CHAPTER I
INTRODUCTION

Punjab has a 553 Kilometers long international border with Pakistan. At the time of partition, the three border districts (now four) of the undivided Punjab, namely Gurdaspur, Ferozepur, Tarn Taran & Amritsar were the most prosperous as they enjoyed better soil fertility and irrigation facilities. However, with the passage of time, these districts have lagged behind in development due to their proximity to the border and particularly the long spell of cross border terrorism. Farmers living in the border areas face acute hardships as they cannot cultivate tall crops which can ensure them better remuneration. Moreover, the farmers of the border belt are handicapped to accord proper attention to their crops due to lot of restrictions on their movement. Rivers Ravi and Sutlej are passing through the border districts of Gurdaspur and Ferozepur respectively and often wash away the crops of these areas during the rainy seasons by way of flooding. In addition, there are a number of choes/distributaries of these rivers, which also cause damage to the crops of this area. Punjab has a special place in India due to its geographical conditions. The total border area of the state is 6369.82 Sq. kms (approx). The total population of the 4 border districts as per 2011 census is 7936818, which is 28.65 percent of states’ total population. Since independence, there has been a substantial amount of trans-border activities of smuggling, border crossers and Pak spies. The problem became more serious with the advent of cross-border terrorism. (Government of Punjab, 2010).

The border areas of India bordering Pakistan are more hostile than those, bordering with other countries. The reason has been that decade long terrorism in Punjab multiplied various problems of the state, such as illegal migration, drug trafficking, illegal trade, crime, insurgency, and killing of innocent civilians. In order
to check these problems, more number of security personnel had been continuously deployed. The people living in border areas have been facing socio-economic problems and psychological tensions. The constraints and prospects of the development along the border areas assume unique significance in the process of planning and development due to specific needs of the people living in the stressed conditions. However, the magnitude of the problems differ from region to region depending upon the geographical condition, socio-cultural set up of the region and attitude of the neighboring country. The main characteristic features of the border areas have been inaccessibility and insecurity. Due to it, the border areas need special treatment for accelerated and integrated sustainable development. The creation of a congenial environment to impart a sense of security among the border residents should be a part of any development strategy. While studying problems of the border areas, there is a need to make a comprehensive explanation into different socio-economic, cultural, psychological, environmental aspects in an integrated manner to identify the real issues. Majority border areas of Punjab do not form part of some backward isolated region of the state but has been rather well developed, yet they are suffering from acute discontent, both economic as well as social.

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.

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.

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.

There has been a significant increase in unemployment of both educated and uneducated and skilled and unskilled youth. The situation is further worsening due to, on one hand, demographic structure of the population resulting in greater rate of growth of labour force, and on other hand, reduction in labour intake in agriculture and also in industrial and service sectors for reasons of cost efficiency to meet several challenges of global competition. The employment generating programmes, being implemented, are not showing desired results. Despite huge investments made in the past plan periods on various employment generation programmes, problem of employment, in general, and of the semi-educated and educated persons in particular, has become critical. The local labour is not interested to come forward for work on employment-oriented programmes, as they generally complain of low wages (Singh and Rangnekar 2010).

The government of India has been implementing a number of centrally sponsored schemes but there is only one scheme which has been launched specifically for the development of border; that is Border Area Development Programme (BADP) with the objective of building the much needed social and physical infrastructure to propel normal development activities and to enhance household incomes to promote
economic growth. There are many other schemes which are being implemented in the border areas as well as in other regions of the state.

A huge amount of funds has been expended on such schemes over the period of time but no specific effort has been made to evaluate the socio-economic impact of such schemes in the region. This study, thus intends to make a systematic evaluation of the impact of major centrally sponsored schemes on the rural livelihoods. For the purpose three schemes namely; Border Area Development Programme (BADP), Member of Parliament Local Area Development Scheme (MPLADS) and Pardhan Mantri Gram Sadak Yojana (PMGSY) have been selected for the evaluation in border areas of Punjab. The guiding principles and detail of the selected schemes is as below:

1.1 Border Area Development Programme (BADP)

The main objective of the BADP 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 the entire essential infrastructure through convergence of Central/State/BADP/Local schemes and participatory approach. The BADP is a 100% centrally funded programme. The BADP cover 362 border blocks, which are located along the international border and come under 96 border districts of 17 states viz Arunachal Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Rajasthan, Sikkim, Tripura, Uttar Pradesh, Uttarakhand and West Bengal. Funds are allocated to the states on the basis of (i) length of international border (ii) population of border blocks and (iii) area of border blocks with these criteria having equal weightage. Besides, 15% weightage is given to hilly, desert and Rann of Kutchh areas on account of difficult terrain, scarcity of resources, higher cost of construction etc. (government of Punjab, 2010).
The border blocks are the spatial units within which the state government arrange to utilize the BADP funds only in those villages of the blocks, which are located ‘within 0-10 km’ from the international border. Those villages, which are located nearer to the international border get first priority. As per guidelines of BADP after saturating these villages with basic infrastructure, the next set of villages located within 0-15 km and 0-20 km need to be taken up. If the first village in a block is located at a far away location from the international border, the first village/hamlet in the block may be taken as “0” km distance village for drawing the priority list.

