

# A quick assessment of MPIC

**Fiscal Policy Institute**  
Finance Department  
Government of Karnataka

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## Abbreviations and Acronyms

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ACS	Additional Chief Secretary
AE	Assistant engineer
AO	Accounts Officer
CE	Chief Engineer
CEO	Chief Executive Officer, Z.P.
CPS	Centrally planned schemes
CS	Chief Secretary
CSS	Centrally sponsored schemes
CSS	Centrally Sponsored Schemes
DC	Deputy Commissioner
EE	Executive Engineer
FD	Finance Department
FDA	First Division Assistant
FPAC	Fiscal Policy Analysis Cell
FPI	Fiscal Policy Institute
H&FW	Health & Family Welfare
IMIS	Integrated MIS
JE	Junior Engineer
M&E	Monitoring & Evaluation
MIS	Management Information System
MMR	Monthly Multi-level Review
MPIC	Monthly Programme Implementation Calendar
NREGA	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
OS	Office Superintendent
P&SE	Primary & Secondary Education
PD	Planning Department
PRI	Panchayat Raj Institutions
PS	Principal Secretary
PW	Public Works
RDPR	Rural Development and Panchayat Raj
RFD	Results Framework Document
SDA	Second Division Assistant
SO	Section Officer
SSA	Sarva Siksha Abhiyan
SW	Social Welfare
ZP	Zilla Panchayat

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### Executive Summary

Monitoring of public expenditure is vital for fiscal prudence and sustainability. Government of Karnataka had introduced a monitoring system viz. Monthly Multi-level Review (MMR) in late 1980s, which has been in practice till 2008. The MMR was replaced by a new monitoring system, Monthly Programme Implementation Calendar (MPIC), from December 2008. The MPIC attempted to graduate from monitoring inputs (expenditure) and outputs (physical targets) to monitoring activities involved in the process of programme implementation. The key assumption was that focusing on activities would lead to better planning of implementation resulting in not only a more effective implementation but also a more even spread of expenditure.

As MPIC has been in use for about two years, it was felt that a quick review of its practice on ground was in order. Accordingly, an assessment was undertaken by Fiscal Policy Institute (FPI) through a combination of desk review of MPIC forms filled by various departments and field study in four districts and two taluks in each of these districts. Implementation of MPIC was studied in five departments which are involved in implementing developmental and infrastructural projects.

The desk review of the MPIC forms filed by different departments and scrutiny of these in the district and taluk level offices during field study showed that a) the new monitoring system was being used only in 60 percent of the offices and b) even where it is being practiced, there are a number of deficiencies in filling up the form. The continued use of earlier MMR format and presence of alternate monitoring systems also point to the fact that MPIC has not been able to meet the needs of monitoring fully.

One of the major drawbacks with MPIC has been the difficulty in aggregation or consolidation. It is not possible to prepare an abstract of activities in terms of progress where they are dissimilar or when the sequence of activities is different for the same scheme across districts. Also, arithmetically averaging the progress of activities does not reflect correct picture. As MPIC is required to be prepared for practically all schemes, it has led to a system overload. Each district office brings out a booklet of MPICs and when they reach the office of CEO or the head of the department (Director / Commissioner), they become quite unmanageable. Whereas, expenditure figures are a good proxy for the progress of activities and they are also easy to aggregate. This is the reason why MMR in some form continues to exist. Many departments are using customized monitoring software for not only the centrally sponsored schemes such as NREGA, NRHM and SSA but also for the district and state sector schemes. Some district officers have pointed out that these applications (e.g. *Worksoft* to monitor public works) offered better control.

Greater sensitivity to funds requirement of field offices was one of the stated benefits of MPIC. It was expected that release of funds would match the flow of activities indicated in the MPIC, that is, instead of releases taking place in four *equal* installments, they would take into account the actual requirement depending upon the nature of the programme. Also the departments would take note of delays in releases brought to their notice through notes and issues column in

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MPIC. However, this expectation has not been met as release of funds takes place independently of activities schedule and the notes & issues.

It was observed that most officers agree that MPIC is a good monitoring tool for implementing officer / supervisory officer level. Emphasis on activities keeps the focus on programme implementation. However, for MPIC to be effective it needs a) involvement of senior officers in identifying the critical activities at different levels for all schemes / programmes for which MPIC is to be prepared; and b) IT enablement of MPIC aggregation c) synchronizing release of funds with progress of activities as per MPIC d) capacity building of officers and institutionalising MPIC at all levels.

### 1. Introduction

- 1.1 Public budgets and expenditures are the means through which governments seek to translate policies into measurable actions. Budgets reflect economic and social choices implicit in the public policies. In order to fulfil its obligations to its people, the government needs to collect resources, in sufficient and appropriate manner and allocate and use those resources responsively, efficiently and effectively. Over time, there has been a shift in the focus of budgeting from *budgeting* inputs to *public expenditure management* with emphasis on outcomes, performance, transparency and accountability.
- 1.2 The three key objectives of good public expenditure management are fiscal discipline (expenditure control), allocation of resources that are consistent with policy priorities and good operational management. Good operational management, in turn, implies that the expenditure is incurred with due economy (minimizing input cost), efficiency (minimizing cost per unit of output) and effectiveness (achieving the outcome for which the output is intended). In order to ensure that allocated resources are spent economically, efficiently and effectively, it is essential to track public expenditure by monitoring the actual flow of funds from the highest level to implementation level. 'Monitoring and evaluation (M&E) is a powerful public management tool that can be used to improve the way governments and organizations achieve results. Just as governments need financial, human resource, and accountability systems, governments also need good performance feedback systems'<sup>1</sup>.
- 1.3 Karnataka has been among few states which took initiative to monitor public expenditure specifically under plan schemes. During the late 1980s, Planning Department had designed Monthly Multi-level Review (MMR) system with the objective of tracking and monitoring expenditure under plan schemes of the department. The MMR was used to review the monthly physical and financial progress for all plan schemes at Taluk, District and State levels.

#### **Monthly Multi-level Review (MMR)**

- 1.4 The MMR format was revised in 2005-06 by the Planning Department vide circular no. PD 4 IPR 2006 Dated: 29-04-2006 (Annexure A). The revised monitoring system aimed to bring about even spread of expenditure through the year and, thus, avoid bunching of expenditure during the last quarter of the financial year. The circular called for review of all Zilla Panchayat plan schemes as in the link document. A review meeting based on MMR was to be held before 10th of every month. The MMR format provided information on target, expenditure up to the end of the month along with releases along with share of central share in case of CSS/CPS schemes. There was a provision to report only two targets for planned schemes. If the physical targets exceeded two, then it was to be indicated below the format. It was also required to indicate the reason in brief if the progress was less than 75 percent. Review by concerned Secretaries was to be completed by the third week of the month and the consolidated reports to

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<sup>1</sup> Ten Steps to Results-Based Monitoring and Evaluation System - Jody Zall Kusek and Ray C. Rist (World Bank)

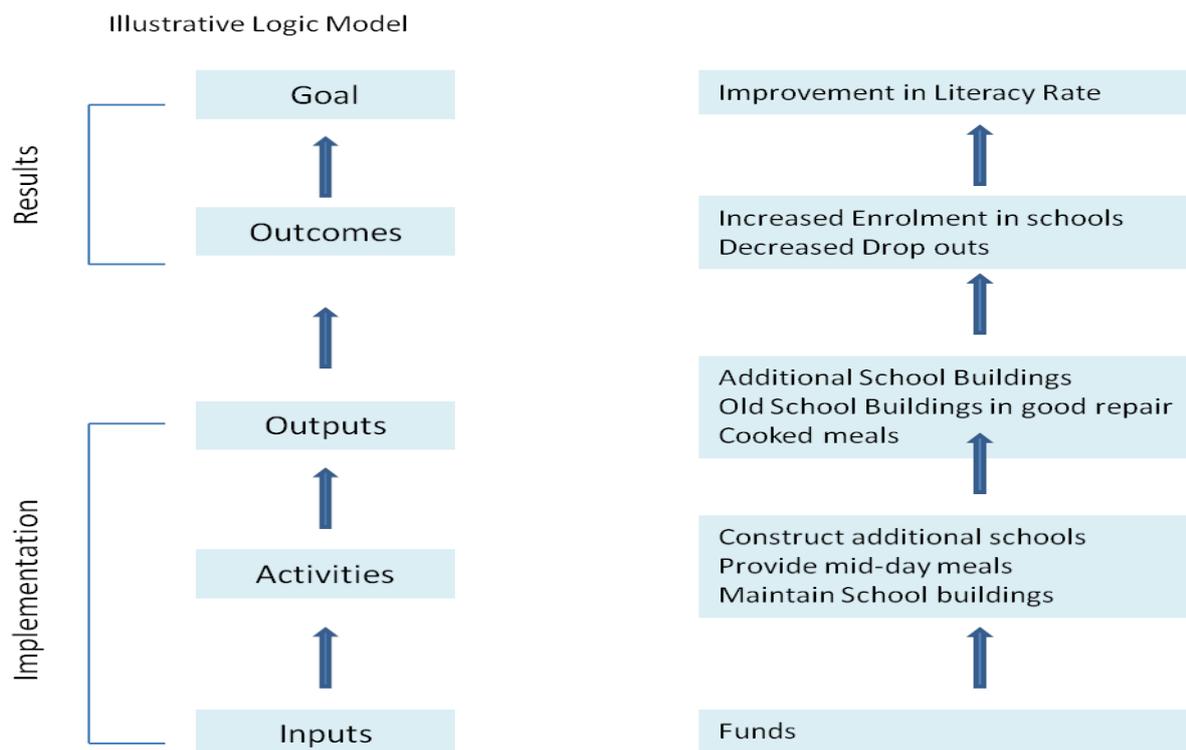
be sent to Planning Department by the 20<sup>th</sup> of every month. Planning Department would then consolidate the department-wise report of progress of plan expenditure.

- 1.5 A need was felt to revisit the MMR format and make necessary modifications on account of several factors.
- a. Karnataka was the first state to enact fiscal responsibility legislation as early as 2002. The Karnataka Fiscal Responsibility Act, 2002 came into force on 11 February, 2003. Section 4 of the Act specifies seventeen principles of fiscal management to be followed by the Government. The Act enjoins the Government to *'use resources in ways that give best value for money; and also ensure that public assets are put to best possible use'*<sup>2</sup>. Fiscal prudence and sustainability dictated by the KFRA required that expenditure was incurred with due:
    - Clarity in defining the objective and output of the schemes in measurable terms;
    - Costing of interventions / schemes / programmes;
    - Planning of implementation process; and
    - *Monitoring of the implementation process.*
  - b. Over the years, citizens' expectations from government as service provider have increased. As a result, there has been not only an enhanced interest in where the government was spending the resources but also how efficiently it was spending them.
  - c. It was also seen that the data generated from MMR format was not very helpful in minimising i) rush of release of funds during the fourth quarter and ii) asymmetry in revenue receipts and expenditure during the year. Also, the format had the following shortcomings viz.
    - It provided more information than was required.
    - Data was insufficient to reflect all activities.
    - There was inconsistency in reporting.
    - There were gaps between guidelines & practices.
- 1.6 MPIC has been largely driven by a need to graduate from monitoring inputs (expenditure) as in MMR to monitoring activities necessary to achieve the programmes' ultimate ends. Thus, one of the significant additions in MMR format and the most critical one is the listing of activities corresponding to programme objectives. Listing of activities had also two other important spin offs. It was, firstly, expected that listing of activities would compel a certain degree of planning which otherwise was absent. Secondly, if activities are undertaken through the year as planned, it would avoid their bunching towards the end of the year and the consequent rush of expenditure in the last quarter and month of March. Thus, MPIC more than being just a monitoring tool is a tool for planning, efficiently allocating resources and implementation.
- 1.7 The Government is simultaneously moving towards an outcome-based monitoring through Results Framework Document (RFD). MPIC and RFD together would provide the government an excellent monitoring framework.

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<sup>2</sup> KFRA 2002, Fiscal Management Principles 4(m)

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Adopted from Ten Steps to a results-based Monitoring and Evaluation System

- 1.8 The MPIC format was introduced after holding workshops of important stakeholders and evolving a suitable format (see Annexure C) in consultation with them. The MPIC was introduced with effect from December 2008 vide Government Order no. FD 1 TFP 08 dated 1 December 2008. (see Annexes B1 & B2) MPIC has been in use since December 2008. Honourable Chief Minister while presenting the Budget for 2009-10 to the State Legislature on 20<sup>th</sup> February 2009 announced<sup>3</sup> that

*'In the first fortnight of the financial year the heads of department at the state and district levels should finalise and submit the schedule for timely implementation of the departmental programmes in the MPIC format. The expected action points at the Government level for the planned implementation should also be mentioned.'*

- 1.9 A major change such as the revision of monitoring system requires to be accompanied by massive capacity building effort and promotion. The Finance Department (with the assistance from the Fiscal Policy Analysis Cell and Fiscal Policy Institute) provided the training and handholding through a series of training programmes and workshops, which are detailed below.
- a. *Workshop on 18 April 2009* - A workshop was conducted by FD on 18 April 2009 to help all departments in the preparation of MPIC. Principal Secretaries / Secretaries/ HODs were invited to the said workshop. Additional CS Smt. Vatsala Watsa Chaired the workshop. After Principal Secretary, Finance explained the objective, format for discussion and flagged some

<sup>3</sup> 'Anushthana Parva' for Administrative Reforms; Para 253 sub-para 3, page 63, 64 of Budget Speech 2009-10

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issues in implementing MPIC, Director, FPI made a presentation reviewing 239 MPICs received from 25 departments to explain the gaps/deficiencies in the use of MPIC format. FAQs (bilingual) and Do's & Don'ts were circulated. An estimated 345 officers attended the workshop.

- b. *Workshops/Orientations to Individual Departments:* Departments attended the Workshops/Orientation on preparation of MPIC. Hands-on experience to analyse their MPIC enabled the officers to identify deficiencies/gaps and provided feedback for improvement.
- c. *Analysis of MPIC and Feedback given to Departments/Offices:* MPIC of few departments were analysed and results shared with Heads of Offices/concerned officials.
- d. *Weekly Open House for 17 weeks:* An Open House on every Thursday between 2.30 and 4.30 pm was held from 3<sup>rd</sup> September, 2009. Sixty-one officers from 15 departments had used this opportunity / facility till 31<sup>st</sup> December 2009. They were encouraged to select an MPIC from their own source for analysis, helped to identify deficiencies and guided them to prepare MPIC in line with the prescribed format. A copy of G.O No. FD 1 TFP 08 Bangalore, dated 01 December 2008, FAQs & Do's & Don'ts (see Annexure D) were circulated in the Open House.
- e. *Four Workshops were held to train key resource persons from districts:* Experience at FPAC/FPI for 12 months indicated that Officers have problems in appreciating/adopting MPIC and using it as a tool for better budget management. In view of this, the Deputy Commissioners of districts and CEOs of ZPs were requested to nominate three Officers each to participate in MPIC Orientation Programmes organized during December 2009. The participating officers were to become the resource persons to train others in the district and enable their colleagues to understand / appreciate / adopt MPIC. Ninety-seven officers from 29 districts participated in these four programmes.
- f. *Two day workshop on format, scope and use of MPIC to NGOs/ RTI activist organisations:* CREATE from Bangalore, Common Wealth Human Rights Initiative from New Delhi and National Law School University of India held a two day workshop for NGOs and RTI activist organisations at Bangalore on use of MPIC. Director FPI provided inputs for appreciating MPIC as an instrument of participation and transparency in governance.

