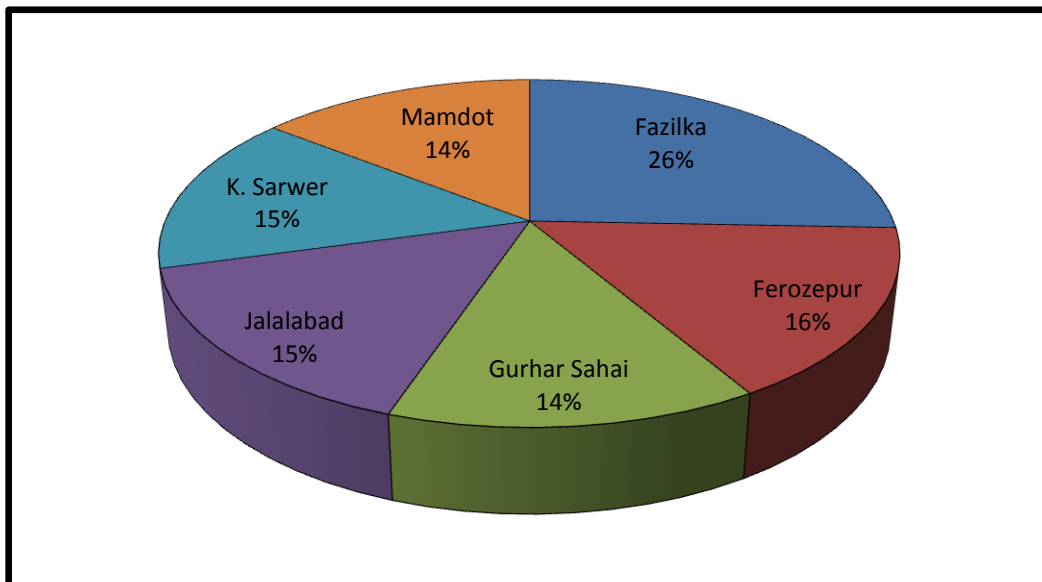


Figure 3.4: Block-wise Distribution of BADP grants sanctioned during 2008-09



3.2 Implementation of Projects

3.2.1 Implementing Agencies

BADP scheme is being implemented mainly through Block Development and Panchayat Officer (BDPO) of the respective Block. BDPO acts as the nodal agency for implementation of the scheme at the Block level. Besides, the Executive Engineer - Buildings and Roads (Xen B & R), Executive Engineer - Mandi Board,

Executive Engineer - Panchayati Raj (Xen PR), Water Supply and Sewerage Board, Sarpanch Gram Panchayat have also implemented various projects under their jurisdiction. While projects with less cost were executed by the Gram Panchayats, projects with larger costs were executed by the Xen PR or Xen B & R or other agencies. The District Planning Board is the nodal Department for monitoring of the scheme at the district level.

3.2.2 Actual Implementation

During interaction with the implementing agencies while conducting the onsite inspection of 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. Executing the projects by Sarpanch in certain cases was observed to be delayed mainly due to following reasons:-

- (a) Delayed receipt 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

Ferozpur district forms a part of relatively less developed zone in Punjab. The soil is sandy, underground water is salty not suitable for irrigation, marketing of farm produce is a constraint for its disadvantageous location, shortages of farm labour and heavy industries are not coming up. In such a scenario, the BADP funds could construct some infrastructure that could generate localized benefits. The projects installed under the BADP fund have resulted in immediate benefits for the residents of the concerned villages and the user-groups while also creating indirect benefits to certain extent depending on the nature of the infrastructure created. A more detailed analysis of impact of the programme has been assessed 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 has been utilized for construction of classrooms, science laboratory, compound wall, cement concrete approach road inside the school premises, library, examination hall and repair of existing school building. In many cases, the infrastructure created facilitated the schools to hold classrooms and deliver better education facilities to the students. However, in certain cases as observed during the onsite visits to sample projects, the projects were left incomplete for want of funds, and in certain cases the infrastructure constructed were not handed over to school authority for their appropriate use. Further, many of the schools have been upgraded to High Schools and Senior Secondary Schools and such schools do not get adequate funds from Education Department and other programmes for building infrastructure. Small amounts of BADP fund in such schools would not create useful infrastructure.