The annual allocation under BADP is not very high (less than Rs. 210 crore in 2000-01) and should be considered as an additionally to normal state plan funds. The scheme is designed to be implemented in the identified border blocks (basic unit of planning) through the state governments. The funds available under the programme can be used only in identified blocks for creation of durable assets. According to the guidelines, only those projects/schemes are to be financed, which either address the problems of the people living in the border blocks (based on the felt needs of the people) or bridge the critical gaps in the physical and social infrastructure in the border areas. Such projects must generate employment, promote production activities and provide critical inputs in the social sector. The guidelines provide for use of 10 percent of available funds on security related schemes in a particular year. Construction of housing for crucial functionaries such as teachers, doctors, nurses, etc. may be taken up in border blocks under the programme along with construction of small culverts, bridges, bridle paths, feeder roads etc. However, expenditure on schemes including provision of basic amenities such as supply of drinking water, approach roads, etc., for the border out posts, administrative buildings and roads and bridge construction taken together should not be more than 60 percent of total
allocation in any particular year. In addition, 15 percent of the total allocation could be used for maintenance of the assets already created under BAPD. The state governments are to ensure that no single sector gets a disproportional large share of the total allocation. The funds made available under the programme fall under non-lapsable category and are meant for the creation of durable assets and not for meeting the recurring revenue expenditure. They are additive to the state plan funds and are not to be used to supplant the normal state plan flow. An exception is made only when it is necessary to do so to augment the facilities and services or to make up deficiencies consistent with the objectives of the programme (Kumar, 2002).

1.1.1 Implementation of BAPD:

BADP funds are ordinarily used for meeting the critical gaps and to meet the immediate needs of the border population. As per directions of the government planning and implementation of BADP schemes should be on participatory and decentralized basis thorough the Panchayati Raj Institutions/Autonomous councils/Other Local Bodies/Councils.

The guiding principles of the scheme state that the state government may consider creating/nominating a nodal department/cell within the existing administrative arrangement for implementation of the Border Area Development Programme (BAPD). The nodal department dealing with the BAPD in the state shall hold individual meetings with line departments of the states such as power, rural development, electricity, roads & buildings, water supply, social welfare, public distribution, civil supplies etc. in order to ensure the implementation of the respective state/central schemes in the identified border blocks (Government of Punjab, 2011). Contrary to this it has been found during present study that mostly one meeting in a
year is convened at the state level and that too for the finalization of the proposals of development works to be undertaken during next or current financial year.

The government states that utilization of funds under the centrally sponsored schemes/flagship schemes of government of India and the state plan schemes to the maximum possible extent in the border blocks should be ensured.

As per norms of the scheme a baseline survey need to be carried out in border villages in order to assess the gaps in basic physical and social infrastructure. Preparation of a village-wise plan shall be ensured duly indicating the projects/funding through state plan schemes/the centrally sponsored schemes/flagship schemes of government of India and the BADP. Such a plan ensure the convergence of various central/state schemes with the Border Area Development Programme (BADP), but during field surveys no department in any selected district could provide such information.

1.1.2 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, (NABCON, 2011) a list of which is indicated below:

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.

Except these small works pertaining to BSF personnel deputed at international border can also be undertaken like installation of deep hand pumps, construction of Kisan waiting hall near gate of fence etc. The state governments, may keep a provision not exceeding 15% of the allocation made to the state for the maintenance of assets created under the BADP subject to the condition that such expenditure can be made only after three years from the date of issue of completion certificate in respect of the asset. The state governments can reserve 1.5% (one and half percent) of the allocation made to the state subject to a maximum of Rs 40 lakh for the purpose of monitoring, training of staff at block level and for the evaluation of the BADP, administrative expenditure for preparing the perspective plans, if any, survey, logistic support (excluding purchase of vehicles), media publicity etc. During field surveys it has been found that no training has been conducted so far in any of the selected districts of the state.

1.1.3 **Empowered Committee**

The policy matters such as the guidelines of BADP, the geographical areas within which the BADP is implemented, allocation of funds, modalities of execution of schemes etc. are laid down by an Empowered Committee constituted under the Chairmanship of the Secretary (Border Management) in the Ministry of Home Affairs. The Empowered Committee (EC) is responsible for policy matters relating
to the scope of the BADP such finalization/modification/relaxation of guidelines, prescription of geographical limits in the states concerned within which the BADP is implemented, modalities of implementation, arriving at a formula for allocation of funds to states etc. The Committee meets, at least, twice in a financial year to facilitate its deliberations/decision making.

1.1.4 State Level Screening Committee

Subject to such general/special directions as may be given by the Empowered Committee, schemes for each state are approved by a State Level Screening Committee chaired by the Chief Secretary of the state. The respective Border Guarding Force (BGF) also nominate state-wise nodal officers for co-ordination with the state and such nodal officers are invited for the State Level Screening Committee meetings. The state government furnishes the annual action plan of BADP as approved by the State Level Screening Committee (SLSC) to the Ministry of Home Affairs, Department of Border Management, Government of India, for ultimate finalization of plan. The SLSC meet twice in a year. The first meeting is to finalize and approve the schemes recommended by the village committee/panchayat/block level committee etc. as stipulated in the guidelines for the following year, whereas the 2nd meeting of the SLSC review the progress of schemes under the BADP, submission of utilization certificates (UCs) & quarterly progress reports (QPRs) etc.

1.1.5 Execution of Programme

For the execution of BADP works, in addition to the PRIs, autonomous councils; other local bodies & village authorities/councils, engaging of local communities, voluntary agencies comprising of local NGOs/self help groups which are not receiving foreign aid/assistance may be engaged for executing schemes.
As per instructions of government involvement of non-governmental organizations to give contractual assignments, outsourcing the services may be considered where the state government/agencies have manpower constraints etc. Such measures can be adopted by the State Level Screening Committee under intimation to the Ministry of Home Affairs. The state government may also consider forging of partnership between the government and the community having a joint stake in the services, wherever possible communities may be involved in sharing of 10% to 15% of the cost of social infrastructure, as far as possible. It has been observed during field survey in the study area that all the works are undertaken mainly by concerned gram panchayats, panchyat samities or executing wings of different government departments. No case of execution of BADP work by NGOs or joint stake was found in the study area.

