

Summary of Major Findings of Monitoring Study of MPLAD Scheme under Phase III

Introduction

Government of India announced the launching of the Members of Parliament Local Area Development Scheme (MPLADS) on 23 December 1993. Under the scheme, each MP of Lok Sabha can suggest to the District Authority in the district concerned, works to the tune of Rs.2 crore as per guidelines applicable from the year 1998-99, to be taken up in his/ her constituency. The works under the scheme have to be developmental in nature and based on locally felt needs of the people. The emphasis is on creation of durable assets. Funds provided under the scheme are not to be used for incurring revenue expenditure. Besides physical structures, the funds allocated can be used for purposes such as provision of service support facilities. The Ministry of Statistics and Programme Implementation has issued guidelines for implementation of MPLAD Scheme, which have been revised in February 1994 and April 2002. The comprehensive guidelines of the scheme were released by the Government of India in November 2005.

Overall Progress of MPLAD Scheme

Total number of works recommended across all states in 12 different sectors under the scheme, as on 31 May 2008, stood at 11,79,101, of which 10,48,459 works were sanctioned and 9,53,445 works were completed. The proportion of works completed to sanctioned at all-India level was 91%. Among major states, maximum number of works under MPLADS were sanctioned in Uttar Pradesh (1,17,742), followed by Andhra Pradesh (1,02,521), Gujarat (84,755), Orissa (72,312), Madhya Pradesh (64,497), Tamilnadu (65,213), Rajasthan (62,145), West Bengal (58,059), and Maharashtra (53,848).

Utilization of funds released was highest in Tamil Nadu at 99.87% closely followed by North Eastern States like, Mizoram (99.27%), Arunachal Pradesh (96.96%), Manipur (95.89%), Meghalaya (95.44%), and other equally positioned states like Dadra & Nagar Haveli (97.17%), Chandigarh (96.89%), Rajasthan (95.67%), Punjab (95.60%), Sikkim (95.44%), Andhra Pradesh (95.07%) and Tripura (95.05%). Among other *major states*, utilization of funds was slightly below all-India average of 93%, for example, in West Bengal (92.24%), Uttar Pradesh (92.49%), and Bihar (89.32%).

Monitoring Study by Nabcons

In order to ensure that the execution of the MPLADS Works results in creation of durable community assets commensurate with the scheme objectives, the Ministry of Statistics and Programme Implementation, Government of India has

been monitoring the implementation of the scheme since its inception in 1993. Ascertaining the quality of MPLADS works and proper use was also emphasized, as this aspect was not adequately addressed in the on-going monitoring mechanism. The Ministry also felt concerned that all the districts may not have fully completed the uploading of data of the details of works (including all previous and current MPs) in the Works Monitoring Software, or there could be constraints in its updating on regular basis. *Social audit* of MPLADS works was also felt essential in view of the 74th constitutional amendment emphasizing the involvement of local population in decision-making and prioritization of development works. It was felt that a ground level assessment of the perspectives of local community may be made, through social audit of the works completed under the MPLAD scheme, in the monitoring study.

Considering the above factors, the Ministry of Statistics and Programme implementation decided to have an independent review/ monitoring study of the works completed under the scheme. The monitoring study of MPLADS was assigned to Nabcons (NABARD Consultancy Service Pvt. Ltd.). The details are given below.

Phase	Year	No of Districts covered
I	2007-08	30
II	2008-09	43
III	2009-10	60

This report pertains to 60 districts covered under Phase III. The list of States and the districts covered are given in Annexure I.

The consultancy reports have been submitted to the Ministry of Statistics and Programme Implementation. The master table with consolidated details from all the 60 districts is enclosed in Annexure II for ready reference.

The following are the major findings of the study, consolidated from sample districts covered under Phase III of MPLAD monitoring.

1. Best Practices Observed in Implementation

- The system of inspection of each work before release of the second instalment and after completion of work on random basis by the District Authority is considered a good practice. The system of release of second instalment only after obtaining the Utilisation Certificate is also considered a good practice. (Varanasi)
- Most of the works were executed through tendering process and regular visit by Sub-engineer helped in timely completion of works. (Vidhisha district MP)