Examination Hall at Village: Odian,
Block: Fazilka

Library Room at Village: Mahuana
Bodla, Block: Fazilka

3.3.2 Health Sector Infrastructure

Primary health care is one of the basic necessities and BADP fund had been utilized for only 2 projects during 2007-08 and 7 projects in 2008-09 for construction or repair of existing buildings and construction of compound wall. Allocation of grant assistance for development of infrastructure for health facilities was relatively poor. Rural areas of Ferozpur district face acute health hazard due to consumption of toxic underground water and inadequate health infrastructure. More funds may be considered for development of health infrastructure. There was no allocation of

BADP grants to *Gurharsahai* block during 2007-08 and in Ferozpur, *Jalalabad* and *Mamdot* blocks during both the years.

3.3.3 Agriculture Infrastructure

Agriculture is the mainstay of the people of border area as industries fight shy of these areas due to inadequate forward/backward linkages and security concerns. Agricultural marketing infrastructure, storage facilities and irrigation support are the most sought after infrastructure in this region. Further, allocation of funds for agriculture remained low at Rs.102.92 lakh (12%) of total grant sanctioned during 2007-08 and only Rs.89.53 lakh (9%) during 2008-09. There were no allocation at all under this sector in *Ferozpur*, *Gurharsahai* and *Mamdot* blocks during 2008-09. Construction of retaining wall of ponds and desilting of ponds are the major activities under agriculture sector. As per BADP guidelines, desilting of ponds is not an eligible item under the scheme. However, almost every village in Ferozpur district has village ponds and these are used for depositing wastewater of the village. Projects, on the line of the one designed at *Bajidpur Kattian* Wali village of *Khuian Sarwar* Block for using the village pond water for irrigation may be of good use in the region. As such, the underground water in this part of Punjab is saline and not suitable for intense irrigation. In such cases, supplementing irrigation with pond water may be of good help to agriculture. Each pond can provide life-saving irrigation to about 100 acres of cropland. Further, construction and repair of *pucca* irrigation channels is another major activity, which has been contributing significantly to enhance effective irrigation and agricultural productivity as well as crop diversification in border areas. The *pucca* channels ensured irrigation water supply to larger areas and over a longer period of the year. Farmers in certain pockets could switch over to cultivation of vegetables. A few cases of construction and repair of veterinary hospitals have also been considered under this sector. In fact, this region has a good size of animal population and the veterinary support of the locality could be strengthened with BADP funds.

3.3.4 Infrastructure Sector

Among all sectors, infrastructure sector has received the maximum amount of BADP funds during both the years. The major activities covered under infrastructure are roads including metalled, cement concrete flooring, brick-packed roads, water supply, culverts, bus shelters, Gym Hall with equipment, 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 centers 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. Roads were also constructed along the fencing lines to facilitate the BSF to reach from the Border Out Posts to the watch points on the fencing lines and gates at the on the international border.

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.

3.3.5 Social Infrastructure

The social infrastructure created with BADP support are mainly Community Hall, *Anganwadi Centres*, *Panchayat Ghar*, etc. As per BADP guidelines, *Panchayat Ghar* and office building of local bodies are not eligible activities for BADP support. Further, the infrastructure like Community Hall could facilitate the rural residents to hold family functions without any user fee. Social programmes and community programmes also could be organized in such community halls. However, in certain sample cases, use of Community Hall was minimal. The maintenance of such infrastructure was not owned up by anybody.

Overall, the infrastructure created under BADP has positively contributed to the quality and utility of the total infrastructural stock available to the people of the area. However, proper maintenance of these assets would definitely ensure the flow of the benefits for long.

CHAPTER- IV

OBSERVATIONS AND RECOMMENDATIONS

I. General Observations

1. Design & Technical Specifications

BADP grant was allocated to projects without any detailed pre-assessment of costs and any approved design of structures to be erected. It was mostly sanctioned as lump sums without any estimate, technical specification 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 large-sized or best possible asset and this often led to shortage of funds and made it difficult to complete the concerned projects. In view of this field experience, it is recommended that while sanctioning a project, it may be ensured that the project should have an appropriate design for the project and grant amount is sanctioned based on the estimates at approved rates for the infrastructure/ activity so that no project remains incomplete.

