

A large crowd of people is gathered on a wooden platform over water, likely a religious festival. The scene is filled with people of various ages and clothing, some standing and some sitting. The water is blue and reflects the light. In the background, there are several tall poles with lights, suggesting an outdoor event. The overall atmosphere is busy and festive.

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.*