

Chapter-II: Planning of Works

A Snapshot

The District authorities did not conduct the envisaged need analysis in border villages in the form of Baseline Survey to assess gaps in basic physical and social infrastructure. Further, the Department did not prepare village-wise long-term Action Plan/ medium term Perspective Action Plan for prioritizing projects for filling the gaps. The Department had not defined 'saturation of village'. The Department/ District Authorities did not ask the Border Security Force (BSF) to communicate a list of 'strategic' villages which were to be given priority and 'saturated' first with respect to developmental activities. None of the 158 border villages of first phase (0-10 Kms) covered under BADP had been declared as 'saturated'.

The District level plans were being submitted by the DLC to the Department after timely discussions in the DLC only in the five occasions during 2016-21. The State Level Screening Committee (SLSC), entrusted with the responsibility to finalize and approve the Annual Action Plan (AAP), did not meet as prescribed for the AAP 2017-18 and 2018-19.

The Department did not adhere to the timeline prescribed for submission of the Annual Action Plan (AAP) in respect of all the years from 2016-17 to 2020-21 resulting in delayed execution of AAP/ completion of works.

A proper need analysis and defined criteria for 'saturation of village' would have served a guiding light for preparation of AAP. However, due to inadequacy in the functioning of DLCs and absence of proper need analysis, the line Departments/ implementing agencies proposed works on ad-hoc basis, without detailed justification. Similarly, inadequacy in effective functioning of SLSC adversely impacted planning and implementation of the programme. This resulted in several issues like not ensuring convergence with other scheme, cancellation of works at subsequent stages due to non-feasibility of the work, not ensuring timely availability of land and planning of part work etc. Similarly, some of the assets created were either not used or were not being optimally utilized.

Introduction

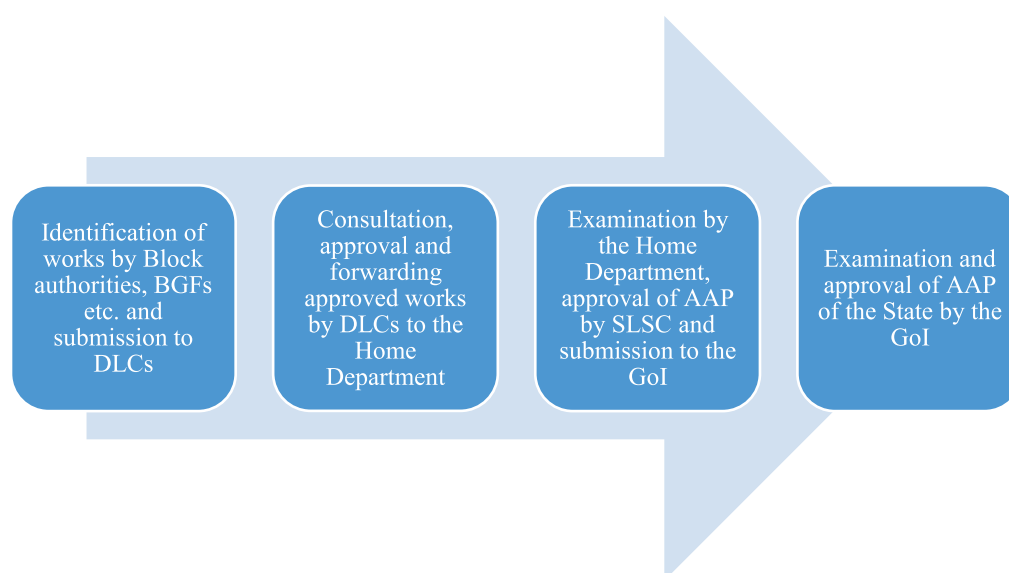
The Guidelines (June 2015) of BADP prescribed for constitution of a State Level Screening Committee (SLSC) under the Chairmanship of the Chief Secretary of the State. Accordingly, the SLSC was constituted¹ vide Home Department, Government of Gujarat's Resolution dated 09 September 2015. The SLSC is entrusted with the responsibility to finalize and approve the Annual Action Plan (AAP) of the State for submission to the GoI. Apart

¹ The Secretary of the Home Department is the Member Secretary of the Committee while other Members include Secretaries of the General Administration Department; Finance Department; Panchayat, Rural Housing and Rural Development Department; and other line Departments; District Collectors of Banaskantha, Kachchh and Patan districts; nodal officer of BSF, Representative of NITI Ayog, and Representative of the Department of Border Management, MHA, GoI.