- The estimates for the sample works were prepared by Implementing Agency to avoid any cost overrun and the works were executed as per technical estimates. (Osmanabad District)
- The selection of IA is fully vested with DA. The work allocation is being done by DA keeping in view the role played and effectiveness of particular IA for that particular work. DA keeps considers the efficiency and capacity of the IA while awarding the implementation of work, which ensures the quality of work. (Kota District)
- The user community for MPLADS works was villagers, particular communities, hospital patients, and students. Satisfaction level of user agency has facilitated the successful implementation (Kota District)
- Participatory planning through decentralization, currently in vogue in the state, had right blend with MPLADS. (Kottayam, Kerala)
- Visibility of PRIs like, Gram Panchayat has increased considerably. (Kottayam, Kerala)
- As an implementing agency and user agency, PRIs in Kerala have acquired skills of implementation. The role of these PRIs has also considerably improved. (Kottayam, Kerala)
- Mobilizing the potential of PTAs for implementation, especially for works related to schools, colleges and educational institutions was a good practise. The user agencies, being direct beneficiaries, took active interest in completion of the work. (Kottayam, Kerala)
- Necessary clearances were taken from Statutory Authorities in respect of all works was taken. In majority of the cases, the user agencies were identified before sanction of works (Kottayam, Kerala)
- There were no cases of return of unspent advance, since payment was on submission of bills only. (Kottayam, Kerala)
- Sector-wise distribution of works was largely as per the requirements of each sector, covering all the major sectors. All works selected under eligible categories of sectors are as per scheme guidelines. (Nagpur District)
- There is emphasis on selection of small projects requiring less time and small investments which do not require any social cost-benefit analysis or complex project appraisal technique. (Nagpur District)
- Adoption of standard norms based on CPWD manual for design and costing based on DSR. This enabled allocation of MPLADS fund to the realistic cost estimate (Andaman)
- DA was releasing the money based on the assessment of the committee constituted for the purpose. The IAs were submitting the photographic

evidence also for physical verification by the committee. (Gopalganj district)

- All the works visited by the study team were observed to be free from any kind of encroachment and found to be completed within the sanctioned cost. (Vadodara, Gujarat)
- The existence of construction committees (CC) was a good practice of implementation observed during field study (Sonitpur, Assam).
- DA was releasing the installments based on the progress report of the work and photograph by the IA. In fact, the quality of work largely depended upon the level of supervision by the assistant engineer. (Saharsa, Bihar)
- As per assessment of user community, proper maintenance was being done representing wider cross section of sectors. (Vadodara, Gujarat)
- The release of the 2nd and final instalment was done only after completion of work and receipt of WCR, to ensure the timely completion of work by the IAs as the contractors had done the work pending release of funds by the DA through IAs. (Erode, TN)
- Public Works Department had adopted standard technical design for additional class rooms for schools/colleges and construction of community centres with standardised unit costs. This enabled allocation of MPLADS funds to the actual extent of cost required. (Erode, TN)
- DA is fully empowered for implementation of the scheme in the district. There was no such work in which actual cost of construction was more than the cost envisaged while planning the project (Barmer, Rajasthan).
- The selection of IA is fully vested with DA. The work allocation was done by DA, keeping in view the role and effectiveness of particular IA for that particular work (Barmer, Rajasthan).

2. Shortcomings Observed in Implementation Process

- There is a need for focused and regular review at state level (Kota district)
- The nodal department DRDA was not found sensitized on the programme as well as MPLAD software. This could be done through sensitization/orientation programmes. (Kota district)
- Average time taken between date of receipt of recommendation of work by MP and date of financial sanction by DA was much higher than the stipulated 45 days. There was also more delay in receipt of technical estimate and issue of AA, resulting in cost escalation. (Nagpur District)
- Same completion time was prescribed for all the works irrespective of the type/size of work. The time limit for completion of works was fixed

