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Report of the
Comptroller and Auditor General of India
ON
PERFORMANCE AUDIT OF MAHA KUMBH MELA - 2013, ALLAHABAD

For the year ended 31 March 2013

Government of Uttar Pradesh
Report No. 3 of the year 2014

Genesis of Kumbh Celebrations



कलशस्य मुखे विष्णु कण्ठे रुद्र समाश्रितः ।
मूलेत्वस्य स्थितो ब्रह्मा मध्ये मातृगणाः स्मृताः
कुक्षौ तु सागराः सर्वे सप्त द्वीपा वसुन्धरा
ऋग्वेदो यजुर्वेदो सामवेदो ह्यथर्वणः ॥
अंगैश्च सरिताः सर्वे कलशं तु समाश्रिताः ।

*Kalashasya mukhe vishnu kanthe rudra samaashritah
Muletvasya sthito brahmaa madhye maatriganaah smritaah
Kukshau tu saagaraah sarve sapta dvipaa vasundharaa
Hrigvedo yajurvedo saamavedohrytharvanah
Angaishca saritaah sarve kalasham tu samaashritaah*

The above Sanskrit shlokas tell us that the trinity of gods – Brahma the Creator, Vishnu the Sustainer and Shiva the Destroyer– in addition to all the Goddesses, Mother Earth with Her seven islands, and all knowledge in the form of the Rigveda, Yajur-Veda, Sama-Veda and Atharva-Veda exist in Kumbh. Thus, Kumbh is the symbol of all that is, and all that exists. The Kumbh Mela is a celebration, a festival of the glory of Kumbh. It is a celebration of all knowledge and all life. So, it is due to the faith of the people and the thoughtfulness of our seers that this holy occasion is named “Kumbh Mela”.

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Preface

The Stand Alone Report of Comptroller & Auditor General of India (C&AG) containing the results of review of *Maha Kumbh Mela-2013* at Allahabad has been prepared for submission to the Governor under Article 151 of the Constitution.

This report focuses on holistic examination of the *Maha Kumbh Mela* from an event management perspective. How the entire *Mela* was planned, financed and organised has been dealt with in the report. Along with other aspects, this report specifically brings out facets of *Maha Kumbh Mela* like Safety and Security, Health and Sanitation, Environment & Ecology, Quality Control, Labour Welfare and Services rendered to differently abled people in the planning and organisation of the *Mela*. The records of 13 departments/agencies relating to expenditure incurred on works and services delivered during *Maha Kumbh Mela* were examined. All audit findings were shared with the audited entities.

The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Audit wishes to acknowledge the co-operation extended by the Urban Development Department, Commissioner (Allahabad Division), *Mela Adhikari*, different implementing departments/agencies and their officers in particular and the State Government in general, at various stages during the conduct of this audit.

An aerial photograph of a densely packed informal settlement, likely a slum, situated near a body of water. The buildings are tightly packed and feature colorful roofs in shades of blue, red, yellow, and green. The settlement is built on a flat, sandy or muddy area, with a large, irregularly shaped open space in the center. The water is dark and occupies the lower right portion of the image. The overall scene depicts a high-density, low-income urban environment.

Introduction

Introduction

Allahabad, earlier Kaushambi, is an ancient city, inhabited since the Iron Age (Northern Black Polished Ware Culture, 700 B.C – 200 B.C). It is located at 25.45° N and 81.84° E in the southern part of the State of Uttar Pradesh at an elevation of 98 metres (322 feet) above the sea level. The region was the capital of *Vatsa¹ Mahajanpada* (600 B.C, Age of Buddha) and has been mentioned in ancient Buddhist and Hindu texts. It has been a center of pilgrimage and tourism since then. The *Melas*, held at Allahabad in the month of *Magha* (eleventh month of the Samvat calendar, January-February), are graded in the order of religious significance on the basis of periodicity. *Maha Kumbh Mela* (MKM) is held every 144 years, *Purna Kumbh Mela* (KM) every twelve years, *Ardh Kumbh Mela* (AKM) every six years and *Magh Mela* every year on the banks of river *Ganga* and its tributary *Yamuna*. The confluence of these rivers, known as *Sangam* is the focal point of the *Melas*.

What is Maha Kumbh Mela (MKM)?

Kumbh-Mela (KM) is a compound word comprising of two *Sanskrit* stems – ‘*Kumbh*’ referring to a ‘vessel’ and ‘*Mela*’ referring to a ‘gathering’. KM thus means ‘Gathering of the Vessel’. The origin of the ‘*Mela*’ alludes to mythology of ‘*Samudra-Manthan*’ mentioned in *Sanskrit* texts (viz. ‘*Bhagwat Purana*’, ‘*Vishnu Purana*’, ‘*Mahabharat*’ and ‘*Ramayana*’) from which a vessel containing ‘*Amrit*’ emerged. In the war that ensued between good and evil, portions of elixir spilled at Prayag (Allahabad), Haridwar, Ujjain and Nashik, rendering these places a special religious significance.

In 2013, the *Maha Kumbh Mela* (MKM) at Allahabad was held for 55 days from 14 January to 10 March. There were six² most auspicious bathing dates during MKM this year.

The organization of MKM at Allahabad is governed by the United Provinces *Melas Act*, 1938 and the United Provinces *Melas Rule* (Miscellaneous), 1940.

Organisational Structure

Principal Secretary, Urban Development Department was the nodal officer at the Government level for MKM. *Mela Adhikari (MA)* acted as the nodal officer at the district level and was responsible for management, execution and monitoring of MKM and related works. The executing agencies included– (i) various departments (ii) PSUs/co-operatives (iii) autonomous bodies of the State Government (iv) local bodies; and (v) Ministries of GoI: (a) Finance (b) Environment and Forest (c) Railways (d) Communication.

¹ One of the *Solasa Mahajanpada* (16 Kingdoms) earlier called *Kaushambi*, and now organized as a separate district *Kaushambi*.

² *Makar Sankranti*-14 January; *Paush Purnima*-27 January; *Mauni Amavasya*-10 February; *Basant Panchami*-15 February; *Maghi Purnima*-25 February; and *Mahashivratri*-10 March.

The organisational structure for MKM was as below:



Executive Summary



Executive Summary

The *Melas*, held at Allahabad in the month of *Magha* (eleventh month of the *Samvat* calendar, January-February), are graded in the order of religious significance (consequently, impacting the number of people visiting *Melas* at Allahabad) on the basis of periodicity. *Maha Kumbh Mela* is held every 144 years, *Purna Kumbh Mela* every twelve years, *Ardh Kumbh Mela* every six years and *Magh Mela* every year on the banks of river *Ganga* and its tributary *Yamuna*. *Maha Kumbh Mela* was organised in Allahabad from 14 January 2013 to 10 March 2013. For the organisation of *Maha Kumbh Mela*, various Government departments and agencies were engaged. Performance audit of *Maha Kumbh Mela* revealed deficiencies in planning, infrastructure arrangements, crowd management, monitoring, etc. Significant audit findings are discussed below:

Planning

We observed the absence of synergies, co-ordination and synchronisation among multiple agencies. There was lack of coordination in monitoring and real time response mechanisms for the projects executed and services delivered by multiple executing agencies. No scientific criterion/method was adopted for assessing the number of pilgrims/visitors during *Maha Kumbh Mela*. No specific arrangements for differently abled persons and their safety and security were put in place during *Maha Kumbh Mela*. Labour welfare was also not ensured. Instead of effecting correctives and lessons learnt from past *Melas-Kumbh Mela*, *Ardh Kumbh Mela* etc. the same/similar mistakes persisted.

It is recommended that a well thought out plan with a Detailed Project Report (DPR) containing assessment of required infrastructure, facilities and services for the *Mela* is prepared.

Financial Management

Against the released amount of ₹ 1,152.20 crore, ₹ 1,017.37 crore was spent leaving ₹ 134.83 crore unspent. The State Government instead of releasing the special grant of ₹ 800 crore for MKM works, received from GoI, utilised the same for recouping the expenditure incurred by the State Government as its share for *Maha Kumbh Mela*. Consequently, GoI's share for *Maha Kumbh Mela* became ₹ 1,141.63 crore (99 per cent) and the State Government's share was reduced to only ₹ 10.57 crore (one per cent). Funds were sanctioned in multiple tranches with different routing patterns which made capturing the holistic picture of *Maha Kumbh Mela* funds difficult, with no nodal authority

in place for monitoring the finances of *Mela*. There were delays ranging between 67 and 375 days in release of funds at various levels like from Urban Development Department to *Mela Adhikari*, from *Mela Adhikari* to the executing agencies and even within the executing agencies. Liability of ₹ eight crore was created by three departments during *Maha Kumbh Mela*. Out of the expenditure of ₹ 1,017.37 crore on *Maha Kumbh Mela*, utilisation certificates worth ₹ 969.17 crore were not submitted (July 2013) by the departments.

Audit recommends that the fund assessment should be based on realistic and reasonable assumptions. There should be a nodal authority for monitoring the finances of *Maha Kumbh Mela*.

Infrastructure arrangements for MKM

The milestones for completing works and procurements were not adhered to, as construction works to the extent of 59 per cent and supplies upto 19 per cent were not completed by the start of *Maha Kumbh Mela* i.e. 14 January 2013. Many of the works/supplies were not even started during MKM. Two works of ₹ 8.72 crore (bathing ghat: ₹ 3.61 crore; and police hostel: ₹ 5.11 crore) were executed though these were not related to MKM and thus were not utilised for *Maha Kumbh Mela*. In construction works, though made mandatory for preparation of estimates and execution of works, Indian Road Congress specifications were not always followed. This resulted in taking up 81 out of 111 works without technical sanction; widening (₹ 57.41 crore) and strengthening of roads (₹ 46.88 crore) without examining the required justification for these works; sub-standard works due to faulty preparation of estimates (₹ 27.56 crore) and use of lower grade bitumen (₹ 11.82 crore). Contract management was deficient as instances of inviting tenders before according technical sanctions to works; improper publication of notices for tenders (₹ 11.03 crore); deficient evaluation of technical bids were observed. Irregular expenditure on various temporary works and supplies without proper verification (₹ 3.17 crore) and allowance for extra rates (₹ 20.43 lakh) were made.

The material/equipment worth ₹ 9.01 crore were procured in excess of the requirement for *Maha Kumbh Mela* which resulted in blockade of funds. The unused (73 per cent) handcarts were lying with Allahabad Nagar Nigam as of March 2013 in open field rendering these vulnerable to deterioration, natural decay and rusting as these are made of iron.

It is recommended that there should be an effective and objective mechanism for assessing the requirements and all the extant laws and rules should be adhered to.

Crowd Management

Crowd management, which included safety, traffic regulations, security, facilities for health, hygiene, sanitation, food safety etc., was deficient. Human resource management was weak as there were shortfalls in deployments in almost every cadre ranging between 10 and 100 per cent of man power for traffic police, fire service and *Jal* police. The announcements made in the

Mela area by the Police Department did not indicate the routes and availability of transport system viz. timings and routes of trains & buses, parking etc. There was lack of co-ordination between the departments as no integrated plan for management of passengers was made. *Mela* control room also did not have any facility of live video feed sharing with other control rooms viz. city control room and railway control room. Fire services of Police department lacked availability of most of the key equipments including fire extinguishers (upto 77 per cent), ambulances (upto 60 per cent) and emergency lights (upto 100 per cent) related to fire safety. During MKM 67 fire incidents occurred, most of them caused due to electric short circuit and leakage of pressurised Liquefied Petroleum Gas cylinder. Medical, Health & Family Welfare department did not establish *Mela* area as 'Infection Free Zone' as no filtering of those suffering from infectious/contagious diseases was done. Adequate arrangements were not made for prevention of adulterated, sub-standard and spurious food items in *Mela* area as the mobile laboratory proposed to be established for testing of samples, chemicals and equipments, required to conduct such testing, were not supplied. This adversely affected the testing of samples.

Audit recommends that the arrangements be put in place for ensuring safety and security of public by dissemination of information amongst the various agencies and ensuring coordination among them.

Environment and Ecology

Waste/pollution management during the *Mela* was dependent upon the waste management infrastructures/facilities available in Allahabad city. The infrastructure for waste management was not even sufficient for the regular population of the city. No additional arrangement in respect of waste management was planned/made for *Maha Kumbh Mela*. Biochemical Oxygen Demand level was above the permissible limit at all the four testing points in the river *Ganga* and two testing points at *Sangam* on the auspicious bathing dates. Air, water and soil pollution were not prevented and steps to prevent/mitigate damage to environment and ecology left much to be desired.

It is recommended that there should be effective and target oriented arrangements for minimising pollution and preventing/mitigating damage to environment & ecology which is likely to be caused by the large congregation of people during *Mela*.

Other significant issues

The Labour department did not ensure adherence to various labour legislations for providing legislated benefits like minimum wages, overtime, bonus etc. to labourers and their health and safety during the course of employment in *Maha Kumbh Mela*. No arrangements were planned or made for catering to the special needs of differently abled persons and women during *Maha Kumbh Mela*.

Quality Assurance

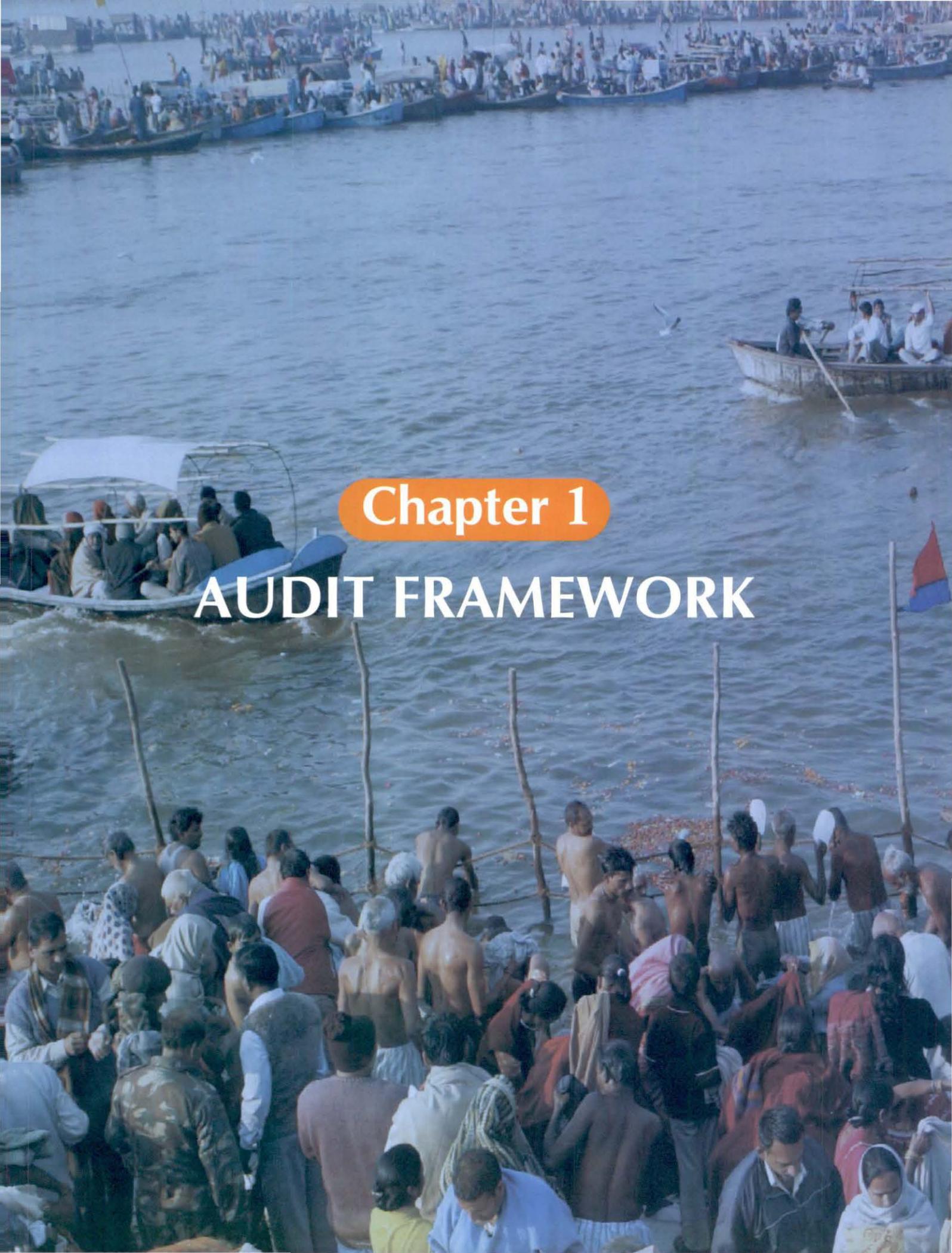
For ensuring fidelity and integrity *vis-a-vis* specifications like those of Indian Road Congress, of works/supplies, regular and required quality tests were not performed or performed improperly. Out of total 111 road works sanctioned for MKM, samples of non-bituminous works from only 22 roads (20 per cent) were sent to the departmental lab and none of the contractors established the required laboratories at the work sites for road works. Third party inspections by Motilal Nehru National Institute of Technology also did not include non-bituminous works. Even the testing of bituminous works was not comprehensive. Frequency of samples collected for quality tests was also not as per norms of Indian Road Congress. Samples from only 53, out of total 111 roads, were taken and all the prescribed tests as per IRC specifications were not conducted. Only the content of bitumen and crust thickness of bituminous works were tested.

Audit recommends that all mandatory quality tests should be adhered to by the executing agencies through quality monitoring.

Monitoring and Evaluation

Monitoring mechanism was not effective. The State Government had constituted a committee to ensure quality at every stage and submit reports to *Mela Adhikari*/State Government. There was no record to show that any action was taken by this committee. Neither any meeting of this committee was held nor any report by it was sent to the State Government.

It is recommended that committees constituted for monitoring and ensuring quality of works should function as stipulated and proper documentation and evidencing for effective monitoring is ensured.



Chapter 1

AUDIT FRAMEWORK

Audit Framework

1.1 Background

Performance Audit of 'Management of *Ardh Kumbh Mela* (AKM), 2007 at Allahabad was conducted from February to June 2007. The Audit Report (Civil) of the Comptroller and Auditor General of India for the year ending 31 March 2007 for the State of Uttar Pradesh was tabled in the State Legislature on 15 and 19 February 2008 and discussed in Public Accounts Committee on 14 June 2011. The key issues flagged in the report related to lack of scientific assessment of number of pilgrims; disposal of untreated sewage in the river(s) and higher levels of bio-oxygen demand and coliform in *Sangam* area; disposal of solid waste and dead animals in the pits dug in the river beds in *Mela* area; non-preparation of disaster management plan and non-deployment of tear gas unit, metal detectors and CCTV¹ cameras; excess procurement of pontoons, water pipes and Mild Steel plates; and free of cost allotment of tentage and furniture to some institutions against the provisions of the *Mela* Act.

The current Performance Audit of MKM-2013, conducted from April to June 2013, provides a holistic perspective of all significant issues including planning, financial management, development of infrastructure facilities, crowd management, protection of environment and issues concerning differently abled persons and labour.

1.2 Audit Objective

The objectives of audit were to ascertain whether:

- The planning for MKM was made in a timely, integrated, realistic and scientific manner to create necessary infrastructure facilities and amenities to cater to the needs of the pilgrims/visitors;
- The sanction and release of funds were timely and adequate to ensure economic, efficient and effective utilisation of funds in accordance with extant rules/regulations/Government orders and proper accounting framework was in place;
- The execution of permanent and temporary works and delivery of services were in accordance with the norms/specifications/Government orders/Acts and Rules and were timely and adequate;
- The procurement of goods/services were made economically, efficiently and effectively adhering to the extant rules and procedures;

¹ Close Circuit Television.

- Crowd and traffic management were effective, ensuring safety and security of pilgrims/visitors and smooth flow of traffic;
- Environmental impact assessment was made and actions taken to mitigate damages to the environment and ecology;
- Planning and management of MKM and execution of work was gender sensitive, ensured labour welfare and catered to the specific needs of differently abled persons; and
- Monitoring and internal control mechanisms were in place, functioned effectively and delivered the expected/desired results.

1.3 Audit Criteria

The main sources of audit criteria were:

- The United Provinces *Melas* Act, 1938 and Rule (Miscellaneous), 1940;
- Approvals accorded by the State Government and Government of India (GoI);
- Financial Hand Book Volumes-V and VI and orders of the GoI and the State Government;
- Minutes of several meetings held at different levels and instructions thereon of various committees, constituted for monitoring and quality control; and
- Laws for differently abled, gender sensitivity and labour welfare, including child labour.

1.4 Scope of Audit and Methodology

The Performance Audit, conducted from April to June 2013, covered the period from 2011-12 to 2012-13, focusing mainly on MKM held between 14 January and 10 March 2013. The records of 13² out of 23 departments/offices/agencies, were examined.

We audited the expenditure incurred by these 13 departments, on works and services delivered during MKM. Joint physical inspections/verifications of permanent and temporary works were conducted between January and March 2013 along with the representatives of the departments/offices/agencies concerned. Photographic evidences were also obtained. Further, information collected from the office of Principal Secretary, UDD; the State Government; Planning Commission; and GoI were examined.

An entry conference was held with the Principal Secretary, Urban Development Department and representatives of various departments/offices/agencies on 14 December 2012 to discuss audit objectives, audit criteria, audit

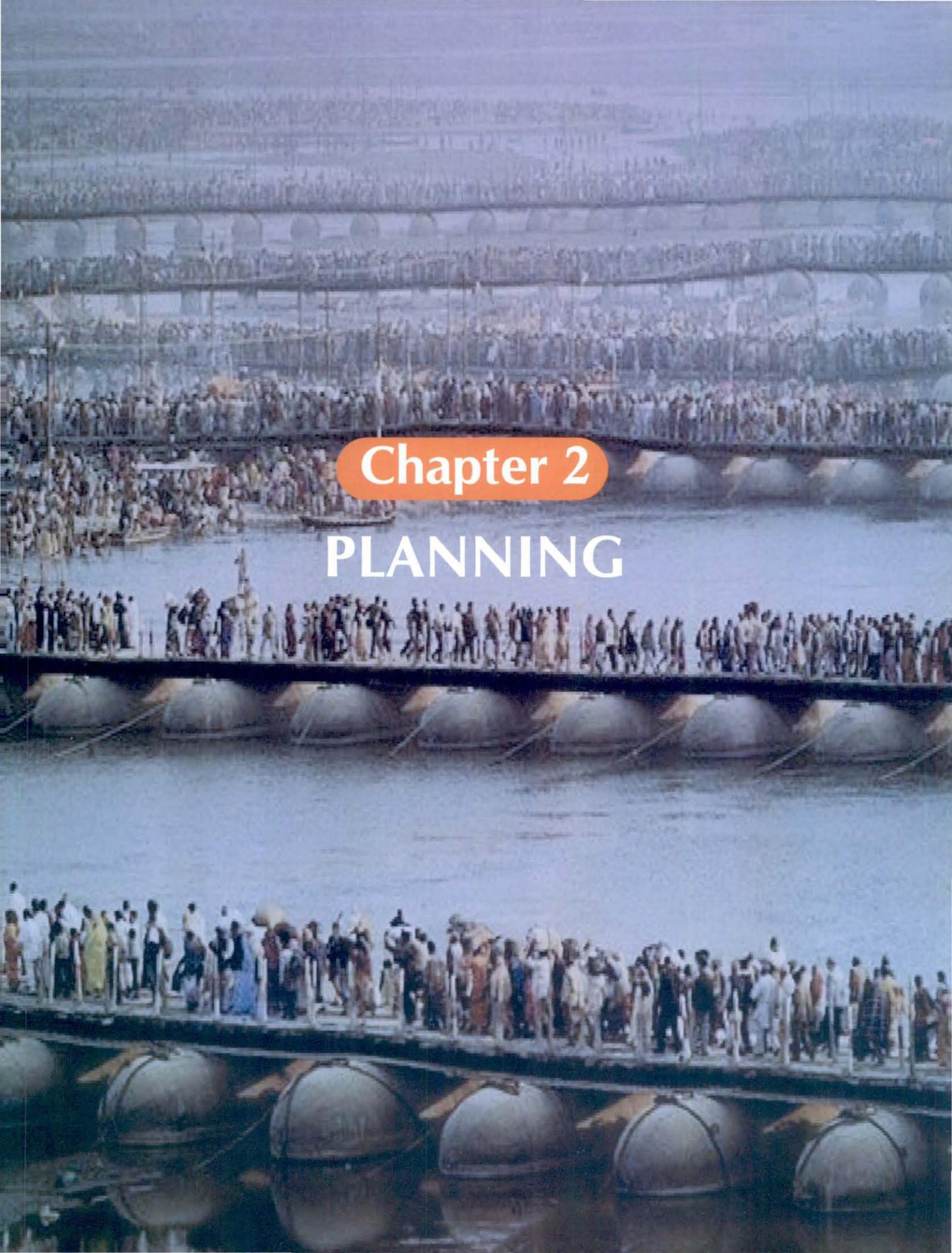
² Allahabad Nagar Nigam, Ayurvedic & Unani Department, Food & Civil Supply Department, Home (Police) Department, Homeopathic Department, Horticulture Department, Information and Public Relation Department, Irrigation Department (Flood), Medical Health and Family Welfare Department, Mela Administration, Motilal Nehru Medical College Allahabad, Nagar Panchayat, Jhunsi & Public Works Department.

scope and methodology and their inputs obtained. Replies of the State Government were received and suitably incorporated in the report.

Exit conference was held with the Secretary, Urban Development Department, Government of Uttar Pradesh on 4 April 2014. The Government confirmed the facts & figures and accepted the recommendations.

1.5 Limitations/Constraints

Despite the orders (May 2012) of Chief Secretary to all Principal Secretaries/Secretaries of the Departments of the State Government, some records and information were not produced.



Chapter 2

PLANNING

Planning

2.1 Planning for MKM

For effective management of any event, proper planning at macro level as well as micro level is important. This becomes even more critical when the activities of the event are managed by more than one department. During MKM, arrangements on a massive scale were planned to provide basic services and facilities to a floating population of more than eight crore people.

Audit examined whether planning for MKM was comprehensive and formulation of individual projects by various executing agencies was proper and coordinated.

2.2 Project formulation

At the outset, the State Government assessed (May 2010) that 78 permanent works costing ₹ 1,848.85 crore would be executed and sent (May 2010) a proposal to GoI for seeking financial assistance. A team of Planning Commission and GoI, acceding to the request of the State Government, visited Allahabad in May 2011. The team recommended (May 2011) works costing ₹ 1,318.91 crore and proposed that the expenditure would be shared in the ratio of 30:70 between the GoI and the State Government respectively. GoI, while approving the proposal, as recommended by the team of Planning Commission, ordered that the funds would be released in two years (2011-12: ₹ 667 crore and in 2012-13: ₹ 651 crore) subject to submission of detailed projects by the State Government.

Scrutiny of the records made available by the Principal Secretary, Urban Development Department (UDD), Mela Administration (MA) and executing agencies including departments, revealed shortcomings/deficiencies in the process of preparation/approval and in the quality of the projects/estimates.

2.2.1 Non-preparation of Detailed Project Report

For organising an event of the magnitude of MKM and ensuring synergy of purpose among multiple departments, governments and agencies responsible for creation of infrastructure and delivery of services to pilgrims/visitors, preparation of a Detailed Project Report (DPR) was imperative. However, no DPR was prepared for executing real time monitoring and real time response mechanisms for the projects executed and services delivered by multiple executing agencies.

Instead, the departments prepared plans/projects separately and independent of other executing agencies at various levels, within the departments/agencies.

Scrutiny of the records of *Mela Adhikari (MA)* revealed that there was no formal documented set of guidelines for preparation of project proposals. Instead, *MA* simply sent the projects as and when received from the executing agencies to the State Government for sanction of funds without subjecting these to required scrutiny. Further, *MA* was neither provided any dedicated manpower for preparing project guidelines nor for scrutinising project proposals received from various agencies for approval by the Government. Techniques like Programme Evaluation and Review Technique (PERT) and Critical Path Method (CPM) were not adopted in preparation of projects/plan.

No reply was furnished by the Government. However, the MA stated (May 2013) that DPR was prepared by each department. The reply confirms that aggregated DPR for entire MKM was not prepared, thus rendering the planning process ineffective.

2.3 Absence of mechanism for assessment of requirements

A scientific method, based on certain criteria and need analysis should have been employed essentially to assess the needs of pilgrims during MKM and requirements of infrastructure (both permanent and temporary); deployment of human resource and their capacity building by imparting training; procurements/arrangements of/for material & equipment; medicines, arms & ammunitions, logistics etc. for creation of the required infrastructure and for ensuring optimum security, safety, medical & health services and sanitation to the pilgrims/visitors.

We observed that:

- No scientific criterion/method was adopted for assessing the number of pilgrims/visitors during MKM. Pertinently, in the previous Performance audit of AKM in 2007, it was recommended that assessment of the number of pilgrims should be done properly but no mechanism was put in place for scientific assessment of number of pilgrims expected and those who turned up during MKM;
- Police department did not make any assessment of requirement of infrastructure such as number and location of police/fire stations, man-power, arms & ammunition, equipment, vehicles, logistics etc. Senior Superintendent of Police, MKM (SSP) stated (August 2013) that the assessments were made based on *Kumbh Mela (KM)*, together with the present dispensations. Scrutiny of the records of SSP, however, revealed that deployment of manpower for MKM had no co-relation with those in KM. Short or excess deployments, compared to KM were observed as detailed in *Appendix-2.1*. No justification or the basis of the changed assessment, requirement and deployment for MKM as compared to those in KM were on record;
- About 47 per cent of the total fund allotments for MKM were on road works, executed by Public Works Department (PWD); Allahabad Nagar Nigam (ANN); Allahabad Development Authority; *Uttar Pradesh Awas*

Vikas Parishad; Jhunsi Nagar Panchayat etc. but no aggregated, coordinated and comprehensive plan for execution of road works was put in place. Each executing agency had framed its own plans using different criteria/specifications which resulted in defective and deficient estimates, drawings, designs, quality of material used etc. as commented in para 4.3.8 and 7.1.2;

- Medical, Health & Family Welfare (MH&FW) department was responsible for delivery of health & medical services and cleanliness arrangements in MKM area, which was divided into five Sanitation Zones¹ housing 15 hospitals², 20 first aid points, 123 ambulances and four river ambulances together with proposed 25441 PRAI³ type toilets, 3,410 public toilets, 5,052 flag area toilets and 1625 urinals. Scrutiny of the records of the Additional Director (AD), MH&FW, Allahabad revealed that no need based analysis was undertaken nor any scientific criterion adopted for assessing the number and location of hospitals, toilets, urinals etc. The plan merely mentioned number and locations of the toilets and urinals, purportedly on the basis of population density of *Mela* area without actually having information about it as there was no mechanism to determine/assess the sector-wise density; and
- Concerted and specific plans were needed to be in place to protect the environment; ensure welfare of labourers engaged in the organisation of MKM, differently abled persons and women visiting MKM. We observed that no planning for the aforesaid issues were made. These issues have been discussed in Chapters 6 & 7.

The Government, in respect of police department reiterated (November 2013) that requirements of infrastructure were assessed on the basis of arrangements made during previous KM. Moreover scrutiny of records in audit revealed that the assessment made in MKM did not have any co-relation with those during KM. The fact remains that because of absence of scientific methodology for estimation of pilgrims, the corresponding assessment of required infrastructure and services were not realistic which either led to excess provision and consequent avoidable blocking of funds or avoidable wasteful expenditure as mentioned in paragraph 4.5.8.

2.4 Past mela experiences not utilised

While planning for any event, lessons from such previous events are to be learnt to ensure that the shortcomings/deficiencies noticed during previous events are not repeated. After AKM, *Mela* Administration had published its administrative report which *inter-alia* brought out deficiencies in planning and execution noticed during AKM. In that report, it was recommended that necessary action to overcome such deficiencies during the subsequent *Mela*

¹ Zone-1: four circles; Zone-2: five circles; Zone-3: five circles; Zone-4: six circles; and Zone-5: two circles.

² One 100 bedded Central Hospital, one 30 bedded Police Hospital; ten 20 bedded Circle Hospitals; one five bedded Hospital and two Infectious Disease Hospitals.

³ Toilets developed by Planning, Research and Action Institute, Lucknow.

would be ensured. We observed that (i) *MA* did not issue any directive to the departments/other executing agencies for making provisions for rectifying those deficiencies and (ii) the Department also, did not consider the recommendations made in the Administrative report of the Mela Administration prepared after AKM 2007(*Appendix-2.2*).