from finalization and approval of AAP, the SLSC is responsible for reviewing progress of schemes/ works under BADP, submission of Utilization Certificates (UCs) and Quarterly Progress Reports (QPRs), *etc.* to the GoI. Further, the District Level Committees² (DLCs) headed by the District Collector were also to be constituted for planning and implementation of the BADP in the border Blocks covered under the programme. The District Planning Officer (DPO) implements the programme through line Departments, such as Rural Development, Electricity, Roads & Buildings, Water Supply, Sports, *etc.*

The process of preparation and approval of AAP is depicted in the following diagram:

Diagram 2.1: Process of preparation and approval of AAP



One of the objectives of this Performance Audit was to ascertain whether the planning process for the implementation of the programme was based on adequate need analysis and other prescriptions of the BADP Guidelines. The aspect of need analysis was to be ascertained with reference to conduct of Baseline Survey, preparation of village-wise long-term and/or medium-term Action Plan and defining of the criteria for declaring a village as ‘saturated’. Further, Audit analysed the process of preparation of AAP over the period covered under audit *vis-à-vis* compliance to the roles and responsibilities of various institutions at different levels. The audit observations in this regard have been narrated in the succeeding paragraphs.

2.1 Need Analysis

A need analysis is the process of identifying gaps between what should be happening and what is happening, and accounting for the causes of these gaps. In this context, the BADP Guidelines, issued from time to time, prescribed the conducting of a Baseline Survey in border villages to assess gaps in basic physical and social infrastructure.

² The Members of the Committee are District Forest Officer, District Planning Officer, Superintendent of Police of concerned District and Commandant or Deputy Commandant of the Border Guarding Force (BGF) present in the area.

2.1.1 Baseline Survey

As per BADP Guidelines 2015 and 2020, a baseline survey was to be carried out in the border villages/towns to identify gaps in basic physical and social infrastructure. The State Government would then fill up these gaps through the developmental schemes of the Government, including BADP.

Data pertaining to Management Information System (MIS) for the BADP is maintained by the GoI, for which a software was prepared. The software contained three applications, namely Baseline Survey, Annual Action Plan and progress reports (physical and financial).

The GoI instructed (May 2013, September 2013) the Department to direct its District/ Block authorities to upload data of Baseline Survey of villages in border Blocks through the above application of Baseline Survey. Thus, the Baseline Survey was important for framing village-wise plans and facilitating monitoring of the programme. However, the Baseline Survey was not done (June 2023) in any of the three Districts implementing the programme. In the absence of the Baseline Survey, it could not be verified whether the works undertaken under the Programme were for filling up the critical gaps identified in basic physical and social infrastructure of the border villages or not.

The Department stated (May 2022) that it was considering to assign the task of gap analysis in the border villages to a third party agency, the outcomes of which would be submitted to the GoI in due course. Subsequently, the ACS informed during the Exit Conference (July 2023) that village profiles for all the villages of Gujarat were prepared in 2013-14 and this could serve as a reference document for BADP also.

2.1.2 Village-wise long-term/ Medium-term Action Plan

The BADP Guidelines 2015 and 2020 prescribed for the preparation of a detailed village-wise long-term Action Plan and 4-5 years' medium-term Perspective Action Plan, prioritizing projects for filling the physical and social infrastructure gaps as identified in the Baseline Survey. The Annual Plans would be a subset of such village-wise long-term Action Plans/ medium-term Perspective Plans.

Audit observed that the Department did not prepare village-wise long-term plans in respect of any of the villages under the BADP. In pursuance of BADP Guidelines of March 2020 and subsequent directions (July 2020) of SLSC for preparation of medium-term Perspective Plans, the Department instructed (July 2020) the District authorities to prepare the same. However, no such plan was prepared till date (July 2023), even after a lapse of three years.

In response to the audit observation, the DPO, Patan furnished (November 2022) copies of the three years' Annual Action Plan for the ensuing years of 2022-23 to 2024-25, which it had submitted to the Department in December 2021. Similarly, the DPO, Kachchh furnished to Audit (July

2022) copies of Annual Action Plans for 2022-23 and 2023-24 which it had submitted to the Department in March 2022. Audit observed that these were not perspective plans as they lacked comprehensive and holistic viewpoint, and Need-analysis for overall development of the villages.

