



# Social Audit Guidelines and Toolkit for BSUP & IHSDP Projects

## **A Hand Book**

Ministry of Housing & Urban Poverty Alleviation, Government of India







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#### 1. Jawaharlal Nehru National Urban Renewal Mission (JnNURM)

The Jawaharlal Nehru National Urban Renewal Mission (JnNURM), launched on 3rd December 2005, is the flagship programme of Government of India to address the problems of infrastructure and basic services to the poor in cities and towns in a holistic manner. It comprises two broad segments, namely (i) the Sub-Mission on Urban Infrastructure and Governance and (ii) the Sub-Mission on Basic Services to the Urban Poor (BSUP) covering 65 mission cities. The other cities and towns are covered under the Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Programme (IHSDP). JnNURM is to be implemented over a period of 7 years (2005-2012) with Additional Central Assistance to States/Union Territories (UTs) to the tune of Rs. 50,000 Crore initially, which was increased to Rs. 66,000 Crore in December 2008. Elected representatives of the Urban Local Bodies (ULBs) have a vital role to play in the implementation of JnNURM.

JnNURM envisages reform-driven, fast-track and planned development of cities, with focus on efficiency in urban infrastructure and service delivery mechanism, community participation and accountability of Urban Local Bodies (ULBs) towards the citizens. Out of 23 reforms envisaged for implementation at State and ULB levels, three reforms, including the 7-point charter are critical for basic services to the urban poor. These are:

- Internal earmarking within local body budgets for basic services to the urban poor;
- Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery of already existing universal services of the government for education, health and social security; and
- Earmarking at least 20 to 25 percent of developed land in all housing projects (by both Public and Private Agencies) for Economically Weaker Sections/Low Income Groups category with a system of cross-subsidization.

The scope of this social audit manual covers the BSUP and IHSDP schemes, which are integral parts of JnNURM. The main thrust of both programmes is on the integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to provide utilities to the urban poor. The next section presents a brief introduction to the important components of the BSUP and the IHSDP schemes.

#### 2. Introduction to BSUP & IHSDP

Unlike National Slum Development Programme (NSDP) and *Valmiki Ambedkar Awas Yojana* (VAMBAY), both BSUP and IHSDP aim at an integrated development of slums, which includes slum-level infrastructure and housing. Both NSDP & VAMBAY have been subsumed in IHSDP. The basic objectives of BSUP and IHSDP are as follows:

#### 1. Objectives of BSUP

- a. Focused attention to integrated development of basic services to the urban poor;
- b. Security of tenure at affordable price, improved housing, water supply, sanitation;
- c. Convergence of services in the fields of education, health and social security;
- d. As far as possible providing housing near the place of occupation of the urban poor;
- e. Effective linkage between asset creation and asset management to ensure efficiency;
- f. Scaling up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.
- g. Ensuring adequate investment of funds to fulfill deficiencies in the basic services to the urban poor.

#### 2. Objectives of IHSDP

- a. Holistic slum development and cluster approach;
- b. Healthy and enabling urban environment; and
- c. Adequate shelter and basic infrastructure facilities to the slum dweller.

#### 2.1 Coverage of BSUP & IHSDP

The BSUP covers 65 cities and towns, which are placed under the following categories.

- 1. Seven cities having 4 million plus population as per the 2001 Census;
- 2. 28 cities having 1 million, but less than 4 million population; and
- 3. 30 selected cities of religious/historic and tourist importance.

The IHSDP is applicable to all cities/towns that fall under the following criteria.

- 1. A minimum population of 5,000;
- 2. At least 75% of male working population engaged in non-agricultural pursuits; and
- 3. A density of population of at least 400 persons per sq.km.

#### 2.2 Funds Release under BSUP and IHSDP

Funds are released as Additional Central Assistance by the Department of Expenditure on the recommendation of Ministry of HUPA to State Governments or the designated State level agencies under BSUP. In the case of IHSDP Central Assistance (Grant) is released directly to the nodal agencies identified by the State government as Additional Central Assistance. The fund sharing pattern between the Centre and the state is given in **Table A**.

Table A: Sharing of Costs between Centre and the State Governments			
Category of Cities	BSUP	IHSDP	
Cities with Million Plus	50 % Centre share		
population	50 % State/ULB/Beneficiary	-	
population	Share		
Cities/Towns in the North	90 % Centre share	90 % Centre Share	
Eastern and Jammu & Kashmir	10 % State/ULB/Beneficiary	10 % State/ULB/Beneficiary	
Bustern and jumma & Rushini	Share	Share	
		80 % Centre share	
Other Cities		20 % State/ULB/Beneficiary	
		Share	

#### 2.3 Admissible Components of BSUP & IHSDP

The following are the key components that can be taken up under BSUP and IHSDP.

- Integrated development of slums, i.e., housing and development of infrastructure projects in the slums in the identified cities;
- Projects for development/improvement/maintenance of basic services to urban poor;
- Slum improvement and rehabilitation projects;
- Projects on water supply/sewerage/drainage, community toilets/baths etc;
- Houses at affordable costs for slum dwellers/urban poor/EWS/LIG categories;
- Construction and improvements of drains/storm water drains;
- Environmental improvement of slums and solid waste management;
- Street lighting;
- Civic amenities, like, community halls, child care centers, etc.;
- Operation and maintenance of assets created under this component; and
- Convergence of health, education and social security schemes for the urban poor.

#### 3. Social Audit - An Introduction

#### 3.1 What is Social Audit?

Social Audit is an independent and participatory assessment of the performance of a public agency or a programme or a scheme. Social Audit enables the citizens and the civil society organizations (CSOs) to assess whether an agency lives up to the shared values and objectives it is committed to. Social audit is founded on the principle of participatory research wherein people (beneficiaries) having direct stake in the process are engaged in the process of critical investigation, analysis and action. Social Audit also helps to rectify the deficiencies in a programme and helps in redesigning the objectives, focus and mode of implementation. Social audit has become one of the most popular social accountability tools used across the country. It is important to consider the role of Civil Society Organizations as facilitators, while the people (project beneficiaries) remain in command or lead the process.