2.5 Non-adherence to GoI's covenants

The position is tabulated below:

Table-1: GoI's covenants and their compliance

Sl. No.	GOI's covenant	Status of compliance by the State Government
(1)	(2)	(3)
1	GoI had approved plan of ₹ 1,318.91 crore with department-wise allocation of funds for execution of works.	The State Government revised the department-wise allocation of funds without GoI's approval.
2	Detailed projects were to be sent for release of funds by GoI.	The State Government did not send projects costing ₹ 104.54 crore for approval of GoI. Besides, projects of ₹ 75.33 crore were not approved by GoI for want of details.
3	GoI released ⁴ a grant (Additional Central Assistance) of ₹ 800 crore and directed the State Government to give these funds to the implementing agencies without any delay, failing which the amounts would be recovered from the State Government with interest for the period of delay. It was also directed to submit Utilisation certificates.	The State Government did not release the funds to the implementing agencies but adjusted the same by recouping its share (out of ₹ 1318.91 crore). No utilization certificates were sent to GoI. This resulted in avoidable creation of liability of interest ⁵ of ₹ 34.56 crore ⁶ as of July 2013.
4	GoI had directed that the funds would be utilised for MKM only.	The funds released by GoI were not limited to expenditures on MKM projects ⁷ .

(Source: Information collected from different departments and Ministries of the State Government and GoI respectively)

No reply was furnished by the Government (March 2014).

2.6 No plan for post-mela utilisation of usable and unused items

Keeping in view the procurement of various materials, equipment etc. for MKM, a well thought out plan for post-mela utilisation of these assets was imperative. The State Government, however, did not make any comprehensive plan in this regard. Instead, after completion of MKM, the Chief Secretary, Government of Uttar Pradesh (CS), issued (16 March 2013) an order for utilisation of some of the specific items such as medicines, generators, street light fittings leaving a number of other items which were procured by the departments, specially for MKM. Scrutiny of records revealed that many of

⁴ Letter No. 44(6) PF-1/2012-869 dated 9/12.11.2012.

⁵ Rate of Interest: Average interest rate for last three years: 6.48 per cent (source: Report on State Finance 2012-13).

⁶ Interest of eight months (December 2012 to July 2013): ₹ 800 crore X 6.48% X 2/3 years = ₹ 34.56 crore.

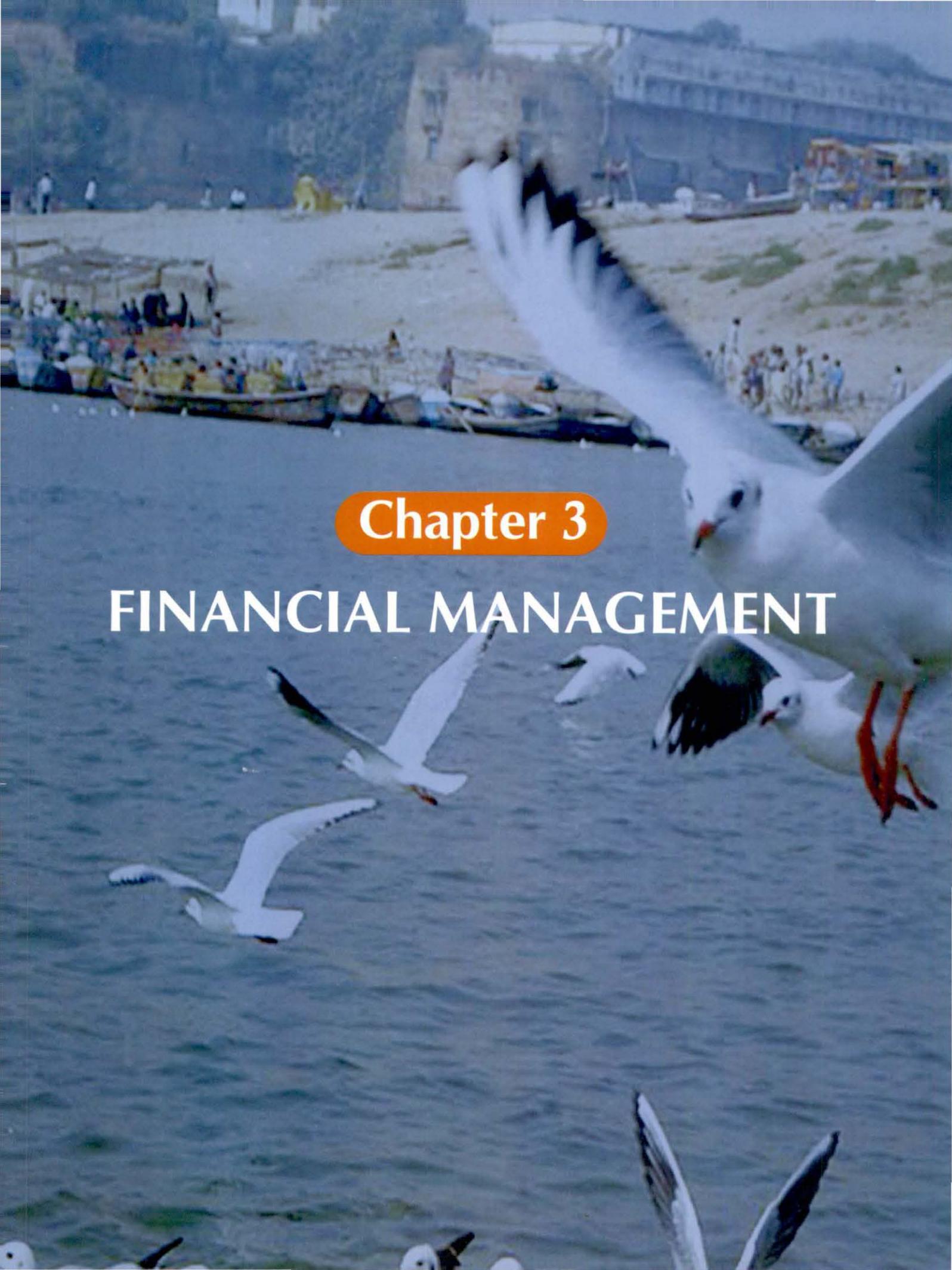
⁷ Construction of *Bargad ghat* by Irrigation Department.

items such as hand carts, equipment for Jal police, sanitation items etc. were left with departments without any plan for their utilisation.

No reply was furnished by the Government (March 2014).

2.7 Recommendations

- *A Detailed Project Report to assess the required infrastructure, facilities and services for Mela, utilising the past Mela experiences and adopting Programme Evaluation and Review Technique (PERT) & Critical Path Method (CPM) should be prepared;*
- *A set of standardised guidelines prioritising the issues for MKM should be provided to the executing departments for preparation of shelf of projects and a mechanism should also be placed at the level of MA to scrutinise the projects before sending these to the State Government; and*
- *A well thought out plan should be conceived and executed for post-mela utilisation of usable and unused items.*

A scenic view of a beach with a large dam in the background and several seagulls flying over the water in the foreground. The dam is a long, grey concrete structure with a smaller, older stone structure to its left. The beach is sandy and crowded with people. The water is a calm, greyish-blue. In the foreground, several white seagulls with black wingtips and red legs are in flight, some with their wings spread wide. The overall atmosphere is peaceful and scenic.

Chapter 3

FINANCIAL MANAGEMENT

Financial Management

3.1 Assessment of requirement of fund for MKM

The State Government envisaged massive arrangements of temporary and permanent nature in the *Mela* area. The assessment of requirement of finances took into account all facilities including roads, bridges, bathing *ghats*, river training, power and water supply, sewage, drainage, solid waste management, medical and health, road transport, pollution control, information and public relation, food and civil supplies etc. Given the requirement of huge amount of funds, the financial management for sourcing of funds should have been well thought out and planned.

3.2 Funding Pattern

To cater to the requirement of sourcing the funds, the State Government prepared an estimate for ₹ 1,848.85 crore and submitted (May 2010) the same to the Government of India (GoI). GoI considered the proposal and a team of Planning Commission (GoI) was sent (May 2011) for evaluating the works to be undertaken for MKM. On the basis of recommendations of the team, GoI sanctioned ₹ 1,318.91 crore on a 30:70 (Centre: State) sharing basis and was subject to submission of detailed projects by the State Government and approval thereof by GoI. An additional ₹ 800 crore was demanded by the State Government (06 August 2012) as One Time Additional Central Assistance (OTACA), untied special assistance, for infrastructure development which was sanctioned (08 August 2012). As against the total approved cost of ₹ 1,318.91 crore of the projects, State Government submitted projects worth only ₹ 1,214.37 crore. Projects worth ₹ 104.54 crore (eight per cent) were not sent by the State Government to GoI.

The State Government released ₹ 1,152.20 crore including GoI's share of ₹ 341.63 crore. As against the total release of fund, the total expenditure incurred as of July 2013 (more than three months after MKM) was ₹ 1,017.37 crore (88 per cent) (*Appendix-3.1*). This was indicative of the fact that though the demand was ₹ 1,848.85 crore, only ₹ 1,017.37 crore was spent.

3.3 Irregular adjustment of ₹ 800 crore

The State Government demanded on August 6, 2012, as untied Special Central Assistance, One Time Additional Central Assistance (OTACA), a sum of ₹ 800 crore from GoI, in addition to earlier approved cost of the project i.e. ₹ 1,318.91 crore. GoI released (12 November 2012), an untied special grant of ₹ 800 crore for infrastructure projects related to MKM. GoI imposed a condition that the funds would be released to the implementing agencies without any delay, failing which, the amount would be recovered from the State Government with interest for the period of default.

Scrutiny of the minutes of the meeting headed by the Chief Secretary of the State Government held (September 2012) revealed that the State Government, instead of releasing the funds to the executing departments, as mandated by GoI, decided to utilise ₹ 800 crore for recouping the expenditure incurred by the State Government for MKM. The records further revealed that the Finance Department justified this by arguing that GoI agreed to the State Government's request to share 90 *per cent* of the cost of the projects (₹ 1,318.91 crore) for MKM and ₹ 800 crore was in addition to ₹ 341.63 crore released earlier by GoI.

The State Government's decision for utilising the special grant of ₹ 800 crore was not justified as:

- (1) The State Government, while demanding for the funds from GoI, specifically requested (August 2012) that the grant of ₹ 800 crore would be completely delinked from GoI's earlier assistance of ₹ 1,318.91 crore;
- (2) The grant was given to the State Government as OTACA of ₹ 800 crore (untied) for infrastructure projects related to MKM and not as recoupment; and
- (3) Planning Commission had not acceded to (April 2012) the request of the State Government, sent (19 March 2012) for enhancing GoI's share from 30 *per cent* to 90 *per cent*. Planning Commission had stated (April 2012) that sharing of 90 *per cent* of total expenditure by GoI under "Gadgil Mukherjee formula" was applicable to only the Special Category States. It added that for Uttar Pradesh, GoI's share would be limited to only 30 *per cent*. Thus, sharing 90 *per cent* of the expenditure by GoI would tantamount to treating UP as a special category State, which it was not.

Interestingly, consequent on utilising OTACA of ₹ 800 crore, as mentioned above, GoI's share for MKM became ₹ 1,141.63 crore (99 *per cent*) (₹ 800 crore + ₹ 341.63 crore) and the State Government's share was reduced to measly ₹ 10.57 crore¹ (one *per cent*) as detailed in *Appendix-3.2*.

Thus, the State Government did not release ₹ 800 crore to the executing agencies. Besides, a liability of ₹ 34.56 crore also accrued to the State Government, as interest for the period of default as of July 2013 (eight months), as per the condition of the release of OTACA.

The State Government did not furnish (March 2014) any reply.

3.4 Absence of holistic picture and nodal authority for MKM Finances

When expenditure is being incurred by various agencies and sources of funds are also many, it becomes imperative to have a nodal authority for keeping an overall and a close watch on releases and expenditures and also to oversee reliable and accurate capturing of these transactions in the accounts.

¹ ₹ 1,152.20 crore (Appendix 3.1) – ₹ 1,141.63 crore (Appendix 3.2) = ₹ 10.57 crore.

Scrutiny of the records revealed that the routing of funds for MKM was complicated and *ad hoc*. Funds were sanctioned in multiple tranches with different routing patterns at different occasions. Apart from release of funds against the approved cost of the projects i.e. ₹1,318.91 crore, ₹ 55.66 crore was also made available by three departments², separately from their own budget, which were not accounted for in the total MKM expenditure. Interestingly, neither UDD nor MA had any information regarding such separate allotment of funds by these departments for MKM.

This made capturing the holistic picture of MKM funds difficult. Besides, there was no nodal authority in place for monitoring the finances of *Mela*.

The State Government did not furnish (March 2014) any reply.

3.5 Delayed release of funds

The funds for the works should have been released well before the start of MKM to execute and complete the works in time. We, however, observed that there were delays (as on 31 December 2012) ranging between 67 and 375 days in releasing funds at every level, i.e., from UDD to MA, from MA to the executing agencies and even within the executing agencies.

On being pointed out, the State Government stated (November 2013) that delay in release of funds did not affect in any way the progress of the works. The reply was not acceptable as the procurement of material and equipments were not completed before the start of Mela as discussed in paragraph 4.2.

3.6 Creation of avoidable liability

As per Financial Hand Book, Volume-V, expenditure should not be in excess of the funds allotted. Scrutiny of the records of MA, however, revealed that liability of ₹ eight crore (incurred by MA: ₹ 6.96 crore; Food & Civil Supply Department: ₹ 0.29 crore and PD, Public Works Department (PWD): ₹ 0.75 crore) was created by three departments during MKM.

The State Government did not furnish (March 2014) any reply. However, MA stated (June 2013) that the liability was reported to the Government for seeking additional funds.

3.7 Non-submission of Utilisation Certificates (UCs)

As per para 369 H of FHB-V Part-I, where a grant of annual or a non-recurring nature has been given for being utilised during a particular financial year only, the Administrative Department or Officer who sanctioned the grant, shall on or before September 30, of the year following that to which the grant related, furnish the certificates to this effect to the Accountant General.

² Home (Police) department: ₹ 45 crore; Home (Home Guards): ₹ 10.55 crore; and Food & Civil Supply department: ₹ 0.11 crore.

Scrutiny revealed that out of expenditure of ₹ 1,017.37 crore on MKM, UCs worth ₹ 969.17 crore were not submitted (July 2013). UCs for ₹ 48.20 crore³ (five per cent) were submitted by five (22 per cent) out of 23 departments.

On being pointed out, the State Government replied (November 2013) that UCs would be furnished separately.

3.8 Use of self-printed receipts in remittance of receipts

Financial rules provide (Rule 26, FHB-V) that the government servant receiving money, on behalf of the Government, must give the payer a receipt in Form No.1. The amount should be entered in the receipt both in words and figures and it should bear the full signature of the Government servant receiving the payment and not merely his initials.

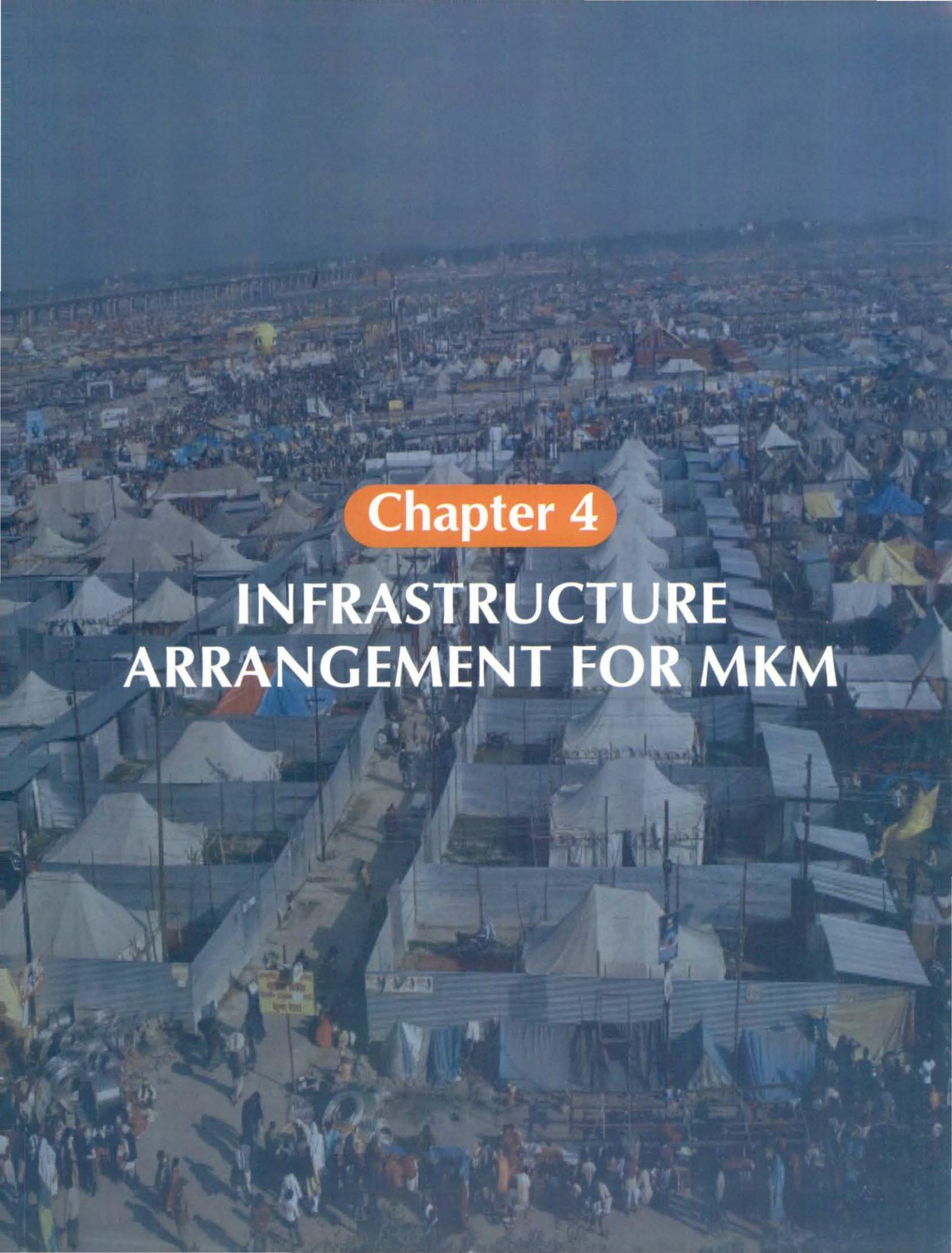
Scrutiny of the records revealed that MA issued self-printed receipts for ₹ 5.86 crore (97 per cent of ₹ 6.03 crore) against realisation of rent from shops and lands allotted to Prayagwals/Kalpwasies etc.

The State Government did not furnish (March 2014) any reply. However, MA stated (June 2013) that the self printed receipts were issued as per earlier practice. Reply is not acceptable as the practice was in violation of codal provisions and financial propriety.

3.9 Recommendations

- *Assessment of demand should be on a scientific basis, realistic and based on reasonable assumptions;*
- *Funding routes and mechanisms should be clear cut and subject to trailing; and*
- *There should be a nodal financial authority for monitoring the finances of MKM, e.g., a Chief Financial Controller/Officer who monitors sanctions, releases, expenditure and UCs and maintains the required accounts of MKM.*

³Food and Civil Supply Department: ₹ 0.31 crore; Homeopathy: ₹ 0.28 crore; Medical, Health and Family Welfare: ₹ 34.03 crore; UPSRTC: ₹ 12.01 crore; and Forest Department: ₹ 1.57 crore.

An aerial photograph of a vast tent city, likely a refugee camp, with a long bridge visible in the distance. The tents are densely packed and mostly white or light-colored. The sky is overcast and grey.

Chapter 4

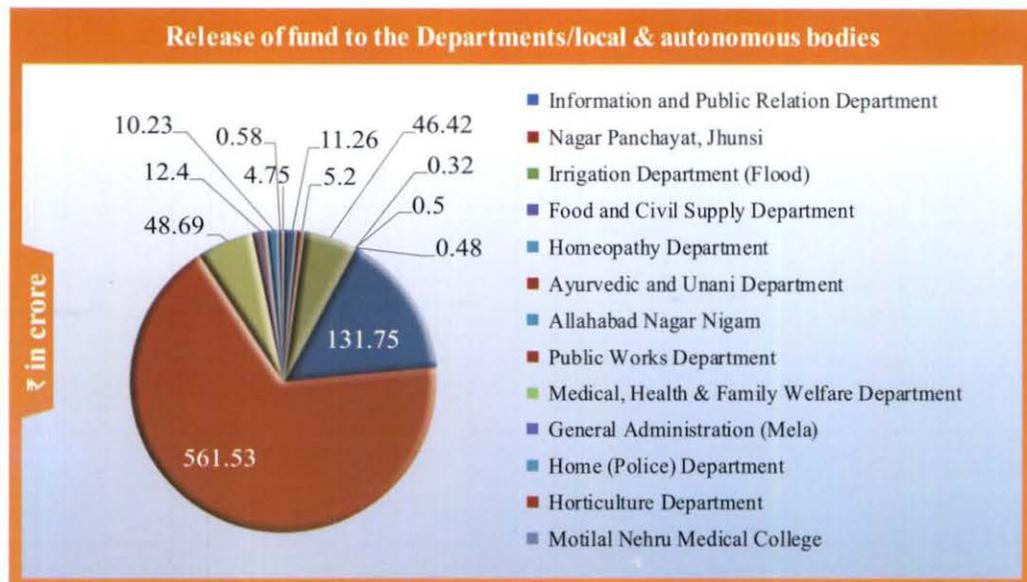
INFRASTRUCTURE ARRANGEMENT FOR MKM

Infrastructure arrangement for MKM

4.1 Physical Infrastructure

The population of the city of Allahabad as per the Census of 2011 is 11.17 lakh. During *Kumbh Melas* the population of the city increases manifold- temporary, sedentary and floating. The estimate for *Mauni Amawasya* was 3.05 crore people. For Allahabad, to bear this descend of sea of humanity for 55 days beginning 14 January 2013, massive augmentation of physical infrastructure – both permanent¹ and temporary² was imperative to provide and deliver essential services to all. The works – permanent and temporary – were entrusted to 23 departments/companies/ corporations/ autonomous bodies of the State Government and all the works were to be executed by 31 December 2012.

The State Government sanctioned (between December 2011 and March 2013) ₹ 1,214.37 crore for MKM against which ₹ 1,152.20 crore was actually released. Of the above, ₹ 893.51 crore (₹ 623.00 crore for permanent infrastructure, ₹ 24.07 crore for temporary infrastructure & ₹ 246.44 crore for services) was sanctioned (as detailed in *Appendix-4.1*) and ₹ 834.11 crore was actually released to 13³ departments, urban local/autonomous bodies. The funds were mainly utilised for roads, pontoon bridges, pile bridges, chequered plate roads, permanent *ghats*, beautification of crossings, leveling of land in *Mela* area, erection of tentage etc.



¹ Permanent Infrastructure works included the widening and strengthening of roads, beautification of crossings etc. in the city area of Allahabad.

² Temporary Infrastructure works included the facilities required for stay of pilgrims in *Mela* area which was developed in and around the beds of rivers *Ganga, Yamuna and Sangam*.

³ Under the audit jurisdiction of Principal Accountant General (General & Social Sector Audit), Uttar Pradesh.

The deficiencies observed during the audit of works undertaken by 13⁴ departments, local bodies and autonomous bodies are discussed in the succeeding paragraphs:

4.2 Milestones not achieved

Originally, the milestone for completing the permanent and temporary works was 30 November 2012, which was revised to 15 December 2012 and further revised to 31 December 2012. We, however, observed that the works were not completed even by the start of MKM (14 January 2013). Chief Secretary directed (December 2012) that road works would be deemed to be completed only when all signages, dividers, painting works etc. were in place.

4.2.1 Delayed/non-execution of works

Scrutiny of the records of five⁵ PWD divisions revealed that 65 out of 111 road works (59 per cent) to be constructed were incomplete even upto June 2013 as the construction of footpaths, brick edging, interlocking tiles, drains, dividers etc. amounting to ₹ 23.74 crore were not complete relating to these works. Similarly, works amounting to ₹ 1.50 crore in respect of 35 road works taken up by Allahabad Nagar Nigam (Nigam) were also incomplete upto June 2013. Besides, four⁶ works at ₹ 26.64 crore, sanctioned from MKM funds, were not even started during MKM. Commissioner, Allahabad Division, however, reported on 16 January 2013 that all works of PWD, except five were complete. Thus, position reported to the higher officers including Chief Secretary was incorrect. Joint physical verifications undertaken during January-February 2013, apart from the results of scrutiny of records, confirmed the incomplete status.

The State Government did not furnish (March 2014) reply. However, SE, PWD, while accepting the fact, attributed the reasons for non-completion of works to delay in release of fund and stated further (July 2013) that those works which directly affected the MKM, were taken up first. The reply was not acceptable as MKM was a known event and works should have been planned accordingly. Moreover, physical verification by audit also disclosed that many roads leading to MKM area were not completed even after the completion of MKM.

⁴ (1) Medical, Health & Family Welfare Department (2) Allahabad Nagar Nigam (3) Ayurvedic & Unani (4) Food & Civil Supplies (5) General Administration (Mela) (6) Home (Police) Department (7) Homoeopathy (8) Horticulture (9) Information & Public Relation (10) Irrigation Department (Flood) (11) Nagar Panchayat, Jhansi (12) Motilal Nehru Medical College and (13) Public Works Department.

⁵ Provincial Division, Construction Division 1, 2, 3 and 4, PWD, Allahabad.

⁶ 1. Plantation work 2. Construction of four CC roads (ANN) 3. Widening of Railway Under Bridges and 4. Construction of Yatri shed.



Railway Naini feeder road- interlocking work not completed as on 24.1.2013.



Jhansi-Allahabad-Mirzapur to Arail ghat road- interlocking/ drain work not executed as on 24.1.2013.

4.2.2 Delayed/non-supply of material/equipment

The material/vehicles procured for MKM, were to be in place before start of MKM i.e. before 14 January 2013. Scrutiny of the records, however, revealed that Allahabad Nagar Nigam (Nigam) and MH&FW department did not complete the procurements before 14 January 2013. The procurement of vehicles, sanitation materials and medicines worth ₹ 2.34 crore (19 per cent of total procurement of ₹ 12.13 crore) was delayed by 7 to 192 days.

In reply, the Government, while accepting the fact, stated (November 2013) that delay in procurement by Nigam was due to delayed release of funds (24 January 2013) by the Government and submitted further that the procured vehicles/machines would be utilised in regular works of Allahabad Nagar Nigam and in succeeding Magh Mela/AKM. Thus, the funds made available for MKM were not utilised for the envisaged purposes. No reply was furnished for delay by MH&FW department.

Further, for procuring Truck mounted Super sucker machine for drain cleaning, the Nigam entered into agreement with M/s Kam Avida Enviro Engineers Private Limited on 16 April 2013, about a month after MKM was over, for ₹ 1.49 crore. The machine was to be supplied by 9 June 2013 and advance payment of ₹ 74.67 lakh was made to the firm. The machine was not supplied by the firm even upto July 2013. Extension was granted to the supplier on the ground that the supplier was not able to get truck chassis over which the machine was to be installed by imposing penalty of ₹ 10,000.

In reply, the Government accepted the fact and stated (November 2013) that purchase process was started by the Nigam immediately after receipt of funds from the Government (24 January 2013) but the firm did not supply the machine on time for which penalty was imposed. It added that the aforesaid machine was borrowed from Lucknow Nagar Nigam during MKM. The Government further stated that machine procured by Allahabad Nagar Nigam would be utilised in succeeding Melas but did not inform the current status of procurement of the said machine.

For procurement of modern equipment/software⁷ for the *Mela* police control room, the State Government allotted (February 2013) ₹ nine crore. However, the equipments were not procured for want of enough time to fulfill the purchase formalities by the end of the financial year. The fund was surrendered in March 2013.

4.3 Award of work without justification and technical sanction

The State Government adopted the specifications of IRC and E-in-C reiterated through various circulars⁸ for adherence to these specifications. Though made mandatory, for preparation of estimates and execution of works, IRC specifications were not followed scrupulously.

4.3.1 Proposals sent without justification

For ensuring uniformity in the preparation of proposals/estimates, Engineer-in-Chief, PWD, Lucknow (E-in-C) ordered (September 2008) to ensure compliance with following instructions:

- i) Preliminary estimates should be prepared only after detailed survey;
- ii) Specifications of PWD/MORTH⁹ should be adhered to;
- iii) Latest traffic density calculation sheets should be enclosed;
- iv) Details of ownership of road, year of renewal/construction and type of existing crust should be mentioned in the estimate;
- v) Details of special repairs/strengthening/widening works carried out during last three years should be enclosed; and
- vi) Strengthening of roads should be designed as per IRC-81¹⁰ and widening of roads should be as per E-in-C's order (October 2007).

But, the scrutiny of the records of five divisions of PWD revealed that the instructions were not followed while sending the proposals for MKM works to the State Government. Some of the deficiencies noticed in the 111 approved proposals/estimates of road works were: (i) Calculation sheets for traffic density were not enclosed with 20 proposals and census was incomplete in three proposals; (ii) Benkelman Beam Deflection Test¹¹, as per IRC-81, were not performed in 55 proposals; (iii) Differences in crust thickness, length and width of 17 roads between the data of *Marg Parilekh* and those of the proposals; (iv) Bituminous Macadam without 40 cm of non-bituminous crust against PWD/MORTH norm in 40 road works; and (v) Proposals for widening/strengthening and improvement in riding quality of 16 roads were also sent whose renewal was carried out during last three years.

⁷ GIS based software and integrated digital map, Communication server software, Message server software, CCTV camera (both fixed and Pan-Tilt-Zoom type), Smart phones, Dial 100, Global Positioning System (GPS)/General Packet Radio Service (GPRS) based Automatic vehicle location system, other related hardware and software.

⁸ September & December 2003, December 2005, June & October 2007 and September 2008.

⁹ Ministry of Road Transport & Highways.

¹⁰ Publication of Indian Road Congress relating to strengthening of roads.

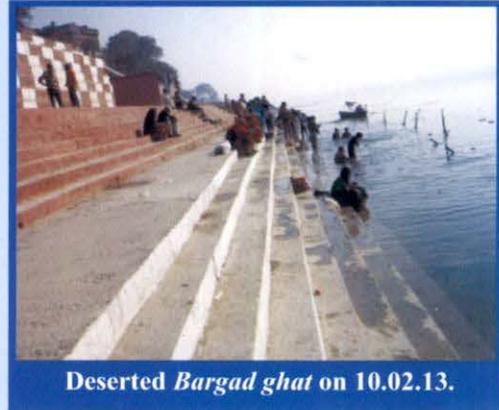
¹¹ Benkelman Beam Deflection Test evaluates the requirements of strengthening of existing crust by use of a cylinder beam. By suitably placing the probe between the dual wheels of a loaded truck, deflections of the pavement structure are measured.

Thus, sanctions of construction works were accorded based on deficient proposals which were likely to result in sub-standard, unnecessary and avoidable provisions leading to avoidable/excess/unnecessary expenditure as discussed in the subsequent paragraphs.

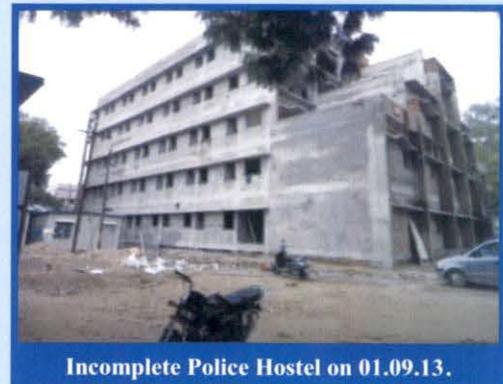
4.3.2 Sanction of non-MKM works from funds for MKM

Contrary to its own directions, the State Government sanctioned from MKM funds, the following works which were not essential for MKM.

i) The State Government sanctioned (December 2011) the construction of four permanent *ghats*¹² at the bank of river *Yamuna* for ₹ 18.19 crore¹³. However, it was noticed that only three *ghats* (*Arail*, *Balua* and Boat club) were actually utilised during MKM. The joint physical verification of *Bargad* ghat on *Mauni Amavasya* (10 February 2013), the day on which reportedly the maximum number of people (3.05 crore) visited *Mela*, and *Basant Panchami* (15 February 2013, 1.93 crore) confirmed the audit finding rendering the expenditure of ₹ 3.61 crore, incurred on construction of this *ghat*, avoidable. Scrutiny also revealed that this *ghat* was not included in the list of bathing *ghats* prepared by *Mela* administration during MKM.



It was also noticed that a proposal for construction of Police Hostel at the Police line was sent late (September 2012) by Police department to the State Government which was sanctioned (November 2012) for ₹ 5.11 crore. The construction of Police Hostel did not warrant funding from MKM as it was not for the ongoing MKM.



The Government, in reply, stated (November 2013) that the construction of Bargad ghat was done in response to the proposal received from Tourism department. It added that the Bargad ghat would be utilised by tourists visiting historical temples, situated near the ghat. The reply was not acceptable as funds allocated for MKM should have been restricted to MKM related works only. The reply confirms the fact that the work for Bargad ghat was executed from MKM funds. Moreover, it was also noticed that this ghat was not included in the list of bathing ghats, prepared by Mela Administration.

