

# सांसद स्थानीय क्षेत्र विकास योजना Members of Parliament Local Area Development Scheme



भारत सरकार  
सांख्यिकी एवं कार्यक्रम कार्यान्वयन मंत्रालय  
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File No. C-62/2019-MPLADS

Dated .....

27.02.2020

## OFFICE MEMORANDUM

**Subject: Minutes of 22<sup>nd</sup> Annual Review Meeting on MPLADS with State/UT Nodal Departments on 17<sup>th</sup> January, 2020- reg**

The undersigned is directed to forward herewith the Minutes of 22<sup>nd</sup> Annual Review Meeting on MPLADS with State/ UT Nodal Departments held on 17<sup>th</sup> January, 2020 at Vigyan Bhawan, New Delhi for information and necessary follow up action.

Enclosure: As above.

*मोनाक मुखर्जी*  
27.02.2020  
(Moinak Mukherjee)  
Deputy Director (MPLADS)

To

All State/ UT Nodal Secretaries

Copy for kind information to:

1. PS to Hon' ble Minister (i/c), Statistics & PI
2. PSO to Secretary, M/o Statistics & PI
3. PPS to Director General(SS), M/o Statistics & PI
4. PPS to Additional Secretary & FA, M/o Statistics & PI

Copy to:-

1. Controller of Accounts, M/o Statistics & PI, New Delhi
2. Senior Technical Director, NIC-MOSPI, New Delhi

## **Minutes of the 22<sup>nd</sup> All India Review Meeting on MPLADS with the States / UTs on 17<sup>th</sup> January, 2020 at Vigyan Bhawan, New Delhi**

The 22<sup>nd</sup> All India Review Meeting on MPLADS with the Nodal Secretaries and Officials of the States/ UTs was held on 17<sup>th</sup> January, 2020 at Vigyan Bhawan, New Delhi to discuss the issues on implementation of MPLAD Scheme in the States/UTs. Rao Inderjit Singh, Hon'ble Minister of State (i/c), Statistics and Programme Implementation graced the occasion. The detailed list of participants is enclosed at *Annexure-I*.

2. Director General, MOSPI extended a warm welcome to all the participants of the meeting. He acknowledged the able guidance and leadership and keen interest of Hon'ble Minister (i/c), Statistics & PI, which always acts as a source of encouragement for the Ministry to devise measures for betterment of the MPLAD Scheme. He hoped that the review meeting would discuss wide gamut of issues to devise a road-map for further improvements in implementation of the scheme.

3. Secretary, MOSPI greeted the participants from the States/UTs and Officers of the Ministry. He highlighted the need to appreciate the fact that MPLAD Scheme facilitates Hon'ble MPs to be able to reach out to their Constituencies and complements their efforts for developmental works. He said that it was imperative that the process is streamlined in a way so that funds allocated under the Scheme are utilized in a timely manner. He urged the State/ UT Governments to flag issues faced in the implementation of the Scheme and share their best practices so that the same could be adopted by others. He requested the State/UT Governments to provide suggestions for preparing a roadmap for the MPLAD Scheme ahead.

### **Keynote Address of Hon' ble MoS (i/c), Statistics and PI**

4. Hon' ble MoS welcomed the participants from the States/UTs and thanked them for arriving with renewed vigour to attend the meeting. He said that the country progresses when durable assets are built and held that one of the ways to do so is through the MPLAD Scheme. He said that the Scheme initially started with an annual budgetary outlay of Rs. 05 Lakh per MP which progressed gradually over time to Rs. 01 Crore, then Rs. 02 Crore and finally Rs. 05 Crore per MP at present. He stressed upon the fact that the MPLAD Scheme accords respect and recognition to Members for their endeavours to spend their MPLADS funds for development works in their

Constituencies. He posited that when Members make announcements from public stage about new works or projects, people expect the same to be translated into reality on the ground.

5. Indicating that MPLAD Scheme calls for active public participation, he vouched for the cooperation of States/UTs that could indeed play a pivotal role in taking this Scheme to greater heights. He called upon the participants to be clear about what issues need to be addressed at the Central Government level and what issues need to be addressed at the State/UT Government level. He drew attention to the delay in furnishing of Utilization Certificate because of which next due installments are held up. He directed all concerned to ensure that Utilization Certificates are furnished in time. He reiterated that once an MP recommends a work which is eligible under MPLADS, the District Authority has to ensure that it gets implemented as early as possible.

6. DDG (PI) expressed gratitude to Hon'ble MoS (i/c), Statistics and PI for taking time out of his busy schedule and agreeing to preside over the occasion and said that the Ministry shall look forward to his vision and guidance for improving the MPLAD Scheme. He thanked the Secretary and Director General, for their support and guidance and placed deep appreciation for the Officers of the States/UTs for actively overseeing implementing the scheme at District level.

