

Reviewing Flagship Programs Monitoring: How Successful has been the MIS Implementation in India

(Yogesh Kumar, Joint Director, Institute of Applied Manpower Research, Planning Commission, Govt of India)

Introduction

Monitoring is a continuous process - an on-going activity that begins with the programme and tracks each activity to its finish. It is dynamic - In the sense that its processes and details evolve and change as the monitoring function gets under way. It is forward looking - inasmuch as it seeks to anticipate problems and shortcomings. It is continuously corrective - in that it suggests remedial measures on-line to rectify defects and failures even as they occur. It is an all-encompassing function - so that everyone responsible for the implementation of the project has to play his part. It is both top-down and bottom-up - that is, it is driven both by initiatives from above and feedback from below. It enforces clear thinking and constant alertness - this is because objectives and standards need to be clearly established and shortcomings perceived will need to be immediately addressed. Benefits of Computerized Monitoring system are well known.

The benefits of such monitoring are listed by addressing the cases in two of the government launched programmes in India.

a. Benefits as availed through MIS of MG NREGA (Mahatma Gandhi National Rural Employment Guarantee Scheme/ Act)

- Computerization of all activities
- Information accessibility to public
- Accuracy
- Lodging of complaints through Grievance Redresser System
- Social Audit
- Assists Village Local bodies in implementation
- Targeting of benefits
- Generates documents as per guidelines
- Provides status of available funds at all levels
- Provides details of unfulfilled demand
- Assists Program Officers and Administrators in analysis
- NREGA MIS Utilizes Information Technology:

- Available in both online and offline mode.
- Unicode enabled and supports all local languages.
- Software available in both - Microsoft technologies and open source technologies.

b. Benefits envisaged from MIS in MDM (Mid Day Meal Scheme):

- Data 'pull' vis-à-vis data 'push'
- User of Info controlling the information flow instead of sender
- Direct & instant info mechanism from grass-root to the State
- Transparency & neatness of information
- Instant info leading to check on distortion/ cooking of data
- Requisite Decision Support System available
- Faster to implement
- GOI can directly monitor.
- Percent basis of consumption pattern done away with

Present Paper contemplates a comprehensive study of monitoring system as prevalent in implementation of rural and urban development programmes - the so called flagship programmes. The paper is organized covering topics in the following manner:

1. MIS available in India - Programme-wise¹, its scope, coverage, and information types
2. A comparison with MIS as is in vogue in other countries

The different issues with respect to MIS are:

1. Of the 16 flagship programmes, only eight have a publicly accessible online MIS.
2. Authenticities of the data these MISs provide.
3. Speed with which the data reaches the ministry from block level.
4. Monitoring systems can only generate a limited amount of information on inputs (e.g. financial resources released and spent) or processes.

¹ **Flagship Programs of Government of India :**

1. Pradhan Mantri Gram Sadak Yojana (PMGSY), 2. Accelerated Irrigation Benefit Programme (AIBP), 3. Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY), 4. Accelerated Power Development & Reforms Programme (APDRP), 5. Indira Awaas Yojana - (IAY) , 6. National Rural Employment Guarantee Scheme – (NREGS) , 7. National Horticulture Mission (NHM), 8. Rashtriya Krishi Vikas Yojana (RKVY), 9. Sarva Shiksha Abhiyan - (SSA) 10. Mid Day Meal Scheme - (MDM), 11. Integrated Child Development Scheme- (ICDS), 12. National Social Assistance Programme (NSAP), 13. National Rural Health Mission - (NRHM), 14. Jawaharlal Nehru National Urban Renewal Mission (JNNURM), 15. Total Sanitation Campaign - (TSC), 16. National Rural Water Supply Programme (NRWSP)

5. MIS gives very little information about outputs.
6. Those who implement programmes also need information on such indicators, especially to understand whether their programmes are having the outcomes originally desired.
7. Even more importantly, they need rigorous evaluations once every few years (usually five years) to be able to check if the programme spending is having the desired impact.
8. Only one organisation in the country specialises in doing evaluations, the Planning Commission's Programme Evaluation Organisation (PEO). Since the number of staff in the PEO engaged in evaluations has been dwindling, most evaluations have been outsourced to NGOs or research institutions. They may or may not know the difference between regular social science research and a programme evaluation that is meaningful to policy makers or programme implementers.

2.0 Methodology

An effort, herein, pertains to

- a. Implementation and existence of MIS, if any, in each of the flagship programmes
- b. Assessment of the utility of MIS under various programmes

Institutional Mechanism of some of these programmes is as under:

	Village Level	Block Level	District Level	State Level	National Level
NREGA	Gram Sabha Gram Panchayat	Mandal Parishad	Zilla Parishad, District Programme Coordinator	SEGC	NEGC
IAY	Indira MNA Committee	Indira MNA Committee	In-charge Minister	APSHC	Concerned Ministry
SSA	Academic Monitoring Committee	Education Committee	District Mission	State Mission	National Mission Project Approval Board
Drinking Water, Rural Sanitation	WATSAN Committee	W & S Mission	District W & S Mission	State W & S Mission	National Drinking Water Mission
RKVY	Farmers Club	WUA	Distt Planning Committee	State Level sanctioning Committee	Ministry Concerned
NRHM	VH & S Committee	PHC Advisory Committee	District Health mission	Empowered Programme Committee	MSG EPC
ICDS	Mothers Committee	-	Standing Committee	-	-