¹² *Arail Ghat, Boat club Ghat, Bargad Ghat and Balua Ghat.*

¹³ *Arail Ghat: ₹ 6.94 crore, Boat club Ghat: ₹ 3.64 crore, Bargad Ghat: ₹ 3.61 crore and Balua Ghat: ₹ 4.00 crore.*

4.3.3 Works started without Technical Sanction

According to paragraph 316, 317, 318 and 357 of the Financial Handbook Volume VI (FHB Vol.VI), no work should be commenced without obtaining administrative approval, financial sanction and Technical Sanction (TS). The State Government's order sanctioning MKM works specifically instructed that works should be started only after obtaining TS from the competent authority. E-in-C also instructed that Notice Inviting Tender (NIT) was to be published only after finalisation of rates and bill of quantity. But, these instructions were not followed. The State Government accorded (between December 2011 and March 2013) administrative approvals and financial sanctions of ₹ 604.11 crore to PWD for 120 MKM works. Scrutiny of the records of the five divisions of PWD revealed that 81 out of 111 road works (*Appendix-4.2*) were started without obtaining TS from the competent authority in contravention of the Government order and the provisions of FHB Vol.VI. Of these 81 works, NITs were issued before obtaining TS in all the cases; whereas in 61 works, the Contract Bonds (CBs) were also executed prior to according TS. In 16 works, TS was awaited even as of July 2013.

In reply, the Government accepted (November 2013) that some works were started without obtaining technical sanction. The fact remains that execution of the above works was in violation of codal provisions.

4.3.4 Incorrect provisions in road works

As per E-in-C directives¹⁴, the Road history register (*Marg Parilekh*), is to be mandatorily maintained in the divisions of PWD. It mentions all the details (width, length, crust thickness, type of crust etc.) of all type of roads. The details in the register are used for the preparation of estimates. Scrutiny of 17 estimates of road works of two divisions¹⁵ revealed that there were differences in length, width and crust – its type and thickness, as provisioned in estimates from that recorded in the road history registers. This resulted in irregular expenditure of ₹ 9.25 crore (*Appendix-4.3*). This was in violation of the order of E-in-C.

In reply, the Government stated (November 2013) that all estimates were prepared as per actual site conditions. The fact remains that estimation for road works was not based on proper and required documentation.

4.3.5 Improper traffic density survey/census

For conducting traffic census, E-in-C instructed (December 1977) the use of proformas 1, 2 and 3 of IRC-9, 1972 which require that traffic census would be conducted for seven days, in three shifts of eight hours each, and the concerned Junior Engineer (JE), Assistant Engineer (AE) and Executive Engineer (EE) would check¹⁶ it on the site. Scrutiny, however, revealed that in

¹⁴ 350 camp-Pr. A.(Vi)/Mu.-1/07 dated 19/07/2007.

¹⁵ CD-1 and CD-4, PWD, Allahabad.

¹⁶ JE would check the traffic census for two hours in every shift at least twice a week; AE would check the traffic census for two hours in every shift at least once a week; and EE would check the traffic census for two hours in one shift once a week.

cases where traffic census was conducted these instructions were not followed. Interestingly, traffic census of one road was attached with the estimates of other two roads¹⁷.

Further, E-in-C ordered (October 2007 and September 2008) that for widening of roads latest traffic census would be ensured as per IRC-9, 1972 for "Traffic Census on non-urban roads" and circular was issued (November 2005) to this effect. Further, in every estimate for widening of roads, traffic census details would be compulsorily attached with estimates and was also included in the check-list for scrutiny of estimates. Scrutiny of 23 estimates for widening of roads of five PWD divisions revealed that in 20 estimates, provision of widening was included without conducting traffic census and no data of traffic census was attached with the estimates. In three estimates incomplete traffic census data was attached. These deficient estimates were forwarded by CE to the State Government for approval, without examining the required justification for widening, although the zonal CEs were made fully responsible for justification of all items in the proposal/estimate vide E-in-C's direction of July 2005 and April 2006¹⁸. This rendered the expenditure of ₹ 57.41 crore on widening of 23 roads irregular (*Appendix-4.4*).

Thus, not only traffic census was not conducted, even where stated to be conducted, these were deficient rendering both the justification and expenditure irregular on widening of roads.

In reply, the Government stated (November 2013) that in view of global nature and huge magnitude of MKM, it was very difficult to assess the number of visitors and vehicles coming to Mela. The fact remains that the most important factor in road design is the number of commercial vehicles plying on the road.

4.3.6 Strengthening of roads without employing Benkelman Beam Deflection Technique test

Engineer-in-Chief (E-in-C) directed (September 2008) that strengthening of roads be carried out as per IRC-81, whereby overlay on a road is to be determined by conducting Benkelman Beam Deflection Technique (BBDT) test on that road. Benkelman Beam Deflection Test evaluates the requirements of strengthening of existing crust by use of a cylinder beam. By suitably placing the probe between the dual wheels of a loaded truck, deflections of the pavement structure are measured. Scrutiny of the records revealed that proposals for strengthening the road works by laying bituminous macadam layer in 55, out of 80 roads, were sent to the State Government without conducting BBDT. An expenditure of ₹ 46.88 crore was incurred on laying of Bituminous Macadam (BM) work on these roads which was not justified and therefore irregular (*Appendix-4.5*).

¹⁷ Traffic census of Old Allahabad-Gorakhpur road was attached with the estimates of GT East road and Jhansi-Garapur-Sonouti to AG road.

¹⁸ 3666 C/103 C/05 dated 14.07.2005 & 334/camp-Pra.Abhi. (Vikas)/06-Misc dated 22.04.2006.

In reply, the Government stated (November 2013) that keeping in view the unexpected/uncountable traffic in Mela, the provisions were made. The reply was not tenable because required BBDT test was necessary for assessing the required overlay on roads.

4.3.7 Sub-standard work due to faulty preparation of estimates

According to extant order of the Government (December 2003), BM and Semi Dense Bituminous Concrete (SDBC) was to be overlaid only on those roads where existing non-bituminous crust thickness was of minimum 40 cm. Scrutiny of the records¹⁹ revealed that 40 roads (**Appendix-4.6**), in which existing non-bituminous crust thickness was less than 40 cm, were strengthened by spending ₹ 27.56 crore on BM works. Overlaying of BM on roads with less than 40 cm non-bituminous crust resulted in sub-standard works.

No reply was furnished by the Government (March 2014). However, CE stated (June 2013) that keeping in view the huge influx of pilgrims and previous experience of KM/AKM, the BM and SDBC works were provisioned for improvement in riding quality of urban roads which were taken up under the direction of higher authorities. Reply was not acceptable because the Government had directed not to lay BM and SDBC on those roads whose crust thickness was less than 40 cm.

4.3.8 Use of lower grade bitumen for BM/SDBC work

Engineer-in-Chief (E-in-C) directed (March 2001)²⁰ that VG-30²¹ bitumen would be used for all bituminous works executed through Hot Mixed Plants (HMPs). Scrutiny of the records of Allahabad Nagar Nigam revealed that in 50 road works to cost ₹ 14.73 crore, the BM/SDBC works for ₹ 11.82 crore were executed through HMPs but instead of using VG-30 bitumen, VG-10 bitumen was used against the specific orders of E-in-C. Thus, use of low grade bitumen not only violated the norms of IRC but also rendered the works carried out on these roads sub-standard.

The Government did not furnish reply (March 2014). However, the Nigam replied (August 2013) that the rate analysis for using VG-10 on road works was approved by Public Works Department. The reply was not acceptable as PWD had used VG-30 grade bitumen for BM works carried out for its own works. Thus, the use of VG-10 grade bitumen for BM works was against IRC specification and hence the quality of BM work was compromised.

4.3.9 Avoidable expenditure on renewal of roads proposed for MKM

For carrying out renewal work on roads, GO provided (December 2003) that no renewal works would be undertaken on a road before four years of last renewal. However, scrutiny of the records of PD, CD-1, CD-3 and CD-4 revealed that these four divisions executed renewal works on 16 roads during

¹⁹ PD, CD-1 and CD-4.

²⁰ 235 AE-1/2000 dated 20.3.2001.

²¹ Viscosity indicates degree of fluidity. Higher the viscosity grading, stiffer the bitumen.

2009-12 even though these roads had been proposed for widening/strengthening under MKM. BM/SDBC was laid on these roads during 2011-13, i.e., before four years of last renewal. Hence, the renewal works were avoidable and should not have been executed. This resulted in avoidable expenditure of ₹ 10.94 crore, incurred on renewal works on these 16 roads during 2009-12 (*Appendix-4.7*).

In reply, the Government stated (November 2013) that renewal works were executed to maintain smooth and easy traffic as per their renewal cycle and were completed before MKM. Reply was not justified because in view of inclusion of these roads under MKM, renewal work was not required and thus avoidable.

4.3.10 Improper installation of street lights by Nagar Nigam

BIS code (1981) envisaged that wattage of the lamps in the street light should be decided according to the category of road. BIS also stated that A1 category roads require 30 LUX illumination²² and the roads of category A2 to B2 required four to 15 LUX illumination respectively. The street lights are to be illuminated based on the category of roads.

Scrutiny of the records of Allahabad Nagar Nigam revealed that there was no categorisation of roads as per BIS code. During December 2012 to February 2013, 1,640 street light fittings were replaced with 250 watt High Power Sodium Vapour (HPSV) lamps for ₹ 1.11 crore. These HPSV lamps were installed without considering importance, width and traffic on the roads. Thus, the installation of 250 watt HPSV lamps was arbitrary, as the prescribed norm was not followed, rendering the expenditure of ₹ 1.11 crore not properly justified.

The Government, while accepting the fact, stated (November 2013) that street light points were created on the demand of public representatives. It stated further that the issue pointed out by audit would be complied with in future. The reply was not acceptable as the aforesaid cases were not related to creation of street light points but related to replacement of street light lamps with the lamps of higher illumination without any justification.

4.4 Contract Management

In order to ensure the transparency in the tendering process the State Government ordered²³ (i) NIT be invited only after the preparation of bill of quantity; (ii) Works of more than ₹ two lakh be tendered through advertisement in newspapers; (iii) There should not be splitting of works to obviate advertisement in newspapers; (iv) Tenders be called at one month's notice and only in special circumstances, these be called at short term notice of minimum 15 days; (v) No negotiation with the bidders: if compulsory, with all

²² Lux is the measure of total "amount" of visible light present per unit surface. A given "amount" of light will illuminate a surface more dimly if it is spread over a larger area.

²³ May 1999, December 2000, April & August 2001, January 2002, February & April 2004, November 2006 and January 2007.

the eligible bidders; and (vi) Work be started only after entering into an agreement with the contractor. Chief Vigilance Commissioner (CVC) had also circulated (March 2007) these instructions.

Scrutiny of the records revealed that these instructions were generally not followed as discussed below:

4.4.1 *Improper publication of NIT*

Scrutiny of the records of SE revealed that the State Government's instruction relating to calling of tender after 30 days' notice was not followed as only in nine out of 95 cases related to construction works executed by PWD, 30 days' notice was given. In the balance 86 cases, short term tender notices, ranging from seven to 20 days, were given. Further, there were delays, ranging from three to 14 days, in publication of tender notices in newspapers from the date of sanction of tender notices, which further limited the duration of notice. Besides, scrutiny of the records of CD-2 and Flood division (river training works) revealed that these divisions executed two works²⁴ (cost of works: ₹ 150.83 lakh) through 83 agreements (agreed cost ranging between ₹ 0.99 lakh and ₹ 1.99 lakh) without publishing the tender notices in news papers.

No reply was furnished by the Government (March 2014) in respect of execution of work through short term tender notices. However, SE attributed the reasons for short term tender notices to delay in sanction of works by the Government. This resulted in limited publicity of tenders which in turn restricted competition and compromised transparency. Regarding river training work, the Government stated (November 2013) that considering the sensitivity of river training work during MKM, it was not considered safe to award the entire work to one contractor. It added that the agreements were entered into with the contractors at competitive rates, obtained through tendering. The reply was not acceptable as the NITs were not published in the newspaper thereby depriving the Government of benefits of discovery of the best rates.

Similarly, Allahabad Nagar Nigam entered into (January 2012 to April 2013) 75 agreements (agreed cost: ₹ 9.52 crore) for procurement of different items under MKM. In all the 75 agreements, tender notices were published in only two local news-papers²⁵. Despite the order (February 2013) of Commissioner, Allahabad Nagar Nigam, e-tendering was not resorted to. Thus, publicity of tender notices was deficient.

The Government accepted the facts and stated (November 2013) that the process of e-tendering in Allahabad Nagar Nigam was being considered.

4.4.2 *Deficiencies in technical bids*

The State Government's order provided (January 2007) that every bidder should enclose documents relating to availability of plant and machinery and

²⁴ (i) Improvement of road patri on GT road (₹ 7.88 lakh); (ii) River training work (₹ 142.95 lakh).

²⁵ *United Bharat* and *Northern India Patrika*, Allahabad edition.

equipment required for establishing field testing laboratory as per IRC norms²⁶ for quality testing of materials used for road works. Scrutiny of bid documents pertaining to SE, PWD, however, revealed that out of 78 road works, ownership documents of required equipments for establishing field test laboratory like refill box, sieve set, Atterberg limits apparatus, speedy moisture meter, California Bearing Ratio (CBR) testing machine, aggregate impact value machine, Los Angeles Abrasion value apparatus etc. were enclosed only for six works; and affidavits for availability of these equipments were enclosed for 13 works. For remaining works (59), no documents were submitted.

Similar deficiencies were noticed in the records of Allahabad Nagar Nigam also.

Further, in procurements made by Allahabad Nagar Nigam, out of 75 agreements for procurement as detailed above, in 30 agreements, only single bid system was adopted. In remaining 45 agreements, though two bid tendering process was adopted, the contractors merely furnished TIN and PAN in the technical bids²⁷ and these contractors were declared qualified for participating for evaluation of financial bids and awarded contracts.

In reply, the Government stated (November 2013) that tenders were accepted after scrutinising the necessary documents such as solvency certificate, PAN card, TIN no. etc. The reply was not acceptable as the technical bids without the required documents, as stated above, were liable to be rejected but these bidders were awarded contracts in violation of rules applicable for technical bids.

4.5 Deficiency in execution of agreements

4.5.1 Negotiation with bidders

The State Government ordered in April 2001²⁸ that in general, no negotiation be held. Negotiation was allowed only in special circumstances, but with all the bidders. Further, CVC also circulated (March 2007) that no post-tender negotiation be held. Scrutiny of the records of SE revealed that negotiations were held in 38 out of 95 cases (40 per cent), and these were held only with the lowest bidder in 26 out of 95 cases, and not with all the bidders, as stipulated.

No reply was furnished by the Government (March 2014). However, SE, PWD, accepted (June 2013) the facts and stated that in view of the urgency and importance of MKM works, negotiations with lowest bidders were held.

²⁶ As per model bidding document, PWD all equipments for field testing laboratory should be provided at site lab and central lab as per IRC SP-20-2002.

²⁷ Technical bid should comprise character certificate, solvency certificate, last five year's work experience by the firm, details of major items of equipment with the firm, list of lab equipment, financial report of last five years i.e. balance sheet, profit and loss account etc.

²⁸ 1-1173/Ten-2001-10(55)/2000 dated 27.04.2001.

4.5.2 Irregular grant of secured advance to contractors

The State Government revised (January 2007) Model Bidding Document (MBD) for construction of roads and buildings which stipulated for grant of only mobilisation and machinery advances to the contractors. But, scrutiny of the records of PD and CD-1 revealed that in addition to mobilisation and machinery advances, secured advances of ₹ 4.65 crore (*Appendix-4.8*) were also made to 23 contractors. The grant of secured advances was not only unwarranted but also was undue aid to contractors.

The Government accepted (November 2013) that secured advances were sanctioned at the request of contractors to increase the pace of work and advances were recovered from next bill. Reply confirms that secured advances were granted in violation of the revised MBD.

4.5.3 Leveling work in Mela area

For MKM, leveling of 1,737 hectares of land, in the river bed of *Ganga* (part of *Mela* area), was required for execution of different infrastructure works - roads, pontoon bridges, *ghats*, electrification, laying of water pipe lines etc. For leveling of land, *MA* finalized (25 November 2012) agreements for supply of tractors (with or without trolley) and engaged labourers on muster rolls. A sum of ₹ 1.89 crore was allotted²⁹ for leveling works by *MA*. Scrutiny of the records of *MA* relating to leveling works revealed following deficiencies:

- No record measurement and contour mapping was done for estimating the quantity of leveling work to be executed;
- There was no assessment of requirement of tractors and labourers;
- No technical staff was engaged and the entire work was done through *Lekhpal* and *Nayab Tehsildar* although one EE, who was not assigned any responsibility during MKM, was posted with *MA*;
- No measurement of levelling work was taken and payments were made to the contractors for the engaged tractors on hourly basis. The engaged labourers were paid on muster rolls without mention of the quantum of work done by them;
- *MA* executed agreements with the contractors for supply of tractors on 25 November 2012, but the work of leveling had started from 22 October 2012 i.e., prior to execution of agreements;
- None of the 93 tractors were registered with Regional Transport Officer (RTO) under commercial category. These were registered for agricultural use;
- Cross-verification of the registration number of 93 tractors with the records of RTO, Allahabad revealed that the nine out of 93 registration

²⁹ Expenditure was not furnished by *MA*.

numbers were of motor cycles, scooters, auto-rickshaws, open trucks and buses;

- Scrutiny of log books of tractors revealed that two tractors³⁰ were shown engaged at two places³¹ at the same time;
- Execution of work through Muster Rolls (MRs) required prior sanction from the *Mela Adhikari*. Besides, machine numbered MRs should have been issued to the work supervisor for taking attendance and making payments to the labourers. Scrutiny of the records revealed that out of 600 MRs³² issued for the leveling work, in 253 MRs for payment of ₹ 83.87 lakh, the work was started before sanction of labour from *MA*. Further, MRs were not filled daily;
- Thirty labourers were shown engaged at two places at the same time making the payment of ₹ 0.57 lakh to these labourers doubtful; and
- Contracts for supply of tractors provided that sanctioned rates were inclusive of all taxes but ₹ 1.30 lakh and ₹ 3.09 lakh were paid to two contractors³³ for payment of service tax.

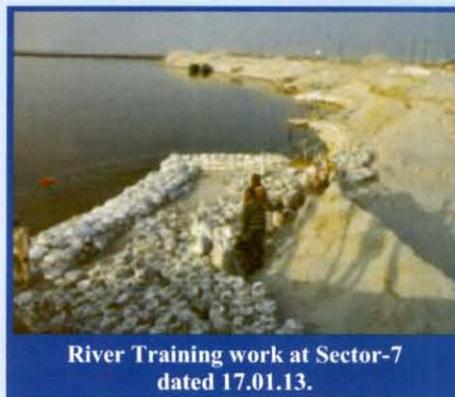
Thus, the award and execution of leveling work, including payments by *MA* were replete with gross irregularities.

The Government did not furnish reply (March 2014). However, MA, while accepting the facts, stated (May 2013) that leveling works could not be measured, as the leveling works were carried out at different places. The reply was not acceptable as measurement of works carried out was mandatory. In respect of fake engagement of tractors, MA stated that vehicle numbers in the records were written erroneously.

4.5.4 River training work

To regulate the flow of the river and to protect river banks from erosion, works of slope correction/protection, anti-erosion and river training work were executed in the stretch of approximately 11 km on both the sides of river *Ganga* for ₹ 7.71 crore for MKM.

Scrutiny of the records of Flood Division revealed that Assistant Engineer (AE), Flood division entered into 31 agreements for slope cutting during 12 December 2012 to 23 January 2013 at the left



River Training work at Sector-7 dated 17.01.13.

³⁰ UP-70 BH/4214 and UP-70 D/9808.

³¹ One tractor in sector-1 & 3 during 5.11.2012 to 17.11.2012 and other tractor was shown engaged in sector-13 and sector-2 during 22.11.2012 to 25.11.2012.

³² It included deployment of labourer for the services apart from leveling work.

³³ Sahyogi Enterprises, Allahabad and Laxmi Associates, Allahabad.

bank of river *Ganga* in the stretch of 2.50 km. The work was executed and ₹ 0.59 crore was paid to the contractors. We further observed that on the same chainages (2.50 km), AEs again entered into 44 agreements for executing river training works during 24 January 2013 to 13 February 2013 for the same purpose without ascertaining the existing status of the work to assess the need of taking up the subsequent work and ₹ 0.84 crore was paid to the contractors.

The Government stated (November 2013) that correct estimation of quantum of river training work could not be assessed in the beginning and it was done by adopting trial and error method. The Government further stated that, initially, river training work was executed by only cutting the slopes, but subsequently it was realised that river training would have to be done by laying crates. The reply was not acceptable as in any case the documentation of existing condition of the work was necessary. In absence of any such documentation, the necessity of the subsequent work was not ascertainable/verifiable.

4.5.5 Avoidable expenditure on repair of pontoons

Scrutiny of the records of Provincial Division (PD, PWD) revealed that ₹ 1.46 crore was received (March 2012) for repair of 121 old pontoons. The expenditure on the repair of 121 old pontoons was ₹ 1.46 crore. Of 121 pontoons repaired, only 81 were actually used for three pontoon bridges, while the remaining 40 were lying at Sirsa *ghat* (38) and Tela *ghat* (two). A sum of ₹ 11.28 lakh was incurred on cartage of these pontoons. Thus, the expenditure of ₹ 34.48 lakh on repairs and cartage (₹ 23.20 lakh and ₹ 11.28 lakh) of these unused pontoons was avoidable.

EE stated that 38 and two pontoons out of 40 pontoons were kept as reserve at Sirsa and Tela ghats respectively for smooth functioning of Mela/emergency. The reply was not acceptable as reserved pontoons were already kept at every pontoon bridge for meeting any emergency.

4.5.6 Irregular expenditure on barricading work

Scrutiny of the records of *MA* revealed that tenders were invited (November, 2012) for supply and fixing of 43,567 Running Feet (RF) of barricading³⁴ for MKM. Two, out of the total three bidders, were disqualified for not having quoted rates for all the items. The third tenderer (contractor), quoted (November 2012) the rate of ₹ 120 per RF. *MA* negotiated (November 2012) with the contractor who agreed (November 2012) to the rate of 80 per cent higher than that of AKM. The negotiated/agreed rate came to ₹ 37.80 per RF {Rate of AKM: ₹ 21.00 per RF + ₹ 16.80 (80 per cent of ₹ 21.00) = ₹ 37.80 per RF}.

However, *MA*, while entering into contract with the contractor, ignored the above rate and entered into (November 2012) the contract for supply and erection of 43,567 RF at a much higher rate of ₹ 77.76 per RF without any

³⁴ Barricading consisted of three parallel *Ballies* (length: six feet) tied with vertical *Ballies* of eight feet height (distance between two vertical *Ballies* was to be six feet). Gap between parallel *Ballies* was however, not mentioned in the agreement.

justification. Thus, the agreement was entered (November 2012) into at the excess rate of ₹ 39.96 per RF. The contractor was paid (March 2013) ₹ 33.88 lakh.

The decision of the *MA* to execute the work at a different rate instead of the negotiated rate was incorrect. Had the agreement been made at the negotiated rate i.e. ₹ 37.80 per RF, excess expenditure of ₹ 20.43 lakh could have been avoided.

The Government did not reply (March 2014).

4.5.7 Irregular payment for erection of tin, tents & furniture

In response to the proposal (April 2012) of CE, the State Government allotted (September 2012) ₹ 51.00 lakh for hiring of tin, tents and furniture for erection of temporary accommodations in the *Mela* area. Scrutiny of the records of EE, CD-4 revealed that details like number, size and location of tin, tents and furniture were not given either in the proposal or in the sanction order of the State Government.

EE, CD-4 entered into (October 2012 to January 2013) eight agreements for supply of tin, tents and furniture with the contracted firm by the *MA* under rate contract at the agreed cost of ₹ 2.59 crore, which was in huge excess (408 per cent) of the allotted fund. As per the conditions of the agreement, the contractor was to be paid rent for tin, tents and furniture etc. after joint physical verification by the representatives of the respective departments and the contractor. No physical verification was, however, undertaken before making the payments and the entire payment was made only on the basis of bills submitted by the contractor. The contractor was paid ₹ 3.17 crore against the agreed cost of ₹ 2.59 crore on account of hiring charges of tin, tents and furniture. Thus, expenditure of ₹ 2.66 crore was incurred in excess of allotment.

Further, PWD was allotted 2,83,900 square feet land in the *Mela* area. However, the quantity of tin and tents, shown as hired by the PWD for ₹ 3.17 crore, required a minimum area of 5,26,732 square feet for erection. No record was made available for erecting tin and tents in the remaining area of 2,42,832 sq.ft. (5,26,732 sq.ft. – 2,83,900 sq.ft.).

The Government, in reply, stated (November 2013) that apart from administrative area, tin/tents were also erected on the pontoon bridges, heads and camp offices in Mela area. The reply was not correct. As per MA's records, total allotment of land to PWD was 2,83,900 sq. ft during MKM. The Government, however, did not furnish details of erection of tin/tents.

4.5.8 Blockade of fund due to excess purchase of materials

State procurement manual of the State Government stipulates that procurement should be made after the assessment of requirement and in no case purchases should be made in excess of the actual requirement. We in

audit observed that due to unrealistic assessment of requirement of materials by PWD and Allahabad Nagar Nigam for construction of Pontoon bridges and chequered plates' roads; sanitation material & equipment; and street light accessories procured material costing ₹ 8.39 crore³⁵ (55 per cent) remained unutilized (*Appendix-4.9*). The unused (73 per cent) handcarts were lying in Allahabad Nagar Nigam's store as of March 2013 in open field rendering these carts to deterioration, natural decay and rusting as these are made of iron.

In reply, the Government accepted the fact and stated (November 2013) that the benefit of aforesaid procurement would be provided to citizens after MKM also. The fact remains that the procurement was in excess of requirement for MKM.

Further, 172 medicines worth ₹ 93.45 lakh were procured during MKM but only medicines worth ₹ 32.39 lakh were used while balance medicines, costing ₹ 61.06 lakh, were lying unutilised at the end of MKM. Scrutiny of records further revealed that the expiry months of two unused medicines, lying in store, was August 2013 and thus, these medicines were to be used by July 2013. Principal, Motilal Nehru Medical College (MLNMC) wrote (May 2013) to the State Government for granting permission to issue these unused medicines to patients of BPL category. The permission accorded by the State Government, on 6 August 2013 indicates the Government's apathy towards the health concerns of the BPL people. Thus, the expired medicines worth ₹ 11,325, were permitted by the State Government to be prescribed to patients of BPL category.

In reply, the Government stated (November 2013) that all the medicines were utilised before expiry date. Reply was not acceptable because medicines worth ₹ 11,325 were lying in store after their expiry date.

Pontoon Bridges and Chequered Plates Roads : A Positive Story

Expecting a steam roll of visitors in the Mela area, PWD erected 18 pontoon bridges across the river Ganga, 106 km chequered-plate roads on the sandy bed-banks of the rivers to facilitate the movement of pilgrims, devotees and visitors. During MKM, pontoon bridges and chequered-plate roads were significantly better, both in terms of quantity and quality as compared to those during AKM, when only 14 pontoon bridges and 95 km chequered-plate roads were built.

Pontoon bridges and chequered-plate roads facilitated in easy and comfortable flow of both vehicles (motorised and non-motorised) and pedestrians (visitors, pilgrims, organisers etc.) in reduced time, helping the Mela authorities in better crowd management during MKM.

4.5.9 Improper deduction of centage charges

Superseding all previous orders, the Government order issued in January 2011 stated that centage charges, at the rate of 12.5 per cent of the cost of work,

³⁵ Total procurement: ₹ 15.28 crore.

would be deducted and credited to the appropriate head of account by all Government executive agencies/public sector undertakings/autonomous bodies/corporations/other construction agencies. Centage charges were to be calculated by first deducting five *per cent* from the total cost and then charging 12.5 *per cent* on the reduced cost of work. Further, Expenditure Finance Committee (EFC) also directed (June 2012) to follow the above mentioned method of calculation of centage charges on MKM works. But, scrutiny of the records of five divisions of PWD revealed that centage charges were not deducted as per the new method of calculation. Instead, divisions were deducting centage charge at the rate of 6.875 *per cent* of the total cost of works which EFC had specifically rejected. This resulted in short remittance of centage charges of ₹ 26.13 crore in the relevant heads to the Government.

The Government stated (November 2013) that centage charges were deducted as per sanction. Reply was not correct because directions of EFC, which sanctioned the estimates, were not followed.

4.5.10 Loss due to failure to auction shops

Temporary shops, 349 in number, were erected in all 14 sectors of MKM. The process of open auction was to be adopted. Scrutiny of the records of MA revealed that auction for these shops was done between December 2012 and January 2013. In the auction, 334, out of total 349 erected shops, were awarded to different persons but 15 shops were not auctioned.

No reply was furnished (March 2014) by the Government. MA, however, stated (May 2013) that enough advertisement for auction of shops was undertaken but no interested person turned up. The reply was not acceptable because there were no documents in support of reply for unsuccessful auctioning of 15 shops and also whether demand was assessed before constructing 349 shops.

4.6 Sub-standard work of Hot Applied Thermo Plastic Paint

IRC specifications for laying of Hot Applied Thermo Plastic Paint³⁶ (HATPP), prescribed that this work be executed not before 45 days of over laying of BM/SDBC on the roads. Scrutiny of the records of Allahabad Nagar Nigam revealed that the works of HATPP on seven roads were executed before the stipulated 45 days of over laying of BM/SDBC. Thus, the HATPP works, costing ₹ 22.83 lakh remained sub-standard.

The Government, in reply, stated (November 2013) that due to late receipt of funds there was delay in start of works. These seven roads were main link roads for MKM. Hence, laying of HATPP was carried out early. The reply confirms that HATPP work was carried out in violation of prescribed norms.

³⁶ Thermoplastic is a hot-applied road marking compound for the creation of highly reflective stripping for long-term performance.

4.7 Post Mela utilisation of procured material

The State Government ordered (14 March 2013) that street light fittings, Diesel Generator sets and Zero discharge toilets, procured for MKM by the departments/organisations, would be made available to 18 Urban Local Bodies. Chief Secretary (CS) also ordered (16 March 2013) for utilization of materials according to which apart from street lights, medicine and equipment procured by MH & FW would be made available to the hospitals, Community and Public Health centres as per their demands. *MA* was to take the materials in its stock before issuing these to the departments as per allocations decided by the State Government.

Scrutiny of the records of *MA* revealed that he issued 11,004 street light fittings, 31 Diesel Generator sets and 42 zero discharge toilets to 100 Urban Local Bodies. *MA* did not provide details of materials received & issued and the stock register, though called for. Hence, the post *mela* utilization of procured material could not be ascertained in audit.

Scrutiny of the records of Allahabad Nagar Nigam further revealed that contrary to the orders of the State Government, UPPCL issued (March 2013) 2000 street light fittings, costing approximately ₹ 1.37 crore, to Allahabad Nagar Nigam without any demand. Further, the State Government allotted³⁷ (March 2013) 155 street light fittings to Allahabad Nagar Nigam, which were lying unutilised as of August 2013 in the Allahabad Nagar Nigam store.

In reply, the Government stated (November 2013) that 2000 sodium lights were received on the orders of Commissioner, Allahabad division. It added that 155 street lights allotted subsequently by the Government were not sufficient for Allahabad and further action would be taken on direction of the Government. The fact remains that the post MKM utilisation of street lights was not properly ensured.

4.8 Allotment of land/facilities to institutions

The United Provinces Melas Act, 1938 (Act) prescribed that *MA* may allot land to any person or class of persons and fix reasonable rent. There was no mention of allotment of facilities to any person or class of persons in the Act. Scrutiny of the records of *MA* revealed that land alongwith the facilities³⁸ were also allotted to *Akharas, Mahamandaleshwaras, Khalsas*, other institutions etc. during MKM. Following deficiencies were noticed in allotment of land and facilities:

- No policy/norms/guidelines were framed/followed by *MA* for allotment of land and facilities;
- The system of allotment of land and facilities was computerized, using the software prepared by NIC for MKM, and hosted on the web. Computerised allotment slips were issued to the institutions and concerned

³⁷ Government order no 1731/9-1-2013-132-mela/13 dated 14 March 2013.

³⁸ Tin boundary, *Banswada*, different types of tent, *shamiana, kanat*, tin kitchen, chair, table, *takhat, dari*, mattress, quilt, bed sheet, pillow, sofa set, matting, carpet, *masnad, chandani*, tin gate, stage, bath chauki, heater, blower etc.

departments/agencies after allotment. Analysis of data available on the website, however, revealed that the system was deficient³⁹; and

- Land measuring 434 hectare was allotted to 3,335⁴⁰ Akharas, Mahamandaleshwaras, Khalsas, Khak Chauks, Dandi Bara, Acharya Bara and institutions free of cost against the provision of the Act. Prayagwals and Kalpwasis were allotted land on payment basis at rates ranging between ₹ 320 to ₹ 2,520 per bigha.