### **Quick assessment of implementation of MPIC**

- 1.10 In the course of a meeting on Results Framework Document (RFD) chaired by Chief Secretary, Principal Secretary (Planning) had emphasised the need to consolidate experiences in the use of MPIC as a good monitoring tool. In response, CS sought a quick assessment of MPIC with reference to its objectives by the Fiscal Policy Institute (FPI). Accordingly, FPI has undertaken a quick assessment of implementation of MPIC in the State.

### **Structure of the Report**

- 1.11 In Section 2, the objectives and methodology of the study are outlined. The findings are contained in Section 3. The last section presents the conclusions and recommendations.

## **2. Objectives and Methodology of the Study**

### **Objectives**

2.1 The effective implementation of MPIC as a monitoring tool is expected to benefit all the stakeholders (the line departments, finance department and the citizens at large). The central objective of the assessment is to find out how effective the MPIC has been as a performance and monitoring tool and more specifically the problems, if any, in preparing, reviewing, centralized /department wise compiling, collating, utilizing of the information flowing from MPIC including qualitative aspects of reporting. The assessment would also involve proposing some measures for improved implementation of MPIC in the State. More specifically, the study aims assess the following:

#### **a. Assess the efficiency of data collection through MPIC**

1. Regularity with which the MPIC forms are being prepared and submitted;
2. Completeness and integrity of data in MPIC formats at the source;
3. Completeness and integrity of data after the consolidation at the district and state levels.
4. If the data is not of required quality, what are the reasons – lack of capacity, time, or lack of clarity as to how to fill the format?
5. Is mentioning of outcome at the top right hand corner serving the intended purpose of keeping the focus on the outcome?

#### **b. Assess utilization of information provided by MPIC**

1. Is the data relevant, trustworthy, useable and timely?
2. Extent of use (of information provided by MPIC) by the District Officers/Heads of Department, Secretary of the Department, Finance and Planning Departments;
3. Has there been any attempt to analyse data generated through MPIC?
4. Has there been any mid course corrections made on review of MPIC?
5. If the data is too huge to provide any meaningful assessment? Is too much data being collected too often?
6. Does the data meet the requirements of the users? If it does not, in what ways does it fall below their expectations?
7. Are there problems in aggregation of data at various levels – for instance do all offices reporting on a particular scheme have agreed set of activities in an accepted sequence?
8. Is the data (from MPIC available) in digitized form? How is it being done? In the absence of data in digitized form, how is the data analysis being done?
9. Are there any discrepancies in aggregation that have escaped attention or ignored?

### c. Assess the outcome and impact

1. Who are the main beneficiaries of the MPIC? How have they benefited?
2. Has the MPIC resulted in reduced rush of expenditure in March 2010?
3. Has MPIC data been useful in a) budget preparation; b) program policy making; c) planning and d) fiscal management such as supporting decisions on re-appropriations?
4. Has the programme implementation improved?
5. Is the objective of proactively disclosing the progress of implementation of government schemes/program to general public been achieved? To what extent are government offices placing their MPIC on their website?

### d. Assess the sustainability of the system

1. Is there a demand for information provided by MPIC from within the system? Is there demand (ownership) existing at every level or is it seen as a routine by all except the Planning and Finance department? Is MPIC seen as a useful tool by primary stakeholders or as a bureaucratic task?
2. Is information generated being used for planning and budget allocation purposes?
3. How have some negative feedback from MPIC system been handled?
4. Lastly, what are the important lessons learnt from the implementation of MPIC over the last nearly two years?

### Methodology

- 2.2 The methodology adopted for the assessment involved both desk review and field study. FPI received 228 MPIC from 31 Offices till January 2011. The study team reviewed a sample of MPIC formats received from various offices at FPI, that is, MPIC in respect of one or two schemes were selected and analysed in detail.
- 2.3 For the field study, four districts (one each from four divisions) and two taluks in each district were selected. The selected districts and taluks were:

Division	District	Talukas
Bangalore	Davanagere	Harappanhalli & Jagalur
Belgaum	Dharwad	Navalagund & Kundagol
Gulbarga	Gulbarga	Chincholi & Afzalpura
Mysore	Udupi	Udupi & Kundapura

In each district, the implementation of MPIC was studied in the following five departments:

- Health and Family Welfare Department (H & FW)
- Education Department: Primary and Secondary Education (P&SE)
- Public Works Department (PW)
- Rural Development and Panchayat Raj Department (RDPR)
- Social Welfare Department (SW)

- 2.4 Two instruments (questionnaires), one for Taluk offices and another for District level offices, were designed to elicit information regarding MPIC implementation. Three plan schemes from each department both at Taluk and District level were selected randomly by the investigators for analysis. Each instrument was divided into two parts viz. A and B. Part A involved collection of factual data such as the number of schemes for which the MPIC was prepared, the officer involved in preparation, and so on based on observation/verification of the records; while Part B was filled after meeting the Head of Office to get his/her views on various matters on preparation, implementation, monitoring, review and use of MPIC. Thus, the methodology used for assessment was based on a combination of semi-structured interview, scrutiny of the MPICs / other records and seeking opinions of the officials. (Copies of Instruments are placed at Annexure E1 and E2).
- 2.5 Investigators were engaged for collection of data. They were nominated by the DC/CEO of the district as per FPI's request. The investigators were District Level Officers who had earlier participated in the orientation programme on MPIC at FPI during December 2009 and involved in the preparation, monitoring and review of MPIC at the district level. The selected investigators were called to FPI during the month of December 2010 and January 2011 for briefing on data collection using the two instruments. Both the questionnaires for assessment were reviewed, modified and finalized based on the inputs given by the investigators.
- 2.6 In order to gain an appreciation of the issues and validate the objectives of the study, the study team met some senior officers of the government viz. Principal Secretary, Planning, Programme Monitoring and Statistics Department; Secretary Rural Development and Panchayat Raj Department; Secretary Social Welfare Department; Secretary (Budget & Resources), Finance Department; and Secretary (Expenditure), Finance Department.

### **Work Schedule**

- 2.7 It was proposed to complete the Assessment within three months i.e. by first week of February 2011. However, it could not be completed as planned because field study had to be postponed owing to elections to local bodies and to accommodate the convenience of district level officers for meetings.

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Tasks	Fortnights starting from 22 <sup>nd</sup> November 2010					
	1	2	3	4	5	6
Finalization of methodology in consultation with Planning Department.						
Design Questionnaire and formats for data collection						
Organise a workshop for Officers involved in data collection.						
Data collection						
Data Analysis and preparation of draft findings						
<b>Workshop to discuss the findings and finalization of report</b>						
Submission of the report to Planning Department and Finance Department						

### 3. Findings

#### a. Results of Desk Review - extent of compliance with MPIC Format

- 3.1 Broadly MPIC has four parts. The first part consists of six rows at the top. The second part consists of first four columns as in MMR format. The third part consists of activities schedule and their accomplishment. The second and third parts of the format make up the middle portion of the format. The fourth part provides space for notes and issues to be indicated in the box (bottom portion) along with telephone number, signature and address of the implementing officer.
- 3.2 At the top of the MPIC format information is furnished in respect of the budget available (annual allocation) for a programme including details of scheme name, Head of Account and releases (opening balance and cumulative release) up to the end of a particular month. The physical targets relate to the achievements in specific units to be achieved during the current FY corresponding to the budget allocation along with the expected outcome i.e. the overall impact of the implementing the programme over its duration of the programme. The information relating to budget allocation, funds released, physical targets and outcome of a scheme summarise the long term and short term objectives of the schemes as also the funds available for its implementation.
- 3.3 The middle portion of the MPIC format includes the monthly rows to indicate the programme targets for expenditure and physical progress as also the actual expenditure and physical progress achieved. These were there in earlier MMR formats as well. The activities are listed month-wise in the order in which these are to be taken up for the implementation of the scheme. The completion and non-completion of activities and the percentage of progress of these activities are indicated in the last two columns.
- 3.4 At the bottom of the MPIC format the cumulative progress of target and expenditure both programmed and actually achieved for a particular month are indicated. Notes/Issues intend to capture the constraints/issues to be addressed and/or decision required for facilitating implementation of the scheme. This space can also be utilized for highlighting any progress ahead of schedule or any action taken to improve the process of implementation. Such information enables the Heads of Offices/reviewing authorities to take action to clear bottlenecks and support timely implementation of the programmes. Since one of the purposes of MPIC is to promote disclosure and transparency, the bottom portion of MPIC provides for details of the telephone number of the implementing officer to enable the public/government officials to seek further details/information about the scheme. The format is signed by the implementing officer for authentication of the format when hosted on website/otherwise.
- 3.5 The filling and using of MPIC format has been reviewed from time to time by FPI during the last two years. The first review involved pilot implementation in 17 Departments. The initial problems in using MPIC format were captured under four categories viz. presentation, documentation, conceptual clarity and listing of activities. About 24 types of problems/discrepancies were identified. The second review took place in April 2009. FPI reviewed MPIC format relating to 24 schemes out of 155 reported by 24

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Departments/Organisations and the results of the review were presented during the workshop held on 18 April 09. MPIC formats were reviewed a third time in September 2009. The gaps / deficiencies observed in the use of MPIC format were identified and these were communicated to the Heads of Departments. Thus, the implementation of MPIC has been under constant review and the departments were being provided feedback on the commonly noticed deficiencies as listed below:

- MPIC is prepared in more than two sheets
- MPIC format is altered
- Annual allocation does not match with the budget document
- Outcome column is not filled; if filled, it is mixed up with outputs / activities / interventions
- Month and year is not indicated in the place required
- State/District is not indicated.
- Physical target not indicated; if indicated, it relates to more than one activity
- Activities are not logically arranged; they are mixed up between different levels i.e. State/District
- Activities are not serially referenced
- The last two columns are not filled; if filled, are not filled properly
- Percentage of progress of activities is not indicated;
- Releases of funds are not indicated as required.
- The column related to whether activities have been accomplished is not filled as required.
- Financial achievement progress - wrong totals/not recorded.
- Signature of the Implementing Officer is missing in the format.
- MPIC is not hosted on departmental website.

3.6 As part of the Quick Assessment of MPIC, FPI reviewed one MPIC format from 25 departments i.e. 38 out of 612 formats or 6 percent were analysed.<sup>4</sup>

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<sup>4</sup> FPI received 228 reports from 31 Offices during the current FY 2010-11 (till February 2011). Of these 38 reports that were received from 25 offices during the month of December 2010 and January 2011 were taken for analysing the compliance with MPIC format.

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**Table 3.1 -Number of formats analysed**

<i>No.</i>	<i>Name of the Department</i>	<i>Total MPIC received</i>	<i>No. analysed</i>
01	Department of Factories, Boilers, Industrial Safety and Health	1	1
02	Department of Sainik Welfare and Re-settlement	2	2
03	Karnataka Slum Clearance Board (IHSDP & BSUP)	4	2
04	Department of Prisons	2	1
05	Koodala Sangama Development Board	6	2
06	Hindu Religious and Charitable Endowment, etc Department	4	1
07	Karnataka State Police Housing Corporation	10	2
08	Department of Bangalore Metropolitan Transport Corporation	5	1
09	Department of Mines and Geology	14	2
10	Department of Survey Settlement and Land Records	14	2
11	Department of Information Technology, Bio technology, etc.	8	1
12	Karnataka Women Development Corporation	8	1
13	Labour Department	18	2
14	Karnataka Slum Clearance Board	20	2
15	Rural Development and Panchayath Raj Department	14	1
16	Department of ESIS (M) Services	16	1
17	Housing Department	16	1
18	Department of Urban Development	22	1
19	Department of Commerce and Industries	49	2
20	Water Resources Department	54	2
21	Department of Handlooms & Textiles	56	2
22	Department of Minor Irrigation (South)	33	1
23	Women and Child Development Department	89	2
24	Department of Animal Husbandry and Fisheries	96	2
25	Social Welfare Department	51	1
<b>Percentage of formats/Schemes analysed</b>		<b>612</b>	<b>38</b>

3.7 Discrepancies were categorized under 31 types (please see Table-3.2 below). The most common discrepancies found with respect to MPIC format during desk review are as below:

- a. Outcome not indicated in Outcome Column – 82%
- b. Opening Balance not indicated – 63%

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- c. Activity Schedule Column not properly filled – 61%
- d. MPIC format runs over to more than a page – 58%
- e. Physical Target not correctly indicated – 55%
- f. Scheme name does not match with budget document – 55%

**Table 3.2**

<i>Deficiencies / discrepancies identified</i>	<i>No. of cases</i>	<i>% of total (38)</i>
Outcome column is not filled as required	31	82
Activities in the activity schedule are not planned for months or are not indicated as per guidelines	23	61
MPIC format has been altered	22	58
Physical target not indicated/if indicated it is descriptive/More than one physical target for one Head of Account or Activities indicated relate to more than one physical target	21	55
Serial numbering of activity schedule not indicated	17	45
Releases of funds are not indicated as per guidelines	14	37
The column related to whether activities have been accomplished is not filled as required	14	37
The last two columns (completion of physical activities and percentage of progress) are not filled	10	26
Month and year is not indicated in the place required/ State/District is not indicated	7	18
Percentage of progress is not calculated	6	16
OB is not indicated/if indicated not clear	24	63
Scheme name does not match with the Budget Document	21	55
Telephone number with STD code not mentioned	21	55
The implementing officer has not signed MPIC/if signed there is no mention of Name and Designation of the implementing officer	15	39
Object code is mentioned along with Head of Account/MPIC prepared for object head	11	29
Notes/Issues column not utilized as per guidelines	11	29
Repetitive activities in the activity schedule are not indicated as per guidelines	9	24

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Top-sheet prepared not in MPIC format/If prepared it is placed as the last sheet/ Sub-sheets are not indicated as sub-sheets	8	21
Units of physical target is not indicated	8	21
The column of physical/financial programme estimated for months is not filled	7	18
Annual Allocation is not indicated	7	18
Head of account is not indicated/clear	5	13
Cumulative target/expenditure is not filled as required	5	13
The MPIC form is blank but for the head of account and yet signed by the implementing officer	4	11
There is increase/decrease in expenditure reporting for a particular month which is not explained	3	8
MPIC format is used for more than one Head of Account	2	5
MMR format is used	2	5
MPIC is prepared at once for two or three months	2	5
Whether scheme is plan or non plan not indicated	1	3
Year of submission of the report is not mentioned	1	3
Only Major Head of Account is indicated	1	3

3.8 As can be seen, the first ten shortcomings in MPIC format were the same as were seen during earlier reviews. These have persisted despite the feedback given from time to time. Further, as mentioned in paragraph 1.6 above, the key difference between earlier MMR format and MPIC is the activities schedule. Activities schedule is at the very heart of the MPIC system. In as many as 61 percent of the cases, the activities schedule was not prepared as required. It was observed that only Public Works and Social Welfare departments have correctly prepared the activities schedule. This is also, perhaps, due to the fact that their programmes are more clearly activity based. To illustrate, almost all public works programmes have definite and identified activities such as selection of site, preparation of estimates, obtaining technical and administrative approvals, calling for bids, etc. Similarly, in case of Social Welfare department, whose programmes generally deal with disbursement of scholarships, activities can easily be made out i.e. identification of beneficiary students, obtaining their applications, payment of scholarships and so on. It may also be pertinent to mention in SW department there is software to capture MPIC. In case of other departments, particularly where the scheme involves mostly salary component, identifying activities related to the scheme / programme may be a little difficult. For example, in case of Health and Family Welfare, where the services are delivered through the Sub-Centres, Primary Health Centres and hospitals, and the taluk and district offices technically and administratively support the service providers, it may be a little difficult to identify the set of activities related to expenditure.

