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PLANNING AND MONITORING

IN

UTTAR PRADESH

Plan Monitoring And Cost Management Division
State Planning Institute
Uttar Pradesh
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F O R E W O R D

It is believed that the better the quality of a plan, the more efficient will be its implementation. It is this belief which calls for maximum efforts by all of us to make the contents and quality of State's Eighth Five Year Plan as best as we can and thereby pave the way for its efficient implementation.

The plan formulation is a very complex and intricate exercise. It calls for a variety of inputs, all of which cannot necessarily come from one single source. Realizing this limitation, the state's Planning Department has commissioned a number of studies and has prepared several basic papers on subjects relevant to the exercise of State's Eighth Plan.

Effective utilisation of available resources for achieving the desired growth has been one of the important objectives of planned development. It calls for developing scientific planning and monitoring system in the State. Although efforts have been made in the past to develop the system yet the departments could not focus due attention in developing it and deficiencies exist in the present system.

With a view to ascertaining, the weaknesses in the system and to suggest measures for improvement, the present study has been conducted in the context of Eighth Five Year Plan. The study covers the planning and monitoring system of major departments and corporations of the State and highlights various areas ^{which} need to be strengthened. It is hoped that the study will go ~~in~~ a long way in improving the planning and monitoring system of various departments/corporations, so that optimum utilisation of scarce resources may be possible.

Bhola Nath Tiwari
(Bhola Nath Tiwari)
Planning Secretary,
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P R E F A C E

The Government is committed to the upliftment of weaker sections of society by means eradicating poverty and raising the standard of living. In this background, a large number of development programmes have been launched in the State. The success of these programmes depends to a large extent on the existence of an adequate information monitoring system. It is, therefore, important that the timely feed-back be available to analyse the performance at the various levels in the Government, so that progress can be monitored against the targets set and corrective measures taken in time.


While designing the monitoring system in the Government, it is essential to ascertain quantity, quality, form, coverage, periodicity of information and the level of persons involved in it. With a view to monitoring the programmes, monitoring cells have been created in most of the Departments/Corporations of the State. However, monitoring cells in a number of departments are not functioning properly due to inadequate manpower, lack of training and other reasons.

With a view to analysing the inadequacies and bottlenecks in the existing planning and monitoring systems of the State in the context of Eighth Five Year Plan, the present study was undertaken. The study pinpoints the areas of immediate attention for making the cells effective. For this purpose departmentwise analysis has been carried out. Some of the important areas needing due attention, that have emerged from the report, are rationalisation of proforma/returns, timely submission of returns, ensuring veracity of data, analysis of data collected, feed back to appropriate level, training of personnel associated with the monitoring cells, introduction of incentive plan to attract competent and capable persons in the monitoring cells, use of computers and linkage of monitoring cells with the central monitoring agency of the planning department. With a view to developing effective monitoring system in the State, the central monitoring unit of planning department has to play a pivotal role as an independent agency by providing guidance and other necessary input to the departmental cells.

It is hoped that the study will be useful to those engaged in the policy formulation, organisational planning and monitoring and management of Government programmes.

I am greatly indebted to Sri B.N. Tiwari, Secretary, Planning Department, Govt. of U.P., whose able guidance and practical experience of various departments, has given the useful direction and has been moving spirit behind the study. I am also grateful to the various officials of the Government departments/Undertakings who have taken pains in providing information and suggestions for the study.

I would be grateful for any suggestions and comments which would help us to improve the study.


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INTRODUCTION

1.1.0 The Planning Department, in December, 1987, prepared the background paper for preparation of the State's Eighth Five Year Plan (1990-1995). The paper was discussed in detail with all the officers of the Planning Department and a conclusion was drawn that some important areas relevant to plan formulation required in depth study so that inferences arrived at during the studies are utilised with confidence. One such area selected for indepth study was planning and monitoring in state government and its departments. The present study is an attempt in this direction.

1.1.1 The number of departments and directorates engaged ⁱⁿ development programme in the state is large and it was not possible or desirable to study the planning and monitoring system of each and every department and directorate. It was also found that except for a few large departments/corporations, the planning/monitoring systems in most of the departments are similar in nature and, therefore, it was thought that indepth study of a few major representative departments should suffice to indicate the direction in which the planning and monitoring systems in various departments/directorates/corporations of the state should be designed so as to give a meaningful direction to the Eighth Five Year Plan.

Objective of the study

1.1.2 The main objectives of the study are to analyse the information on the following aspects and to suggest appropriate monitoring structure in the context of the Eighth Plan.

1. The present system and status of ^{planning and} monitoring in the departments/corporations along with staff.
2. Bottlenecks/Suggestions in present status.
3. ^{Planning and} Monitoring system desired for the Eighth Five Year Plan both at state and district levels and its approximate financial requirements.

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4. Suggestions regarding linkages between the monitoring units in departments and Plan Monitoring and Cost Management Division of State Planning Institute.

1.1.3 The information collected by different departments from the field level can broadly be classified into following categories :

- (a) Information required by Govt.of India.
- (b) Information required by other departments.
- (c) Information required by Administrative Department or State Government.
- (d) Information collected for internal use for planning and monitoring purposes.
- (e) Other statutory requirements.

Normally the Government of India demands information of physical and financial progress for those schemes which are partly or wholly financed by Government of India. They are sent according to the guidelines of the concerned ministry.

Different departments which either do research work or indirectly oversee or supervise the implementation of development work also collect certain information regarding status or progress of work.

Administrative departments also collect information about the physical and financial progress, shortfall, reasons for delay etc. in prescribed proformae on a definite time interval basis.

The concerned department/directorate also collects information on different aspects of the programmes. Such information may relate to personnel, financial, materials, wages/salary, production/output etc. Besides certain information on adhoc basis on planning and management aspect is also collected.

Besides in many cases certain statutory requirements also make it obligatory on the part of departments to collect and supply information on regular basis.

Methodology of the study

- 1.1.4 In the study, the information about the various aspects related to the present status of the monitoring cell in different departments along with difficulties has been collected. Besides, discussions were held with the officers of the concerned departments. The topics for discussions included existing organisational structures, reports/returns received from the district level, periodicity, difficulties etc. Suggestions and recommendations in the study are made on the basis of analysis of the present situation of monitoring system in the concerned department. Due to absence of planning and monitoring system and lack of training, sketchy and incomplete information were provided. Consequently demands for large number of posts have been made. In such a situation Divisional Officers made personnel efforts to assess the bottlenecks and requirements of planning and monitoring cell.

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The departments under the Agriculture Production Commissioner

Agriculture Department

2.1.0 The economy of Uttar Pradesh is agrarian where about 78% of the working force is engaged in agriculture activities. State government has launched no. of programmes in order to boost-up, the agricultural production of the state. The department of agriculture is the main agency which is responsible for effective implementation of agricultural schemes. The main objectives of the department are as under :

1. To accelerate agricultural growth particularly of rice, wheat, pulses and oil seeds.
2. To increase avenues of higher income by introducing better crop rotations double/multiple cropping, soil and water conservation and duly farming programme.
3. To reduce the regional imbalances by launching special programmes bases on specific requirements of area.
4. To propagate suitable implements for placement of fertilizers and seeds at proper depth in Bundelkhand area.
5. To consolidate the gains already achieved and to recoup the losses in foodgrains production due to draught.

2.1.1 In addition to the normal plan programmes of the agriculture department, the following special programmes are being carried out by the department :

1. Special rice production programme in 102 blocks of 24 districts of the state.
2. National Oil Seeds Development Project is confined to 274 blocks of 21 selected districts of the state.
3. National pulses development programme in 27 districts of the state.
4. National watershed development programme in rainfed areas (7 selected water sheds in districts of Jhansi, Hamirpur and Banda).

Contd...5

5. Training and visit programme in 21 districts of four divisions viz. Lucknow, Faizabad, Gorakhpur and Varanasi.

2.1.2

The present status of planning and monitoring in the agriculture department :

At present, directorate has a separate planning cell headed by a Joint Director (Planning), one Senior Research Officer, two Asstt. Director, one Research Officer, 1 O.S.D., 3 Steno, 3 Technical Assistant, one computer, one Statistical Assistant, One Accountant, 4 Senior Clerk, 2 Senior Asstt., 2 Junior Clerk, 7 Chaprasi and one duplicating machine operator. Therefore, there are 31 sanctioned posts in planning cell of agriculture department. But there is no centralized monitoring cell for agricultural programmes in the department. The monitoring of the agricultural programmes is done by respective Deputy/Joint Director of different divisions. The progress is reviewed in monthly meetings and actions are taken on the basis of shortfalls and deficiencies reported in the meeting.

Task force headed by Additional Director/Joint Director has also been set-up for each division of the state with a view to undertaking indepth studies regarding the bottlenecks found in the programmes.

There is one monitoring unit working at the secretariat level headed by a Joint Director (Monitoring) but the unit is only for monitoring the training and visit projects in the state (TNV) with the total 33 nos. of sanctioned posts. One unit under the provision of additional director agriculture (soil conservation) has also been created to supervise and monitor the work of soil conservation in the department. He is supported by one Deputy Director, three Technical Officer, 6 Technical Assistants, 2 Senior Draftsman, 2 Tracer, 1 Steno, 3 Junior Clerk, 1 Jeep Driver and 1 Project Operator.

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In the existing system, the Directorate has two officers of the rank of Director, 7 Additional Directors looking after different programmes/schemes and 10 Joint Directors. Although one post of Joint Director (Planning) and one Joint Director (Monitoring) exists in the department yet it is disheartening to note that the information made available by the department indicated that there is no separate monitoring and evaluation cell at the headquarters

2.1.3 Bottlenecks in the present system

2.1.3.1 As has been indicated in Para 2.1.2, the agriculture department does not have a centralised monitoring cell and the monitoring programmes is done by respective Dy./Jt. Directors. However, the posts created for monitoring of TNV programmes at the headquarter level have been attached to the Secretariat.

2.1.3.2 In the absence of centralised monitoring system, the discussions with the departments have revealed that there is no coordination of divisional programmes at headquarter level.

2.1.3.3 Partial/incomplete information is received from the field level and the reports are generally received not in time.

2.1.3.4 A general lack of training and adequate staff in the planning and monitoring set-up has been noticed.

2.1.4 Proposals for the Eighth Five Year Plan

2.1.4.1 In view of the fact that there is no centralised monitoring cell at the headquarter level, it is proposed that the existing post of Jt. Director (Planning) be upgraded to Additional Director. He should be made Incharge for both planning and monitoring functions.

2.1.4.2 Jt. Director (Monitoring) created under the TNV scheme may look after the complete planning and monitoring of the agri-

culture sector in the state. Thus, it would be desirable if the TNV monitoring cell at the secretariat level is attached back to the Director agriculture. The other Dy. Directors of the different division may provide him all the necessary information for planning and monitoring. The monitoring cell sanctioned under the soil conservation scheme may also be shifted to the proposed Additional Director Planning and Monitoring.

2.1.4.3 It is also necessary to provide facilities like photostat machines, electronic typewriter and other facilities for the planning and monitoring cell. Thus, after the study in depth of the system proposed by the department, it is recommended that the planning, monitoring cell of the directorate may have the following posts. This would include merging of a large number of posts from various divisions to proposed the planning & monitoring cell working under Additional Director (Plan & Monitoring).

	<u>Existing</u>	<u>Additional Proposed</u>	<u>Total</u>
1. Additional Director (Planning Monitoring) overall Incharge of cell	-	1 (upgraded from Jt.D Planning)	1
2. Joint Director(mon.) (At present for TNV only)	1	-	1
3. Dy. Director			
i) For planning	1	-	1
ii) For cereals (rice, wheat etc.)	-	1	1
iii) For oil seeds	-	1	1
iv) For pulses	-	1	1
v) For soil conservation	1	-	1
vi) For TNV	1	-	1

5.	Research Officer for (TNV)	2	-	2
6	Technical officer for soil conservation	3	-	3
7.	Asstt. Director for planning (one AD may be shifted to DD (Cereals)	2	-	2
8.	Research Officer for planning	1	-	1
9.	Technical Asstt. for soil conservation	6	-	6
10.	Office Suptt.	1	-	1
11.	Senior Draftsman	2	-	2
12.	Tracer	2	-	2
13.	Technical Assistant	3	-	3
14.	Computer	1	-	1
15.	Statistical Asstt.	5	-	5
16.	Accountant	1	-	1
17.	Field Supervisor	4	-	4
18.	Field Investigator	12	-	12
19.	Tracer	2	-	2
20.	Stenographer	4	-	4
21.	Senior clerk	4	-	4
22.	Junior clerk	5	-	5
23.	Junior Typist	2	-	2
24.	Class IV	7	-	7

25.	Jeep Driver	1	-	1
26.	Project Operator	1	-	1
27.	Duplicating Machine Operator.	1	-	1

2.1.5 Recommendations :

- 2.1.5.1 The planning & monitoring unit at headquarter level should be created in the lines as indicated above in the proposed structure of Eighth Five Year Plan.
- 2.1.5.2 Adequate training should be given to the staff attached to the planning & monitoring cell.
- 2.1.5.3 In view of the inadequate training of the staff in the agriculture department, it may be necessary that the monitoring division of the State Planning Institute, be actively involved in creation of new planning and monitoring system at the agriculture department level. For training of the staff, the personnel of the monitoring division of State Planning Institute would help the training division if need be, in light of the recommendations contained in this and other chapter, the training division of the State Planning Institute may be strengthened.
- 2.1.5.4. The department has proposed installation of one computer of each district, however, it is felt that at this stage, each department may not be given a computer at the district level, since, in a separate chapter, we have proposed a computer at the district level for the monitoring of decentralised planning. Those facilities may be used initially by other department as well and after this computer has been fully utilised further proposals may be examined.
- 2.1.5.5 The present structure of planning and monitoring of the agriculture department does not have monitoring system for the most important crops namely; cereals, oil seeds, and pulses, it is, therefore, proposed that one post of Dy. Director for each major crop be created for planning and monitoring of these crops.