#### 3.2 What are the Objectives of Social Audit?

The key objectives of Social Audit are:

- To ensure proper implementation of the scheme under audit
- To ensure transparency and accountability in implementing the scheme
- To ensure participation of all the stakeholders
- To ensure community participation and help the community to realize their rights and entitlements
- To identify and resolve gaps with a view towards curbing mismanagement

#### 3.3 Principles of Social Audit

There are three important guiding principles of social audit. They are,

1. People's participation and multi-perspective approach: Social Audit adopts an integrated approach, where the views of the various stakeholders involved are taken into consideration, unified and reflected. In addition to this, all individuals and institutions that are directly or indirectly engaged in the process of social change are also involved. Social audit process provides opportunity to individuals and institutions

- to debate and deliberate, and put forth their ideas and perspectives. Further, stakeholders can also represent and express their views freely on a social audit forum.
- 2. Regular and recurring activity: Social audit must be a regular and recurring process. Social audits must be planned, scheduled and undertaken regularly. Occasional or sporadic social audits do not yield the required results. Planned and regular implementation of social audits and information sharing can result in both the implementers and the beneficiaries becoming accountable. But that is possible only when the grievances raised by the people through social audits are addressed by the authorities. In absence of that, it may be difficult to engage communities in a regular process of undertaking social audits as people may feel disillusioned and cheated.
- 3. <u>Sharing Information</u>: Information is vital in the process of social audit which aims at attaining transparency and accountability. Information pertaining to various projects undertaken under both BSUP and IHSDP programmes recorded in various registers should be made available to the social audit teams for social audit.

#### 3.4 What are the Steps involved in a Social Audit Process?

The social audit process involves the following steps.

- 1. Building relationships with urban local bodies (ULBs), other stakeholders, including CSOs, community-based organizations (CBOs) and beneficiaries (primary stakeholders)
- 2. Information sharing on the purpose of undertaking Social Audit to create conducive conditions for the Social Audit to take off
- 3. Creating committees/forums (Social Audit) which have the representation of women and marginalized groups from the communities
- 4. Building the capacities of all stakeholders involved on the process, methodology etc.
- 5. Creating grievance redressal mechanisms to resolve conflicts which may arise during conduct of Social audit
- 6. Collecting the information for audit
- 7. Verifying the information collected and cross-checking it through field visits
- 8. Collating and consolidating information into simple and understandable formats for public understanding
- 9. Identifying gaps and discrepancies in the implementation of the process
- 10. Convening a Public Meeting
- 11. Follow-up action and resolutions

#### 3.5 Need for Social Audit for monitoring BSUP and IHSDP Projects

Considering that JnNURM has a concerted focus on community participation and developing inclusive cities, it is important to initiate a formal process and mechanism for reviewing/evaluating the social impact of the mission and its relevance from the point of view of the target groups, citizens and the society. Therefore, institutionalizing the social audit process will ensure capturing these social impacts and also ensure collection of feedback from the beneficiaries to regularly monitor and improve the project. The usefulness of integrating social audit to monitor JnNURM projects can be achieved at two levels viz., at the community level and at an organizational (ULB) level.

#### 1. <u>Usefulness of social audit at community level</u>

- a. Builds peoples' confidence and trust in the institutions and organisations
- b. Ensures participation and involvement of various sections of the society
- c. Provides a forum where people can demand what is rightfully theirs from Government, Urban Local Bodies (ULBs) and Civil Society Organizations
- d. Creates awareness and spreads accountability
- e. Prevents corruption and curtails misuse of government funds and resources.

#### 2. <u>Usefulness of social audit at organizational level (ULB)</u>

- a. Making organizations credible
- b. Helping in program planning & implementation
- c. Helping in sensitizing Government, CSOs, media and the community
- d. Acting as a novel and innovative tool to assess the performance of BSUP and IHSDP programmes in a cost effective manner

#### 3.6 The Scope of the Social Audit

The scope of the social audit will focus on obtaining feedback of the beneficiaries and the community on the process of implementation of BSUP and IHSDP projects. The scope primarily covers following three key issues, namely,

- 1. Quality of the constructed infrastructure
- 2. Effectiveness of pro-poor basic services provided and
- 3. Satisfaction of the targeted beneficiaries and the community

#### 4. Who are the Stakeholders involved in the Social Audit

Involving all the stakeholders in the social audit process, helps to measure the social performance, transparency and achieved improvement in an implemented programme. The key stakeholders who can be involved in the social audit of BSUP and IHSDP works include:

- Community or Project 'Beneficiaries'
- Elected Representatives
- Officials of the Urban Local Bodies dealing with BSUP and IHSDP Projects
- Civil Society Organizations(CSOs)
- Media
- State Government officials dealing with BSUP and IHSDP Projects
- Central Government officials dealing with BSUP and IHSDP Projects

The roles and responsibilities of stakeholders involved in a social audit are given in the following table.

Stakeholders	Roles and Responsibilities
Community or Project 'Beneficiaries'	<ul> <li>Participate in social audit</li> <li>Create awareness on social audit amongst the community and help selecting and training new social audit team members at the slum level</li> <li>Extending necessary support, seeking information from ULBs and contractors on the implementation of various works, and also the entitlements promised under the BSUP and IHSDP schemes</li> <li>Providing inputs to ULBs and CSOs in modifying and designing the programme for better outreach</li> </ul>
Elected Representatives	<ul> <li>Encouraging and mobilising the beneficiaries and the community to be a part of the programme</li> <li>Participating in the audit process and extend support to the social audit teams</li> <li>Participating actively and attend public meetings and cooperate in all aspects</li> </ul>
Officials of the	Disclosing details and information pertaining to all the works under BSUP

Stakeholders	Roles and Responsibilities
Urban Local	& IHSDP
Bodies	Clarifying queries pertaining to the works undertaken
	Taking action on erring personnel and contractors constructing the project
	Complying to decisions and resolutions finalized in social audits
	Redressing grievances if any
	Acting as facilitators to oversee the implementation of social audits
	• Providing support to the social auditors and act as facilitators in
Civil Society	organizing social audits.
Organisations	Creating awareness & sensitizing the community and other stakeholders
	like beneficiaries, ULBs, contractors etc.
	Ensuring the participation of all the stakeholders
Media	Vigorously publicizing the programme and publish required information
Meula	for wide scale replication of the social audit exercise.
Central and State	Ensuring that the funds released for the project are optimally utilized by
Government	the ULBs

#### 5. Key Activities in Social Audit and Documents to be used

The key activities and tasks undertaken in a social audit process are discussed in the following pages in detail. For the convenience of those using the toolkit various documents (**The documents are listed in Section 9**) have been designed which can be used for undertaking a task/activity. The tasks and activities occur in three chronological phases namely, Preparatory Phase, Implementation Phase (Public Meetings) and Follow-up Phase.