Thus, in the absence of long-term/ medium-term plan, the Annual Plans were not based on due analysis of the gaps and therefore, prioritization of the projects/ works based on identified gaps could not be done.

Recommendation 1: The Department may conduct Baseline survey and use it to prepare village-wise long-term action plan for identifying projects to fill the gaps in basic physical and social infrastructure.

2.1.3 ‘Saturation’ of a village with basic infrastructure

As per the BADP Guidelines of 2015, “for ‘saturation’ of a village’, minimum facilities, like road connectivity, schools, sports facilities, health services, electricity, water supply, Community Centres, public toilets (particularly for women), *etc.* should be available. But it would be incumbent on the DLCs to decide the definition of saturation of villages keeping in view the local conditions”.

Defining a ‘saturated’ village is essential since only after saturation of villages falling between 0-10 Km, can the next set of villages within 0-20 Km distance and so on, up to 0-50 Km be taken up under the BADP. Further, strategically important border villages, as drawn by BSF, were to be ‘saturated’ first before taking up other villages for development.

Audit observed that the District authorities/ DLCs have not defined any criteria for declaring a village as ‘saturated’ for the purpose of BADP. Defining a set of criteria for providing minimum infrastructural facilities in villages would have served as a rationale for identifying works/ projects in the villages selected under BADP. In the absence of this, as of July 2023, none of the 158 border villages within zero to 10 Km from the first habitation from the IB have been declared ‘saturated’, and the programme is still being implemented in these villages.

The DPO, Kachchh and Banaskantha stated (June/ November 2022) that neither ‘saturation of village’ has been defined nor any village has been so declared. The DLC meeting of Patan District held in January 2023 defined the ‘saturation of village’ by specifying minimum facilities³ to be provided in the villages.

Recommendation 2: The Department may direct the DLC of Kachchh and Banaskantha to define ‘saturation’ of a village so that the works in these villages can be undertaken accordingly.

³ (i) Road connectivity, (ii) Separate toilet for boys and girls in schools, (iii) Health facilities, (iv) Electrification, (v) Water supply, (vi) Community Centre, (vii) Solid waste management.

2.1.4 Identification of Strategic Villages by the BSF

The BADP Guidelines 2015 and 2020 provide that utmost priority shall be given to villages identified by the BSF, termed as ‘strategic’ villages. A list of such villages identified by the BSF shall be forwarded to the District Authorities, State Government and MHA. Since, these villages were to be saturated first, therefore, while formulating schemes/ projects, the DLCs shall give priority to these strategic villages over others.

Audit observed that the Department did not ask for the list of ‘strategic’ villages from the BSF since implementation of BADP. Therefore, the BSF did not communicate any list of ‘strategic’ villages to the District authorities/ Department. Thus, strategically important villages could not be identified and given due priority while framing AAP for the BADP to achieve saturation.

The Department stated (April 2022) that participation of BSF was ensured in DLC and due priority was given to the projects suggested by the BSF. During the Exit Conference (July 2023), Secretary (Home Department) directed the district officials to obtain the list of strategic villages from the BSF.

Reply of the Department is not convincing as meetings of DLC were not held regularly, as mentioned in Paragraph 2.2.1 below. Moreover, the list of ‘strategic’ villages as identified by the BSF would have served as a guiding document for holistic development of these villages instead of relying on proposals received from BSF in piece-meal during DLC meetings.

2.1.5 Absence of adequate justification

Assets planned under the BADP should be based on local need analysis, supported by detailed justification. However, Audit noticed that no justification was being provided by the requesting organisation for taking up a work. Following are illustrative cases where the assets created have remained unutilized due to lack of justification.

2.1.5.1 Works of Centres of Excellence of ‘hospitality’ and ‘construction services’

On the request (March 2019) of the Department, the GoI approved additional funds for the financial year 2018-19 for two works of construction of Centres of Excellence for ‘hospitality’ and ‘construction services’ in Kachchh and Patan district respectively, with a total approved outlay of ₹ 10.86 crore.

The Department allotted works in August 2019 to the Gujarat State Police Housing Corporation (GSPHC) while funds of ₹ 10.86 crore were already remitted⁴ (March 2019) to the GSPHC. The land initially allotted (August

⁴ Funds were transferred to GSPHC in March 2019 itself on receipt from the GoI, for the purpose of onward parking with the GSFS.

