CHAPTER - 17

Monitoring and Evaluation

The Ministry of Rural Development places special emphasis on monitoring and evaluation of its programmes being implemented in rural areas all over the country. Effective monitoring of the programmes is considered very important for efficient delivery at the grass root level particularly in view of the substantial step up in the allocation of funds for rural development programmes. In order to ensure this, the Ministry has evolved a comprehensive system of Monitoring and Evaluation of the implementation of its programmes. Appropriate performance indicators have been developed for each of the specific programme, both by the Ministry of Rural Development and the State Governments for effective monitoring at the District, Block, Gram Panchayat and Village levels so that alarm signals are captured well in advance for mid-course corrections.

The implementation of various Rural Development schemes especially wage-employment, self-employment and rural infrastructure/amenities schemes has resulted in reduction of poverty in rural areas. The Government have instituted an in-built monitoring mechanism in the guidelines of each of the rural development schemes so as to ensure that the objectives of the schemes are achieved.

The important instruments of monitoring and evaluation are briefly outlined below:-

**Review by the Union Ministers**

The Minister of Rural Development and the Ministers of State for Rural Development visit States/UTs to review the performance of various Rural Development programmes with the Chief Ministers, Ministers and officials of the State Government concerned. Such review meetings provide necessary inputs in the implementation of the programmes by energizing and motivating the implementing agencies. The need for ensuring better utilization of funds and delivery of benefits to the target groups is emphasized in these review meetings.

**Periodical Progress Reports/Returns**

All the programmes of the Ministry are continuously monitored through periodical progress
reports received from the State Governments depicting both financial and physical progress of the programmes. The Ministry has streamlined the data processing system and the Monthly Progress Report (MPR) is received by 10th of every month. These reports provide the State-wise and Programme-wise performance of the schemes. District-Level information on the performance of various schemes are also generated and disseminated to all concerned.

**On-Line Reporting of Monthly Progress Report**

The Government of India has emphasized the need of e-governance in all possible areas to streamlines the reporting system of financial and physical achievements. In pursuance of this, the State Governments/Union Territories and DRDAs were requested to take action to ensure that MPRs compiled by the DRDAs and implementing agencies are sent through the electronic medium. About 600 DRDAs are submitting their progress reports of rural development programmes namely SGSY/NRLM, IAY, MGNREGA, DRDA Administration, through On-Line system and remaining few districts have been advised to initiate action for on line reporting of monthly progress reports.

**Utilization Certificates/Audit Reports**

The procedure adopted for release of funds to the States under various rural development programmes stipulate that the State Governments should furnish Utilization Certificates to the effect that the funds have been utilized for the purpose for which these were sanctioned and no diversion has taken place. The auditing of accounts and reports thereon are a pre-condition for the release of the second and the subsequent installments. State Governments have been advised to ensure the authenticity of Utilization Certificates. The States/UTs have also been advised to furnish utilization certificates for each of the installment of funds released to them under the rural development programmes, even if the expenditure during the financial year is zero.

**Performance Review Committee**

In pursuance of the suggestions made by the Planning Commission, the Ministry has constituted the Performance Review Committee (PRC) under the chairmanship of Secretary (RD). The PRC has representation of State Secretaries, in-charge of rural development, Panchayati Raj, Public Works Department and Social Welfare Department. The other representatives of PRC are from the Planning Commission and Central Ministries/Departments of Ministry of Finance, Statistics & Programme Implementation and Environment & Forests. With a view to have detailed discussions and review of programmes it is suggested to hold separate meetings for North Eastern (NE) States including Sikkim, other States and Union Territories (UTs). Accordingly, during the year 2012-13 first meeting of PRC of the States except NE States was held on 31st May and 1st June, 2012 and for NE States on 23rd June, 2012 at Shillong. The Second meeting of PRC was held on 15th and 16th October, 2012, for NE States was held on 30th October, 2012 and for UTs on 9th May, 2012 (New Delhi), Third meeting of PRC for other than NE States has been held on 15-16th January 2013 (New Delhi) and for NE States on 18th January 2013 (Aizwal). The Committee reviewed the performance of various programmes being implemented in States/UTs, and appropriate recommendations were made for corrective action, wherever found necessary.

**Concurrent Evaluation/Quick Evaluation**

The Ministry of Rural Development undertakes Concurrent Evaluation/Impact assessment studies from time to time, through reputed and independent Research Institutions/Organizations. The main objectives of these Evaluation Studies are to evaluate the performance of the Schemes at the field level, and to assess the impact of the programmes and to identify the problems in course of implementation so as to make mid-course corrections, wherever necessary. During 2012-13, the following two evaluation studies are in progress.

- Concurrent Evaluation of Indira Gandhi National Old Age Pension Scheme (IGNOAPS)
• Evaluation Impact Assessment study of Placement Linked Skill Development special project under SGSY.