## **7. OVERVIEW OF MPLADS, CHALLENGES AND WAY FORWARD**

DDG (PI) presented an overview of the MPLAD Scheme mentioning, inter alia, the objective, implementation mechanism, conditions governing release of funds, indicative shelf list of eligible works, conditions relating to funding for Trusts/Societies, physical and financial performance of MPLAD Scheme and monitoring mechanisms for MPLADS. The following major issues emerged out of day long deliberation and review of the Scheme.

## **ISSUES/SUGGESTIONS**

### **I. PFMS**

The issue of bringing MPLADS fully on-board the PFMS-EAT Module was extensively deliberated. It emerged from the deliberations that it would require continuous and active involvement of District Officials which can be ensured only by strengthening the capacity vis-à-vis use of EAT Module. Therefore, it was decided among other things, that Ministry with the help of Controller of Accounts would organize training programme for concerned Officers. In addition to this, the deliberation brought out a number of issues/suggestions from the States/ UTs during may be seen at *Annexure-II*.

## **II. MPLADS Portal**

The deliberation on MPLADS portal mainly highlighted the need to impart training on the revamped portal and it was decided that Ministry would formulate a training calendar covering all States/UTs. The other issues/suggestions emerging from the States/ UTs during the interaction on MPLADS Portal have been listed at *Annexure-III*.

## **III. Suggestions on 2% Administrative Expenses, earmarking of separate corpus for maintenance of MPLADS assets, relaxation of norms due to topographical/ seasonal constraints, works and clarification on MPLADS Guidelines**

The issues/suggestions emerging from the States/UTs during the interactive session on the afore-mentioned issues (*Annexure-IV*) mainly pertained to enlarging the scope of its usage like hiring of vehicles, furniture etc. apart from seeking clarity on the existing list of permissible works. Ministry assured that the matter will be examined in due course and if merited the same will be modified as far as utilization of administrative fund is concerned.

## **IV. Feasibility of proposal of constitution of district-level Monitoring Committees comprising of both Members of Rajya Sabha and Lok Sabha with Members as Chairperson and District Collector as convener**

The comments of States/UTs were sought in the matter. The proposal has been appreciated by some of the States/UTs. Though some of the States/UTs opined that separate Monitoring Committee is not required as MPLADS could be adequately taken care of by DISHA, however, they largely supported the idea of constitution of district-

level Monitoring Committees comprising of both Members of Rajya Sabha and Lok Sabha with Members as Chairperson and District Collector as convenor.

## **V. Case-studies of violation and misinterpretation of MPLADS Guidelines**

Two case-studies on violation and misinterpretation of MPLADS Guidelines were discussed with States/UTs. While in the first case-study, Para 4.10.1 of the Guidelines was misinterpreted by a District Authority resulting in inordinate delay due to non-sanction and non-execution of recommended works, the other case-study described a situation where allegations of preparation of inflated estimates were levelled by a Member against the District Authority. The factual report provided by the District Authority in the second case-study was generic and did not address the specific aspects of the complaint thus warranting a detailed investigation on part of the State/UT.

After explaining the cases, it was advised that the States/UTs may consider giving their considered comments/inputs for both the cases so as to prevent recurrence of such instances of violation of MPLADS Guidelines in foreseeable future.

**[Action: All States/ UTs]**

## **VI. Roadmap for expeditious transfer of consented funds and completion of rehabilitation works in calamity-affected areas**

The issues on transfer of consented funds and completion of rehabilitation works under natural calamities under MPLADS were discussed with States/UTs in view of the inordinate delay in utilizing the consented funds. Ministry presented a road-map to tackle the issues which mainly pertain to fund transfer on time, modalities for process of approval and implementation of rehabilitation/reconstruction works. The proposed road-map is placed at *Annexure-V*.

With this, the dais was left open for proceedings on Technical Session. The detailed item-wise agenda for the meeting had already been circulated to the States/UTs prior to the meeting.

## **8. Technical Session (Item-wise)**

Deputy Director General, MOSPI conducted the proceedings of the Technical Session and took up the items in the agenda, one by one, for review and discussion. The agenda items and action-points emerging from the discussions are summarized as under:

***(A) Agenda 1: Status of pending installment along with registration of Bank Account on PFMS in respect of 17<sup>th</sup> Lok Sabha.***

It was decided that States/UTs shall issue necessary instructions to concerned Nodal District Authorities to furnish ink signed copy of bank details quickly and follow up on registration of bank account details on PFMS. Mandatory filing of expenditure by the District Authorities through PFMS-EAT module for release of second installment of FY 2019-20 was emphasized upon.