The names of Authorities responsible of Approval, Sanction and Implementation is listed in the table below:

Scheme	Preparation of the Plan	Approval	Sanction	Implementation
NREGA	Panchayati Raj Institutions	Respective PRIs	District Programme	DWMA/PRIs /Sectoral Departments
IAY	V Indira MNA Committee	In charge Minister	District collector	Housing Corporation
SSA	Academic Monitoring Committee	Distt Mission	State Level Mission	District Mission
Drinking Water	WAT SAN Commiittee	Distt W & S Mission	State Level W & S Mission	Distt W & S Mission
Rural Sanitation				
RKVY	Sectoral Deptt	District Planning Committee	State Level Sanctioning Committee	Sectoral Deptt
NRHM	VH & S Committee, PHC Committee, Distt Mission	District Mission	State Level Mission	District Mission
ICDS (General+S.N)	CDPO (ICDS)	State Government	Min of Women & Child	P D Women Welfare

3.0 Flagship Programmes: An Overview

3.1. Pradhan Mantri Grameen Sadak Yojana (PMGSY)

Rural Road Connectivity is not only a key component of Rural Development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, it is also as a result, a key ingredient in ensuring sustainable poverty reduction. Notwithstanding the efforts made, over the years, at the State and Central levels, through different Programmes, about 40% of the Habitations in the country are still not connected by All-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorized as All-weather roads. With a view to redressing the situation, Government has launched the Pradhan Mantri Gram Sadak Yojana on 25th December 2000 to provide all-weather access to unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% Centrally Sponsored Scheme.

The primary objective of the PMGSY is to provide Connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected Habitations in the rural areas, in such a way that all Unconnected Habitations with a population of 1000 persons and above are covered in three years (2000-2003) and all Unconnected Habitations with a population of 500 persons and above by the end of the Tenth Plan Period (2007).

3.2. Accelerated Irrigation Benefit Programme (AIBP)

AIBP was launched in 1996-97 to assist states for early and time bound completion of major and medium irrigation projects and extension, renovation and modernization of completed major and medium projects. Under Bharat Nirman it was targeted to create 10 million ha irrigation potential from a combination of AIBP assisted major medium projects and also from other ongoing projects of states.

3.3. Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

RGGVY was launched in April-05 by merging all ongoing schemes. Under the programme 90% grant is provided by Govt. of India and 10% as loan by REC to the State Governments. REC is the nodal agency for the programme.

Objectives of the programme are:

1. Rural Electricity Distribution Backbone (REDB) with 33/11 KV (or 66/11 KV) sub-station of adequate capacity in blocks where these do not exist,
2. Village Electrification Infrastructure (VEI) with provision of distribution transformer of appropriate capacity in villages/habitations,
3. Decentralized Distributed Generation (DDG) Systems based on conventional & non- conventional energy sources where grid supply is not feasible or cost-effective.

3.4. Accelerated Power Development and Reforms Programme (APDRP)

Scheme is implemented with the aim of restoring the commercial viability of the distribution sector by putting in place appropriate mechanism so as to substantially reduce the Aggregate Technical and Commercial (AT&C) losses.

3.5. Indira Awas Yojana (IAY)

The genesis of the Indira Awas Yojana (IAY) can be traced to the programmes of rural employment, which began in the early 1980s. Construction of houses was one of the major activities under the National Rural Employment Programme (NREP), which began in 1980, and the Rural Landless Employment Guarantee Programme (RLEGP), which began in 1983. There was, however, no uniform policy for rural housing in the states. For instance some states permitted only part of the construction cost to be borne from NREP/ RLEGP funds and the balance was to be met by beneficiaries from their savings or loans obtained by them. On the other hand, others permitted the entire expenditure to be

borne from NREP/ RLEGP funds. Further, while some states allowed construction of only new dwellings, others permitted renovation of existing houses of beneficiaries. As per announcement made by the Government of India in June 1985, a part of the RLEGP fund was earmarked for the construction of houses for SCs/STs and freed bonded labourers. As a result, Indira Awaas Yojana (IAY) was launched during 1985-86 as a sub-scheme of RLEGP. IAY thereafter continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching in April 1989. 6% of the total JRY funds were allocated for implementation of IAY. From the year 1993-94, the scope of IAY was extended to cover below the poverty line Non Scheduled Castes/ Scheduled Tribes families in the rural areas. Simultaneously, the allocation of funds for implementing the scheme was raised from 6% to 10% of the total resources available under JRY at the national level, subject to the condition that the benefits to Non-Scheduled Castes/ Scheduled Tribes poor should not exceed 4% of the total JRY allocation. IAY was de-linked from JRY and made an independent scheme with effect from 1st January 1996.