2019) at Kachchh by the District Collectorate for Centre of Excellence for Hospitality was not found suitable for the project by GSPHC (September 2020). Similarly, in Patan, forest land was allotted (November 2019) for Centre of Excellence for Construction Services. Thus, the respective District Collectorate re-allotted appropriate land to the Department in November and August 2020 respectively.

GSPHC informed (between November 2019 and June 2021) the Department that funds allocated would not suffice⁵ for the civil works for construction of the Centres as per specifications provided by the Department. Thus, the works could not be taken up for lack of sufficient funds (June 2021). Subsequently, the Department tasked (January 2022) the Department of Labour and Employment (DoLE), GoG to implement the above works. The DoLE stated (January 2022) that appropriate number of Industrial Training Institutes (ITIs) were functional in both the districts (Kachchh: 15; Patan: 18) covering border Talukas. These functional ITIs had failed to enroll candidates despite concerted efforts by these institutions. The DoLE thus opined to drop these works.

The above facts indicated that-

- The Department proposed these works without due need analysis;
- The consent of respective DLC was not taken;
- The financial estimates for the civil works were not judiciously prepared before sending the proposal of works to the GoI; and
- The availability of suitable land was not ensured before assigning work to the GSPHC.

As a result, funds of ₹ 10.80 crore⁶ remained idle for more than three years and the Department finally proposed (February 2022) to the GoI to cancel these works.

The Department stated (May 2023) that the ACS had telephonically consulted the District Collectors concerned before submitting the proposal to the GoI. The Department further stated that these works have been cancelled and the funds credited to the SNA in July 2022.

Reply from the Department reveals that the procedure prescribed for planning the works under the BADP was not adhered to and the planning was carried out in an *ad-hoc* manner.

2.1.5.2 Construction of Students Hostel at Khavda

The work planned under AAP 2015-16 for the construction of Students Hostel at Khavda was completed (March 2019) at a cost of ₹ 38.75 lakh. Audit observed (June 2022) that the hostel was located around 2.5 Km from

⁵ The GSPHC submitted estimates ranging between ₹ 15.47 crore and ₹ 19.64 crore for different layout plans.

⁶ The GSPHC deposited ₹ 10.80 crore after deducting ₹ 6.04 lakh, being expenditure on consultancy in primary stage, into the State Nodal Account (SNA) in July 2022.

the nearest habitation (i.e. village Ludiya) and around 3.6 Km from village Khavda. It was constructed on a private land of the Trust, which was against the provisions of the BADP Guidelines. Furthermore, the hostel, which was located 35 Km away from the Trust-owned residential school at village Gorewali, was found not in use (till July 2023). Thus, not only was the planning of construction of hostel on a private land against the BADP Guidelines, but its construction itself was also not based on any proper need analysis.

Photograph 2.1: Students Hostel at Khavda



Front side of the hostel

Room within the hostel

Source: Photographs taken during joint site inspection done in June 2022.

The DPO, Kachchh accepted (November 2022) the audit observation.

2.1.5.3 Construction of Milk Collection Centre at village Khatiya

The above work planned under AAP 2015-16, was completed (August 2017) at a cost of ₹ five lakhs. Audit observed (June 2022) that the Taluka Development Officer (TDO), Lakhpat had proposed (March 2015) this work in the list of 110 works but the same was not supported by any justification. As such, the Milk Collection Centre was never put to use after its construction, indicating that the work was planned without need analysis.

Photograph 2.2: Milk Collection Centre at village Khatiya



Milk Collection Centre lying idle

Source: Photographs taken during joint site inspection done in June 2022.

The DPO, Kachchh did not furnish any reply (April 2024).

2.2 Annual Action Plan (AAP)

The BADP Guidelines 2015 prescribed that the AAP should be submitted to GoI by March/ April, after taking the approval of the SLSC. In the BADP Guidelines 2020, the timeline was revised to 15 January, every year, for the next financial year onwards.

2.2.1 District Level Committee (DLC)

As per the BADP Guidelines 2015, the DLC shall discuss the schemes/ works with all the stakeholders concerned, including BSF, local Members of Parliament (MP), Members of Legislative Assembly (MLA), Members of Panchayati Raj Institutions (PRIs), Autonomous Councils, community leaders and development agencies. Further, the DLC shall ensure that critical gaps in infrastructure are addressed (priority given to strategically located villages, as provided by the BSF) and convergence/ dovetailing with other Central/ State Schemes is done before forwarding the Annual Action Plan of BADP to the Department for consideration of the SLSC.