STEPS	ACTIVITIES		
PHASE I - PREPARING FOR SOCIAL AUDIT			
Forming the Social Audit Committee (SAC)	Forming a social audit committee is an important activity. This committee can be formed in consultation with the community in the slums/locations where the works have been or are being taken up. The social audit committee should have representation of women and marginalized groups within the community. The composition of the social audit committee, its key roles and responsibilities is explained in <b>Document-1</b> .		
Preparing a Time schedule for the audit	Social audit involves a variety of activities. All the activities in a social audit can take around three months to complete. This includes time for planning and implementation. Various activities in a social audit and the time taken to complete each activity are explained in <b>Document-2</b> of the toolkit.		
Preparing a Budget for Social Audit	Undertaking a social audit involves some expenditure. To the extent possible the aim of the SAC should be to reduce the cost incurred for organizing social audits and public meetings. Expenditure should only be limited to collection of information or other costs like organizing public meeting etc.		
Building a Conducive Environment for Social Audit	Building a favorable environment for the participation of the stakeholders, especially the community in the slums is very essential. Prior information and intimation to all the beneficiaries and community members and their families about the social audit activity is necessary, sending letters and communication etc., are important to attract the attention of the stakeholders which will encourage them to actively participate in the audit process.		

#### **Information Collection**

The most crucial activity under social audit is gathering relevant information for the audit. This activity can be simultaneously undertaken when the social audit team interacts with the beneficiaries. A number of records need to be gathered from the concerned authorities and the ULB. This information may not be available at a single source and requires visits to different places to acquire the information. In the event that ULB officials do not disclose information required for the social audit within a reasonable amount of time, the information may be acquired using the Right to Information (RTI) Act, 2005. In the event that ULB officials do not disclose information required for the social audit within a reasonable amount of time, the information may be acquired using the Right to Information (RTI) Act, 2005. The RTI application format is detailed in **Document-3.** Various documents from which the information is to be collected for a social audit are listed in **Document-4**. Some specimens of the records to be collected for social audit are shown in **Document - 5**. Once the information is collected from the ULB, the details of the project/work under audit have to be consolidated. Format for verification and consolidation of information pertaining to works is given in **Document-6** of the report.

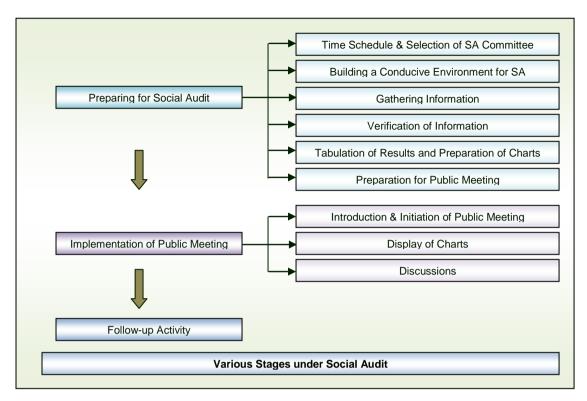
## Collating & Consolidating Information collected

After completing the entire process, the social audit team should tabulate important issues under various heads and indicators. Files should be prepared in a manner that is easy to read in the public meeting. Important issues should be written on charts for display. The information on these charts should be focused to the point and written lucidly in the local language.

## Verification of

This activity involves verification of information collected by meeting the beneficiaries and physically visiting the work site. At times information can also be verified by cross-checking one or two records. The verification exercise is primarily an on-site check of the infrastructure built in terms of quality and specifications detailed in the technical sanction. In addition to the verification, collecting information on the satisfaction levels of the beneficiaries can give important inputs for making the scheme beneficiary friendly and more transparent. A checklist for assessing the levels of satisfaction & gathering feedback from beneficiaries is given in **Document-7**.

PHASE II - PUBLIC MEET	ING
Preparing for Public Meeting	Motivating and encouraging the community to participate in the public meeting. Prior intimation of information about the public meeting can help in attracting more stakeholders, especially the media.
Introduction & Initiation	The objectives, need, and principles of social audit should be explained to the gathering. This activity is highly important as it tries to generate interest and acceptability on social audit and enables its internalization. Facilitators must take up charge to explain the relevance and utility of social audit during this activity.
Display of Charts	Charts containing details of the findings from the social audit activity must be displayed for the benefit of the people assembled for the public meeting and must be written in simple language for easy understanding. Charts pertaining to specific issues should also be made available to be displayed at the place of audit. Public display of relevant information on charts provokes the participants to ask questions and clarify their doubts and concerns. The social audit team should mingle with the community to motivate the beneficiaries to speak and participate actively and also record the suggestions for preparing the social audit report. The format for recording consultations is given in <b>Document-8</b> to the toolkit.
Facilitating Discussions	Beneficiaries respond by questioning the information and lead the way to debate and discussion on specific issues. The facilitator should ensure that the concerned ULB officials and elected representatives respond to queries raised by the beneficiaries and other stakeholders.
PHASE III – FOLLOW-UP	ACTIVITY
Follow-up Activity	This activity will primarily involve embarking upon follow-up action based on the decisions recorded at the public meeting. Beneficiaries may demand action be taken against any discrepancy or erring officials. Response to such demands must be taken up at the earliest to instill trust amongst the beneficiaries on the social audit process. The government officials and stakeholders are to be consulted before embarking upon any such action.



#### 6. Do's & Don'ts of Social Audit

- 1. Transparency in a social audit process has to be maintained by ensuring that the information collected is disclosed to the communities and beneficiaries;
- 2. The roles and responsibilities of ULB officials and the Social Audit Committees must be clearly defined;
- 3. A Social Auditor has to be neutral. He/she should not bring his/her personal or organizational agenda into the social audit process;
- 4. All the records pertaining to the works that are to be audited must be available with the Social Audit Committees before beginning the audit;
- 5. A social auditor must be an impartial observer of the facts. His/her personal opinions, likes and dislikes should not influence the reports.
- 6. All facts have to be reported, especially the shortcomings in implementation of the scheme and erroneous activities on an "as is" basis, with strong evidential proof.
- 7. All aspects of the social audit have to be closely examined during the process.
- 8. Social audit committee should not jump to conclusions after interviewing a few members. The issues must be discussed in detail with the community people before arriving at a conclusion.
- 9. There should not be any discrimination on the basis of gender, caste, race, religion or profession.
- 10. No official pressure should be brought into the social audit process.