3.9 The MPIC forms were also reviewed during the field study and it was seen the above listed deficiencies continue to affect the new monitoring system. The desk review and field study

## A quick assessment of MPIC

have confirmed the persistence of problems in filling up MPIC formats revealed by earlier reviews.

### b. Pervasiveness of MPIC

- 3.10 With effect from December 2008 the erstwhile MMR format was replaced with MPIC format for monitoring at all levels. It is expected that MPIC would be widely in use by December 2010 - two years from its introduction. The field study, however, revealed that only 6 out of 10 offices are preparing MPIC. While the use of MPIC was better at district level offices (90 percent), it was rather poor at the taluk level with only 40 percent of them preparing MPIC. As for the departments, use of MPIC is more widespread in Public Works (70 percent) and Social Welfare (80 percent) departments and lowest in RDPR (30 percent)

**Table 3.3**  
**Offices preparing Monthly Programme Implementation Calendar (MPIC)**

Districts	Taluk	H & F W	P & S E	P W	R D P R	S W	√
Davanagere		√	-	√	-	√	3 (0.6)
	Harapanahalli	-	-	√	-	√	2 (0.4)
	Jagalur	-	-	√	-	√	2 (0.4)
Dharwad		√	√	√	√	√	5 (1.0)
	Navalgund	√	√	-	√	√	4 (0.8)
	Kundagol	-	√	-	√	-	2 (0.4)
Gulbarga		√	√	√	√	√	5 (1.0)
	Chincholi	-	-	-	-	-	0 (0.0)
	Afzalpura	-	-	-	-	-	0 (0.0)
Udupi		√	√	√	-	√	4 (0.8)
	Udupi	√	√	√	-	√	4 (0.8)
	Kundapura	√	√	√	-	√	4 (0.8)
√	District	4/4 (1.0)	3/4 (0.7)	4/4 (1.0)	2/4 (0.5)	4/4 (1.0)	17/20 (0.9)
	Taluk	3/8 (0.4)	4/8 (0.5)	4/8 (0.5)	2/8 (0.2)	5/8 (0.6)	18/40 (0.4)
	Total	7 /12 (0.6)	7/12 (0.6)	8 /12 (0.7)	4/12 (0.3)	9 /12 (0.8)	35 /60 (0.6)

- 3.11 It may be pertinent to note that 60 percent offices preparing MPIC requires to be discounted given the deficiencies in completing the MPIC format discussed in the earlier observation. In other words, MPIC is largely being prepared as a routine in many of the offices.

### c. Training on MPIC format / objectives for officers at different levels

- 3.12 While as many as 4 out 10 departments were not preparing MPIC, even those who are preparing MPIC are doing more in letter than in spirit as seen from the generally poor

## A quick assessment of MPIC

compliance with the MPIC format discussed above. The government have spared no effort to build capacity of offices to prepare the officers for switching over to the new monitoring system as detailed in the first section of this report (see paragraphs 1.9 above). Yet it was seen during field study that only 30 percent of officers involved in preparation of MPIC have received any training.

- 3.13 The findings on training corroborate earlier observation about extent of use of MPIC in different departments. Public Works and Social Welfare departments, which showed better compliance, also are the departments where there are more trained officers. Similarly there are more trained officers at the district level than in taluks, which bears out the earlier observation about greater use of MPIC in district offices than in taluk offices. There is a broad correspondence between training and preparation of MPIC by the office.

**Table 3.4**  
**Training for Officers and Staff on Monthly Programme Implementation Calendar**

Districts	Taluk	H & F W	P & S E	P W	R D P R	S W	√
Davanagere		-	-	√	-	√	2 (0.4)
	Harapanahalli	-	-	√	-	√	2 (0.4)
	Jagalur	-	-	√	-	√	2 (0.4)
Dharwad		-	√	-	-	√	2 (0.4)
	Navalgund	-	-	NA	NA	-	0 (0.0)
	Kundagol	NA	-	NA	√	-	1 (0.2)
Gulbarga		√	-	√	-	√	3 (0.6)
	Chincholi	NA	NA	NA	NA	NA	0 (0.0)
	Afzalpura	NA	NA	NA	NA	NA	0 (0.0)
Udupi		√	√	√	NA	-	3 (0.6)
	Udupi	√	√	√	NA	-	3 (0.6)
	Kundapura	√	√	-	NA	-	2 (0.4)
√	District	2/4 (0/5)	2/4 (0.5)	3/4 (0.7)	0/4 (0.0)	3/4 (0.7)	10/20 (0.5)
	Taluk	2/8 (0.2)	2/8 (0.2)	3/8 (0.4)	1/8 (0.1)	2/8 (0.2)	10/40 (0.2)
	Total	4/12 (0.3)	4/12 (0.3)	6/12 (0.5)	1/12 (0.01)	5/12 (0.4)	20/60 (0.3)

NA - Not Available

- 3.14 Although MPIC format is fairly simple and straight forward, it has been subject to different interpretations. The format as prepared by different offices is not uniform either across the departments or even within the department across districts. While it is correctly understood by Dy Director Public Instruction of one district, there is complete absence of such understanding by an officer at the same level of another district. Similarly, within the same district officers of one department shows remarkable grasp of MPIC format and its objectives while officers of some other departments are completely blank about the subject.

**d. Involvement of supervisory officers in the use of MPIC**

- 3.15 MPIC is a monitoring mechanism devised to aid senior officers in implementing programmes effectively and on time. It is not a datasheet to be filled up by a lower level official to be forwarded to higher authorities. Successful use of MPIC assumes that the officers in charge of programme implementation take initiative in identifying the key activities and take stock of progress month after month.
- 3.16 During the field study, an attempt was made to see the extent of involvement of senior officers in preparation of MPIC. It was seen that this exercise has been by and large relegated to clerical level. In as many as 19 out of 29 cases (66 percent), it was observed that the MPIC was being handled by First Division Assistant or the Second Division Assistant. Only in Public Works Department is the MPIC being prepared by the Assistant / Junior Engineers or the Accounts Officer / Section Officer.

**Table: 3.5**  
**Particulars of persons preparing MPIC**

MPIC Prepared by	District	Taluk	Total
<b>JE/AE</b>	<b>1</b>	<b>2</b>	<b>3</b>
<b>Manager</b>	<b>1</b>	<b>-</b>	<b>1</b>
<b>AO</b>	<b>1</b>	<b>-</b>	<b>1</b>
<b>SO</b>	<b>-</b>	<b>2</b>	<b>2</b>
<b>AS</b>	<b>-</b>	<b>1</b>	<b>1</b>
<b>OS</b>	<b>1</b>	<b>1</b>	<b>2</b>
<b>FDA</b>	<b>3</b>	<b>10</b>	<b>13</b>
<b>SDA</b>	<b>5</b>	<b>1</b>	<b>6</b>
	<b>12</b>	<b>16</b>	<b>29</b>

- 3.17 Although in some departments (e.g. Social Welfare department) the MPIC is being prepared by the FDA or SDA, the district level officers are quite cued into the MPIC process and appreciate its utility in effective implementation of the programmes. The same cannot be said to be true of other departments, where the supervisory officers generally lacked an understanding of the purpose of MPIC. They simply signed the MPIC prepared by lower level officials and forwarded it to the next higher level.

**e. Preparation of first MPIC of the year**

- 3.18 Preparation of MPIC for the first time in the year is the most critical activity as the MPIC of April month captures the essential particulars of the MPIC and thereafter what is required is to only record the progress. Therefore, it is of utmost importance that the first MPIC of the year is prepared with due diligence and application of mind - preferably by the implementing officer him(her)self. If it is done in consultation with next lower and higher levels, so much the better. For instance, the Taluk level MPIC should be prepared in consultation with District level

officer, who is finally responsible for successful implementation of the programme in the entire district. Also the district level officer can ensure uniformity in sequencing activities across talukas.

**Table 3.6**  
**Manner of preparation of First MPIC of the year**

	<b>H &amp; F W</b>	<b>P &amp; S E</b>	<b>P W</b>	<b>R D P R</b>	<b>S W</b>	<b>Total</b>
In consultation with District Level Office	1	1				2
In consultation with Planning unit of Z.P.	1	1		3	1	6
Prepared independently according to the format,	1					1
Prepared at Taluk level (and approved by Taluk Panchayat)	2	1	2			5
By the State level		1				1
By consolidation from Taluk BEOs during April monthly meeting at district level		1	4		4	9
Prepared by District level Officer		1				1
Work-wise MPIC is prepared by the concerned section officers in consultation with AEE and EE			1			1

3.19 It was observed during the field study that the general practice has been to prepare the MPIC in consultation with district level. The point to note is, however, there is no uniformity in practice within the same department across districts except in case of Public Works department, where the MPIC is prepared at the district level in consultation with taluk level officers.

**f. Prevalence of alternate monitoring systems including MMR**

3.20 MPIC has been introduced with effect from December 2008. MPIC subsumed the earlier MMR format and in that sense it had replaced it. However, the practice of preparing MMR has not been given up as seen during the field study. As many as 31 out of 60 offices confirmed preparing MMR simultaneously with MPIC. Only 6 offices did not prepare MMR while there was no information in respect of remaining remaining 23 offices.

**Table 3.7  
Offices still preparing MMR**

Districts	Taluk	H & F W	P & S E	P W	R D P R	S W	
Davanagere		√	√	X	√	√	4
	Harapanahalli	√	√	NA	√	NA	3
	Jagalur	√	√	NA	√	NA	3
Dharwad		NA	√	√	NA	NA	2
	Navalgund	NA	NA	NA	X	X	-
	Kundagol	X	√	X	√	X	2
Gulbarga		NA	NA	NA	NA	NA	-
	Chincholi	√	√	√	√	√	5
	Afzalpura	√	√	√	√	√	5
Udupi		√	√	√	NA	√	4
	Udupi	NA	NA	√	NA	√	2
	Kundapura	NA	NA	NA	√	NA	1
		6	8	5	7	5	31

- 3.21 It was seen that neither the practice of preparing MMR nor basing the monthly review based on MMR type data has been given up entirely. In many cases, MPIC is filled up partially by providing only financial data as in MMR, thus effectively converting MPIC into MMR for all practical purposes. In many offices, the monthly review is still called MMR review. It seems that legacy system of MMR continues to operate in many offices. A discussion as to why this is happening with officers at different levels revealed that MMR offered two clear advantages - firstly, it dealt with a simple metric - that of progress of expenditure. The underlying assumption being if there is adequate progress in incurring expenditure, all is well with the implementation. In effect it was a proxy for physical progress. If the expenditure did not keep pace, the supervisory officer could go into contributory factors. It automatically provided an exception report for supervisory officer to lock on to those offices which were lagging behind. Secondly, expenditure (financial figures) was easy to aggregate for the district and for the state, where as aggregating activities and coming up with a figure of completion is a difficult task. This is discussed further under a separate heading below.
- 3.22 In addition to MMR being used for monitoring, it is seen that there are customised management information systems catering to different programmes. For instance, all central sector schemes viz. NREGA, NHRM, SSA, rural water supply schemes, etc. have their own elaborate MIS that MPIC is not even attempted in their cases. Similarly, Special Development Programme (SDP) also has its own integrated MIS; the PR Engineering Department also has software (Worksoft and Panchmitra) to track work related activities and expenditure. Senior officers find these customised MIS more useful as they provide user defined reports on critical parameters for that programme which a general monitoring format such as MPIC is not be able to provide. Moreover, it is likely that it may not be possible to break down complex programmes with

multiple stakeholders into a few monthly activities as in the case of MPIC. This may actually underline need for having department / programme specific monitoring systems.

- 3.23 Project / programme monitoring tends to be highly individualistic where different individuals may chose different ways of monitoring the progress. It was seen that monitoring of health programmes by the DC and CEO follows a different pattern, which takes certain events / incidents as starting point for monitoring. To illustrate, incidents of maternal and infant deaths become the starting point of their review, which works backwards to see where things went wrong. Similarly, KDP review conducted by CEO in the presence of ZP President / Chairman also adopts different standards for monitoring.