2.2.1.1 DLC Meetings

The Guidelines of 2015 provided that the DLC is required to forward the Annual Action Plan (AAP) to the Department latest by February/March every year for consideration of the SLSC.

Audit observed that the DLC meeting of the respective District for discussion of the AAP were held as follows:

Table 2.1: Conduct of DLC meetings for AAP during 2016-2021⁷

District/ Year	2016-17	2017-18	2018-19	2019-20	2020-21
Banaskantha	15.02.2016	22.03.2017	01.05.2018	Not held	Not held
Kachchh	13.04.2016	03.06.2017	Not held	Not held	04.01.2020
Patan	06.02.2016	13.04.2017	30.04.2018	21.06.2019	05.12.2019

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

As can be seen from the Table above, DLC meetings were held by the stipulated month for submission of AAP only on five occasions⁸ during 2016-17 to 2020-21. On rest of the occasions, either the DLC meeting was not held or was conducted after February/ March for discussion of AAP. Thus, the District level plans for the ensuing years were submitted to the Department after timely discussions in the DLC only in the above five occasions during 2016-21.

During the Exit Conference (July 2023), the ACS assured that prescribed meetings would be held henceforth while implementing the schemes at

⁷ For AAP 2021-22, no meeting of either of the three DLCs was held. However, no observation on the same is being made considering the Covid-19 pandemic.

⁸ (i) Banaskantha (2016-17 and 2017-18), (ii) Kachchh (2020-21), (iii) Patan (2016-17 and 2020-21).

district level.

2.2.2 Approval of Annual Action Plan by SLSC

The BADP Guidelines of 2015 prescribed meeting of the SLSC in March/April in order to finalize and approve AAP for the ensuing year. No specific provision regarding meetings of the SLSC was made in the BADP Guidelines of 2020. However, requirement of approval of AAP by the SLSC was continued, thereby necessitating meeting of SLSC.

Audit observed that the SLSC met in June 2016, June 2019, and July 2020 to deliberate and approve the AAP for the years 2016-17, 2019-20, and 2020-21 (which was carried over to 2021-22 with minor modifications), respectively. However, the SLSC did not convene any meeting to approve the AAP for 2017-18 and 2018-19. The Department attributed the reasons for not organizing the prescribed meeting to the inability of the District Collectors concerned (Banaskantha and Patan) to attend the meeting due to heavy rains (2017-18), unavoidable circumstances (2018-19) and delayed submission of plans by districts (2017-18 and 2018-19).

Audit observed that the Department obtained approval of the Chief Secretary on AAP for the year 2017-18 and 2018-19 without conduct of SLSC meeting.

2.2.3 Submission of AAP to GoI

The status of submission of District Plans by the respective DLC to the Department and submission of AAP by the Department to the GoI for the years 2016-17 to 2021-22 is as under:

Table 2.2: Submission of Annual Action Plans by DLCs and the Department during 2016-2022⁹

AAP	Delay in submission by DLC to the Department (in days)			Delay in submission by the Department to the GoI (in days)
	Banaskantha	Kachchh	Patan	
2016-17	71	35	No delay	45
2017-18	53	101	91	110
2018-19	35	47	48	81
2019-20	No delay	No delay	108	196
2020-21	No delay	90	No delay	106

Source: Records of the Department and DPOs.

The details are mentioned in **Appendix-III**.

As can be seen from the Table above, the DLCs submitted AAPs for the respective year to the Department with delays ranging from 35 days (Banaskantha: AAP 2018-19, Kachchh: 2016-17) to 108 days (Patan: AAP 2019-20). Due to delayed submission of District Plans by DLCs, the AAP was submitted to the GoI with delays ranging from 45 days (2016-17) to 196 days (2019-20).

⁹ AAP for the year 2020-21 was brought forward with minor revisions in 2021-22 as per GoI letter dated 12.04.2021, hence delay not calculated.

Moreover, after initial submission of AAP for the year 2018-19 in June 2018, the Department submitted the second part¹⁰ of the AAP to GoI in January 2019, i.e. in the last quarter of the financial year.