2. Constraints of Space for Physical Infrastructure

Lack of appropriate public space in village or under the holding of Gram Panchayat often acts as a hindrance for execution of the sanctioned projects. For instance, construction of an old age home at Ferozpur or upgradation of building of Civil Hospital at Ferozpur could not be executed because of suitable site was not available for such projects. Diversion of funds for other activities, though allowed, is a cumbersome and time-taking process. Thus, while sanctioning a project, it may be ensured that appropriate site is available for construction of an infrastructure.

3. Need-based Projects

BADP grants may be considered only for need-based activities/projects. There were many projects that which seem redundant or would have been skipped. It was felt that such projects were constructed since funds were made available under BADP. The utility of such projects is usually very minimum. 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 high.

4. Handover the Infrastructure to User Agency

It was observed during onsite inspection that certain projects were not handed over to appropriate authorities after their completion for their use. For instance, the examination hall constructed for a school would handed over to the school authority so that it could be purposefully used. Instead, it was held by the *Sarpanch* for the use at his own convenience. Therefore, 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.

5. Appropriate Space and Location for Infrastructure

Every project was given a time limit for its completion. However, during the on site inspection it was observed that many projects could not be completed in time for various reasons like shortage of funds, lack of appropriate site/space, *Panchayat* elections and change of executing *Sarpanch* or even without any justified reason. Lack of onsite verification during construction and adequate monitoring by the nodal department may be one of the major factors responsible for delay in completion. 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 case of large projects.

6. Quality Control

It was noticed that only 2 or 3 JEs (Junior Engineers) were available in each block to provide technical support which is considered inadequate to supervise all the works being carried out in the block. It is recommended that more technical field should be provided at village & block level to maintain quality standards.

District-level monitoring Committee may periodically verify the uses of the assets created under BADP scheme. A close monitoring would reveal that there were projects that were completed but were yet to be put in to appropriate uses. District Administration may take necessary action to fruitfully use the infrastructure created. It is self-evident that infrastructure left unused not only damages the assets but also restricts the benefit flow of such assets to the general public.

7. Timely Release of Grant Assistance

BADP grant is made available to executing agencies only towards the end of the year, in the month of November / December. This delays completion of projects and submission of Utilization Certificate (UC). Unless UC is submitted, grant for the next year is also not made available and the cycle of delay continues. In order to

execute the projects on time, the grant may be released by July so that the projects would be completed and UC would be submitted by the end of March every year.

8. Maintenance & Running Cost

No provision had been made for repair and maintenance of the projects. The implementing agency (*Gram Panchayat*) generally had no funds for day-to-day running of these projects; consequently, most of these assets remained underutilized. It is recommended that adequate funds should be generated / made available to run and maintain these projects.

9. Identification of Projects on Ground

Most of the projects undertaken with BADP grant support like construction of brick Pavement Street / drain or *nallah*, could not clearly be identified on ground as no sign board or any other landmark indicating the start and end of a particular project was available at the site. Moreover, since similar types of projects had been executed under different schemes along with these projects, it was, therefore, not possible to exactly differentiate & identify the exact location & volume of these projects. However, the projects had been verified with the available records. It is recommended that proper boards displaying the fact of the project having been constructed with BADP grant support, together with the associated details, may be installed at a suitable location at the project site.

10. Priority Areas

Activities like veterinary services, health infrastructure, irrigation, drinking water, solar streetlights, etc. should get more allocation of BADP grant.

II. Observations / Recommendations in respect of BADP 2007-08

1. Allotment of Funds

Out of Rs.839.03 lakh allotted to Ferozepur District, Rs.242.62 lakh (29%) was sanctioned to Ferozepur block, including Rs.102.05 lakh of a Model Village project of *Jhoke Harihar* village adjacent to Ferozepur town. It is felt that the priority for allotment should have been more for the villages located closer to the international border with areas having the least development.