1.1.6 Funds Flow

As per policy before the commencement of the financial year, the department of border management in the Ministry of Home Affairs conveys the quantum of funds allocated to the states during the next year under the BADP. The annual action plan consisting of schemes, duly approved by State Level Screening Committee (SLSC) are forwarded to the Department of Border Management, Ministry of Home Affairs for release of funds.

Funds are released to states in two installments. Funding for the subsequent year is based on confirmation of expenditure and receipt of approved list of schemes. The 1st installment of 90% of the allocation of the state, is released only after the receipt of utilization certificates for the amount released in the previous years except the preceding year; If there is any shortfall in furnishing the UCs for the amount released during the previous years, except the preceding year, the same is deducted at
the time of release of the 1st installment. The 2nd installment of the remaining 10% of the allocation of the state is released to the state only after furnishing of UCs to the extent of not less than 50% of the amount released during the month of preceding year, and furnishing of quarterly progress reports (physical & financial) up to the quarter ending September (i.e. 2nd quarter of the financial year).

To the extent of submission of pending UCs pertaining to the previous years, deduction, if any, made in the release of 1st installment for non-submission of UCs is good at the time of release of 2nd installment. Funds are released by the state governments to the implementing agencies immediately upon receipt of the same from government of India and as per the directions of Government of India, Ministry of Finance; parking of funds at any level is strictly prohibited. It has been found during the study that first installment of funds is released to the concerned districts even during last quarter of the financial year and sometimes both the installments are received during last quarter. The district authorities further release the funds to the concerned executing agencies after withdrawing the amount from government treasury. It has been found that in many cases amount reach up to executing agencies even during next financial year. Due to fear of lapsing of funds the district authorities submit the UCs to the state where as works have not even started in the field.

1.1.7 Monitoring and Review

The policy of BADP suggests that state governments shall develop and institutional system for inspection of the BADP schemes/projects and submits reports to the department of border management, Ministry of Home Affairs. Each border block should be assigned to a high-ranking state government nodal officer who should regularly visit the block and take responsibility for BADP schemes. A quarterly report should be sent to the Ministry of Home Affairs indicating the number of inspections
conducted and highlighting the important achievements/lacunae pointed out in the reports of the inspecting officers. Third partly inspection also need be commissioned by the states for an independent feed back on the quality of work and other relevant issues. An appropriate ‘Social Audit System’ should also be put in place by the state governments. Contrary to it during field survey it has been observed that no block has appointed any nodal officer to conduct inspections of BADP works. During financial year 2010-11 government has provided 1.5 percent of budget for the monitoring and evaluation by third party.

1.2 Member of Parliament Local Area Development Scheme (MPLADS)

1.2.1 Background and Objectives of the Scheme

This scheme, Member of Parliament Local Area Development Scheme (MPLADS) was introduced in December, 1993 to enable the members of parliament to identify and get implemented small works of capital nature based on locally felt needs with emphasis on creation of durable assets in their respective constituencies. The scheme was perhaps, conceived in the light of the experience of two similar schemes operating in Maharashtra. During seventies each councilor of Mumbai Municipal Corporation had control over a fund of Rs.15000 per year to be spent on development of roads, parks and other civic amenities in their constituencies. In 1978 a similar scheme was introduced in Maharashtra with a fund of Rs.25 lakhs per year per member at the hands of the MLA/MLCs. The experience of proper functioning of these schemes appears to have prompted the proposal for such a scheme for the members of parliament at the centre in 1991. After prolonged discussion the proposal was accepted, the guidelines prepared and the scheme was introduced in 1993. By now the majority of the states also have similar schemes with varying amounts of fund at the control of the members of the respective legislatures. India is perhaps, the
only country where such schemes are operating (Virmani, 2001). On 23rd December 1993 Prime Minister announced in the Parliament the Members of Parliament Local Area Development Scheme (MPLADS). Initially the MPLADS was under the control of the Ministry of Rural Development. The Guidelines were issued in February 1994, covering the concept, implementation and monitoring of the scheme. The subject relating to the MPLADS was transferred to the Ministry of Statistics and Programme Implementation in October 1994. The guiding principles were periodically updated in December 1994, February 1997, September 1999 and lastly in April 2002.

The objective of the scheme is to enable MPs to recommend works of developmental nature with emphasis on the creation of durable community assets based on the locally felt needs to be taken up in their constituencies. Right from inception of the scheme, durable assets of national priorities viz. drinking water, primary education, public health, sanitation and roads, etc. are being created.

In 1993-94, when the scheme was launched, an amount of Rs. 5 lakh per Member of Parliament was allotted which became rupees one crore per annum from 1994-95 per MP constituency. This was stepped up to Rs. 2 crore from 1998-99 and Rs. 5.00 crores from financial year 2011-12.

1.2. 2  

**Features of MPLADS**

Under MPLADS, MP (Lok Sabha) as well as MP (Rajya Sabha) is equally entitled for rupees five crores per year. Lok Sabha Members can recommend works for their respective constituencies. Elected members of Rajya Sabha can recommend works for implementation in one or more districts as they may choose in the state of their election. Nominated Members of Lok Sabha and Rajya Sabha can recommend works for implementation in one or more districts anywhere in the country.
All works to meet the locally felt community infrastructure and development needs with emphasis on the creation of durable assets in the respective constituency are permissible under MPLADS except those prohibited. MPs may choose some works for creation of durable assets of from the category of drinking water, education, public health, sanitation, and roads under the scheme.