Thus, the Department did not adhere to the timeline prescribed for submission of AAP in respect of any of the years from 2016-17 to 2020-21, which resulted in delayed execution of AAP as well as delayed completion of works, as discussed in Paragraph 3.2 of this Report, where Audit found 338 works (35 *per cent* of total) commencing after the tenure of the AAP concerned.

2.3 Convergence of AAP with other Schemes

The BADP Guidelines of 2015 and 2020 prescribed that the DLCs and the SLSC will ensure convergence and dovetailing of works identified under the BADP with ongoing development programmes and schemes of different Ministries/ Departments of Central/ State Government and funds coming through various channels. Further, BADP Guidelines of 2015 prescribed that the DLC shall ensure that there is no overlapping of the schemes taken up under BADP with that of other ongoing schemes of Central Government/ State Plans and give certificate to the effect while submitting the Annual Action Plan (AAP) to the State Government for onward transmission to the GoI (Ministry of Home Affairs).

Audit observed that the DPO, Patan submitted (December 2018/ January 2019) four works¹¹ with estimated cost of ₹ 2.08 crore to the Department, which were approved by it in February 2019. However, these works had already been included under combined water supply scheme for which the drawings and estimates had been submitted by the Chief Engineer, Zone-2, Ahmedabad to the GWSSB in November 2018. Thus, the works had to be cancelled in August 2019 and new works had to be proposed against these cancelled works.

Similarly, Audit observed that 26 works¹² (AAP 2017-18: five works, and AAP 2018-19: 21 works) with estimated cost of ₹ 1.72 crore in two districts¹³, had to be subsequently cancelled due to pre-existence of similar facility in the village. As such, new works had to be proposed against these cancelled works.

This reflected that the DLC concerned submitted AAP without ensuring convergence with other schemes.

¹⁰ As the initial plan submitted fell short by ₹ 10.98 crore against the funds (₹ 44.33 crore) allocated by the GoI.

¹¹ (i) Remaining village pipeline for distribution and sump for water, Babara village (AAP 2016-17), (ii) Filter plant clean water sump, Madhutra village (AAP 2016-17), (iii) Water pipeline for SC area and remaining area of village Barara (AAP 2017-18) and (iv) Filter plant clean water sump, Kalyanpura village (AAP 2017-18).

¹² Check-dam, Cement Concrete (CC) Road, Community Hall, Compound wall, Paver block and garden, Public toilet etc.

¹³ Banaskantha: one work of ₹ 10.00 lakh, Kachchh: 25 works of ₹ 1.62 crore.

The Department stated (July 2022) that significant time passes between the proposal and actual undertaking of the work due to administrative formalities and during this intervening period, some works are taken up in other schemes on priority. In order to ensure non-duplication, such works were cancelled.

Reply is not correct as in these 26 works the concerned DPO had specifically mentioned about the pre-existence of the facilities as the reason for proposing the cancellation of these works. Further, in respect of four works of Patan, the same were already included in other scheme by the line Department before submission of proposal for these works by the DPO under the BADP.

2.4 Deficiencies in planning of works

The main objective of the BADP is to meet the special developmental needs and well-being of the people living in remote and inaccessible areas situated near the international border.

Audit observed that as the works were proposed without detailed justification and need analysis, some of the assets created were either not put to use or not being optimally utilised. Some of the illustrative instances of deficient planning are depicted below:

2.4.1 Feasibility of works not ascertained before their inclusion in AAP

2.4.1.1 Drilling of Tube Wells for blending with Narmada water

Work of 'Drilling of 7 Nos. Tube Wells for blending with Narmada water at various Water Supply head works' in five villages¹⁴ of Kachchh District with estimated cost of ₹ 91.00 lakh was approved (September 2019) in AAP 2019-20. However, GWSSB, the implementing agency, in its source investigation report stated (February 2020) that there was possibility of highly saline water at the sites identified for all the Tube Wells. Therefore, the GWSSB stated that the work of drilling of Tube Well at these sites was not feasible. Audit observed that the DPO, Kachchh was required to ascertain the feasibility of the work based on source of ground water before proposing the work in AAP, which was not done in the instant case. This led to cancellation of work (September 2020). It shows that the line Department/ DLC did not ascertain the feasibility of the work before recommending the same for inclusion in AAP.

The Department agreed (July 2022) with the observation.

