


Executive Summary

 The State Government introduced Direct Benefit Transfer (DBT) as the disbursement mechanism across the departments and established a DBT Cell consisting of an Advisory Council and a Steering Committee for implementation and monitoring of DBT in the State and coordinating with the user departments. The DBT aimed to disburse payments through an Aadhaar linked bank account of the beneficiary. The Government implemented a centralised Core DBT Portal for de-duplication, identity and financial address validation of the beneficiaries. It envisaged to bring all DBT schemes of different departments in an integrated environment to enable direct system-to-system exchange of DBT data from native applications without manual interactions for the payment to the identified beneficiaries.

The Performance Audit (PA) attempted to ascertain whether necessary process re-engineering was done for implementation of DBT so as to minimise intermediary levels, delay in payment to intended beneficiaries, pilferage and duplication and whether the infrastructure, organization and management of DBT was adequate and effective. The PA involved data analysis and IT audit of Core DBT Portal and Ksheerasiri application along with data analysis of Pradhan Mantri Kisan Samman Nidhi (State Share), National Food Security Mission (DBT component) and Raithasiri schemes of the Department of Agriculture.



Core DBT Portal and DBT Cell

The process of onboarding of the schemes onto the Core DBT Portal was slow as only 83 out of 239 identified schemes could be onboarded as of April 2021. This slow process resulted in disbursement of benefits worth ₹2,829.02 crore outside Core DBT under 168 schemes by 22 departments.

(Paragraph 2.1)

While 83 *per cent* of the overall transactions were successful, 14 *per cent* of the transactions were rejected. The successful transactions ranged between 57 to 97 *per cent* under the test-checked schemes.

(Paragraph 2.2.1)

The timeline for delivery of DBT services across the various transaction points was not fixed resulting in belated delivery of services. The delays were more at two stages – Scroll/final approval in K2 (75 per cent) and DDO approval (13 per cent).

(Paragraph 2.2.1.1)

Analysis of ‘name match score’ data showed instances of credits to accounts of persons other than the actual beneficiaries. Though 21 complaints were received for non-credit of benefits during February to October 2020, corrective action was yet to be initiated.

(Paragraph 2.2.1.2)

The user departments failed to rectify and reinitiate the failed transactions. There were 91,283 transactions awaiting re-initiation despite a lapse of 30 days from the date of failure and the date of transaction was not captured in the Core DBT portal for 36,824 transactions (29 per cent).

(Paragraph 2.2.2)

The pendency of transactions ranged from three to 673 days. Failure to initiate necessary action resulted in 6.67 lakh beneficiaries being deprived of financial benefits of ₹153.30 crore during the period 2018-19 and 2019-20.

(Paragraph 2.2.3)

There was no mechanism to monitor rejected transactions for further processing. Corrective action initiated to deliver ₹814.55 crore in respect of 42.02 lakh transactions could not be ensured.

(Paragraph 2.2.4)

There were delays in movement on response files, shortcomings in efficiency of processing the payment files from native application to Core DBT and Core DBT to K2 hampering timely rectification and reinitiation of pending and rejected transactions.

(Paragraphs 2.2.5 and 2.2.6)

Integration with native applications and K2 for reconciliation was absent resulting in mismatch in data.

(Paragraph 2.3.2)

The payment annexure files were sent for data validation without the Server certificate/digital signature. The departments were storing Aadhaar details in local databases in contravention to the Aadhaar Act and related circulars and guidelines. Security audit undertaken was insufficient as it did not include vulnerability assessment and penetration testing.

(Paragraphs 2.4.1 – 2.4.3)



Ksheerasiri application and Milk Incentive scheme

Inadequate digitisation and lack of uniformity among various standalone applications resulted in absence of automated validation checks. Absence of input validation controls, non-implementation of exceptional reporting and audit modules coupled with absence of assurance on quality and quantity of milk poured resulted in unauthorised changes and consequent overpayments rendering the quality of data unreliable.

(Paragraph 3.1.2.1)

Delay in generation of payment annexure files and DDO approvals resulted in delayed delivery of services to the beneficiaries. An amount of ₹56.08 lakh in respect of 8,464 milk pourers pending since January 2020 has not been paid.

(Paragraph 3.1.2.2)



Schemes of Agriculture department

DBT payments of ₹5.94 crore was not routed through Core DBT Portal for National Food Security Mission and Raithasiri schemes despite having onboarded onto the Core DBT portal.

(Paragraphs 3.2.1.1 and 3.2.2.2)

DBT payment of ₹91.99 crore under Pradhan Mantri Kisan Samman Nidhi scheme was pending processing since 2019-20 resulting in depriving the beneficiaries of their benefits. Inadequate validations and controls resulted in delivery of benefits to ineligible beneficiaries.

(Paragraphs 3.2.3.1 and 3.2.3.2)

Inadequacy in monitoring mechanism such as timeline not fixed for processing of payment files and rectification of those files, post evaluation not done, absence of effective beneficiary grievance redressal mechanism and inadequate IT policies noticed in the implementation of the agriculture schemes.

(Paragraph 4.4.3)



Monitoring and Evaluation

Centralised public grievance mechanism was not established at DBT Cell to aid the beneficiaries in addressing their grievances across various schemes.

(Paragraph 4.1.4)

Timelines for carrying out rectifications in respect of failed/rejected/pending transactions were not fixed by the departments resulting in either belated delivery of services or non-delivery of services.

(Paragraphs 4.3.2 and 4.4.3)

Evaluation and impact assessment of Core DBT portal, Ksheerasiri application and test-checked schemes were not conducted to assess the effectiveness of implementation of DBT.

(Paragraphs 4.2, 4.3.4 and 4.4.3)