- arbitrarily, instead of taking in to account the nature and quantum of work involved. (Nagpur District)
- The details of the works are maintained by the DA in Hindi, and had to upload them in English and the staff need training on the computers so as to feed data in the website. (Varanasi district)
 - Data maintained at the district level does not contain any details about the number of works sanctioned in SC / ST areas. DA may also identify the User Agencies in the cases of all works and entrust the responsibility of asset maintenance after completion of works to them. (Varanasi district)
 - Aspects relating to maintaining proper identity of assets by placing plaques / boards as per specifications were not being strictly adhered to by the IAs. (Varanasi district)
 - Erection of MPLADS plaque, indicating name of the MP, cost of the work, date of commencement of work and date of completion of work, etc. Was not done (Srinagar)
 - No written agreements/commitments have been taken while transferring the assets from IA to UA. Commitment from UA is required for maintenance of work. This guideline is not being followed in the district. (Srinagar)
 - Training of officers at district level was not being carried out. This has resulted in not adhering to the MPLADS guidelines by the district officials on number of issues (Sonitpur, Assam).
 - The agencies like, RDD and SMC adopted the “Mate system” for direct execution of projects up to a financial ceiling. The labour was arranged through a “Mate” on the recommendation of local MLAs.(Srinagar)
 - Funds received from DRDA (DA) under MPLADS are not kept in a separate account by IA (PWD) but are pooled together with the PWD's general account. It is only after '*letter of credit*' is received from PWD's headquarters at Chennai that funds can be drawn by the district unit of PWD. This results in delay in implementation (Erode, TN)
 - The meetings of the Vigilance and Monitoring Committee were not being held regularly. (Erode, TN, Andaman)
 - The works for construction of community halls did not have the provision of important amenities like, electrification, drinking water and toilets. (Osmanabad District)
 - The encroachment, especially in respect of the assets handed over to religious groups carried out without the prior permission from Government. No agreement/ documents was entered for taking possession of assets sometimes. (Osmanabad District)
 - The time taken between recommendation by the MP and sanction of the work exceeded 45 days. (Erode, TN)

- The works implemented through PWD were invariably taking excess time due to procedures relating to technical sanction and release of funds. (Erode, TN)
- Delay in submission of utilization certificate/ WCR and audit certificate to DA. In some cases, where financial sanction was short of actual funds needed due to cost escalation, instead of taking revised sanction from DA, user agencies used to deploy own funds to get the work completed. (Nagpur District)
- Poor maintenance of MPLADS works (Nagpur District).
- Lack of supervision/attention was observed for MPLADS works due to work pressure of other schemes (Barmer, Rajasthan).
- Asset register maintained by IAs was not strictly as per Annexure IV-D of MPLADS guidelines. (Barmer, Rajasthan)
- Computerized records were not maintained for all the works undertaken under MPLADS in the office of DA. (Andaman)
- No provision for field monitoring by state level nodal agency. (Vadodara, Gujarat)
- Poor progress on website updating and lack of training on computers to staff . (Saharsa, Bihar Vadodara, Gujarat)
- Sanctioning of multiple works pertaining to different sectors as single work by DA. (Vadodara, Gujarat)
- Lack of coordination among various district level agencies and Improper management of records and files. (Vadodara, Gujarat)
- Failure to display list of MPLADS works sanctioned at DPO's office and to provide all details on plaques. (Vadodara, Gujarat)
- Poor documentation of particulars with IAs and failure to submit completion/ utilization certificates. (Vadodara, Gujarat)
- Lack of involvement of local community for maintaining the assets. (Vadodara, Gujarat)
- Failure to initiate appropriate action on incomplete works. (Vadodara, Gujarat)
- Formal undertaking / agreement for maintenance of assets while transferring it were not made between IA and UA. (Kottayam, Kerala)
- Audit certificates were not found to be issued for the sample works. (Kottayam, Kerala)
- Utilisation Certificate was not submitted by the IA to the DA within 30 days of work completion(Kottayam, Kerala)

- Abundance of small works resulted in higher transaction costs and work pressure. (Kottayam, Kerala)
- The review meetings by DA was not conducted regularly mainly due to pre occupation of MPs (Kottayam, Kerala)
- The IAs are expected to implement the works with schedule of completion using tools like CPM (Critical Path Method), PERT, etc., but it was observed to be practically absent. (Kottayam, Kerala)
- The existing supervisory mechanism at PRIs. level was found to be very weak (Kottayam, Kerala)
- The manpower available at Block Panchayat Office was inadequate (Kottayam, Kerala)
- Formal agreement was lacking between IA and UA regarding maintenance of the work after the same is handed over. (Kottayam, Kerala)
- Availability of only meager funds for maintenance was a problem for user agencies. (Kottayam, Kerala)
- No monitoring visits to MPLADS works were reported by the State Nodal Department officials (Rural Works Department). (Saharsa, Bihar)
- The State Government reportedly did not make arrangements for training of district officers concerned with the implementation of the MPLAD Scheme. (Saharsa, Bihar)
- DA is handling too many Central and State Government schemes and facing difficulty in regular monitoring, prompt release and follow up actions due to staff shortage at DSA as well as IA level. (Saharsa, Bihar)
- The Administrative cum Financial sanction of the work was always identical to the cost recommended by the MP, irrespective of the structural variations. It was informally gathered from officials of IAs that DA was not receptive to the views of the Implementing Agencies about the actual cost estimates. (Saharsa, Bihar)
- No user agency was identified for upkeep and maintenance of the assets, especially the RPB and OPF. (Saharsa, Bihar)
- The IAs are engaging some private person (contractors) as per the recommendation of MP for execution of the work, though the official responsibility lies with some individual officer of the IA. It is better to formalize it by making the private person directly responsible by allocating him work- order or tendering the bigger works. (Saharsa, Bihar)
- The State Level Review Committee has been done away with due to geographical constraints arising out of the big size of the State. Direct monitoring by the Nodal Department on a case to case basis is being done. (Sitapur UP).