### **g. Consolidation of data at various levels an unmet challenge**

- 3.24 One of the major challenges of a monitoring system is its ability to aggregate data and report by exception for it to be manageable and useful. Aggregation or consolidation of MPICs is a major problem faced by senior level officers. Consolidation is also hampered by non standardization and non uniformity of activities listed (if they are) in the MPICs. To illustrate, a district level office would be able to consolidate MPICs of its constituent units i.e. taluk level offices provided all of them have activities which are not only similar but also similarly sequenced. At the state level it gets more complicated as consolidation at this level needs aggregating for 30 districts. It was seen that each district office has a bound booklet of MPICs for the month with no abstract; whereas MMR came with a one page abstract which was easy for reviewing officers to go through. Similarly, if CEO, ZP were to review all the schemes of all the 29 departments under his / her charge, it would be just impossible to go through scores of MPIC forms and find where things are delayed, unless there is an abstract that provides a summary for all schemes of all departments.
- 3.25 Even in Public Works Department, where MPIC is more effectively implemented, there are issues of consolidation. Even at Taluk level i.e. the lowest level of implementation, programme under one head of account would actually involve scores of works at different locations. The implementing officers have to per force monitor the works using other means like progress report. At higher levels, it becomes a non-starter as evident from the Note recorded by one Chief Engineer in the MPIC - *'Since the figures of programme and progress is with respect to number of works sanctioned and implemented during the year under this head of account located at different places and spread all over the state, individual scheme-wise details cannot be furnished.'*
- 3.26 There is also a conceptual issue involved when preparing MPIC at Chief Controlling Officer (Commissioner / Director) level. It is seen that some of them have prepared MPIC of their offices which capture activities of that office, such as - issue of scheme continuation order, release of quarterly instalment and so on. They have not consolidated the MPIC of subordinate offices at the District level.
- 3.27 Thus, as the level or coverage increases, MPIC as a format becomes more difficult to use. This is not to say that it is not possible to make MPIC more user-friendly. There are two imperatives for this to happen. One, there has to be far greater involvement of senior officers in determining what is monitored through the MPIC at the beginning of the year. Secretary of the

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department should specify for each scheme what critical activities he would expect to be completed when. The listing of activities has to either flow from top down or, if determined at the cutting edge level, get filtered as they get aggregated. The problem with listing activities seems to be that it involves judgment and in some ways also tends to be subjective in terms of importance attached to different activities.

- 3.28 Two, application of MPIC has to be prioritized to schemes that are a) critical from the point of view of expenditure effectiveness and b) amenable for monitoring based on activities. As for the former, threshold limits for MPIC may be revised to begin with for only schemes above a substantial amount. In those departments where Results Framework Document is adopted, MPIC may be prescribed for schemes / programmes identified in RFD. On the other hand, MPIC may be limited to expenditure on infrastructural and development schemes of certain magnitude.

### h. Quarterly Releases and Expenditure

- 3.29 Excepting a few officers, notably from Public Works and Social Welfare department, who found MPIC to be useful, the general impression the study team got was that MPIC formats were being filled up more as ritual and routine. A majority of officers do not see much benefit resulting from the elaborate exercise of preparing MPIC month after month. It is observed that releases are independent of the progress of activities mentioned in MPIC; and also if non-release of funds is pointed out in the Notes & Issues column, it is generally not taken note of at the higher levels. Release of funds generally does not match the requirement as per activities planned in MPIC. As a result, the implementing officers do not see much use of MPIC.
- 3.30 One of the key expectations from MPIC was that it would result in a more even spread of expenditure across the quarters and avoid rush of expenditure in the last quarter / month of March.

**Table 3.8**

Quarter-wise expenditure (2009-10) Rs in Crore

Demand No	Demand Description	Q1	Q2	Q3	Q4	Total	March
07	RDPR	453	616	689	1,395	3,153	1107.58
10	Social Welfare	412	278	515	734	1,939	416.33
17	Primary & Secondary Education	1,825	1,769	1,912	1,866	7,371	389.60
20	Public Works	366	597	707	1,892	3,563	1252.73
22	Health and Family Welfare	432	437	544	743	2,155	358.95
<b>Total Amount :</b>		3,488	3,696	4,367	6,630	18,181	3525.19
% age							
RDPR		0.14	0.20	0.22	0.44		0.35
Social welfare		0.21	0.14	0.27	0.38		0.21
Primary & Secondary Education		0.25	0.24	0.26	0.25		0.05
Public Works		0.10	0.17	0.20	0.53		0.35
Health and Family Welfare		0.20	0.20	0.25	0.34		0.17
		0.19	0.20	0.24	0.36		0.19

Source: Khazane / Network Maintenance Center

3.31 As can be seen from table 3.8 above, excepting Primary and Secondary Education, in other 4 departments expenditure in the last quarter was one-third to one-half of the total expenditure. It was as high as 53% in Public Works Department. Expenditure in the month of March also was very high in RDPR, Social Welfare and Public Works departments.

**i. Delay in administrative approvals**

3.32 Many of the field officers (all PWD offices and ZP offices) have pointed out another weak link in the scheme, that is, delayed approval of Appendix E in case of PWD and Annual Plan in case of district schemes. Approved Appendix E is received as late as January which makes it impossible for those works to be taken up during the current financial year. There is an inevitable spill over. The PWD is carrying out works of previous year with funds voted for current year - year after year. Delays in releases and LOC bring about a backlog in payments. Similarly, delay in approval of annual plan frustrates any attempt to prepare MPIC as the offices are stuck in the first activity itself. These issues need special study for their satisfactory resolution.

**j. Too many schemes of low value clogging the system**

3.33 During the field visit, the study team collected MPIC prepared by the district offices of the five departments in the four districts they had visited. An analysis of the MPICs shows that of the 329 MPICs analysed, 111 (33 percent) had an allocation of Rs. 10 lakh or less and 42 (13 percent) related to salary component.

**Table 3.9**

lakh	All	< = Rs 10
Plan Salary	41	10
Non Plan Salary	1	0
	42	10
Plan Non Salary	269	85
Non Plan non Salary	18	6
	287	91
	329	101

3.34 Thus, roughly 43 percent of schemes for which MPIC is prepared either have low allocation or relate to salary component. The value gets further reduced at the taluk level - that is, at taluk level the amounts involved could be about one-fourth to one-sixth of the value at district level, say Rs 1.5 lakh to Rs 2.5 lakh. Many departmental officers have mentioned the pointlessness paper work involved in these cases and suggested that there be a higher threshold limit for preparing MPIC.

**k. Availability of MPIC in digitized form**

3.35 Usefulness of a MIS depends upon its availability in digitized form as it facilitates easy manipulation of data for different kinds of analysis required by officers at different levels. It is seen that the MPIC is available in digital form only in 5 out of 20 district offices. Even in these offices, they are available in spreadsheet application and not a database application, which severely limits the scope for further aggregation and analysis.

**Table 3.10**

**Availability of MPIC in digitized form**

<b>Districts</b>	<b>H &amp;F W</b>	<b>P &amp; S E</b>	<b>P W</b>	<b>R D P R</b>	<b>S W</b>
Davanagere	No	NA	Yes	NA	Yes
Dharwad	No	No	No	No	No
Gulbarga	NA	NA	NA	NA	NA
Udupi	Yes	Yes	Yes	NA	Yes

**I. Hosting of MPIC on Website**

- 3.36 In order to enhance accountability and transparency, it was decided that the departments host their MPIC on their websites. Only five out of twenty district offices have hosted their MPIC on websites; of these five, three belong to PWD.

**Table 3.11**

**Hosting MPIC on Departmental Website**

<b>Districts</b>	<b>H &amp;F W</b>	<b>P &amp; S E</b>	<b>P W</b>	<b>R D P R</b>	<b>S W</b>
Davanagere	-	-	Yes	-	-
Dharwad	-	-	Yes	-	Yes
Gulbarga	-	-	-	-	-
Udupi	-	Yes	Yes	-	-

### 4. Conclusions and Recommendations

4.1 The following conclusions are drawn from the findings discussed in the earlier section:

- a. Despite the efforts made by the Finance Department with the assistance from FPI, compliance with MPIC format is far from satisfactory. A majority of MPICs continue to be incomplete or incorrect which effectively defeats the purpose of MPIC. Omission to include outcome on the top or telephone number of the implementing officer at the bottom can be condoned; the problem with most MPICs is, however, that they leave out vital information which differentiates MPIC from MMR, that is, schedule of activities, progress achieved in completing the activities, notes and issues, etc. Even where these are filled out, they are inappropriate as more often they do not list activities related to implementation of the programme in chronological sequence but merely mention actions required of the office. With a few exceptions, MPIC form is being used for recording progress of expenditure as the earlier MMR.
- b. Although MPIC replaced MMR with effect from 1 December 2008, only 60 percent of offices that were visited in connection with this assessment are preparing MPIC. Preparation of MPIC at taluk level is much poorer compared to the district level. It was somewhat better in Public Works and Social Welfare departments as compared to Education, Health and RDPR departments. Even the sixty percent prevalence of MPIC should be discounted by the fact that in many cases the format is not completed as required.
- c. The reason for poor implementation of MPIC is that very few field officers have an understanding of MPIC and its objectives - this is, as earlier mentioned, despite the efforts made by FD in capacity building. There was little appreciation of why activities are listed or how they must be listed. *Field officers in one district (Gulbarga) also pointed to serious lack of competent human resources at district and taluk levels. It appears that most of the support staff lacks basic skills as they mostly have got appointed on compassionate grounds or have been promoted from Class IV cadre. With direct recruitment having officially stopped the only intake at the lower levels is through either of the above channels.*
- d. MPIC as a monitoring system needs to be driven by the programme implementing officers. However, supervisory officers are generally not involved in the preparation of MPIC. They are prepared in most cases by First Division Assistance or Second Division Assistant excepting in case of Public Works department where the JE, AE or EE (as the case may be) prepare it.
- e. Persistence of MMR as a monitoring system has weakened the case for MPIC. Many offices use MMR for all practical purposes and prepare MPIC as a routine to be complied with. Existence of other monitoring MIS (for central schemes, SDP, KDP, etc.) would lead to more and more customized MIS being used in place of MPIC.
- f. Consolidation of MPIC for review at higher level poses serious problems as aggregating activities across taluks or districts is not an easy task. Besides, reviewing programmes based on progress of activities is difficult when a number of schemes have to be reviewed. For instance, the CEO may well have a few hundred schemes spread over 29 departments under

his charge; he would need an abstract based on which (s)he can review the progress. This is the reason why reviewing progress of expenditure becomes convenient as it is easy to aggregate and analyze. MPIC is a good monitoring tool at the level of implementing officer or even at the level of supervisory officer. For any review above this level, MPIC needs to be IT enabled to provide suitable degree of convenience.

- g. The expectation that MPIC would result in even spread of expenditure has also not been realized. Relatively higher expenditure in the last quarter and the month of March persist.
- h. An analysis of the MPICs shows that of the 329 MPICs analysed, 33 percent had an allocation of Rs. 10 lakh or less and 13 percent related to salary component. Thus, roughly 43 percent of schemes for which MPIC is prepared either have low allocation or relate to salary component.
- i. MPIC is available in digital form only in 5 out of 20 district offices. Even in these offices, they are available in spreadsheet application and not a database application, which severely limits the scope for further aggregation and analysis.
- j. Only five out of twenty district offices have hosted their MPIC on websites; of these five, three belong to PWD.

4.2 Based on the above findings, some tentative recommendations are attempted below.

- a. The study identifies involvement of senior officers and IT enablement as the two most critical factors for successful use of MPIC. It has to be necessarily driven from the top as it is intended for heads of departments and (Principal) Secretaries for monitoring implementation of schemes and programmes undertaken by their departments. For each scheme for which MPIC is to be prepared, the Head of the Department should identify the critical (mile stone) activities at the implementation level and subsequent higher levels. Not only should the Heads of Department identify important activities for implementing the programme but also lay down their sequence. This way, for any scheme, activities to be undertaken by different taluk offices would be largely uniform across the state. Without standardization of activities and their uniform sequencing, it would be impossible to abstract the progress at the state level.
- b. A web based IT solution would facilitate taluk and district offices to enter progress in MPIC format. The heads of department and Secretaries would then be able to view the progress in implementation of scheme at the state level and drill down to districts and to taluks by exception i.e. where performance is below par.
- c. Release of funds should be based on progress and sequence of activities as reported in MPIC. In quite a few cases dividing annual allocation by four (quarters) may not be appropriate as the expenditure may have to take place in one spell (e.g. distribution of seeds or text books). The line department and finance department should take due note of funds constraint highlighted in 'notes & issues' column of MPIC and take appropriate action. This would play a major role in incentivizing the use of MPIC.
- d. Capacity building of officers and institutionalising MPIC at all levels.

### 5. Way Forward

- 5.1 A meeting chaired by the Chief Secretary and attended by Principal Secretaries/Secretaries of select Departments was held on 24-06-2011 to discuss the findings contained in Section 3 of this Report. The gist of discussions is given below:
- a. Redistribution of the allocation of State Sector funds to various programmes/schemes and taluks by the District level offices is an important first step for preparation of MPIC.
  - b. There is a need to re-visit and fine tune MPIC format for making it practical and easy. It should be seen as an MMR plus initiative.
  - c. Aggregation of activities at various levels is neither possible nor required as activities would be different at different levels.
  - d. There is an urgent need to first rationalize the schemes by merging and grouping the schemes thus reducing the number of MPIC reports to be prepared.
  - e. There is a need for intensive capacity building of officers and Training for Trainers (ToT) model may be adopted for training the officers.
- 5.3 Chief Secretary summed up the discussion by reiterating the importance of preparing and using MPIC. Also, he suggested the following course of action:
- a. Principal Secretary, Planning Department, Secretary (B&R), Finance Department and Director, FPI to fine tune MPIC format in the light of issues raised in the report and discussions in the above referred meeting.
  - b. Thereafter, a meeting of all Principal Secretaries/Secretaries to be called for taking MPIC forward.
  - c. Once the revised MPIC is decided and accepted, FPI / ATI to carry out intensive capacity building on revised MPIC.
-

### Acknowledgments

The Study has been carried out by Sri A Srinivas Kumar, Advisor and Smt. Nelleri Umeshwari, Special Officer under the overall guidance of Sri P R Devi Prasad, Director, Fiscal Policy Institute.

We are grateful to Shri. Sanjiv Kumar IAS, Principal Secretary (Planning), Shri. Anil Kumar Jha, IAS, Secretary (Expenditure) and Shri. Ajay Seth, Secretary (Budget & Resources) for providing inputs for finalizing the Terms of Reference for the assessment. We are thankful to Shri. P.Ravikumar IAS, Principal Secretary Rural Development and Panchayat Raj Department and Shri. E.Venkataiah IAS, Principal Secretary Social Welfare Department for sharing with us their insights on project monitoring in their departments. The discussion that we had with them had helped us immensely in our field study.

We wish to acknowledge our grateful thanks to Sri P R Devi Prasad, Director, Fiscal Policy Institute for his constant guidance and support.

It was decided to use the services of the district level officers who had undergone orientation programme on MPIC at FPI for data collection. Our grateful thanks are due to Deputy Commissioners and Chief Executive Officers of Davanagere, Dharwad, Gulbarga and Udupi districts for readily agreeing to nominate officers and sparing their services for the assessment. We are also greatly indebted to them for facilitating our interaction with district level officers and sparing their valuable time to discuss the issues relating to programme monitoring system as a whole and to MPIC in particular.