¹⁴ (i) Dhordo, (ii) Gorewali, (iii) Jamkunariya, (iv) Khavda, (v) Ludiya.

2.4.1.2 Providing of R.O. Plant in Primary School of villages of Banaskantha

The work of providing 250 litre R.O. Plants in primary schools of five villages¹⁵ of Banaskantha District planned under AAP 2017-18, was completed (April 2018) at a cost of ₹ 16.00 lakh. Audit observed that in the two villages namely Chotharnesda and Rachhena, the R.O. Plants were not put to use (August 2022). The DPO, Banaskantha stated (May 2023) that there was scarcity of water, due to which these R.O. Plants could not be used. This indicated that the implementing agency, i.e. TDO, Vav did not ascertain availability of water, the pre-condition for utility of the R.O. Plants, before proposing their procurement in AAP 2017-18.

Photograph 2.3: R. O. Plants supplied to primary schools



R.O. lying idle in Chotharnesda village

Source: Photographs taken during joint site inspection done in August 2022.

2.4.2 Planning without availability of land

As per the BADP Guidelines 2015 and 2020, while recommending the projects under BADP, it needs to be ensured that 100 *per cent* land should be available with the State Government and various statutory clearances, such as forest, environment, and other local clearances, etc. as applicable should be processed well in advance. However, Audit observed that the Department did not ensure compliance to the above provision, resulting in delayed/ non-execution of works. The details are as under:

¹⁵ (i) Chandangadh, (ii) Chotharnesda, (iii) Kundaliya, (iv) Rachhena and (v) Radhanesda.

(i) During scrutiny of AAPs for three years from 2016-17 to 2018-19, Audit observed that 12 works with estimated cost of ₹ 1.03 crore in three districts¹⁶, which were included in AAPs (2016-17: one work, 2017-18: five works and 2018-19: six works), had to be later cancelled due to non-availability of land. Subsequently, alternative works had to be proposed against these cancelled works.

(ii) In nine out of 282 test-checked works, not ensuring timely availability of land resulted in delayed completion of works. The details are narrated in the following paragraphs:

- In case of construction of Agricultural Training Centre at Santalpur, Patan for ₹ 35.84 lakh planned for AAP 2019-20, the Administrative Approval (AA) was granted in March 2020. The Deputy Director of Agriculture requested (June 2020) and reminded (September 2020) the Collector, Patan for allotment of required land. The Collector, Patan allotted the land in December 2020, i.e. after about nine months from grant of AA. As a result, work order was issued only in March 2021, i.e. after a lapse of almost one year since grant of AA and the work was finally completed in March 2022. Thus, work got delayed due to non-availability of land before proposing the work in AAP.

The DPO, Patan stated (October 2022) that the work of awarding the tender was started immediately after AA, but the work order was issued after the availability of land.

- The AA for the package of works consisting of ‘Construction of 7.00 Million Litres per Day (MLD) capacity conventional Water Treatment Plant at Village Zazam (Taluka Santalpur, District Patan)’ and six other¹⁷ related works were granted between December 2019 and February 2020. The implementing agency, i.e. Public Health Works Division, Radhanpur, District Patan (the Division) allotted (September 2020) the works at a cost of ₹ 3.12 crore to a private contractor, with scheduled completion by September 2021.

Audit observed that the Division applied for the required land in June 2020, i.e. after passage of more than three months from the grant of AA. The Division also issued the work order in September 2020, i.e. before the Collector, Patan had allotted the requisite land in November 2020. The work was subsequently completed in December 2022. Thus, these works were planned without ensuring availability of land, which contributed to delayed execution of work.

¹⁶ Banaskantha: Six works of ₹ 51.00 lakh, Kachchh: Five works of ₹ 36.58 lakh, Patan: One work of ₹ 15.00 lakh.

¹⁷ (i) Construction of 20.00 lakh Ltr. Capacity RCC underground sump for Filter Plant; (ii) Construction of 5.00 lakh Ltr. - 18.00 Mtr. Height Elevated Service Reservoir (ESR); (iii) Providing, Supplying & Laying DI Pipeline from KBC to Water Treatment Plant; (iv) Construction of RCC Pump Room and Chokidar Quarters of Filter Plant; (v) Construction of Compound Wall for Filter Plant; and (vi) Providing, Supplying, Lowering & Laying Pumping machinery.