- Data base creation and maintenance from the field level up to the state level is a major shortcoming. A coherent system of data analysis to identify the gaps in implementation is not existing (Sitapur UP).
- Staff strength at the DA is not commensurate with the amount of work that is handled. In addition, various other works like, NREGA, etc. are also handled by the DA. Further, data maintained at the district level does not contain any details about the number of works sanctioned in SC/ ST areas(Sitapur UP).
- At the IA level, various pre-execution and post-completion norms like, estimates, UC, WCRs, Audit certificates, installation of plaques, etc. are not enforced as per the guidelines(Sitapur UP).

3. Adherence to Scheme Guidelines by Various Agencies

- Post-completion follow up of DA was not effective and data management at DA level in case of submission of UC, WCR and audit certificate were not properly maintained. The UC documents were not being submitted timely whereas no audit certificate of any work was obtained at DA level. Majority of works the WCR was not submitted as per MPLADS guidelines. (Vidhisha district MP)
- Adherence to the MPLADS guidelines by District Authority was good as regards implementation aspects. Works were recommended and sanctioned for creation of durable community assets only and IAs and UAs mostly followed the norms for executing and maintaining the works. (Nagpur district)
- Adequate coverage of SC/ST areas as per guidelines was not complied with (Nagpur District).
- The User Agencies generally did not adhere to the guidelines of MDLADS in regard to maintenance of assets. Some of the assets created under MPLADS construction of religious structures and commercial organizations were not eligible as per guidelines. (Andaman)
- The DA had selected government departments as the implementing agencies, and staff for execution and implementation was inadequate The technical appraisal of the works was done as per established norms and procedures ensuring quality of works. No user agency was identified; hence no formal agreement was done.(Gopalganj district)
- The UAs generally adhered to the MPLADS guidelines for maintenance of assets. (Erode, TN)
- The MPs had not given the cost estimate for the recommended works, but indicated only the amount without analysis of working estimates. (Gopalganj district)
- The MPs had recommended eligible works on MP's letter head duly signed in a letter format to the District Authority. (Gopalganj district)

- The staff of IAs needs familiarization with each provision of the scheme guidelines at a regular interval. (Osmanabad District)
- No list of ongoing and completed works was displayed at the DA office and posted in the website. (Gopalganj district)
- Constitution of state level review committee and conduct of its meetings were observed to be taking place as per guidelines. (Vadodara, Gujarat)
- The recommendations of MPs for all works were not submitted within 90 days of commencement of financial year. There was excess time taken in financial sanction in case of many works. Cancellation of works was done with the concurrence of MPs. (Vadodara, Gujarat)
- Monthly progress reports were submitted to State Nodal Agency as per guidelines. (Vadodara, Gujarat)
- In case of DA, adherence to guidelines was observed to be good in respect of 15 parameters/norms and normal in respect of two parameters/norms. (Vadodara, Gujarat)
- As far as conduct of review meetings is concerned overall performance of DA could be rated as normal. (Vadodara, Gujarat)
- Adherence to scheme guidelines on selection of IAs and sanction and release of funds to IAs were found to be good. (Vadodara, Gujarat)
- Implementing Agencies' overall response to adherence to guidelines relating to implementation was found to be good (Vadodara, Gujarat)
- Cost estimates were, however, not being provided in the recommendations by MPs and the recommendations were not always forthcoming within the stipulated time.(Varanasi)
- There was no formal handover / takeover of assets in all the cases. (Varanasi)
- Data on scheme has not been hoisted on the website so far. DA has initiated the process now.(Srinagar)
- All the sample works were found to be eligible under the Scheme as per guidelines. None of the works included any item of asset figuring in the list of works prohibited under MPLADS. (Kottayam, Kerala)
- The DA is the coordinating agency at the district level. On receipt of recommendation from MPs, DA identified the implementing agency, issued administrative sanction and undertook monitoring and supervision of the works. (Kottayam, Kerala)
- Monthly Progress reports of MPLADS works were forwarded from DA to CPMU on regular basis. (Kottayam, Kerala)