Fazilka Block could receive Rs.176.87 lakh (21%) of grant assistance followed by *Mamdot* with Rs.124.56 lakh (15%), *Khuian Sarwar* Block with Rs.110.35 lakh (13%), and *Gurharsahai* Block with the least share of Rs.85.51 lakh (10%).

2. Education Sector

Rs.45.54 lakh was allotted to 23 Schools with maximum projects in *Khuian Sarwar* Block. Funds had been utilized for construction of additional rooms, *verandah* and boundary walls. It was noticed that Middle & Secondary School get adequate funds for building infrastructure from Education Department under different schemes. In view of this, it is recommended that BADP funds should be utilized, as far as possible, for providing facilities to Elementary schools located in remote areas.

3. Health Sector

Only Rs.6.50 lakh was allotted for construction of boundary walls of two hospital buildings. There was no allocation for health infrastructure under BADP in *Mamdot*, *Ferozpur* and *Gurharsahai* Blocks. It is recommended that health services in border areas may be given more focus as these areas are suffering from unsuitable drinking water facilities and inadequate health infrastructure.

4. Social Sector

Rs.123.22 lakh was sanctioned for social sector activities including construction of Community Centers, *dhamshalas*, Anganwadi Centre, Panchayat Ghar, Gymnasium, etc. Actual usage of community centers constructed at many places was observed very minimal. The assets were found without maintenance where doors and windows were found broken. It is recommended that the Gram Panchayat may be advised to properly maintain the infrastructure.

5. Infrastructure Sector

This sector has claimed maximum share with Rs.560.85 lakh (69%) of BADP grant. A major portion of the grant was allocated for construction of roads, link roads, brick pavements, laying of underground pipelines and drinking water facilities, bus shelter, etc. It was observed that other sources are also available for such purposes. Therefore, it is recommended that allotment of BADP grants to this sector should be lowered and more funds should be allotted to priority sectors like agriculture, health, drinking water facilities, etc.

III. Observations and Recommendations in respect of BADP 2008-09

1. Allotment of Funds

Out of Rs.1834.19 lakh allotted to Ferozepur District for the year 2008-09, an amount of 431.81 lakh (24%) and Rs.401.04 lakh (22%) was allotted to *Fazilka* and Ferozepur districts respectively. The other three blocks, viz., *Gurharsahai*, *Khuian Sarwar* and *Mamdot* received almost equal amount of grant, Rs.221.25 lakh (12%), Rs.259.15 lakh (14%) and Rs.267.60 lakh (14%) respectively.

2. Sector wise Distribution

Out of total Rs.1834.19 lakh, almost two third (64%) was allocated for infrastructure projects alone. Major portion of funds were utilized for construction of roads, brick-paved streets / tracks within the village boundaries and to the farmhouses & *dhanis*. It was observed that large amount of grants were received from State Government resources for such projects.

However, the health sector had received only a negligible amount of Rs.22.50 lakh (1%) out of Rs.1834.19 lakh sanctioned for the year 2008-09. Agriculture and education too had received only 10% and 9% respectively.

Allocation of BADP funds may be considered more for priority areas like irrigation, agriculture infrastructure, health – building and equipment, drinking water with R/O system, etc.