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Rural Development

- 2.2.1 The rural development department carries out a large number of programmes both of the state and the centrally sponsored programmes. Some of the important programmes are the Integrated Rural Development Programme, the National Rural Employment Programme, the Rural Landless Employment Guarantee Programme, Training of Rural Youth for Self Employment Programme, the Development of Woman and Children in Rural Areas, etc.
- 2.2.2 The formulation of the plan, a post of Dy. Director has been created in the office of the Commissioner Rural Development
- 2.2.3 The existing organisational structure of monitoring cell is headed by Joint Director. He is supported by two Deputy Directors and other staff. The total sanctioned posts in the cell comprised of 9 officers and 27 assistants including six peons and four drivers. The total number of vacant posts in the cell is 7 including 4 officers. The details are given in the following table :

TABLESTRUCTURE OF MONITORING CELL IN RURAL DEV. DEPTT.

S.No.	Name of Post	Number	Vacant
1.	Joint Director	1	-
2.	Deputy Director	2	1
3.	A.D.C.(IRD)	1	1
4.	Executive Engineer(Tech)	1	1
5.	R.O.	4	1
6.	S.A.	3	-
7.	Accountant	4	3
8.	Other Assistant	10	-
9.	Office Peons	6	-
10.	Drivers	4	-
--	Total	36	7

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2.2.4

Bottlenecks :

The monitoring cell is expected to monitor the various programmes of rural development listed in para above.

From the district, 17 proformae relating physical and financial progress under various schemes are received. The details are given in Annexure-I. It has been observed that indepth analysis of information to ascertain deviations is not being conducted. The cell compiles the information of the districts and sends it to Govt. by working out certain percentages etc. At the district level, there is one post of A.P.O.(Monitoring) who works under the Administrative Control of Project Director (DRDA). Due to other priority works assigned by Project Director, he is able to pay little attention to Monitoring work.

It has been noticed that about 50 percent of the districts do not send information in time. The delay in such cases ranges from one to two months. A sizeable number of returns do not contain complete information.

The department also has a computer cell to monitor the progress of IRDP. In the existing set up, there is only one post of machine operator, which is extremely inadequate for monitoring of IRDP reports received from the districts.

In RLEGP, the project report is prepared at the district level and is examined at the state level by the project approval committee working under Agriculture Production Commissioner. Due to lack of trained technical and engineering personnel at State and at the district levels the work of project identification, formulation is not being done in a scientific way.

Although, there exists a post of Assistant Engineer in each DRDA, he has little time to prepare quality project reports as he remains busy in other civil and construction works.

Finance and accounts functions of almost all DRDA's is not efficient due to lack of proper monitoring of accounts, Although Govt.of India and State Government have issued guidelines for keeping accounts in a prescribed manner on a double entry system basis, majority of DRDA's are not following these guidelines. For proper efective control it is recommended that an Accounts Officer be posted at each DRDA. Efforts are also required to get a proper and timely feed back at the state level.

2.2.5 Proposal for Eighth Plan :

The department has suggested that the strengthening of the planning and monitoring functions in the department, following additional posts be created.

TABLE

S.No.	Name of Post at State H.Q.	No.	Name of the Post (on each district)	No.
1.	Officer Incharge	1	Accounts Officer	1
2.	Computer Programmer	1	Statistical Officer	1
3.	M/C Operator	2	Machine Operator	1
4.	Data Processor	2	International Audit Cell (At divisional level)	1

However, on-going through, the organisational structure, it is recommended that the present Jt.Director(Monitoring) may be redesignated as Jt. Director Planning and Monitoring and he may be provided with the following additional posts:

TABLESUGGESTED ORGANISATIONAL STRUCTURE OF MONITORING

S.No.	At Headquarter	No.	At District	No.
1.	Computer Programmer	1	Accounts Officer	1
2.	Data Entry Operater	2	APO(Monitoroing)	1
		3		2

2.2.6 Suggestions and Recommendations :

- 2.2.6.1 As mentioned in the preceeding para, the Jt.Director (Monitoring) may be resigned as Jt.Director (Planning and Monitoring) and the present monitoring cell attached to him be strengthened.
- 2.2.6.2 The monitoring staff of rural development department at the district level should be attached to the newly created cell of Planning & Monitoring at district level . A.P.O.(Monitoring) should exclusively be entrusted ^{with} the work of monitoring at DRDA level.
- 2.2.6.3 The cell will ensure that the reliable information is submitted in time and will also conduct monitoring and evaluation studies from time to time. All operational and managerial difficulties of the programmes will be taken care off by the cell.

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- 2.2.6.4 One post of Accounts Officer may be created at DRDA's. The incumbent should have adequate knowledge of commercial accounting. The present system of accounting and financial monitoring at DRDA level is far from satisfactory.
- 2.2.6.5 The planning and monitoring cell should also assist the district in identification and formulation of rural development projects. The State Planning Institute (Training Division) may provide necessary training to the district and states' staff in this field.
- 2.2.6.6 At the state level, the Yojna Monitoring Division of State Planning Institute may extend necessary help to the state level, monitoring unit of the department in designing an effective monitoring system. In addition, information in proforma to be designed, may be prescribed to this division on a computer floppy.

2.3.0

Panchayat Raj Department

2.3.1

The discussion with the officers of the department and the written statement received directly from the departments indicates that the Panchayat Raj Department presently does not have either a planning or monitoring cell. The department receives the following four reports from the district level officers ;

- (a) MPR regarding drawing and disbursing under plan schemes.
- (b) MPR regarding physical and financial progress under plan schemes.
- (c) QPR regarding expenditure in different schemes.
- (d) QPR regarding physical and financial progress.

2.3.2

Bottlenecks in the present system

2.3.2.1

The returns from majority (about 75%) of the districts are not received in time. Delay ranges from 1 to 3 months.

2.3.2.2

There is no separate staff for monitoring at headquarter, district or block levels. The ADO (Panchayat and Gram Panchayat Adhikari) work under the administrative control of rural development department. They, therefore, do not attach much importance to departmental instructions.

2.3.2.3

In the present set-up, the reliability of the information is also doubtful as it is not possible to confirm the reported figures due to inadequate staff.

2.3.2.4

The instructions are sometimes not followed by district Panchayat Raj Office and the information is not sent in the prescribed proforma. Instead they distort it according to their own convenience.

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2.3.3 Proposal for Eighth Plan :

2.3.3.1 The department has proposed following posts at the headquarter and district levels for effective planning and monitoring.

TABLE

<u>Sl.No.</u>	<u>Head Quarter Level</u>	<u>No.</u>	<u>Distt.Level(in each Distt.)</u>	<u>No.</u>
1.	Dy.Director	1	Monitoring Cell	1
2.	Research Officer	1	Other Asstt.	3
3.	Stat.Asstt.	3	Class IV	1
4.	Compiler	2		
5.	Other Asstt.	7		
6.	Class IV	3		

Besides a personal computer has been proposed for the head-quarter. The total expenditure as a result of this expansion would be about Rs.55 lacs as worked by the department.

2.3.3.2 The department has a post of Dy.Director Panchayat Raj, it is recommended that this Dy.Director may in addition to the Panchayat Udyog look after the planning and monitoring functions of the department. An additional post of Research Officer may be created ^{to} assist him in these functions. In addition, the department may be given one P.C. along with one Asstt.Programmer and a data entry operator.

2.3.3.3 The district level monitoring staff should be associated with the newly created planning and monitoring cell at the district.

2.3.3.3 The department should also effectively utilise the services of ADO (Panchayat) and Village Panchayat Adhikari.

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- 2.3.3.5 Regular periodic meetings should be arranged at the headquarters level to see that the timely progress is reported in the prescribed proforma. Difficulties should also be reviewed in the meeting.
- 2.3.3.6 Guidelines for monitoring the work should be developed and norms should be specified. In case the qualified staff for technical examination is not available in the department, help of rural development department may be taken. The Yojna Monitoring Division of the State Planning Institute may coordinate in the designing of effective monitoring system at the State and District levels.

2.4

Command Area Development

2.4.1 The state has three command areas viz. Sharda Sahayak, Ramganga and Gandak. However, in view of shortage of time and also because the systems in the three command areas are similar, only one command area namely Sarda Sahayak Command Area Development project has been studied.

2.4.2 The command area development project was introduced during the Fourth Five Year Plan as a centrally sponsored scheme with the special objective of increasing the utilisation of irrigation potential and of increasing productivity per unit of land through specific land and water management schemes. The project was started in the year 1973-74 and subsequently, the Sharda Sahayak Command Area Development Authority was established under the U.P. Area Development Act 1979. The project area covers 168 blocks in the 14 districts viz. Lucknow, Lakhimpur, Sitapur, Barabanki, Rae-bareilly, Pratapgarh, Sultanpur, Faizabad, Jaunpur, Azamgarh, Allahabad, Varanasi, Ghazipur and Ballia.

2.4.3 The main objectives of the command area are to undertake, execute and monitor the farm development work, conjunctive use in maintenance of surface and ground water and integrated area development by ensuring timely availability of various inputs. There are 51 soil conservation units, each headed by a soil conservation officer. Each soil conservation unit comprises of 3 Junior Engineers, 2 Technical Assistants, 5 Soil Conservation Inspectors, 25 Asstt. Soil Conservation Inspectors and supporting staff. The total command area has been divided into 13 division, each division is under the charge of a Deputy Director.

It has been reported that fortnightly and monthly information is collected for monitoring various aspects of schemes being implemented by the authority. The information includes position of cement stock and construction material, achievement against

target of O F D works, financial position, progress of agriculture extension programme, position of disciplinary proceedings and court cases etc. Monthly meetings are also held to review progress and problems. On the basis of feed back corrective measures are taken. According to the manual there are 13 prescribed returns in the authority.

There is a statistics and Evaluation cell which collects, scrutinises data and prepares MIS. The following is the organisational structure of the cell.

ORGANISATIONAL STRUCTURE OF THE CELL

Sl.No.	P O S T S	Number
1.	Evaluation Officer	1
2.	Subject Matter Specialist	1
3.	Statistical Assistant	1
4.	Computer-Cum-Investigator	2
Total}		5

2.4.4

Bottlenecks :

On the basis of returns enclosed with the information received, the following points have emerged:

- (1) Target of different activities have not been reported in the return relating to month May, 88. It is indicated

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in the footnote that these have not been received from the government.

(2) The proforma reporting summary of progress revealed that in most of the activities achievements are far behind the targets. But the reasons and causes of shortfalls have not been reported. Therefore, improvement in reporting system is necessary to avoid such shortcomings.

(3) Quarterly report on warabandi has a column of reason regarding shortfall and corrective action taken but the column is blank although achievement is far behind the target.

(4) Quarterly report on OFD works showed shortfall in achievement of targets but reasons have not been reported.

(5) In absence of effective monitoring system in the department it is also difficult to verify the physical and technical soundness of reported progress of different works/activities.

2.4.5

Proposal for the 8th Five Year Plan :

For effective monitoring centralised monitoring system has not been proposed. The authority is also developing computer oriented MIS system. It has also been indicated that the existing staff will take care of the monitoring system and at present there is no proposal for strengthening.

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A perusal of the information received from the department indicated that there is much scope for improvement in the existing monitoring system. This can be done by creating an independent monitoring cell at the headquarter level. The head of the cell should be a Deputy Director reporting direct to J.D./Joint Administration/Administrator. The existing staff of statistics & Evaluation cell should be attached to it. Besides 3-4 Junior engineers should be also posted in it. This can be done with the existing staff. With a view to attracting efficient personnel for this cell some financial or non financial motivation may be given to the staff working in the cell. At the district and division level atleast one Assistant may be designated as a co-ordination assistant for monitoring work. This would not entail any significant financial expenditure.

2.4.6 Suggestions and Recommendations :

- (1) A centralised monitoring cell should be created in the department directly under the supervision and guidance of Joint Administration/Administrator.
- (2) The newly created cell should thoroughly examine and review the returns/reports received from the district. The Shortfalls must be supported by reasons and causes.
- (3) Existing norms for inspection should be reviewed in the light of past performance.
- (4) Existing returns should also be reviewed and rationalised for designing proper M.I.S. system in the organisations.
- (5) At the district level, the problem of co-ordination if any with the departments like rural development, minor irrigation, agriculture and irrigation should be assessed and corrective measures should be taken for effective co-ordination among them. This will help in effective monitoring of works.

- (6) At the district and division levels one assistant may be designated as co-ordination assistant for monitoring work.

2.5

Animal Husbandry

2.5.1

The main objective of this department is to increase the production of live-stock products by extension of animal husbandry services namely; veterinary health, breeding facilities including improvement in breed through cross breeding, provision of improved variety of fodder and development of poultry, sheep, pigs and other live-stock programmes resulting in additional sources of income to the rural poor.

2.5.2

Present Status :

There is no planning and monitoring unit/cell exists in the department at any level. However, the progress review of various programmes/activities is presently being done through about 135 periodic returns and meetings with the field staff at the district, divisional and state levels. These periodic returns are either submitted to the subject matter specialists planning or statistical section at the directorate level where these are compiled and reports prepared and later sent to government and other departments according to the need/demand.

At present, the technical staff attached to subject matter specialists in the office of Additional Director (Hills), Additional Director (BPS), Joint Director (Farms), Deputy Director (A.H. Circle) and Deputy Director(ICDP) help to scrutinise and to review the progress of schemes/activities. The statistical section at the directorate also receives returns on the important activities like cases treated, inoculations performed, castration, artificial insemination (cows and buffaloes) and incidence of contagious diseases. These informations are compiled and maintained on registers. Performance records of cattle and buffalo stock maintained at the 11 departmental farms are also being compiled by the statistical section.