Following officers from the selected district were associated with the assessment.

*Davangere* : Shri. Vishwanath P Muddajji, Project Appraisal and Evaluation Officer, Z.P. and Shri. H. Krishna, District Women and Child Development Officer

*Dharwad*: Shri. R.D. Joshi, Project Appraisal and Evaluation Officer, Z.P. and Shri. I.H. Tumminakatti, Assistant Statistical Officer

*Gulbarga*: Dr. Sharanappa Nilangi, Deputy Director, Animal Husbandry and Veterinary Services and Smt. Ratna B Kalamdani, District Women and Child Development Officer

*Udupi*: Shri. Ashoka V.S, District Watershed Development Officer and Smt. Urmila B, Project Co-ordinator, Integrated Tribal Development Project

The above named officers collected data at both taluk and district level using the instruments. They also extended support during our field visits to the districts. This study would not have been possible without their hard work and cooperation. We would like to express our heartfelt thanks to them.

The officers at the taluk and district level extended their cooperation by making available the required documents and discussing frankly the issues involved in the implementation of MPIC despite their busy schedule. We owe our deepest gratitude and special thanks to all the officers of five departments at the taluk and district level for their whole hearted participation in this exercise.

The study team would like to gratefully acknowledge the support received from Smt Sangeeta Bhat, Personal Assistant in managing the documentation, correspondence, appointments, travel arrangements, etc.

## A quick assessment of MPIC

Annexure A

### MMR Revised Format

Department

Month/Year

Sector/State Sector

District / Taluk

Page No

MMR Year		S/D* 01		S/D 02		Total Schemes in the Dept.
Name of the Scheme & Head of Account						
Financial Total Outlay			Rs in lakhs		Rs in lakhs	Rs in lakhs
Of which Central Share			Rs in lakhs		Rs in lakhs	Rs in lakhs
Physical a.						
b.						
		Financial %	Physical a. %	Financial %	Physical a %	
			Physical b. %		Physical b. %	
Cumulative	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
April	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
May	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
June	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
July	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
Aug	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	
March	Progr. exp		a.		a.	
	Releases		b.		b.	
	Expenditure		a.		a.	
			b.		b.	

\*S - State Sector and D - District Sector

**PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA**

GOVERNMENT ORDER No. FD 1 TFP 08 Bangalore, dated 01 December 2008

Sub: Monthly Programme Implementation Calendar (MPIC).

In the Medium Term Fiscal Plans of 2007-08 and 2008-09 presented to the Karnataka Legislature, Government had emphasized the need for improving expenditure management, with particular reference to avoiding a major portion of the plan and non-plan expenditure being incurred towards the end of the financial year. In the Government Order No. FD 1 TFP 2008 dated 16.5.2008 delegation of financial powers was approved to enable various Departments to release funds to implementing officers during the first two quarters of the financial year presuming the prior concurrence of the Finance Department. In order to improve the implementation of all the schemes and programmes of Government, it is felt necessary that every Department must prepare a Monthly Programme Implementation Calendar (MPIC) for each plan and non-plan scheme setting out details of steps to be taken at the State, District and Taluk Levels for effective implementation of plan and non-plan schemes from the very beginning of the financial year.

In order to facilitate the adoption of MPIC by all Departments, the Finance Department has evolved detailed formats and guidelines in consultation with the Planning, Agriculture and Rural Development & Panchayath Raj Departments. These formats and guidelines have also been discussed with Principal Secretaries, Secretaries and Heads of Departments of all Departments in the workshop held on 31.10.2008. In view of the above, the Monthly Programme Implementation Calendar is to be prepared by all Departments in respect of all plan and non-plan schemes immediately to ensure effective implementation of Government's programmes. The MPIC shall be used for review of progress of each plan and non-plan schemes in the Monthly Multilevel Review (MMR) meetings with immediate effect beginning with the review of progress upto November 2008 in the month of December 2008.

The electronic version of these guidelines is also being posted on the website of the Department of Finance <http://www.kar.nic.in/finance>. All the Departments shall use this format. This helps in aggregating all the schemes /sub-schemes of each Department for generating a top sheet summary for each Department at the State and District levels. The Departments may post MPIC as prepared at the beginning of the year, updated every month with information on progress achieved on their website for public viewing.

Based on the experience of using the MPIC formats in the next few months, MPIC guidelines will be reviewed in April 2009, if necessary. Any suggestions and problems in adopting the MPIC format may be e-mailed to the Finance Department [dir-fpi@karnataka.gov.in](mailto:dir-fpi@karnataka.gov.in) or sent to the Special Officer (MPIC), Fiscal Policy Analysis Cell, Finance Department, MSIL House, 8th Floor, 36, Cunningham Road, Bangalore-560 052. Such references, if received directly by FPAC will be processed for a solution in consultation with concerned HODs / Directorate.

All the Principal Secretaries and Secretaries to Government shall ensure that the MPIC formats are prepared for all plan and non-plan schemes at the State, District, and Taluk Levels in accordance with the guidelines at Annexure-I to this order to ensure orderly implementation of

## A quick assessment of MPIC

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the Government programmes. They shall report completion of the above task to the Additional Chief Secretary and Development Commissioner along with a complete set of MPIC formats prepared by 15.12.2008 without fail.

By order and in the name of the  
Governor of Karnataka



(Sudhakar Rao)  
Chief Secretary to Government

The Compiler, Karnataka Gazette for publication in the next issue of the gazette and to supply 500 copies to Finance Department.

To

1. The Additional Chief Secretaries to the Government;
2. The ACS and Development Commissioner to the Government;
3. The Principal Secretaries / Secretaries to the Government;
4. The Heads of the Departments;
5. The Deputy Commissioners of the Districts;
6. The Principal Accountant General (Civil & Commercial Audit), Karnataka, Bangalore;
7. The Accountant General (Revenue Receipts & Public Works & Forest Audit), Karnataka, Bangalore;
8. The Accountant General (Accounts & Entitlement), Karnataka, Bangalore;
9. The Registrar, High Court of Karnataka, Bangalore;
10. The Registrar, Karnataka Lokayukta, Bangalore;
11. The Secretary, Karnataka Public Service Commission, Bangalore;
12. The Secretary, Karnataka Legislative Assembly / Legislative Council, Bangalore;
13. The Treasury Officer, State Huzur Treasury / District Treasuries;
14. The Internal Financial Advisors;
15. Weekly Gazette / Section Guard File;

**Annexure-I to GO No. FD 1 TFP 08 Bangalore, dated 01 December 2008**

**MONTHLY PROGRAMME IMPLEMENTATION CALENDAR (MPIC)**

**Guidelines for preparation**

The Monthly Programme Implementation Calendar is a system intended to facilitate effective and timely implementation of Government's programmes. MPIC involves detailed planning of important activities which form part of the process of implementation of a programme / scheme and arranging them in appropriate sequence according to a monthwise schedule. The monthwise schedule of activities for the implementation of a programme will help the implementing officers at the state, district, taluk and other levels to take up the programmed activities in a timebound manner according to a planned schedule for optimum results. This will avoid programmes being implemented without adequate preparation, or being unduly delayed. This will also avoid rush of expenditure by government departments towards the end of the financial year.

**2.** MPIC may be considered as an extension of the Monthly Multilevel Review (MMR) system, which is in operation in the State since the early 1980's. Apart from indicating the physical and financial targets to be achieved under a programme during different months/parts of a financial year, MPIC will also depict the typical activities to be taken up for implementing the programme every month. Thus, even if no physical or financial targets / milestones are expected to be achieved in a given month, the preparatory activities for achieving the programmed targets during subsequent months are shown in the calendar. The completion or non completion of the activities programmed for every month is reported to enable implementing officers and reviewing authorities to take corrective action on a timely basis so that the targets are achieved within the time allowed for implementing the programme. The use of MPIC reports in the monthly meetings (MMR meetings) in place of the earlier MMR formats is therefore expected to substantially improve the quality of implementation of various government programmes.

**3.** The MPIC report is to be prepared for every plan scheme including the schemes relating to salaries and other establishment expenditure, and every non-plan scheme excluding the schemes / provisions meant for salaries and office expenses. Thus, plan schemes like Direction and Administration, even though relating to creation of posts and payment of salaries, are included in the MPIC while such items of non-plan expenditure are excluded. Thus, non-plan schemes / programmes like maintenance of buildings, disbursement of scholarships, purchase of medicines, etc., are all included in the MPIC reviews.

**4.** The MPIC reports are to be submitted strictly complying with the MPIC format as shown in Annexure-II. At the top of the MPIC format information is furnished in respect of the budget available for a programme /scheme including details of the head of account. Information is also to be furnished on the release of funds up to the end of the month under review, along with any funds carried over as opening balance from the previous financial year/s. The physical targets to be achieved during the financial year corresponding to the budget allocated (and opening balance, if any) are indicated along with the expected outcome of the programme. While the physical targets relate to the achievements in specific units during the year, the expected outcomes indicate the overall impact of implementing the programme over its intended duration. For example, the physical target for providing scholarships to school children may include the number of children to be assisted during a year while the outcome of the scheme may be improving the rate of literacy in the State/District to a certain desired percentage. The information relating to the budget allocation, funds released, physical targets, and the intended outcome of a scheme are intended to summarise the long term and short term objectives of the scheme as also the funds available for its implementation.

## **A quick assessment of MPIC**

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**5.** The major portion of the MPIC format includes the monthly rows to indicate the programmed targets for expenditure and physical progress as also the actual expenditure and progress achieved, as was being depicted in the MMR formats. Against each month the key activities to be taken up during the month (or two months) are listed in the order in which these activities are performed for effective implementation of the scheme. The completion or non completion of the activities is indicated in the last column.

**6.** At the bottom of the MPIC format the cumulative programme for expenditure and physical progress as well as the actual achievements are indicated for the month under review as was being done in the MMR format. In addition space is provided for Notes / Issues which is intended to enable the reporting officers to highlight any outstanding factor in implementing the programme as also any problem or issue to be addressed / decision required to facilitate implementation. For example, this space may be utilised for highlighting any progress achieved ahead of schedule, or any strategy adopted to improve the quality or speed of implementation. This space can also be used to indicate the need for release of funds or sanction of some proposal to facilitate the implementation of the programme. Such information will enable the Heads of Departments and other reviewing authorities to initiate action to clear bottlenecks and support more effective implementation of programmes.

**7.** In typical development departments like Agriculture, Horticulture, Education, Public Works, etc., the responsibility for implementation of programmes goes down to the officers at the Taluk / Sub-division level. The responsibility for reviewing the programmes rests with authorities at the District / Division, State Headquarters / Directorate, and the Secretariat / Ministry levels. Therefore, MPIC formats for most departments are to be prepared separately at the State level by the Head of the Department, at the District / Division level by the District / Division Heads, and at the Taluk / Sub-division level by the concerned implementing officers. In respect of Departments which do not have district / taluk level establishments the Principal Secretaries / Secretaries to Government may specify the authorities including Boards and Corporations which will report progress for MPIC reviews.

**8.** The MPIC format for each plan / non-plan scheme is to be prepared at the beginning of the financial year as soon as the budgetary provisions and targets are available to the Head of the Department. These provisions and targets are then allocated to different districts, divisions, taluks and sub-divisions to enable the preparation of MPIC formats at those levels. The schedule of activities will differ from State to the District level and District to the Taluk level as tasks to be performed by different levels will vary. The activities may also differ from district to district depending upon various factors including agroclimatic conditions etc., It is necessary that at each level the concerned authority carefully lists out the important activities forming part of the implementation programme and arranges them according to the most appropriate month or quarter for performing each of the activities. It is advisable that the schedule of activities is worked out by each Head of the Department / District Officer after discussion with officers below him who are responsible for the implementation of the scheme. A few model MPIC formats prepared as above are enclosed for reference.

**9.** The progress achieved in the implementation of schemes is to be reported in the MPIC formats by Taluk, District and State authorities in the same manner as in the case of MMR reports. At each level, the progress reported by the lower levels is to be consolidated for review and for reporting to the next higher level. The review of MPIC reports will take place in the Monthly Multilevel Review (MMR) meetings as per the current practice.

**10.** For the year 2008-09 MPIC formats will be prepared immediately for being reviewed from December 2008 onwards. These MPIC reports will incorporate the cumulative progress reported so far in the MMR formats along with the progress of activities already performed in implementing each scheme.

## A quick assessment of MPIC

Annexure C

### MPIC FORMAT

#### Monthly Programme Implementation Calendar

Department of.....

(State)

Monthly Programme Implementation Calendar -MPIC (2009-10)

Month

Scheme								
Head of Account						Outcome		
Annual Allocation		Rs. In Lakh						
Funds(OB+Release)		Rs. In Lakh				1		
Physical Target(s)		1				3		
		2						
Month	Fin	Phy	Activity Scheduled			Done (Y) / Not Yet (N)	If, partially done, Qty in No. / %	
Apr 2009	Prog		1	-----				
	Ach		2	-----				
May 2009	Prog		3	-----				
	Ach		4	-----				
Jun 2009	Prog		5	-----				
	Ach		6	-----				
Jul 2009	Prog		7	-----				
	Ach		8	-----				
Aug 2009	Prog		9	-----				
	Ach		10	-----				
Sep 2009	Prog		11	-----				
	Ach		12	-----				
Oct 2009	Prog		13	-----				
	Ach		14	-----				
Nov 2009	Prog		15	-----				
	Ach		16	-----				
Dec 2009	Prog		17	-----				
	Ach		18	-----				
Jan 2010	Prog		19	-----				
	Ach		20	-----				
Feb 2010	Prog		21	-----				
	Ach		22	-----				
Mar 2010	Prog		23	-----				
	Ach		24	-----				
Cumulative	Prog		Notes and Issues					
	Ach							
	%							

Telephone No.