ANNEXURE - I

Methodology of Distribution of Outlay among Border Districts and Border Blocks

(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	%
Fazilka																		
Education	3	1	33	13.44	8.00	60	9	2	22	27.29	7.29	27	12	3	25	40.73	15.29	38
Health	1	0	0	5.00	0.00	0	1	1	100	6.00	6.00	100	2	1	50	11.00	6.00	55
Agriculture	1	0	0	5.00	0.00	0	11	2	9	11.67	3.00	26	12	2	17	16.67	3.00	18
Infrastructure	52	8	15	132.33	76.75	58	47	6	13	183.43	49.00	27	99	14	14	315.76	125.75	40
Social	11	2	18	21.10	3.30	16	5		0	26.55		0	16	2	13	47.65	3.30	7
Total	68	11	16	176.87	88.05	50	73	11	14	254.94	65.29	26	141	22	16	431.81	153.34	36
Ferozepur																		
Education	3	0	0	3.50	0.00	0	6	1	17	10.00	2.00	20	9	1	11	13.50	2.00	15
Health	0	0	0	0.00	0.00	0	0	0	0	0.00	0.00	0	0	0		0.00	0.00	0
Agriculture	5	1	20	5.70	1.50	26	0	0	0	0.00	0.00	0	5	1	20	5.70	1.50	26
Infrastructure	27	7	26	199.39	158.79	80	16	3	19	138.42	46.80	34	43	10	23	337.81	205.59	61
Social	21	0	0	34.03	0.00	0	7	2	29	10.00	2.00	20	28	2	7	44.03	2.00	5
Total	56	15	27	242.62	160.29	66	29	6	21	158.42	50.80	32	85	21	25	401.04	211.09	53
Gurharsahai																		
Education	1	0	0	2.00	0.00	0	7	2	29	14.00	5.00	36	8	2	25	16.00	5.00	31
Health	0	0	0	0.00	0.00	0	2	0	0	4.00	0.00	0	2	0	0	4.00	0.00	0
Agriculture	4	2	50	14.01	4.61	33	0	0	0	00.00	0.00	0	4	2	50	14.01	4.61	33
Infrastructure	9	2	22	54.50	23.5	43	12	3	25	36.74	14.62	40	21	5	24	91.24	38.12	42
Social	6	1	17	15.00	3.00	20	22	5	23	81.00	19.50	24	28	6	21	96.00	22.50	23
Total	20	5	25	85.51	31.11	36	43	10	23	135.74	39.12	29	63	15	24	221.25	70.23	32

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	%
K. Sarwer																		
Education	9	2	22	10.35	3.52	34	11	2	18	30.39	5.00	16	20	4	20	40.74	8.52	21
Health	1	1	0	1.50	1.50	0	4	0	0	6.00	0.00	0	5	1	20	7.50	1.50	20
Agriculture	20	5	25	50.50	16.00	32	25	4	16	47.86	14.20	30	45	9	20	98.36	30.20	31
Infrastructure	15	3	20	36.91	13.50	37	25	4	16	61.55	15.60	25	40	7	18	98.46	29.10	30
Social	5	2	40	11.09	3.50	32	1	0	0	3.00	0.00	0	6	2	33	14.09	3.50	25
Total	50	13	26	110.35	38.02	34	66	10	15	148.80	34.80	23	116	23	20	259.15	72.82	28
Mamdot																		
Education	4	1	25	12.50	4.00	32	10	2	20	27.00	3.00	11	14	3	21	39.50	7.00	18
Health	0	0	0	0.00	0.00	0	0	0	0	0.00	0.00	0	0	0	0	0.00	0.00	0
Agriculture	5	1	20	13.10	2.50	19	0	0	0	0.00	0.00	0	5	1	20	13.10	2.50	19
Infrastructure	24	5	21	70.96	27.35	39	25	5	20	105.54	41.53	39	49	10	20	176.50	68.88	39
Social	10	4	40	28.00	13.00	46	2	1	50	10.50	3.00	29	12	5	42	38.50	16.00	42
Total	43	11	26	124.56	46.85	38	37	8	22	143.04	42.53	30	80	19	24	267.60	89.38	33
Total																		
Education	23	4	17	45.54	15.52	34	52	11	21	128.43	31.29	24	75	15	20	173.97	46.81	27
Health	2	1	50	6.50	1.50	0	7	1	14	16.00	6.00	38	9	2	22	22.50	7.50	33
Agriculture	39	10	26	102.92	27.61	27	43	8	19	89.53	27.20	30	82	18	22	192.45	54.81	28
Infrastructure	138	27	20	560.85	319.89	57	133	24	18	610.63	191.55	31	271	51	19	1171.48	511.44	44
Social	58	11	19	123.22	28.80	23	42	9	21	150.57	28.50	19	100	20	20	273.79	57.30	21
Total	260	53	20	839.03	393.32	47	277	53	19	995.16	284.54	29	537	106	20	1834.19	677.86	37

Source : BADP Progress Report for the concerned years and Sample Data as collected from the Field.

ANNEXURE 2.2

Inspection /Evaluation of BADP Projects in Ferozepur 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. Utilization 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**