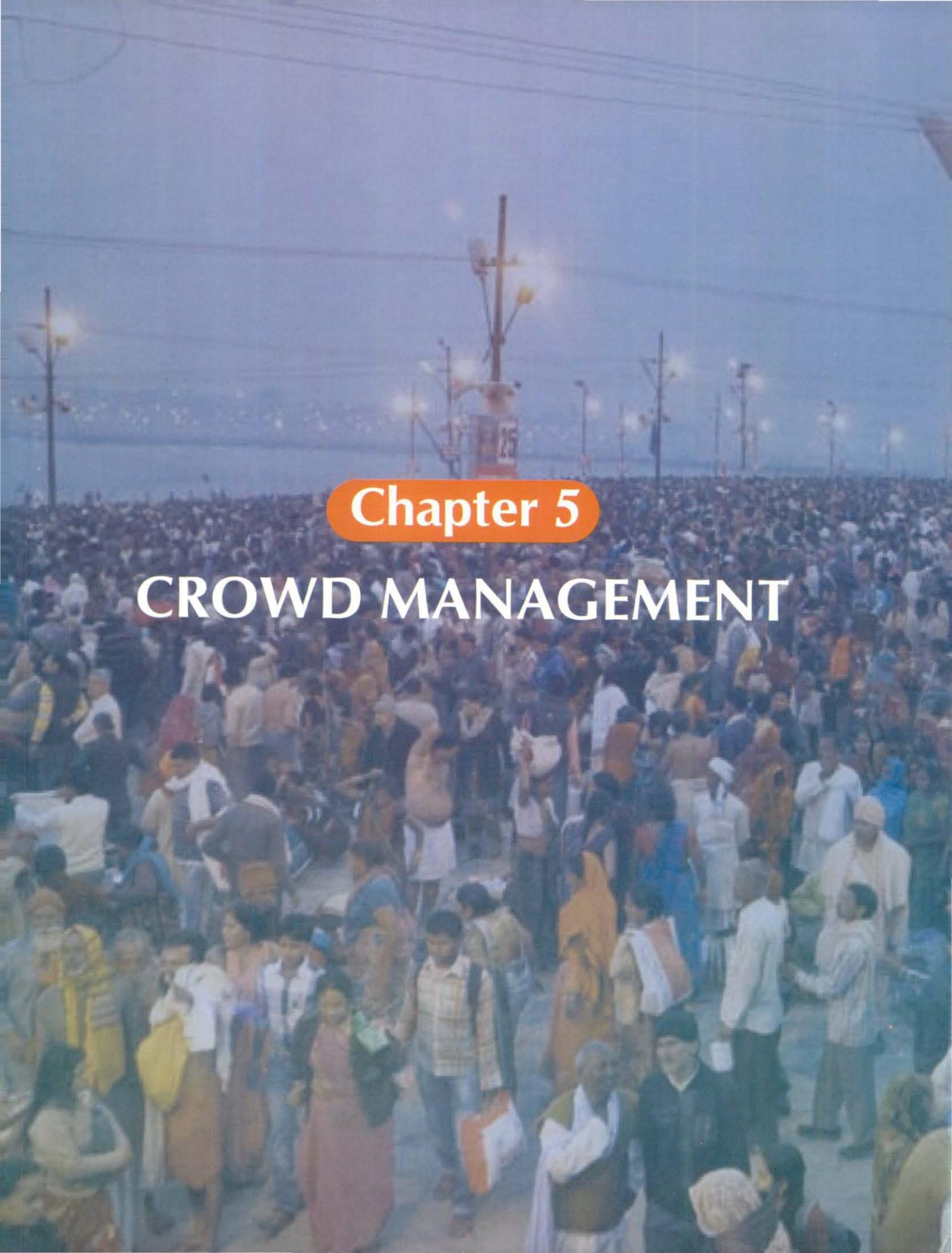
The State Government did not furnish reply (March 2014). However, MA accepted (June 2013) the observation regarding the absence of any norm/policy/guidelines and stated that allotment of free of cost land and facilities was done on the basis of age old tradition. The reply confirms that in the absence of any laid down procedures, provisions in the Act were not followed.

4.9 Recommendations

- *Provisions included in proposals/estimates for/of construction works should be based on Road History Register (which should be properly maintained); detailed surveys, and proper traffic census conducted as per IRC provisions and orders of E-in-C, PWD & the Government;*
- *NITs should be called for after finalisation of the rates and bills of quantities and stipulated time should be available to bidders. Contract management should be transparent, fair and competitive;*
- *Effective and scientific mechanism should be adopted for assessing the requirements & specifications and all procurements should be made accordingly;*
- *Framing of norms/guidelines should be considered for allotment of land and facilities during Mela; and*
- *A plan should be put in place before start of Mela for post Mela utilisation of procured materials.*

³⁹ (i) Only 1,304, out of 3,582, institutions were allotted facilities. (ii) Details of institutions like address, phone number, name and phone number of head of the institution, registration number and date were not captured and (iii) There were variations in allotment of facilities to institutions, which ranged between one and 44 for items like tent, chair, table, mattress etc. and one and 2,259 in terms of total number of an item (s) issued to institutions.

⁴⁰ 14 Akharas: 18.94 hectare; 333 Mahamandaleshwaras: 20.76 hectare; 596 Khalsas: 53.85 hectare; 237 Khak Chauks: 28.52 hectare; 153 Dandi Bara: 17.11 hectare; 142 Acharya Bara: 29.66 hectare; and 1,860 other institutions: 266.08 hectare.

A large crowd of people is gathered at an outdoor event during dusk. The scene is filled with people of various ages and clothing, some walking and others standing. In the background, there are several tall streetlights with glowing lamps, and a prominent tall structure with a cross-like top. The sky is a deep blue, and the overall atmosphere is that of a busy public gathering.

Chapter 5

CROWD MANAGEMENT

Crowd Management

5.1 Arrangement for crowd

Crowd management takes into account all the elements related to safety including traffic regulations; security; facilities for health, hygiene & sanitation; food safety; and any other thing related to the pilgrims visiting MKM. During MKM, people from different parts of the country and abroad were expected. Enough arrangements for safety from accidents like stampede, fire, drowning etc; health, hygiene & sanitation etc. were imperative.

We observed the following deficiencies in crowd management.

5.2 Human Resource management and capacity building

5.2.1 Deployment of man-power

Scrutiny of the records of SSP, revealed short deployment of man power for traffic police, fire service and *Jal* police, ranging between 10 and 100 *per cent* (*Appendix-5.1*), as compared to stated requirements. Shortages in the cadre of divers and lady police deprived both male and female visitors of safety during bathing days.

5.2.2 Capacity building

Special training courses were organised (October to December 2012) by SSP to train police personnel for their deployment in MKM. Participants were imparted training through five modules *viz.* (i) Introduction to MKM (ii) Human resource management (iii) Security and intelligence (iv) Traffic management and (v) Communication, Fire Service and crime.

We observed:

- (i) No Training Need Analysis (TNA)/Calendar of training was undertaken/designed and no feedback, either inter or intra departments was sought for training modules, techniques, faculties/trainers etc. to make the training useful for MKM;
- (ii) Training modules did not have courses on natural calamities (earthquakes, flood), disease and epidemics/endemics etc., safety from drowning in rivers, safety for women, children, old and disabled persons; and
- (iii) SSP did not provide details of personnel imparted training despite repeated requests. He also did not make available any details regarding trainers and methodology adopted for trainings.

In reply, the Government stated (November 2013) that requirement of manpower, training, arms & ammunition etc. were assessed on the basis of preceding KM. The reply was not acceptable as assessment for deployment of manpower in MKM was not based on that of KM, as already commented in Chapter-2. This was indicative of improper planning for human resources.

5.2.3 Traffic regulation and management

Police Department was to make arrangements for traffic regulation and control during MKM. Separate plans for normal and main bathing dates were to be implemented for traffic management and regulation. Eleven diversion schemes for different situations to control and regulate the traffic were made. Scrutiny of related records, however, revealed that the traffic plans were not comprehensive and lacked arrangements for dissemination of important information to the public. We observed that:

- The traffic plans did not depict the route which the visitors would follow to reach the railway stations, bus stops or parking places after bathing; and
- The Police Department utilised “Lost and Found centres” of the two NGOs¹ for broadcasting the messages/announcements. The announcements informed visitors regarding entry and exit routes in the *Mela* area, but did not indicate the routes and availability of transport system viz. timings and routes of trains & buses, parking etc. However, the content of announcement was revised and made more elaborate after 14 February 2013² after an unfortunate stampede at the Allahabad Junction railway station occurred due to accumulation of crowd at the railway station.

The Government did not furnish specific reply and stated (November 2013) that public was provided information regarding routes to railway and bus stations. The fact remains that the traffic plans were not comprehensive and the information regarding traffic plan was not disseminated.

5.2.4 Management of passengers at railway stations

Out of eight railway stations in the district, three stations viz. Jhunsi, Daraganj and Prayag-ghat are in *Mela* area and other five viz. Allahabad Junction, Allahabad City (Rambagh), Prayag, Phaphamau and Naini are outside the *Mela* area. Government Railway Police (GRP) was to observe regulation and management of the passengers at the railway stations.

We observed:

- **Absence of co-ordination** – Management of passengers during MKM, was to be done jointly by Railways, Railway Protection Force (RPF) and GRP. Scrutiny of the records of SP (GRP) revealed that there was lack of co-ordination between the aforesaid departments as no integrated plan for

¹Bharat Sewa Dal and Hemwati Nandan Bahuguna Bhule Bhatke Shivar.

²After the main bathing date i.e. on 10 February 2013.

management of passengers was made. GRP did not have information regarding operation of special trains or other arrangements made by railways and RPF, as confirmed (July 2013) by SP (GRP).

- **Absence of sharing of live video feed** - GRP, at its control room, did not have any facility of live video sharing with the other control rooms in the city area and in MKM area. Due to this, population pressure, existing or likely, at railway stations could not be communicated to other railway stations, GRP authorities, police control rooms and district/Mela administration. Interestingly, Mela Control room also did not have any facility of live video feed sharing with the other control rooms viz. city control room, railway control room.

No specific reply was furnished by the Government (March 2014). However, SP (GRP) accepted (July 2013) all the facts.

A Positive Story

Electronic Variable message sign board (VMSB)

Police department procured and installed 30 VMSBs for ₹ 1.05 crore in the Mela area, city and its outskirts. VMSBs had sufficient internal memory to store minimum ten pages of graphics or text messages with server, software & services for General Packet Radio Service (GPRS). The procured VMSBs were intelligent and in case of any fault, the service personnel would automatically get informed through auto-generated messages for corrective action.

All VMSBs had specific code and were controlled centrally in the Mela police control room. Mela control room could send different messages for different VMSBs to display based on real time need analysis.

The usage of VMSBs, for crowd management, traffic regulation and influx & outflux of pilgrims/visitors into and out of Mela area and also the city of Allahabad, was a maiden venture of Police Department.

5.3 Fire services

Fire service of Police Department was responsible for making arrangements for fire safety, which includes availability of equipment, adherence to fire safety norms and effective dissemination of measures among public regarding safety from fire during MKM.

5.3.1 Shortage of equipment - Scrutiny of the records of SSP revealed that there were shortage of most of the key equipments including fire extinguishers (upto 77 per cent), ambulances (upto 60 per cent) and emergency lights (upto 100 per cent) related to fire safety. Physical verification revealed that fire extinguishers were not provided in any of the ten test-checked fair price shops.

5.3.2 Non-adherence of fire safety norms - The temporary structures like tents, *pandals*, camps etc. are always vulnerable to fire accidents, being mostly made of cloth and canvas. Enough precautions to minimise the risk of fire accidents and arrangements to put-out the fire quickly, in case of any accident,

were required. BIS (code no. 8758/1993) prescribed norms to be followed while erecting tents and *pandals*. Scrutiny of records revealed that *MA* had entered into rate contracts for supply of tin/tents during MKM without putting any condition restricting the use of combustible and inflammable material for erection of tin and tents. Contractors also did not follow the safety norms, prescribed in relevant BIS code, while erecting tents/*pandals*. No action against any of the contractors was taken either by *MA* or by the Fire services of the Police department for violating the fire safety norms.

Further, eighteen pontoon bridges were erected across river *Ganga*. All pontoon bridges were designed for maximum load bearing capacity of five tonnes. Given the load bearing capacity, none of the pontoon bridges could support fire tenders (heavier than five tonnes) in case of fire.

5.3.3 Lack of Information, Education and Communication (IEC) activities- Fire services of the Police Department framed a three-tier plan, viz. to train public to protect them from fire accident, to respond quickly on fire calls for rescue operation and extending Information, Education and Communication (IEC) activities to educate the people to follow fire safety norms. Scrutiny of records revealed that for disseminating awareness in public, CFO distributed pamphlets citing “dos & don’ts” in case of fire in the *Mela*. The distribution of pamphlets did not have any impact as none of the 25 *pandals*/tents, physically verified by audit, had arrangements for protection from fire. All these 25 test-checked *pandals* and tents also did not have fire extinguishers.

Scrutiny of records further revealed that during MKM, 67 cases of fire led to loss of ₹ 39.15 lakh, besides, death of one pilgrim. Scrutiny further revealed that out of 67 fire cases, 38 *per cent* and 31 *per cent* fire accidents were reported to have been caused due to electric short circuit and leakage of pressurized LPG cylinder respectively. This clearly shows enough measures were not put in place for providing safety from fire.

In reply, the Government stated (November 2013) that demand for equipment was sent after assessing the requirements and accordingly the available equipments were utilized optimally. It added (November 2013) that in view of safety norms, correspondences at various levels were made. Thus, in view of the above observations, fact remains that arrangements were not enough for providing safety from fire accidents.

A Positive Story ***Lost and Found Centres***

Two “Lost and Found” centres were established by two NGOs (Bharat Sewa Dal and Hemwati Nandan Bahuguna Bhule Bhatke Shivir) in sector-4 of the Mela area. The centres performed the job of disseminating information about the lost/missing persons. The centres maintained a register in which name, address and other details were entered.

We, during physical verification (12 February 2013), observed that:

1. *Around 23 women and children, who had lost contact with their families on 10.2.2013, were being treated well in the centres by providing meals, medical and other facilities.*
2. *The centres were continuously making efforts to contact the relatives of the lost women and children on Public Address System, mobiles and telephones.*
3. *Eventually, all 23 women and children were sent to their respective districts (Jaunpur, Azamgarh, Deoria and Gorakhpur) by a bus, arranged by SSP on 12.02.2013.*
4. *SSP also deployed four police personnel with the bus to accompany these women and children passengers in the journey. Besides, SSP also wrote letters to the concerned district's SSPs regarding these passengers and requested to help these passengers to meet their families.*
5. *SSPs of these concerned districts also informed (21.02.2013) SSP, MKM that all the reported lost women and children were safely handed over to their families.*

5.4 Health and Sanitation Services

5.4.1 Infection free zone

Rule 15 of the United Provinces *Melas* Rule, 1940 prescribed that a person suffering from plague, smallpox or other infectious diseases shall not enter the *Mela* area. With a view to check the entry of visitors suffering from infectious diseases in the *Mela* area and establishing *Mela* area as an 'Infection Free Zone', MH&FW had planned for the following:

- 14 Check Posts, one each at all entry points and important locations of the city for filtering the carriers of infectious diseases and providing them necessary treatment. Spraying of insecticides was to be ensured on vehicles entering the *Mela* area;
- Two³ 20 bedded Infectious Disease Hospitals (IDH) for treatment of patients suffering from infectious diseases; and
- Ensuring cleanliness and purity of edible items sold with the help of Food and Drug Administration (FDA) department.

Scrutiny of the records of AD, however, revealed that the department failed to establish *Mela* area as 'Infection Free Zone' as no filtering of those suffering from infectious/contagious diseases was done. Though 14 check posts were planned but not established for filtering the carriers of infectious diseases and providing them necessary treatment/vaccinations. Besides, doctors and ward boys were not placed⁴ as per requirement. Vaccination facility was not

³ One in Nagvashuki North sector and the other in Arail East sector.

⁴ Eight doctors were placed against the requirements of 12 and ward boys were not placed at all in any of the IDHs.

available at either of the Infectious Disease Hospitals for any communicable/infectious diseases like *Japanese Encephalitis, Dengue, Chickenguniya, Bird Flu, Swine Flu, Plague, Diarrhea, Acute Encephalitis Syndrome* etc. Thus, the objective of preventing people, afflicted with infectious/contagious diseases, from entering into *Mela* area remained unachieved, rendering the area vulnerable to spread of infectious diseases.

The Government admitted (November 2013) the fact that Check Posts were planned but later it was found impractical in view of establishment of First Aid Points (FAPs) at railway stations, bus stations etc. and activity by Vector Control Unit. It was further stated by the Government that no incident of epidemic or infectious disease was noticed which showed that Mela area was infection free zone. Reply confirms that check posts for filtering the carriers of infectious diseases were not established. Regarding no incident of epidemic or infectious disease, the Government's contention was not correct as these diseases will not surface immediately, and therefore preventive measures should have been put in place.

5.4.2 Establishment of Central, Police and Circle Hospitals

Scrutiny of records revealed that during MKM, 5,27,818 outdoor patients were attended to in various hospitals and 4,427 patients were admitted. Out of 4,427 patients admitted, 953 patients were referred to other hospitals.

We observed that these hospitals were deficient in terms of manpower, several essential medicines, equipments etc. as discussed below:

- Separate wards for female patients were not established in Circle and Police Hospitals;
- Lady doctors/gynaecologists were not posted in Circle and Police Hospitals; and
- Emergency Wards and Operation Theaters were not established in Circle and Police Hospitals.

In reply, the Government accepted (November 2013) that separate wards for female patients, lady doctors and emergency wards were not established.

- The doctors and paramedical staff for Central, Police and Circle Hospitals were not posted in sufficient numbers. Against the sanctioned post of 261 of both Medical and Para Medical staff for MKM, 216 (17 per cent shortage) and 253 (three per cent shortage) were posted respectively.

In reply, the Government stated (November 2013) that doctors/paramedical staff were posted as per population and requirements and minor operations were performed by surgeons. Reply was not acceptable because doctors/paramedical staff were not posted as planned.

- Oral Rehydration Solution (ORS) was made available to all hospitals after 17 days from the start of MKM (14 January 2013);

- There were delays, ranging between seven and 38 days, in issue of 55 medicines from the start of MKM (14 January 2013); and
- The circle and the Police Hospitals were bereft of commonly available facilities, medicines, equipment, vaccines and serums like delivery facility; gynaecological medicines; X-ray and Ultra Sound machines; anti-rabies vaccines; and anti-venom serums.

The Government did not furnish reply (March 2014).

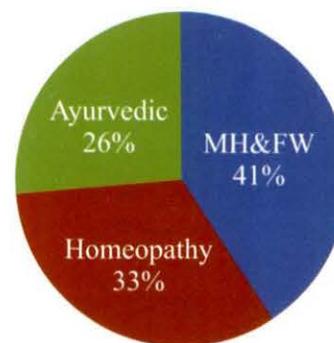
A Positive Story AYUSH

Objective of AYUSH-Department of Indian Systems of Medicine and Homoeopathy (ISM&H) was created in March,1995 and re-named as Department of Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy (AYUSH) in November 2003 with a view to provide focused attention for development of Education & Research in alternative medicines.

Ayurveda and Homeopathy- Ayurvedic hospitals were established in the mela area, which provided medical facilities to the visitors and pilgrims during the Mela.

Being a service provider, the homeopathy hospitals were to provide medical service to pilgrims, saints, tourists and kalpwasis. Homeopathy hospitals established in Mela area procured medicines, engaged doctors & pharmacists for providing medical facilities to the pilgrims. We observed that:

No. of outdoor patient treated in hospitals during MKM



Sl. No.	Particular	Ayurveda	Homeopathy
1	Doctors engaged	35	42
2	Pharmacists engaged	35	37
3	Hospitals established in Mela area	11 (included one four bedded indoor hospital)	12 (included one 10 bedded indoor hospital)
4	Funds allotted (in ₹)	48.00 lakh	50.00 lakh
5	Medicines procured (in ₹)	25.94 lakh	10.44 lakh
6	Number of indoor patients treated	31	48
7	Number of outdoor patients treated	3,43,770	4,25,403
8	Surrendered Amount in March 2013 (in ₹)	3.23 lakh	21.96 lakh

We also observed that Mobile Medical Unit (MMU) was provided to District Homeopathy Medical Officer (DHMO) to provide medical facilities at the door steps of the pilgrims in the Mela area. MMU comprised three doctors (including one lady doctor), one pharmacist and one helper alongwith 75

types of medicines. During MKM, 3,822 patients were treated by MMU. This facility was provided for the first time in the history of Melas at Allahabad.

No complaints were received from the pilgrims/visitors to MKM in respect of medical & health facilities provided by Ayurveda and Homeopathy hospitals during joint physical verification, reviews and also scrutiny of records in audit. In fact, there were words of praise as reported in the newspapers/during interviews.

The number of visitors to MKM taking recourse to Homeopathy and Ayurvedic Medical & Health Services was 59 per cent compared to 41 per cent of MH&FW. This was also indicative of peoples' increasing confidence in alternative medicines.

5.5 Construction of toilets

Scrutiny of records revealed that number of toilets and urinals constructed in MKM area was not based on any norm. Instead, the public toilets for men and women were constructed equally. The number of toilets and urinals were not sufficient as was evident from the details given in table below:

Table-1: Per capita availability

Sl. No.	Particulars	Constructed	Number of Pilgrims on Mauni Amavashya, 10 February 2013 (In crore)	Per capita availability	One unit available for
1	Toilets	33,903	3.05	0.00111	899
2	Urinals	1,625	3.05	0.00005	18,769

(Source: Information furnished by AD, Allahabad)

As evident from the above table, one toilet was available for 899 pilgrims (maximum). Use of a toilet by around 900 pilgrims on a single day was not feasible. Thus, the facility provided was not commensurate with the actual requirement.

There was no partition in female toilets in sector 10 (Shiwala Pashchimi) as verified in joint physical inspection on 24.1.13, as well as female urinals in sector-14 {Arail East (31.1.13) and Arail West (2.2.13)}.

Flag area (euphemism for open toilets without any walls) was constructed in Sector 10 (Shiwala Pashchimi) for use as open toilets without separation/partition. Only a tin boundary was constructed on the perimeter of flag area, forcing people using flag area to defecate in open without any privacy.

In reply, the Government, while remaining silent on flag area toilets, accepted the facts and stated (November 2013) that partitions were erected subsequently without intimating the actual dates of erection of partition.

5.6 Improper operation of Fair Price Shops

For providing wheat, rice, flour, sugar and kerosene oil at BPL rates to Kalpwasis and other pilgrims residing in Mela area, 124 Fair Price Shops (FPSs) were established in MKM area. Temporary ration cards were to be

issued for obtaining essential items through these FPSs. Scrutiny of records and evidences collected during physical verification by audit revealed improper management and operation of FPSs as given below:

5.6.1 *Non-achievement of target for issue of ration cards*

Against the assessed target of issue of two lakh ration cards, as fixed by the Food and Civil Supply Department, only 1.02 lakh (about 50 per cent) were issued. Scrutiny further revealed that distribution of the ration cards to consumers started between 19 and 24 January and was completed between 8 and 17 February 2013 in all the 14 sectors. By the time issue of cards was completed, four out of six auspicious bathing dates had passed. Thus, 50 per cent of eligible *Kalpwasis* were deprived of availability of essential items at BPL rates for the entire duration of MKM.

No reply was furnished by the Government (March 2014).

5.6.2 *Pre-mature closure of FPSs*

MA ordered (December 2012) that in addition to *Kalpwasis*, food grains/sugar/kerosene oil at BPL rates from FPSs would be issued to all pilgrims on main bathing days, a day before and after the main bathing days. But, MA ordered (February 2013) to close all FPSs on 26 February 2013 except two shops in sector-2. All FPSs were accordingly closed on 26 February 2013 except two shops in sector-2. Pertinently, last main bathing date was 10 March 2013 (*Mahashivratri*) and 55 lakh pilgrims/visitors were expected. As per order of MA (December 2012), food grains/sugar/kerosene oil was to be provided to all pilgrims for three days (from 09 March to 11 March, 2013). As the shops in all sectors were closed except sector-2, it was not feasible for approximately 55 lakh pilgrims/visitors to collect food grains/sugar/kerosene oil from two shops.

Thus, due to pre-mature closing of fair price shops, lakhs of pilgrims/visitors were denied the intended benefit of obtaining essential food grains/sugar/kerosene oil at BPL rates. Further, only 12 to 37 per cent food grain/sugar/kerosene oil was distributed *vis-a-vis* allotment as discussed in the succeeding paragraph.

In reply, the Government stated (November 2013) that shops and godowns were opened as per requirement and supplies were made according to demand. Reply was not acceptable as the shops were closed prematurely as pointed out above.

5.6.3 *Non-utilisation of essential items allotted for MKM*

Ministry of Consumer Affairs, Food and Public Distribution, New Delhi allotted (September 2012) wheat and rice at BPL rates for MKM. Sugar and kerosene oil were also allotted. But, scrutiny of the records of RFC, Allahabad revealed that lifting and distribution of these items was much less than allotment as given in Table-2 below:

Table-2: Position of allotment, lifting and distribution of food grain, sugar and kerosene oil

Item	Unit/ Rate (in ₹)	Allotment	Lifted (per cent to column 03)	Distributed (per cent to column 03)	Balance	
					Quantity	Amount (in ₹)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Wheat	MT/5,000	16,200 MT	Flour: 3,586.25 MT Wheat: 96.20 MT Total : 3,682.45 (23)	Flour: 3,544.954 MT Wheat: 96.20 MT Total : 3,641.154 (22)	Flour: 41.296 MT	2,06,480
Rice	MT/6,150	9,600 MT	2,906 MT (30)	2,886.087 MT (30)	20.363 MT	1,25,232
Sugar	MT/13,500	6,000 MT	2,396.90 MT (40)	2,235.071 MT (37)	161.829 MT	21,84,691
Kerosene oil	KL/15,200	6,164 KL	806.18 KL (13)	724.196 KL (12)	81.984 KL	12,62,553

(Source: Information furnished by RFC, Allahabad)

As is evident from the above table, distribution of essential items to beneficiaries was low, ranging between 12 and 37 per cent with reference to allotment. The reasons for short-utilization of different items was non-issue of ration cards in required number, delayed issue of ration cards and pre-mature closing of fair price shops as discussed in paragraph 5.6.

No reply was furnished by the Government (March 2014) on this issue. However, DSO confirmed (August 2013) and stated that the flour was distributed to the Fair price shops of city area in May 2013.

5.6.4 Consumption of inedible flour

FPSs in Mela area were closed on 26 February 2013 and it was found that after distribution, 41.296 MT flour was lying in balance with FPSs owners. RFC instructed (08 March 2013) DSO to allot balance flour to FPSs owners immediately to avoid any loss to the government. But, the flour was *inedible*, infested and was unfit for human consumption. DSO informed (01 April 2013) the Deputy Commissioner, Food and Civil Supplies, Lucknow about it and asked for necessary directions. Without waiting for the direction of higher officers, DSO distributed (April 2013) the deteriorated flour to FPSs of owners of Allahabad district, which was unfit for human consumption. Thus, 41.296 MT flour, unfit for human consumption, was distributed to consumers which was a health hazard and lives of thousands of people were put to risk.

In reply, the Government stated (November 2013) that balance flour was distributed to BPL beneficiaries and neither any quantity was *inedible* nor there was any complaint from beneficiaries in this regard. Reply was not acceptable because DSO had informed (April 2013) the higher officials that flour was not fit for human consumption.

5.7 Food safety

Food Safety and Drug Administration department (FDA) is, *inter alia*, responsible for prevention of sale of adulterated, sub-standard and spurious food items in the State. For this, it registers/issues licenses to shops selling

food items, takes samples of food items and drugs, analyses these in labs and initiates necessary legal action against the offenders.

5.7.1 Inadequate facilities

Scrutiny of the records of Divisional Food Safety Officer, Allahabad Division, Allahabad, (DFSO) however, revealed that the proposal for providing mobile van, chemicals, publicity material, vehicle etc. was sent to State level nodal officer (*Kumbh Mela*) for carrying out awareness campaign and enforcement work during MKM, on 15 January, 2013 while MKM had already started from 14 January, 2013. The mobile van and publicity material were not made available and mobile laboratory was not established in the *Mela* area. Supply of chemicals for testing of samples was also delayed. Only seven testing items (Chemicals and equipments) were supplied to DFSO as against the required 23 items on 26 February 2013, when five, out of six auspicious bathing dates had passed. This adversely affected the testing of samples, as only 16 samples were tested between 26 February & 10 March 2013 by two analysts posted for this purpose during MKM. Analysts themselves stated (11 March 2013) that had mobile van and chemicals been made available timely, they would have performed their duties better. Thus, in the absence of mobile van and publicity material, the intended awareness campaign and enforcement work was not achieved.

The Government did not furnish reply (March 2014). However, the DFSO confirmed (June 2013) the above mentioned observations.

5.7.2 Failure to sensitise various stakeholders about food safety

To sensitise various stakeholders through Information, Education and Communication (IEC) activities, Food and Safety Standards Authority of India (FSSAI) decided (December 2012) to establish an outfit/stall in the *Mela* area. It was agreed between FSSAI and the State Government that space for the establishment of outfit/stall and accommodation for officers of FSSAI would be provided by the State Government. However, the State Government did not provide space to FSSAI, and the outfit/stall of FSSAI was not established. Thus, the objective of sensitizing various stakeholders about food safety was not achieved.

The Government did not furnish reply (March 2014).

5.7.3 Inadequate sampling

Commissioner, Food and Civil Supplies, Lucknow had directed (January 2013) for weekly sampling of wheat, rice and flour stored at the four godowns by FDA. But, DFSO's concerned teams did not follow the directions of the Commissioner regarding regular sampling of wheat, rice and flour. Against the required 32 samples⁵ during MKM, only two, nine and 11 samples were taken for wheat, rice and flour respectively during the entire *Mela* period. Both

⁵ One sample per week for each godwon was to be taken. Thus, for four godowns, 32 samples (08 weeks' MKM x 4= 32 samples) were to be taken for testing.

the samples of wheat were found sub-standard while four samples of rice were sub-standard.

Scrutiny further revealed that Regional Food Controller, Allahabad (RFC) had also directed (29 January, 2013) Food Safety Officers that weekly sampling of godowns of Food Corporation of India (two), Food and Civil Supplies department (four), associated flour mills (three) and fair price shops (124) should be ensured. Thus, minimum 938⁶ samples were to be collected from these godowns/shops against which only 23 surveillance samples were collected. Therefore, the genuineness and the quality of the food material being supplied/sold in the *Mela* area was not ensured and consumers were rendered vulnerable to consumption of sub-standard/adulterated/spurious food items.



Expired bag of flour in Fair Price Shop no.12 in Sector-6 on 05.02.13.

Besides, as a measure of quality control, RFC ordered (29 January 2013) that Regional Food Marketing Officers would visit the flour mills regularly. For quality testing of flour in flour mills, few officials were also nominated. But, no quality-testing of flour was carried out by these officials.

The Government did not furnish (March 2014) specific reply.

5.8 Weights and measurement - failure to conduct required inspections

The State Government directed (November 2012) that general and surprise inspections of FPSs and other shops would be done regularly by the officers/officials of department of Consumer Protection and Weights and Measures to ensure delivery of goods of right quantity to the people in the *Mela* area. A target of 200 inspections per inspector per month was fixed. But, the targets fixed were not achieved by the inspectors posted for MKM during entire *Mela* period as given below:

Table-3: Position of inspections carried out by inspectors

(Figures in numbers)

Sl. No.	Month	Number of inspectors	Target of inspections	Achievement	Deficiency (percentage)
1	January	04	800	105	695 (87)
2	February	05	1,000	120	880 (88)

⁶ No. of Godowns & shops: 134; No. of days in a week: seven; @ one sample per day from each shop: 938 samples.

As is evident from the above table, deficiency in inspection of shops ranged between 87 and 88 *per cent*. Thus, the department was not able to ensure delivery of goods of right quantity to the pilgrims/visitors and they were left to the mercy of the shop owners.

The Government did not furnish (March 2014) reply.

5.9 Failure to undertake statutory tests of water by Nagar Nigam

The Uttar Pradesh *Nagar Mahapalika* Water Supply Rules, 1968 prescribed norms relating to nature, source of sample and frequency of tests to be conducted. Bacteriological Colony Count and Lactose Fermentation tests were also to be conducted weekly and Chemical tests (consisting of 18 types of chemical examinations including free residual chlorine) were to be conducted quarterly of the samples collected from balancing and collecting reservoirs, stand-posts, service tanks, raw water, sand filters and clear water reservoirs. Scrutiny of the records of Allahabad Nagar Nigam revealed that during MKM, Bacteriological Colony Count and Lactose Fermentation tests were not done as per norms. Instead of weekly test, only six samples from six stand posts of tube wells/reservoirs, out of 201 tube wells in the city, were taken monthly during January to March 2013. Chemical testing of raw water (*Yamuna* River) and filtered water was being done monthly but samples for chemical testing were collected from only six out of 201 tube wells during January to March 2013.

In reply, the Government, while accepting the facts, stated (November 2013) that facility for bacteriological colony count test was not available in Jal Kal Vibhag, the Nigam. The fact remains that the prescribed tests of water were not conducted, risking the health of pilgrims/visitors.