1.2.3 Development of Areas inhabited by Scheduled Castes and Scheduled Tribes

There is a greater need to develop areas inhabited by scheduled castes (SCs) and scheduled tribes (STs). It is necessary that special attention is given for infrastructural development of such areas. The MPs need to recommend every year such works costing at least 15% of MPLADS fund for areas inhabited by scheduled caste population and 7.5% for areas inhabited by scheduled tribe population. In other words, permissible works costing not less than Rs. 30 lakh out of the annual allocation of Rs. 2 crore per MP shall be recommended for areas inhabited by SC population and Rs. 15 lakh for areas inhabited by ST population. In case, a constituency does not have ST inhabited area, such fund may be utilized in SC inhabited areas and vice-versa. It shall be the responsibility of the district authority to enforce this provision of the guidelines. Contrary to it has been observed that in the study area 22.50 percent funds were not utilized for the welfare of SCs as there is no schedule tribe population in Punjab.

1.2.4 Fund Release and Management

The annual entitlement of Rs 5 crore is released in two equal installments of rupees two and half crore each by government of India directly to the district authority (District Collector/ District Magistrate/ Deputy Commissioner or the Chief Executive of the Municipal Corporation, or the Chief Executive of the District Planning Committee as the case may be). 2.4.2 The first installment is released in the beginning
of the financial year. This is subject to the condition that second installment of the previous year was released for the MP concerned. However, if any specific condition was imposed at the time of release of the second installment of the previous year, its compliance needs to be ensured before the release of the first installment. The second installment of the MPLADS funds is released subject to the fulfillment of the following eligibility criteria:

(i) the unsanctioned balance amount available with the accounts of the district authority after taking into account the cost of all the works sanctioned is less than Rs.100 lakh;

(ii) The unspent balance of funds of the MP concerned is less than rupees two hundred fifty lakh; and

(iii) utilization certificate for the previous financial year and the audit certificate for the funds released for MP concerned in the year prior to the previous year have been furnished by district authority (GOI, 2005).

It has been observed that in many selected districts of the study area the above conditions are not fulfilled in times which results in delay of release of funds by government of India.

It has been found that the funds released to the district authority by the government of India are non-lapsable. Funds left in the district can be carried forward for utilization in the subsequent years. Further, the funds not released by the government of India in a year are carried forward for making releases in the subsequent years. This results in blockage of development works. It has been observed that concerned MPs do not recommend works quickly as they are aware that their funds are non lapsable.
If a Lok Sabha constituency is spread over more than one district, funds for the constituency are released to nodal district authority, which transfer funds to the other districts within the constituency as per the requirement of funds in those districts on the recommendation of MP concerned.

The balances of MPLADS funds (funds not committed for the recommended works) left by the predecessor MP in a Lok Sabha constituency are passed on to the successor MP from that constituency.

In respect of elected members of Rajya Sabha, the balance of funds (funds not committed for the recommended and sanctioned works) left in the nodal district by the predecessor members in a particular state are equally distributed by the state government among the successor elected Rajya Sabha members in that state.

1.2.5 Implementation

On the recommendation of concerned MP the district authority identify the agency through which a particular work recommended are required to be executed. The executing agency so identified by the district authority is the implementing agency. The Panchayati Raj Institutions (PRIs) are preferably be the implementing agency in the rural areas and works implementation are required to be done through Chief Executive of the respective PRI. The implementing agencies in the urban areas are urban local bodies and works implementation is mainly done through Commissioners/Chief Executive Officers of municipal corporations, municipalities. As per guidelines of the scheme the district authority may choose either government department unit or government agency or reputed non-governmental organization as capable of implementing the works satisfactorily as implementing agencies. For purposes of execution of works through government departments, district authority can engage units for example, public health engineering, rural housing, housing boards, electricity boards, and urban development authorities etc, as implementing agencies.
1.2.6. *Utilization and Audit of MPLADS*

The district authority and implementing agencies are required to maintain MPLADS accounts. The district authority needs to furnish utilization certificate every year in the prescribed form to the state government and the Ministry of Statistics and Programme Implementation. These accounts and utilization certificates are audited by the chartered accountants or the local fund auditors or any statutory auditors as per the state government procedure. The auditors are engaged on the basis of the recommendation of the Accountant General of the state concerned. The district authorities submit for every year the audited accounts, reports and certificates to the Ministry of Statistics and Programme Implementation. The normal audit procedures apply under the scheme for auditing the accounts of the district authority and implementing agencies. In addition, the Comptroller and Auditor General of India also undertake test audit and send reports to the Ministry of Statistics and Programme Implementation.

1.2.7 *Monitoring and Supervision*

The monitoring and regular supervision is the key to the success of any development scheme. The MPLAD scheme is monitored and role settled for different authorities at various levels is as below:

**MPLADS Parliamentary Committees:** There are two committees of Parliament (Rajya Sabha and Lok Sabha) on Members of Parliament Local Area Development Scheme which receive representations from MPs and the proposals submitted by the government of India to advise the Ministry of Statistics and Programme implementation, government of India for appropriate action. The role of the committees is decided by the Speaker, for Lok Sabha Committee, and Chairman Rajya Sabha for Rajya Sabha Committee on MPLADS.
**Central Government**

i) The Ministry of Statistics and Programme Implementation monitor the overall position of funds released, cost of works sanctioned, funds spent etc.

ii) The Ministry monitors the receipt of completion reports, utilization certificates, and audit certificate from the district authorities.

iii) The Ministry brings out annual report on the implementation of MPLADS including the facts relating to physical and financial progress.

iv) The Ministry holds meetings in the states and also at the centre at least once in a year to review the implementation of the MPLAD Scheme.

v) The Ministry provides training materials for conducting training of district officers, on MPLADS as and when these are organized by the state governments.

vi) The Ministry has developed the software on monitoring of MPLADS works and operationalise through state-governments, UT administrations and district authorities.

vii) The Ministry reviews the utilization of funds by the district authorities in SC and ST areas.

viii) The Ministry reviews the audit objections and issues arising out of the audit and utilization certificates.