Signature of Implementing Officer

**Frequently Asked Questions on MPIC**

<b>Sl. No</b>	<b>FAQ</b>	<b>Answer</b>	<b>w.r.t</b>
1	Why should the MMR format used for 30 years be changed now?	<p>MMR had the objective of even spread of expenditure and monitoring the progress every month so that set targets are achieved. Over a period, the utility of MMR waned / reduced as,</p> <ul style="list-style-type: none"> <li>- Reasons for not achieving set target got enlarged.</li> <li>- There was no scope to record the reasons and assess the performance concurrently every month.</li> <li>- Inconsistency in reasoning and providing logical relief crept in.</li> </ul> <p>Hence MMR needed to be resurrected to its originally set objectives while also capturing qualitative aspects in implementation process for the physical accomplishments, to match the spending programme set at the beginning of the year. MPIC format addresses all these issues.</p>	Proceedings para - 1
2	Should MMR in the old format also be prepared along with MPIC?	No. MPIC subsumes MMR. Only MPIC needs to be prepared, used and submitted for review and consolidation at every appropriate level.	Proceedings para - 1
3	Whether MPIC will become redundant when releases are not effected in time?	As per GO No. FD 1 TFP 2008 dated 16-05-2008; delegation of financial power was approved to Departments for releasing funds to implementing officers during the first two quarters of the financial year presuming prior concurrence of the Finance Department. Quality of expenditure in Q1 and Q2 may enable the department to seek firm release / commitment for Q3 and Q4.	Proceedings para - 1

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
4	Why is the MPIC format so rigid and common to all departments?	The MPIC format was developed keeping in mind all the schemes in the various departments and discussed with Principal secretaries and Secretaries of GOK. This format needs to provide for aggregation/alignment of activities at various functional levels from the field functionary to the highest level in the Government for deriving the perfunctory / conceptual use of the information provided in the format. Hence the MPIC reports are to be submitted strictly complying with the MPIC format as shown in Annexure-II of the GO dated 1st December, 2008.	Proceedings para - 2
5	Is it feasible to provide updated MPIC reports to public?	This option has been considered and all the Departments may post MPIC with information on progress achieved on their websites for public viewing. It is a citizen friendly initiative of government and also part of progressively unfolding Public expenditure reforms by GoK.	Proceedings para - 3
6	How can Public access MPIC's GO?	The MPIC's can be accessed at <a href="http://www.kar.nic.in/finance/MPIC-GO-Eng.pdf">http://www.kar.nic.in/finance/MPIC-GO-Eng.pdf</a> .	Proceedings para - 3
7	Can the MPIC format be changed to suit the needs of a particular department?	After a review of more than 20 departments by the two ACSs and 8 departmental workshops/ appreciation sessions with FPAC/FPI, the format has been found to be suitable and possible to be used. In the 1st Dec, 2008 GO, suggestions and problems have been invited for review during April, 2009, if found necessary. So far, no such proposal has been received by FD. Hence, format is not rigid but is found to be usable by all those who have put in efforts to internalize the GO & guidelines.	Proceedings para - 4 & Guidelines para - 4

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
8	Why MPIC?	<p>1) To facilitate effective and timely implementation of programmes by line departments</p> <p>2) To pro-actively disclose to citizen about the progress of implementation/performance.</p> <p>3) In the medium term to reduce rush of expenditure in 4<sup>th</sup> quarter.</p>	Guidelines para - 1
9	What does MPIC involve?	<p>1) Detailed planning of important activities which form part of the process of implementation of a programme / scheme.</p> <p>2) Arranging them logically according to a month wise schedule at the beginning of the year.</p>	Guidelines para - 1
10	Whom does MPIC help?	<p>The implementing officers at the</p> <ul style="list-style-type: none"> <li>- State</li> <li>- District</li> <li>- Taluk and other levels</li> </ul>	Guidelines para - 1
11	Why should the MPIC be prepared at taluk, district and state level?	To have an alignment of related activities with all the levels in which the scheme is being implemented and to take up programmed activities in a time-bound manner.	Guidelines para - 1
12	Do we need to use MPIC for all non-Plan Schemes?	No. Use MPIC for non-Plan scheme that reflect the core functional character of the Department's Mandate. Also use MPIC only that non-Plan scheme that has an allocation of more than Rs. 5 crore in a year. Further, the Principal Secretary of the Line department may identify non-Plan schemes to be subjected to MPIC and disclose the same to all concerned in the department as also to FD and post on the web site.	Guidelines para - 1

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
13	How does MPIC add value to the schemes implemented by the government?	<ul style="list-style-type: none"> <li>- Avoids programmes being implemented without adequate preparation</li> <li>- Reduces delays in the implementation</li> <li>- Improves the quality of the implementation</li> <li>- Avoids rush of expenditure by Government departments towards the end of financial year.</li> </ul>	Guidelines para – 1
14	What's new in MPIC format?	<p>In addition to the previous format ,MPIC has</p> <ul style="list-style-type: none"> <li>- Activity schedule</li> <li>- Outcomes of the scheme</li> <li>- Space for Notes &amp; Issues</li> </ul>	Guidelines para - 2
15	How does indicating activity schedule help the Government?	<ul style="list-style-type: none"> <li>- Guides the implementing officer about the activities to take up even if there are no physical or financial targets.</li> <li>- Enables implementing officers and reviewing authorities to take timely corrective action so that the targets are achieved in schedule as completion or non-completion of the activities programmed for every month is reported.</li> <li>- Improve monitoring the quality of implementation/ expenditure in various government programmes.</li> </ul>	Guidelines para - 2
16	Should MPIC reports be prepared for all Plan schemes?	Yes, MPIC should be prepared for every plan scheme including the schemes relating to salaries and other establishment expenditure.	Guidelines para - 3
17	Why should we have MPIC for non-Plan schemes?	MPIC should be prepared for every non-Plan scheme excluding the schemes/provisions meant for salaries and office expenses. Thus, schemes like Direction and Administration relating to creation of posts and payment of salaries are excluded from MPIC. Schemes / programmes like maintenance of buildings, disbursement of scholarships, purchase of medicines, etc are all included in the MPIC review. Please see FAQ No 12 also.	Guidelines para - 3

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
18	What should be done when there is a carry forward amount from the previous year?	The carry forward amount from the previous year(s) should be indicated in the Funds (OB + Release) column as OB.	Guidelines para - 4
19	Where to write/disclose output of the scheme?	The space for physical targets is the space for output. Output <b>should not be</b> written in the space for Outcome.	Guidelines para - 4
20	Why to indicate budget allocation, funds released, physical targets and outcome?	This is intended to summarise the long term and short term objectives of the scheme and also the funds available for its implementation.	Guidelines para - 4
21	What should be written in column <i>Done (Y) /Not Yet (N)</i> ?	The completion or non-completion of every key activity is indicated in this column. If the activity is not completed indicate the percentage achieved against the activity and not to the physical or financial prog/ach in the beginning of the row.	Guidelines para - 5
22	What is the column meant for cumulative prog/ach/% to be used?	To indicate up to end of month figures.	Guidelines para - 6
23	What is expected in the space meant for Notes and Issues?	<p>It is intended to enable reporting officers</p> <ul style="list-style-type: none"> <li>- To highlight any outstanding factor in implementing the programme. E.g. any progress achieved ahead of schedule or any strategy adopted to improve the quality or speed of implementation.</li> <li>- To address any problem / issue.</li> <li>- To highlight any decision making process that facilitates implementation. E.g. need for release of funds or sanction of some proposal</li> </ul> <p>Such information will enable the HOD and other reviewing authorities to initiate action to clear bottlenecks and support more effective implementation of programmes.</p>	Guidelines para - 6

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
24	Who plays what role in MPIC report formulation?	In typical development departments the responsibility for implementation goes down to the officers at the Taluk / sub-division level. The responsibility for reviewing the programmes rests with authorities at the District / Division, State Headquarters / Directorate and the Secretariat / Ministry levels. Therefore, MPIC formats for most departments are to be prepared separately at the state level by the HOD, at the District / Division level by the District / Division Heads and at the Taluk / Sub-division level by the concerned implementing officers.	Guidelines para - 7
25	When should the MPIC format be prepared and used?	At the beginning of the financial year as soon as the budgetary provisions and targets are available to HOD; within the first fortnight of April; reviewed at each hierarchy, accepted by HOD, and then use every month to only update the achievement details, Notes & Issues and cumulative figures.	Guidelines para - 8
26	How to ensure alignment of MPIC activities across various levels of implementation?	It is advisable that the schedule of activities is worked out by each Head of the Department / District officer after discussing with their deputies who are responsible for the implementation of the scheme. Ideally, conducting a half-day or one day workshop at each such level would not only speed up the preparation but also the quality of activity schedule, and in turn brings a desired alignment with the next higher level of implementation activities.	Guidelines para - 8

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
27	Is there any difference in submission and consolidation between MPIC and MMR?	The progress achieved in the implementation of schemes is to be reported in the MPIC formats by taluk, district and state authorities in the same manner as in the case of MMR reports. At each level, the progress reported by the lower levels is to be consolidated for review and for reporting to the next higher level. The review of MPIC reports will take place in the Monthly Multilevel Review meetings as per the current practice.	Guidelines para - 9
28	Where to locate scheme name?	The name of the scheme in the budget document (detailed estimates of expenditure vol. I to VIII) that has provided allocation for the year.	Interaction with Line Depts.
29	Is it not enough to indicate major head of account?	The 12 digit (4+2+3+1+2=12 digits) head of account exactly as indicated in the detailed estimates of expenditure (budget volume for the concerned department) has to be indicated.	- do -
30	How to indicate OB when there is no OB in the funds column?	To indicate as 0+released amount as rupees in lakh.	- do -
31	How to indicate when the money is released at intervals during the year?	To indicate as 0+ sum of released amounts as rupees in lakh.	- do -
32	What to indicate in the space for annual allocation, when there is anticipation for additional budget allocation during the year?	The Annual allocation should indicate only the amount indicated in the detailed estimates of expenditure (budget volume for the concerned department).	Interaction with Line Depts.
33	How to indicate when there is allocation under Plan and non-Plan for the same scheme?	Prepare the MPIC report for Plan and non-Plan separately and bind them at respective places. Do not club the amount in one MPIC sheet. (MPIC is to be prepared for schemes under non-Plan also pl. see FAQ 12.	- do-

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
34	How to indicate when there is allocation under State and Central Sector for the same scheme?	If the Head of Account is different, prepare one MPIC sheet for each HOA; else, indicate the amount totally as indicated in the budget document.	- do -
35	When there is more than one physical target, where to write?	If the activity schedule is one and physical targets are many, the key physical target to be indicated;  If the activity schedules are different for each physical activity, subordinate-sheets and a top sheet concept needs to be adopted.	- do -
36	What is the difference between physical target, output and outcome?	<u>Physical Target</u> It is related to the achievements in specific units during the year (=output) <u>Outcome</u> It indicates the overall impact of implementing the programme over its intended duration.  For example, the physical target for providing scholarships to school children may include the number of children to be assisted during a year while the outcome of the scheme may be improving the rate of literacy in the State / District to a certain desired percentage.	- do -
37	How to define outcome?	Often outcome is already defined by government. It can be sourced from the following documents: 1. For State schemes – First approval / sanction order of the scheme; website. 2. For Central schemes – GO sanctioning the scheme; department website. 3. For External Aided Projects – Project document. 4. If not, consult your Superiors.	Interaction with Line Depts.
38	Who should prepare MPIC, in the concerned offices?	It has been found through the interaction that Officers / Implementing staff should prepare the MPIC with inputs from assistants in finding out the minute details.	- do -

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
39	How to write when there are more than 24 activities in the schedule? Can it be expanded into the second page?	No. Examples of hundreds of activities in a scheme were there, like in a PERT chart. But, analytically it was possible to reduce it to 24 most critical activities that need to be monitored at various levels. The activity plan at the implementing level can be as explicitly drawn as the officers find it necessary. But, different techniques in the wisdom of officers will help the numbers to be brought to 24 monitorable activities and not extend the page beyond one.	- do -
40	Why should the serial numbering of activity schedule be continuous?	To facilitate referring to the item under discussion, unambiguously with ease.	- do -
41	How to capture repetitive activities?	The first cycle of activity to be elaborated; subsequently, the previous serial number to be indicated for repetition.	- do -
42	How to record annual activities?	To indicate annual activity in the relevant / happening month along with invariable preparatory processes before and after, in the activity schedule.	- do -
43	What to do when the district / taluk level officers have no role in financial / physical target but to act according to instruction of HO? (Coop)	1)complete the top portion of MPIC with the state level details; 2) Logically sequence the activity schedule in the way that it helps the state level to complete the scheduled activity for progress.	Interaction with Line Depts.
44	Can the MPIC include the proposal for additional fund allocations as an activity?	Yes. If it is anticipated, it should be shown as an activity in the month in which it is intended to be performed / proposed.	- do -
45	How to accommodate, the changes in allocation, activity schedule during the year?	During relevant month, indicate in the Notes & Issues space, modify and continue with modified MPIC.	- do -

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
46	Why should the telephone number be provided?	To facilitate contact detail for clarification(s), while aggregating;  To facilitate reaching the concerned officer for any clarification by the user / viewer / citizen.	- do -
47	Why should the report be signed by the implementing officer?	To authenticate the report to the user / official superior / reviewing authority / viewer / citizen by indicating the Name and Designation of the officer for verifiability / correctness / dependability.	- do -
48	Where to record reasons /problems in implementation, when not listed in the activity schedule?	If the issue is to be brought to the notice of reviewing authorities, indicate in the space for Notes & Issues, Since it is an unforeseen problem it has to be addressed to during the course of implementation.	- do -
49	If we have questions on these guidelines during the course of implementation where to seek the answers?	Such questions may be e-mailed to the Finance Department dir-fpi@karnataka.gov.in or sent to the Special Officer (MPIC), Fiscal Policy Analysis Cell, 8th floor, MSIL House, 36 Cunningham Road Bangalore 560 052.	Proceedings para-4
50	How to identify activities in a scheme /programme?	The issues/activities differ from scheme to scheme. For instance a scheme/ program may have only implementation of works, or extending benefits to beneficiaries, or conducting survey, or activities to provide education-information-communication, or maintenance or may have all these activities in one scheme. A list of all essential activities involved in the implementation of the scheme are prepared of which one or two important activities have to be shown in the activity schedule of MPIC.	General reference

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
51	What types of activities are reflected in a typical scheme involving Works?	<p>In such schemes there will be new works and on-going works. Normally action plan is prepared as soon as the funds are released. While the implementation of on-going works proceeds uninterrupted, new works typically involve preparation of estimate, obtaining technical and administrative approval, tendering under KTPPA 1999, finalizing the contractor and issue of work order. Most of these activities are sequential while some could be parallel. If one activity is delayed it will have consequential impact on all the other activities, sometimes resulting in under spending of the allocated amount. To avoid such situation a balance has to be achieved between on-going and new works and first &amp; second instalment of grants has to be obtained in time. All these activities, month wise, have to be listed individually in the MPIC in such a way that the physical and financial targets are achieved as programmed.</p>	General reference

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
52	How to prepare MPIC if it is a beneficiary oriented programme?	<p>The number of beneficiaries estimated to be covered within the allocated budget, is decided at the beginning of the year. Beneficiary selection as per the criteria is also included in the action plan. Further if such benefit involves supply of equipment it requires the procurement process as an activity. If it also involves loan from Bank, it involves following steps:</p> <ol style="list-style-type: none"> <li>a) obtaining applications from beneficiaries</li> <li>b) scrutiny of the applications so received</li> <li>c) forwarding the processed applications to banks</li> <li>d) reviewing the loan sanctions w.r.t applications forwarded</li> <li>e) releasing subsidy component to the Banks.</li> </ol> <p>After that, procurement of equipment has to be processed and distribution to beneficiaries has to be ensured. Only when activities are carried out systematically / logically in order, the allotted funds for each year can be spent in time.</p> <p>Hence, activities to be undertaken in each month have to be scheduled in such a way that they are synchronized with the physical &amp; financial targets set for the scheme. All these activities need to be shown into the MPIC.</p>	General reference