3.6. National Rural Employment Guarantee Act (NREGA)

The National Rural Employment Guarantee Act, 2005 (NREGA) guarantees 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. This Act is an important step towards the realization of the right to work. It is also expected to enhance people's livelihoods on a sustained basis, by developing the economic and social infrastructure in rural areas. The choice of works seeks to address the causes of chronic poverty such as drought, deforestation and soil erosion. Effectively implemented, the employment generated under the Act has the potential of transforming the geography of poverty. The basic objective of the Act is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. This work guarantee can also serve other objectives: generating productive assets, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity, among others.

3.7. National Horticultural Mission (NHM)

National Horticulture Mission is a centrally sponsored scheme with the Objectives:

1. Providing holistic growth of the horticulture sector through an area based regionally differentiated strategies,
2. Enhancing horticulture production, improve nutritional security and income support to farm households;
3. Establishment of convergence and synergy among multiple on-going and planned programmes for horticulture development;

4. To promote, develop and disseminate technologies, through a seamless blend of traditional wisdom and modern scientific knowledge;
5. To create opportunities for employment generation for skilled and unskilled persons, especially unemployed youth

3.8 . Rashtriya Krishi Vikas Yojana (RKVY)

RKVY has been launched to incentives the States to increase public investment to achieve 4 percent growth rate in agriculture and allied sectors in the 11th Five Year Plan.

Objectives:

1. To incentivize the states that increases their investment in Agriculture and allied sectors,
2. To provide flexibility and autonomy to the States in planning and executing programmes for Agriculture,
3. To ensure the preparation of Agriculture Plans for the districts and states,
4. To achieve the goal of reducing the yield gaps in important crops,
5. To maximize returns to the farmers,
6. To address the agriculture and allied sectors in an integrated manner.

3.9. Sarva Shiksha Abhiyan

Sarva Shiksha Abhiyan (SSA) is to achieve Universal Elementary Education (UEE) in the country in a mission mode. SSA is an integrated, comprehensive scheme in partnership with State Governments, Local Self Governments, the community and the civil society. SSA is an effort to universalize elementary education by community ownership of the school system. It emphasizes on the active involvement of local self-governments and grass root level structures like Village Education Committee, Parent-Teacher Association, and Mother-Teacher Association etc.

Objectives:

With the primary aim to provide elementary education for all children in the 6 to 14 age group (grade I to VIII), its objectives are:

1. All children complete eight years of elementary education by 2010,
2. Focus on elementary education of satisfactory quality with emphasis on education for life,
3. Bridge all gender and social category gaps at primary stage by 2007 and at elementary education stage including Universal retention by 2010.

3.10. Mid Day Meal Scheme (MDM)

MDMS Scheme was initiated on the basis of the philosophy that "when children have to sit in class with empty stomachs, they cannot focus on learning". The scheme is important for improving enrolment, attendance and retention of primary school children, while simultaneously improving their nutritional status. MDM is to serve the important purpose of improving school enrollment and attendance especially girls thus contributing to gender equality. It could foster sound social behavior among children and dispel feelings of difference between various castes.

3.11. Integrated child development services (ICDS)

It is now globally acknowledged that investment in human resources development is a pre-requisite for economic development of any nation. Early childhood (the first six years) constitutes the most crucial period in life, when the foundations are laid for cognitive, social, emotional, physical development and cumulative lifelong learning. Child survival, growth and development, has to be looked at as a holistic approach, as one cannot be achieved without the others. ICDS aims at providing services to pre-school children in an integrated manner so as to ensure proper growth and development of children in rural, tribal and slum areas. Objectives are:

1. Lay the foundation for proper psychological development of the child,
2. Improve nutritional & health status of children 0-6 years,
3. Reduce incidence of mortality, morbidity, malnutrition and school drop-outs,
4. Enhance the capability of the mother and family to look after the health, nutritional and development needs of the child, and
5. Achieve effective coordination of policy and implementation among various departments to promote child development.

3.12. National Social Assistance Programme (NSAP)

The National Social Assistance Programme (NSAP) which came into effect from 15th August, 1995 represents a significant step towards the fulfillment of the Directive Principles in Article 41 of the Constitution. The programme aims at ensuring minimum national standard to the Poor by social assistance in addition to the benefits that states are currently providing or might provide in future. NSAP at present comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna.

3.13. National Rural Health Mission (NRHM)

Recognizing the importance of Health in the process of economic and social development and improving the quality of life of our citizens, the Government of India has resolved to launch the National Rural Health Mission. The Mission adopts a synergistic approach by relating health to determinants of good health viz. segments of nutrition, sanitation, hygiene and safe drinking water. It also aims at mainstreaming the Indian systems of medicine to facilitate health care. The Plan of Action includes increasing public expenditure on health, reducing regional imbalance in health infrastructure, pooling resources, integration of organizational structures, optimization of health manpower, decentralization and district management of health programmes, community participation and ownership of assets, induction of management and financial personnel into district health system, and operationalising community health centers into functional hospitals meeting Indian Public Health Standards in each Block of the Country.