**State Government:**

i) The nodal department of the state is responsible for coordination with the ministry and proper and effective supervision of the MPLADS implementation in the state. To this effect a committee under the Chairmanship of the Chief Secretary/Development Commissioner / Additional Chief Secretary review MPLADS implementation progress with the district authorities and MPs at least once in a year.

ii) The states in which divisional commissioner arrangements exist, the divisional commissioners are empowered to review the MPLADS implementation progress and guide the district authorities.
iii) The state government reviews the utilization of funds by the district authority in SC and ST areas; and the audit objections and issues arising out of the audit and utilization certificates.

iv) The State/UT Government, by specific order, shall empower the District Authorities and other District functionaries’ technical and administrative powers for implementation of MPLADS.

v) The state government makes arrangements for training of district officers concerned with the implementation of the MPLAD Scheme.

vi) The State government authorizes its officers not below the rank of deputy secretary/executive engineer to inspect MPLADS works as and when they make official field visits. It may also check and review the number of MPLADS works inspected by the district authorities.

vii) The State government in consultation with accountant general of the state, engages the auditor for auditing of MPLADS accounts of each district authority.

viii) The State government hoist data on MPLADS implementation in the state on their web sites.

**District Authority**

i) The district authority is responsible for overall coordination and supervision of the works under the scheme at the district level, and inspection of at least 10% of the works under implementation every year. The district authority needs to involve the MPs in the inspections of projects to the extent feasible.

ii) The district authority need to maintain the work-registers indicating the position of each work recommended by the MPs and furnish work details along with a photograph of each work costing Rs.5 lakh or more, to the ministry in the prescribed format for web hoisting.
iii) The district authority maintains a register of all the assets created with the scheme funds and subsequently transferred to the user agencies.

iv) The district authority inspects all works executed by/for societies and trusts under MPLADS and ensures that the agreement conditions are being complied with. In case of violation of any of the provisions of the agreement, action as per the agreement shall be taken by the district authority.

v) The district authority review every month MPLADS works implementation with the implementing agencies and invite the MPs concerned to such review meetings.

vi) The district authority is responsible to settle audit objections raised in the audits.

**Implementing Agencies**

i) It is the responsibility of the officers of the implementing agencies to regularly visit the works spots to ensure that the works are progressing satisfactorily as per the prescribed procedure and specifications and the time schedule.

ii) The implementing agencies need to furnish physical and financial progress of each work to the district authority every month with a copy to the concerned state department.

iii) The implementing agencies shall furnish completion report/certificates and utilization certificates to the district authority within one month of completion of the works.

iv) The implementing agencies have to refund to the district authority the savings (balance amounts) including interest if any, at their disposal within one month and close the bank account opened for the purpose.

It have been observed during present study that the role of various authorities as described above are not abide by in true spirit.
1.3. **Pardhan Mantri Gram Sadak Yojana (PMGSY)**

1.3.1 **Introduction**

Rural road connectivity is not only a key component of rural development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, it is also as a result, a key ingredient in ensuring sustainable poverty reduction. Notwithstanding the efforts made, over the years, at the state and central levels, through different programmes, about 40% of the habitations in the country are still not connected by all-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorised as all-weather roads. With a view to redressing the situation, government have launched the Pradhan Mantri Gram Sadak Yojana on 25th December, 2000 to provide all-weather access to unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% centrally sponsored scheme. 50% of the cess on high speed diesel is earmarked for this Programme (Government of India, 2012).

1.3.2 **Objectives of the Scheme**

i) The primary objective of the PMGSY is to provide connectivity, by way of an all-weather road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected habitations in the rural areas, in such a way that all unconnected habitations with a population of 1000 persons and above are covered in three years (2000-2003) and all Unconnected Habitations with a population of 500 persons and above by the end of the Tenth Plan Period (2007). In respect of the hill states (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttarakhand) and the desert areas (as identified in the Desert
Development Programme) as well as the Tribal areas, the objective would be to connect habitations with a population of 250 persons and above.

ii) The PMGSY permit the upgradation (to prescribed standards) of the existing roads in those districts where all the eligible habitations of the designated population size have been provided all-weather road connectivity. However, it must be noted that upgradation is not central to the programme and cannot exceed 20% of the state’s allocation as long as eligible unconnected habitations in the state still exist. In upgradation works, priority is given to through routes of the rural core network, which carry more traffic (http://pmgsy.nic.in).

1.3.3 Guiding Principles of PMGSY

The spirit and the objective of the Pradhan Mantri Gram Sadak Yojana (PMGSY) are to provide good all-weather road connectivity to unconnected habitations. A habitation which was earlier provided all-weather connectivity would not be eligible even if the present condition of the road is bad. The unit for this programme is a habitation and not a revenue village or a panchayat. A habitation is a cluster of population, living in an area, the location of which does not change over time. Desam, dhanis, tolas, majras, hamlets etc. are commonly used terminology to describe the habitations. An unconnected habitation is described as one with a population of designated size located at a distance of at least 500 metres or more (1.5 km of path distance in case of hills) from an all-weather road or a connected habitation. The population, as recorded in the census 2001, is the basis for determining the population size of the habitation. The population of all habitations within a radius of 500 metres (1.5 km. of path distance in case of hills) may be clubbed together for the purpose of determining the population size. This cluster approach enables provision of connectivity to a larger number of habitations, particularly in the hill/mountainous areas.
The eligible unconnected habitations are to be connected to nearby habitations already connected by an all-weather road or to another existing all-weather road so that services (educational, health, marketing facilities etc.), which are not available in the unconnected habitation, become available to the residents.