#### 7. Challenges to Social Audit

One may have to encounter many challenges while undertaking a social audit and institutionalizing the process as a social accountability tool. Initiating and implementing social audit can have many hindrances. However, these difficulties can be overcome by giving institutional mandate to the process, regular interactive consultations with beneficiaries, CSOs and the ULB administration and the elected wings, ensuring their participation and taking timely decisions. Some of the key challenges include:

- 1. Resentment of the administrative machinery at the public nature of social audit and also at being held accountable publicly is clearly a major hurdle. This must be overcome with a combination of executive instructions from the top and a sensitization and orientation of the administrative machinery in the social audit process.
- 2. Bridging the gap between the community, the government and civil society organizations is the key for sustaining social audits in the long term. Constant bridge-building exercises between the CSOs and the beneficiaries who undertake social audits and the administration can help in bringing these key stakeholders onto a single platform.
- 3. Information pertaining to the works may not be freely available and at times not shared completely by the government functionaries. One of the best ways to overcome this problem will be by filing information requests and applications under Right to Information (RTI) Act. Using RTI for seeking information on works undertaken can be made an integral part of the social audit process to be used in the event that information is not forthcoming within a reasonable period of time.

#### 8. Right to Information & Social Audit

RTI is the single most significant law, which enhances the scope of social audit of public policies and programmes. Without access to certain necessary information it is impossible to conduct a social audit and hold public officials socially accountable. The RTI Act makes this possible because it secures for every citizen the enforceable right to know, examine, audit, review and assess government activities and decisions and also ensure that these are consistent with the principles of public interest, probity and justice. By securing access to relevant information and knowledge, the citizens would be able to assess Government performance and participate in and influence the process of Government decision making, policy formulation and programme

implementation, particularly on issues relating to public service delivery. RTI can facilitate a regime of transparency and accountability by enabling:

- Availability of Information in the public domain;
- Public access to all relevant documentation;
- Demystified and understandable formats for better public comprehension; and
- Facilitate physical verification of recorded information by the community.

Using the RTI Act, CSOs and the Social Audit Committees, therefore, can facilitate social audits of works executed under BSUP and IHSDP and help improve public service delivery and the efficacy and accountability of public officials. They can use the RTI Act to inspect various records and identify the discrepancies if any, and curtail corruption in public works. They can even draw samples of materials that are being used. However, there has to be a clarity on who would file the RTI, submit the fee and appear before Public Information Officer (PIOs), The State Information Commission (SIC) and Central Information Commission (CIC), if need arises.

#### 9. List of Documents

Document - 1	Institutional Structure for Social Audit
Document - 2	Social audit activities and time required to complete each activity
Document - 3	Application format for collecting information using RTI Act
Document - 4	Documents and records for information collection
Document - 5	Specimens of records to be collected for social audit (Illustrations only)
Document - 6	Format for consolidating information pertaining to projects/works
Document - 7	Checklist for gathering beneficiary feedback
Document - 8	Format for recording issues in a public meeting

#### **Document - 1**

#### **Institutional Structure for Social Audit**

#### **Core National Advisory Committee**

Composition: Secretary (HUPA), Mission Director (JNNURM), M/o HUPA and 3 leading experts from the fields of Social Audit, Urban Development and Governance

Functions: The Advisory Group should meet every six months to:

- review progress of social audits
- track grievance redressal
- make recommendations for strengthening outcomes of programme implementation including necessary revisions and issuing guidelines.

Appointment of an Independent
Facilitating Agency (IFA) at the state
level responsible for conducting social
audits on the basis of bidding. The
agency must have a demonstrated
record of conducting social audits in any
sector. The agency should be appointed
for a period of one year, and future
association should be determined on the
basis of its performance. The necessary
financial and programme agreements
should be drawn up before
commencement of social audits.

#### State-level Advisory

Composition: Concerned Secretary, In-charge PIU, Incharge, PMU and Director, Independent Facilitating Agency.

Depending on the city/town being audited its Mayor, Municipal Commissioner, Chief Engineer and other concerned staff should be present at the meeting.

Functions: The State-level Advisory should meet every month to:

- identify cities and towns for auditing in the next month
- present the grievances and related issues
- track action taken report by the concerned city-level authority.

## City-level

**Local Partnerships** with city-based NGO and CBO at the city/town level, with other departments of social work and/or urban planning/architecture.

Identify settlements for auditing. At least 40% of the sanctioned DPR in the city should be audited. In towns: at least 60% of the sanctioned DPR should be audited.

After each audit, the **Independent Facilitating agency** should submit its findings report within seven days.

The concerned city department must submit its action taken report within fifteen days.

	Objectives of Social Audit
	The objectives of the social audit must match the stage
	of project implementation and the housing typology as
	per the DPR.
Social Audit Committee at neighbourhood / settlement level.	Methodology and Parameters
	The detailed parameters have been summarised in
	section 5.1 of 'Social Audit Methodology and
	Operational manual for BSUP and IHSDP Projects'
	document.

## <u>Document - 2</u> <u>Social Audit Activities and Tentative Time Required to Complete Each Activity</u>

Activities	Estimated time
Identification and selection of works where social audit is to be undertaken	First month
Building rapport with community and the beneficiaries and environment building	First month
Gathering relevant information from the concerned offices (ULBs/SLNA)	Second Month
Consolidation of information collected	Second Month
On-site verification, consultations and discussions with the beneficiaries	Third Month
Organizing the public meeting	Third Month

## **Document - 3**

## **Application Format for Collecting Information using RTI Act**

To,
The Public Information Officer,
Municipality/Corporation,
District
Respected Sir,  Sub: Regarding information pertaining to BSUP/IHSDP Schemes under JnNURM  Under the BSUP/IHSDP Schemes of JnNURM, the municipality/corporation is undertaking work at
locality.
In this connection information is requested regarding the details of works that have been completed and those that are in progress pertaining to the said work. The list of information required is given below.
<ol> <li>Detailed Project Report (DPR)</li> <li>Administrative Sanction/Order of the State Government</li> <li>Administrative Sanction at the Municipality/Corporation</li> <li>Technical Sanction</li> <li>Agreement/Contract - Between the Municipality/Corporation &amp; Contractor</li> </ol>
<ul><li>6. Quality Control Reports submitted by Third Party Agencies</li><li>7. Running Account Bills and Contract Certificates</li><li>8. Utilisation Certificates</li></ul>
With regards,
Yours sincerely,
Social Audit CommitteeMunicipality/Corporation Copies to:
<ol> <li>Commissioner, Municipality/Corporation</li> <li>Chief/Municipal Engineer, (BSUP/IHSDP) Municipality/Corporation</li> </ol>

## <u>Document - 4</u> <u>Documents and Records for Information Collection</u>

Information collection is vital for social audit consultations; here the information consolidated can be verified against the responses given by the beneficiaries and also by physically visiting the work site. Some of the records from which information can be collected are listed below.