Objectives:

1. Reduction in Infant Mortality Rate and Maternal Mortality Ratio,
2. Universal access to public health services such as Women and child health, Water, sanitation, Hygiene, immunization, and Nutrition,
3. Prevention and control of communicable and non-communicable diseases
4. Access to integrated comprehensive primary healthcare,
5. Population stabilization, gender and demographic balance,
6. Revitalize local health traditions and mainstream AYUSH,
7. Promotion of healthy life styles.

3.14. JNNURM

It is a massive city-modernisation scheme launched aims at creating 'economically productive, efficient, equitable and responsive Cities' by a strategy of upgrading the social and economic infrastructure in cities, provision of Basic Services to Urban Poor (BSUP).

Objectives:

- Focused attention relating to infrastructural services to achieve integrated development.
- Make efficient and increase self-sustaining capabilities of cities by securing the linkages between asset creation and asset management
- Adequate investment of funds to fulfill deficiencies in urban infrastructural services.

- Planned development of identified cities including peri-urban areas, out growths, urban corridors, so that urbanization takes place in a dispersed manner.
- Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.
- Run urban renewal programme, re-development of inner (old) cities area to reduce congestion

3.15. TSC (Total Sanitation Campaign):

Total Sanitation Campaign is a comprehensive programme to ensure sanitation facilities in rural areas with broader goal to eradicate the practice of open defecation. TSC as a part of reform principles was initiated in 1999 when Central Rural Sanitation Programme was restructured making it demand driven and people centered. TSC gives strong emphasis on Information, Education and Communication (IEC), Capacity Building and Hygiene Education for effective behavior change with involvement of PRIs, CBOs, and NGOs. The key intervention areas are Individual household latrines (IHHL), School Sanitation and Hygiene Education (SSHE), Community Sanitary Complex, Anganwadi toilets supported by Rural Sanitary Marts (RSMs) and Production Centers (PCs). The main goal of the GOI is to eradicate the practice of open defecation. To give fillip to this endeavor, GOI has launched Nirmal Gram Puraskar to recognize the efforts in terms of cash awards for fully covered PRIs and individuals and institutions contributing significantly in ensuring full sanitation coverage in their area of operation.

3.16. Swajaldhara: National Rural Water Supply Programme

Reforms in rural drinking water supply sector include community participation launched in 1999 in the form of sector Reforms. After 3 years when Sector Reforms were initiated, SWAJALDHARA scheme was launched on 25.12.2003.

Swajaldhara - a demand driven approach replacing the supply driven approach - ensures public participation. has two streams:

- (i) Swajaldhara I – Where Gram panchayats are the lowest implementing agency.
- (ii) Swajaldhara II – The District is the unit for implementation.

4.0 Monitoring and Information System for Various Programmes:

4.1 MIS for PMGSY

A Geographical System for PMGSY and other Rural Roads like NRRDA was established - an Online Monitoring and Management System (OMMAS). The system can be accessed through internet (www.pmgsonline.nic.in). The database for the system is established at various District Project Implementation Units in each state and is being updated regularly. The database includes information on connectivity status of habitations, District Rural Road Network, Core Network, proposals made for each batch of works, works sanctioned, Contractors' details, physical and financial progress, unit costs, quality monitoring, Pavement Condition Index etc.

The spatial data-base will include but not be limited to, (i) administrative boundaries at the state, district, and block level, (ii) forest boundaries and major land use, (iii) all habitations, towns and cities, (iv) all roads including national highways, state highways, major district roads, rural roads (PMGSY and non-PMGSY), tracks and paths as available from the Survey of India or other maps, (v) rivers and major streams, (vi) bridges, culverts, and other drainage structures on the rural roads, and (vii) location of the quarries for road building materials.

The integrated system would enable inter-alia:

- Linking OMMAS data with maps
- Addressing basic and advanced spatial queries
- Generating overlays and text reports based on the queries
- Answer queries on Master data
- Monitoring physical and financial progress
- Generating reports on quality aspects
- Generating road status reports
- Querying on habitations connectivity
- Updating spatial and non-spatial database
- Generating road condition reports
- Reviewing maintenance aspects and maintenance plans
- Generating management reports as required.

4.2 MIS for Accelerated Irrigation Benefit Programme (AIBP)

Non-existent

4.3 MIS for Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY)

To facilitate the energy and power sector related government organizations publish electronically the static/dynamic pro-active disclosures (Information) to promote informed citizenry and transparency of information not only to citizens but also to all its employees, several Web sites, Portals and Intra-Portals have been developed / implemented and / or / being maintained by EID, NIC. These pertain to the following:

- Ministry of Power (MoP) (www.powermin.nic.in)
- Ministry of Coal (MoC) (www.coal.nic.in),
- Ministry of Petroleum and Natural Gas (MoP&NG;) (www.petroleum.nic.in)
- Ministry of New and Renewable Energy (MNRE) (www.mnre.gov.in)
- Department of Chemicals & Petrochemicals (D/oC&PC;) (www.chemicals.gov.in)
- Department of Pharmaceuticals (www.pharmaceuticals.gov.in)
- National Pharmaceutical Pricing Authority (www.nppaindia.nic.in)

Energy Informatics Division (EID) of NIC provides ICT based support including the development of Integrated e-Governance applications, website development and WAN/LAN connectivity to the above Ministries and Departments under the Energy Sector and Various attached offices/Central PSUs under Energy and Power Sector including CEA, NTPC, NHPC, REC etc.