A core network is that minimal network of roads that is essential to provide basic access to essential social and economic services to all eligible habitations in the selected areas through at least single all-weather road connectivity.

A core network comprises of through routes and link routes. Through routes are the ones which collect traffic from several link roads or a long chain of habitations and lead it to marketing centres either directly or through the higher category roads i.e., the district roads or the state or national highway. Link routes are the roads connecting a single habitation or a group of habitations to through routes or district roads leading to market centres. Link routes generally have dead ends terminating on a habitation, while through routes arise from the confluence of two or more link routes and emerge on to a major road or to a market centre.

It is ensured that each road work that is taken up under the PMGSY is part of the core network. While keeping the objective of connectivity in view, preference needs to be given to those roads which also incidentally serve other habitations. In other words, without compromising the basic objective (covering 1000+ habitations first and 500+ habitations next and 250+ habitations where eligible, last), preference be given to those roads which serve a larger population. For this purpose, while habitations within a distance of 500 metres from the road is considered as connected in case of plain areas, this distance need to be 1.5 km (of path length) in respect of hills.

The PMGSY cover only the rural areas. Urban roads are excluded from the purview of this Programme.
The PMGSY envisages only single road connectivity to be provided. If a habitation is already connected by way of an all-weather road, then no new work can be taken up under the PMGSY for that habitation.

1.3.4 Planning for Rural Roads

Proper planning is imperative to achieve the objectives of the programme in a systematic and cost effective manner. There are various steps in the planning process and the role of different agencies including the intermediate panchayat, the district panchayat as well as the state level standing committee. In the identification of the core network, the priorities of elected representatives, including MPs and MLAs, are expected to be duly taken into account and given full consideration. The rural roads plan and the core network would constitute the basis for all planning exercises under the PMGSY.

The district rural roads plan indicate the entire existing road network system in the district and also clearly identify the proposed roads for providing connectivity to unconnected habitations, in an economic and efficient manner in terms of cost and utility. The core network need to identify the roads required to assure each eligible habitation with a basic access (single all-weather road connectivity) to essential social and economic services. Accordingly, the core network consists of some of the existing roads as well as all the roads proposed for new construction under the PMGSY.

In proposing the new links under the district rural roads plan, it would be first necessary to indicate the weightage for various services. The district panchayat is the competent authority to select the set of socio-economic / infrastructure variables best suited for the district, categorise them and accord relative weightages to them. This is communicated to all concerned before commencing the preparation of the district rural roads plan.
The plan is first prepared at the block level, and the priorities spelt out by the district panchayat. In short, the existing road network need to be drawn up, unconnected habitations identified and the roads required to connect these unconnected habitations prepared. This constitutes the block level master plan.

Once this exercise is completed, the core network for the block is identified, by making best use of the existing and proposed road facilities in such a manner that all the eligible habitations are assured of a basic access. It is ensured that every eligible habitation is within 500 metres (1.5 km of path length in the hills) of a connected habitation or an all-weather road (either existing or planned). In drawing up the proposed road links, the requirements of the people must to be taken into account, through the socio-economic/infrastructure values (Road Index) suitably weighted and the alignment having the higher road index ought to be considered for selection.

The block level master plan and the core network are then placed before the intermediate panchayat for consideration and approval of the core network. They are simultaneously sent, along with the list of all unconnected habitations to the members of parliament and MLAs, for their comments, if any. After approval by the intermediate panchayat, the plans are placed before the district panchayat for its approval. It is incumbent on the district panchayat to ensure that the suggestions given by the members of parliament are given full consideration within the framework of these guidelines. Once approved by the district panchayat, a copy of the core network is sent to the state-level agency as well as the national rural roads agency. No road work may be proposed under the PMGSY for new connectivity or up gradation (where permitted) unless it forms part of the core network.
1.3.5 *Funding and Allocation under PMGSY*

Once the core network is prepared, it is possible to estimate the length of roads for new connectivity as well as up gradation for every district. States may, each year, distribute the state’s allocation among the districts giving 80% on the basis of road length required for providing connectivity to unconnected habitations and 20% on the basis of road length requiring up gradation under the PMGSY. The district-wise allocation of funds is also communicated to the ministry every year by the state government.

In making the district-wise allocation, the road lengths already taken up under the PMGSY or any other programme may be excluded (even if the road works are still under execution). The figures of new construction length will thus keep on changing every year till such time as all unconnected habitations (of the eligible population size) have been covered in the District.

In addition to the allocation to the states, a special allocation of upto 5% of the annual allocation from the rural roads share of the diesel cess is made for:

i. Districts sharing borders with Pakistan and China .

ii. Districts sharing borders with Myanmar, Bangladesh and Nepal .

iii. Left wing extremists areas in the districts identified by the ministry of home affairs.

iv. Extremely backward districts (as identified by the planning commission) which can be categorised as special problem areas

v. Research & development projects and innovations.

1.3.6 *Programme Implementation Units*

At the district level, the programme is coordinated, and implemented through a dedicated programme implementation unit (PIU). All PIUs need to be manned by
competent technical personnel from amongst the available staff or through deputationists. In exceptional cases and with the prior approval of NRRDA, consultants may be engaged to build up or enhance capacity.