The following staff is engaged for collection, processing and maintenance of data/information at the directorate level :

1.	<u>Official Statistics</u>	
	(i) Statistical Assistant	1
	(ii) Investigator cum Computer	5
2.	<u>Live Stock Performance</u>	
	(i) Deputy Director	1
	(ii) S.A.	1
	(iii) I.C.C.	4
3.	<u>Planning Section</u>	
	(i) Project Economist	1
	(ii) I.C.C.	3
4.	<u>Live Stock Development(Cattle & Buffaloes)</u>	
	(i) S.A.	1
	(ii) I.C.C.	2

2.5.3 Bottlenecks in the present status

The periodic returns presently received by the directorate often suffer from omissions and non-intentional errors because of lack of proper understanding of concepts and contention of items on which the data is needed and also in the absence of monitoring unit at the department level as such.

2.5.4 Proposed planning and monitoring system for Eighth Five Year Plan :

The department has proposed a separate project formulation and monitoring cell at headquarter level under the control of additional director (project formulation and monitoring). In this cell one post of joint director (monitoring), 2 stenographers, 1 senior assistant, 1 driver and 2 orderly peon has been proposed at headquarter level. At district level, one post of assistant director (monitoring) and one post of statistical assistant in each district of state has been proposed. Besides this, one post of statistician

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and 1 clerk cum typist has also been proposed in each divisional headquarter (12 divisions) of the state. The total estimate for Five Year Plan has been worked out about Rs.152 lacs at various levels.

2.5.5 Suggestions and Recommendations

The department has already some electronic data processing facilities and micro computer based system, one P.C./XT has been installed in the directorate on date 10.8.87 and that has not been fully utilised by the department. The computerization work in the department at state headquarter level has already began.

At headquarter level, presently, there are 19 personnel engaged for collection processing and monitoring data/information. Under statistical, live-stock performance/development and planning sections. Therefore, it is recommended that these 19 posts should be attached to the proposed planning and monitoring cell.

On analysing the quantum of work, the following structure of planning and monitoring is proposed.

Sl.No.	Name of Posts	Existing	Additional proposed	Total
1.	Joint Director(Planning & Monitoring)	-	1	1
2.	Dy.Director(Live-stock Performance)	1	1	1
3.	Project Economist/R.O (Planning section)	1	1	2
4.	Statistical Assistant	3	1	4
5.	Investigator cum computer	5	-	5
6.	I.C.C.	9	-	9
7.	Stenographer	-	2	2
		19	5	24

In addition to the above, it is recommended that for planning and monitoring functions at divisional & district levels, one post of senior assistant at each divisional level under the existing post of deputy director and one post of statistical assistant in each district level under the control of existing district live-stock officer may be created for planning and monitoring activities. The proposed statistical assistant at district level will submit data/information of his department to district monitoring officer at district level, who should work under the guidance of Director Plan Monitoring and Cost Management Division of the State Planning Institute.

2.6

Fisheries Department

2.6.1

U.P. has a very vast potential from fisheries department point of view. About 12 lacs hectares water area is available in state in shape of ponds, tanks, jheels, reservoirs and perennial rivers. The various plans have already emphasised the development of fisheries in the private sector also for which assistance will ^{be} provided by the state government by way of extension training, financial support and supply of finger-lings to pisciculturists. Activities of this department are geared to lead to improvement in the socio-economic conditions of the community of fisherman and provide them with gainful employment. The department has proposed that the Eighth plan would have emphasises an efficient reservoir management for increasing the rate of fish production per hectare.

2.6.2

Present status of planning & monitoring

At present there is no separate planning and monitoring cell in the department at state headquarter level. Director of fisheries reviews monthly/quarterly and annual progress of various schemes of the department. Monthly progress is also reviewed by various officers incharge of the schemes.

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At divisional level, monitoring of schemes is done by Deputy Director of fisheries as Divisional Officers. Progress of schemes at district level is sent to the divisional officers. Progress of schemes at district level is sent to the divisional headquarters where divisional officers call the meetings of their district level officers in the first week of every month and issue the instructions to the respective districts.

At district headquarters, the information/data regarding the progress of the schemes is collected by fisheries development workers/extension workers, fisheries inspectors and senior fisheries inspectors or extension officers posted at district level, tehsillevel, and Block level, monitoring of district level schemes is done at district level by chief executive officers/assistant director fisheries in the chairmanship of district magistrate in the monthly or quarterly meetings.

2.6.3

Bottlenecks

The department feels that the main bottleneck, at present the fisheries development worker looks after work of 3-4 blocks. Due to lack of poor representative at block level and sub-divisional level there is a lack of feed back from lower level. Discussions and persual of reports by the monitoring division shows that there is no scientific pattern of monitoring at the deptt.level and partial and incomplete information flows from lower levels.

2.6.4

Planning and monitoring system proposed for 8th Five Year Plan :

The department has proposed a separate monitoring cell at the head quarter of directorate of fisheries. In this cell, one post of additional director, one post of senior research officer, two R.A.(statistics), one S.A., one computer cum investigator,

one H.A., one Junior Clerk, one Senior Noter and Drafter, one Accountant, three Peon and one Driver has been proposed along with other expenditure like vehicle and equipments at state headquarter. Besides the posts at head quarter level, 64 post of senior fisheries inspector (four in each district) 87 post of inspectors (one in each Tehsil), 507 post of fisheries development workers (one in each block) and 48 posts of investigator cum computer (one in each district) has been proposed at district, sub-divisional and block level for the name of effective monitoring and follow up of departmental schemes during 8th plan period. The total expenditure proposed for state headquarter and district as well as other levels will be about Rs.5.50 lacs and Rs.9.6 lacs respectively. A persual of above proposal, does not confirm the requirement with the pace of activities in the department. Therefore, it is suggested that a cell may be created at State headquarter level under the control of Directorate of Fisheries for which one senior research officer, two assistant directors, two research assistant/statistical assistant alongwith 2 stenographers and one typist is proposed.

For effective monitoring and follow-up of departmental schemes during the 8th plan period the proposal of senior fisheries Inspectors may be examined in detail and suitable posts created. The monitoring unit of the department may work in close co-ordination & under guidance of the Plan Monitoring and Cost Management Division of State Planning Institute.

2.7

Horticulture and Fruit Utilisation

2.7.1

There are two separate Directorates of Horticulture and fruit utilisation, one for plains and the other for Hills.

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2.7.2 Horticulture for plains

In plain area, the state have great potential to produce various tropical and sub-tropical horticultural crops. To exploit this potential and to improve the economic condition of growers, various schemes have been launched. As a result the production of fruits, vegetables and potatos has increased manifold.

2.7.3 Fruit Utilisation (Hills)

The hills of the state have an immense potential for cultivation of horticulture crops, specially fruits. During the last plan, the various programmes were successful implemented and a result good production of fruits, vegetables and potato etc. was achieved. For fulfilment of the achievement of fruit utilisation at hills, more community canning centres in fruit growing areas should be opened. To further improve the production of the Govt. farms, orchards and nursery, it is proposed to provide gravity ropeways and spinklars to these farms and gardens etc.

To achieve the above, the strategy for the department can be under :

- i) To increase area, the production and productivity of horticulture crops giving the priority to high value fruit crops and to develop fruit belts.
- ii) to lay more stress on private entrepreneure for producing good and genuine seeds and plants.
- iii) To popularise high yielding new varieties of vegetables and species amongst the cultivators.
- iv) To make available latest technical know-how and expertise to the orchardists at the block level.
- v) To provide post harvest technology such as handling, storage, processing and marketing to horticulturists.

2.7.4 Present Status

The statistics and monitoring section at the state head quarter of this department was established in the year 1979. This section has been involved in the monitoring of different schemes besides collecting the basic information about the growth of horticulture in the state for assessment of the progress. The proforma for monitoring of different horticulture schemes in the state have been developed. Monthly progress reports of these units are monitored by Divisional Officer so that the timely action may be taken to achieve the fixed targets. For the coordination and monitoring of various schemes, the following staff has already been sanctioned under the statistics and monitoring section in the department :

Research Officer (Monitoring)	1
Senior Statistical Assistant	1
accountant	1
Typist	1

2.7.5 Bottlenecks

- 1) Incomplete information/data is received from the field level.
- 2) Lack of proper and inadequate training of staff in planning & monitoring.
- 3) Lack of scientific management techniques in planning & monitoring system.

2.7.6 Proposed Planning & monitoring system for 8th Five Year Plan

The department has suggested for one post of Senior Statistical

Assistant at the divisional level and one computer at each district for planning & monitoring activities for 8th Plan period, besides the strengthening of present staff at headquarter level. For effective monitoring of the schemes of the deptt. following posts are being suggested:

Sl.No.	Name of Post	Existing	Proposed	Total
1.	Deputy Director (Statistics)	1	-	1
2.	Research Officer (Monitoring)	1	1	2
3.	Senior Statistical Asstt.	1	-	1
4.	Accountant	1	-	1
5.	Stenographer	-	1	1
6.	Typist	1	-	1

		5	2	7

In addition to above proposed posts at headquarter level, post of one Senior Statistical Assistant at each division may be created.

The department has proposed installation of one computer in each district. However, it is felt that at this stage, each department may not be given a computer at the district level. Since, in a separate chapter, we have proposed a computer at the district level for the monitoring of decentralised planning, these facilities may be used initially by other departments as well, and after this computer has been fully utilised, further proposals may be examined.

2.8

Minor Irrigation Department

2.8.1

For the purpose of plan formulation, the department has one post of Executive Engineer (Planning). The department is doing monitoring of works by means of monitoring cell headed by Executive Engineer. The Executive Engineer of Monitoring cell is supported by two Assistant Engineers, one Research Asstt. and other ministerial staff. The total strength of this cell at the headquarter is six. The details are given in the following table.

Organisational structure of monitoring cell

<u>Sl.No.</u>	<u>Name of the post</u>	<u>No.</u>
1.	Executive Engineer	1
2.	Assistant Engineer	2
3.	Research Assistant	1
4.	Other Assistant	1
5.	Peon	1
Total :		6

A discussion was also held with the Executive Engineer of Monitoring Cell. He reported that besides looking the work of monitoring cell he is looking after the other works like stores, drawing-disbursing and office.

The department collects two types of information from the field agencies-one relating to free boring and other regarding general schemes. Under free boring the information is collected in four prescribed proformae on weekly and monthly basis. These proformae relate to physical and financial targets and achievements under SMFP, Special Component plan, Usar Sudhar and Free Boring under IRDP programme. Besides, department also collects information in eight different proformae relating to general

schemes of the department. These proformae relate to general boring (other than free boring) special equipment performance, itemwise monitoring of M.I.works, departmental boring, loaning information through Land Development Bank and Central Bank, electrification of tubewells under Minor Irrigation and the progress of Minor Irrigation works under 20-Point Programme. Thus it may be seen that there are about 12 proformae (given in annexure) in the department for which the monitoring is done by the cell.

The department is doing the monitoring work on a routine basis. It is reported that the present staff is insufficient for meeting the growing needs of monitoring work of different programmes of Minor Irrigation. During discussion the following bottlenecks in the existing monitoring system have been indicated.

Bottlenecks :

1. About 25 per cent districts do not adhere to the time schedule and the delayed information is received from these districts.
2. About 25% of the district, do not send complete information.
3. In some cases advance reporting of targets is also feared.

With the existing system, it is not possible to check the factual position of work in the district, and possibility of double counting/advance reporting by field can not be completely ruled out. It may also happen that the work constructed in earlier years may be reported in the current year which can not be cross checked due to lack of technical staff.

4. The number of proformae/returns is so high that it is becoming difficult to scrutinise each and every information received from the district. In this context, the rationalisation of proformae would be necessary.

5. Sometimes information received from the district shows variation in the release and receipt of funds. This difficulty may ^{be} overcome, if the information about the amount released to DRDA is also made available to Chief Engineer MI as well as concerned Executive Engineer of the division.
6. In the district only one clerk has been provided for collection and compilation of data which is extremely inadequate.

2.8.2 Proposed for Eighth Plan :

The department has proposed following organisational structure for effective monitoring of the programmes.

Manpower structure of monitoring cell

Sl.No.	Name of the post	Additional requirement	
		At Headquarter	At Distt.level
1.	Suptd.Engineer	1	-
2.	Executive Engineer	2	
3.	Asstt.Engineer	4	
4.	Research Asstt.	4	
5.	Junior Engineer	-	56
		11	56

Besides one computer and a computer operator have been proposed for each division of minor irrigation and at headquarter. The total expenditure as a result of this would be about Rs.79 lakh. Of the total Rs.23 lakh would be recurring expenditure on account of wages/salaries to additional staff.

2.8.3 Suggestions and Recommendations :

1. At present, there is a separate executive engineer for planning and programming with whom one Assistant Engineer

(Programming) is attached. In addition, there is an Executive Engineer with necessary staff looking after the monitoring work. Both these Executive Engineers report to the Chief Engineer. It is recommended that the Senior Executive Engineer could be made Incharge of the cell for planning and monitoring. No new posts be created at this stage. The other Executive Engineer should be given all the misc.works like drawing disbursement, stores, purchase, etc.

2. Instead of creating large number of posts and installing computer in each division of minor irrigation for monitoring work, it would be better if the district level staff of monitoring is attached to the proposed planning and monitoring cell of the distt. The cell would work under the overall guidance and supervision of Yojna Monitoring Division of State Planning Institute. Initially only one computer at the headquarters along with trained staff may be installed. At the headquarter level a post of Research Officer(Monitoring) may be created who should be made responsible for analysis of the reports received from the district. This would also drastically reduce the burden of expenditure.
3. The planning and monitoring cell would also conduct monitoring and evaluation studies at the district level in collaboration with M.I.Deptt. The studies would help ⁱⁿ effective implementation of programmes and would help in diagnosing problem and prospects. The cell would also help in rationalising proformae and developing in effective M.I.S.
4. The cell will also ensure that complete and correct information is timely made available to state headquarters,

5. There is also need to define the system of verification of works according to norms. Random inspection should be undertaken by qualified persons. In this connection the manpower resources may be pooled from rural development, M.I., R.E.S. etc.
6. The minor irrigation department creates substantial proportion to the irrigation potential being generated in the state and is an important department. It is also considered necessary that the total creation and utilisation of irrigation potential be monitored at a single point under the control of engineer-in-chief, irrigation department. It is, therefore, recommended that suitable proforma for transfer of necessary information to the engineer-in-chief office, be devised. The total information compiled be reported to Plan Monitoring and Cost Management Division of the State Planning Institute for total plan monitoring purposes.