4.4 MIS for Accelerated Power Development and Reforms Programme (APDRP)

GIS System Software and maps: Supply, installation, commissioning and maintenance of GIS software and latest satellites imagery maps for GIS based customer indexing and asset mapping in the specified town. The scope of work covers supply, installation, commissioning and maintenance of LAN at data center, Customer care centers, Sub division, division, Circle, Head Quarter and any other office of the utility as per their requirement along with creation of VPN/ MPLS based WAN solution. The scope includes the Development of Web portal of utility for real time customer services.

- Supply, installation and commissioning (SIC) of automatic token dispenser machine and intelligent display management system, of Touch Panel based KIOSK for furnishing information on billing, payment, duplicate bills, and cash/cheque collection.

- Supply and installation of Point of Sale (PoS) terminals along with suitable cheque reader and bar code reader and application software.
- Facility management services for IT infrastructure created.

4.5 Monitoring and Information System (MIS) for IAY

Software called AWAASSof was launched in July 2010 to assist in improved administration of this scheme. AWAASSof is An e-Governance Solution for IAY and is a local language enabled workflow based transactional level management information system to facilitate e-governance in the system. The objectives of AWAASSof are work flow automation, transparency in the system, information exchange among stakeholders. AWAASSof starts with the setting of targets by the Ministry of Rural Development for a financial year. The system facilitates selection of beneficiaries by providing loose coupling with the Rural Household Survey BPL Census 2002.

4.6 MIS-NREGA

A web enabled MIS (www.nrega.nic.in) has been developed. This makes data transparent and available in the public domain to be equally accessed by all.

Mechanism of Data Collection, Compilation and Data Verification in NREGA:

- Panchayat Secretary at Gram Panchayat level are responsible for the record maintenance and account keeping.
- Blank Muster Roll, Cash book, Measurement Book is made available to Gram Panchayat . Blank MR forms goes to the work site where workers mark the attendance. Engineers visit the worksite after the closure of muster roll and do the measurement. Panchayat secretary maintains the cash book which has details of the amount received and expenditure made
- Information assessed through offline/ online mechanism.
- NREGASoft MIS is a work flow based system with proper checks to validate the data e.g.
 - For validating the persons on the job card a loose coupling is provided with the Rural Household Survey BPL Census 2002.
 - Expenditure cannot be made unless the funds are available with the authority.
 - The work can be allocated to a person for a period if he has made a demand in the same period and can appear on the Muster Roll if he/she has been allocated the work within the period of the Muster Roll and his family has not completed 100 days.

- The Job Cards and the Muster Roll are tightly linked that means that every entry in the Muster Roll will have corresponding entry in the Measurement Book.
- Alerts have been raised to indicate the concerned areas so that corrective action can be taken for better implementation.

The village level household data base has internal checks for ensuring consistency and conformity. It includes separate pages for approximately 2.5 lakh Gram Panchayats, 6465 Blocks, 619 Districts and 34 States & UTs. The portal places complete transaction level data in public domain for example - Job cards, Demand for work and Muster rolls which is attendance cum payment sheet for worker. All critical parameters get monitored in public domain:

- Workers' entitlement data and documents such as Registration, job cards, muster rolls
- Work selection and execution data including, shelf of approved and sanctioned works, work estimates, works under execution, measurement
- Employment demanded and provided
- 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

Various stake holders of the project are: Citizen, 2. Gram Panchayats, Block Panchayats, Zilla Panchayats, 3. Workers, 4. Program officers, 5. District Program Coordinators, 6. Implementing agencies other than PRIs, 7. State RD Departments and 8. Ministry of Rural development and administrators in Government of India.

Various modules of the software are:

- Worker Management Module of the software captures Registration, demand for work, work allocation and Muster rolls on which a person worked, the software has the provision of payment of wages through bank/post office.
- Fund Management Module captures the funds transferred from MoRD/States to Districts and then to Programme officers/Panchayats and expenditure incurred by various implementing agencies on labour, material and contingency.
- Works Management Module captures information about the various works under taken under the scheme at various level (GP, BP, ZP). It facilitates online approval of projects and keeps track of time taken for approval of project. Each project is provided a unique ID and status of work is maintained in the system.