All staff costs are borne by the state government. The Pradhan Mantri Gram Sadak Yojana does not provide for any staff costs. However, the administrative and travel expenses of PIUs and SRRDA costs can be met.

No agency charges are admissible for road works taken up under this programme. In case executing agencies levy charges in any form, such as cent age charges etc., it would have to be borne by the state government.

1.3.7 Inspection and Monitoring of PMGSY

Inspection of PMGSY works by public representatives state governments have been advised to arrange joint inspections of ongoing as well as completed works under PMGSY by MPs, MLAs and functionaries of panchayati raj institutions. The superintending engineer concerned of the zone/region will request MP and zilla pramukh representing that zone/region once in six months to select any PMGSY project(s) for joint inspection. The schedule of joint inspection will be fixed as per the convenience of MP and zilla pramukh. The executive engineer incharge of a division will request MLA/ chairperson of the intermediate panchayat concerned once in three months for joint inspection of any PMGSY project(s) as per their choice and according to their convenience. Similarly, the assistant engineer in charge of the sub-division will request the concerned sarpanch of the gram panchayat once in two months to select any PMGSY project(s) for joint inspection. Joint inspection of the project(s) may be arranged as per their convenience (GOI, 2010)

Effective monitoring of the programme being critical, the state governments need to ensure that the officials are prompt in sending the requisite reports /
information to the Ministry. The On-line Management & Monitoring System (OMMS) is the chief mechanism for monitoring the programme. To this end, the officials furnish, ‘On-line’, all the data and information, from time to time, in the relevant module of the on-line management & monitoring system.

Effective monitoring of the programme being critical, the state governments need to ensure that the officials are prompt in sending the requisite information to the ministry. The on-line management & monitoring system (OMMS) is the chief mechanism for monitoring the programme. To this end, the officials furnish, ‘on-line’, all the data and information, from time to time.

There is need that the state government provides necessary manpower, space and facilities to set up the computer hardware at the district and state level.

Each state government is required to identify one officer of sufficient seniority and having adequate knowledge of information technology to function as state IT nodal officer. His function is to oversee the regularity and accuracy of the data being furnished by the districts.

The district vigilance and monitoring committee set up by the ministry also have to monitor the progress and exercise vigilance in respect of PMGSY. It has been found in the study area that this huge scheme is discussed in meeting vigilance and monitoring committee as an agenda item along with other schemes. It is required that physical progress of PMGSY is monitored separately in detail by public representatives under the chair of member of parliament concerned.

1.4 Need and Importance of the Present Study

It has been observed that border area of Punjab has been deprived of basic necessary amenities. The socio-economic level of people residing in border area is low compared to residents of other part of the state. If one moves in the state and enter
in the border area he will feel that suddenly he has entered in some other state due to deteriorated conditions of roads lack of other basic infrastructure. One can easily feel the gap in the availability of infrastructure. The government has made an attempt to fill this gap by introducing various development schemes. The funds have been received by the state government on regular basis but the development infrastructure has hardly changed. To find the cause of under development in the border area the present study was undertaken. Beside continuous flow of funds for the development of border area under various schemes there has not been any systematic evaluation of the schemes to assess its impact on the well-being of the people and the effectiveness of the implementation methods adopted by the implementing agencies. Nor do the monitoring mechanisms adopted by the implementing agencies and the Planning Commission throw up information that could provide even a rough assessment of the performance of the scheme. Also occasional media reports on illegal activities like smuggling, unaccounted trade, terrorist activities, etc., seem to indicate that the development schemes has not made the intended impact. Thus, it is pertinent to evaluate the impact of different government schemes on the socio-economic development of the border development blocks.

The impact analysis of different programs and schemes is necessary to get the feedback to decide the future course of action and direction of the development. The present study is an attempt to analyze the impact of different activities implemented/being implemented under the BADP, MPLADS, PMGSY on the total development of the border development of the state of Punjab. The study emphasis on identification of the existing levels of development, existing gaps in infrastructure, employment opportunities and status of government schemes in operation under the selected schemes; namely Border Area Development Programme, Member of Parliament Local Area Development Scheme and Pardan Mantri Gram Sadak Yojana.
Border Area Development Programme, has been in operation since, seventh five year plan. It is meant only for the upliftment of the development levels only border areas only. The funds were released on yearly basis under the scheme but there was no scientific study to evaluate the impact of BADP on the infrastructure development. Hence it is important to evaluate BADP. The findings of present study will help the government to intervene the weak links in implementation process for the better utilization of funds.

The MPLAD scheme is in operation since December 1993. However, no comprehensive evaluation study on its performance and efficacy has been undertaken. A couple of localised studies covering some limited aspects are available. The findings of these studies indicate various deficiencies including low utilization of fund, slow progress, failure to yield durable assets and other irregularities. The reports of the Comptroller and Auditor General (CAG) of India, covering the periods 1993-97 and 1997-2000 have also made similar and more pointed observations about the operation of the scheme. The latter report in particular commented as “Overall, the audit findings reveal failures: in operationalising the MPLADS; in meeting its stated objectives; in conforming to the prescription of the scheme by the MPs at the recommendation stage and the district officers at the execution stage; and last but not the least, admitted failure of the Ministry to effectively administer and monitor the scheme.”. The CAG reports suggested a thorough review of the scheme covering the manner of resource transfer along with the technical and administrative arrangement. The Standing Committee on Finance in its second report on demand for grants (1998-99) also made similar suggestions to the Ministry. Some evaluation studies on MPLADS, have been conducted but no in-depth study on the scheme has tried to assess the design, implementation and impact of the scheme, and identify the areas of its weakness, and strength. Hence the present study is an attempt to fill this gap.
The PMGSY scheme is in operation since December 2000. A huge amount of funds are released for the rural connectivity, but in reality it has been observed that condition of rural roads is still miserable. There is a difference of sky and earth between the roads of urban and rural areas. Hence to find out the cause of gap between government claims and ground realities the evaluation study is required on PMGSY. A few evaluation studies on the scheme are available but most of these studies have been conducted by the government agencies itself. The findings of these studies also indicate various deficiencies in the implementation of the scheme at various levels. No study was available which shows impact of PMGSY on already underdeveloped area of border. Hence the present study is an attempt to evaluate the impact of PMGSY on different sectors especially in the border areas of Punjab.