5.10 Security

For organising a massive event like MKM, security arrangements on a gargantuan scale were necessary. The State Government envisaged massive arrangements of temporary and permanent nature in the *Mela* area including large scale arrangements for security of visitors by deploying state police as well as central para-military forces. Given the apprehension of naxalites and terrorist attacks, special arrangements were needed for intelligence, surveillances and control as well as rapid action forces to combat any eventuality.

5.10.1 Human Resource management

Civil Police, Mounted Police, Intelligence personnel and Radio & Wireless personnel of the Police department were deployed in MKM for providing security to the pilgrims/visitors. Besides, Provincial Armed Constabulary (PAC), Home Guards and Central Para-military Forces were also deployed in MKM (**Appendix-5.2**). Moreover, the personnel were not deployed as per the assessed requirement and there were shortfalls, in almost every cadre ranging between five and 69 *per cent*. In the absence of any criterion or norms fixed by the police department regarding placement of man power in MKM, the sufficiency of deployment of man power could not be ascertainable in audit.

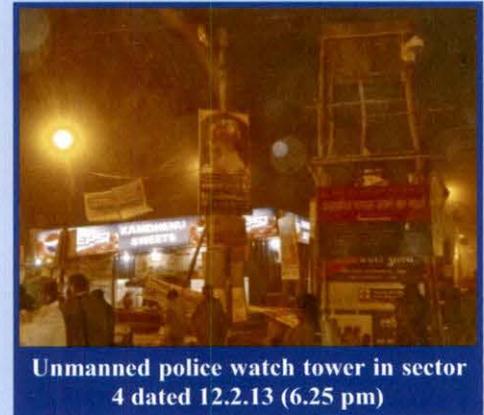
In reply, the Government stated (November 2013) that requirement of manpower, training, arms & ammunition etc. were assessed on the basis of preceding KM. The reply was not acceptable as deployment of manpower in MKM-2013 did not have any relation with that of KM.

5.10.2 Watch towers

To keep continuous watch over the movement of public in MKM area, SSP, MKM erected 68 watch towers⁷ at different locations in MKM area. These watch towers were to be manned by police men.

Records revealed that round the clock (in two shifts) duty of policemen for all 68 watch towers was assigned during the bathing dates but not for the other days.

This fact was also confirmed in the joint physical verification by audit on four different dates between 19 January 2013 and 17 February 2013 as five watch towers in different sectors were unmanned. A few million visitors were there in *Mela* Area even on non-bathing days. The watch tower should have been manned on non-bathing days also.



The Government did not furnish specific reply (March 2014). However, SSP confirmed (May 2013) that the policemen were placed at watch tower only on the bathing dates.

5.11 Other interesting points

Following deficiencies were also noticed which adversely affected crowd management during MKM:

5.11.1 Insufficient vehicle checking by traffic police during MKM

As a measure of safety, checking of vehicles should have been intensified by the traffic police during MKM. As per information collected from the SP, Traffic, Allahabad, no special drive was conducted for checking of vehicles during MKM. Interestingly, while 1,446 vehicles were caught flouting the traffic norms and were penalized during December 2012, during January to March 2013, the period when incoming vehicles increased for MKM, the position⁸ of number of vehicles caught flouting the traffic rules decreased (January: 1,375; February: 772; March: 1,231).

The Government did not furnish reply (March 2014). However, the facts were confirmed (September 2013) by the SP (Traffic).

⁷ Parade area: 36; Jhansi: 21; and Arail: 11.

⁸ SP/Traffic did not provide information regarding total number of vehicles checked.

5.11.2 Deficiencies at bathing Ghats

Audit had physically verified the services provided at the 10 out of 28 bathing Ghats. Following was noticed:

- No policeman was placed at one bathing ghat (*Harish Chandra Ghat*);
- Sanitation arrangements at *Balua Ghat* was not proper as it was full of garbage even on bathing dates (10 February 2013 and 15 February 2013);
- No 'caution board' indicating "deep water" was placed at two Ghats (*Harish Chandra Ghat and Sangam upper Ghat*);
- Change room facility was not available at the *Sangam Upper Ghat*;
- No river ambulance and Jal Police was placed at one ghat (Pontoon bridge 16, sector 7); and
- Electric arrangements were not proper as no high mast lights were placed at one Ghat (Pontoon bridge 16, Sector 7).



Dead body of monkey lying in the river Yamuna on 10.2.13. at Baluaghat



No change room on Sangam Upper Ghat dated 6.2.13. (11.40 am)

The Government did not furnish reply (March 2014). However, the facts were confirmed (January-March 2013) by the officers nominated by the departments for joint physical verification with audit.

5.11.3 Disturbances due to rain during MKM

On 15 February 2013, MKM area was largely disturbed due to rain. During physical verification we observed that temporary roads were damaged and a large portion of Mela area was water logged. Water also entered into the *Kalpvasis* camp. *Kalpvasis*, interviewed (15 to 17 February 2013), stated that the toilets had choked and sanitation arrangements overflowed with urine, excreta etc. Rain-fall during the



Water logging in Sector-9 on 17.02.13.

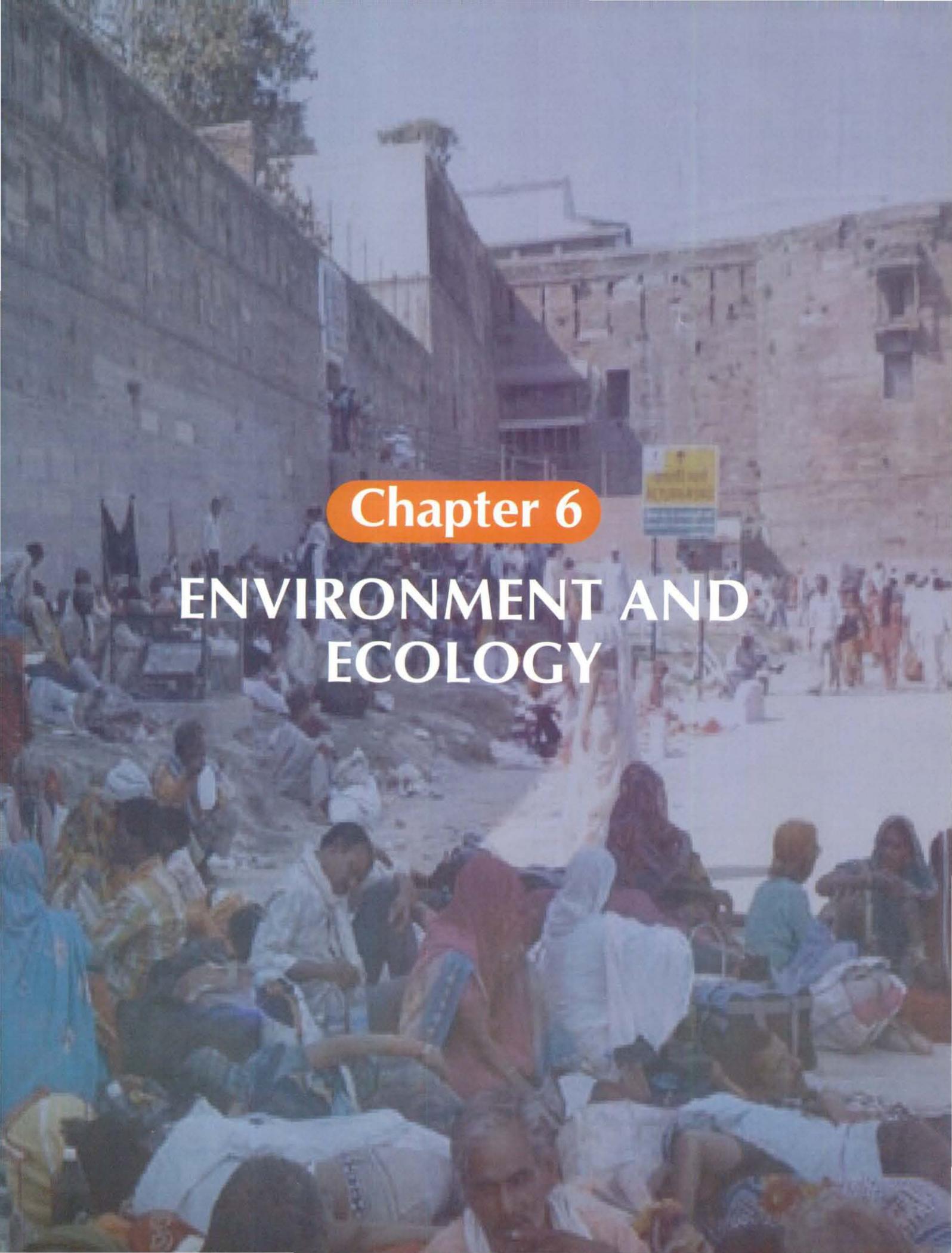
Months of January and February is not uncommon in this part of the country. It is a well-known phenomenon in northern plains, caused by western disturbances. Planning for rains should have been done by the Mela Authorities but the state of facilities/services and physical infrastructure of

Mela after the rainfall indicated that the *Mela* administration was not sufficiently prepared for dealing with such a likely contingency.

The Government did not furnish reply (March 2014). However, MA while accepting the fact stated (June 2013) that efforts were made to manage the situation. It was added that more efforts would be put in place in the subsequent Melas.

5.12 Recommendations

- *Arrangements be put in place for ensuring safety and prevention of cases of stampede, fire, drowning etc.;*
- *A mechanism should be put in place to assess and intimate the influx and outflux into/from Mela area with Railway Stations, Bus Stands and parking stands using continuous video feed sharing among Mela Authorities, Railway Stations, Bus Stands, parking stands, Government Railway Police, Railway Protection Force, local Police, Hospitals etc.;*
- *Filtering of people suffering from infectious/contagious diseases should be specifically ensured to prevent outbreak of epidemics. Essential medicines, equipment, professionals, facilities etc. should be provided in temporary hospitals, established in Mela area;*
- *Regular, general and surprise inspections of stores, Fair Price Shops and other shops in Mela area should be ensured by the departments of Consumer Protection and Legal Metrology; and*
- *Food Safety and Drug Administration department should provide necessary chemicals, mobile van, publicity material and sufficient manpower timely for performing statutory responsibilities during Melas.*

A photograph of a crowded street in an urban area, likely a slum, with many people sitting on the ground and buildings in the background. The scene is filled with people, some sitting on the ground, others standing, and a large pile of debris or trash on the left side. The buildings are multi-story and appear to be made of brick or concrete. The overall atmosphere is one of poverty and overcrowding.

Chapter 6

ENVIRONMENT AND ECOLOGY

Environment and Ecology

6.1 Management of waste/pollution

Uttar Pradesh Pollution Control Board (UPPCB) is the nodal agency for the administration and enforcement of Environmental Acts and Rules and is responsible for formulation of policy initiatives for both protection and mitigation of adverse impacts on environment and ecology. It inspects and monitors industries, hospitals, water bodies, waste water, air quality and coordinates with various administrative agencies for initiation of actions as per law. Any person/body violating the provisions of the Acts is liable to be prosecuted by UPPCB.

For organizing a mega event like MKM, environmental protection and pollution control were of utmost importance. Audit observed that no effective planning for protection of environment and pollution control was made for MKM, despite estimation of presence of about 8.5 crore pilgrims and visitors for over 55 days in *Mela* area in Allahabad. Waste/pollution management during the *Mela* was dependent upon the waste management infrastructures/facilities available in Allahabad city. The infrastructure for waste management was not even sufficient for the regular population of the city. No additional arrangement in respect of waste management was planned/made for MKM. The deficiencies noticed in audit regarding management of different kinds of waste have been discussed below:

6.2 Municipal Solid Waste Management

Municipal Solid Waste Management (MSW) includes organic wastes generated by households and commercial establishments. Improper disposal of MSW in the open areas has a direct adverse impact on environment. It also causes spread of communicable and non-communicable diseases and contaminates soil, air and water.

MSW is collected, transported, processed and disposed in accordance with the MSW (Management and Handling) Rules, 2000 (MSW Rules).

For the management of MSW¹ generated during *Mela*, Additional Director, Department of Medical, Health and Family Welfare (AD)² entered into (December 2012) an agreement with a firm. Incidentally, this firm was the same operator with whom Allahabad Nagar Nigam already had an agreement for the management of MSW, generated in city area. AD was required to ensure whether the firm had enough capacity to manage the additional

¹ Estimating that 200 gm MSW would be generated by two lakh pilgrims, staying regularly in the MKM during 14.01.2013 to 15.02.2013. Besides, 1,766 MT, MSW was expected on six bathing dates. As such total estimation was 3,086 MT.

² AD was responsible for making arrangement for MSW in MKM area.

generation of MSW during MKM. Scrutiny of records revealed that the firm did not have the capacity to manage the MSW generated even in the city area. Details are as below:

Table 1: Details of generation and management of MSW in Mela and city areas of Allahabad

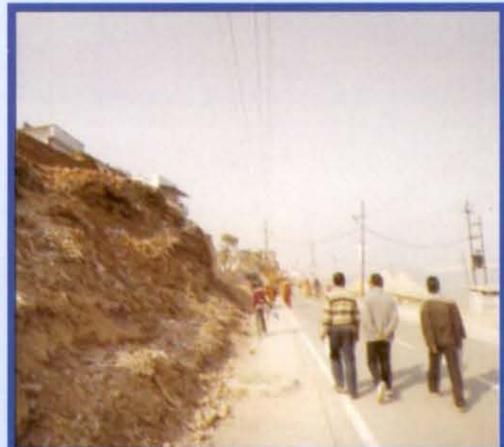
(Quantity in MT)

Sl. No.	Month	MSW generated in Allahabad		Total MSW generated	Management of MSW by the firm (per cent)	Unmanaged MSW (per cent)
		City area	Mela area			
1	December 2012	16,740	2,443	19,183	12,196 (64)	6,987 (36)
2	January 2013	16,740	2,529	19,269	12,084 (63)	7,185 (37)
3	February 2013	15,120	2,429	17,549	12,892 (73)	4,657 (27)
4	March 2013	16,740	2,709	19,449	13,163 (68)	6,286 (32)
Total		65,340	10,110	75,450	50,335 (67)	25,115 (33)

(Source: Information collected from the firm and AD, MH&FW)

It would be seen from the above table that due to insufficient capacity, MSW ranging between 27 per cent to 37 per cent of total generation during December 2012 to March 2013, remained unmanaged.

Further scrutiny of records disclosed that for the management of MSW and Construction and Demolition (C&D) waste generated in the city area, Construction and Design Services (C&DS), Uttar Pradesh Jal Nigam (UPJN), on behalf of Nigam, entered into (March 2010) a contract with the firm to establish a processing plant with a capacity to process 600 MT MSW per day on the land provided by the Nigam in *Chaaka* block, Allahabad. Records, however, revealed that the processing plant was not fully operational even upto June 2013 and the firm was managing the MSW of city area partially with its limited capacity.



Unmanaged MSW in Mela area (Between Kali road and Shastri bridge) on 15.2.13.

Thus, AD, ignoring the incapability of the firm to manage the entire MSW generated in city and MKM, engaged the firm for management of MSW generated in the MKM area which resulted in leaving a substantial part of MSW unmanaged.

The Government did not furnish specific reply and merely confirmed (November 2013) the quantum of generation of MSW in the city area as mentioned in Table 1 above.

6.2.1 Avoidable expenditure on primary collection and transportation of MSW in MKM area

Under the agreement, the firm was to lift MSW from the earmarked dump sites at six³ different points in the city. Door to door collection and transportation of MSW from *Mela* area to the earmarked dump-sites was to be done by AD on its own. A tipping fee⁴ at the rate of ₹ 574 per MT MSW was to be paid to the firm.



MSW dumped on Old G T to Nagvasuki road (right side) on 29.01.13.

As mentioned in paragraph number 6.2, this firm was also entrusted work of regular management of MSW in city area for which the Nigam paid the tipping fee at the rate of ₹ 574 per MT. This tipping fee included both primary & secondary transportation and processing of MSW. Contrary to this, while entering into agreement with the firm for management of MSW for MKM, AD had excluded the work of primary transportation of MSW from the agreement but paid the same tipping fee i.e. ₹ 574 per MT (total payment: ₹ 58.04 lakh). AD paid ₹ 24.40 lakh, on primary collection of MSW in *Mela* area which was not executed by the firm.

Had the agreement with the firm been executed by AD on the lines of the agreement executed by the Nigam, ₹ 24.40 lakh, incurred by AD only on primary collection and transportation of MSW, could have been saved.

No reply has been received from the Government (March 2014). However, AD, while confirming the facts, stated (May 2013) that for the said firm, the dumping sites were the first collection points. The fact remains that avoidable expenditure of ₹ 24.40 lakh was incurred.

6.3 Management of Ground water pollution

During MKM 33903 temporary toilets were constructed. These were connected to temporary pits for collection of human excreta and urine. Pit latrines lack a physical barrier like a concrete between stored excreta, soil and groundwater. Hence contaminants from pit-latrines leach into groundwater, polluting it. Significantly, studies⁵ have held that microbes from pit-latrines contaminate the groundwater. High concentration of faecal coliform is found in domestic wells located near pit latrines. Neither Uttar Pradesh Pollution Control Board (UPPCB) nor *Mela* Administration and the concerned departments planned the alternative⁶ for temporary pits during MKM.

³ Bairhana; Badara -Sunauti; Trivenipuram; Near CMP degree college; Mevalal ki Bagia; and near *pulia* of Amitabh Bachchan road.

⁴ Fee charged by AWPCB for door to door collection and transportation of MSW.

⁵ Study conducted by WHO in 2006.

⁶ There are different models of green biological toilets in use such as Vaccum toilets, Zero discharge toilets, Aerobic and Anaerobic. Zero discharge toilets which work on the principle of solid liquid separation with solid part being stored-evacuated-transferred and dumped into pits for composting and the liquid portion filtered, treated and recycled for flushing purposes.

It was further noticed that AD had planned to dismantle the toilets after MKM and to extract the material used for construction of toilets for further disposal through auction. We noticed that 80,000 running feet PVC⁷ siphon pipe was used in construction of these 33,903 temporary toilets in MKM area. While dismantling these temporary toilets, the siphon pipes were left in the ground. Since PVC pipe is non-biodegradable, these would cause damage to the underground water and also the soil.

No reply has been received from the Government (March 2014). However, AD stated (August 2013) there was no plan for dismantling the toilets and extracting the pipes.

6.4 Management of water pollution

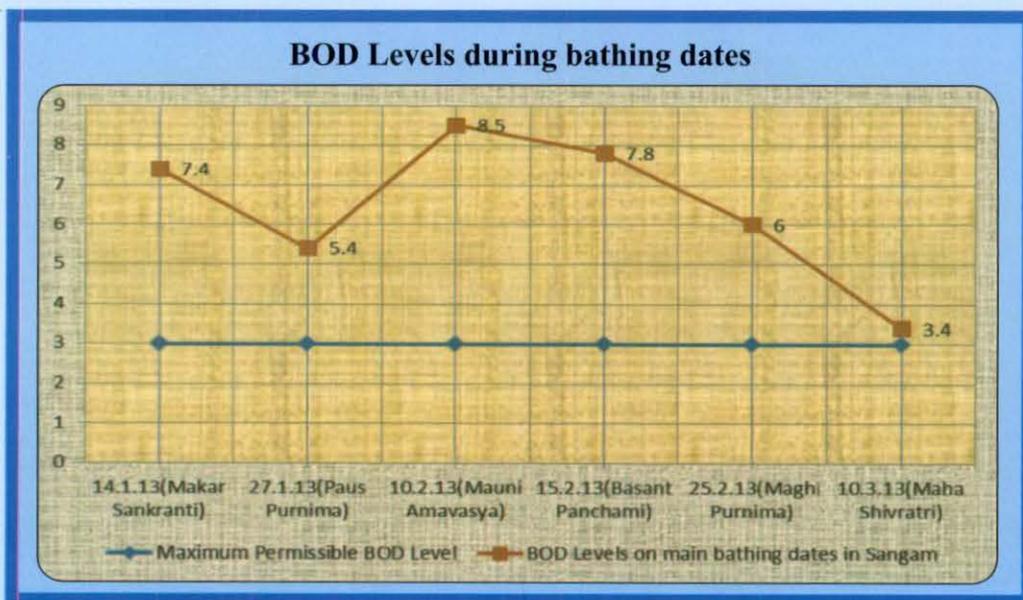
Water pollution denotes the contamination of water or such alteration of the physical, chemical or biological properties of water which is harmful or injurious to public health and to the life and health of animals or plants or of aquatic organisms. The Water (Prevention and Control of Pollution) Act, 1974 and the Rules under the Act provide for managing water pollution.

6.4.1 Quality of water in rivers during MKM

Safe water was to be provided to the pilgrims taking holy dip in the rivers *Ganga*, *Yamuna* and *Sangam* during MKM. UPPCB, responsible for safe water for bathing, had put in place a mechanism to take two samples per day from earmarked nine points in the rivers *Ganga* and *Yamuna*.

(i) Level of Biochemical Oxygen Demand (BOD)

As per IS code-2296-1982 (Class B, Table-02) the parameter of Biochemical Oxygen Demand (BOD) in water is permissible maximum upto 3.0 mg/litre for safe bathing. However, the BOD level at the nine testing points⁸ in the rivers *Ganga* and *Yamuna* ranged between 3.4 to 8.5 mg/litre.



⁷ Poly Vinyl Chloride.

⁸ (1) Upstream (U/S) *Ganga* (Rasoolabad), (2) *Naraini Ganga Ghat* (Shivkuti), (3) U/S Salori, (4) Downstream (D/S) Shastri bridge, (5) D/S Salori, (6) Main Sangam, (7) *Saraswati Ghat*, (8) *Arail Ghat* and (9) D/S *Sangam* Mawaiya.

(ii) *Level of coliform (Faecal Bacteria)*

Coliforms and faecal streptococci⁹ are the indicators for possible presence of pathogenic (disease-causing) bacteria, viruses and protozoa which also live in human and animal digestive systems. The most commonly tested faecal bacteria indicators are total coliforms¹⁰ and faecal coliforms.

The permissible limit of total coliform in water for bathing is 500 MPN¹¹/100 ml. For measuring the total coliform level, five measuring points¹² in the rivers *Ganga* and *Yamuna* were earmarked. However, the total coliform level ranged between 3,300 MPN/100 ml. and 39,000 MPN/100 ml. (as against the permissible level of 500 MPN/100 ml.) during MKM as detailed in **Appendix-6.1**.

Increased levels of BOD and coliform in rivers during MKM indicated that water was not safe for bathing in rivers.

No reply was furnished by the State Government (March 2014). However UPPCB confirmed the facts.

6.5 Management of Air Pollution

Air can be contaminated by a range of very different particles such as dust, pollen, soot, smoke and liquid droplets. Many of these can harm us, especially very small particles that can enter deep into the lungs. Particles are either directly emitted into the air by sources such as factories, vehicles and windblown dust or formed in the atmosphere by transformation of emitted gases. The Air (Prevention and Control of Pollution) Act, 1981 as amended in 1987, regulates management of air pollution.

For prevention and control of air pollution in city, UPPCB was required to prepare a comprehensive plan of action and secure its execution by effective co-ordination with the concerned Government departments and agencies to control air pollution within safe limits. Central Pollution Control Board (CPCB) prescribed the National Ambient Air Quality Standard (NAAQS) in respect of air pollution.

Scrutiny of records revealed that instead of making any comprehensive plan to mitigate the impact of air pollution during MKM, UPPCB merely engaged *Motilal Nehru* National Institute of Technology, Allahabad (MNNIT) for measuring air pollution. MNNIT selected three points in the city (*Alopibagh* crossing, *Johnstonganj* crossing and *Parag Dairy Rambagh*) for measuring Respirable Suspended Particulate Matter (RSPM) and Suspended Particulate Matter (SPM) in the air. The readings were to be taken every day. From the partial information made available by Uttar Pradesh Pollution Control Board

⁹ Members of two bacteria groups.

¹⁰ Total coliforms are a group of bacteria that are widespread in nature. The usefulness of total coliforms as an indicator of faecal contamination depends on the extent to which the bacteria species found are faecal and human in origin.

¹¹ MPN: Most Probable Number.

¹² (1) U/S *Ganga* (Rasoolabad), (2) D/S *Ganga* Shastri Bridge, (3) Main *Sangam*, (4) D/S *Sangam* Mawaiya and (5) *Saraswati Ghat*.

(UPPCB), we observed that MNNIT did not take measurements on any of the bathing dates. The position of RSPM and SPM, measured by MNNIT on the day following the bathing dates, in one of the busiest area of city, was as below:

Table 2: Position of RSPM and SPM at Johnstonganj crossing

Sl. No.	Date of measurement	After bathing of	RSPM (Permissible limit: 60 $\mu\text{g}/\text{m}^3$)	SPM (Permissible limit: 100 $\mu\text{g}/\text{m}^3$)
1	15.01.13	<i>Makar Sankranti</i>	241.33	341.94
2	29.01.13	<i>Paush Purnima</i>	362.61	467.43
3	12.02.13	<i>Mauni Amavasya</i>	348.80	546.93
4	19.02.13	<i>Basant Panchimi</i>	360.50	410.53
5	26.02.13	<i>Maghi Purnima</i>	265.90	545.76
6	12.03.13	<i>Maha Shivratri</i>	264.05	431.65

(Source: Information provided by UPPCB, Regional Office, Allahabad)

As is evident from above table the level of RSPM and SPM was far beyond the permissible limits. No action was taken by UPPCB to regulate the levels of RSPM and SPM within permissible limits.

Further, scrutiny of information collected from the SP (Traffic), Allahabad revealed that no special drive was conducted for checking of vehicular emission during December 2012 to March 2013¹³ ignoring the safety of pilgrim from excess vehicular emissions.

The Government did not furnish reply (March 2014). However, SP, traffic had confirmed (August 2013) that no special drive in respect of checking of vehicular emission was conducted during MKM.

6.6 Construction and Demolition (C&D) Waste Management

Construction and Demolition (C&D) waste comprises concrete, plaster, bricks, metal, wood, plastics etc. C&D waste became a big challenge over last two years (2011-12 & 2012-13) as massive construction works- roads, sewage etc. for MKM and Jawaharlal Nehru National Urban Renewal Mission (JNNURM) were underway. Scrutiny of the records of Allahabad Nagar Nigam revealed that no arrangement for management of C&D waste, generated during massive construction activities for MKM and JNNURM, was made.

The Government did not furnish (March 2014) any reply in this regard. However, Allahabad Nagar Nigam, while accepting the fact, replied (August 2013) that C&D waste was managed by its own resources but did not make available the details of the arrangements made in this regard.

6.7 No arrangement for eco-tourism

Apart from religious significance, *Magh Mela/MKM* in Allahabad, also attracts people from all over the world for eco-tourism. Siberian Cranes and

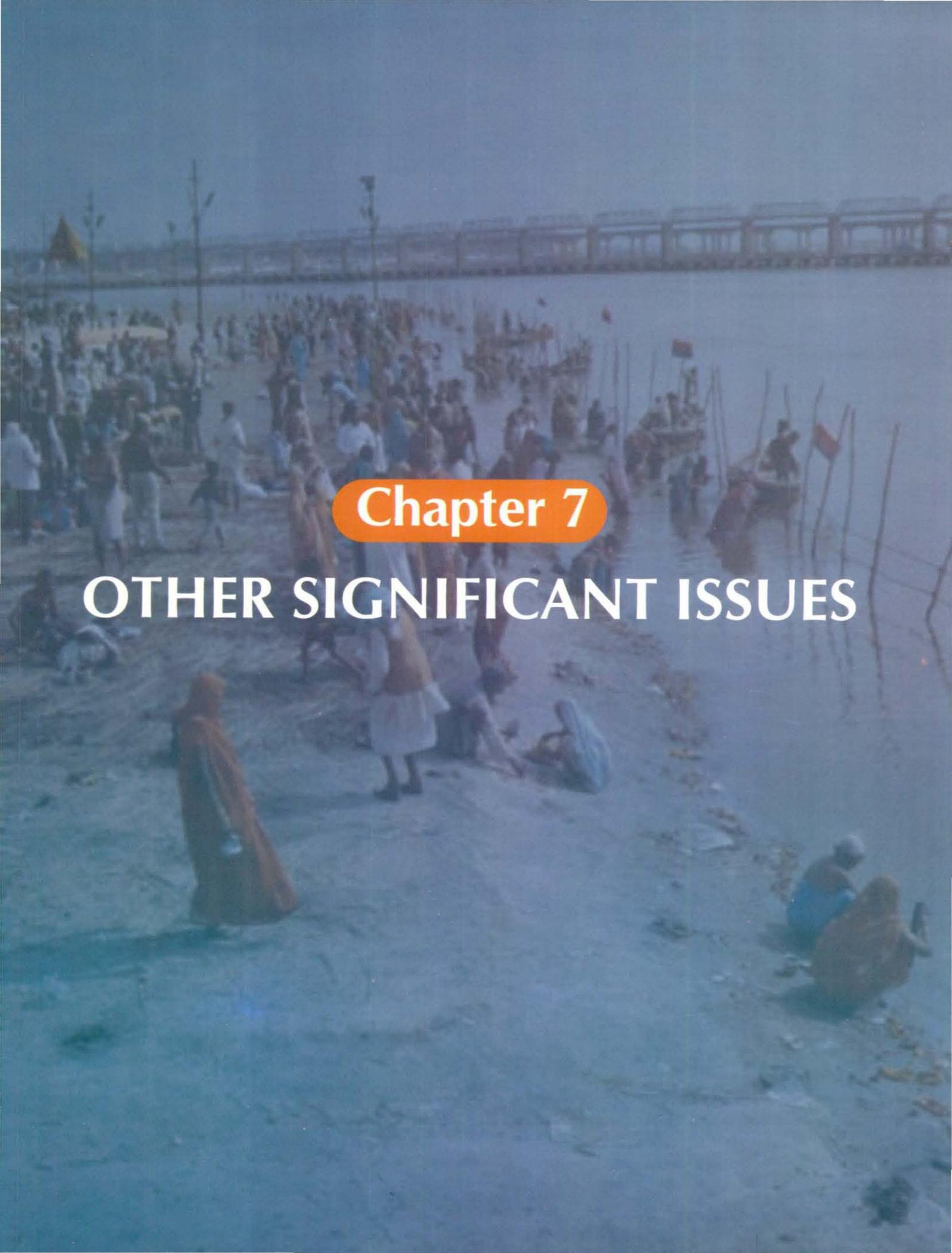
¹³ During this period movement of vehicles increased manifold.

Gangetic Dolphin attract visitors. Every year a large number of Siberian birds migrate from Siberia in winter and make *Sangam* their home.

We observed that no planning was made in respect of preservation and promotion of eco-tourism despite spending crores of rupees for MKM. In effect, eco-tourism was completely ignored.

6.8 Recommendations

- *Effective, target oriented arrangements should be adopted for minimizing pollution, preventing/mitigating damage to environment & ecology due to huge congregation of people during Mela;*
- *Adequate and effective arrangements for Solid Municipal Wastes, water pollution, air pollution etc. should be put in place adhering to the extant laws and UPPCB should ensure compliance;*
- *Green toilets should be provisioned to protect contamination of ground water through leaching owing to absence of physical barriers in the toilets; and*
- *Stringent steps should be taken for maintaining Bio-chemical Oxygen Demand and Coliform level in the rivers for providing safe bathing water to pilgrims.*

A large crowd of people is gathered on a sandy beach next to a body of water. In the background, a long bridge spans across the water. The scene is captured in a blue-tinted photograph. The text 'Chapter 7' is overlaid on the image in a white font within an orange rounded rectangle.

Chapter 7

OTHER SIGNIFICANT ISSUES

Other Significant Issues

7.1 Labour and labour welfare

The Labour Department (LD), is responsible for implementing various labour legislations for providing not only monetary benefits like minimum wages, overtime, bonus etc. to the labourers but also to ensure their welfare, health and safety during the course of employment.

During MKM, thousands of labourers were engaged in (i) creation of infrastructure-both permanent & temporary and (ii) delivery of services. About ten thousand labourers were engaged at a given point of time in MKM area alone. Keeping in view the engagement of large number of labourers during MKM by different departments, adherence to and enforcement of labour laws was necessary. Scrutiny of the records of Deputy Labour Commissioner, Allahabad (DLC) and the departments, however, revealed following shortcomings towards welfare of labourers engaged in MKM by different departments.

7.1.1 Inadequate registration of employment of labour

In contravention of the provision¹ of Building and Other Construction Workers Act, 1996 (BOCW), only 15 labour establishments, related to MKM works, were registered during 2012-13. For MKM (during April 2012 to March 2013), in Allahabad alone, approximately 565 labour contracts for works and services by different departments were executed. Besides, notice/information for commencement of work was not given by any of the employer to DLC during 2012-13 which was mandatory under section 46 of BOCW Act.

The Government did not furnish any reply (March 2014).