- Labour Budget allows planning and preparing the labour budget for each Gram Panchayat, which gets consolidated at Block level, further at district and State Level. It captures the details of the works to be taken up in next financial year along with the estimation of the household demanding the works and the person-days.
- Social Audit module allows the Gram Panchayat to plan for the social audit and prepare social audit calendar. It has the feature to upload all the issues and minutes of meeting.
- Workers module (People's Information System) allows the Job card holder to access their information and demand for the work.
- Grievance redresser system allows a worker/Citizen to lodge complaint and trace the subsequent response.
- Staffing Position module captures name, telephone numbers etc. of all the officials, planning and implementing agencies from Gram Panchayat to Ministry of Rural Development involved thus strengthening communication and co-ordination among them.
- Cost Estimation Module makes detailed estimation for the works taken up under NREGA e.g. construction of Tank, Well, Sluice Gate, Earthen road, Cement concrete road etc. This module calculate quantity of work to be done and calculate the per unit rate as per Schedule of Rates (SOR) for each sub activity of a work. This further helps engineers to fill the Measurement book and calculate wage per day for a particular muster roll.
- Alerts: The software also gives alerts to implementing agencies about the various irregularities, important activities, and messages for funds to be received by the agencies.
- Knowledge network/ Solution exchange provides a common platform to all stakeholders to exchange their views, pose queries to other stakeholder/Experts and get responses, exhibit their best practices.

4.7 MIS for National Horticultural Mission

Non-Existent

4.8 MIS for Rashtriya Kridshi Vikas Yojana

Non-Existent

4.9 MIS - SSA

In order to collect the annual school information and to meet the data processing needs of Sarva Shiksha Abhiyan, MIS wings have been established in all the DIETs and at State Project Office. These MIS wings have been fully equipped with requisite Computer Hardware & Software along with professional/ trained manpower. District Information System for Education (DISE) and State Educational Planning system (STEPS) software has been implemented in all the districts and State level.

School information as on 30th September of every year is being collected through DISE data capture format up to 8th class from all the schools in the state and the reports are being generated and data is submitted to GOI every year during the month of December/January. 5% Random Sample Checking of DISE Data is got conducted in two selected Districts on rotation basis through an independent agency.

Educational Management Information System (EMIS): Community Based Monitoring with Full Transparency - The Programme will have a community based monitoring system. The Educational Management Information System (EMIS) will correlate school level data with community-based information from micro planning and surveys. Besides this, every school will be encouraged to share all information with the community, including grants received. A notice board would be put up in every school for this purpose.

4.10 MIS for Mid Day Meal Scheme (MDM)

No proper Management Information System at school, village/Gram Panchayat, Block, District and state levels exists. Present reporting system is as follows:

- Monthly basis of reporting
- MDM register at school/ block/ district level for monthly physical & financial information:
 - The schools fill up the number of students availing mid day meal on daily basis in the school level MDM register. This number is taken from the attendance register;
 - The data provided by schools is **supposed** to be compiled at the block level and further at the district level;
 - The district office submits the district-wise data so compiled to the MDMA on monthly basis through online.
- QPR generated through the system

Problems in Prevailing System of Information Flow are as follows:

- School-wise report is not available at the district/ state level
- The time lag in receiving the data from school to state level may leave scope for data manipulation/ corruption/ distortion
- The chances of data manipulation may lead to excess physical / financial reporting thus making a dent on the scarce resource available for development of the State and welfare of the society
- Due to time lag in the present system of data flow, remedial action/ measures may get delayed and may jeopardize the efficacy required of the system given the sensitive nature of the scheme
- Non availability of exception reports where parameters like no. of schools where meal was not cooked, where no. of students who availed meals is greater than a certain percentage e.g. 90%, or instances where meal was not cooked for 3 or more days etc are available for/to decision-making
- In case of delay in information from some schools, data for such schools available only in the next month;
- Physical inspection/ monitoring of the scheme presently based on random selection basis and not on exception basis which may be possible once the MDMA and the State Govt. is facilitated with daily data of the students who availed or did not/ could not avail the meals on a particular day.

Features of the System

- Daily MIS on MDM through Interface between Computer and Mobile telephone
- Interactive Voice Response Based
- Teachers to reply to the IVR calls for informing number of students availing MDM on that day
- Info to be given by way of keying-in on one's mobile phone
- System of repeat calls/ reminder SMS/ calling other teachers of the school/ call escalation
- Daily MIS for MDM to be available at District, Division & State level
- Auto sms on daily basis to NPRC, ABSA, DC & BSA for schools not serving meals & for those not giving data; auto mails to District Magistrates

4.11 MIS for ICDS

Not available as yet

4.12 MIS for National Social Assistance Programme (NSAP)

Information system For IGNOAPS is developed for Rural and Urban Pensioners on lines of MGNREGA. Information is available with respect to Pensioner details (Location details, his identification particulars, BPL coverage, Personal details - M/F, Caste, Income, Disability if any, Sanction and Disbursement details year wise.). Similar are the mechanisms adopted for Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS) and For National Family Benefit Scheme (NFBS). In fact the Monitoring Mechanism involves:

- Performance Review Committee Meetings: Quarterly
- Nodal Officers Meeting : Monthly
- Monthly Progress Report: Online
- NSAP –MIS to cover: Database of beneficiaries, and Operationalisation
- Disbursement of pension has to be through bank/post offices
- Annual verification and Social Audit introduced under NSAP.
- All States are to complete the Annual Verification by the end of first quarter and the Social Audit by the end of third quarter.
- A certificate to the effect that the annual verification has been conducted as per schedule is to be provided.
- Funds are released from April to December automatically.
- For release of funds for the fourth quarter, UC of the previous financial year and 50% expenditure of total available funds are required.