**[Action: All States/ UTs]**

***(B) Agenda 2: Status of pending installments in respect of 16<sup>th</sup> Lok Sabha, 15<sup>th</sup> Lok Sabha and sitting Members of Rajya Sabha***

The status of pending installments in respect of 16<sup>th</sup> Lok Sabha, 15<sup>th</sup> Lok Sabha and sitting Members of Rajya Sabha was taken up for review. It was observed that non-submission of eligible fund-related documents viz. Audit Certificate, Utilization Certificate, Provisional Utilization Certificate and Monthly Progress Report (MPR), discrepancies in Utilization Certificate, inconsistencies in final number of recommended works in MPR after expiry of tenure of Members and missing/inconsistent clauses in Audit Certificate were among the primary reasons for high pendency in fund release.

It was decided that States/UTs shall look into the details of the pending installments (MP-wise) and take up the matter of pending releases with the concerned District Authorities and direct them to take necessary action to minimize pendency in fund release. It was also emphasized that State/UT Nodal departments should advise district authorities to send requisite documents after due examination and confirmation as per guidelines rather than simply forwarding the same without independent application of mind.

**[Action on pending installments: All States/ UTs]**

***(C) Agenda 3: Slow utilization of MPLADS funds***

The item, slow utilization of MPLADS funds, was taken up for review. The reasons primarily attributed to slow utilization of MPLADS funds were delay in sanctioning of the recommended works and their execution.

It was decided that all the States/ UTs shall take up the cases rigorously where utilization is not up to the mark to improve the utilization of funds. The States/UT should ensure that funds released in a year are utilized in the same year so that delay in release of funds could be minimized.

District Authorities may also be directed to speed up utilization (by following due processes) for keeping releases up-to-date and follow the time line rigorously as prescribed in the MPLADS Guidelines.

**[Action: All States/ UTs]**

***(D) Agenda 4: State/District level review meetings on MPLAD Scheme***

The matter of State/District level review meetings on MPLAD Scheme was reviewed for all the States/UTs. It was observed that review meetings on MLADS are not conducted regularly or are clubbed along with other routine meetings at State/UT/district level resulting in inadequate focus on performance of MPLAD Scheme. Hon' ble Members are also not invited to such meetings.

It was decided that all States/UTs/District authorities shall hold review meetings on MPLADS strictly in accordance with the provisions of monitoring laid down in the Guidelines which also includes inviting the MPs concerned.

**[Action: All States/ UTs]**

***(E) Agenda 5: Full operationalization of MPLADS Portal***

The revamped MPLADS portal was launched on 29<sup>th</sup> Jun, 2019. Hon'ble Members can give recommendations of works through the portal. Fund-related documents viz. MPR, Audit Certificate, Utilization Certificate and Provisional Utilization Certificate could be submitted online. A new stakeholder i.e. implementing agency has been added which would submit the real-time expenditure of works. The

mechanism for reporting progress of works has also been simplified and an informative Home-Page, along with an interactive Dashboard, has been incorporated.

It was observed that many Nodal District Authorities are not utilizing the MPLADS portal. The States/UTs shall direct those Nodal District Authorities, presently not using the MPLADS portal, to start using the MPLADS portal at the earliest.

**[Action: All States/UTs]**

***(F) Agenda 6: Closure of accounts***

The State/UT-wise status of active accounts of 14<sup>th</sup> Lok Sabha, 15<sup>th</sup> Lok Sabha and ex-Members of Rajya Sabha was reviewed.

It was decided that States/UTs shall direct the concerned District Authorities to take time bound action for completion of works, distribution of unspent balances and closure of accounts as per the Guidelines/Rules on these aspects and send final MPRs with 'Zero Balance' along with the Closure Certificate. In cases where data maintained by the States/UTs does not tally with the records maintained by the Ministry, the same may be provided to the Ministry with all the pertinent documents for overall reconciliation.

**[Action: All States/ UTs]**

***(G) Agenda 7: Status of funds recommended and progress of sanctioned works in areas affected by Natural Calamities***

The status on transfer of funds and progress of sanctioned works in areas affected by Natural Calamities was reviewed. It was observed that despite persistent efforts of this Ministry, many District Authorities had not yet transferred the consented funds to the affected states/districts. The affected State Nodal Departments are not regularly furnishing the updated physical and financial status.

States/ UTs were requested to provide complete physical as well as financial progress report (MP-wise) in respect of the calamities in their respective States/UTs in the formats given at Annexure IV, V and VI in the detailed agenda circulated prior to the meeting.