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
53	If the scheme is for conducting statistical survey, how should the MPIC be prepared?	The activities will be decided based on whether the survey has to be conducted by the departmental officers or external agency. If it is undertaken by the department, it involves showing the following typical activities in MPIC. (i) Identifying the primary enumerators, (ii) appointing supervisors, (iii) deciding the period of survey, (iv) designing of formats (v) field survey plan, (vi) reviewing of filled up formats, (vii) computerization / data entry, (viii) analysis of results, (ix) preparation of reports. All these activities will have to be sequenced to fit in to respective months in such a way that the allocated amount is spent within the stipulated time frame of year. If the survey has to be conducted by external agency, then all activities have to be undertaken only after the process of choosing the agency. MPIC must be prepared accordingly.	General reference
54	How to prepare MPIC for schemes involving education, information and communication?	Such schemes involve inputs like (a) training, (b) debates, (c) workshops, (d) street plays, (e) distribution of banners etc. Preliminary processing is done to undertake each of these activities. When it is decided as to how and when to undertake these activities, it is possible to spend the total allocation within the year and to achieve the target set. Therefore, activities have to be planned according to the scheme and shown in MPIC. Such aligned activities have to be assigned to months logically with due regard to physical and financial targets set for each month.	General reference

## A quick assessment of MPIC

Sl. No	FAQ	Answer	w.r.t
55	How to prepare MPIC for maintenance schemes?	If it is maintenance of road and buildings, the works that can be undertaken within the allocated amount have to be identified and then action plan has to be prepared. Activities necessary to implement these works will have to be prepared and shown in MPIC as done for new works. If it is maintenance of hostel buildings, activities like selection of students, enrolment, daily maintenance of hostel, boarding and lodging for students, teaching and purchase of necessary materials will have to be identified, assigned to the month in which activity has to be undertaken and MPIC has to be prepared accordingly. Similarly, in case of maintenance of a garden, activities have to be identified, assigned to months, physical and financial targets are to be determined so that the allocation of funds can be spent completely by the end of year, and MPIC has to be prepared accordingly.	General reference
56	How to prepare MPIC when all the issues discussed so far are involved as a part of a single scheme?	Activities in relation to each issue are to be identified. Month-wise activity mapping and funds to be spent for those scheduled activities should be estimated. <i>Under any circumstance, all measure of activities will have to be undertaken to spend the allocation completely by the end of the year.</i> The activities have to be mapped accordingly. Thus, the process of aligning all such activities and determining physical and financial targets enables preparation of MPIC. When the schedule of activities is very large in number, only key important activities have to be indicated in the MPIC format.	General reference

## A quick assessment of MPIC

**Do's and Don'ts for MPIC report to be read with  
FAQs related to GO No. FD 1 TFP 08 dated 01 December 2008**

Sl. No	Name of the item	Help / Guidance (Do's)	Don'ts
1	Name of the Department	As in Budget document*	Don't Abbreviate; Don't include name of internal sections
2	State	Report the level at which MPIC is prepared for (State or District) If State level, mention <b>State</b> If District level, mention the <b>Name of the District</b>	Don't write Sector; Don't leave this space blank;
3	Monthly Programme Implementation Calendar-MPIC (2008-09)	Write current financial year in brackets	
4	Month	Month for which MPIC report is prepared. For e.g.: If the MPIC report is prepared in August for the month of July, mention July in this space.	Don't leave this space blank Don't mention the current month in which report is prepared
5	Scheme	As in Budget document* ; Expand abbreviation(s) (if any)	Don't mention Plan / Non-Plan type of scheme.
6	Head of Account	As in Budget document*; also indicate Plan or Non-plan	Don't fill more than/less than the specified 12 digit format.
7	Annual Allocation	As mentioned in the Budget document* at the beginning of the year in addition to the supplementary estimates document (if any), Rs. In Lakh	
8	Funds-(OB+Release)	OB (= Opening Balance) wherever applicable, as brought forward from the previous year(s) Rs. In Lakh and the current financial year release(s), Rs. in Lakh	Don't round off to any other level; Don't combine OB and Release
9	Physical targets	The measurable output(s) during the year as indicated in the scheme / programme approval / sanction order; with units.	Don't combine physical and financial targets.
10	Outcome	Mention the eventual benefits flowing to the citizens through proposals as intended by government. These can be sourced in either of the following: 1. State schemes – First approval / sanction order of the scheme; website. 2. Central schemes – GO sanctioning the scheme; department website. 3. External Aided Projects – Project	Don't merge output with outcome; Don't merge physical targets with outcome;

## A quick assessment of MPIC

Sl. No	Name of the item	Help / Guidance (Do's)	Don'ts
		document. 4. If not, consult your Superiors.	
11	Prog	(=Programmed) The financial and physical programme estimated for the month	
12	Ach	(=Achieved) The financial and physical achievement during the month	
13	Sl. No.	Indicate activity number in the serial order from April to March (e.g. 1 to 24)	Don't restart the numbers for each month; Don't use sub-numbers within serial number.
14	Activity scheduled	Against each month, the key activities to be taken up during the month to be listed in a logical order.	Don't have activities that are not aligned across different levels.
15	Done (Y) / Not Yet(N)	Mention the status of completion of the activity; Specify only Y or N	Don't leave this space blank; Don't write it in relation to the physical achievement
16	If, partially done, Qty in Nos. / %	If the answer to the column <b>Done(Y)/Not Yet (N)</b> is N, then indicate percentage of completed activity.	Don't write reasons for 'incompleteness'
17	Cumulative	Up to end of month figures of Programmed, Achieved and Percentage both Financial and Physical.	Don't enter wrong totals.
18	Notes and Issues	It is intended to enable reporting officers to highlight any outstanding factor in implementing the programme as also any problem or issue to be addressed; decision required to facilitate implementation. <b><i>For example, this space may be utilized for highlighting any progress achieved ahead of schedule or any strategy adopted to improve the quality or speed of implementation. This space can also be used to indicate the need for release of funds or sanction of some proposal to facilitate implementation of the programme. Such information will enable the HOD and other reviewing</i></b>	Don't write reasons which do not require the intervention at any further level.

## A quick assessment of MPIC

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Sl. No	Name of the item	Help / Guidance (Do's)	Don'ts
		<i>authorities to initiate action to clear bottlenecks and support more effective implementation of programmes.</i>	
19	Telephone No.	Telephone number with STD Code of the officer who signs the MPIC report	Don't leave this space blank or without STD code
20	Signature of the Implementing officer	Signature with Name and Designation	Don't leave Name and designation blank.

\*Budget document = Detailed estimates of expenditure – volume I to VIII

Guidance, examples and explanations have been provided in the Government Order No. FD 1 TFP 08 Bangalore dated 01 December 2008 and annexed guidelines. Further guidance and clarifications have been provided in GO No. FD 1 TFP 08 Bangalore dated 27 January, 2009.

**Fiscal Policy Institute  
Finance Department**

**QUICK ASSESSMENT OF MONTHLY PROGRAMME IMPLEMENTATION CALENDAR  
INSTRUMENT - DISTRICT LEVEL**

Name of the District:

Name of the Department visited:

Date of visit:

Duration of visit:

**PART A**

**[To be completed by the Investigator after scrutinizing the MPICs/other records and seeking information from the officials]**

**Training and Capacity Building**

1. Is Monthly Programme Implementation Calendar (MPIC) being prepared by the office?

Yes

a) Number of schemes for which MPIC needs to be prepared:

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

b) Number of schemes for which actually prepared :

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

c) Number of months for which prepared:

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

## A quick assessment of MPIC

---

No Record reasons for not preparing the MPIC and suspend further investigation

2. Was there any training/handholding organised for the officers and staff?

Yes If Yes, when, by whom and duration of training?

No \_\_\_\_\_

### Process and Format of MPIC preparation

3. Who prepares Monthly Programme Implementation Calendar (MPIC) at the district level?  
(Note down the name and designation of the officer who prepares MPIC for the office)

\_\_\_\_\_  
\_\_\_\_\_

4. Is the approved format being used or the old MMR format is being used?

Using Approved MPIC format

Using MMR format

5. Is similar data being collected in any other format for any other purpose?

Yes

No

If Yes, provide details of data and frequency?

\_\_\_\_\_  
\_\_\_\_\_

6. First district level MPIC is prepared

a)

Independently of Taluk MPICs

By consolidating Taluk MPICs

b)

After obtaining approval of the action plan from Zilla Panchayath

After obtaining approval of the action plan from State

Any other \_\_\_\_\_

7. How is MPIC prepared? (Is some consultation process involved in preparing the MPIC such as a workshop at the district level)

\_\_\_\_\_

## A quick assessment of MPIC

---

8. Which are the documents referred for preparing MPIC?

Annual Report

Budget Document

Previous year MPIC

Taluk level MPICs

Any other \_\_\_\_\_

### **Correctness, Consistency and Uniformity of data**

[May select 3 schemes for each department]

9. MPICs are prepared only for State schemes or also for funds received directly from GoI?

\_\_\_\_\_

10. Is activity schedule column filled as per required/guidelines mentioned in G.O FD 1 TFP 08, Bangalore 01-12-2008

Yes

No

Partially filled

Deviations may be indicated \_\_\_\_\_

\_\_\_\_\_

11. Are all rows/columns filled completely? (Top, Middle and Bottom portion of the format)

Yes

No

Partially

Deviations may be indicated \_\_\_\_\_

\_\_\_\_\_

12. Are the rows/columns filled appropriately/correctly? (Top, Middle and Bottom portion of the format)

Yes

No

Partially

If the data is not of required quality, what are the reasons? \_\_\_\_\_

13. Has 62B form from the Treasury been used for filling up details of achievement month-wise?

Yes

No

## A quick assessment of MPIC

14. Has outcome of the scheme/programme been indicated in the top right corner of the format

In all the 3 schemes scrutinized

Only in 2 schemes

Only in 1 scheme

15. Was the sequence of activities same from month to month?

If there are any variations, ascertain the reasons for the same \_\_\_\_\_

\_\_\_\_\_

16. Were any new schemes approved during the year? If yes, how was MPIC modified as a result of that?

\_\_\_\_\_

\_\_\_\_\_

17. Is top sheet and sub sheet used for schemes/programmes having more than one physical target for a particular scheme?

Yes

No

18. Who signs MPIC? (Note down the designation of the implementing officer)

Implementing Officer

Reporting Officer

Others \_\_\_\_\_

19. Release and Expenditure during last financial year? (To check if there is timely release of funds and even spread of expenditure)

(Amount in ₹ Lakhs)

		2009-10			2010-11		
<b>Total budget allocation to the district during the year 2009-10</b>		<b>Scheme 1</b>	<b>Scheme 2</b>	<b>Scheme 3</b>	<b>Scheme 1</b>	<b>Scheme 2</b>	<b>Scheme 3</b>
3 <sup>rd</sup> Quarter 2009-10 (October-09 to December-09)	Release						
	Expenditure						
4 <sup>th</sup> Quarter 2009-10 (January-10 to March-10)	Release						
	Expenditure						
<b>Total Expenditure for the year 2009-10</b>							
March 2010 (% to total expenditure)							
<b>Total budget allocation to the district during the year 2010-11</b>							
1 <sup>st</sup> Quarter 2010-11 (April-10 to June-10)	Release						
	Expenditure						

## A quick assessment of MPIC

2 <sup>nd</sup> Quarter 2010-11 (July-10 to September-10)	Release						
	Expenditure						

### Consolidation of MPIC at the District level

20. Do all offices at taluk level reporting on a particular scheme have agreed set of activities in an accepted sequence? If there are variations, ascertain the reasons for the same.

Yes

No

21. Are MPICs received from Taluk offices being consolidated at the district level?

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22. Which columns and rows of Taluk MPICs are used for consolidation?

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### Timeliness and submission of MPIC

23. When was the report received from the sub-ordinate office and submitted to higher office (To check the despatch dates from the records available and mention the dates)

Reports for the Month of	Date of Receipt of MPIC from Taluk	Date of submission of district MPICs	Reports for the Month of	Date of Receipt of MPIC from Taluk	Date of submission of district MPICs
October 2009			April 2010		
November 2009			May 2010		
December 2009			June 2010		
January 2010			July 2010		
February 2010			August 2010		
March 2010			September 2010		

24. How many copies of MPIC are prepared and submitted to higher level every month?

Number of Copies \_\_\_\_\_

To whom all despatched

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## A quick assessment of MPIC

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How are the reports despatched by

Messenger

Post

Courier

Mail

Others

### Review, Analysis and Disclosure

25. Who all monitor/review MPICs? (Note down the details of officers/offices at various levels who review schemes/programmes)

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26. Has there been any attempt to analyse data generated through MPIC?

Yes

No

If Yes, provide details \_\_\_\_\_

27. Is MPIC available in digitized form?

Yes - what software used? (scanned pdf, spreadsheet, database, word processor)

No

28. Has MPIC been hosted on website?

Yes      If Yes, website address \_\_\_\_\_

No If No, indicate what are the constraints \_\_\_\_\_

29. Did the office receive any RTI questions on MPIC?

Yes      If Yes, Number of applications received and furnished  
information \_\_\_\_\_

No

### PART B

‘Namaskara. My name is \_\_\_\_\_. I’m from \_\_\_\_\_. Thank you for sparing  
sometime for us.’

## A quick assessment of MPIC

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We are studying the effectiveness of MPIC as an expenditure monitoring tool since its inception (two years). Also, to understand specifically if there are any problems in preparing, reviewing, compiling & collating reports at various levels, and the information flowing from MPIC including for better resource management. This assessment is taken up by Fiscal Policy Institute, Department of Finance.’

All your answers will remain confidential and the details will be used only for the purpose of study. We are keen to receive your answers. Also, please free to contact Shri. Srinivas Kumar, Advisor FPI by email: [srinivasalamuru@yahoo.co.in](mailto:srinivasalamuru@yahoo.co.in), 09590441942 in case you need any further information / clarification.’

1. To what extent were you as the Head of Office involved in the preparation of MPIC?

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2. Is MPIC being prepared for submission to higher level offices or is some use made of MPIC at your level for, say, monitoring?

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3. Do you feel district level officers are to be a part of MPIC being prepared at the taluk level for better alignment of activities? What are your views?