2.9

Rural Engineering Services

The rural engineering services department is basically involved in the process of plan implementation through execution of deposit works of other departments. Since, the rural engineering department does only construction work and a separate detailed monitoring of construction work has been discussed in a later chapter, it is proposed that the R.E.S. should also form part of the total planning and monitoring schemes of the construction works. The monitoring of R.E.S. therefore, has been taken up in the chapter on monitoring of civil works. However, necessary co-ordination of the buildings of the rural development may be done by the proposed planning and monitoring cell under the agriculture production commissioner.

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2.10

CO-OPERATION

2.10.1

The co-operative movement serves to maintain supply line of credit and inputs required for agriculture and helps the farmer in marketing and processing of his produce for obtaining better returns. The co-operatives also distribute consumer goods mainly for the benefit of rural population and also for bringing stability in the market prices of consumer articles. Co-operative infrastructure include:-

	No.
1. Primary Agricultural credit societies (PACS) including Farmers Service Societies(FSS)	8601
2. Cold Storages	78
3. Processing units	91
4. District Co-operative Banks	57
5. District Co-operative Development Federations.	52
6. Central/Whole Sale Co-operative Consumers Stores.	60
7. Herbs Development Societies(Hills)	8
8. Cooperative Marketing Societies	266
9. Urban Cooperative Banks	24
10. Primary Cooperative Banks	8
11. Block Unions/Seed stores	1642
12. Primary Cooperative Consumers Societies	1789
13. Farming Societies	1501
14. Apex Institutions	10

The main thrust of the department for the eighth plan should be on the following :-

- (a) Optimum utilization of the pooled resources of members including state and giving maximum benefits to them.

- (b) To provide alternative credit service, to free weaker sections of society from the clutches of money lenders.
- (c) To provide facilities to market the surplus agriculture produce of the farmers so that profits from sale are available to them directly and not the middlemen.
through
- (d) Maintenance of (Consumer) price balances in the market.
- (e) Provision of an infrastructure to facilitate development of the state and removal of poverty.

The activities of various societies are listed as under:

1. Education Training and Extension
2. Credit & Banking
3. Agricultural Inputs
4. Marketing
5. Storage
6. Processing
7. Cold Storages
8. Fruit Growers Cooperative
9. Consumers Cooperatives

2.10.2

Present Status of Planning & Monitoring :

At present there is no separate planning and monitoring cell in the department. The planning and monitoring of each programme is being carried out by heads of individual programmes. At additional registrar level, one officer is co-ordinating the various schemes of the department. Besides he is also allotted other routine works. For preparing the plans there is one assistant who is dealing the entire plan work but naturally he can not doing plan or monitoring work, he collects the information/data from the various sections of the co-operative and after comparing it, he sends the data/information to the Government through Deputy Additional Registrar Cooperatives.

2.10.3

Bottlenecks :

1. It is surprising that the cooperative department, which has very large resources under its control, does not have scientific pattern of planning and monitoring functions.

2. There is a lack of adequate staff at headquarter level for planning and monitoring setup.
3. Incomplete/partial information is received from field level, which cannot be properly followed up.

2.10.4

Proposal for 8th Five Year Plan

The co-operative department has suggested a separate cell under the control of additional registrar. The deptt. also suggests that the posts of technical specialist(Management), project formulation, costing etc.) alongwith necessary secretariat staff should be created at head quarter level. Department has also proposed creation of a Secretariate level planning and monitoring cell which should be looked after by a Joint Secretary with the help of two technical Research Officer, 2 Upper Division Asstts., one co-ordination clerk, one lower division asstt., one typist and one dealing assistant.

2.10.5

Suggestions and Recommendation

1. The planning and monitoring cell at head quarter level should be created in the lines as suggested above.
2. Adequate training should be given to the newly created staff of planning and monitoring cell.
3. The department has suggested that personnel engaged in the co-operative department at head quarter level should work under technical guidance and control of Plan Monitoring and Cost Management Division of State Planning Institute and Administrative Control of the co-operative department.

4.11

Agricultural Marketing

2.11.1 Increase in agricultural production in the state has resulted in transition from subsistence farming to agricultural surplus which has brought into sharp focus the imperative need for adoption of appropriate marketing technology with the overall objective of bringing about orderly conditions of marketing of agricultural produce and ensuring a fair and remunerative price to the farmer in the disposal of his produce in the context of growing surplus. It has now become necessary to collect and study the market behavioural information such as wholesale/retail rates, arrivals, local consumption, imports (inward in the markets) export (outward from the markets), market trend and market forecasting reports on day to day basis. The Agricultural Marketing Department of U.P. is performing the above functions through Mandi Parishad in 292 markets spread over the state. Reports received from these markets are monitored in the department headquarter at Lucknow.

2.11.2 Present Status :

At present, there is no planning or monitoring cell in the department for regular monitoring of the daily, weekly, fortnightly and monthly, reports on market intelligence (i.e. wholesale/retail rates, arrivals, local consumption, despatches, trade stocks, price trend of important agricultural commodities and forecasting market behaviour thereof including cereals, pulses, oil-seeds, fruits and vegetables etc. as received in the Directorate from 292 main/subsidiary markets situated in the state. Besides above reports regarding commercial grading of the selected principal agricultural commodities from 58 regulated markets of the state are monitored by the Supervisory staff. The reports on market intelligence are collected by means of daily Telegrams/Teleprinters and by post, sent by the market intelligence subordinate staff posted in the market centres.

At the state headquarters, monitoring of these reports is done by existing developmental staff in addition to their other routine works. After monitoring, reports of these informations are given to the technical staff for the preparation of analytic reports, bulletins & records. These reports/bulletins furnishing the wholesale/retail rates, trend of support price of principal commodities with their arrivals are used for further studies within the department and are also sent to different agencies/departments of the State and Central Government for help in policy decisions.

2.11.3 Bottlenecks :

1. The department finds it difficult to assemble/register the reports of wholesale/retail rates, support price, trend of main commodities, arrivals of all the agricultural commodities received from the said 292 markets of the state and to monitor these reports on the same day in the Directorate headquarters.
2. It is difficult to remind the defaulters promptly by the existing staff of the Directorate on the same day.

2.11.4 Proposal of the Parishad for 8th Five Year Plan :

The department has proposed a separate planning and monitoring cell in the department headed by a Joint Director (Agriculture Marketing) along with one Deputy Director (market intelligence), one Agricultural Economist, One Statistical, One Accounts Officer, One Assistant Director (M.R.), Two Accountant, 4 Assistant Accountant, 4 Stenographers, 4 Accounts Clerks and 4 Drivers. In this cell, the department has further proposed the 10 tele-printers units, 2 computers, 14 vehicles, one Photo Stat Electronics Machine, 2 Electronic Typewriters, 2 Duplicating machines and one Intercom Telephonic arrangement which costs about Rs. 91 lacs during 8th Plan period.

2.11.5 Suggestions :

The above proposal of the department for eighth plan, does not match the actual requirement for planning & monitoring purposes since it includes the proposal for strengthening of whole department. However, after discussion with the officers of the department it has emerged that planning and computerised monitoring cell should be created in the department at state headquarters along with necessary staff and equipment. The expenditure for the proposal will be from non plan funds of Mandi Parishad. It has been stated that Mandi Parishad has already agreed to bear the expenditure of 10 tele-printer units, 2 computers, 14 vehicles, 1 photo stat electric machine, 2 electronic typewriters and 2 duplicating machine etc. No funds from plan funds need be provided for the same.

2.12

Office of Agriculture Production Commissioner

2.12.1

The analysis contained in previous paras pertain to only the important development departments under the control of the agriculture production commissioner. Some of the departments like dairy development, and youth welfare departments have not been analysed in detail.

The agriculture production commissioner branch is a vast branch and deals with the most important sectors of the poverty alleviation, the Panchayati Raj System and other important sectors of rural economy. It is, therefore, necessary that A.P.C. Branch should have an independent information setup of its own so that the direction in which the rural economy is proceeding is on the finger tips of the Agriculture Production Commissioner and the corrective actions necessary are foreseen in light of the overall prospective of rural development. For this very important cell, it is proposed that one Jt. Secretary of the I.A.S. Cadre be designated as the Nodal Officer for planning and monitoring of all the development departments under the control of A.P.C. This Jt. Secretary should be assisted by a number of professionals from each of the concerned specialities. The structure of the proposed cell should be provided to this cell and the details of proforma in which the information may be finalised by the incharge of the cell in consultation with Plan Monitoring & Cost Management Division of the State Planning Institute.

3.0

FORESTRY

3.1

According to National Forest Policy atleast 33½ percent area should be covered under the forest while in U.P. the percentage of forest area is only 17.4 percent. The forestry department, hence has a very important role to play not only in achieving the above figure but also to see that the demands of various sections of society namely, households, agriculture, industry and construction. The state has banned all fallings above an elevation of 1000 metres in hill areas where 66 percent of the State's forests are located. A massive programme of social forestry and for wasteland development have been initiated in the state. The responsibility of extracting both major and minor forest produce from forest areas have been assigned to the State Forest Corporation to undertake their scientific exploitation and payment of fair wages to the forest labour. On the management side the commercial yields in the working plans are gradually reduced to match the existing capacity of the forests.

3.2

The forest plan is formulated with the following three functions of the forest operations in view :

- (i) Ensuring soil and water conservation (specially in hills where the land is undulating) flood control, regulating the stream flow to save the agricultural land against the formation of ravines, checking the siltation of dams by undertaking proper measures in their catchment areas and in general help in maintaining ecological balance.
- (ii) Ensuring supply of raw material to wood based industries like paper and pulp, match, plywood, katha, furniture, sports goods and also timber and fuelwood to common man additional assets are being created under plantation schemes.
- (iii) Assisting in improvement of environment and providing proper habitat to various types of flora and fauna in the forest area.

3.3 Considering all the above aspects, the strategy for the Eight Plan being discussed in the department is as under :

- i) Increasing substantially, the vegetal cover by massive afforestation, through social forestry, farm forestry and other programmes for wasteland development.
- ii) Enhancing the basic needs of fuelwood, fodder, minor forest produce and small timber.
- iii) Ensuring a close linkage between the forestry programme and the welfare of the tribal and other communities traditionally dependent on forests.
- iv) Conservation of the ecologically fragile eco-systems.
- v) Preservation of biological diversity.
- vi) Special emphasis on forestry research, education and extension.
- vii) Encouraging efficient utilization of forest produce.
- viii) Creating a massive people's movement for achieving the above objectives and strengthening the infrastructure and improving overall capability for better production and management of forests.

3.4 PRESENT STATUS

3.4.1 At present the work of planning and monitoring for plan schemes is being carried out by statistics and monitoring cell of the department. The cell created during 4th Plan for collection and processing of forest statistics. The position of staff in this cell is given as below :

Sl.No.	Posts	Hills	Plains	Total
1.	Chief Statistical Officer	-	1	1
2.	Statistical Officer	--	3	3
3.	Statistical Asstt.	5	5	10
4.	Investigator-cum-computer.	28	31	59

3.4.2 The above cell works under the Chief Conservator of Forest (Planning). The cell carries out the work of monitoring of physical and financial achievements against approved targets of all plan schemes for onward transmission to State Government and other agencies. This work is being done on monthly, quarterly and annual basis in the department as well as in the quarterly review of the planning department.

3.4.3 In addition to the above, there is one more monitoring and evaluation cell under the charge of C.F.(S.F.) who is responsible for monitoring of plantation works being done under the world bank, social forestry scheme. This cell is also responsible for sending weekly, half-monthly, progress reports of plantation activity carried out by the department under Twenty Point Programme. This cell has been provided with a micro computer by National Wastelands Development Board for monitoring and reporting the plantation activity of the department to State Govt. and Govt, of India on the package (format) prepared by N.W.D.B. The monitoring cell under C.C.F. (Planning) also has one S-850 Uptron Computer for sending monthly progress report to State Govt. and carrying out analysis of Forest mensuration and research data.

The position of staff under the Monitoring and Evaluation cell of World Bank project of social forestry is given below:

Sl.No.	Posts	Hills	Plains	Total
1.	Computer Programmer	-	1	1
2.	Statistical Officer	-	2	2
3.	Sr. Statistical Asstt.	-	2	2
4.	Statistical Asstt.	-	3	3
5.	Investigator-cum-Computer.	-	8	8
Total		-	16	16

3.5

BOTTLENECKS

1. The main bottlenecks in the present monitoring and planning system, as per the department, is that the information from the grass root level (implementing levels) to the head quarter level is being sent by traditional postal method which creates the time lack in providing information at head quarter level.
2. Inadequate/incomplete information received at head quarter level from lower levels.

3.6

PROPOSED PLANNING & MONITORING SYSTEM FOR 8TH 5YR.PLAN

For collection of various forest statistics at different levels, the present staff is desired to be strengthened. One post of I.C.C. has been proposed by the department for each of the forest divisions. At circle level one post of S.A.,

2 posts of I.C.C. have been proposed. In addition to this one post of S.A. has also proposed for territorial circle level who will be responsible for the district plans under the jurisdiction the circle. He will monitor progress of plan schemes at circle level and sent requisite information to head quarter. One post of Asstt. Director Statistics, one post of S.S.A., one post of S.A. and 2 posts of I.C.C. have been proposed to each additional C.C.F. office. One post of Chief Statistical Officer, 2 posts of Statistical officer, 2 posts of Senior S.A., 8 posts of S.A. and 8 post of I.C.C. have been proposed for the office of chief conservator of Forest. They will be responsible for preparing and submitted the requisite information to C.C.F. (P) office from where the same will be transmitted to Government and other concerned offices. One post of Joint Director Statistics has also been proposed for office C.C.F.(P) which at present lying in abeyance. Joint Director Statistics will be responsible for all statistics and monitoring works.