- The implementing agencies are responsible for accomplishing the work/creating asset and physical and documental transfer of the asset to the user agency. (Kottayam, Kerala)
- In many cases, the Work Completion Reports and Utilisation Certificates were not submitted to DA within one month of completion of work. (Kottayam, Kerala)
- Proper monitoring and reviewing system was not in place. The projects were not monitored regularly. There was lack of formal structured arrangement for field visits (Barmer, Rajasthan).
- All the IAs had followed the established work scrutiny, technical work estimation, and administrative procedure of the State Government. (Saharsa, Bihar)
- As per the extant State Government guidelines, the works, were to be implemented departmentally. However, during the discussions with the IAs officials and in interaction with the public, it was gathered that all the works were/are being implemented through contractors indicated by the MPs. These contractors are executing work for the IAs, but without entering into any formal agreement. As a result, these contractors are not liable for any defect/problems in the asset quality and the responsibility lies solely with the IAs. (Saharsa, Bihar)
- Due to existing practical constraints, there were no state level reviews being held. However, reviews were conducted at the divisional level. It was reported that the State Nodal Department faced staff constraints and resource crunch due to which it was not in a position to monitor the implementation of the scheme efficiently(Sitapur UP).
- The IAs are compelled to get the work executed through these contractors as they are overburdened with large number of works implemented under various schemes of Central/ State Governments. It was also gathered that these contractors are highly influential and reportedly did not allow the department officials to commence the work without their informal contract. (Saharsa, Bihar)
- The DA had selected government line departments/agencies as the implementing agencies for 85 % works. (Saharsa, Bihar)
- In most of the cases proper technical sanctions were accorded. Quality checks were as per the experience of the JE/AE. But there was no set pattern for release of funds to IAs as proportion of total cost. (Saharsa, Bihar)
- The projects allotted to the line departments were executed as per sanctioned specifications. (Saharsa, Bihar)
- Most of the works were not completed within the stipulated time frame. (Saharsa, Bihar)

4. General Observations

- The excess time taken in sanction was mainly due to seeking of desired information from the nodal district whereas in completion of works the major time over run were due to delayed release of advance, non-availability of site, tendering procedure, code of conduct, etc. (Vidhisha district MP)
- The community was very happy and perceives MPLADS works in a positive manner while using roads, schools, public toilet facilities & other works. (Kota District)
- Most of the assets created under the scheme were properly used by the targeted end users. (Nagpur District)
- Some of the assets were not beneficial as they were implemented without proper planning (Andaman).
- The review of the progress of MPLADS has been done by the Development Commissioner and the MPs. In these meetings, progress of the scheme both in physical and financial terms was discussed. (Gopalganj district)
- No work was sanctioned in the ST area. (Gopalganj district)
- If IA happens to be a government agency, the execution of work is done as per the guidelines of Govt. of Gujarat. (Vadodara, Gujarat)
- Empowering/ strengthening SND and DA in terms of staff position, financial and technology/ training interventions to enable proper monitoring and streamlining MIS. (Varanasi)
- The asset was found to be in place in all cases and in working condition giving utility to the user community. Quality of construction of assets was generally good. (Kottayam, Kerala)
- Encroachment was not found in any of the works. There were no cases of resistance to works from the local public, or any sections of the community. (Kottayam, Kerala)
- The sample works were, by and large, maintained in good condition as perceived by the user community. Most of the sample works were maintained well. (Kottayam, Kerala)
- All sample works were found to have positive impact on the socio-economic well being of the user communities. None of the works had negative environmental impact. (Kottayam, Kerala)
- The works implemented under MPLADS represented the felt needs and genuine requirement of the community The MPLADS works resulted in fostering wider / equitable development, social upliftment and clean physical environment. (Kottayam, Kerala)

- Overall, there was good awareness of the scheme among the beneficiaries. (Erode, TN)
- All the sample works were found to be physically in existence in a reasonably good condition (Barmer, Rajasthan)
- Almost all the respondents indicated that the works executed under the scheme represented the 'felt needs' and requirements of Community (Barmer, Rajasthan).
- A majority of the respondents indicated that locals were consulted by the MP before recommending work and they were consulted also by the IA for use, upkeep and maintenance of work (Barmer, Rajasthan).
- In users' perception, most of the works were rated as good (Saharsa, Bihar)