7.1.2 Provision and deduction of Cess

For regulating the conditions of service and deriving the benefits of welfare schemes for the building and other construction workers of unorganised sector, GoI passed Acts and Rules² which were also adopted by the State Government. The Act provides for deduction of cess at the rate of one *per cent* of the total cost of work from the bills for payment and the deducted amount is to be paid to UP Building and other Construction Workers' Welfare Board (Board), constituted for welfare of construction workers. Bidding documents also contained a condition that the rates quoted by the contractor shall be deemed to be inclusive of the sales and other levies, duties, royalties, cess, toll

¹ Section 7 of BOCW Act.

² The Building and Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996, The Building and Construction Workers' Cess Act, 1996, The Building and Construction Workers' Cess Rules, 1998 and The Building and Construction Workers (Regulation of Employment and Conditions of Service) Rules, 2009.

taxes of Central and the State Governments, local bodies and authorities that the contractor will have to pay for the performance of the contract.

Scrutiny of the records of five PWD divisions³ revealed that four⁴ divisions were not deducting cess like other statutory deductions. Instead, the divisions first added one *per cent* of the cost of executed work and then deducted the cess. As a result, cess of ₹ 1.85 crore was paid by the State Government, and not the contractors, which led to undue aid to contractors.

The Government did not furnish reply (March 2014). However, EE, CD-3 stated (August 2013) that in all estimates, one per cent cess was added after calculating the cost of work. Therefore, one per cent was not included in rates of works and accordingly deduction of cess was made after adding one per cent. Reply of the divisions was not acceptable because as per bidding documents, rates quoted by contractors were to be inclusive of cess.

Three out of five PWD divisions and one Flood division were deducting cess from the bills of the contractors as per the conditions of the contract. The State Government also released ₹ 1.97 crore for payment of cess to these three divisions on their demand. Moreover, the divisions deducted the cess from the bills of the contractors. Thus, ₹ 1.97 crore received from the Government should have been surrendered and remitted to the Government Accounts.

No reply was furnished by the Government (March 2014).

Further, scrutiny of the records of Allahabad Nagar Nigam revealed that cess was not deducted from the bills of the contractors and ₹ 38.99 lakh (one *per cent* of the cost of executed work) was paid directly to the Board from the fund received for MKM works. This resulted in undue aid of ₹ 38.99 lakh to the contractors.

In reply, the Government stated (November 2013) that cess was not included in the estimates. Later, lump-sum amount for cess was provided by the Government which was made available to the Board. Reply was not acceptable because cess was to be deducted from the bills of the contractors. Therefore, the practices followed were in violation of the provisions in the Act.

7.1.3 Facilities not ensured for labourers

We observed that:

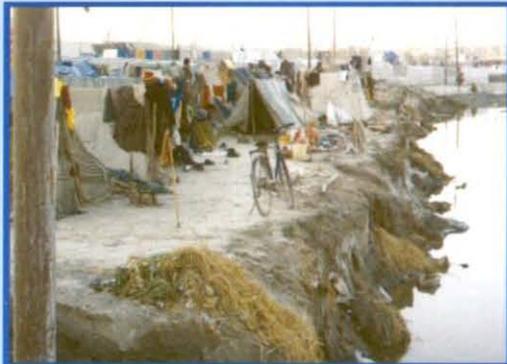
- (i) Section 28 of BOCW Act provides for engagement of labourers for fixed number of hours and also provides a day's rest for labourers during continuous engagement for seven days. On the contrary, the MA deployed 88 labourers for leveling works in day and night shifts. Further, due to non-provision of a day's rest on continuous service of seven or more than seven days, 55 out of aforesaid 88 labourers were entitled for overtime⁵ (₹ 0.62 lakh) in lieu of working on the rest days, but overtime was not paid;

³ PD, CD-1, CD-2, CD-3 and CD-4, PWD, Allahabad.

⁴ Construction Division -1, Construction Division -2 (except only one road-W/S of G T Road from km 198 to 202), Construction Division-3 and Construction Division-4.

⁵ Wages for overtime would be double the normal wages.

- (ii) Despite revision⁶ in the wages, AD paid ₹ 156 per day instead of ₹ 198 from 29 to 31 December 2012 (three days) to 5,187 labourers. They were thus, paid at the lower rate for three consecutive days (29 to 31 December 2012), depriving them of their dues of ₹ 6.54 lakh;
- (iii) According to section 35 of BOCW Act, crèche facility was to be provided where more than 50 female workers are employed. There was no crèche established in the *Mela* area though 1,824⁷ female workers were engaged in sanitation work alone by AD; and
- (iv) Scrutiny of records and evidences collected in joint physical verification revealed that sanitation labourers were provided land for erecting tents/*pandals* in very unhygienic and dirty locations. The *chholdaries*, required for the stay of labourers, were erected near public toilets, contaminated water storage tanks, drains (*Nalas*) etc. Some *Chholdaries* were erected under the high tension wires endangering the health and life of labourers and their families.



Chholdaries erected beside *Mansaita Nala*, Sector-12 dated 31.1.13.



Poor condition of *Chholdaries*, Arail west, sector-13 dated 02.02.13.

The Gang (each gang includes 12 members, one *meth*⁸ & one *methain*⁹ and eight male & two female workers) members were living in pitiable conditions as the *chholdaries* provided to them were of very poor quality, very small in size (6'X6') and some of them were damaged.

No reply was furnished by the State Government (March 2014). However, LD, while accepting the fact stated (July 2013) that it did not have any target to inspect the work sites. It added that works sites were inspected by the Labour Enforcement Officers. The reply was not correct as most of the envisaged facilities were absent at the work sites as verified by audit, jointly with the departmental representatives.



Chholdaries erected under high tension wire, Sector-6, Nagvasuki North dated 02.02.13.

⁶ GO no. 4974/9-1-2012-98 Mela/2012 dated 29-12-2012.

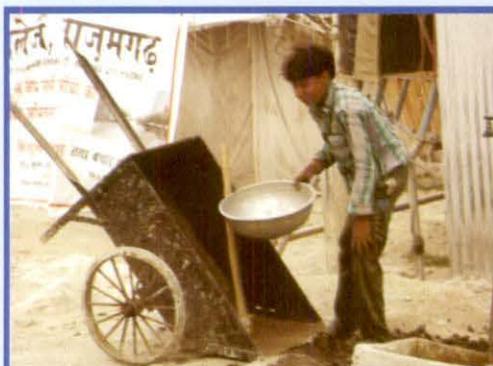
⁷ 7,296 workers (608 gangs) were engaged in sanitation work of which 1,824 female workers (three in each gang) were engaged.

⁸ *Meth*- Head of Gang.

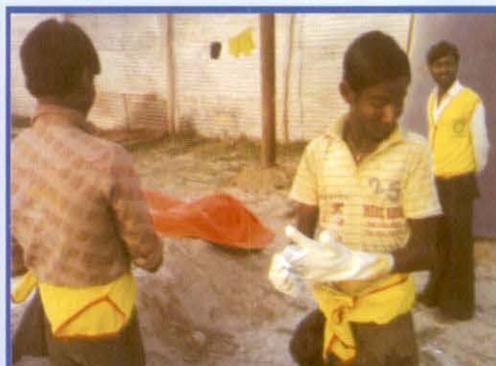
⁹ *Methain*- looks after the belongings of gang members.

7.1.4 Improper adherence to Child Labour Act

As a large number of labourers were engaged during MKM by different departments, action for enforcement of Child Labour Act was to be intensified by LD. Two committees headed by DLC were constituted by the order of the District Magistrate on 16 January 2013 to restrict engagement of child labour during MKM. No details of inspection, actions etc. were made available, though called for in audit. It appears from the order that inspection by the committee was to be held only on one day (19 January 2013 at 11 AM). The order was silent as to what would be its duties and responsibilities of the committees.



Doubtful age appears to be below 18 years
(Nagvasuki North Sector-6 dated 31-1-13)



Doubtful age appears to be below 18 years
(sector-13, Arail dated 31-1-13)

7.2 Services rendered to differently abled persons

In an event like MKM which attracts people of all hues from all over the country and globe, sufficient arrangements for differently abled people are essential. Different legal and codal frameworks¹⁰ in this regard also make it mandatory for the organizers to make arrangements for the differently abled persons. Scrutiny of the records revealed that no arrangements were planned or made for catering to the needs of differently abled persons during MKM by any department/organization as confirmed by MA (June 2013).

No Government's reply was received (March 2014).

7.3 Gender sensitivity issues

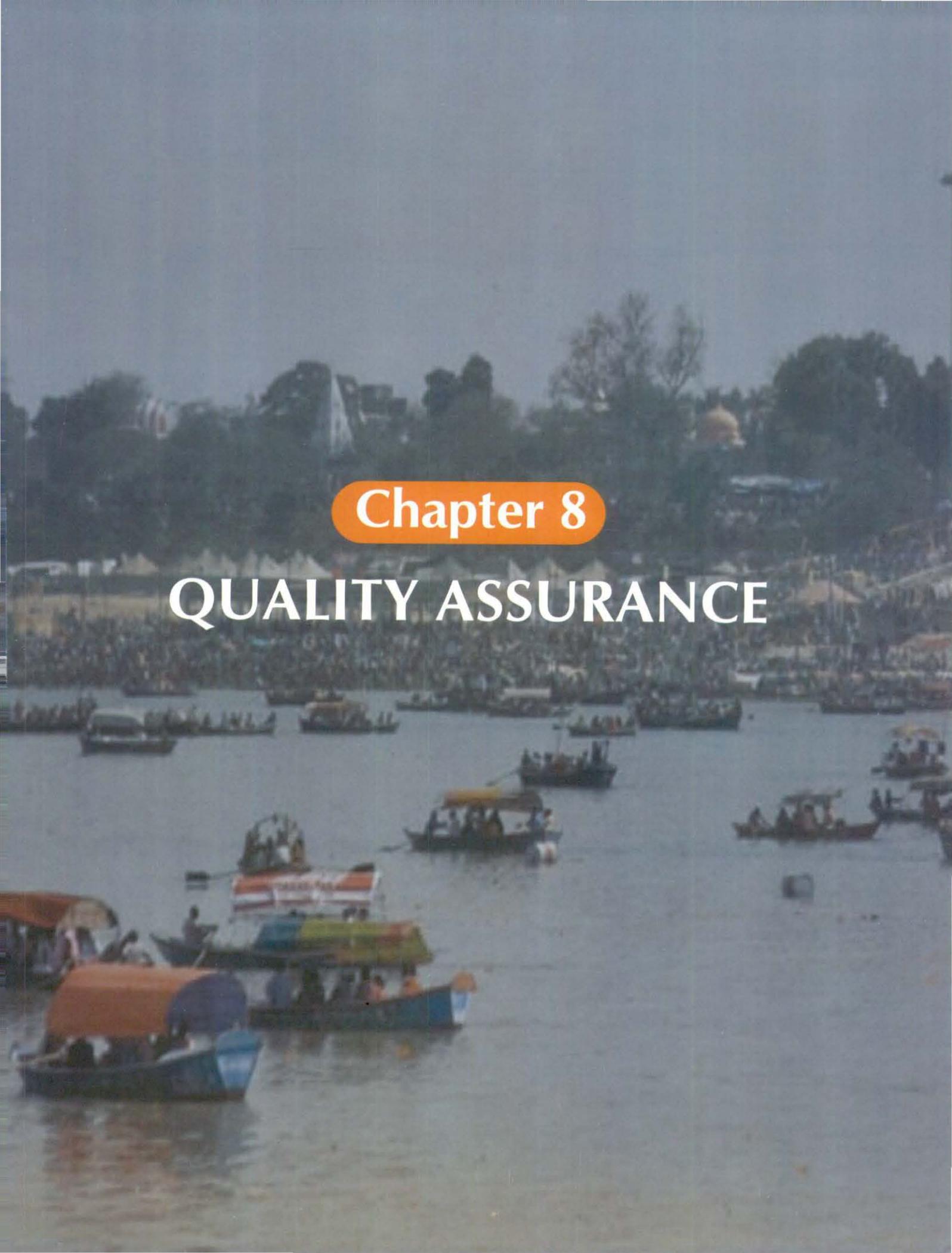
Scrutiny of the records revealed that arrangements for providing women specific facilities, safety and security were largely absent. Some of the important aspects relating to the arrangements for women pilgrims/visitors such as special training to police personnel for safety and security of women, establishment of *Mahila* Police station, dedicated *ghat* only for women, dedicated helpline with a lady operator for redressal of women's grievances and deployment of guides (having knowledge of different languages) etc. were found missing during MKM. MA confirmed (June 2013) the facts.

¹⁰ The Persons with disabilities (Equal Opportunities, Protection of Rights and Full Participation Act), 1995, for providing equal opportunities and rights to differently abled persons; (ii) National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disability Act, 1999 *inter-alia* provides creation of enabling environment for as much independent living as possible; (iii) The Mental Health Act, 1987 for providing treatment and care of mentally ill persons; and (iv) Employees State Insurance Act, 1948 for providing benefits to employees in case of sickness, maternity and employment injuries.

The Government did not furnish any reply (March 2014).

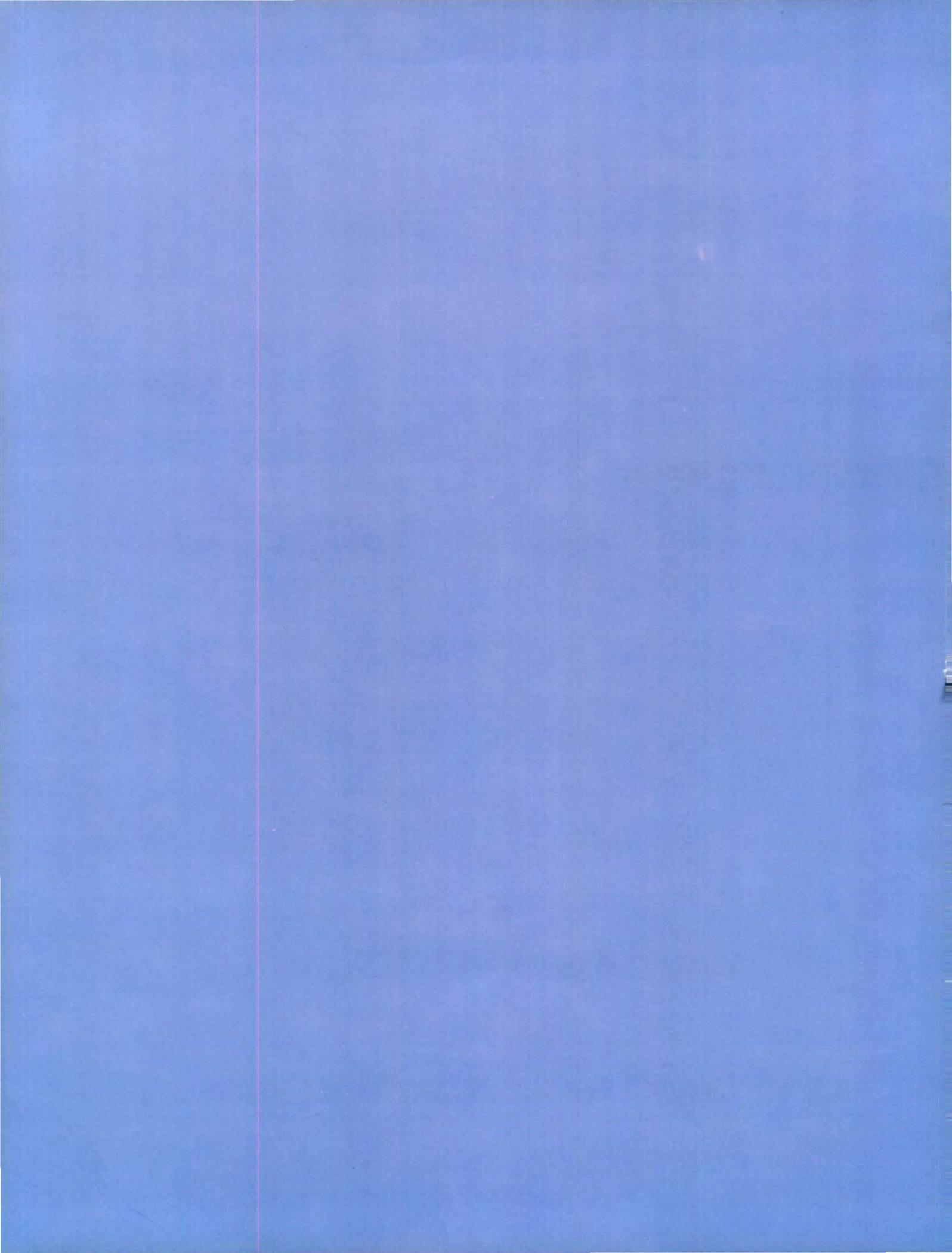
7.4 Recommendations

- *A well conceived plan and sufficient arrangements should be in place to ensure adherence to labour laws in deployment of labourers for works of Mela and monitored through intensive inspections; and*
- *Arrangements for women and differently abled persons should be planned, executed and operated in deference to the extant laws and international commitments.*

A wide-angle photograph of a river scene, likely during a festival or religious event. The river is filled with numerous small, dark-colored boats, many of which are carrying people. Some boats have colorful canopies or umbrellas. The riverbank is densely packed with people, and there are trees and buildings in the background. The sky is overcast and grey.

Chapter 8

QUALITY ASSURANCE



Quality Assurance

Quality assurance is essential for creating physical infrastructure and provisioning of goods and services. This chapter brings out issues relating to assuring quality through regular prescribed site testing, lab testing and third party inspections of construction works.

8.1 Road works

The existing orders provide that construction works should be executed as per prescribed specifications with required quality so that the executed works serve the purpose for their designed life. For ensuring required quality during the execution of works in zones/circles/divisions, respective Zonal Chief Engineers, Superintending Engineers and Executive Engineers were responsible. IRC prescribed for conducting several quality tests for both bituminous and non-bituminous items of road works. It was prescribed in the conditions of the contract also, that the contractors would provide on-site testing facility for materials used during construction and would conduct prescribed tests at the prescribed frequency. In addition to on-site testing by contractors, divisions were also to conduct tests in district labs.

Scrutiny of the records of PWD divisions, however, revealed that neither the contractors conducted prescribed on-site tests nor the prescribed tests were conducted by the divisions in the district labs.

Following major points related to deficiencies in quality control by PWD were noticed:

8.1.1 Deficiencies in on-site testing

Contract bonds provided for establishment of laboratory at work site by the contractors for testing of materials used during construction as per IRC norms. Contractors had to evidence the quality tests conducted at work site. Scrutiny of the records of five divisions¹, however, revealed that none of the contractors established laboratories at the work sites. Hence, the prescribed tests at the work-sites were not conducted. Thus, the quality of materials used in construction works was not ensured.

CE, PWD, Allahabad during physical inspection of roads found (May 2012) that test registers were not available at work sites for entering the test reports and ordered to open these registers. However, divisions did not furnish the on-site test registers to audit.

The General Secretary of Diploma Engineer Sangh, PWD, Allahabad also informed (June 2012) SE, Allahabad-Kaushambi Circle, Allahabad that technical staff, machinery and labs, as required by Model Bidding Document (MBD), were not available with the contractors.

¹PD, CD-1, 2, 3 and 4.

Thus, the prescribed on-site testing was not conducted by any contractor engaged in MKM works, thereby not ensuring the efficacy of quality of materials used.

The State Government did not furnish specific reply and stated (November 2013) that quality tests were carried out by MNNIT and test reports revealed that quality of works was satisfactory. The fact remains that the prescribed quality tests were not conducted by MNNIT as mentioned in paragraph 8.1.4.

8.1.2 Shortcomings in quality tests by departmental laboratory

As five divisions of PWD were executing MKM road works; CE, PWD, Allahabad instructed (February 2012) all EEs to get the materials tested from departmental lab under the jurisdiction of CD-2, PWD, Allahabad and send weekly test reports to his office.

Scrutiny of the records of departmental laboratory under the jurisdiction of CD-2, pertaining to the testing of samples sent to departmental laboratory by these divisions, revealed that the prescribed tests of non-bituminous and bituminous works were not conducted. We observed:

1. Out of total 111 road works sanctioned for MKM, samples of non-bituminous works from only 22 roads (20 per cent) were sent to this lab. Further, all the five type of tests required to be conducted in the lab, were not conducted in the case of even these 22 road works as given below:

Table-1: Details of tests conducted in departmental lab

Particular	Aggregate impact value	Water Absorption of Aggregate	Flakiness Index of Aggregate	Sieve Analysis of Aggregate	Plasticity Index
(1)	(2)	(3)	(4)	(5)	(6)
Number of tests conducted	22	18	2	12	3

(Source: Information provided by CD-2, PWD)

2. As regards bituminous works, only bitumen content test was conducted. Samples of only three roads were sent for testing bitumen content for Bituminous Macadam (BM) while no samples were sent for Semi Dense Bituminous Concrete (SDBC).
3. The frequency of samples for tests was not as per IRC. Of the three roads, the samples of which were sent to the lab, only two samples from a road² against required 21 samples and one sample each from other two³ roads against required 5 samples each were sent. Thus, the norms of IRC for number and frequency of testing were not adhered to.

Further, CE wrote⁴ to all the divisions repeatedly that required test reports were not being sent to his office, as directed by him. CE also directed (May 2012) that if test reports are not furnished, name(s) of the Junior and Assistant Engineers concerned will be forwarded for necessary disciplinary action.

²Phaphamau-Sahson-Hanumanganj road (Quantity: 3,629 cum).

³Old GT road to Nagvasuki Mandir road and Old GT road to Triveni road and Hanuman Mandir Road.

⁴ 18 February 2012; 5 and 27 March 2012; 10 April 2012; 11, 19 and 25 May 2012; and 3 June 2012.

However, CE was not furnished the names of Junior and Assistant Engineers and no action was taken against the concerned engineers.

A laboratory under the jurisdiction of Provincial Division (PD) did exist, but the samples from only one⁵ out of 29 roads constructed by PD, were sent to this lab for testing, rendering the testing facility at the lab⁶ largely unutilized.

The State Government did not furnish reply (March 2014). However, EE, PD accepted (August 2013) the facts and stated that tests were carried out at sites.

8.1.3 Insufficient sampling/incomplete progress reports

The Government prescribed (August 1996) that sample(s) from every estimate of road works shall be collected and sent to Quality Promotion Cell (25 per cent), regional labs (25 per cent) and district labs (50 per cent) for testing. Scrutiny of the records of five PWD divisions revealed that no samples of road works were sent to Quality Promotion Cell. Samples of only 46 roads were sent to the district lab under the jurisdiction of CD-2, PWD Allahabad.

Divisions were also instructed to mention the position of samples tested in their monthly progress reports. Moreover, in contravention to these instructions, divisions did not mention the detailed tests conducted, number of samples tested and test reports in their monthly progress report.

The State Government did not furnish reply (March 2014).

8.1.4 Incomplete Third Party Inspection by MNNIT

Execution of MKM works started in December 2011 but the State Government ordered only on 09 July, 2012 that MNNIT would conduct third party inspection of all MKM works being executed by various departments/agencies to ensure the quality of works. However, the State Government order was not specific and did not mention details like sampling technique, frequency of tests, items of works to be tested (bituminous or non-bituminous) etc. Further, due to delay in entrusting the work of third party inspection to MNNIT (after seven months of the start of MKM works), samples from only 53 out of total 111 roads were taken. Scrutiny of the test reports revealed the following:

- MNNIT conducted quality tests of only bituminous works (BM & SDBC) and not for non-bituminous⁷ items of works;
- Even for bituminous works, all the prescribed tests as per IRC specifications were not conducted. Only the content of bitumen and crust thickness of bituminous works was tested. Testing of crust thickness was not prescribed by IRC. Without conducting test for density of compacted thickness required under IRC, testing of only crust thickness of a road was meaningless; and

⁵ Rewa road to Mirzapur road via Omaxe city, DPS and old Yamuna Bridge.

⁶ One lab assistant posted, recurring expenditure sanctioned: ₹ 30,000 per annum.

⁷ Granular Sub Base, Water Bound Macadam and Wet Mix Macadam.

- Frequency of taking samples for tests was also not as per IRC norms. We observed shortfalls in frequency of taking samples, which ranged between three and 85 per cent and one to 99 per cent in cases of BM and SDBC respectively.

The quality test to be conducted by MNNIT was not adequate.

The State Government did not furnish reply (March 2014). However, MA only stated (June 2013) that MNNIT was entrusted the work of checking of all works.

8.1.5 Damage of executed works

Physical inspection of 15 road works (July-August 2013), constructed during MKM, revealed that four roads were not in proper condition and there were pot holes and depressions on these roads. Pavement Blocks laid on foot paths were also damaged. This reflected the poor quality of executed works.



Damaged road-DPS-Omaxe city to Mirzapur road, 01.07.2013.



DPS-Omaxe city to Mirzapur road, 01.07.2013.



Damaged road-Anand Bhavan road, 01.07.2013.

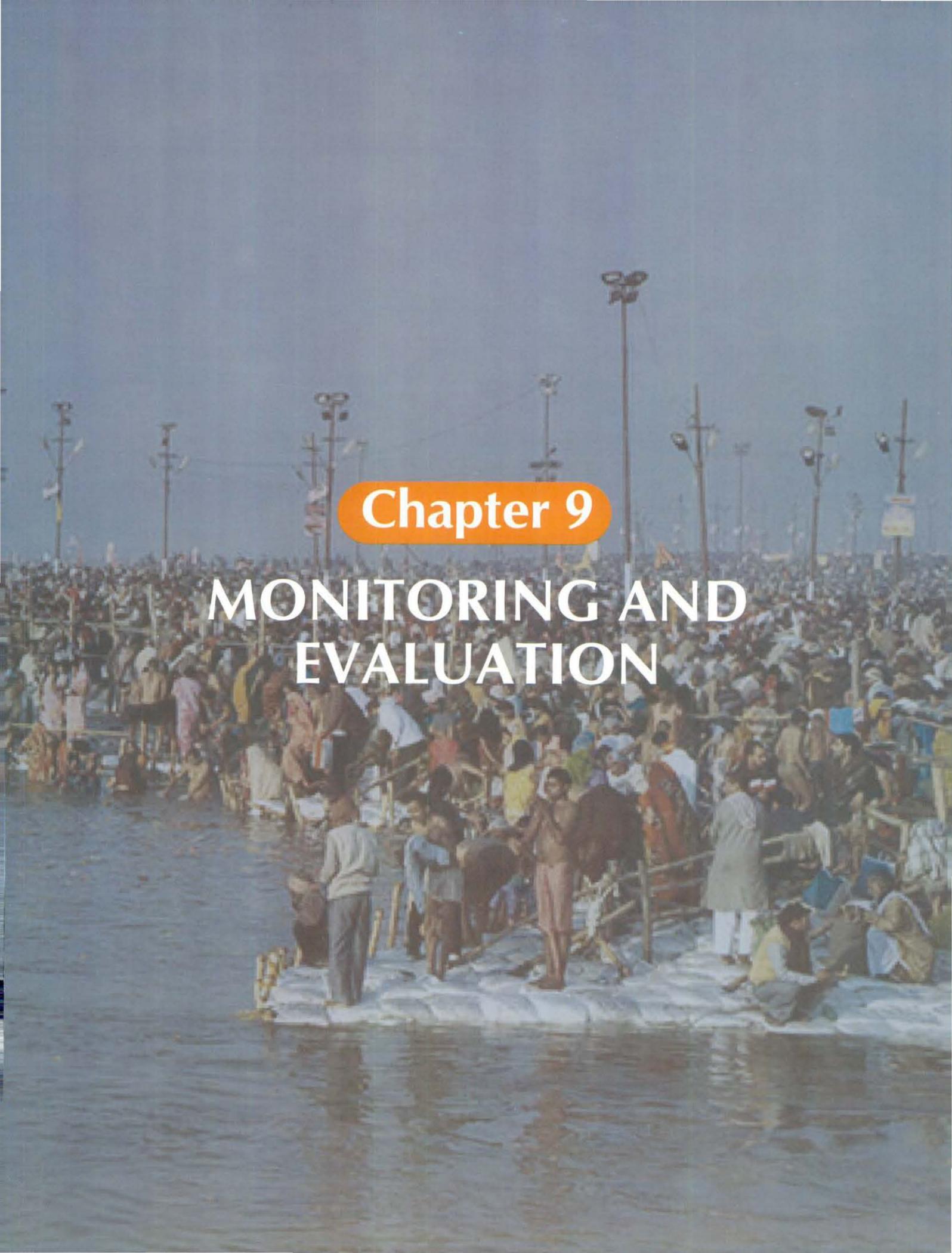


Damaged road-Rewa road, Dandi market, 01.07.2013.

No reply was furnished by the Government (March 2014).

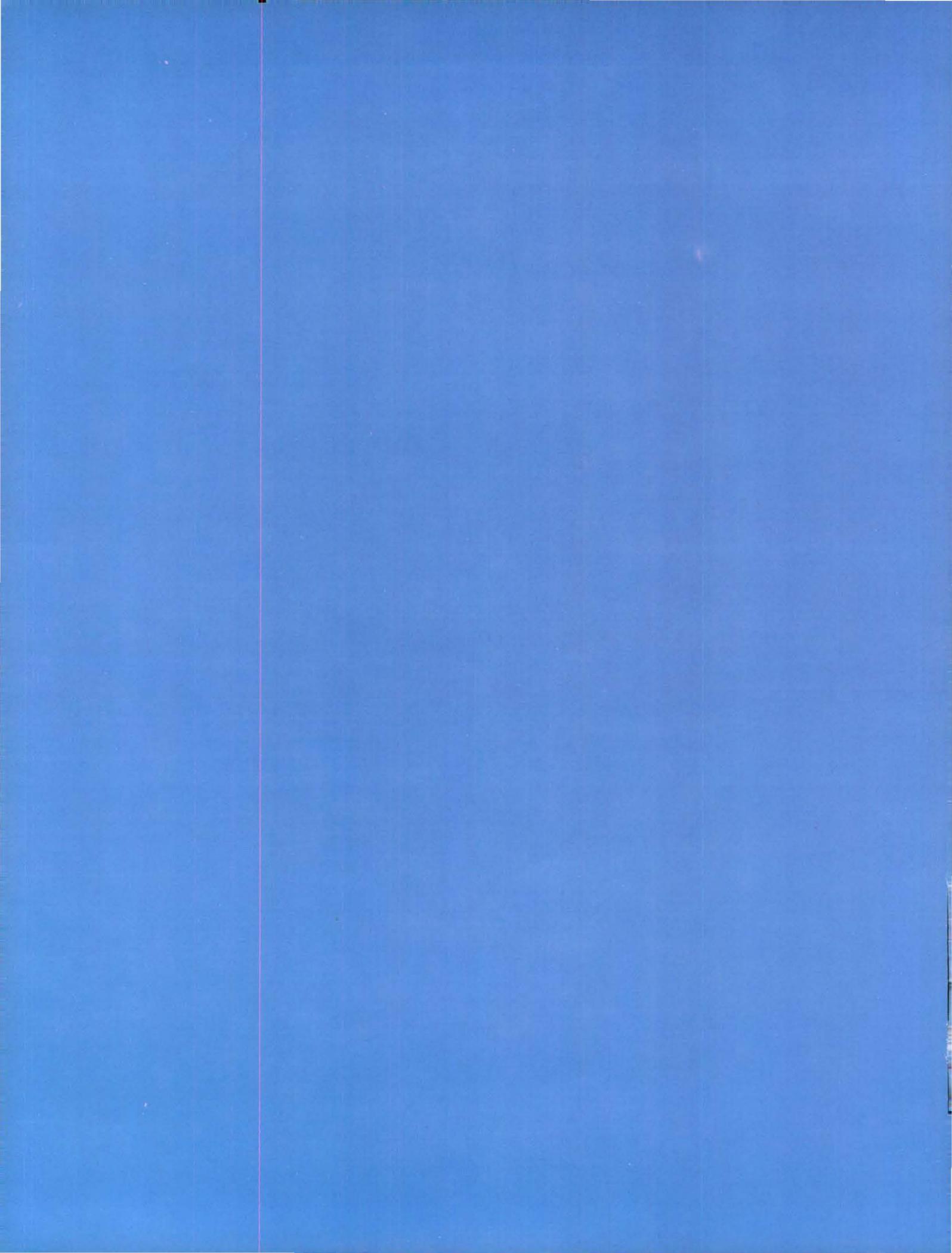
8.2 Recommendations

- *IRC mandated quality tests and also the norms/Government and E-in-C orders/conditions of contract should be strictly adhered to by all works executing agencies; and*
- *In case, testing is to be done by a third party, the type, number and frequency of tests should be specified in the Government order/Terms of Reference itself as per standards (e.g. IRC).*

A large crowd of people is gathered on a wooden walkway that extends over a body of water. The walkway is made of wooden planks and has a railing. Many people are standing, some are sitting, and some are looking towards the camera. In the background, there are many tall, thin light poles with multiple lamps at the top. The sky is a clear, pale blue. The overall scene suggests a large public event or festival.

Chapter 9

MONITORING AND EVALUATION



Monitoring and Evaluation

9.1 Monitoring

The State Government constituted (April 2012) five committees¹ for monitoring the physical and financial progress of works for MKM. The target for completion of works, fixed as 30 November 2012, revised to 15 December 2012 was again revised to 31 December 2012. But, the works were not completed even upto 31 December. Chief Secretary, during a meeting held on 16 January 2013, admitted that 37 out of 183 milestones, of seven departments remained unachieved, despite formation of five committees for monitoring the physical and financial progress of works at different levels. The executing agencies/departments failed to complete all works as per the schedule before the start of MKM. There was incorrect reporting, as commented in paragraph number 4.2.1, to higher officers about the actual status of the works.