4.13 MIS-NRHM

NRHM Health Management Information System (HMIS): The information available on this website is being compiled from varied information sources such as National Family Health Survey (NFHS), District Level Household Survey (DLHS), Census, SRS and performance statistics. Health MIS has to be developed up to CHC level, and web - enabled for citizen scrutiny.

4.14. MIS JNNURM

Project Management Information System (PMIS) developed for JNNURM has following objectives:

1. To provide online and up-to-date information for management and monitoring of projects by the JNNURM Directorate.

2. To allow JNNURM Directorate and TCPO (Town and Country Planning Organization)

- To update status of the projects with respect to appraisal and approval.
- To update data in respect of funds sanctioned and released.
- To upload Sanction Orders and Release Orders.

3. To allow SLNAs

- To enter data for projects of all ULBs under their control and monitoring.
- To send UCs and QPRs online in respect of projects.

The software currently takes care of projects under UIDSSMT. Data provided by TCPO has been migrated to the system for demonstration and verification by TCPO and SLNAs. Further updating of data will be done by the users of the system based on their roles and access permissions. All users will be / are provided Login ID and Password for accessing the system. The PMIS Website ensures step by step process flow right from detailed project report (DPR) submission, State Level Nodal Agency (SLNA) appraisal, project approval by SLSC and approval by the Ministry. SLNAs are submitting utilization certificates as well as Quarterly Progress Reports (QPRs) on-line for Ministry to take appropriate action for release of subsequent installments to the States. SLNA are uploading the completion certificate on the PMIS website once the project is completed. In the process of PMIS development, the responsibility of State/ ULB includes registration of ULB, submission of Detailed Projects Report (DPRs), appraisal of DPRs, submission of Utilization Certificate and QPRs and completion certificates.

Online user guide is available on the home page of the website so that the users may understand the process flow and smooth navigation of the website. A special feature has been created on the home page so that the summary of No. of projects sanctioned under the sector, No. of projects completed, approved cost, ACA committed and ACA released is displayed in a box once the mouse is brought on that particular sector. The overall summary of UIDSSMT is automatically displayed once the mouse is brought on the circle in the centre. Funds releases, project completion, utilization of funds, etc. information is given. PMIS website has further links - (i) Project at a Glance (ii) Details of ACA Released and (iii) Registered States and Users. Information can be retrieved on State-wise and Sector-wise Status of projects showing number of projects, number of projects completed, approved cost, total ACA and ACA released as well as project status – completed / in progress. Under the link - Details of ACA Released, financial information for a particular State, particular sector for particular financial year is available. Multiple options for choosing financial year(s), State, Sector, Project Status, etc., can be exercised.

4.15. MIS-TSC

Snapshot TSC is an award winning performance and capability planning utility. The software monitors and notifies you of performance problems or application issues. However, at national level, up-to-date accurate monitoring data are needed to track progress. In Indonesia, monitoring with maps and SMS and thus communities are able and motivated to monitor progress towards ODF status. Open street mapping by volunteer youths in the Kibera and Mathare 10 slums in Nairobi has used GPS, participatory GIS and mobile phones to make thematic maps. For Monitoring in rural areas, Kenya has a multi-tiered mixed ODF verification and monitoring and evaluation system. In Shebedino in Ethiopia monitoring and reporting by school children is part of an integrated system of School -Led Total Sanitation.

4.16 MIS for Swajaldhara: National Rural Water Supply Programme (NRDWQM&SP)

There is no MIS system devised having day to day information feedback and monitoring. The objectives of such a system could however provide useful information pertaining to:

- Monitoring and surveillance of all drinking water sources in the country by the community.
- Decentralization of water quality monitoring and surveillance of all rural drinking water sources in the country.
- Institutionalization of community participation and involvement of PRIs for water quality monitoring and surveillance.
- Generation of awareness among the rural masses about the water quality issues and the problems related to water borne diseases.
- Building capacity of Panchayats to own the field test kit and take up full O&M responsibility for water quality monitoring of all drinking water sources in their respective PRI area.

5.0 MIS in other Countries

In some countries, capable sector ministries have set up strong M&E systems. Perhaps the most notable example is in Mexico, where the Secretariat for Social Development (SEDESOL), a capable and respected ministry, manages an M&E system which emphasizes qualitative and impact evaluations; the ministry is also working to strengthen its system of performance indicators to better support the evaluations it conducts (Hernandez, 2006).

Colombia's M&E system, SINERGIA, had accumulated 940 performance indicators by 2002; for Colombia, this number was viewed as unwieldy for its accountability uses of the information, and it has subsequently reduced the number to around 300 (Castro, 2006).

In Uganda, as already noted, one problem is the number of uncoordinated M&E systems - as many as 16 separate sector and sub-sector systems, which the government is now working to coordinate through a new national integrated M&E strategy (NIMES) (Hauge, 2003, Government of Uganda, 2005).