5. Suggestions and Recommendations

- An on-line provision of sanctioning of works through MPLADS website may be considered to facilitate smooth functioning of DA and IA officials (Vidhisha district MP)
- Recommended amount was less than the technical sanction as a result of which works remained incomplete. More number of recommendations were made generally to satisfy larger population, which ultimately resulted in no desired benefits. To avoid such situation, a written assurance from MP concerned, may be taken up by DA so that DA may accordingly take into account the total sanctions and period of MP concerned so that the recommendations may be made as per technical sanction. (Vidhisha district MP)
- A need based spreading of works among different villages may be considered to avoid concentration of works in a particular village. For this, a system of fixing a financial ceiling per village may be introduced. (Vidhisha district MP)
- MPs may be requested to make at least 15% recommendation to such PRIs which are headed by women. (Vidhisha district MP)
- To actively involve the local community in planning and implementation, the MPs concerned may be advised to seek a formal request of local community before recommendation of works. In case of larger amount (more than Rs. 5 lakh) a signed resolution from the local community may be obtained. (Vidhisha district MP)
- An annual allocation of 10% of MPLADS fund may be sanctioned for maintenance and repair of works may be introduced. In addition to this, 5 or 10% of annual ceiling may be introduced for sanctioning at DA level for

- prioritized works with the concurrence/consultation of local community. (Vidhisha district MP)
- A third party concurrent monitoring mechanism for ongoing projects may be incorporated in MPLADS guidelines to resolve issues and the inordinate delay in release of final installment of fund is observed despite submission of WCR and UC. (Vidhisha district MP)
 - There is need for regular focused review at state level for smooth implementation of the programme. (Kota District)
 - Asset register should be strictly maintained by IA as per the guidelines. (Kota District)
 - DA should reduce the time taken between the receipt of MP recommendation and administrative approval. They may ensure that financial sanction is realistic and in tune with the inflation. (Nagpur District)
 - DA may have a system of periodic monitoring and inspection of both on-going and completed works besides, keeping a record of the visit observations and ensuring their follow-up. (Nagpur District)
 - DA may conduct regular review meetings with IAs to monitor the progress of works sanctioned, (Nagpur District)
 - Implementing agencies may adhere to the time limit to complete the works as given in AA to avoid cost/time overruns. (Nagpur District)
 - State Noda Department may prepare a compendium of the various clarifications and provisions issued from time to time to operationalize the guidelines of MPLAD scheme and also frame rules/provisions as per the local/ state specific conditions facilitating smooth and uniform implementation of the scheme (Nagpur District)
 - As the cumulative number of works is increasing every year, Ministry may consider setting up of an institutional mechanism for regular/periodic/concurrent monitoring of ongoing works, either by DA/State nodal department or some independent agency. (Nagpur District)
 - There is a need for imparting necessary training and also strengthening the staff in DA (Andaman, Gopalganj district)
 - The DA may make proper assessment of the cost of the works before giving its sanction to avoid cost and time overrun. Due to implementation of many schemes with the IAs, they were not in a position to give due attention to MPLADS works. (Gopalganj district)
 - SND and DA may impart training to the staff on basic computer operations, in order to improve the entire process of implementation, monitoring and data management under MPLAD scheme. (Varanasi)