9.1.1 Committee for ensuring quality of works

The State Government constituted (April 2012) a committee under the chairmanship of *MA* comprising of four² members for identification, fixing of priority, effective monitoring and ensuring quality of works. This Committee was to ensure quality at every stage and submit report to *MA*/the State Government. We observed that there was no record to show that any action was taken by this committee. Neither any meeting of this committee was held nor was any report sent to the State Government. Thus, the objective of the constitution of this committee was defeated, rendering the monitoring ineffective.

The State Government did not furnish reply (March 2014).

9.1.2 Meeting of Mela Salahkar Samiti

Section 5 of the United Provinces *Melas* Act, 1938 provides for appointment of a committee, in accordance with such rules³ as may be framed by the State Government in this behalf, to assist the *MA* in performance of his duties. Scrutiny of the records of *MA* revealed that the only one meeting of this committee for MKM was held on 13 December 2012 with a very short agenda containing only four items⁴. By the time this meeting was held, most of the

¹ Committees under the chairmanship of (a) Hon'ble Minister, Urban Development Department, Lucknow (b) Chief Secretary, UP Government, Lucknow (c) Principal Secretary, Urban Development Department, Lucknow (d) Commissioner, Allahabad Division, Allahabad and (e) *Mela Adhikari*, MKM-2013, Allahabad.

² 1. Executive Engineer, from PWD, Allahabad 2. Executive Engineer, from Irrigation Department, Allahabad 3. Project Manager, Ganga Pollution Control Unit, Jal Nigam, Allahabad 4. Faculty of MNNIT, Allahabad.

³ Section 4 of the United Provinces *Melas* Rule Miscellaneous, 1940 provides for appointment of a 30-member committee of which not more than 12 shall be official.

⁴ 1. Progress of MKM 2. Fixation of layout plan in Mela area. 3. Fixation of rates of commercial license and other issues and 4. Allotment of land and facilities to religious/social/voluntary institutions.

issues were finalised and works were nearing completion. We observed that the allotment of land and facilities to institutions was one of the agenda, but that process had already started from 12 December 2012. Thus, inclusion of this issue in the agenda for the meeting of this committee appears merely to justify the already made allotment and obtain its stamp of approval, post facto. *MA* in the meeting (13 December 2012) stated that the decisions/views of the members would be duly considered, but there was no action taken report to suggest that the views/decisions expressed/taken in the meeting were considered and implemented.

Thus, the meeting was merely a formality and the objective of the formation of this committee was largely defeated.

The State Government did not furnish reply (March 2014).

9.2 Internal Audit

Scrutiny of the records of *MA* revealed that audit teams from the office of Examiner, Local Fund Audit, Lucknow were conducting concurrent audit of MKM. But, no audit reports were issued during MKM and these were awaited (July 2013). Thus, it was not possible for the offices/agencies to effect mid-course correctives/remedial actions.

9.3 Sensitivity to Error Signals

With a view to make the organisation of MKM responsive and thus accountable to the people, it was imperative that a system to detect error signals emanating from various sources together with a system for grievance redressal was put in place at the *MA*'s level. Further, lessons-learnt mechanism was to be a part of the implementation strategy to effect mid-course corrections.

Some of the sources generating error signals were:

- Questions raised by the respected members of the Parliament and the State Legislature;
- Report of the Comptroller and Auditor General of India ending 31st March 2007, tabled in the *Vidhan Sabha*;
- Audit Inspection Reports of *Mela* Administration;
- Administrative Reports of KM and AKM;
- Complaints received in complaint boxes/registers during *Mela* period;
- Applications received in Grievance Redressal Cell constituted for MKM;
- Test reports of MNNIT;
- Reports appearing in media-electronic and print; and
- 25 Questions were raised by the respected members of the State Legislature before MKM.

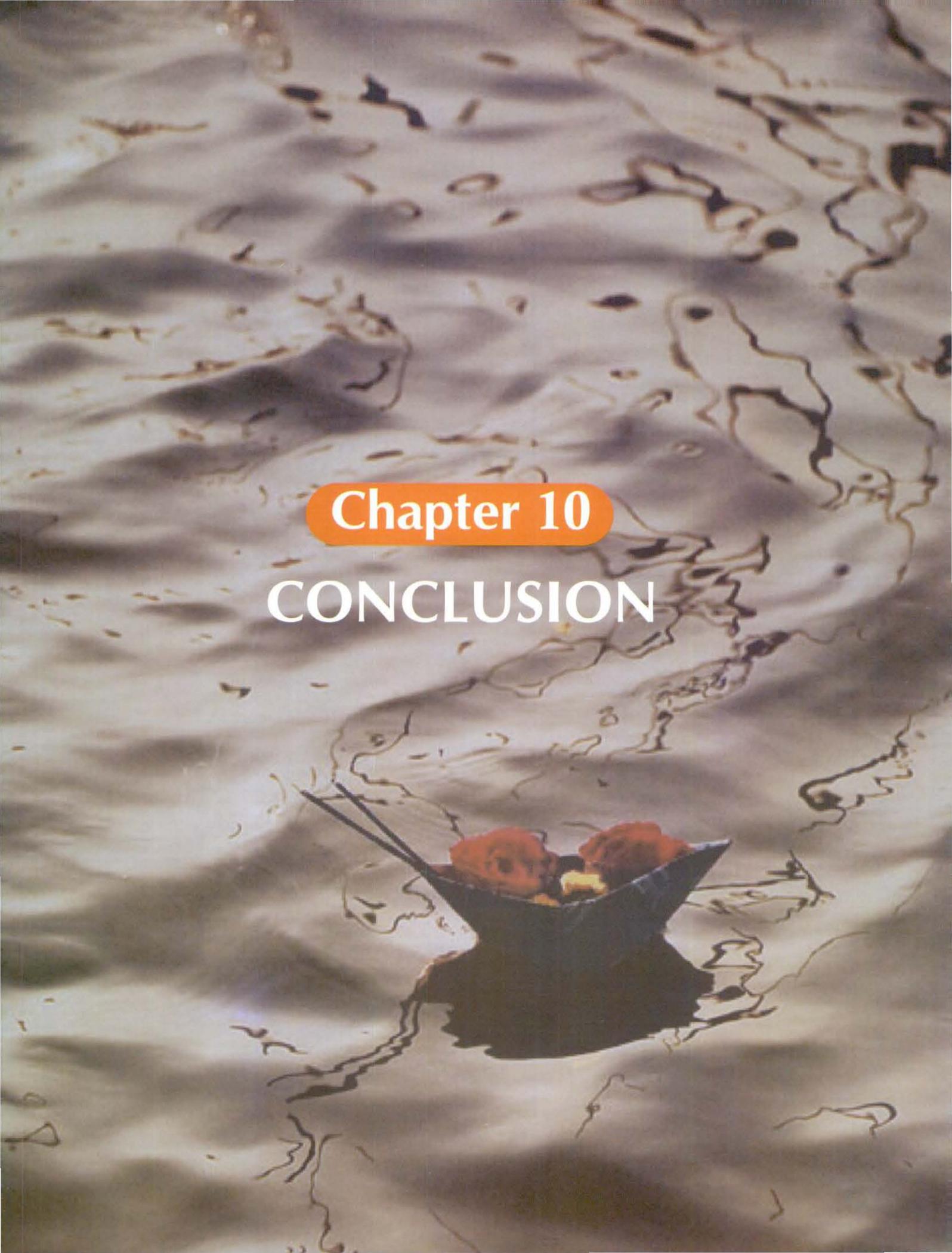
We observed that most, if not all, audit findings noticed in paragraph on Management of AKM persisted in MKM also. The audit findings indicate that the authorities responsible for organising MKM were indifferent to error signals.

9.4 Lack of evidencing and documentation

It is not only essential but mandatory that all transactions of the Government are properly documented and fully evidenced. But during Performance Audit we observed many weaknesses, deficiencies, defects etc. None of the divisions of PWD (six) and Irrigation (one) at Allahabad were maintaining Register of Works, Works Abstract and Contractor Ledger. In Allahabad Nagar Nigam, Register of Works, Works Abstract, Contractor Ledger, Road History Register, Road Renewal Register, Asset Register and Stock Register were not maintained. Stock Register of plant and saplings and Register for issue of medicines at the counters were not maintained by horticulture and Medical, Health and Family Welfare Department respectively. Scrutiny also revealed that there were many instances of improper maintenance of records like daily/monthly closing of cash books by MH&FW and MA; cheque number and voucher numbers not recorded in cashbooks, vouchers paid on unnumbered letter head of firms, and payments made without obtaining work completion certificate by MA. Further, many records relating to meetings of monitoring committees, quality testing of samples of roads, account records like sanction, release and utilization of fund; UCs etc. were either not documented or not documented properly.

9.5 Recommendations

- *Committees constituted for monitoring of Mela works should ensure that all sanctioned works are completed in all respects by stipulated date including documentation and evidencing;*
- *Meetings of Mela Salahkar Samiti should be held timely to enable Mela Administration to implement the recommendations of the Samiti; and*
- *Reports of concurrent auditors should be submitted timely to the concerned departments/executing agencies to effect remedial measures/mid-course corrections.*

A photograph of a small boat with red flowers on a body of water with ripples. The boat is dark and contains several bright red flowers. The water is light-colored with many small, dark ripples. The text 'Chapter 10' is written in white on an orange background, and 'CONCLUSION' is written in white on a dark background.

Chapter 10

CONCLUSION

Conclusion

Planning, executing and managing an event of humungous proportion like *Maha Kumbh Mela* throws up herculean challenges. Although the organisation of *Maha Kumbh Mela* had some positive stories, as pointed out in the report, but audit observed some weaknesses in organising the event.

The planning for the *Mela* was not based on scientific parameters. Particularly missing was synergy of purpose and coordination among the multiple executors and managers belonging to different departments/agencies as no Detailed Project Report for the *Mela* was prepared. Authorities were not very sensitive to error signals.

Financial Management was not planned well. The demands made from Government of India were not realistic. The State of Uttar Pradesh ended up spending only one *per cent* of the entire expenditure of *Maha Kumbh Mela*. Funding pattern was labyrinthine with no nodal authority to keep proper track of the finances of *Mela*. There were instances of delayed release of funds which compromised the quality of work and also not taking up works on time.

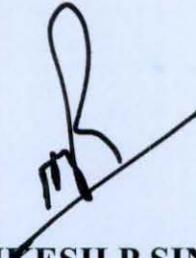
Extant procedures for procurement and execution of works were not always followed. Works were commenced without obtaining the mandatory Technical Sanction(s), even Notice Inviting Tender(s) were issued and bonds executed before Technical Sanction(s). Tendering was not always transparent, competitive and well publicised. Most of the works/supplies for the *Mela* were not complete in all respects before 14 January 2013. Expenditures on structures, not required for the *Mela*, were made from *Maha Kumbh Mela* funds. Indian Road Congress guidelines, the orders of the Government/Engineer-in-Chief, Public Works Department were not always followed.

Traffic plan was not comprehensive and arrangements for dissemination of important information to the public were lacking which led to unregulated movements. Laws related to prevention of fire were not fully enforced. All the *kalpwasis* were not given the envisaged ration cards. Those who got, received it late. The quality of the deliverables from the fair price shops and other shops in the *Mela* area were largely untested.

No targets were set for prevention or mitigation of damage to the environment and ecology. The required capacities to manage Municipal Solid Waste were not built up. Air, land and water were polluted beyond the prescribed norms.

Both quality assurance and consumer protection were compromised for want of conducting prescribed tests and inspections.

Labour laws were not enforced. The authorities were not really sensitive to the causes of differently abled persons and women despite copious laws and international commitments. Evidencing and documentation lacked the required rigour.

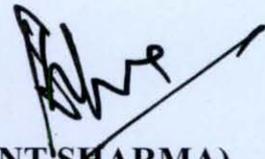


(MUKESH P SINGH)

Principal Accountant General (G &SSA)
Uttar Pradesh

ALLAHABAD
THE

COUNTERSIGNED



(SHASHI KANT SHARMA)

Comptroller and Auditor General of India

NEW DELHI
THE

Appendices



Position of requirement and availability thereagainst of Human resources

(Reference: Paragraph no 2.3; Page 6)

(In numbers)

Sl. No.	Designation	Engaged in Maha Kumbh Mela 2001	Engaged in Maha Kumbh Mela-2013	Excess (+)/ Shortage (-)
(1)	(2)	(3)	(4)	(5)
1	Senior Superintendent of Police	1	1	Nil
2	Additional Superintendent of Police	10	12	(+2)
3	Circle Officer (CO)	46	50	(+) 4
4	Inspector	45	22	(-)23
5	Sub Inspector	500	409	(-)91
6	Head Constable	350	191	(-)159
7	Constable	5000	4913	(-)87
8	Lady police	200	298	(+)98
9	Mounted Police	161	134	(-)27
10	Intelligence unit police	115	163	(+)48
11	Traffic police	194	264	(+)70
Water police				
12	CO	Nil	01	(+)01
13	Inspector	05	Nil	(-)5
14	Sub-Inspector	12	1	(-)11
15	Head constable	12	Nil	(-)12
16	Constable	50	23	(-)27
17	Divers	40	5	(-)35
Fire service police				
18	Fire service police	654	657	(+)03
Other services				
19	Radio branch police	518	639	(+)121
Provincial Armed Constabulary				
20	Law & order:	36	18	(-)18
	Flood relief:	05	06	(+)01
21	Home Guards	4,100	4,500	(+)400
22	Personnel of Anti-mines operations	Nil	04	(+)04
23	Bomb Disposal Dog Squad	Nil	36	(+)36
24	Anti-Sabotage Personnel team	Nil	55	(+)55
25	Dog squad	Nil	07	(+)07
26	Anti-terrorist Squad commando	Nil	50	(+)50
27	Spotter police	Nil	12	(+)12
28	Rapid Action Force personnel	Nil	21	(+)21

(Source: Information collected from SSP/MKM)

Shortcomings noticed during Ardh Kumbh Mela-2007

(Reference: Paragraph no 2.4; Page 8)

Sl. No.	Issues pointed out in Administrative Report of the Government subsequent to AKM-2007	Action taken
(1)	(2)	(3)
Appointment of top level officers for MKM		
1	Posting of <i>MA</i> , <i>Apar Mela Adhikari</i> , deputy <i>MA</i> and Finance Controller should be done at least one year before start of <i>Mela</i> .	All these officers, except <i>MA</i> were posted during August to December 2012.
Tendering and contract management		
2	NITs should be published in the national dailies, departmental websites and on the website of Information department.	NITs were not published on the web-site of Information department.
3	Quality control clause should be included in the agreements to ensure the quality in works/supplies.	Quality control clause was not included in the agreements for supply of tin, tents and furniture.
Publicity and information		
4	The entire <i>Mela</i> area should be insured.	No insurance was done.
5	Publicity of <i>Mela</i> should be done at national level. Information department should be entrusted with the work of preparation of work plan well before the <i>Mela</i> to publicise the <i>Mela</i> and to disseminate necessary information to the public. A press conference in Delhi, Lucknow and Allahabad should also be organized in this regard.	Deficient publicity, no pre- <i>mela</i> preparation and no press conferences held.
6	At the borders of the district, entry gates should be erected and information like distance to <i>Sangam</i> , bathing dates <i>etc.</i> should be made available.	No entry gates were erected on Kanpur, Mirzapur and Jaunpur-Gorakhpur roads.
7	Lay out plan of the <i>Mela</i> should be displayed at various places in the <i>Mela</i> area.	Lay out of <i>Mela</i> was not displayed in the sectors.
8	Boards displaying start and end of sectors (such as "Sector no. 4 ends" and "Sector no. 5 starts" <i>etc.</i>) should be placed.	No such displays were put in place.
9	Disputed advertisement companies should be barred from the <i>Mela</i> area. A committee at the level of <i>MA</i> should be constituted for granting permission to display advertisements in the <i>Mela</i> area so that disputed/offensive/inappropriate advertisements are restricted.	No action taken in this regard. It was seen that at many places political/communal/ disputed/ inappropriate to the extent of being unconstitutional advertisements against family planning/ communal harmony were displayed.
Allotment of land		
10	Details of allotment of land should be on the website of the <i>Mela</i> Administration.	Details of land allotment were not placed on the website of MKM.
11	Out of 122 <i>Mahamandelshwars</i> , some of them took land at different places in the <i>Mela</i> area in the name of different organisations, besides the land allocated for the camp. It was observed that <i>Mahamandelshwars</i> did not even reside in those camps. Efforts should be made for allotting land	No action was taken to ensure this and the land was allotted to the same <i>Mahamandaleshwar</i> in the name of different organizations.

	to these <i>Mahamandelshwars/ Akharas</i> at one place.	
12	Since ' <i>Khalasa</i> ' group takes bath with the <i>Akharas</i> , land for both the organizations should be allotted in close proximity.	No action taken.
13	While allotting land for shops on the road sides, police department should be consulted to circumvent/ameliorate/ prevent traffic problems.	Police department was not consulted, as stated by SSP, MKM.
14	While allotting land for <i>pandas</i> at the river banks, police department should be consulted. It should be ensured that enough open space is left.	Police department was not consulted, as stated by SSP, MKM.
15	Roads should be widened keeping the police in the loop to ensure better traffic management.	Police department was not consulted, as stated by SSP, MKM.
16	Location of pontoon bridges should be decided taking into consideration the views of Administration, Police, Public Works and Irrigation departments.	<i>MA</i> himself decided the location of Pontoon bridges without any consultation with the Police, PW and Irrigation departments.
17	More land for circulating area at <i>Sangam</i> nose should be allotted to control the crowd, specially on the bathing dates.	Though <i>MA</i> stated that open area at <i>Sangam</i> nose was left but he did not provide any evidence in support of the statement.
18	Sweepers should be provided land and facilities for lodging.	Sweepers were provided land for erecting tents/ <i>pandals</i> in very unhygienic and dirty locations – beside drain and beneath the railway bridge.
19	Excess shops should not be erected.	Many of the shops remained vacant.
Execution of works		
20	Quality control cell should be constituted for checking quality of works/supplies.	Though committee for ensuring quality of the works was constituted at <i>MA</i> level but it never met.
21	Toilets constructed by the Health department and electric poles erected by the Electricity department should be given serial numbers.	Toilets were not numbered.
22	Sprinkling of insecticides in the <i>Mela</i> and nearby area should be continued after <i>Mela</i> so as to avoid bad smell and diseases caused by flies and mosquitoes.	No documentary evidence with AD to show that sprinkling of insecticides continued after MKM.
23	At least one pontoon bridge should be kept reserved for Ambulances and fire tender for emergency situation.	Not a single pontoon bridge was built in a manner (load bearing capacity) that it could be put to use by fire tenders.

(Source: Information collected from different departments)

Statement of Sanction, Release and Expenditure thereagainst of Funds for MKM

(Reference: Paragraph no 3.2; page 11)

(₹ in crore)

Sl. No.	Name of Department	Amount proposed by GoUP	Sanctioned by GoI	Projects Submitted by GoUP to GoI	Fund released	Expenditure as of July 2013 (per cent to col. 6)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Information and Public Relations Department	2.00	4.00	11.26	11.26	10.64 (94 %)
2	Nagar Panchayat, Jhunsi	1.17	1.17	5.20	5.20	5.05 (97%)
3	Irrigation Department (Flood)	104.50	9.35	63.08	46.42	31.80 (69%)
4	Food & Civil Supply Department	0.50	0.50	0.32	0.32	0.31 (97%)
5	Homeopathic Department	0.40	0.49	0.50	0.50	0.28 (56%)
6	Ayurvedic & Unani Department	0.55	0.63	0.48	0.48	0.45 (94%)
7	Allahabad Nagar Nigam	261.49	320.14	131.91	131.75	120.06 (91%)
8	Public Works Department	745.43	169.21	604.11	561.53	494.63 (88%)
9	Medical, Health and Family Welfare Department	37.11	13.84	48.69	48.69	34.03 (70%)
10	Mela Administration	20.00	10.00	12.40	12.40	12.39 (100%)
11	Home (Police) Department	0.00	223.29	10.23	10.23	7.50 (73%)
12	Horticulture Department	0.00	0.00	0.58	0.58	0.58 (100%)
13	Motilal Nehru Medical College	0.00	0.00	4.75	4.75	4.42 (93%)
14	Ganga Pollution Control Unit	77.70	2.88	11.82	10.86	8.26 (76%)
15	Tourism Department	97.00	2.73	5.63	4.47	3.55 (79%)
16	Transport Department	0.30	0.20	0.00	00	-
17	UP State Road Transport Corporation	16.40	63.57	12.29	12.29	12.01(98%)
18	U.P. Jal Nigam	122.77	55.73	84.52	84.52	80.21 (95%)
19	U.P. Power Corporation Ltd.	183.85	433.70	140.53	140.53	138.99 (99%)
20	Allahabad Development Authority	170.68	3.03	57.14	57.14	44.89 (79%)
21	U.P. Pollution Control Board	6.00	3.00	0.00	00	-
22	Directorate of Environment	0.00	0.20	0.00	00	-
23	U.P. Awas Vikas Parishad	0.00	0.00	2.16	1.51	0.92 (61%)
24	Dugdh Utpadak Sahakari Sangh Ltd., Allahabad	0.00	0.00	4.50	4.50	4.13 (92%)
25	Forest Department	0.00	0.00	1.57	1.57	1.57 (100%)
26	Department of Culture	1.00	1.25	0.70	0.70	0.70 (100%)
	Total	1,848.85	1,318.91	1,214.37	1,152.20	1,017.37(88%)

(Source: UDD and MA)

Statement showing position of releases by Gol for MKM

(Reference: Paragraph no. 3.3; Page 12)

(₹ in crore)

Sl. No.	Allotment Letter		Amount	Releasing Letter		Amount
	Number	Date		Number	Date	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	13048/26/UP/2010-SP(C)	14.11.2011	177.55	44(2)PF-1/ 2011-980	23.11.2011	177.55
2	13048/26/UP/2010-SP(C)	21.12.2011	22.45	44(2)PF-1/ 2011-1455	16.02.2012	22.45
3	13048/26/UP/2011-SP(C)	23.08.2012	130.80	44(6)PF-1/ 2012-629	19.09.2012	130.80
4	13048/26/UP/2011-SP(C)	05.11.2012	10.83	44(6)PF-1/ 2012-1261	24.01.2013	10.83
5	4/25-2011-FR	18.10.2012	800.00	44(6)PF-1/ 2012-869	12.11.2012	800.00
Total			1,141.63	Total		1,141.63

(Source: UDD & Gol)

Sanctions for Permanent and Temporary works

(Reference: Paragraph no 4.1; Page 15)

(₹ in crore)

Sl. No.	Name of Department/ Autonomous Body/ Agency/ Corporation	Sanctioned amount	Sanctioned works			Activities
			Infrastructure		Services	
			Permanent	Temporary		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Information & Public Relation Department	11.26	0.00	-	11.26	Arrangement of press camp, media centre, LED systems, photo films etc.
2	Nagar Panchayat, Jhunsi, Allahabad	5.20	3.43	-	1.77	Widening, strengthening and improvement in riding quality of roads and arrangement of light and nali.
3	Irrigation Department (Flood)	63.08	43.83	-	19.25	Construction of pucca ghats, temporary ghats, jetty ramps, stone bolder pitching, retaining wall, side drain etc.
4	Food and Civil Supply Department	0.32	0.00	-	0.32	Construction of temporary godowns/ camp office.
5	Homeopathy Department	0.50	0.00	-	0.50	Arrangement of medicine, tin & tentage etc.
6	Ayurvedic & Unani Department	0.48	0.00	-	0.48	Arrangement of medicine, tin & tentage etc.
7	Allahabad Nagar Nigam	131.91	107.81	12.85	11.25	Construction of roads & nali, purchase of machines, renovation of nali and temporary works such as arrangement of lights, toilets, solid waste, sanitation etc.
8	Public Works Department	604.11	456.46	-	147.65	Widening, Strengthening and improvement in riding quality of roads. Construction and maintenance of temporary pontoon bridges, chequered plate roads, arrangement of materials etc.
9	Medical, Health & Family Welfare Department	48.69	0.00	11.22	37.47	Sanitation, health, hygiene, ambulances, pesticides, public toilets, trauma centres and wages of sanitary and other workers.
10	General Administration (Mela)	12.40	0.00	-	12.40	Levelling of Mela area, construction of tin structures, supply of tin-tentage and furniture on rent, barricading.

11	Home (Police) Department	10.23	10.23	0.00	-	Construction of barrack, purchase of equipment for water police and fire police.
12	Horticulture Department	0.58	0.00	-	0.58	Exhibition of fruit plants and distribution of seeds.
13	Motilal Nehru Medical College, Allahabad	4.75	1.24	-	3.51	Purchase of equipment, ambulance, deep freezer, arrangement of medicines, surgical items, linen, maintenance of hospital burn unit <i>etc.</i>
Total		893.51	623.00	24.07	246.44	

Works carried out without obtaining Technical Sanction

(Reference: Paragraph no. 4.3.3; Page 20)

Sl. No.	Name of Road	Sanctioned Cost (₹ in lakh)	Date of AS/FS	Date of NIT	Bond No.	Date of Bond	Date of TS	Delay in days
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Construction Division 1								
1	Allahabad link road	1,444.69	20.12.11	16.9.11	79/SE/11-12	22.12.11	24.12.11	99
2	CSP Singh road	534.55	20.12.11	31.3.12	05/SE/12-13	10.5.12	1.10.12	184
3	Lowther road	629.49	20.12.11	31.3.12	04/SE/12-13	10.5.12	1.10.12	184
4	Mirza Galib road	67.29	20.12.11	31.3.12	06/SE/12-13	10.5.12	31.8.12	153
5	Madan Mohan Malviya road	345.02	20.12.11	16.4.12	26/SE/12-13 27/SE/12-13	23.5.12	1.10.12	168
6	Kasturba Gandhi road	348.50	20.12.11	31.3.12	16/SE/12-13	14.5.12	1.10.12	184
7	Old GT city road	525.56	20.12.11	31.3.12	03/SE/12-13	10.5.12	27.9.12	180
8	Muir road	244.55	20.12.11	16.4.12	26/SE/12-13 27/SE/12-13	23.5.12	1.10.12	168
9	University road	220.37	20.12.11	31.3.12	16/SE/12-13	14.5.12	1.10.12	184
10	Drumund road	380.86	20.12.11	31.3.12	06/SE/12-13	10.5.12	1.10.12	184
11	Kamla Nehru road	180.77	20.12.11	31.3.12	04/SE/12-13	10.5.12	30.11.12	244
12	Sarojini Naidu road	463.38	20.12.11	31.3.12	06/SE/12-13	10.5.12	1.10.12	184
13	TB Sapru road	195.95	20.12.11	31.3.12	04/SE/12-13	10.5.12	1.10.12	184
14	Thornhill road	385.71	20.12.11	16.4.12	26/SE/12-13 27/SE/12-13	23.5.12	30.11.12	228
15	GT city road via Rambagh	67.13	20.12.11	31.3.12	03/SE/12-13	10.5.12	8.10.12	191
16	Zero road	30.71	20.12.11	31.3.12	04/SE/12-13	10.5.12	14.5.12	44
17	Sahitya Sammelan road	19.70	20.12.11	31.3.12	04/SE/12-13	10.5.12	14.5.12	44
18	Sir Suleman road	54.03	20.12.11	31.3.12	04/SE/12-13	10.5.12	1.12.12	245
19	Chakiya Rajrooppur road	145.25	20.12.11	31.3.12	16/SE/12-13	14.5.12	1.10.12	184
20	D road	19.36	20.12.11	31.3.12	04/SE/12-13	10.5.12	14.5.12	44
21	Renovation of road junctions of Allahabad	262.75	20.12.11	31.3.12	05/SE/12-13	10.5.12	29.11.12	243
22	Mahatma Gandhi road (Part)	870.78	20.12.11	31.3.12	07/SE/12-13	10.5.12	4.10.12	187
23	Bank road	146.05	20.12.11	31.3.12	16/SE/12-13	14.5.12	1.10.12	184
24	Kamla Nehru road via Chowk Johnstonganj	90.96	20.12.11	31.3.12	06/SE/12-13	10.5.12	1.10.12	184
25	Subedarganj railway station road	101.95	21.9.12	26.9.12	55/SE/12-13	27.11.12	No TS	No TS
26	Kanihar to Rithaiya via	501.26	21.9.12	15.9.12	57/SE/12-13	3.12.12	20.6.13	278

	Dalapur road							
27	Renovation & beautification of six <i>chaurahas</i>	410.00	21.9.12	15.9.12	93/SE/12-13 94/SE/12-13	28.1.13	No TS	No TS
28	Thornhill road remaining part	122.75	21.9.12	11.12.12	95/SE/12-13	4.2.13	20.6.13	191
Construction Division 3								
29	Allahabad Gorakhpur road (SH-7) (11.65 km to 33.65 km)	1,292.37	20.12.11	1.5.12	34/SE/12-13	25.5.12	4.8.12	95
30	Allahabad Gorakhpur road (SH-7) (34 km to 43 km)	528.30	21.9.12	15.9.12	92/SE/12-13	28.1.13	14.3.13	180
31	Repair and maintenance of Shastri bridge road	586.71	25.4.12	2.6.12	38/SE/12-13	24.8.12	12.9.12	102
32	Allahabad Handia road (219 km to 224 km)	1,453.54	21.9.12	9.12.11	92/SE/12-13	23.12.11	4.8.12	239
33	Allahabad Handia road Hanumanganj bazaar	596.86	12.12.11	9.12.11	85/SE/12-13	23.12.11	18.3.13	465
34	Phoolpur bypass road	1,094.55	21.9.12	15.9.12	87/SE/12-13	7.1.13	14.3.13	180
Construction Division 4								
35	Old GT road to Triveni road (Hanuman Ji <i>mandir</i>)	133.28	20.12.11	31.3.12	10/SE/12-13	14.5.12	27.9.12	180
36	Jhansi Garapur (Sonouti) to AG road	244.61	20.12.11	13.12.11	83/SE/11-12	23.12.11	23.12.11	10
37	Old GT road to Nagvasuki <i>mandir</i> road	75.76	20.12.11	31.3.12	10/SE/12-13	14.5.12	3.9.12	156
38	Phaphmau Sahson Hanumanganj road	645.11	20.12.11	8.8.11	89/SE/11-12	23.12.11	23.12.11	137
39	Jhansi Chhatnag road	291.21	20.12.11	31.3.12	12/SE/12-13	14.5.12	29.9.12	182
40	Triveni road	312.08	31.3.12	31.3.12	10/SE/12-13	14.5.12	27.9.12	180
41	GT East road	295.38	20.12.11	8.8.11	76/SE/11-12	21.12.11	23.12.11	137
42	Kila <i>ghat</i> road (Hanuman <i>mandir</i> to Daraganj road)	241.76	20.12.11	31.3.12	14/SE/12-13	14.5.12	29.9.12	182
43	Samudrakoop road	82.85	20.12.11	31.3.12	12/SE/12-13	14.5.12	No TS	No TS
44	Mahavir road, Triveni road to Kali link road, in front of Ordinance depot, Jagdish Ramp road, Bairahna to Yamuna bank road, GT road to Triveni Pontoon bridge road	252.35	20.12.11	31.3.12	14/SE/12-13	14.5.12	27.9.12	180
45	Alopi crossing to Triveni road	114.96	20.12.11	31.3.12	15/SE/12-13	14.5.12	29.9.12	182
46	Old A G road	389.47	20.12.11	13.12.11	84/SE/11-12	23.12.11	23.12.11	10