S.No	Record	Description	Available with
1.	Detailed Project Report (DPR)	This document contains the details of various components pertaining to the projects proposed by the Urban Local Bodies to be taken up under the BSUP and the IHSDP schemes. This document contains important information pertaining to the project like:  1. Profile of the project 2. Need for the project 3. Locations where works are to be implemented 4. Detailed specifications, of all the components under the project 5. An estimate of required infrastructure under each component 6. Requirement of building materials for each component 7. Timelines for completion of the works 8. Fund requirement	Urban Local Body (ULB)
2.	Administrative Sanction Order from State Governments	This document is the administration sanction given by the State Governments conveying the approval of the Government of India and providing for the execution of the projects by the Urban Local Body.	Urban Local Body

S.No	Record	Description	Available with
3.	Administrative Sanction of the ULB	This document is a note file/order, which is an approval given by the concerned competent authority within the ULB for the execution of the project.	Urban Local Body
4.	Technical Sanction of the ULB	This document is a note file/order, which contains the approval of the competent engineer to approve the work estimate. This document also gives key information on design, detailed estimate, item-vise costs, overall cost of the unit etc.	Urban Local Body
5.	Agreement with Contract Agency	This document contains all the details of work to be undertaken by the contractor. This is key document that would give inputs for physical verification of the infrastructure. It also provides details of work, name of the contractor/agency in-charge etc.	Urban Local Body
6.	Quality Control Report	This document contains details of quality assessment undertaken by the third party agency of the works executed in the ULB. This document provides periodical information on quality checks performed by the third party.	Urban Local Body
7.	Running Account Bills or Contract Certificates	This document contains details of the periodic release of money to the contractor based on the work done. This information is also available in the measurement book.	Urban Local Body
8.	Utilisation Certificate	This document contains the status of the funds already utilized by the ULB. This document also contains information as to how the fund was utilized and for what purpose. This can be useful to ascertain that the fund released utilized for the sanctioned component.	Urban Local Body

#### **Document - 5**

#### Specimen Copies of Records to be collected for Social Audit (Illustrations Only)

## GOVERNMENT OF ANDHRA PRADESH ABSTRACT

Municipal Administration and Urban Development Department -Construction of 8400 houses with infrastructure facilities in different locations (Phase. VIII, IX and Phase X) in GHMC area under Sub-Mission on Basic Services for Urban Poor under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) with the funding pattern among Central Government, State Government and GHMC / Beneficiary contribution at a cost of Rs.28833.59 lakhs - Administrative Sanction - Accorded -

MUNICIPAL ADMINISTRATION & URBAN DEVELOPMENT (UBS) DEPARTMENT



\* Greater Hy

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TA-IFAT) King South Water

400 ( reques 27/07/09.

Dated: 22-07.2009 Read the following:

- G.O.Ms.No.394, MA, dated 27.7.2006. G.O.Rt.No.1247, MA, dated 18.10.2007. From Deputy Director (BSUP), MOH&UPA, Office Memorandum dated 27.02.2009 together with the minutes of 61<sup>st</sup> CSMC meeting held on 24.02.2009.
- neid on 24.02.2009. From Dy.Director (PF-I) Ministry of Finance, GOI, No.59/(4)/PF-I/2009-118, dated 14.07.2009. From Commissioner & Special Officer, GHMC, Lr.No.28/JNNURM(H-R)/8400 houses/2008-09, dated 16.07.2009. 5.

#### ORDER:

The Commissioner & Special Officer, Greater Hyderabad Municipal Corporation vide reference 5<sup>th</sup> read above, has informed that the GHMC has submitted three detailed project reports pertaining to Housing and infrastructure facilities I) for 2800 housing units in 175 blocks for the poor at Jawaharnagar & Gachibowli, GHMC under Phase-VIII for an amount of Rs.9535.07 lakhs, II) for 2800 housing units in 175 blocks for the poor at Abdullapurmet, GHMC under JNNURM Phase-IX for an amount of Rs.9558.49 lakhs and III) 2800 housing units in 175 blocks for the poor at Jagatgirigutta & Kothwalguda, GHMC for an amount of Rs.9740.03 lakhs under JNNURM Phase X to SLNA and submit the same to Government of India for sanction. The Central Sanctioning and Monitoring Committee in its 61<sup>st</sup> meeting heid on 24.02.2009 have sanction the project under JNNURM (BSUP) with a total project cost of Rs.28833.59 lakhs and requested the Government to accord administrative sanction for the said projects for the execution of the works and also requested to issue instructions to Managing Director, A.P.State Housing Corporation Limited, Hyderabad for sparing cement for the said approved projects at subsidized rate of Rs.145/- perbag. bag.

2.7 In the reference 3<sup>rd</sup> read above, the Central Sanctioning and Monitoring Committee (CSMC) in its 61<sup>st</sup> meeting under the chairmanship of Secretary (HUPA) have approved the projects and recommended to Ministry of Finance to release 1<sup>st</sup> installments towards their central share and the ministry of Finance has also release the 1<sup>st</sup> installment for this projects vide reference 4<sup>th</sup> read above.