On the lines indicated above, the department has suggested following posts in the proposed monitoring and M.I.S. of the department for the Eighth Five Year Plan as below:-

Present and Proposed postst at different levels
for Planning & Monitoring of Plan Schemes

Sl. No.	Joint Director. Statistical	Chief Statistcal officer	Asstt. Director Statistcal	Statistical Officer	Senior Investigator cum-Statistical Asstt.	Statistical Asstt.	Investigator cum-computer	Total	
1	2	3	4	5	6	7	8	9	10
1. Principal Chief Conservator of Forests.	-	-	-	1	1	3	5	10	
2. Chief Conservator of Forests:									
1. Planning.	1	1	-	2	2	8	8	22	
2. Sociat Forestry	-	1	-	2	2	8	8	21	
3. Hills	-	1	-	2	2	8	8	21	
4. Management	-	1	-	1	-	2	2	6	
3. Additional Chief Conservator of Forest:									
1. Kumaon	-	-	1	-	1	1	2	5	
2. Garhwal	-	-	1	-	1	1	2	5	
3. Wild Life	-	-	1	-	1	1	2	5	
4. Pl.& Research	-	-	1	-	1	1	2	5	
5. Social Forestry(Two posts)	-	-	2	-	2	2	4	10	
4. Conservator of Forests/Regional Director(SF):									
1. Territorial Circles-20nos.)	-	-	-	20	-	20	40	80	
2. Non-territorial Circles-(15nos.)	-	-	-	8	-	15	30	53	
5. Divisional Forest Officer/ Divisional Director(SF):									
1. Territorial Division(84nos.)	-	-	-	-	-	-	84	84	
2. Non-territorial Division(49nos.)	-	-	-	-	-	-	49	49	
TOTAL :	1	4	6	36	13	70	246	376	
EXISTING STAFF**	1	3	2	11	3	40	161	221	
ADDL.STAFF REQUIRED	-	1	4	25	10	30	85	155	

* In eight(8) out of 15 non-territorial circles Statistical Officer are being proposed for research and others statistical works. These non-territorial circles are :

- | | | |
|---------------------------|------------------------------|---|
| 1. Working plan - 1 post | 2. Working Plan-II - 1 post | 3. Monitoring & Evaluation Unit SF - 2 Posts |
| 4. CF (Planning) - 1 Post | 5. CF (Utilisation) - 1 Post | 6. FRS (Division of Additional CCF(Plantation & Research) - 2 Posts |

** This existing statistical staff have been proposed under different plan schemes such as Forest Statistics and Monitoring Research, Social Forestry added by World Bank, Waste Land Development Programme etc.

3.7

SUGGESTIONS AND RECOMMENDATIONS

Considering the size and complexity of the department, the number of posts being asked for the proposed monitoring and MIS system seems reasonable. The annual cost of this staff is only about Rs. 51 lakhs which is well within the norms. However, before sanctioning these posts, it is necessary that

- a) the existing staff sanctioned under different plan schemes as forest statistics and monitoring, Research, Social Forestry, Waste Land Development Programme etc. are transferred to the monitoring & MIS unit. The monitoring and MIS unit should, with the help of computers, create a centralised Information System.
- b) The Monitoring and Information System should be freshly designed keeping in view the needs of each technical department. Training in Monitoring System with the help of S.P.I. should be given to all offices and staff of the proposed cell. For designing the Monitoring System, help of the monitoring division of the S.P.I. may be taken and a linkage between the two units established.

IRRIGATION SECTOR

4.1 The Irrigation Deptt., U.P. generally carried out the following activities :

- (i) Construction and maintenance of major, medium and multipurpose projects of the state.
- (ii) Construction and maintenance of State Minor Irrigation works like tubewells, bandhies, hill channels etc.
- (iii) Construction and maintenance of flood protection works and drainage works of the state.
- (iv) Construction and maintenance of civil works of all hydro electric projects in the state in collaboration with the State Electricity Board (UPSEB).

Apart from the Irrigation Deptt. the other departments involved in investigation, planning and execution of irrigation works are Ground Water and Survey Organisation (GWSO) and Private Minor Irrigation, G.W.S.O. is responsible for making estimates of ground water availability in the State, while Minor Irrigation Department helps the farmers to develop their own, easily available source of irrigation.

Command Area Development Authorities are responsible to create infrastructure and facilities to farmers so that potential created by Major projects may be fully utilised.

4.2 Present Planning Status

4.2.1 Planning of the Irrigation Schemes covers the following aspects :

- (a) Estimates of water resources of the state and to analyse the level of exploitation for irrigation and other uses.

- (b) Survey and selection of suitable sites for head works and canal systems.
- (c) Formulation of irrigation schemes and projects.
- (d) Designing of irrigation structure.
- (e) Monitoring of works under implementation.
- (f) Monitoring of the water use for irrigation.

Upto the end of the year 1977 Investigation and Planning (I&P) Organisation in Irrigation Department was highly inadequate to undertake the detailed investigations of various schemes according to the norms and standards laid down by the Central Water Commission (CWC) which resulted in high cost and time overruns of the projects. Accordingly, on the recommendations of the Plan Monitoring and Cost Management Division of State Planning Institute, U.P., I&P organisation was strengthened in 1977-78.

The functions of planning investigation and monitoring are entrusted to Chief Engineer (C.E.) Planning (Level-I) who is assisted by five C.E.(Level-2), namely C.E.(Advance Planning), C.E. (Water Resources), C.E. (Investigation and Planning), C.E. (Monitoring & Evaluation) and C.E.(Planning and Investigation), Bareilly. In addition C.E.(Level-1) looking after the multipurpose and hydel projects is also assisted by C.E.(I&P)(Level-2) for field investigation and preparation of project reports of multipurpose and hydel projects and similarly C.E.'s(level-1) West and East do similar functions for canal projects with the help of C.E.(Level-2) under them.

4.2.2 The strengthening of the irrigation department, as briefly indicated above, has improved investigation, planning and monitoring, however, inspite of these the improvement was not upto the extent anticipated and even presently detailed topographical surveys to the extent laid out by CWC are not carried out for the distribution system or for the water conductor system. Geological and hydrological studies are also found to be preliminary and inadequate. Surveys in regard to land classification and

data collection of the present land use are also inadequate. Studies of various alternatives to achieve the objective are not made in detail and it is normally a single proposal that is prepared, appraised and approved without regard to interproject economics or ranking. The concept of conjunctive use of surface and ground water is also not planned in effective manner. Overall, weakness in planning of irrigation sector lies in the poor investigations.

- 4.2.3 With the strengthening of the Irrigation Department it was expected that detailed basinwise plan of water resource development would be done with an attention to investigation, drainage, navigation, flood control, hydro electric power generation, water supply for industry and power house, land recommendation, control of water pollution, pisciculture, and control of ground water levels. It is, has been considered, necessary that planning for water resources be done on the basis of river basin with sub-basin as a natural limit. Necessary detailed feasibility reports for the individual project based on detailed investigations need to be carried out within each the river basin and ranked of. Within a river basin, if a large number of schemes are formulated, they may be taken and implemented as per availability of funds in order of their priorities.

4.3. Present Monitoring System :

- 4.3.1 At present, the Chief Engineer (Monitoring) looks after the function of monitoring at the headquarter level assisted by one Superintending Engineer (SE) and two ^{*}E.E's, four A.Es and supporting staff. The cell is also responsible for designing the detailed plan for introducing a suitable monitoring system at the departmental, the Chief Engineer and project levels.

*The number of Ex.Engineers has since been increased to four.

4.3.2 Though two more S.E's are also posted under him but their functions are different. The monitoring cell is engaged with the monitoring of all the plan irrigation schemes/projects under major, medium irrigation sector. The work of flood sector and tubewell and minor lift ^{schemes} /is co-ordinated at the level of Engineer-in-Chief. For monitoring of state tubewells and minor lift schemes a separate tubewell organisation under irrigation department is responsible for the same. Monitoring Cell, I.D., has overall responsibility of the work of monitoring and reporting of the activities of various projects to Govt.apart from the work of coordination at the level of Engineer-in-Chief.

4.3.3 At present there is no separate monitoring staff at the Zonal Chief Engineers level. A skeleton monitoring staff at project level exists. However, most of the posts in monitoring at project level are lying vacant. Proposals for monitoring staff for minor irrigation and flood control works is under consideration of State Government. But for externally aided projects like World Bank Tubewell Project and modernisation of Upper Ganga Canal project, separate circles for monitoring of these projects have been created. The strength of the monitoring cell is much less than the accepted norms for effective monitoring. However, in addition to monitoring function additional activities are generally assigned to the monitoring staff.

4.3.4 The projects are monitored in respect of physical and financial targets and creation of irrigation potential. The compilation of progress reports is done by statistical assistants under the supervision, guidance and control of Engineering Officers. Following are some of the specific reports compiled in the monitoring cell of the irrigation department.

1. Monthly progress reports for submission to State Planning Institute and others Administrative Departments of State Government.
2. Projectwise task setting quarterly reports.
3. Projectwise annual reports.

4. Status reports as and when required.
5. Miscellaneous works relating to monitoring and progress review meetings.

4.3.5 Computerisation of monitoring procedures has been gradually developed and is being used in respect of the following activities of the department :

- i. Creation of canal system.
- ii. Preparation of monitoring reports for various Chief Engineers (Top level management) to enable them to take timely decisions on resources and in assessing the performance of projects under their charge.
- iii. Establishment of hydrological data base for resource availability and analysis.
- iv. Development of personnel management systems for improvement in manpower planning.
- v. Planning of new irrigation projects equipment and materials.
- vi. Preparation of data base and Irrigation Administration Reports and performance evaluation.
- vii. Other miscellaneous works as and when required by the department.
- viii. Training of officers about the fundamental principles and imparting working knowledge for computer technology.

4.4. Bottlenecks and Suggestions in Planning and Monitoring System:

4.4.1 As has been indicated in para 4.2.3 above the detailed basinwise water development plan which should cover all the projects that, are under execution and are likely to be formulated in the perspective of about 20 to 50 years is to be prepared. This plan would contain intra projects priorities.

4.4.2 The physical targets set usually have no relationship with the money available during the financial year. It is recommended that as soon as the budget proposals are printed, detailed financial and physical targets planning based on budgetted amounts be done. Monitoring should be only against these targets. In case there are any changes in the fund allocation due to either

changes in priorities or due to supplementary budget, within the financial year, the targets may be revised at that stage and monitoring done as per the revised targets. For implementation of this suggestion it is also suggested that the projects should be prioritized based on the following :

- (a) Zero base budgeting.
- (b) Projects which could be completed within a couple of years may be given higher priority.
- (c) Those projects in which there are bottlenecks, which can not be overcome within a reasonable period of time, may be postponed.
- (d) Rescheduling of long gestation period projects so that partial benefits may start coming in the visible future. In such projects the principle of investing of every rupee to give a drop of water should be employed.

4.4.3 There is a lack of planning and posting of personnel at irrigation ^{Projects} /sites as well as in I&P and Monitoring Circles. With the present lop sided planning system, there are long time overruns in practically all of major works and with the policy that the engineers should be transferred after three years at one post, the responsibility of single individual to the project does not remain. In addition, the persons even at lower level (Assistant Engineers, Executive Engineers) get often transferred and the practically no choice is available for the project incharge to select personnel which could work harmoniously and provide continuity. It is therefore necessary that, an organisation chart be prepared for each project and Project Manager be given some freedom to select personnel of his own choice for the project.

4.4.4 A large number of posts at all levels (officers) are lying vacant in the department. It may be possible that due to lesser availability of funds as compared to the provision contained in the project report, the actual requirement of personnel may not equal the sanctioned strength. However, the procedure for recruitment and promotion is extremely slow. A study of personnel required for each project based on likely availability

of funds should be done and recruitment completed with in a time frame.

- 4.4.5 A large number of work charged staff are employed in most of the Irrigation projects. When these projects are either slowed down or completed generally the work charged employees are not discharged. This results in large unnecessary wage bill burden on project in which practically no construction work is being done due to completion or either lack of finances or other bottlenecks. The manpower planning has to take in to account the surplus staff available at such projects. This may be reviewed every year for each project depending upon the physical and financial targets for the year fixed as per item-4.4.2 above.
- 4.4.6 The present organization structure of monitoring is not conducive to efficient monitoring. The EDP manager who collects and provides data, both for monitoring of construction projects and monitoring for day to day irrigation and maintenance, reports to C.E.(Advance Planning). It is recommended that C.E. (Monitoring) should be redesignated as C.E. (M.I.S.) and all the information system should be at even taken one point under him.
- 4.4.7 Three S.E.'s report to C.E. Monitoring (i) S.E. Monitoring who looks after all the monitoring of construction projects. (ii) S.E., Cost Control who looks after standardization and analysis for provision of items on lumpsum basis. It is understood that S.E. Cost Control has hardly any work (iii) S.E. (I & P-V), whose main job is to bring out a publication indicating the use of canals over a fixed period of time (one year) and to look after rostering of canals. It is understood that the former work, due to slow collection of data, is lagging behind and that, presently, people in this circle also have very little work. With the computerization of canal data, both the jobs can be done directly by the manpower ^{of}/E.D.P.