47	Yamuna bank 2 road	165.97	20.12.11	31.3.12	11/SE/12-13	14.5.12	29.9.12	182
48	Kali road	222.44	20.12.11	31.3.12	15/SE/12-13	14.5.12	29.9.12	182
49	Bakshi <i>bandh</i> , Beni <i>bandh</i> , Yamuna bank 1 road	348.65	20.12.11	31.3.12	14/SE/12-13	14.5.12	1.10.12	184
50	Lal road	317.71	20.12.11	31.3.12	15/SE/12-13	14.5.12	27.9.12	180
51	Jhunki Kakra Durvasha Leelapur road	1,876.28	20.12.11	8.8.11 13.12.11	75/SE/11-12 82/SE/11-12	21.12.11 23.12.11	23.12.11	137
52	Ustapur Mahmoodabad road	378.00	31.3.12	17.4.12	25/SE/12-13	23.5.12	No TS	No TS
53	Jhunki Garapur road km 7 to Sahidganj <i>ghat</i> link road via Hetapatti	122.87	21.9.12	15.9.12	84& 85/SE/ 12-13	3.1.13	No TS	No TS
54	Jhunki Garapur road Km 3 to Badra link road	72.16	21.9.12	15.9.12	15/SE/12-13	26.11.12	No TS	No TS
55	Sangam Vihar (Havelia) to Ganga <i>ghat</i> road via Tapovan	364.77	21.9.12	15.9.12	67&68/SE/ 12-13	7.12.12	No TS	No TS
56	RAF boundary to Soraon road	450.03	21.9.12	15.9.12	77/SE/12-13	9.12.12	No TS	No TS
57	UFA road to CRPF boundary	391.30	21.9.12	15.9.12	56/SE/12-13	3.12.12	No TS	No TS
58	AG road (Patel Nagar) via Narayandas Ka Purva to Chamanganj road	306.22	21.9.12	15.9.12	61/SE/12-13	3.12.12	No TS	No TS
59	Jhunki Chhatnag to Ganga <i>ghat</i> road via Gupta <i>gaushala</i>	154.61	21.9.12	15.9.12	73/SE/12-13	7.12.12	No TS	No TS
60	JKDL road to Devnagar colony road	174.11	21.9.12	15.9.12	78&79/SE/ 12-13	9.12.12	No TS	No TS
61	Old GT road to old AG road	93.11	21.9.12	15.9.12	52/SE/ 12-13	27.11.12	No TS	No TS
62	Kag Bhusandi road	71.06	21.9.12	15.9.12	69/SE/12-13	7.12.12	No TS	No TS
63	Gangadeep colony (via Judge residence) to Thakur dairy road	23.32	21.9.12	21.9.12	194/EE/12-13	2.11.12	18.1.13	119
64	Phaphamau Hanumanganj road to CRPF group centre road	146.10	21.9.12	15.9.12	64/SE/12-13	5.12.12	No TS	No TS
Provincial Division								
65	Arail <i>ghat</i> road	377.07	20.12.11	16.9.11	86/SE/11-12	23.12.11	24.12.11	99
66	Naini railway feeder road	236.95	20.12. 11	16.9.11	86/SE/11-12	23.12.11	24.12.11	99
67	Jhanshi Allahabad Mirzapur road to ADA colony to Arail <i>ghat</i> road	605.90	20.12. 11	31.3.12	18/SE/12-13	15.5.12	22.9.12	175

68	Indelpur road	274.00	20.12.11	31.3.12	18/SE/12-13	15.5.12	22.9.12	175
69	Rewa road via Omaxe city	1,878.23	20.12.11	31.3.12	22/SE/12-13	18.5.12	12.9.12	165
70	Kothaparcha to Rewa road	414.23	20.12.11	10.3.12	23&24/SE/12-13	19.5.12	4.10.12	208
71	Kothaparcha to Yamuna bank road (Yamuna bridge to Gaughat side)	68.67	30.10.12	28.9.12	62&63/SE/12-13	4.12.12	22.3.13	175
72	Balson to Kundan guest house	362.43	31.3.12	31.3.12	20/SE/12-13	16.5.12	4.8.12	126
73	Geeta Niketan <i>mandir</i> JLN road to Allahabad Bank to Dhignwas <i>kothi</i> to FCI	67.00	31.3.12	31.3.12	17/SE/12-13	15.5.12	18.8.12	140
74	Leader road	142.23	31.3.12	7.5.12	36/SE/12-13	25.5.12	3.11.12	180
75	Nawab Yusuf road	155.96	31.3.12	31.3.12	21/SE/12-13	18.5.12	18.7.12	109
76	Nurullah road	330.30	31.3.12	31.3.12	19/SE/12-13	15.5.12	3.11.12	217
77	Ram Manohar Lohia road	211.91	31.3.12	7.5.12	35/SE/12-13	25.5.12	30.11.12	207
78	Arail ADA road to JP Nagar link road	46.11	21.9.12	15.9.12	44/SE/12-13	5.11.12	No TS	No TS
79	AG road (Sahson to Ram Nagar to Hetapatti via Gulalpur)	436.64	21.9.12	15.9.12	75/SE/12-13	7.12.12	8.4.13	205
80	Old AG road to Sherdih via Rahimapur road	161.10	21.9.12	15.9.12	46/SE/12-13	23.11.12	25.3.13	191
81	Milan <i>chauraha</i> to Nageshwar <i>mandir</i> road	154.46	21.9.12	15.9.12	47/SE/12-13	23.11.12	25.3.13	191
	Total	29,042.42						

Appendix 4.3

Irregular Expenditure due to difference in Marg Parilekh and Provisions in Estimates

(Reference: Paragraph no.4.3.4; Page 20)

(₹ in lakh)

Sl. No.	Name of Road	Length as in Marg Parilekh (km)	Width as in Marg Parilekh (m)	Existing crust as in Marg Parilekh (cm)	Length taken in Estimate (km)	Width taken in Estimate (m)	Average crust taken in Estimate (cm)	Difference in length (km)	Difference in width (m)	Difference in crust (cm)	Irregular expenditure	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Construction Division 1												
1	Allahabad link road	5	11	43	5	11	42.5	0	0	0.5	0	As per estimate crust is short.
2	CSP Singh road	2.42	9.5	30	2.42	14	35	0	-4.5	-5	0	Excess width and crust taken in estimate.
3	Lowther road	2.88	9	36.5	2.66	8.3	45	0.22	0.7	-8.5	7.36	Less width taken in estimate.
4	Madan Mohan Malviya road	1.44	7	24	1.2	7	50	0.24	0	-26	0	As per estimate length was short.
5	University road	1.23	7	21	1.53	7	35	-0.3	0	-14	43.35	Excess length taken in estimate.
6	Drumund road	1.8	6.5	17	1.65	6.5	30	0.15	0	-13	0	Less length & excess crust taken in estimate.
7	Sarojini Naidu road	2	7	22	2	11	70	0	-4	-48	0	Excess width & crust taken in estimate.

8	TB Sapru road	0.7	6.35	24	0.7	7	32.5	0	-0.65	-8.5	0	Excess width & crust taken in estimate.
9	Thornhill road	1.45	7	24	1.45	7	35	0	0	-11	0	Excess crust taken in estimate.
10	Bank road	0.82	5.51	22	0.82	5.5	35	0	0.01	-13	0	Excess crust taken in estimate.
Construction Division 4												
11	Jhunshi Kakra Durvasha Leelapur road	16	3.5	28	20.4	3	25	-4.4	0.5	3	460.02	Excess length, width & crust taken in estimate.
12	Yamuna bank 2 road	1	7	25	2.2	7.5	30	-1.2	-0.5	-5	90.52	Excess length taken in estimate.
13	Kali road	1.45	12	25	1.45	6.5	35	0	5.5	-10	22.02	Less width taken in estimate.
14	Alopi crossing to Triveni road	0.8	9	25	0.8	8.5	37.5	0	0.5	-12.5	1.21	Less width taken in estimate.
15	Kila ghat road (Hanuman mandir to Daraganj road)	1.1	5.5	25	1.9	3.20 & 7.00	25	-0.8	-	0	101.8	Excess length taken in estimate.
16	Lal road	0.9	7	25	2	6.5	36	-1.1	0.5	-11	174.7	Excess length taken in estimate.
17	Old GT to Triveni road (Hanuman Ji mandir)	0.9	5.5	25	1.1	6.00 & 10.00	30	-0.2	-	-5	24.23	Excess length taken in estimate.
Total											925.21	

Widening and improvement in riding quality of roads without traffic census

(Reference: Paragraph no. 4.3.5, Page 21)

Sl. No.	Name of Road	Date of traffic census	Total no. of days	Were hourly data of traffic census recorded	Chainage of traffic census	Expenditure incurred (₹ in lakh)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Construction Division 4						
1	Old GT road to Triveni road (Hanuman Ji mandir)	Traffic census not done.	-	-	-	125.44
2	Jhunsi Garapur (Sonouti) to AG road	20.5.11 to 22.5.11	3	Not attached	Not mentioned	122.85
3	Triveni road	Traffic census not done.	-	-	-	308.76
4	GT East road	20.5.11 to 22.5.11	3	Not attached	Not mentioned	189.48
5	Kila Ghat road (Hanuman mandir to Daraganj road)	Traffic census not done.	-	-	-	237.11
6	Mahavir road, Triveni road to Kali link road, in front of Ordinance depot, Jagdish Ramp road, Bairahna to Yamuna bank road, GT road to Triveni Pontoon bridge road	Traffic census not done.	-	-	-	233.41
7	Alopi crossing to Triveni road	Traffic census not done.	-	-	-	92.36
8	Old AG road	20.3.11 to 22.3.11	3	Not attached	Not mentioned	309.27
9	Yamuna bank 2 road	Traffic census not done.	-	-	-	135.66
10	Kali road	Traffic census not done.	-	-	-	194.85
11	Lal road	Traffic census not done.	-	-	-	307.16
Construction Division 1						
12	CSP Singh road	Traffic census not done.	-	-	-	515.52
13	Lowther road	Traffic census not done.	-	-	-	588.53
14	Madan Mohan Malviya road	Traffic census not done.	-	-	-	307.06

15	University road	Traffic census not done.	-	-	-	176.77
16	Drumund road	Traffic census not done.	-	-	-	291.81
17	Sarojini Naidu road	Traffic census not done.	-	-	-	447.32
18	TB Sapru road	Traffic census not done.	-	-	-	171.1
19	Thornhill road	Traffic census not done.	-	-	-	276.39
20	Bank road	Traffic census not done.	-	-	-	79.43
21	GT road to Subedarganj railway station road	Traffic census not done.	-	-	-	46.93
22	Kanihar to Rithaiya via Dalapur road	Traffic census not done.	-	-	-	490.88
23	Thornhill road remaining part	Traffic census not done.	-	-	-	92.93
Total						5,741.02

BM work carried out without Benkelman Beam Deflection Test

(Reference: Paragraph no. 4.3.6; Page 21)

Sl. No.	Name of Road	Crust thickness of BM in cm	Qty executed in cu.m.	Rate (in ₹ per cu.m.)	Expenditure (in ₹)
(1)	(2)	(3)	(4)	(5)	(6)
Provincial Division					
1	Arail <i>ghat</i> road	50	1,329.74	7,427.70	98,76,909.80
2	Naini railway feeder road	50	984.89	7,398.30	72,86,511.69
3	Jhanshi Allahabad Mirzapur road to ADA colony to Arail <i>ghat</i> road	50	2,093.77	7,398.30	1,54,90,338.59
4	Indelpur road	50	781.73	7,422.60	58,02,469.10
5	Rewa road via Omaxe city	50	4,311.58	7,422.60	3,20,03,133.71
6	Balson to Kundan Guest House road	75	1,713.95	7,438.10	1,27,48,531.50
7	Geeta Niketan <i>mandir</i> JLN road to Allahabad Bank to Dhignwas <i>kothi</i> to FCI	75	272.42	7,438.10	20,26,287.20
8	AG road (Sahson to Ram Nagar to Hetapatti via Gulal pur)	50	1,379.65	7,152.40	98,67,808.66
9	Old AG road to Sherdih via Rahimapur road	50	395.28	7,109.20	28,10,124.58
10	Milan <i>chauraha</i> to Nageshwar <i>mandir</i> road	50	349.40	7,120.00	24,87,728.00
Construction Division I					
11	Mirza Galib road	50	297.22	7,420.00	22,05,372.40
12	Kasturba Gandhi road	50	1,714.93	7,310.00	1,25,36,138.30
13	Old GT city road	50	3,367.97	7,310.00	2,46,19,860.70
14	Muir road	50	790.43	7,420.00	58,64,990.60
15	GT city road via Rambagh	50	304.77	7,310.00	22,27,868.70
16	Zero road	50	146.37	7,310.00	10,69,964.70
17	Sahitya Sammelan road	50	90.73	7,310.00	6,63,236.30
18	Sir Suleman road	50	344.51	7,310.00	25,18,368.10
19	D road	50	71.35	7,310.00	5,21,568.50
20	Mahatma Gandhi road (Part)	50	2,609.28	7,310.00	1,90,73,836.80
21	CSP Singh road	50	2,175.04	7,310.00	1,58,99,542.40
22	Lowther road	50	2,079.97	7,310.00	1,52,04,580.70
23	Madan Mohan Malviya road	50	971.56	7,420.00	72,08,975.20
24	University road	50	1,000.01	7,310.00	73,10,073.10
25	Drumund road	50	1,032.82	7,310.00	75,49,914.20
26	TB Sapru road	50	524.28	7,310.00	38,32,486.80
27	Thornhill road	50	1,362.04	7,420.00	1,01,06,336.80
28	Bank road	50	331.68	7,310.00	24,24,580.80

29	Kanihar to Rithaiya via Dalapur road	50	1,313.16	7,069.00	92,82,728.04
30	Thornhill road remaining part	50	303.77	7,250.00	22,02,332.50
31	Sarojini Naidu Marg	50	1,688.21	7,310.00	1,23,40,815.10
Construction Division 4					
32	Old GT road to Triveni road (Hanuman Ji <i>mandir</i>)	50	574.65	7,370.00	42,35,170.50
33	Jhunsi Garapur (Sonouti) to AG road	50	808.89	7,085.00	57,30,985.65
34	Old GT road to Nagvasuki <i>mandir</i> road	50	271.06	7,370.00	19,97,712.20
35	Phaphmau Sahson Hanumanganj road	50	3,628.54	7,100.00	2,57,62,634.00
36	Jhunsi Chhatnag road	50	1,024.44	7,337.00	75,16,316.28
37	Samudrakoop road	50			
38	Triveni road	50	1,287.21	7,370.00	94,86,737.70
39	GT East road	50	1,082.10	6,807.00	73,65,854.70
40	Kila <i>ghat</i> road (Hanuman <i>mandir</i> to Daraganj road)	50	785.03	7,370.00	57,85,671.10
41	Mahavir road, Triveni road to Kali link road, in front of Ordinance depot, Jagdish Ramp road, Bairahna to <i>Yamuna</i> bank road, GT road to Triveni Pontoon bridge road	50	1,214.10	7,370.00	89,47,917.00
42	Alopi crossing to Triveni road	50	2,657.27	7,370.00	1,95,84,079.90
43	Kali road	50			
44	Lal road	50			
45	Old AG road	50	1,534.00	7,130.00	1,09,37,420.00
46	<i>Yamuna</i> bank 2 road	50	855.20	7,370.00	63,02,824.00
47	Bakshi <i>bandh</i> , Beni <i>bandh</i> , <i>Yamuna</i> bank 1 road	50	1,277.73	7,370.00	94,16,870.10
48	Jhunsi Kakra Durvasha Leelapur road	50	5,953.07	7,020.00	4,17,90,551.40
49	Ustapur Mahmoodabad road	75	1,152.29	7,331.00	84,47,437.99
50	Jhunsi Garapur road Km 7 to Sahidganj <i>ghat</i> link road via Hetapatti	50	354.32	7,136.00	25,28,427.52
51	Jhunsi Garapur road Km 3 to Badra link road	50	212.85	7,114.00	15,14,214.90
52	Sangam Vihar (Havelia) to <i>Ganga ghat</i> road via Tapovan	50	948.73	7,120.00	67,54,957.60
53	RAF boundary to Soraon road	50	1,093.53	7,217.00	78,92,006.01
54	UFA road to CRPF boundary	50	914.78	7,227.00	66,11,115.06
55	AG road (Patel Nagar) via Narayandas Ka Purva to Chamanganj road	50	722.93	7,086.00	51,22,681.98
				Total	46,87,94,999.15

Provision of BM without attaining 40 cm required non-bituminous crust

(Reference: Paragraph no. 4.3.7; Page 22)

Sl. No.	Name of road	Existing crust (in cm)	Thickness of BM crust (in mm)	Executed qty of BM work (in cu.m.)	Rate (in ₹ per cu.m.)	Expenditure (in ₹)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Construction Division 1						
1	CSP Singh road	30	50	2,175.04	7,310.00	1,58,99,542.40
2	Lowther road	36.5	50	2,079.97	7,310.00	1,52,04,580.70
3	Mirza Galib road	23	50	292.22	7,310.00	21,36,128.20
4	Madan Mohan Malviya road	24	50	971.26	7,420.00	72,06,749.20
5	Kasturba Gandhi road	33	50	1,714.93	7,310.00	1,25,36,138.30
6	Old GT city road	26	50	3,367.97	7,310.00	2,46,19,860.70
7	Muir road	20	50	798.39	7,420.00	59,24,053.80
8	University road	21	50	1,000.01	7,310.00	73,10,073.10
9	Drumund road	17	50	1,032.82	7,310.00	75,49,914.20
10	Sarojini Naidu road	22	50	1,688.21	7,310.00	1,23,40,815.10
11	TB Sapru road	24	50	524.28	7,310.00	38,32,486.80
12	Thornhill road	24	50	1,364.04	7,420.00	1,01,21,176.80
13	GT city road via Rambagh	38	50	304.77	7,310.00	22,27,868.70
14	Zero road	20	50	146.37	7,310.00	10,69,964.70
15	Sahitya Sammelan road	20	50	90.73	7,310.00	6,63,236.30
16	Sir Suleman road	23	50	344.51	7,310.00	25,18,368.10
17	D road	20	50	71.33	7,310.00	5,21,422.30
18	Mahatma Gandhi road (Part)	36	50	2,609.00	7,310.00	1,90,71,790.00
19	Bank road	22	50	333.68	7,310.00	24,39,200.80
20	Thornhill road remaining part	24	50	303.33	7,250.00	21,99,142.50
Provincial Division						
21	Arail ghat road	38	50	1,329.74	7,427.70	98,76,909.80
22	Indelpur road	35	50	781.73	7,422.60	58,02,469.10
Construction Division 4						
23	Old GT to Triveni road (Hanuman Ji mandir)	30	50	574.65	7,370.00	42,35,170.50
24	Jhansi Garapur (Sonouti) to AG road	35	50	808.89	7,085.00	57,30,985.65
25	Old GT road to Nagvasuki mandir road	30	50	271.06	7,370.00	19,97,712.20
26	Jhansi Chhatnag road	25	50	1,024.44	7,337.00	75,16,316.28
27	Samudrakoop road	24	50			

28	Triveni road	30	50	1,287.21	7,370.00	94,86,737.70
29	GT East road	30	50	1,082.10	6,807.00	73,65,854.70
30	Kila <i>ghat</i> road (Hanuman <i>mandir</i> to Daraganj road)	30	50	785.03	7,370.00	57,85,671.10
31	Mahavir road, Triveni road to Kali link road, in front of Ordinance depot, Jagdish Ramp road, Bairahna to <i>Yamuna</i> bank road, GT road to Triveni Pontoon bridge road	30	50	1,214.13	7,370.00	89,48,138.10
32	Alopi crossing to Triveni road	30	50			
33	Kali road	34	50	2,657.27	7,370.00	1,95,84,079.90
34	Lal road	35	50			
35	Old AG road	35	50	1,534.00	7,130.00	1,09,37,420.00
36	<i>Yamuna</i> bank 2 road	30	50	855.20	7,370.00	63,02,824.00
37	Bakshi <i>bandh</i> , Beni <i>bandh</i> , <i>Yamuna</i> bank 1 road	30	50	1,277.73	7,370.00	94,16,870.10
38	Jhunsi Garapur road Km 7 to Sahidganj <i>ghat</i> link road via Hetapatti	35	50	354.32	7,136.00	25,28,427.52
39	Jhunsi Chhatnag to Ganga <i>ghat</i> road via Gupta <i>gaushala</i>	35	50	281.55	7,120.00	20,04,636.00
40	JKDL road to Devnagar colony road	37.5	50	376.27	7,120.00	26,79,042.40
					Total	27,55,91,777.75

Avoidable Expenditure on Renewal of Roads Proposed under MKM

(Reference: Paragraph no.4.3.9; Page 23)

(₹ in lakh)

Sl. No.	Name of Road	Expenditure on Renewal of Roads			Expenditure (Total col 3 to 5)
		2009-10	2010-11	2011-12	
(1)	(2)	(3)	(4)	(5)	(6)
Construction Division 1					
1	Allahabad link road	46.51	0.00	0.00	46.51
2	Lowther road	14.21	0.00	0.00	14.21
3	Kasturaba Gandhi road	21.01	0.00	0.00	21.01
4	GT city road via Rambagh	25.90	0.00	0.00	25.90
5	Muir road	0.00	12.08	0.00	12.08
6	Drumund road	23.41	0.00	0.00	23.41
7	Kamla Nehru road	17.82	12.18	0.00	30.00
8	TB Sapru road	3.17	0.00	0.00	3.17
9	Old GT city road	74.64	133.91	0.00	208.55
10	Zero road	12.99	0.00	0.00	12.99
11	Sir Suleman road	0.00	0.00	26.04	26.04
12	Chakiya Rajrooppur road	39.86	0.00	0.00	39.86
13	Mahatma Gandhi road	43.83	0.00	0.00	43.83
Construction Division 3					
14	Allahabad Gorakhpur road 33.65 Km to 43 Km	0.00	0.00	135.00	135.00
Provincial Division					
15	GT road 180 Km to 197 Km	0.00	0.00	291.49	291.49
Construction Division 4					
16	Soraon Phoolpur Handia 16.00 Km to 61.200 Km	0.00	50.81	109.61	160.42
				Total	1,094.47

Irregular Grant of Secured Advance

(Reference: paragraph no. 4.5.2; Page 26)

Sl No.	Name of road	Agreement no.	Date of agreement	Voucher no.	Date	Amount of secured advance (₹ in lakh)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Provincial Division						
1	Balson to Kundan guest house road	20/SE/12-13	16.05.12	34	15.09.12	25.42
2	Construction of Pontoon bridge	80/SE/12-13	09.12.12	49	17.01.13	28.96
3	Construction of Pontoon bridge	65/EE/12-13	03.11.12	5	03.01.13	15.75
4	Milan <i>chauraha</i> to Nageshwar <i>mandir</i> road	47/SE/12-13	23.11.12	76	27.11.12	7.00
Construction Division 1						
5	Allahabad link road	79/SE/12-13	22.12.11	29	14.08.12	103.69
6	CSP Singh road	05/SE/12-13	10.05.12	107	31.08.12	31.06
7	Lowther road	04/SE/12-13	10.05.12	7	03.09.12	41.68
8	Mirza Galib road	06/SE/12-13	10.05.12	19	10.09.12	7.10
9	Madan Mohan Malviya road	26 & 27/SE/12-13	23.05.12	5	01.09.12	10.46
10	Old GT city road	03/SE/12-13	10.05.12	91	21.09.12	65.95
11	Muir road	26 & 27/SE/12-13	23.05.12	5	01.09.12	5.01
12	Drumund road	06/SE/12-13	10.05.12	19	10.09.12	19.52
13	Kamla Nehru road	04/SE/12-13	10.05.12	7	03.09.12	11.57
14	Sarojini Naidu road	06/SE/12-13	10.05.12	19	10.09.12	15.77
15	TB Sapru road	04/SE/12-13	10.05.12	7	03.09.12	11.05
16	Thornhill road	26 & 27/SE/12-13	23.05.12	5	01.09.12	10.78
17	GT city road via Rambagh	03/SE/12-13	10.05.12	91	21.09.12	1.61
18	Zero road	04/SE/12-13	10.05.12	7	03.09.12	0.86
19	Sahitya Sammelan road	04/SE/12-13	10.05.12	7	03.09.12	0.50
20	Sir Suleman road	04/SE/12-13	10.05.12	7	03.09.12	2.48
21	D road	04/SE/12-13	10.05.12	7	03.09.12	0.43
22	Mahatma Gandhi road (Part)	07/SE/12-13	10.05.12	98	25.09.12	42.79
23	Kamla Nehru road via Chowk Johnstonganj	06/SE/12-13	10.05.12	19	10.09.12	5.07
Total						464.51

Excess Purchase of Material /Equipment lying unused in the store

(Reference: Paragraph no: 4.5.8; Page 30)

(₹ in lakh)

Sl. No.	Name of material/equipment	Quantity received		Cost of supply	Quantity issued/used	Quantity lying unused (as of 31 March 2013)	Cost of unused material
		Unit	Qty.				
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Public Works Department							
1	RS Joist	Nos	3,606	476	2,877	729	89.89
2	Sal sleeper	Nos	14,384	174.4	13,931	453	42.68
3	Sal edging	Nos	3,882	46.5	1,159	2,723	131
4	Chequered plate	Nos	35,329	438.84	22,932	2,397	327.68
Sub Total				1,135.74			591.25
Allahabad Nagar Nigam (Sanitation material)							
1	Hand cart	Nos	1,869	99.99	501	1,368	73.19
2	Fawari with handle	Nos	6,200	8.25	3,077	3,123	4.15
3	Fawara with handle	Nos	2,600	5.2	522	2,078	4.16
4	Pancha with handle	Nos	4,500	5.98	675	3,825	5.09
5	Gadala	Nos	50	0.13	0	50	0.13
6	Bucket	Nos	1,000	1.79	487	513	0.92
7	Basket bamboo	Nos	7,300	13.94	2,183	5,117	9.77
8	Basket ratha	Nos	7,000	3.5	3,690	3,310	1.65
9	Broom coconut	Qtl.	500	18	40.3	459.7	16.55
10	Gainta with handle	Nos	750	1.69	15	735	1.65
11	Tasla white body	Nos	3,000	4.29	1,097	1,903	2.72
12	Belcha	Nos	770	1.73	151	619	1.39
13	Hasian/Jhabua	Nos	1,430	1.79	153	1,277	1.6
14	Akri big	Nos	1,300	1.95	80	1,220	1.83
15	Akrichhoti	Nos	1,250	1.56	35	1,215	1.52
16	Iron hand	Nos	2,000	1.6	160	1,840	1.47
17	Broom bamboo	Nos	5,000	3.25	2,736	2,264	1.47
18	Sutli	Kgs	50	0.04	0	50	0.04
19	Thin wire	Kgs	150	0.15	0	150	0.15
20	Hammer with handle	Nos	90	0.2	0	90	0.2
21	Hajara	Nos	100	0.25	0	100	0.25
22	Hand spray pump	Nos	100	3.97	0	100	3.97
23	Torch 3 batree	Nos	200	0.9	0	200	0.9
24	Cloth batch	Nos	4,800	1.34	0	4,800	1.34

25	Name plate	Nos	4,800	0.06	0	4,800	0.06
26	Foot spray pump	Nos	100	5	22	78	3.9
27	Hand gloves	Nos	100	0.4	4	96	0.38
28	Long boot	Nos	100	0.7	20	80	0.56
29	Mask	Nos	100	0.3	7	93	0.28
30	Rain coat	Nos	3,000	24	0	3,000	24
31	Plastic bin	Nos	100	0.54	0	100	0.54
32	Bamboo <i>kifarathi</i>	Nos	2,000	1.36	351	1,649	1.12
33	Bio-matric machine	Nos	80	7.84	0	80	7.84
34	Lime powder Katni	Qtl.	7,439.8	17.78	6,652.16	787.73	1.88
35	Malathion 05%	25 Kg packet	2,400	6	2021	359	0.9
36	Malathion 25%	50 Kg packet	1,160	37.1	725	435	13.92
37	Bleaching powder	25 Kg packet	1,000	4.08	134	866	3.53
38	Dichlorvos	Litre	270	1	15	255	0.92
39	Malathion tech. 95%	Kgs	500	1.2	0	500	1.2
40	Phenol white	Litre	1,320	0.92	65	1,255	0.88
41	Phenol black	Litre	1,320	0.92	130	1,190	0.83
42	King fogg	Litre	100	1.87	25	75	1.41
43	Acid bottle	Nos	10,000	1	5,097	4,903	0.5
44	Naphthalene	Kgs	800	0.97	0	800	0.97
Allahabad Nagar Nigam (Street light accessories)							
45	Tube rod, 40 watt	Nos	20,000	7.79	6,057	13,943	5.43
46	Copper choke, 40 watt	Nos	6,000	10.26	1,810	4,190	7.16
47	Starter, 40 watt	Nos	20,000	1.85	6,191	13,809	1.28
48	Igniter, 250/150 watt	Nos	5,500	7	4,069	1,431	1.82
49	Cable, 2.5 sq. mm, 2 core	Metre	20,070	2.1	14,855	5,215	0.55
50	Cable, 6 sq.mm 1 core	Metre	10,050	0.91	6,900	3,150	0.30
51	Cable, 16 sq.mm 1 core	Metre	20,000	4.8	11,700	8,300	1.99
52	Sodium lamp, 70 watt	Nos	400	1.02	185	215	0.55
53	Sodium lamp, 150 watt	Nos	1,500	5.28	902	598	2.1
54	Sodium lamp, 250 watt	Nos	3,000	11.41	1,217	1,783	6.78
55	Sodium choke, 250 watt	Nos	1,700	26.65	1,401	299	4.69
56	Sodium lamp, 400 watt	Nos	1,000	4.71	516	484	2.28
57	Bulb, 100 watt	Nos	5,000	0.52	1,574	3,426	0.36
58	Bulb holder	Nos	1,500	0.13	977	523	0.05
59	CFL, 65 watt	Nos	800	4.52	723	77	4.09
60	CFL, 85 watt	Nos	100	0.61	32	68	0.41

61	CFL, 20 watt	Nos	500	0.86	68	432	0.74
62	Sodium holder, 70 watt	Nos	200	0.15	14	186	0.14
63	Cut out, 63 Ampere.	Nos	150	0.29	11	139	0.27
64	Cut out, 100 Ampere.	Nos	150	0.43	Nil	150	0.43
65	Copper fuse wire	Kgs	5	0.03	Nil	5	0.03
66	Knife switch	Nos	500	1.5	83	417	1.25
67	Switch	Nos	300	1.19	88	212	0.84
68	Electronic choke	Nos	200	0.37	8	192	0.36
69	Bamboo ladder	Nos	40	0.38	21	19	0.18
70	Tape roll (PVC)	Nos	3,000	0.3	514	2,486	0.25
71	Flexible copper wire	Metre	9,144	0.67	2,326	6,818	0.5
72	Igniter, 400 watt	Nos	1,000	1.88	142	858	1.61
			Sub Total	392.14			248.17
			Grand Total	1,527.88			839.42 (55 % of Total cost)

Requirement and availability of personnel (Traffic police, Fire services and Jal police)

(Reference: Paragraph no 5.2.1; Page 35)

(In numbers)

Sl. No.	Designation	Requirement	Availability	Shortage (% to col. 3)
(1)	(2)	(3)	(4)	(5)
1	Traffic police	292	264	28(10)
Jal police				
2	Sub-Inspector	2	1	1 (50)
3	Head constable	4	Nil	4 (100)
4	Constable	16	23	-
5	Lady police	480	298	182 (38)
6	Divers	50	5	45 (90)
Fire services				
7	Chief Fire Officer	08	06	02 (25)
8	Fire Safety Officer	32	21	11 (34)
9	Fire Station Second Officer	19	16	03 (16)
10	Leading Fire man	120	103	17 (14)
11	Fire service driver	132	100	32 (24)
12	Fire man	520	426	94 (18)

(Source: Information provided by SSP, MKM)

Requirement and availability of personnel for security

(Reference: Paragraph no 5.10.1; Page 47)

(In numbers)

Sl. No.	Designation	Requirement	Availability	Shortage (% to col. 3)
(1)	(2)	(3)	(4)	(5)
1	Senior Superintendent of Police	1	1	Nil
2	Additional SP	12	12	Nil
3	Circle Officer	50	50	Nil
4	Inspector	55	22	33(60)
5	Sub-inspector	620	409	211(34)
6	Head Constable	617	191	426(69)
7	Constable	6,725	4913	1,812(27)
8	Lady police	480	298	182(38)
9	Mounted Police	193	134	59(31)
10	Local Intelligence police	241	163	78(32)
11	Provincial Armed Constabulary			
	Law & order:	40	18	22 (55)
	Flood relief:	06	06	Nil
12	Home guards	4,500	4,255	245(5)
13	Personnel for Anti-mines operation	Not assessed	04	-
14	Bomb Disposal Dog Squad	--do--	36	-
15	Anti-Sabotage Personnel team	--do--	55	-
16	Dog squad	--do--	07	-
17	Anti-Terrorist Squad commando	--do--	5 ¹	-
18	Spotter ¹ police	--do--	12	-
19	Rapid Action Force personnel	--do--	21	-

(Source: Information collected from SSP/MKM)

¹ A category of police, embedded amongst civilians to identify any terrorist element. Most of them were unarmed, but had sufficient back-up. In case of any untoward activity, they usually inform the armed component of the police force through wireless or phones.

Details of total coliform in the rivers Ganga and Yamuna during MKM

(Reference: Paragraph no 6.4.1(ii); Page 55)

(Figure in MPN/100 ml)

Details of checking points	11.01.2013	25.01.2013	08.02.2013	15.02.2013	22.02.2013	08.03.2013
(1)	(2)	(3)	(4)	(5)	(6)	(7)
U/S Ganga (Rasoolabad Ghat)	10,000	14,000	21,000	22,000	21,000	20,000
D/S Shastri bridge Ganga	16,000	24,000	22,000	28,000	24,000	26,000
Main Sangam	14,000	23,000	21,000	39,000	28,000	25,000
D/s Sangam (Mawaiya Ghat), Ganga	16,000	20,000	25,000	34,000	31,000	28,000
Saraswati Ghat, Yamuna	3,300	3,500	4,000	3,500	4,000	3,500

(Source: Information provided by UPPCB, Regional Office, Allahabad)