- The EE, R&B (Panchayat) Division, Bhuj awarded (August 2017) the work of construction of compound wall at nine Anganwadis of Taluka Bhuj, Kachchh (AAP 2016-17) to the contractor for a tender cost of ₹ 11.12 lakh. Work for six Anganwadis was completed while compound wall of three Anganwadis could not be constructed due to non-availability of land. Thus, the work was planned without ascertaining availability of land.

The DPO, Kachchh accepted (November 2022) the audit observations.

2.4.3 Planning for part work

2.4.3.1 The village Gar Vandh is located 3.5 Km away from the Ghaduli – Santalpur Road. However, in AAP 2016-17, the R&B (Panchayat) Division, Bhuj proposed (March 2016) construction of only 2.5 Km road with estimated cost of ₹ 70 lakh (the Department revised the outlay to ₹ one crore). At the time of giving technical sanction, the same Division stated that with the approved outlay of ₹ one crore, only 1.5 Km of road could be constructed. Thus, the implementing agency, *i.e.* R&B (Panchayat) Division, Bhuj not only planned part construction of road but also did not arrive at correct estimates for the proposed road length.

As such, against required length of 3.5 Km, only 1.5 Km metal road (with actual cost of ₹ 60.60 lakh) was constructed. The rest of the stretch remained a *kachcha* road (July 2023). The metal road of 1.5 Km did not serve any other village either. Thus, due to deficient planning, expenditure of ₹ 60.60 lakh became unfruitful. The following photographs show the construction of metal road only in part of the stretch between village Gar Vandh to the Gaduli – Santalpur Road:

Photograph 2.4: Construction of road village Gar Vandh to the Ghaduli – Santalpur Road



Starting point of the road



End point of the road where *kachcha* road starts

Source: Photographs taken during joint site inspection done in June 2022.

The DPO, Kachchh accepted (November 2022) the audit observation.

2.4.3.2 The EE, R&B (Panchayat) Division, Patan (the implementing agency) estimated the cost of ₹ 75.00 lakh for the work of ‘connecting village road from Dhokavada-Charanka road to BOP Eval road via Varavadi temple via Agar (4.66 Km)’, in AAP 2017-18. The implementing agency also stated (June 2018) that within the approved outlay, only the structure and sand work of the road was possible. In case of metal and asphalt work, funds of ₹ 2.85 crore were required or it could be done for 1.26 Km length only. Thus, only part work was planned due to non-inclusion of cost of metal and asphalt components in the proposed work. As a result, due to deficient planning this work had to be cancelled (August 2018) and the road could not be constructed till date (September 2022).

2.4.4 Basic facilities not planned

To ensure optimum utilization of assets, it is important that all required basic facilities are included in the proposal for creation of the asset. In the following works, Audit noticed that essential facilities were not planned in the projects, resulting in their non-utilization.

Two works¹⁸ planned under AAP 2017-18 and 2018-19 respectively were completed (January 2019 and April 2020) at an aggregate cost of ₹ 14.20 lakh. Audit observed (July/ August 2022) that the implementing agencies, namely TDO, Bhuj and TDO, Vav, did not incorporate basic facilities, like electricity connection, toilet, water connection and drainage in the layout plan of the training centre/ community hall. Thus, planning and construction of the training centre/ community hall without such basic facilities did not serve any purpose as the training centre/ community hall could not be put to use after its construction. This reflected deficient planning on the part of the implementing agency.

The DPO, Kachchh accepted the audit observation (November 2022). The DPO, Banaskantha replied (May 2023) that work was implemented as per estimates and all items of estimates had been executed. It was further replied by the DPO, Banaskantha that the Gram Panchayat had been instructed to procure electricity connection, and use community hall as and when required.

The following photographs depict the unused assets:

¹⁸ (i) Construction of Training Centre at Khavda Taluka Bhuj (Kachchh), (ii) Construction of Community Hall at village Chotharnesda Taluka Vav (Banaskantha).

Photograph 2.5: Training Centre at village Khavda



Training Centre lying idle
Source: Photographs taken during joint site inspection (July 2022)

Photograph 2.6: Community Hall at village Chotharnesda



Community hall lying idle
Source: Photographs taken during joint site inspection (August 2022)

Recommendation 3: *The Department may ensure that works proposed under the programme are backed by proper justification and may ensure availability of land and required funds, so that the works, once completed, can bring the necessary benefits to the target border villages.*