#### Specimen of Administrative Sanction

flooring  Blocks Amount  4.07\$.00  11.504.00  22.252.00  7,66\$.00
Blocks a Amount 4.07\$ 00 1.50\$ 00 2.25\$ 60 7.66\$ 06
Blocks Amount 14,04\$ 00 11,50\$.00 2,252.00 17,66\$.00
Blocks Amount 14,04\$ 00 11,50\$.00 2,252.00 17,66\$.00
Amount 4,07\$.00 11,50\$.00 2,252.00
Amount 4,07\$.00 11,50\$.00 2,252.00
14,07\$.00 11,504.00 2,252.60 37,663.06
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7,66\$.06
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1,519.80
8,758.00
3.712.80
8,666.00
7,287.00
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36,194.00
15.281.850
53,000,000
79.137)00
39,471.45
88,800.00
88,800.00
37,600.00
3 0 14 6 6 6 6

#### Specimen of Technical Sanction

				256 Caspel-	1315 mith co	mmer
M	.B.No. 125/2007-08	9th & Pa	rt bill			
	FINALCO	ONTRACT	CERTII		Voucher No	
. variae or v	work :- Construction of Housing Scheme	inder G+3 patter	m	Amount of Estin	nate:- Rs. 5,98,40,00	-V0
	at Payakapuram in Vijaya 352 houses)	wada (11 błock	s x 32 =			
			Authorit	y:- E9-4	4507/2007	
	Name of Con		/s Tracks &	Towers Infratech()	P) Ltd., Hyd.	
Last Certif	icate granted for this if any Voucher No		Month	26-09-08		
Quant	ity Executed or Supplied			Amount	T T	25
Upto	Since last Certificates Item	Rate	Per	Up to date	Since last Certificates	Remarks
1	2 3	4	5	6	7	8
	L B H Total	Rs. P.		Rs. P.	Rs. P.	-
	<ol> <li>Drilling of Bore holes of 300 mm 4.5mts depth D.U.R with 2 Bulbs including cost and conveyance of all materials and labour charges and clearing away the boreing equipment from the site incl. Hire and operation charges of all T&amp;P incl. Bailing out a water etc., complete as per S.S.</li> </ol>	t taal				
7092.00	0.00	55.00	IRmt	390060.00	0.00	
	2) Drilling of Bore holes of 230 mm 3.66 mts depth S.U.R with 1 Bulb including cost and conveyance of all materials and labour charges and clearing away the boreing equipment from the site incl. Hire and operation charges of all T&P incl. Bailing out of water etc., complete as per S.S.	al				
330.00	0.00	220.000	1No	72600.00	0.00	
	3)Earth work Excavation and deposition bank with an initial lead of 10 Mts and initial lift of 2 Mts in loamy and clayey soils like black cotton soils, reearth and ordinary gravel etc., compleas per ss 10 Cum.	d		2233340	0.300	
960.64	0.00	43.55	1 Cum	41835.87	0.00	
	Collection of sand for filling from approved quarry including cost, conveyance and seignerage charges, including labour charges for filling etcomplete - 1 Cum	,				
881.03	0.00	188.15	1 Cum	165765.79	0.00	
	5)C.C. (1:5:10) using 40mm H.G.Crushed metal from approved quarry including cost, conveyance of a materials and labour charges for machine mixing charges, laying, tamping, curing etc. complete for pile		- 24111	103703.75	0.00	
343.21	0.00	2075.70	1 Cum	712401.00	0.00	

#### **Specimen of Utilization Certificate**

		FORM GFR 1 [See Rule 212	9-A ! (1)]
	Fo	rm of Utilization	Certificate
SI.No.	Letter No. and Date.	Amount (Rs in Lakhs)	Certified that out of Rs.24500 lakes of grants-in-aid sanctioned during the year.
1	Lr.Roc No. 3915/APUFIDC/GHMC/JNNUR M-BSUP/2007Dated 14 <sup>th</sup> November 2007.		Ministry/Department Letter No. given in the margin and Rs. 7350 lakhs, or account of unsment.
3 4	GOI GOAP ULB Total:	12250.00 4900.00 7350.00 24500.00	previous year, a sum of Rs. 17150 Lakh has been utilized for the purpose o BSUP Housing, For sanctioned and that the balance o Rs.7350 Lakhs remaining nutilized at the end of the year will be adjusted towards the grant in aid payable during the next year.
	certified that I Have satisfied my sanctioned have been duly fulfi checks to see that the money w Kinds of Checks exercised.	as actually utilize	diffions on which the grants - in - aid was uffilled and that I have exercised the following ad for the purpose for which it was sanctioned.
	Technical Verification of Prop     Administrative Verification	take up the Prop ofe and Central ( and Checking of	Committees for vetting and approval. Measurements.
	Technical Verification of Prog. Administrative Verification to 3. Submission of proposals to 5to 4. Recording of Measurements 5. Pre-Audit of bills.	take up the Proporte and Central of and Checking of and Checking of arance of the proposition of the proposi	Committees for vetting and approval. Measurements.

#### **Document - 6**

#### Format for Consolidating Information Pertaining to Projects/Works

The format for consolidating information provided below covers all the infrastructure components that are generally provided as part of BSUP and IHSDP housing and slum development projects. The format is useful to crosscheck physical infrastructure taken up under each work. For example, if a specific work pertains to only housing, the sections pertaining to housing in the format may be filled. There may be other projects that have housing as well as community and pro-poor infrastructure like water supply, street lighting, community halls etc. The format also provides for recording information pertaining to such infrastructure.

1.	Details of the Work	
1.1	Name of the Work	:
1.2	Name of the Municipality/Corporation	:
1.3	Project Site Location	:
1.4	In-situ/Rehabilitation	:
1.5	Cost of the Work	:
1.6	Administrative Sanction Number (State)	:
1.7	Administrative Sanction Number (ULB)	:
1.8	Technical Sanction Number	:
1.9	Name of the Executing Contractor	:
1.1 0	Work Commencement Date	:
1.1 1	Work Completion Date	:

#### 2. Project Related Issues

2.1 While preparing the DPR whether the ULB has followed the laid out guidelines pertaining to land use,

	layouts and building regulations?
	1. Yes  2. No  3. If No, please give reasons
2.2	Whether the cost of the dwelling units and infrastructure has been worked out in terms of State's Standard Schedule of Rates (SSR)?
	1. Yes  2. No  3. If No, please give reasons
2.3	Whether the quality inspection is done by the ULB or outsourced to third party agency?
	1. ULB  2. Third Party Agency
2.4	If a Third Party Agency was engaged, name the agency.
2.5	Whether the ULB is maintaining running bills in relation to the ongoing works?
	1. Yes 2. No
2.6	Whether the project is a housing project or an infrastructure project? ( <i>If infrastructure go to question</i> <b>2.12</b> )
	1. Housing 2. Infrastructure