**[Action: All States/ UTs]**

9. Director General, MOSPI thanked the participants from the State/UT Nodal Departments of the States/ UTs for their active participation and brainstorming for evolving a road-map to address the teething issues in the implementation of the Scheme. He reiterated that the primary mandate of the Ministry is to release funds and that it does not usually take more than thirty days for release of an installment if proposal received from the District Authorities is complete in all respects. He expressed hope that the States/ UTs shall act in a time-bound manner on all the action points emanating from the meeting and shall meet again next year with progress on all the aspects.

10. Director (MPLADS) proposed the formal vote of thanks on behalf of the Ministry to all the representatives of States/UTs for their active involvement in implementation of the Scheme and for attending the meeting and making the discussions fruitful by their worthy ideas and suggestions. He thanked all the officers and staff of MPLADS Division for their concerted efforts and also to Internal Finance Wing of the Ministry, Controller of Accounts and Senior Technical Director(NIC) for their timely assistance and wholesome efforts for organizing the meeting successfully.

**22<sup>ND</sup> ALL INDIA REVIEW MEETING ON MPLAD SCHEME-2020****Venue: Vigyan Bhavan New Delhi-110001****Date: 17.01.2020****List of Participants**

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**Power-Point Presentation on PFMS-EAT (Expenditure, Advance and Transfer) Module by Controller of Accounts, M/o Statistics & PI and PFMS technical team**

As per Para 4.18 of the MPLADS Guidelines (incorporated vide the Ministry's Circular dated 03.01.2018), all District Authorities and Implementing Agencies have to mandatory carry out expenditure under MPLAD Scheme using PFMS-EAT Module.

2. Power-point presentation on PFMS-EAT Module was made by Controller of Accounts (M/o Statistics & PI) and PFMS Technical Team.

3. The district-wise, block-wise agency status (registered vis-à-vis unmapped), registration/mapping of vendors on PFMS and filing of expenditure including on-line payment through PFMS gateway in respect of MPLAD Scheme was discussed with the Ministry and States/UTs.

4. PFMS team proposed the action-plan to address the issue of non-filing of expenditure on EAT Module, after summarizing the suggestions given by States/UTs, which is as under:

(a) States/UTs shall nominate resource persons who shall be designated as "Master Trainer" and imparted intensive training on using PFMS-EAT Module and shall in turn be responsible for implementing PFMS-EAT Module in the state consequent upon receipt of such training.

**[Action: All States/ UTs]**

(b) State-wise training requisition regarding PFMS could be addressed to Deputy Controller General of Accounts, PFMS Training Division, 202, 2nd Floor, Palika Bhawan, R.K. Puram, Sector XIII, New Delhi 110066 (e-mail address: training-pfms@gov.in).

**[Action: The training calendar on implementation of PFMS-EAT Module States/UTs shall be designed by Controller of Accounts (M/o S&PI) in consultation with this Ministry]**



(c) Exclusive group, restricted to select members from States/UTs on Microsoft Kaizala in the initial phase but which could be expanded later to cover more members, may be formed wherein problems regarding PFMS could be discussed so as to ensure speedy resolution. This may be explored under the extant guidelines of the government on using private apps/e-mails.

**[Action: Ministry shall examine this proposal]**

**MPLADS Portal**

- (a) Log-in IDs for all the State/UT Nodal Departments and newly created Nodal Districts and Implementing Districts in the 17<sup>th</sup> LS may be provided at the earliest.
- (b) Facility to differentiate between date of making and receipt of recommendations may be explored.
- (c) Though sanction is generated as per respective State/UT government's financial rules, feasibility of devising a uniform format for generating sanction may be explored.
- (e) Provision of uploading the work details in Hindi may be made.
- (f) Provision of geo-tagging of works on portal through Mobile App may be explored.
- (g) Hands-on training sessions on revamped MPLADS portal for District-level Officers may be organized at the State Headquarters.
- (h) Generation of specific sector-wise report (prototype of which is to be provided by respective States/UTs as per their requirement) may be explored.

**[Action: Ministry shall examine the suggestions in consultation with NIC-MOSPI]**

**1. 2 % Administrative Expenses**

- (a) The amounts that can be spent under various heads may be explicitly capped.
- (b) Scope of functions that can be performed under Administrative Expenses may be expanded.
- (c) Hiring of vehicles and purchase of furniture from Administrative Expenses may be allowed.
- (d) Ministry may take a view on specifying the categories of technical professionals who could be hired under Administrative Expenses.