There is a need to examine different aspects of evaluation of selected centrally sponsored development schemes; Border Area Development Programme (BADP), Member of Parliament Local Area Development Scheme (MPLADS) and Pardhan Mantri Gram Sadak Yojana (PMGSY) in the border areas of Punjab.

1.5 Objectives of the Study

This study has been designed with the following specific objectives:

i. To evaluate the impact of different activities implemented/being implemented under major development schemes of the government on the dynamics of socio-economic change and occupational mobility among the local people of the selected border development blocks.

ii. To assess the availability of funds and existing status of development infrastructure, problems of its maintenance and the level of critical gap in the physical and social infrastructure requirement of the blocks for sustainable development.
iii. To assess the impact, performance and effectiveness of the scheme with special reference to create confidence and sense of security among the local people under major centrally schemes sponsored by the central government.

iv. To evaluate the existing levels of development and identify the potential areas for intervention for future development as per the requirements of the people and scope of people’s participation.

v. To identify the problems and potentials for better utilization of the infrastructure created under major centrally sponsored schemes for the mobilization of local resources and skills for new avenues of employment and income generating activities.

vi. To suggest an action plan for socio-economic development and occupational diversity for sustainable human and regional development with special reference to built confidence and sense of security among the local people.

1.6 Data Base and Methodology

The nature of the study ‘Evaluation of Major Centrally Sponsored Development Schemes in the Border Areas of Punjab’ was such that it required primary as well as secondary data. The secondary data were obtained from various published sources on various aspects of BADP, MPLADS and PMGSY. As such most of the secondary data were collected from Punjab Government’s and Government of India’s official websites. A multistage sampling technique was employed to reach out the ultimate sampling units. At the first stage all four border districts were chosen purposively. At the next stage two blocks from each sample district were chosen randomly. At the third stage two villages each were chosen randomly from each sample block. At the last stage 10 respondents belonging to different socio-economic group were selected randomly from each village and thus making a sample of 160 respondents. Along with this 15 government officials from each district were also selected randomly for the collection of data. The requisite primary data pertaining to
various aspects of selected schemes and their perception about it were collected through personal interview method on pretested schedule. The data were analysed by using simple statistical tools such as averages, percentages etc.

District wise list of all the border blocks was prepared and from Amritsar district two border blocks namely; Ajnala and Chogawan from Ferozepur district Ferozepur and Guru Har Sahai, from Gurdaspur district two blocks namely; Dera Baba Nanak and Kalanaur and from Tarn Taran district block Bhikhiwind and Valtoha were randomly selected.

At the next stage from Ajnala block of Amritsar district village Panj Garaiwala and Nawan Pind, from block chogawan village Dhariwal and Bachiwind were selected. From Ferozepur block of Ferozepur district village Kamalwala and Ghati Rahimke where as from block Guru Har Sahai village Bahadurke and Jandwala were selected. From Dera Baba Nanak block of Gurdaspur district village Shakri and Shampura and from block Kalanaur village Ali Sher and Kalanaur had been selected.

In Bhikhiwind block of Tarn Taran district village Theh Kalan and Narli and from block Valtoha village Ram Singh Wala and Voltoha were selected.

For the collection of village level data, ten respondents from each village have been interviewed. The data has been collected with the help of pre-tested schedules. From each selected block 20, from each district 40 and on the whole 160 persons have been interviewed for the collection of village level data.

The collected village-wise data have been tabulated block-wise/district-wise. The data then scrutinized and analyzed as per objectives of the study.

As per objectives of the study the data has also been collected from different employees of government departments dealing directly or indirectly with the implementation of centrally sponsored schemes and employed in the border areas. For
this purpose fifteen employees from each district have been interviewed. Separate schedule were designed to collect the data from different employees working in the border areas. On the whole 60 employees had been interviewed and collected data has been tabulated and analyzed according to the objectives of the study.

Apart from primary data the secondary data has also been collected from various sources. Data has been obtained from various publications of Indian and foreign origin. Different government departments have been approached personally to collect relevant information. The relevant data has been obtained from different websites of the government of India and government of Punjab.

Various offices involved in the implementation of Border Area Development Programme like Punjab State Planning Board, Chandigarh, District Planning Committee Amritsar, Ferozepur, Gurdaspur and Tarn Taran, office of Additional Deputy Commissioner (Dev), Amritsar, Ferozepur, Gurdaspur Tarn Taran and different offices of concerned Block Development and Panchayat officers, and engineering department of state government have been approached personally to collect relevant information.

1.7 Chapter Scheme

The study has been divided into seven chapters including the present one. Second chapter reviews the available literature on the topic. Third chapter examines the availability of funds and infrastructure development. Fourth chapter evaluates impact, performance and effectiveness of the schemes. Fifth chapter examines development and intervention policies. Sixth chapter highlights the problems in implementation of schemes and solutions. Seventh chapter summarizes the findings and conclusions.
References


http://pmgsy.nic.in/pmg-e.doc.