- 4.4.8 As indicated above, most of the monitoring work is done by one S.E. assisted by 2 Executive Engineers, while the other 2 S.E.'s have hardly any work. On the other hand while the personnel posted under the same Chief Engineer namely S.E. (I & P-V) get allowances applicable to the investigation and planning circles, the personnel posted with S.E. Monitoring do not get any extra allowances or facilities that are available either to the field personnel or to those posted in I & P organization. This needs to be rectified so that postings in monitoring are not considered as punishment postings.
- 4.4.9 As indicated above, the monitoring organisation at headquarter-level is highly inadequate, while there are a number of other posts in the Engineer-in-Chief's office where work load is low. It is, therefore, necessary that re-organisation of headquarters of E-in-C be done, so that work distribution is equitable.
- 4.4.10 It has been noticed that there is a lack of coordination between the Irrigation Department and the State Electricity Board in implementation of Hydel and Multipurpose projects. The U.P.S.E.B. officers usually blame the Irrigation Department for nonutilisation of funds entrusted to them, in the same order of priority in which the U.P.S.E.B. would like them to be used. The officers of the Irrigation Department on the otherhand, blame U.P.S.E.B. for inadequate Advance Planning and untimely release of funds. This lack of proper planning and coordination, is mainly because, there is no single agency responsible for execution of hydel and Multipurpose projects. It is necessary that a single person be made in-charge for each of the hydel and multipurpose projects, who should have greater authority in implementation. It may be worthwhile that an independent body be organised for each large hydel/multipurpose projects.
- 4.4.11 Looking at the present MIS system in the Irrigation Department, it may be examined if the service of reputed consultants should

be utilised for designing the MIS for Irrigation Department, on the lines on which the UPSEB has appointed Tata Consultants.

4.4.12 The present procedures of land acquisition are outdated, time consuming and do not satisfy either the project authorities or the land owners. Application of present procedures is unrealistic both with respect to estimated cost and completion schedule and creates bottlenecks in implementation of projects. It is suggested that action may be initiated on the following lines

- i. Present procedures and compensation levels be re-examined and necessary corrections made.
- ii. A sociologist should form the part of the project formulation team so that land acquisition and re-settlement plans take into the account socio-political aspects.

4.4.13 The Command area development activities which include land development, construction of guls, etc. are usually not contained in the project reports. These are core activities for utilisation of created potential. For proper monitoring and timely completion of projects, these activities should be made integral part of projects. Separate monitoring proforma should be designed for such activities.

4.4.14 Irrigation Department has a large fleet of equipment. However, history sheets or registers of equipment are not maintained. There is no system within the department under which the situation regarding performance of equipment could be reviewed, thus, reducing the loss due to under utilisation of equipment, or reemployment of equipment lying for want of organised repairs. There is also lack of control and planning for utilisation of equipment for present and future jobs due to poor equipment coordination. It is, therefore, necessary that a system should be developed within the department for optimum equipment utilisation and its monitoring. New equipment should be purchased only after detailed scrutiny of available equipment. The proposed

system should also develop norms and standards like working hours, output per hour/day, consumption of POL, repair expenditure, repair hours, etc.

4.4.15 A large number of decisions which directly effect the implementation schedule of the projects are taken at the government level, with practically no responsibility on the concerned officers in the Secretariat to take time-bound decisions. It will be worthwhile to set-up a committee to go into details of powers of the secretariat, headquarter of irrigation department and the project levels and recommend measures ensuring a delegation of authority and decentralisation of powers.

4.4.16 The minor irrigation department of the state creates a major portion of the state irrigation potential. This department is under the control of the agriculture production commissioner and its planning and monitoring aspects have been discussed in chapter-2 above. As recommended in that chapter, the monitoring of minor irrigation should be linked to the monitoring and the proposed MIS structure under the Engineer-in-Chief.

4.4.17 The Monitoring and Cost Management Division of the State Planning Institute is an independent body which monitors the major project of the irrigation department of state government. As far as monitoring of running and maintenance of canals tubewells and other assets of the irrigation department are concerned, there is no independent body which can do an objective job for the government. It is suggested that a cell should be created for this purpose.

4.5 Linkages with State Planning Institute :

4.5.1 The irrigation department has suggested that :

- (a) The institute can assist the department by imparting training in monitoring to the departmental personnel. The training programmes can be prepared by mutual deliberations between the institute and monitoring organisation, and

(b) Formats for progress reporting being used at different levels of management need to be reviewed and improved upon in conformity with the changed requirements and circumstances. The Institute can perform this function at Government of U.P.Level.

4.5.2 In this connection, the S.P.I. has started reviewing the various formats in which the information is sent to S.P.I. and the formats referring to major irrigation projects have been reviewed. As far as training function is considered, the Training Division of State Planning Institute, may carry out this task in association the Plan Monitoring and Cost Management Division. For better monitoring it is also suggested that the officers of the irrigation department be posted on deputation to the plan monitoring and cost management division and vice-versa.

4.5.3 In a meeting the Irrigation Department has informed that the monitoring report for the month can be delivered to the Monitoring and Cost Management Division only by end of the next month. This also rarely adhered to. It is suggested that a courier system be adopted between major irrigation projects and the State Planning Institute, so that the monitoring report from the project reaches the S.P.I. latest by the 7th of the following month. Alternatively, projects with an estimated cost above certain limit (say Rs.30 crore) may be provided with FAX facilities alongwith the similar facility at S.P.I. and Irrigation Department Headquarter.

5.0

ENERGY SECTOR

5.1

The main organisations concerned with development of energy in the state of Uttar Pradesh ^{are} Electricity Board (UPSEB), Uttar Pradesh Power Generation Corporation, Uttar Pradesh Micro and Mini Hydel Corporation and Non-conventional Energy Development Agency (NEDA). In addition, for hydel and power portion of multipurpose projects, the Irrigation Department acts as the agent of the UPSEB for civil construction works. The present chapter deals with each of the above agencies.

5.2

U.P.S.E.B.

The UPSEB is the main organisation of the state responsible for generation, transmission and distribution of electricity. The UPSEB is also directly concerned with the Rural Electrification works and with the task of energisation of private tubewells.

5.3.

Present Planning System of UPSEB

5.3.1.

UPSEB is a large organisation having one full time chairman, 6 full time members, 15 Chief Engineers, 32 Additional Chief Engineers, 188 Superintending Engineers, 854 Executive Engineers, 2891 Assistant Engineers and a lot of supporting staff. Out of 15 Chief Engineers one is exclusively entrusted with the portfolio of 'Planning'. Main tasks of Chief Engineer (Planning) are generation planning, system planning, planning for research and development and general planning. In these, he is assisted by four Superintending Engineers (SE) one each for generation planning, general planning, system planning and Research and Development works respectively.

5.3.2

S.E.(Generation Planning) looks after Perspective Planning, and Five Year and Annual Plans. He is also entrusted with the task of prioritisation of major generation projects in consultation with State and Central Governments.

5.3.3

S.E.(General Planning) is mainly responsible for planning and monitoring of Divisional and District level schemes namely,

20-point programme, Rural Electrification, Energisation of Private Tubewells and district level commercial requirements. He also looks-after Five Year and Annual Plans and also funds-requirements for old schemes in these sectors.

5.3.4 S.E.(System Planning) looks after planning of transmission lines and sub-stations of the UPSEB.

5.4 Present Monitoring System of UPSEB

5.4.1 For monitoring of the major generation projects there is a post of Chief Engineer who is assisted by an Additional Chief Engineer and an S.E. at the headquarter level. In addition, project monitoring units have been established at projects also. These units generally have one or two officers of the rank of AE/EE who report to the Chief Engineer through his S.E. The monitoring officers are given additional duties also, and thus defects monitoring cell reporting, direct to the heads of the project, do not exist.

5.4.2 Thermal Power Projects

The major reports generated for monitoring of Thermal Power projects are given below :-

- i. Monthly progress report, basically prepared for Headquarter level, provides status of each contract package and major bottlenecks likely to affect the commissioning targets.
- ii. Monthly financial progress report indicating financial structure on each major activity.
- iii. Monthly progress report on formats of the Central Electricity Authority (CEA). This report generally includes the following informations : contract award status, progress of civil works and reasons of slippage and critical areas.
- iv. Physical progress report on formats prescribed by State Planning Institute for weighted average about physical progress of the thermal power stations. This provideds an overall progress of the power stations in general. Physical progress of major assemblies is also called for.

5.4.3 Hydel and Multipurpose Projects

A large number of major hydel and multipurpose projects like Maneri Bhali Stage-II, Vishnu Prayag, Srinagar, Tehri Dam and Lakhwar Vyasi projects are in implementation in the Ganga and Yamuna Valleys of the State. For closer monitoring and proper implementation of these projects field level monitoring set-up has been created at Dehradun. An officer of the rank of S.E. reporting to C.E. level I heads this unit. At the project level, the General Manager assisted by senior level officers, monitors the projects. The monitoring system for these projects also is similarly in nature to the one indicated for thermal projects above.

5.4.4 Transmission Lines and Sub stations (132 KV & above)

The monitoring of physical and financial progress of Transmission Lines and substations (132 KV and above) is being done in system planning unit of UPSEB. For effective monitoring the procedure adopted and reports being prepared at different intervals are as below :

1. Monthly physical progress report of transmission lines and sub-stations (132 KV & above), depicting monthly and cumulative percentage physical progress.
2. Monthly financial progress report of transmission lines and sub-stations (132KV & above) depicting monthly and cumulative expenditure on each work in progress.
3. Monthly physical progress report of transmission lines and sub-stations (132 KV & above) as per CEA formats depicting the status of individual works in progress.
4. Basic efficiency indicator report of transmission lines and sub-stations (132 KV & above) on monthly basis depicting the monthly and cumulative percentage physical progress of works, planned in current financial year.

5. Quarterly progress report of transmission lines and sub-station (132KV & above) as per CEA formats depicting detailed progress of individual works.
6. Annual statement on CEA format depicting information pertaining to extra high tension (33 KV & above) transormers, in service, newly commissioned and retired.
7. Annual statement on CEA format depicting information pertaining to existing and newly commissioned transmission and distribution lines (132 KV & above) and details of circuits breakers : in service, newly commissioned and retired. The physical and financial progress reports are being prepared on computer system. The monitoring work in transmission is divided in 3 parts namely;
 - Monitoring of construction activities,
 - Monitoring of operation and maintenance activities and
 - Monitoring of other important miscellaneous activities.

All these monitoring reports are generated at divisional level, compiled at circle level and are reviewed at Chief Engineer level.

Construction activity reports cover information in respect of physical status of works including material position and gives quantitative as well as percentage progress achieved and bottle-necks. One of the formats also covers financial monitoring of each work. The most important input for construction work is procurement and supply of equipments and materials to field units. For effective control, this activity covering procurement planning funds, as well as monitoring of the progress of various works and also future forecast for requirement of funds, has been computerised.

Operation and maintenance reports cover information in respect of status of important materials/equipments e.g. capacitors, batteries and chargers, power line carrier, microwave, communication problems, repairs of damaged equipments, commissioning of busbar protection etc.

The general information covers the position of forest clearance cases, insurance claims, arbitration cases, court cases, audit paras etc., to enable the management to take corrective steps as and when required.

5.4.4 RURAL ELECTRIFICATION-EXISTING SYSTEM:

Rural Electrification works are mostly carried out through schemes financed by the Rural Electrification Corporation, New Delhi. The schemewise/ programmewise monitoring is done on monthly basis. At distribution division level of UPSEB, the scheme-wise/programmewise details of electrification of villages and PTW/PS are compiled and districtwise figure are consolidated. The schemewise, monthwise details of expenditure incurred on different voltage lines and sub-stations constructed, is also compiled and submitted to H.Q.(RESPO) through their respective Chief Engineer distribution zone. At headquarter level the information regarding village electrification and PTW/PS energisation is compiled to arrive at the progress of whole State. These figures are compiled on district-wise basis and are furnished to various agencies in the formats prescribed by them.

5.4.5 SECONDARY DISTRIBUTION WORKS:

This work is mostly financed by the Plan Funds provided in the budget of UPSEB and is implemented under 2 separate heads:

I) 33 KV works- The work monitored under secondary (33KV) distribution system are construction of 33KV S/S and increasing capacity of existing 33KV/ S/Ss. The information of lines and substations are monitored on monthly basis and compiled Distribution Zonewise.

At H.Q., the zonewise progress is compiled to arrive at the progress of the whole State and is then furnished to various agencies in the formats prescribed by them.

II) 11KV and below T & D works: The Zonewise annual targets commensurate with the availability of funds, are fixed b.y the RESPO. The Zonewise progress is monitored through the monthly progress reports submitted by the zones, which are compiled at the headquarters.

5.4.6 Energisation of STW/Nalkoop Nigam/W.B. Tubewells:-

The monitoring of these tubewells is done on monthly basis.

Irrigation Department fixes the districtwise targets for the year. The districtwise progress of tubewell energisation is compiled at Tubewell Electrification (WB) Divisions and is submitted to HQ (RESPO) through Chief Engineer, TW-E(W.B)

5.4.7. BOTTLENECKS

As may be observed, UPSEB has an elaborate structure for planning and monitoring set-up.; UPSEB has also installed computers for improved information system and has an extensive micro net works. The following bottlenecks are observed:-

1. Since the physical targets fixed are generally not in line with the finance available, the achievements is always lagging behind the targets. It is lacuna of planning that the major bottleneck listed in most of the progress reports is the lack of finance and therefore the real reasons for slippages do not come to light. Improvement in management information systems, revealing the problems and coordination with major suppliers like. Bharat Heavy Electrical Limited and Instrumentation Ltd. contractors etc. is must.
2. For such large projects of the magnitude, it is necessary that not only are the PERT Charts prepared, but also updated periodically. Presently only lip service is paid to PERT Charts and these are rarely ever up-dated. This is also because, there is a lack of training of the latest techniques of implementation and monitoring. As is known proper maintenance and follow up of PERT Charts could also result in better use of available funds, and other resources.
3. The problems of coordination and in-sufficient survey and investigation for hydel and multipurpose projects have been listed above (under irrigation sector). Number of agencies responsible for these projects is large (some of the agencies are UPSEB, Irrigation Department, Geological Survey of India, Revenue Department etc.), and it is necessary that homogeneous independent units are persued for implementation of these projects.
4. The table below gives the cost increase of various thermal and hydel projects of the State over last several years.