2.7	If housing project, tota created?	al number of dwelling units	
2.8	If the project is a rehabil	itation housing site, was community infrastruct	ure created?
	<b>1.</b> Yes	2. No	
2.9	If yes, what infrastructu	re was created? (Tick all that apply)	
	a. School		
	b. Health	Facility	
	c. Recrea	tion	
	d. Others	(Please Specify)	
	e. Others	(Please Specify)	
2.1	If no, are these comm	unity infrastructures accessible to the people?	
	<b>1.</b> Yes	2. No	
2.1 1	If yes, can the beneficiar	ies access facilities listed below?	
	a. Livelih	ood	1. Yes 2. No
	b. Health	(Hospitals and other major facilities)	1. 2. No

				Yes				
		C.	Education (Primary, secondary and above)	<b>1.</b> Yes		<b>2.</b> No		
		d.	Local Markets	<b>1.</b> Yes		<b>2.</b> No		
		d.	Other (Please Specify)					
	If no, why?	e.	Other (Please Specify)					
2.1	If the pr	oject is	an infrastructure project, what are the components of th	e infras	truct	ture proje	ect take	n up?
		a.	Roads	<b>1.</b> Yes		<b>2.</b> No		
		b.	Storm Water Drains	<b>1.</b> Yes		<b>2.</b> No		
		c.	Sewerage (Under Ground Drainage/Septic Tank)	<b>1.</b> Yes		<b>2.</b> No		
		d.	Water Supply Lines	<b>1.</b> Yes		<b>2.</b> No		
		e.	Community Infrastructure (Community Halls, Parks, etc.)	<b>1.</b> Yes		<b>2.</b> No		

	f.	Shopping complex	<b>1.</b> Yes		<b>2.</b> No		
	g.	School	<b>1.</b> Yes		<b>2.</b> No		
	h.	Health Centre	<b>1.</b> Yes		<b>2.</b> No		
	i.	Others (Please Specify)	<b>1.</b> Yes		<b>2.</b> No		
3.	Infrastructure	Related Issues (Quality of Construction - Housing)					
3.1	Whether each dwelling unit comprises two rooms (One room includes kitchen) and a toilet as per the guidelines?						
	<b>1.</b> Y	z. No					
3.2		ly Weaker Section housing, whether the carpet area of der the guidelines?	welling	unit	is equal c	r more than	
	<b>1.</b> Y	Zes 2. No					
3.3	What is the t Sq.Mts)?	otal area of the dwelling unit (in					
	1. (	arpet Area 2. Plinth Area					
3.4	Are the fittings	and furniture provided in the housing as per the required 2. No	d qualit	y sta	ndards?		
3.5	Check the follow	ving. (Tick after physical verification)					

Purpose	Fitting/Furniture	Number	Туре	Quality Standard	are a	r fittings s per dard
	Commode (Indian)		• Porcelain • Pottery	ISI	Yes	No
	Commode (Western)		• Porcelain • Pottery	ISI	Yes	No
Sanitation	Nani Traps (Bathroom)		• Steel • Iron	ISI	Yes	No
	Taps (Bathroom)		• Aluminum • Steel • Brass	ISI	Yes	No
	Switches		• Approved company	ISI	Yes	No
Electricity Points	Switch Boards		• Approved company	ISI	Yes	No
	Insulated Wires		• Approved company	ISI	Yes	No
	Frames		<ul><li>Wooden</li><li>Iron</li><li>RCC</li></ul>	Approved Standard	Yes	No
Windows	Shutters		<ul><li>Wood</li><li>Plywood</li><li>Others (Specify)</li></ul>	Approved Standard	Yes	No
	Grills		• Iron	Approved Standard	Yes	No
	Paint		• Approved company	Approved Standard	Yes	No
Doors	Frames		<ul><li>Wooden</li><li>Iron</li><li>RCC</li></ul>	Approved Standard	Yes	No
Doors	Shutters		• Wood • Plywood	Approved Standard	Yes	No

			• Others (Specify)			
	Paint		• Approved company	Approved Standard	Yes	No
	Source to Sump		• Pipelines	Approved Standard	Yes	No
Water Supply	Sump to Over-head Tank		• Pipelines	Approved Standard	Yes	No
Lines	Over-head Tank to Dwelling Unit		• Pipelines	Approved Standard	Yes	No
	Bricks		<ul><li>Clay/Mud Brick</li><li>Ash Brick</li><li>Cement Brick</li></ul>	Approved Standard	Yes	No
	Inner Plastering	Thickne ss	• 20 mm	-	Yes	No
Walls	Surface Plastering	Thickne ss	• 12 mm	-	Yes	No
	Paint	Area	<ul><li>White Wash</li><li>Distemper</li><li>Enamel</li></ul>	Approved Standard	Yes	No
	Paint Coats		• Single • Double	-	Yes	No
Flooring	Tiles		<ul><li> Tiles</li><li> Mosaic</li><li> Cement Concrete</li></ul>	Approved Standard	Yes	No

				• Enamel			
		Paint Coats		• Single	-	Yes	No
		Tunit douts		• Double		103	110
				• Tiles	Approved		
	Flooring	Tiles		• Mosaic	Standard	Yes	No
				• Cement Concrete	Standard		Ì
3.6 3.7	1. Yes	2. No pace provided in the dw		?			