- MPLADS may focus on one or two sector in each district and formulate projects of larger cost outlay. Smaller works costing less than Rs 5 lakh may be implemented through various State Government schemes and with PRI involvement. (Kottayam, Kerala)
- Maintenance of assets under MPLADS requires re-examination of existing provisions and Private-Public–Partnership (PPP) model may be explored, at least for roads. Awareness among the users may have to be created by PRIs for sharing the maintenance cost in view of poor budgetary provision. (Kottayam, Kerala)
- PWD specifications and code of practice and manual may be made applicable to IAs for bringing about uniformity in cost calculations with appropriate flexibility based on local conditions. (Kottayam, Kerala)
- The upkeep of data on implementation of MPLADS may be improved, to elicit key information on different aspects. Quarter- wise information on works may be displayed on a board outside its office premises. (Kottayam, Kerala)
- The District Authority may take necessary steps to update auditing of all completed works. (Kottayam, Kerala)
- Implementing Agencies may involve local people and adopt participatory approach while conceiving, designing, implementation and supervision of projects under MPLADS for generating a sense of belonging of local community. (Kottayam, Kerala)
- Best practices followed by DA/IAs in one district may be given wide publicity in other districts for replication. (Kottayam, Kerala)
- There is a need for establishment of an exclusive MPLADS Cell at the DPO (DA) office for scrutiny, sanction, monitoring the progress of works with respect to data base management. (Kottayam, Kerala)
- Considering the the workload involved, in MPLADS there is a need for strengthening the staff strength by filling in all vacancies at the level of Assistant Project Officer in the office of DRDA. (Erode, TN)
- When MPs are unable to attend the Vigilance and monitoring committee meetings, the meetings may be chaired by the DA. (Erode, TN)
- The recommendation of MPs was for a specified amount, i.e. say Rs.5 lakh or Rs.10 lakh for a specific work. Hence, at times, the extent of work carried out had to be restricted by the implementing departments to the amount recommended by MPs. In such cases MPs may be requested to recommend additional amount for completing the works. (Erode, TN)
- Works pertaining to social sectors like, education, drinking water supply, health and family welfare, drainage, etc. may be given greater weightage as these projects were observed to have a direct impact on the people and a greater outreach for long-term sustainable benefits. (Erode, TN)

- DA may keep a shelf of projects, highlighting the works having greater popular demand or sectors under the scheme and these may be brought to the notice of the MPs for consideration based on consultation with the local community. (Erode, TN)
- A suitable mechanism may be put in place for, constant, regular and concurrent monitoring of the works under implementation in the district. Maintenance of important records/ documents may be ensured. Staff handling the work of MPLADS at grass root level may be associated in field monitoring to make them aware of development. Good working NGOs may be identified for implementing some of the projects. (Osmanabad District)
- It was observed that the implementation period of many works exceeded more than 3 years, resulting in cost overrun and these works also created additional work load on the persons at the DA level. The study team could not get any instance of any action against the IA in spite of fact that completion of a number of works had taken more than 3 years. This action needs to be further specified to make its impact felt at IA level. (Saharsa, Bihar)
- Moreover, MPLADS guidelines may specify a period, say 3 years after which the sanctioned work will be automatically treated as closed and action will be invariably taken against the implementing agency. The unspent balance may be recovered from the IA and transferred the account of the MP concerned. This will also reduce the time taking work in DA office. (Saharsa, Bihar)
- The Central Government stipulation of displaying list of all completed and ongoing works with MPLADS funds at the District Authority Office is not followed though it will be useful for social audit. The central government may issue instruction to send the photograph of list displayed. (Saharsa, Bihar)
- During the MPLADS study, the works have been typed in the records as MP Wise and year wise since inception. A booklet may be brought out by DA in Hindi language and its copy should be made available to public for reference in MPLADS cell. (Saharsa, Bihar)
- The staff strength may be strengthened at the DA level, depending upon the number of ongoing MPLADS work, say one clerk for 300 ongoing works. (Saharsa, Bihar)
- At the district level, the DA may maintain and update the records relating to MPLADS work and site visits, etc. for better coordination and supervision of the MPLADS works. (Saharsa, Bihar)
- Various returns and information may be compiled and hoisted on the MPLADS Website for better monitoring at state as also at Ministry level. (Saharsa, Bihar)
- The DA may identify User department/Agencies in case of works involving a cost of Rs.5 lakh and above for their upkeep in future. (Saharsa, Bihar)

- The study recommends empowering / strengthening SND and DA in terms of staff position, financial and technology / training/ technical support interventions to enable proper monitoring and streamlining MIS. The MIS format may include all the required details like, date of recommendation by MP, date of receipt of UC, date of inspection of DA, whether located in rural / urban area SC/ST area, etc. and furnished to DA(Sitapur UP).
- The implementation process, from sanction to completion of works, needs to be IT enabled. Comprehensive software needs to be put in place for effectively managing, monitoring and data mining. The present database system is mostly inadequate(Sitapur UP).
- An effective system of maintenance of structures created under MPLAD scheme through state budgetary support needs to be ensured(Sitapur UP).
- A dedicated cell for MPLAD scheme should be created in the DA's office with adequate staff and infrastructure for proper implementation of the scheme (Sonitpur Assam).
- State Nodal Department may ensure training of officials at district level (Sonitpur Assam).
- Quality control mechanism need to be introduced in MPLADS as in other PWD works. All MPs may be requested to join in the review meeting at least once in a quarter to review the progress of implementation of the scheme (Sonitpur Assam).