(Rs. in lacs)			
A. Schemes completed by 31.3.85	Original cost	Latest cost	Estd. Cost Overrun
<u>(a) Hydro</u>			
Garhwal-Rishikesh-Chilla	9776	10093	317
Maneri Bhali-I	1778	9156	7378
<u>(b) Thermal</u>			
Obra Stage II and III	15790	39464	23674
Parichha	8372	20187	11815
 B. Schemes to benefit in VII Plan			
<u>(i) Approved schemes</u>			
1. <u>On-going schemes</u>			
Maneri Bhali-II	8263	33866	25603
Anpara 'A'	22719	65774	43055
Tanda	15925	47591	3166
Unchahar	19305	46515	27210
2. <u>New Schemes</u>			
Srinagar, composite	16048	59304	43256
Anpara 'B'	41610	153185	111575

The cost increases indicated in the table cannot be attributed to price rise alone. The plan Monitoring and Cost Management Division carried out a detailed study, indicating analysis of factors responsible for time and cost overrun of Irrigation and power projects, by studying a large number of projects. The reasons for cost increase, in addition

to escalation and price rise, brought out by the study were, inadequate provisions in the original estimates, inadequate survey and investigations, delay in supply of working drawings by consultants and inadequate resources of the constructors. In addition, it has been alleged and noticed by central and state agencies, that due to competition in allocation of plan resources at the central government level, there is a deliberate attempt to underestimate the project cost at the initial stages. This makes mockery of planning system, for which it is necessary that a reasonably correct estimate of project cost be available, so that the resource allocation be more realistic.

5.4.8 SUGGESTIONS

- (1) As is clear from the description given in proceeding paras, the UPSEB has an elaborate set-up for planning and monitoring of both hydel and thermal projects. However inspite of this, there has been substantial cost and time overruns in nearly all the projects of the state. Thus the systems of the project Planning & Monitoring need overhauling. It has been learnt that UPSEB has employed services of Tata Consultancy engineers who have suggested the total MIS systems. It is also learned that the Tatas have submitted the report and same is under study at the UPSEB level. It is hoped that the decision on the report would be taken expeditiously and implemented. However, it is surprising the Tatas, while formulating their proposals were not asked discuss their proforma either with the Central Electricity Authority or with the Plan Monitoring and Cost Management Division of State Planning Institute. As a result the information desired

in the various proformae prescribed by this division or CEA would continue to be prepared in the same old proformas. It is also learned that CEA is now making revisions of their proforma. State Planning Institute, in order to cut down the proformae is also looking at all the proformae being used at present.

We hope that the early action on the system recommended by Tatas is taken to improve the overall management system of the Board.

2. It would be desirable if the other miscellaneous work given to monitoring staff is withdrawn so that they have more time for effective monitoring.
3. Once in a month or at the intervals as considered necessary, the monitoring units at headquarters must send their representatives to site, to gauge the status of the project.
4. In view of the initial delays taking place before the project is finally cleared by various government agencies, it is desirable that after clearance of the project, the project authorities in about 3 months time, review the cost and time schedule of their projects. This should form the base cost and time schedule for the purpose of fund allocation and monitoring.
5. As stated above there is lack of training in latest techniques of implementation and monitoring at the project levels. Training arrangements for the monitoring staff and also incentives, should be devised with the help of monitoring specialists in planning commission, Govt. of India, or other agencies like N.T.P.C. and C.E.A. etc.

6. For regular training of project authorities, the project managers may be provided with readymade software (with computers and training).

Standardised software should be got developed for this purpose.

7. The monitoring staff at the project level should be administratively responsible to the head of the project, but their technical linkage should be directly with the monitoring cell at the head-quarter level.

8. For implementation of each major project, Thermal, Hydel and multipurpose an independent unit with larged delegation of powers should be established. In case the Government finds it difficult to setup independent corporation like the Generation Corporation, it should explore other forms of organisations as in the case of Tehri Dam Project.

5.5 UTTAR PRADESH POWER GENERATION CORPORATION LIMITED

- 5.5.1 This corporation was created a few years back on recommendation of the Rajaadyaaksha Committee which suggested that independent generation companies should be set-up in the public sector both for implementation and for running the completed projects. This should help in increased availability of institutional finance as well as better management of projects. However, due to political and other constraints, only one project namely Firoz Gandhi Unchahar Thermal Power Project with two unit each of 210 M.W. transferred to this Corporation.

5.5.2 Present Monitoring System :

Discussions with the various officers of the corporation shows that the Corporation has a sketchy monitoring system at the project level while it has adequate monitoring unit consisting of the Chief Project Manager and one Executive Engineer at the headquarter level. However, the headquarter monitoring staff have been assigned a number of other responsibilities. In spite of hardly any Monitoring System at the project level and not a very elaborate at the corporation level, it is seen that the time and cost overruns in the case of this project, have been comparatively less showing that independent generation companies are more efficient.

5.5.3 Suggestions :

The corporation has now been allotted two more units of 210MW each as an extension project. However, it is necessary that, before the Corporation becomes unwieldy, project level independent monitoring system be set-up on lines being followed by the UPSEB, taking into account the suggestions mentioned above.

5.6 Micro and Mini Hydro Electric Corporation :

5.6.1. The works of micro and mini hydel stations were earlier being carried out exclusively by the UPSEB. However, at present three agencies are engaged in planning and monitoring of these projects:

UPSEB :

1. Besides the schemes earlier allocated to UPSEB (21 schemes constructed and run by UPSEB), 4 other schemes have further been implemented by UPSEB.

2. Mini and Micro Hydel Electric Corporation :

This corporation has at present 8 schemes (installed capacity 17150 KW) estimated cost of Rs.3118 lakhs.

3. The Non-Conventional Energy Development Agency, which looks after scheme below 200 K.W.

5.6.2 Present Monitoring System :

There is no separate monitoring cell at the corporate level in the corporation. At the project level the Executive Engineers posted at two division namely Pithoragarh and Dehradun, collect data and forward the same to the headquarters. Practically there is no monitoring system at any level in the corporation. The corporation has 19 schemes in hand for which project reports are under preparation and 25 other schemes for which preliminary investigation are in progress.

5.6.3 Suggestions :

It is necessary that the Corporation should create an effective monitoring cell at the headquarter headed by an officer of the level of Executive Engineer reporting directly to the Managing Director and assisted by 2 Assistant Engineers. Similarly, in the initial stages, for very 3 to 4 projects atleast one A.E. should be responsible for monitoring work. With the progress of project, these monitoring cells may have to be further strengthened. As far as formats for monitoring are concerned, formats similar to those for major hydel projects may be adopted with necessary modifications (since there are no large dams) in consultation with the Plan Monitoring & Cost Management Division of State Planning Institute. The engineers posted for monitoring work would also need to be trained in the latest techniques of project implementation and monitoring.

5.7 Non Conventional Energy Development Agency :

- 5.7.1 The non conventional energy development agency (NEDA) is a society of the U.P. Govt. administratively attached to the Department of Additional Source of Energy, which has a Common

Secretary with the Departments of Technical Education and Science and Technology. The Secretary, Technical Education is also ex-officio Chairman of NEDA.

5.7.2 NEDA mainly, acts as extension agency of the department of Additional Source of Energy, Government of India. The Government of U.P. also provides funds to NEDA for administration and for undertaking various schemes on similar lines to those of Government of India. Director NEDA also acts as Director, Integrated Rural Energy Planning Programme being run by State Government in about 30 blocks of the state, in collaboration of Planning Commission, Government of India.

5.7.3 Present Planning and Monitoring System :

The agency has following specialist divisions for carrying out the works related to the each of them :

1. Biomass Division
2. Solar Thermal Division
3. Solar Photo-Voltaic Division
4. Wind Energy Division
5. Micro Hydel Division
6. Energy Conservation Division
7. I.R.E.P. Division

Each of the divisions, except IREP, is headed by Specialist/Senior Scientific Officer. The IREP division is headed by Senior Project Officer in Class-II selection grade. The heads of the divisions operate through the project officers, spread in all the districts of the state. At the state headquarters, there is a post of Chief Project Officer who coordinates the project officers of the districts. The information flow system in the agency is very complicated as there is a dual line of authority to the project officer-one through the heads of divisions and the second through the Chief Project Officer. Because of this, the compilation and transfer of data takes lot of time and financial statements are finalised with lot of delays. This is inspite of installation of a personal computer which is extensively used.

5.7.4 Suggestions :

1. The present post of Chief Project Officer seems to be redundant post and creates confusion in the administration of the Agency. While at the same time there is no independent monitoring unit in the agency. It is, therefore, suggested that the post of Chief Project Officer be resigned as Joint Director, Monitoring who should report direct to the Director.
2. As stated above Secretary, Technical Education is ex-officio Chairman of NEDA. NEDA is basically an energy organisation and its activities are to expand a lot in near future, specially in the field of energy conservation, in all aspects. It would, therefore, be natural that the NEDA's administrative department be energy rather than Technical Education. It is, therefore, strongly recommended that the department of Additional Sources of Energy be transferred, and be attached with the Energy Department and that Secretary Energy be the ex-officio Chairman of NEDA.

5.8 Department of Energy, Government of U.P. :

The department of energy looks after the following Agencies/Corporations :

1. U.P. State Electricity Board.
2. U.P.Rajya Vidyut Utpadan Nigam.
3. Uttar Pradesh Micro and Mini Hydel Corporation.

It has also been proposed above that NEDA be also attached with Department of Energy. In addition to the above, there are other departments looking after various aspects of Energy in the State, for example, the issue of distribution of diesel, kerosene and petrol, is looked after by the Department of Supply. The National Bio-gas and National Smokeless Chulha Programmes are being looked after by the Rural Development Department.

5.8.2 For monitoring of all the various energy sources, it is suggested that a Centralised Monitoring Cell under direct control of Secretary Energy be created. Structure of the cell may be decided by the Secretary Energy with technical support from Plan Monitoring and Cost Management Division of the State Planning Institute.

Industries Department

6.1 The industry sector can be divided into the following sub-schemes designed for achieving the plan objectives :-

1. The Unorganised Sector :

This scheme consist of artisans and cottage industries. It is estimated that out of a total incremental growth input as much as 50% can be attributed to the unorganised sector.

2. Scheme of self-employment for education unemployed

Under this scheme, financial assistance varying from Rs.15,000 to Rs.35,000 is extended to educated unemployed persons for starting their own ventures. In addition, assistance will also provided to industry services in business sector under I.R.D.Programme.

3. Khadi and village industries :

The K.V.I.B provides assistance to individual industry organisations and industrial cooperatives.

4. District Industries Centres :

The main objective of district industries centre is to help the small scale industry in providing margin money and time implementation loan schemes. They also help beneficiaries under various other schemes like TRYSEM and I.R.D.

5. Organised small scale sector :

At present (target for 87-88), there are about 166187 small scale units in the state with an estimated production of Rs.3,216.00 crores and anestimated employment of 1202295.

6. Medium and Major Industries :

The target for additional investment during the Seventh Plan has been kept at Rs.7,000 crores against which Rs.738.00 crores have been provided as plan outlay. The major investment proposed include fertilizer plants, Aronatic complex, switchgear factory, unit of the Hindustan Paper Corporation, Gas cracker project. Various corporations like PICUP, U.P.Financial Corporation, U.P.S.I.D.C., U.P.Small Industries Corporation, U.P.Electronic Corporation, U.P. State Textile Corporation, U.P.State Cooperative Spinning Mill, U.P.State Mineral Development Corporation, are the agencies through which the department functions. Some of the major corporations under the industries departments are dealt within the following paras.

6.2

PICUP is a pioneer organisation in the promotion of industries and is acting as a catalyst in the industrial development of the State. The main activities of the Corporation are industrial development, banking in medium and large scale industries, direct promotion of industrial projects, technical services and institutional support for the growth of industry. The corporation has sanctioned Rs. 96.75 crore in 1986-87 against which an amount of Rs. 51.72 crore have been disbursed. 18 Joint/Assisted sector projects are under active implementation out of 35 projects being implemented by PICUP with an investment of Rs. 2723.32 crore. The total equity participation by PICUP will be Rs. 15 crore.

6.2.2

Existing System

In the joint/assisted sector projects the corporation is doing some monitoring by involving technical and

financial executives of the corporation. Corporation is also bringing out a status report of joint sector projects being promoted by PICUP.

In case of assisted units, follow-up monitoring is done by the officers during implementation as well as during commercial production of the unit. The information on various items of industries is collected in the prescribed proforma. Site visits are also undertaken by officers of the Corporation to ascertain the progress of implementation of units as well as profitability of the unit during commercial production.

Although system exists for monitoring of joint/assisted sector projects as well as of assisted units, yet it is difficult ^{to say} firmly about the effectiveness of the monitoring system. The progress reports/status report collected from the corporation revealed that the progress is not being monitored effectively. PERT CHART in most of the cases have not been prepared. Regular inspections are not being undertaken to verify the progress indicated in the prescribed proforma. It has also been observed that in many projects, significant cost and time over runs have taken place due to slow progress in the implementation of the project. The following are the bottlenecks in the existing monitoring systems :

6.2.3

Bottlenecks

1. Monitoring and follow-up are not being regularly done due to absence of effective centralised monitoring system.
2. Progress in most of the joint/assisted sector projects is not adequate due to lack of effective follow-up.

Progress in the prescribed proformae alongwith the bottlenecks are not being collected from the units.

4. PERT charts in many cases have not been prepared.
5. Lack of coordination among different sections of the corporation.

6.2.4

Suggestions and Recommendations

In view of the bottlenecks and gaps the following recommendations are being made.

1. The monitoring cell should be set-up under the overall guidance and supervision of Deputy Managing Director who may monitor regular progress by seeking requisite information from technical and financial wings of the corporation.
2. PERT chart be prepared and regular inspection be undertaken by the officers of the corporation.
3. Bottlenecks and shortfalls in the progress should be reviewed periodically at regular intervals by the Managing Director.
4. The monitoring cell, after discussing the bottlenecks with the managing director should prepare a detailed report. The report should be sent to different sectional heads for taking appropriate action at their level. In case government attention is required, a copy alongwith the suggestion should be sent to the concerned Secretary of the department.
5. The monitoring cell should also under-take indepth studies of sick units and suggest the packages of assistance after diagnosing the problem for rehabilitation of the sick units. According the plan should be made for dealing with the various problems of sick units spread-over the State and should also be forwarded to the government as well as to the concerned ministry for seeking necessary assistance to cope of with the problem.