3.8	Is there seepa	ige of water into th	ne walls or roof of the dwelling unit?	
	<b>1.</b> Yes	<b>2.</b> No		
3.9	Are there cra	cks in the walls/pl	astering/Ceiling of the dwelling unit?	
	<b>1.</b> Yes	<b>2.</b> No		
3.1 0	How is the ap		olour painted on the exterior/interior wal	ls of the Dwelling Unit? (Tick
	a.	Very Good	(Greater than 75% satisfaction)	
	b.	Good	(Between 60% to 75 % satisfaction)	
	c.	Satisfactory	(Between 40% to 60 % satisfaction)	
	d.	Poor	(Less than 40% satisfaction)	
4.	Infrastructu Infrastructu		(Quality of Construction - Community	& Other

4.1 Check the following. (Tick after physical verification)

Infrastructur	Number / Length /	Туре	Whether I	Existing as
e	Width / Area	7,70	per Specifications	
		• Gravel	Yes	No
Approach Road		• Water Bound Macadam (WBM)	Yes	No
Roau		Black Top (Bitumen)	Yes	No
		Cement Concrete	Yes	No
Storm Water		Brick Masonry	Yes	No

Drains	Cement Concrete	Yes	No
	• Gravel	Yes	No
Internal Roads	• Water Bound Macadam (WBM)	Yes	No
	Black Top (Bitumen)	Yes	No
	• Cement	Yes	No
	• Other roads	Yes	No
Culverts	• Pipe Culvert	Yes	No
Curverts	• Concrete Culvert	Yes	No
Sewerage	• Under Ground Drainage (UGD)	Yes	No
	• Septic Tank	Yes	No
Water Supply	• Public Stand Post	Yes	No
Lines	Source to Sump	Yes	No
	• Tube Light	Yes	No
Street Lighting	• Mercury	Yes	No
Street Lighting	• Flood Lights	Yes	No
	• Others	Yes	No
	Community Hall	Yes	No
	• Public Toilets	Yes	No
	Parks and Open Spaces	Yes	No
Community Infrastructure	• Anganwadi Building	Yes	No
	Primary School	Yes	No
	Primary Health Centres	Yes	No
	• Shops/Shopping Complex	Yes	No

## 6.5 Comments of the Social Auditor

Signature of the Social Auditor
Date:

Social Audit Guidelines and Toolkit for BSUP & IHSDP Projects - A Hand Book

## <u>Document - 7</u> <u>Checklist for Gathering Beneficiary Feedback</u>

The checklist suggested below allows the social auditors to gather feedback from the beneficiaries about the benefits of the projects, as well as assess their levels of satisfaction on project implementation. The checklist allows the collection of feedback from beneficiaries on the implementation of BSUP and IHSDP projects in their respective areas, to assess the possible reasons for dissatisfaction with the scheme implementation if any and to assess the impact of BSUP and IHSDP schemes on the beneficiaries.

1.1	What is the IHSDP?	e leve	el of awarene	ess a	among the beneficiaries about BSUP &		
	a	1.	Excellent				
	b	).	Very Good				
	C		Moderate				
	Ċ	l.	Poor				
	e	<u>.</u>	Very Poor				
1.2	Please des	cribe	the criteria f	for s	selecting the beneficiary.		
	1	L.	Criteria 1	:			_
	2	2.	Criteria 2	: _			
	3	3.	Criteria 3	: _			

	4.	Criteria 4 :		
	5.	Criteria 5 :		
1.3	Do the benefic Schemes?	iaries know about their entitlements under the	1. Yes	2. No
1.4		rity of tenure/patta has been provided to the beneficiarion.  Yes  2. No	es, as pe	er guidelines?
1.5	Were the bene	eficiaries consulted about the projects?	1. Yes	2. No
1.6	If Yes, what we applies)	ere the types of interventions taken up by the ULB? (Tick	x what	
	a.	Public meetings		
	b.	Door-to-Door Meetings		
	C.	Focus Group Discussions		
	d.	Any Other (Please Specify)		
1.7	Were the beneapplies)	eficiaries involved at any stage of the project? (Tick what		
	a.	Planning Stage		
	b.	Implementation		

	c.	Award (Allotment) Stage	
	d.	Occupation Stage	
	e.	Never Involved	
1.8	Were any inputs	s taken from councillors, ward committee, NHCs, CSOs, etc. des	luring the implementation?
1.9	If, Yes Please sp	ecify the inputs collected for better implementation.	
	1.	Input 1 :	
	2.	Input 2 :	
	3.	Input 3 :	
1.1 0	Is there a mecha	anism for Grievance Redressal under the project?  Ye	s 2. No
1.1 1	If yes, what are beneficiaries.	the grievance redressal mechanisms put in place to redress	the complaints of the
	a.	Complaint cell	
	b.	Complaint Register	
	c.	On-site consultation for grievance redressal	
	d.	Grievance Redressal by concerned functionary	

	e.	Others (Please Specify)	
1.1 2	Are the benefic	ciaries satisfied with the facilities provided under the	1. Yes 2. No
1.1 3	Please give det	ails of how work related information was disclosed to th	e public.
	a.	Display Board at the Worksite	
	b.	Display Board at the ULB Office	
	c.	Press releases/newspapers etc.	
	d.	Others (Please Specify)	
1.1 4	Were there any	y problems during the implementation of the project?	
	a.	Displacement	
	b.	Loss of Livelihood	
	C.	Loss to Personal Assets	
	d.	Corruption	
	e.	Incomplete Housing	
	f.	Incomplete Basic Infrastructure	

#### Social Audit Guidelines and Toolkit for BSUP & IHSDP Projects – A Hand Book

	g.	Excess User Charges	
	h.	Others (Please Specify)	
	i.	Other (Please Specify)	
1.1 5	In which way	$\sigma$ did the project impact the beneficiaries/community? (Tic	k if found
	a.	Enhanced Self-dignity	
	b.	Better Health Environment	
	c.	Better Access to Social Amenities	
	d.	Increase in Disposable Income	
	e.	Better Safety for Women & Children	
	f.	Improvement in Living Standards	
	g.	Better Community Interaction	
	g.	Better Economic Prospects (Credibility)	
	h.	Others (Please Specify)	
1.1 6	Suggestions f	for Improvement	
	1.		
	2.		

#### Social Audit Guidelines and Toolkit for BSUP & IHSDP Projects - A Hand Book

3.			
4.			
5.			

Document - 8				
		Format for Record	ding Issues in a Public M	<u>leeting</u>
Name Localit			Date:	
Venue	:		Time:	
Names	s of the Off	ficers Present		
Sl.No		Name	Designation	
1.				
2.				
3.				
Names	s of the Ele	ected Representative P	resent	
Sl.No		Name	Designation	
1.				
2.				
3.				
1. Desc	cription of l	Issues introduced to the	gathering	

### 2. Key Issues raised by the community and responses provided

Sl.No.	Key issues raised by the Beneficiaries	Response by the officers  ULB Officials
1		
2		
3		

#### 4. Follow up action Required

Key Issue 1	
Key Issue 2	
Key Issue 3	

<sup>\*</sup> Note: Attested copies of these are to be with the Social Audit Committee, officials and the elected representatives of ULBs for next reference.