On the other hand, the action points could be summarized for various agencies as given below

State Nodal Department

undertaking of field monitoring on selective basis, sensitization of officers staff of the DA on human resource management, assessment of staff requirement / placement of adequate staff for DA office, issuing of specific instructions for monitoring by DA by focusing on delegation of monitoring powers, fixing of specific time frame for uploading data on website, issuing of specific instructions for submission of audit/utilization certificates, display of list of works sanctioned in DA office, effective continuous training of staff on various aspects MPLADS works and capacity building of user agencies on maintenance of assets.

District Authority

- i) redesigning of job specifications of all staff members,
- ii) re-organisation of project filing system,
- iii) placing of proper desk monitoring mechanisms,
- iv) field monitoring of the projects as per the scheme guidelines,
- v) monitoring of the projects even after completion (on maintenance and utility aspects)
- vi) promotion of MPLADS works under sectors for which demand was not made earlier,

- vii) adherence to time schedules,
- viii) maintaining proper records on review meetings,
- ix) designing new display-plaque so as to include all details and its circulation among IAs,
- x) maintaining all photographs of the assets created, and
- xi) collection and maintenance of precise data on work completion date.
- xii) centralized efforts at ministry level, by way of outsourcing of reputed IT firms for streamlining of database management system at district level covering all the works through a comprehensive software to be devised for the purpose,
- xiii) assessment of ideal staffing pattern and redesigning of job specifications of staff of DA

Implementing Agencies

Proper management of data with all relevant information, prompt submission of all reports and certificates to DA, involvement of local community in maintenance of assets, proper procedure for handing over assets to user agency, displaying relevant details on plaques, initiation of measures for completion of incomplete works, etc.

User Agencies

- Work out appropriate revenue models (like levying user charges) for maintenance of assets and placing of adequate manpower for the same with necessary capacity building measures for maintenance staff.
- During the field study, four core policy issues were identified, viz., i) standard database formats, ii) ideal staffing pattern, iii) constituency-wise (not district wise) allocation of SC/ST works and iv) institutionalization of ongoing monitoring mechanism.
- allocation of SC/ST works constituency-wise in districts, where more than one constituency exists
- institutionalization of ongoing monitoring mechanism by issuing specific instructions, enshrining the roles and responsibilities of all stakeholders along with specific time frame, for monitoring of projects at district level.
- A system needs to be developed to evaluate felt needs of people so that DA can suggest a lead activity for a particular year to MPs under MPLADS, thus, avoiding over emphasis on a particular activity (Barmer, Rajasthan).

Annexure I

**LIST OF DISTRICTS COVERED BY NABCONS UNDER PHASE III
(2009-2010)**

STATES	No.	DISTRICT
Andhra Pradesh	1	Mehboobnagar
	2	Srikakulam
	3	Adilabad
	4	Anantpur
	5	Prakasam
Assam	6	Kamrup (U)
	7	Sonitpur
	8	Dibrugarh
Bihar	9	Gopalganj
	10	Bhagalpur
	11	Rohtas
	12	Saharsha
Chattisgarh	13	Sarguja
	14	Rajnandgaon
Gujarat	15	Amreli
	16	Banaskantha
	17	Vadodara
Haryana	18	Faridabad
	19	Hissar
H.P	20	Kangda
J&K	21	Srinagar
Jharkhand	22	Dhanbad
Karnataka	23	D.Karnataka
	24	Bellary
	25	Chamrajnagar
Kerala	26	Kottayam
	27	Trichur
Madhya Pradesh	28	Vidisha
	29	Indore

	30	Jabalpur
Maharashtra	31	Nasik
	32	Parbhani
	33	Kolhapur
	34	Nagpur
	35	Osmanabad
Mizoram	36	Aizwal
Nagaland	37	Dimapur
Orissa	38	Jagatsinghpur
	39	Mayurbhanj
Punjab	40	Amritsar
	41	F'Garhsahib
Rajasthan	42	Kota
	43	Barmer
	44	Jhunjhunu
Tamil Nadu	45	Erode
	46	Thanjavur
	47	Tirunelveli
Tripura	48	West Tripura
Uttar Pradesh	49	Balia
	50	Varanasi
	51	Sitapur
	52	Kanpur (R)
	53	Muzzaffarpur
	54	Balrampur
Uttaranchal	55	Tehri Garhwal
West Bengal	56	D.Dinajpur
	57	Midnapore
	58	Darjeeling
	59	Bardhaman
A&N Island	60	A&N Island