**2. Earmarking of separate corpus for maintenance of MPLADS assets**

- (a) Ministry may examine the feasibility of creation/earmarking of a separate corpus for maintenance of MPLADS assets.

**3. Relaxation of norms due to topographical/ seasonal constraints**

- (a) Assets constructed on Government lands are often located at distant locations /outskirts as a consequence of which the purpose for which they were created in the first place is defeated. Ministry may examine bringing in suitable relaxations on this aspect.
- (b) Ministry may examine introduction of special provisions in the Guidelines on not treating works as 'delayed' in those cases where procuring of inputs for capital works is difficult due to topographical/seasonal constraints.

**4. Works**

- (a) Frequent changes in recommendations by Members results in delayed sanction/execution.
- (b) Change of sites of works delays their completion.

(c) Repetition of same categories of works tends to dilute the significance of the Scheme. Focus may be more on social development sectors such as health and education.

(d) Monitoring of quality of works/assets created is not adequate. Ministry may examine the feasibility of introducing provisions in the Guidelines linking the Annual Performance Appraisal Report of District Authorities to performance of MPLADS in the district.

(e) Ministry may consider defining ceiling/upper limits on works under MPLADS.

## **5. Modification / Clarification in Guidelines**

(a) Ministry may clarify whether construction of Reverse Osmosis plants is permissible under MPLADS in view of objections on grounds of environmental detriment raised from some quarters.

(b) Ministry may examine the proposal of levying centage charge in the implementation and supervision of works including preparatory works under MPLADS.

(c) Ministry may examine the proposal of including solar fencing in the list of permissible works under MPLADS.

**Roadmap for expeditious transfer of consented funds and completion of rehabilitation works in calamity-affected areas**

1. The issues on transfer of consented funds and completion of rehabilitation works under natural calamities under MPLADS were discussed with States/UTs, which may be summarized as under:

- Inordinate delay in transfer of consented funds by Nodal Districts of the consenting Members to affected State/UTs resulting in incomplete/suspended/abandoned works.
- Approved works being completed by using the funds from other sources.
- Delay in identification of works and its subsequent approval process.
- Non-utilization of transferred funds and non-furnishing of works completion report, Audit Certificate and Utilization Certificate for rehabilitation works.

2. The indicative road-map to address the issues plaguing transfer of consented funds and completing rehabilitation works in areas affected by natural calamities was discussed at length and deliberated with States/UTs. The proposed road-map has been broadly divided into three categories viz. Fund Transfer and Time-Line, Monitoring and Implementing Procedure, which is detailed as under:

**Fund Transfer and Time-Line**

- Hon'ble Members shall provide consent only after assessing availability of uncommitted funds with their Nodal District Authorities.
- Respective Nodal District Authorities of the consenting Members shall examine fund availability and communicate information about the same to all concerned stakeholders within 30 days of receipt of consent.
- Transfer of funds by concerned Nodal District Authorities is to be accordingly made to the affected State/UT.
- If unsanctioned/ uncommitted funds are available, fund transfer shall be made within 30 days.
- If there is anticipation that funds would be available after receipt of next due installment, then fund transfer shall be made within 60 days.

### **Monitoring**

- Approval of works should not be treated as one-time exercise. It should be concurrent vis-à-vis availability of funds.
- Works amounting to available funds should be approved within 15 days of fund availability. State/UT Nodal Department shall be responsible for this exercise.
- State/UT Nodal Department shall also identify works without awaiting the fund availability to the extent of total consented funds agreed/ decided to be used.

### **Implementing Procedure**

- All rehabilitation works shall have to be completed within 08 months and entire consented funds shall be utilized for completing works.
- If works are not completed within 08 months despite availability of consented funds, State/UT Nodal Department has to furnish explanation to Ministry with approval of Chief Secretary of State/ Administrator of UT.
- If works are not completed within 08 months and entire consented funds have also been utilized, then works in this case shall be classified as “abandoned/suspended works” and State/UT Nodal Department has to complete the same from their own funds. The State/UT Nodal Departments shall also take appropriate action against the responsible/erring officials for inordinate delay resulting in cost escalation and apprise the Ministry without delay.
- Works Completion Certificate, Fund Utilization Certificate, Bank Account reflecting zero balance, Audit Certificate shall be furnished by State/UT Nodal Department to Ministry within 15 months of declaration of calamity of severe nature.
- Inconsequential balance amount shall be transferred to State Disaster Relief Fund with due approval of Chief Secretary of State/ Administrator of UT in consultation with the Ministry. Proof of transfer of funds to State Disaster Relief Fund shall be provided to the Ministry.

**[Action: All States/ UTs to formally communicate their acceptability of this road-map within 15 days of the receipt of the Minutes]**