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4. How has the preparation of MPIC helped you in implementation and review of activities?

---

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5. Do you think writing outcomes of the scheme/programme is helping in keeping the focus on outcomes?

---

---

6. Has writing down activity schedule for MPIC helped you in managing the implementation better? \_\_\_\_\_

---

7. Has the space provided for indicating notes/issues been helpful in solving issues or requirements if any? (e.g. timely release of funds)

---

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## A quick assessment of MPIC

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8. Are you reviewing the progress of activities and expenditure using MPIC? How much time is required to review all schemes/programmes through MPIC?

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9. MPIC has brought accountability and transparency in implementation and even spread of expenditure. What are your views?

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10. Are releases of funds/additional fund requirement from State office during 2<sup>nd</sup>, 3<sup>rd</sup> and last quarter based on progress shown in MPIC?

Yes

No If No, record reasons

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11. To what extent do you think is the information (e.g. physical and financial progress) shown in Taluk level MPICs reliable?

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12. Do you find the information provided in MPICs helpful to you in better managing the activities of the office?

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13. It possible that information provided in MPIC may sometimes result in criticism of the office (for instance, in case of delays in implementation). How would you deal with it?

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14. Any suggestions for improving MPIC

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**PERSONAL INFORMATION**

Name of the Officer (Optional):

Designation:

Office Address:

Phone No: (O)

Mobile:

E-mail:

Signature of the Investigator

Name of the Investigator: \_\_\_\_\_

**FISCAL POLICY INSTITUTE  
FINANCE DEPARTMENT**

**QUICK ASSESSMENT OF MONTHLY PROGRAMME IMPLEMENTATION CALENDAR  
(MPIC)**

**INSTRUMENT- TALUK LEVEL**

Name of the District:

Name of the Taluk:

Name of the Department visited:

Date of visit:

Duration of visit:

**PART A**

**[To be completed by the Investigator after scrutinizing the MPICs / other records and seeking information from the officials]**

**Training and Capacity Building**

1. Is Monthly Programme Implementation Calendar (MPIC) being prepared by the office?

Yes

a) Number of schemes for which MPIC needs to be prepared:

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

b) Number of schemes for which actually prepared :

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

c) Number of months for which prepared:

	2009 - 2010	2010 – 2011
Plan		
Non Plan		

## A quick assessment of MPIC

---

No.            Record reasons for not preparing the MPIC and suspend further investigation

2. Was there any training/handholding organised for the officers and staff?

Yes            If Yes, when, by whom and duration of training?

---

No

### **Process and Format of MPIC preparation**

3. Who prepares Monthly Programme Implementation Calendar? (Note down the name and designation of the officer who prepares the MPIC for the office)

---

---

4. Is the approved format being used or the old MMR format is being used?

Using Approved MPIC format

Using MMR format

5. When was the first MPIC prepared?

15 days prior to budget announcement.

15 days after the budget announcement.

On approval of action plan from PD/FD.

MPIC is prepared and distributed by the district office/state office.

Any other \_\_\_\_\_

6. How was MPIC prepared? (Was some consultation process involved in preparing the MPIC such as a workshop at the district level)

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7. Which are the documents referred for preparing MPIC?

Annual Report

Activity Plan

Budget Document

Previous year MPIC

Any other \_\_\_\_\_

### **Correctness, Consistency and Uniformity of data**

[May select 3 schemes for each department]

8. Is activity schedule column filled as per required/guidelines mentioned in G.O FD 1

TFP 08, Bangalore 01-12-2008

## A quick assessment of MPIC

---

Yes

No

Partially filled

9. Deviations may be indicated \_\_\_\_\_

---

10 Are all rows/columns filled completely? (Top, Middle and Bottom portion of the format)

Yes

No

Partially

11 Deviations may be indicated \_\_\_\_\_

---

12. Are the rows/columns filled appropriately/correctly? (Top, Middle and Bottom portion of the format)

Yes

No

Partially

13. If the data is not of required quality, what are the reasons?

---

14. Has 62B form from the Treasury been used for filling up details of achievement month-wise?

Yes

No

15 Has outcome of the scheme/programme been indicated in the top right corner of the format

In all the 3 schemes scrutinized

Only in 2 schemes

Only in 1 scheme

16 Was the sequence of activities same from month to month? Yes/No

If there are any variations, ascertain the reasons for the same

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17. Were any new schemes approved during the year? And, if yes, how was MPIC modified as a result of that?

## A quick assessment of MPIC

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### Timeliness of submission of MPIC

18 When is MPIC submitted to the District office?

- First week of the succeeding month
- Second week of the succeeding month
- On a fixed date of that month
- After one month
- Not submitted

19 How many copies of MPIC are prepared and submitted to different officers every month?

Number of Copies \_\_\_\_\_

To whom all despatched \_\_\_\_\_

How are the reports despatched?

- Messenger
- Post
- Courier
- Mail
- Others

20. When was the report submitted to immediate higher/Reporting office (Dates to be mentioned)

Reports for the Month of	Date of Submission	Reports for the Month of	Date of Submission
October 2009		April 2010	
November 2009		May 2010	
December 2009		June 2010	
January 2010		July 2010	
February 2010		August 2010	
March 2010		September 2010	

## A quick assessment of MPIC

21. Release and Expenditure during last financial year? (To check if there is timely release of funds and even spread of expenditure)

(Amount in ₹ Lakhs)

		2009-10			2010-11		
<b>Total budget allocation to the district during the year 2009-10</b>		<b>Scheme 1</b>	<b>Scheme 2</b>	<b>Scheme 3</b>	<b>Scheme 1</b>	<b>Scheme 2</b>	<b>Scheme 3</b>
3 <sup>rd</sup> Quarter 2009-10 (October-09 to December-09)	Release						
	Expenditure						
4 <sup>th</sup> Quarter 2009-10 (January-10 to March-10)	Release						
	Expenditure						
<b>Total Expenditure for the year 2009-10</b>							
March 2010 (% to total expenditure)							
<b>Total budget allocation to the district during the year 2010-11</b>							
1 <sup>st</sup> Quarter 2010-11 (April-10 to June-10)	Release						
	Expenditure						
2 <sup>nd</sup> Quarter 2010-11 (July-10 to September-10)	Release						
	Expenditure						

22. Did the office receive any RTI questions on MPIC?

Yes      If Yes, Number of applications received and furnished information \_\_\_\_\_

No

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## A quick assessment of MPIC

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### PART B

**[To be filled in by the Investigator by interviewing the head of office]**

‘Namaskara. My name is \_\_\_\_\_. I’m from \_\_\_\_\_. Thank you for sparing sometime for us.’

We are studying the effectiveness of MPIC as an expenditure monitoring tool since its inception (two years). Also, to understand specifically if there are any problems in preparing, reviewing, compiling & collating reports at various levels, and the information flowing from MPIC including for better resource management. This assessment is taken up by Fiscal Policy Institute, Department of Finance.’

All your answers will remain confidential and the details will be used only for the purpose of study. We are keen to receive your answers. Also, please free to contact Shri. Srinivas Kumar, Advisor FPI by email: [srinivasalamuru@yahoo.co.in](mailto:srinivasalamuru@yahoo.co.in), 09590441942 in case you need any further information / clarification.’

1. Was the training on MPIC useful?

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---

2. To what extent were you as the Head of Office involved in the preparation of MPIC?

---

---

3. Is MPIC being prepared for submission to the district and other higher level offices? Or, some use is made of MPIC at your level for say, monitoring?

---

---

4. How is preparation of MPIC assisting in implementation of activities?

---

---

5. Do you think writing outcomes of the scheme/programme is helping in keeping the focus on outcomes?

---

---

6. Has writing down activity schedule for MPIC helped you in managing the implementation better?

---

## A quick assessment of MPIC

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- \_\_\_\_\_
7. Has the space provided for indicating notes/issues been helpful in solving issues or requirements if any? (e.g. timely release of funds)

\_\_\_\_\_

\_\_\_\_\_

8. MPIC has brought accountability and transparency in implementation and even spread of expenditure. What are your views?

\_\_\_\_\_

\_\_\_\_\_

9. Any suggestions for improving MPIC

\_\_\_\_\_

\_\_\_\_\_

### PERSONAL INFORMATION

Name of the Officer (Optional):

Designation:

Office Address:

Phone No: (O)

Mobile:

E-mail:

Signature of the Investigator

Name of the Investigator:

**List of Officers met by the Study team**

Sl.No	Name of the Officer	Designation	Department	State/Taluk/District
1	Shri Sanjiv Kumar, IAS	Secretary to Govt	Planning Department	Government of Karnataka
2	Shri E. Venkataiah, IAS	Secretary to Govt	Social Welfare Department	--do--
3	Shri Ajay Seth, IAS	Secretary to Govt	Finance Department	--do--
4	Shri Anil Jha, IAS	Secretary to Govt	Finance Department	--do--
5	Shri Ravi Kumar P, IAS	Principal Secretary to Govt	Rural Development and Panchayat Raj Department	--do--
6	Shri Keshava	Director Planning	Planning Department	--do--
7	Shri P.S. Vastrad, IAS	D. C.		Davanagere District
8	Shri Guthi Jambunath	CEO	Zilla Panchayat	--do--
9	Shri Darpan Jain, IAS	D.C.		Dharwad District
10	Smt Shikha C, IAS	CEO	Zilla Panchayat	--do--
11	Dr. Vishal R, IAS	D.C.		Gulbarga District
12	Smt Salma K. Fahim, IAS	CEO	Zilla Panchayat	--do--
13	Smt Hemalatha P, IAS	D.C.		Udupi District
14	Shri N. Rajeshkhar, IFS	CEO	Zilla Panchayat	--do--
15	Shri Bellashetty	DDPI	ED	Davanagere District
16	Dr. Ragavan	i/c DHO	H&FW	--do--
17	Shri H.N.Niranjan	EE	PWD	--do--
18	Shri Omkarappa	CPO	RDPR (ZP)	--do--
19	Shri P.K.Mahantesh	DSWO	SWD	--do--
20	Shri Hidayath Ulla	i/c Superintendent	ED	Harapanahalli Taluk
21	Dr.Chandra Naik S.	THO	H&FW	--do--
22	Shri G.S.Umapathi	AEE	PWD	--do--
23	Shri L.A.Krishna Naik	EO	RDPR (TP)	--do--
24	Shri C.Thippeswamy	TSWO	SWD	--do--
25	G.Kotresh	BEO	ED	Jagaluru Taluk
26	Dr. Ravindranath	THO	H&FW	--do--
27	Shri B.T.Renukacharya	AEE	PWD	--do--
28	Shri D.M.Prabhuswamy	AEE	RDPR (TP)	--do--
29	Shri D.Parameshwarappa	TSWO	SWD	--do--
30	Dr.N.M.Angadi	DDPI	ED	Dharwad District

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31	Shri Bhaskar Vishnu Bhat	DHO	H&FW	--do--
32	Shri S.A.Mulla	EE	PWD	--do--
33	Shri N.P.Patil	EE	RDPR (RWS & PRED)	--do--
34	Shri M.B.Gudadappanavar	DSWO	SWD	--do--
35	Shri S.S.Keladimath	BEO	ED	Kundgol Taluk
36	Dr. M.R.Noolvi	THO	H&FW	--do--
37	Shri A.R.Kulkarni	AEE	PWD	--do--
38	Shri R.N.Hebbare	AEE	RDPR (PRED)	--do--
39	Shri A.K.Chandrasekhar	EO	RDPR (TP)	--do--
40	Shri A.Vasant	TSWO	SWD	--do--
41	Shri B.S.Mayacharya	BEO	ED	Navalgund Taluk
42	Dr. Siddarth J.Y	THO	H&FW	--do--
43	Shri K.H.Umapathi	AEE	PWD	--do--
44	Shri V.G.Patil	AEE	RDPR (PRED)	--do--
45	Shri D.J.Joshi	EO	RDPR (TP)	--do--
46	Shri S.R.Neelkanthmath	TSWO	SWD	--do--
47	Shri B.S.Paramesh	DDPI	ED	Gulbarga District
48	Dr. Nalani Namoshi	DHO	H&FW	--do--
49	Shri Suryakant T. Sringeri	EE	PWD	--do--
50	Shri M.H.Bhimakkanavvar	EE	RDPR (PRED)	--do--
51	Shri S.P.Nandigiri	DSWO	SWD	--do--
52	Shri Chandrakanth Jeevanagi	FDA		Afzalpura Taluk
53	Shri L.B.Soujanyaavara	TPO	RDPR	--do--
54	Shri Somaraya M.Sutar	Co-ordinator, GP	RDPR	--do--
55	Shri Siddarama S.Hadimani	Co-ordinator, GP	RDPR	--do--
56	Shri Chandrakanth B.Bashetti	Co-ordinator, GP	RDPR	--do--
57	Smt.Lilavathi Joshi	Co-ordinator, GP	RDPR	--do--
58	Shri Rajamne Sidrama	Co-ordinator, GP	RDPR	--do--
59	Smt Amrita Rao R.Basagunde	BEO	ED	Chincholi Taluk
60	Shri Shivashankar	SDA	ED	--do--
61	Dr.Rajkumar A.K	THO	H&FW	--do--
62	Shri Mallikarjun	SDA	H&FW	--do--
63	Shri Ashok Mahendrakar	AEE	PWD	--do--

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64	Shri Bhima Rao	Assistant	PWD	--do--
65	Shri Revanasidda	AEE	RDPR (PRED)	--do--
66	Shri Maruti	ADM	RDPR (PRED)	--do--
67	Shri Shashikanth	DSWO	SWD	--do--
68	Shri Prabhulinga	FDA	SWD	--do--
69	Shri Jagannath K.C	Co-ordinator	TP	--do--
70	Dr. B.V.Mahidas	DDPI	ED	Udupi District
71	Shri A.Ramachandra Bayari	DHO	H&FW	--do--
72	Shri K.Suresh Shetty	EE	PWD	--do--
73	Dr. M.T.Manjunath	DSWO	SWD	--do--
74	Shri Vijay Kumar	CPO	ZP	--do--
75	Shri Gopala Shetty	BEO	ED	Kundapura Taluk
76	Dr. Rama Rao	THO	H&FW	--do--
77	Shri K.S.Chandrashekar	AEE	PWD	--do--
78	Smt B.Anasuya	TSWO	SWD	--do--
79	Shri Vasanth Shetty	BEO	ED	Udupi Taluk
80	Dr.Nagarathna	THO	H&FW	--do--
81	Shri Manjunath	EO	RDPR (TP)	--do--
82	Shri Chandrashekar Naik	TSWO	SWD	--do--
83	-	AEE	PWD	--do--
84	-	EO	RDPR (TP)	Kundapura Taluk