Web Based Management and Monitoring

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

A web enabled MIS www.nrega.nic.in has been developed. This makes data transparent and available in public domain to be equally accessed by all. All critical parameters get monitored in public domain—(a) workers entitlement data and documents such as registration, job cards, muster rolls, (b) work selection and execution data including, shelf of approved and sanctioned works, work estimates, works under execution, measurement, (c) employment demanded and provided and (d) financial indicators such as funds available, funds used, and the disaggregated structure of fund utilizations to assess the amount paid as wages, materials and administrative expenses. Features of the software are (i) properly layered structure, (ii) separate role for each stakeholder, (iii) provide local language support, (iv) available in online as well as offline mode, (v) offline module is available on Microsoft technologies as well as on open source technologies, (vi) linked with BPL census 2002, (vii) capturing data at grass root level and (viii) user friendly.

Pradhan Manti Gram Sadak Yojana (PMGSY)

A modern Management and Monitoring System called On-line Management, Monitoring and Accounting System (OMMAS) have been set up for the PMGSY. This Web-based on-line monitoring system is developed to facilitate monitoring and embedded Decision Support Systems for on-time delivery, cost management and quality control. The entire database is placed in the Citizens’ domain. The Ministry of Rural Development have engaged the Centre for Development of Advanced Computing (C-DAC), Pune to develop and manage OMMAS the PMGSY. Monitoring modules include Connectivity Status, Procurement Status, Physical and Financial progress, Account and Quality monitoring. The main Application Software Modules are (i) Rural Road Plan & Core Network, (ii) Proposals, (iii) Tendering & Contracting, (iv) Execution, (v) Quality Monitoring, and (vi) Payments & Funds Flow (works accounts). The Payment and Fund Flow module is being operationalised. A Central Website has also been developed by the Rural Connectivity Division of NIC containing details of the PMGSY Scheme, Guidelines, Agencies involved, role and responsibilities, progress, etc. and can be accessed at www.pmgsy.nic.in

National Rural Livelihood Mission (NRLM)/Aajeevika

• Management Information System (MIS) based input-output monitoring includes Results framework-based MIS; Milestones linked to investments/inputs; web-based MIS; real time input-output monitoring at various levels; and MIS with partners’ data.

• ICT-framework for dedicated digital grid includes national database of poor, their institutions and skill development (jobs/self employment), national livelihood portals, communication/knowledge dissemination channels, thematic e-group etc.

Indira Aawas Yojana (IAY)

A web based Management Information System for IAY has been launched to enable work flow based transaction level MIS to facilitate e-governance in the system. AWAASSoft provides information regarding targets and status of release of funds to each beneficiaries along with house construction. The objective of AWAASSoft are to ensure auto mission of workshop, transparency, exchange of information among the stake holders and empowering people. The features of AWAASSoft are:-

i) Single window interface for all stake holders;

ii) Local Language;
iii) Workflow automation of Rural Housing Scheme across the country;

iv) Information dissemination;

v) Better record keeping and financial accounting for all stakeholders backbone for the service delivery; and

vi) Enhancement of coordination and communication among various stakeholders

**Vigilance and Monitoring Committees (VMCs)**

Vigilance/Monitoring Committees were in existence at various levels, including village level, under different programmes of the Ministry. However, these Committees had very little representation from Members of Parliament. Keeping the importance of involving the Members of Parliament in the monitoring of these Schemes, Vigilance and Monitoring Committees (VMCs) were set up at district and State levels in the year 2002, in supersession of all the vigilance/monitoring Committees at various levels under different programmes. These VMCs at State and district levels are expected to function as an important instrument for effective monitoring of implementation of the programmes of the Ministry of Rural Development with a crucial role for the Members of Parliament and elected representatives of people in State Legislatures and Panchayati Raj Institutions (PRIs) in reviewing the implementation of the programmes of the Ministry of Rural Development. The VMC at district level is required to monitor the programmes of the Ministry of Tribal Affairs, the Ministry of Panchayati Raj and Rajiv Gandhi Gramin Vidyutikaran Yojana of the Ministry of Power also.

After the constitution of the XV Lok Sabha, the Ministry advised all States and UTs on 26.08.2009 for reconstituting State and district level VMCs and nominated members for State level VMCs and Chairmen / Co-Chairmen for district level VMCs. The State Governments and District Administrations are also advised from time to time to ensure that meetings of VMCs are held in every quarter.

The VMC guidelines have been revised in September, 2010 with a view to enable these Committees to function more effectively.

The main features of revision of the guidelines and other related instructions include the following:

- Member Secretary is personally responsible for convening the Meetings at stipulated interval;
- ₹ 1,00,000/- per Meeting for State VMC and ₹ 50,000/- per Meeting for district VMC is reimbursable from the Ministry;
- Lead Bank Officer of the district and Senior Superintendent/Superintendent of the Postal Department in the district are made Member of the district level VMC;
- Chief Postmaster General of the Postal Circle(s) in the State is a Member of the State level VMC. State Level Bankers Committee Coordinator is a special invitee to State VMC Meetings;
- The VMCs at district level are also to review the programmes of Ministry of Tribal Affairs and Ministry of Panchayati raj;
- District level VMCs are to review the disbursement/utilization of funds and physical progress under Special Projects of SGSY, if any;
- Non Officials are not expected to undertake field inspection in their individual capacity. The Committee or a Sub-Committee under the Chairmanship of the Member of Parliament may undertake field visits/inspections of works taken up under various schemes of the Ministry;
- Non-Officials are not authorized to use the State Emblem on their stationery.
- Guidelines for nomination of Non-Official Members and representatives of NGOs to the State level VMCs with a view to make it more transparent and to ensure quality of such members.

