

A large crowd of people is gathered at an outdoor event during dusk. The scene is filled with people of various ages and ethnicities, some walking and others standing. In the background, there are several tall light poles with multiple lamps, and a body of water is visible under a darkening sky. The overall atmosphere is busy and festive.

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 man power, 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 Shivir.

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).

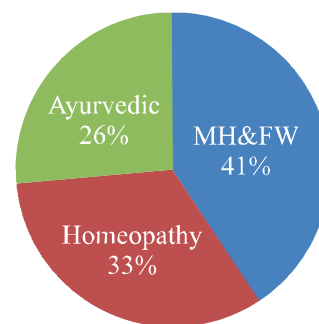
A Positive Story AYUSH

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.



Unmanned police watch tower in sector 4 dated 12.2.13 (6.25 pm)

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).

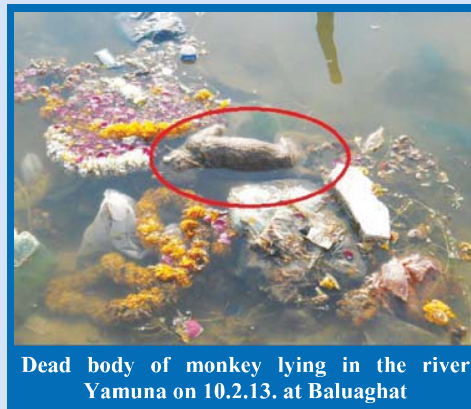
⁷ Parade area: 36; Jhunsi: 21; and Arail: 11.

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

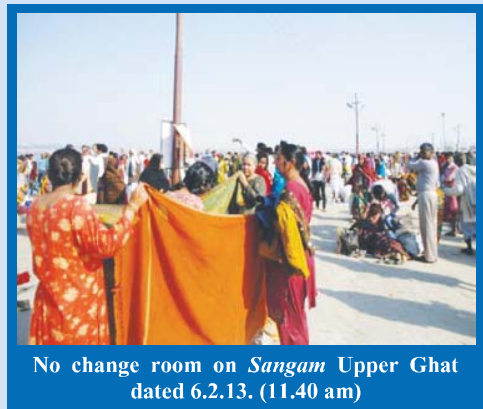
5.11.2 Deficiencies at bathing Ghats

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.*