On the data side, some governments (e.g., Chile) rely on external audit committees to perform this function, some rely on the national audit office (e.g., Canada-see Mayne and Wilkins, 2005), while some rely principally on internal ministry audit units (e.g., Australia); some rely on central ministry checking of data provided by sector ministries (e.g., Colombia), while others have no audit strategy (e.g., Argentina - see Zaltsman, 2006).

In the United States, the Office of Management and Budget (the finance ministry) rates the performance of government programs, and marks down those programs with either no M&E information about their performance, or with unreliable information (GAO 2004 - the OMB's procedure is called the Program Assessment Rating Tool, PART). In Latin, it is evident that a growing number of countries - as many as 20² - are currently working to strengthen their government M&E systems (May et al, 2006). In Eastern Europe, those countries which have joined the European Union or are candidate countries are required to strengthen their M&E systems, and this is providing further impetus to the trend (Boyle, 2005). Over 30 African countries have prepared an interim or final poverty reduction strategy paper (PRSP), Some African governments, such as Uganda and Tanzania, understand well the importance of having reliable and comprehensive performance information available, and these are used intensively in preparing their national plans and in determining budget priorities (see, for example, Government of Tanzania, 2001; Ssentongo, 2004; Government of Uganda, 2004). However, national monitoring systems are principally designed to meet donor data requirements (OED, 2004b).

Most of the poor countries which are borrowers of international funds and aids have been found facing difficulty in strengthening their monitoring systems, both in terms of data production and especially in terms of data utilization (World Bank and International Monetary Fund, 2004; Bedi et al., 2006).

References

1. Boyle, Richard (2005) Evaluation Capacity Development in the Republic of Ireland. Operations Evaluation Department ECD working paper no. 14. Washington, D.C.: Operations Evaluation Department, The World Bank.

² The countries such as Chile, Colombia, Mexico and Brazil

2. Bedi, Tara, Aline Coudouel, Marcus Cox, Markus Goldstein and Nigel Thornton (2006) Beyond the Numbers: Understanding the Institutions for Monitoring Poverty Reduction Strategies. Washington, D.C.: The World Bank, forthcoming.
3. Castro, Manuel Fernando (2006) 'Colombia: Country Presentation', Towards Institutionalizing Monitoring and Evaluation Systems in Latin America and the Caribbean. Washington, D.C.: The World Bank and the Inter-American Development Bank (forthcoming).
4. GAO (Government Accounting Office) (1987) Federal Evaluation: Fewer Units, Reduced Resources, Different Studies from 1980. (PEMD-87-9). Washington, D.C.: General Accounting Office.
5. - (2004) Performance Budgeting: Observations on the Use of OMB's Program Assessment Rating Tool for the Fiscal Year 2004 Budget. (GAO-04-174). Washington, D.C.: General Accounting Office.
6. Government of Tanzania (2001) Poverty Monitoring Master Plan. Dares Salaam: Government of Tanzania.
7. Government of Uganda (2004) Poverty Eradication Action Plan (2004/5 – 2007/8). Kampala: Ministry of Finance, Planning and Economic Development, Government of Uganda.
8. - (2005) NIMES: National Integrated Monitoring and Evaluation Strategy . Kampala: Office of the Prime Minister, Government of Uganda.
9. Hauge, Arild (2003) The Development of Monitoring and Evaluation Capacities to Improve Government Performance in Uganda. Operations Evaluation Department ECD working paper no. 10. Washington, D.C.: Operations Evaluation Department, the World Bank.
10. Hernandez, Gonzalo (2006) 'Mexico: Country Presentation', in E. May et al. (eds.) Towards Institutionalizing Monitoring and Evaluation Systems in Latin America and the Caribbean. Washington, D.C.: The World Bank and the Inter-American Development Bank (forthcoming).
11. May, Ernesto, David Shand, Keith Mackay, Fernando Rojas and Jaime Saavedra (eds.) (2006) Towards Institutionalizing Monitoring and Evaluation Systems in Latin America and the Caribbean. Washington, D.C.: The World Bank and the Inter-American Development Bank (forthcoming).

12. Mayne, John and P. Wilkins (2005) “Believe it or Not?": The Emergence of Performance Information Auditing', in Robert Schwartz and John Mayne (eds.) *Quality Matters: Seeking Confidence in Evaluating, Auditing, and Performance Reporting*, pp. 237-260. New Jersey: Transaction Publishers.
13. OED (Operations Evaluation Department) (2004b) *The Poverty Reduction Strategy Initiative: An Independent Evaluation of the World Bank's Support Through 2003* . Washington, D.C.: Operations Evaluation Department, The World Bank.
14. World Bank and International Monetary Fund (2004) *Poverty Reduction Strategy Papers — Progress in Implementation*. Washington, D.C.: The World Bank and International Monetary Fund.
15. Zaltsman, Ariel (2006) *Experience with Institutionalizing Monitoring and Evaluation Systems in Five Latin American Countries: Argentina, Chile, Colombia, Costa Rica and Uruguay*. Independent Evaluation Group ECD working paper no.16. Washington, D.C.: Independent Evaluation Group, The World Bank.