The Ministry has been vigorously pursuing with the State Governments and district
administrations to convene Meetings as per guidelines particularly in view of the responsibility of the Member Secretary to convene the Meetings. The number of Meetings of State level and district level VMCs reported to the Ministry are at Annexure-XXXIII & XXXIV.

National Level Monitors (NLMs)

The Scheme was launched during the year 2003-04 with a view to strengthen monitoring of the programmes of the Ministry through independent third party monitoring. Initially, Defence Service Officers retired at the level of Major and above; and Civil Service Officers retired at the level of Under Secretary to the Government of India and above were empanelled as National Level Monitors (NLMs). The NLMs are generally deputed by the Ministry for following three types of monitoring assignments:-

i) Regular Monitoring: The NLMs are deputed to visit districts periodically, generally twice a year, to monitor and report on various aspects of implementation of major RD Programmes.

ii) Special Monitoring of Individual programmes: NLMs are deputed to cover a particular programme or some specific aspects of it and make a report on the issues/processes in detail.

iii) Complaint / Enquiries: In case of complaints of serious nature from people's representatives, NGOs, etc. regarding mis-utilization of funds, irregularities etc., NLMs are deputed to verify the facts or for a preliminary enquiry.

The scheme was revamped in the year 2011 and revised guidelines issued. In the revamped scheme, Defence Service Officers retired at least at the level of Colonel; Civil Service/Public Sector Undertaking Officers retired at least at the level of Deputy Secretary to the Government of India; and Non-Governmental Institutions having experience in social sector and credibility would be empanelled as NLMs.

The NLMs are required to visit the districts, ascertain the implementation of the programmes viz-a-viz the guidelines, interact with officials, verify the assets created and interview the villagers and submit report within a given time frame. The NLMs deputed to the State would also interact with the Secretary or Senior Officers in-charge of RD Schemes in the State. Regular workshops are organized every year, at regional levels, for experience sharing.

The number of visits made by the NLMs for
Regular Monitoring, Special Monitoring and conducting enquiry on receipt of complaints during the years 2003-04 to 2012-2013 are given below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Regular Monitoring</th>
<th>Special Monitoring</th>
<th>Enquiry</th>
</tr>
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<tbody>
<tr>
<td>2003-04</td>
<td>140</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2004-05</td>
<td>139</td>
<td>0</td>
<td>25</td>
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<tr>
<td>2005-06</td>
<td>588</td>
<td>0</td>
<td>56</td>
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<td>227</td>
<td>216</td>
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<td>110</td>
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</tr>
<tr>
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<td>251</td>
<td>286</td>
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<td>484</td>
<td>0</td>
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<td>2011-12</td>
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<td>69</td>
</tr>
<tr>
<td>2012-13</td>
<td>318 (As on 30.12.2012)</td>
<td>0</td>
<td>19</td>
</tr>
</tbody>
</table>

**Area Officers Scheme**

Ministry of Rural Development introduced an Area Officers Scheme w.e.f. 1.1.1994 as an important monitoring mechanism for implementation of major programmes of the Ministry. The scheme was framed with a clear objective of directly monitoring the programmes of the Ministry with special reference to quality of assets created, adherence to implementation schedule, flow of funds, proper utilization of funds and achievements of physical and financial targets etc. through field visits. The visit of the Area Officer is not intended to be for fault finding. The visits would facilitate improvements in the efficiency and efficacy of implementation of the programmes of the Ministry, through close hand-holding with the stakeholders.

The Area Officers Scheme has been modified in the year 2012 and under the revised scheme, the Principal Area Officers (PAO)/Area Officers (AO) have the following functional responsibilities:

i. **Principal Area Officer** has to visit each of his allotted States at least once in a year. In addition to field visits, the Principal Area Officer should also meet with State level officials, as occasion arises;

ii. Each Area Officer should make at least four visits to the States, in a year, with focus on field visits in different districts;

iii. During the visit, the PAO/AO may hold a review...
meeting with the officials of the district responsible for each of the programmes;

iv. The AOs may also discuss with the Collector the functioning of VMCs in the district during their visit. If meetings are not held regularly, reasons are to be ascertained;

v. Reports of the NLMs who have visited the district during the year may also be referred by the visiting Area Officers.

vi. During the visit, the PAO/AO should meet the beneficiaries and people’s representatives (including PRIs) and interact with them to get feedback about the quality and other aspects of the programmes;

vii. After the field visit, the AO may debrief the Chief of the Implementing Agency in the district on the issues noticed.

The findings/observations of the Area Officers are discussed in the Ministry to explore the possibilities of mid course modifications in the programme guidelines and also policy level changes.