6. Computer oriented Information system should be developed for monitoring physical & financial progress of projects
7. An effective coordination is needed with the Monitoring and Cost Management Division of State Planning Institute. In the monitoring Committee of the corporation, a member of YMD should be included.

6.3 Uttar Pradesh State Industrial Development Corporation

6.3.1 UPSIDC was set-up in the year 1961 with the objective of accelerating the pace of industrialisation in the State. The main activities of the corporation include development of basic infrastructure for industries growth centres in zero industry district and extending financial assistance and other facilities to Joint/assisted sector projects.

Till December 1987, 89 industrial estates have been developed in 39 districts of the state by acquiring 27261 acres of land. Of the total 11685 industrial plots have been made available for industrial development after providing infrastructural facilities. The corporation has invested Rs. 55 crores in this scheme. About 7304 acres of land had been distributed in backward districts of the state after acquiring 9400 acres of land. The corporation has however allotted 2086 acres of land in hill region.

In Zero Industry Districts the corporation has established growth centres for development of industries. Such districts in plain and hill areas are 7 and 4 respectively where the corporation has set-up mgrowth centre by acquiring 3400 acres of land.

The corporation is also assisting joint/assisted sector projects and has implemented 25 project involving cost amounting to Rs. 41 crore. Several other projects which include maleic-anhydrid, photo polymer printing plates, hydrogen peroxide, PU Foam leather, ediblegrade rice bran oil, Air pollution control equipment and polyster films for which letter of

intent had been obtained or are under different stages of implementation.

6.3.2 Present Planning and Monitoring System

In the existing system, there is one post of Manager (Planning and Statistics) at the headquarter level who supervises the work of planning and statistics section. The main functions of the cell are planning, budgeting, resource planning. The present manpower structure of the corporation includes one Manager (Planning and Statistics) one assistant manager and 3 assistants. The section collects and analyses the statistics reported by different divisions. About 25-30 returns are received in the section.

The specific planning and monitoring of projects and related activities has been divided into 4 major segments viz project, finance, industrial area and infrastructure. Each section is headed by an officer of the rank of Deputy General Manager. The specific monitoring respective area is done by the deputy general manager and his supporting staff. Besides monthly review meetings are also held with Managing Director/General Manager. The corporation has also acquired two PC-AT and appointed a consultant (ORG) for designing computerised information system for the corporation.

6.3.3 Bottlenecks

1. In the existing system there is hardly any coordination between field and headquarter levels.
2. The total reports collected from the field range between 20-30, it is difficult to process voluminous information by the monitoring cell. The rationalisation of the proformae is therefore needed.
3. The quality aspect of monitoring system is reported to be weak.
4. In the absence of PERT CHART effective periodical monitoring is not being done.

5. Financial monitoring is not effective due to this demand notices on regular basis are not being send to the land allottees. Recovery of dues position is not satisfactory. Overall financial monitoring system needs improvement.
6. Joint/Assisted sector projects need more ^{detailed} and effective monitoring.
7. Regular inspection of projects in production and under implementation should be ensured to take follow up action on the slow progress due to bottlenecks. Bottlenecks are required to be discussed at the managing director level regularly for taking corrective action in time.
8. 2 PC-ATs have been installed in the corporation. But computerised information system has not ^{yet} been established.

6.3.4

Suggestions and Recommendations

1. Centralised information Monitoring System should be created at headquarter level. This may be done by creating a team of qualified personnel under DGM/GM. The team should consist of technical as well as financial experts.
2. PERT CHART be prepared for detailed monitoring of projects. Bottlenecks should be reported at the highest level for a remedial action.
3. Demand/recovery notices system may be computerised. Efforts should also be made to recover outstanding dues from parties/beneficiaries, in time.
4. Adequate training should be provided to the personnel associated with computer cell and computerised information system/^{be}installed.
5. Periodic inspection at regular intervals of time should be undertaken by the officers to ascertain progress of the projects/schemes. This should be done in the prescribed proformae

The report should also provide information about bottlenecks and remedial action needed.

6. The corporation should regularly provide its reports to Monitoring and Cost Management Division of the S.P.I. for the monitoring of physical and financial progress.

6.4 U.P.State Textile Corporation

- 6.4.1 The corporation was established in 1973 as a public limited company. Authorised capital of the corporation is Rs. 100 crores and paid-up capital is Rs. 93 crores as on 30 September, 1987. The U.P.State Textile Corporation has a number of companies, 2 subsidiary Spinning Mill Companies and 1 Woollen Mill under it. The corporation supervises the working of 5 spinning mills and subsidiary Co.nos.1 & 2 supervise the working of 4 spinning mills each. Installed production capacity of UPSTC and its subsidiary companies is given below :-

Unit	Capacity
1. <u>UPSTC :</u>	
1.1 Jhansi	50,000 spindles
1.2 Sandila	50,000
1.3 Kashipur	50,000
1.4 Meerut	50,000
1.5 Jaspur	25,000 spindles
2. <u>UPSSM CO.NO.(1)LTD.</u>	
2.1 Rae-bareilly	50,000 spindles
2.2 Maunath Bhanjan	50,000
2.3 Akbarpur	50,000
2.4 Barabanki	50,000
3. <u>UPSSM CO.NO.(1)LTD.</u>	
3.1 Meja	25,000
3.2 Banda	25,000
3.3 Balia	25,000
3.4 Jaunpur	25,000
4. <u>BHADOHI WOOLLEN MILLS</u>	998

6.4.2 Present system of planning & monitoring :

The corporation has a full-ledged M.I.S. system headed by Manager (System) and assisted by Dy. Manager (System) and supporting staff. The corporation has also installed a computer for quicker review.

6.4.3 Bottlenecks in the present system :

Though the corporation is a full-ledged system the working of its monitoring cell is hardly satisfactory. The organisation of the review meetings is haphazard. Data collected is repetitive and analysis is based mainly on the information desired by the government only. Even the monitoring head, does not generally have information regarding the total number of proformae and their contents that are being used of monitoring of various units. It is surprising inspite of these bottlenecks the corporation says that there is hardly any lacune in the present planning and monitoring system.

6.4.4 Suggestions :

1. It is suggested that the corporation make use of the services of a reputed consultant for installing a scientific M.I.S. System with fuller utilization of the computer installed.
2. No new post need be created for planning and monitoring function in the Corporation. However, the personnel engaged in planning and monitoring should be extensively trained in these fields.
3. The monitoring proformae should be reviewed with the help of the State Planning Institute.

6.5 U.P. Co-operative Spinning Mills Federation Ltd :

- 6.5.1 The federation was set-up mainly to help the weavers and to obtain financial assistance from N.C.D.C. which provides finances at low rate of interest and at higher percentage

of total cost as compared to the financial institutions.

The federation also look after the old cooperative spinning mills that were setup as Cotton Groovers Societies and are running in perpetual loss. Visits to some of the older mills (like Bullandshahr mill) showed that no managerial and monitoring inputs are available with the federation. It is for this reason that the federation was transferred to the industries department, with a common chairman with the U.P.Textile Corporation.

6.5.2 **Bottlenecks** :

The mere fact that the chairman of the U.P.Textile Corporation is also chairman of the U.P.Cooperative Spinning Mills Federation Ltd. has not resulted in any improvement in the planning and monitoring systems of the federation. On the other hand, common chairman between competitive industries generally results in step-motherly treatment to the sister organisation.

6.5.3 **Suggestions** :

1. It is suggested that the federation should have a Chairman, independent of the spinning mills corporation. The chairman of the U.P. Textiles Corporation should be a member of the Board of Governors.
2. A planning and monitoring unit should be set up at the federation headquarter headed by manager system, having a similar reporting pattern to the System Manager, of the U.P.Textiles Corporation after re-organisation as suggested under preceeding para.

6.6 **Directorate of Industries** :

- 6.6.1 The industry department supervises the work of large number of corporations in addition to the overall planning and

monitoring of the department itself. As we have seen, Corporations under the department themselves are not well organised.

6.6.2

Existing Planning & Monitoring System :

The monitoring of industrial schemes in the Directorate of industries is done by a separate section of planning and research. This wing has been entrusted with the work of formulation and monitoring of plan. The section is headed by an Additional Director of Industries and supported by Joint Director, Deputy Director, Assistant Director and investigators. According to the information made available the monitoring work is done at three levels viz. district zone, and directorate level. The information is collected from the field and is analysed at the headquarter level. Also monthly progress review meetings take place at the directorate level under the chairmanship of Commissioner and Director of Industries. At the zonal level the progress is reviewed by Zonal Addl./Joint Director of Industries and at the district level it is done by General Manager, district industries centre. At the district level the planning and monitoring cell consists of manager (Economic Investigator) and senior and junior investigators. The corporations working under industries department also reviews their plan progress in monthly meetings.

6.6.3

Bottlenecks :

1. Since the department does not have an effective planning and monitoring unit, there is no unit in the department which can analyse the various data generated from its various units and corporations and to provide policy background information and papers to the Principal Secretary Industries and to the Secretary Planning.

2. Monitoring of the various schemes is not done in qualitative and quantitative terms.
3. At the district level, there is much scope of coordination among different agencies viz. Industrial Corporations, Banks and DIC. Effective monitoring is needed for application sent by DIC and rejected by Banks.
4. Surveys at the district level for identification of potential industries and entrepreneurship are far from satisfactory. The target should be based on surveys and people participations.
5. Monitoring and control system of sick industry is inadequate.
6. Lack of training in planning and monitoring system particularly at district and zonal level is also responsible for weak monitoring.
7. Industrial planning and monitoring also need cooperation of voluntary agencies, resource personnel of the area.
8. The unorganised sector needs vigorous efforts for data collection, planning and monitoring. At present the absence of reliable data poses great problem in planning.
9. Due to absence^{of} regular and reliable reporting of bottlenecks and problems, the sickness in industries is progressively increasing.
10. Adequate field surveys are not undertaken to diagnose the viability of the units from time to time.
11. Impact of subsidies and concessions is not being adequately monitored.

6.6.4

Proposal of the Deptt. for the 8th Plan :

The department has proposed a Plan Review Committee at the district level under chairmanship of District Magistrate

in which all the officers connected with development should participate. The committee should undertake the periodical review of the progress of different promotional schemes for industries being implemented in the district. It has also been suggested that the present structure at the district level need strengthening. It could only require that the Manager Plan and senior/junior investigator posts at district level should be exclusively entrusted with the formulation implementation and monitoring work.

6.6.5

Suggestions and recommendations :

1. The planning and research wing of the directorate should be entrusted ^{with} the work of project planning, preparation of project profiles of viable projects, data collection compilation of statistics for planning purposes.
2. The monitoring cell in the directorate should be separate and should work under Joint Director/Additional Director. The cell should monitor the progress of under organised, and organised sector including small, medium and major industries. A proposed organisation chart covering points (1) and (2) is appended.
3. At the district level, a co-ordination, committee or a task-force may be setup for planning and monitoring. The committee should be headed by District Magistrate and include officer of industry department. KVIB DRDA, Bank, Power and a member of industrial development corporation which is working in the area or has promoted project in the area.
4. For planning purposes, techno-economic surveys for identification of potential industries, investment alternatives, availability of raw material, power, entrepreneurial skill etc. should be conducted. The data should be updated from time to time. In this process, the voluntary agencies, people's representative and other resource

personnel may be involved. This would help in preparing need based and resource based plan for the area.

5. Periodic indepth evaluation is also essential for ascertaining the impact of incentives, concessions, and subsidies provided for the industrial development. It will help in formulating package of assistance for future plans.
6. Annual survey of industries is regularly conducted by directorate of Economics and Statistics. Employment survey of potential/new industries are conducted by District Office of the Directorate of Training and Employment. District Industry Centre as well as Directorate of Industries may take the help of these offices in formulating district plans.
7. Monitoring and control of sick industries should be given priority. Information should be regularly collected about the bottlenecks and effective remedial measures should be taken by identifying problems and bottlenecks. A separate officer,ⁱⁿ the monitoring of cell of the Directorate, may look after sick industries.
8. The Directorate should also monitor the performance of various corporations working under industries department with reference to the promotional programmes being executed by these corporations.
9. The proposed planning and monitoring cell in the district may provide necessary guidance in organising the effective system of planning and monitoring at district level.
10. The monitoring cell of the directorate should have an officer who should collect and analyse the data regarding the delays that occur in issuing the various state and central government clearance specially in small scale industry of the state. This would include formalities like the electrical connection, the availability of scarce raw-materials, sales tax and excise clearances etc. This job is normally^{the} job of the U.P. small scale industries corporation. However, collection and anlysis of data atthe directorate would help in providing assistance in policy formulation.

7.0

SOCIAL SERVICE SECTORS

7.1

Education

7.1.1

Secondary Education :

For planning and monitoring of the education system in the State, a monitoring cell was established in the department in the year 1980-81. The organisational structure of the cell designated as monitoring cell is as follows :-

Sl.No.	POST	No.of sanctioned post.	Post vacant
1.	Assistant Director (Monitoring)	1	-
2.	Research Officer	3	2
3.	Research Assistant	6	4
4.	Statistical Assistant	2	1
5.	Punch Operator	1	1
6.	Other Assistant	5	-
TOTAL		18	8

Of the 18 sanctioned posts, 8 posts are vacant. According to the information made available, the monitoring cell carries out the following types of works :-

1. Work relating to district plan.
2. Preparation of departmental plan.
3. Residential housing scheme.
4. Compilation and vetting of information under 20-Point programme.
5. Compilation and review of information received from division.
6. Supply of information required by other organisations.

7.1.1.2

Bottlenecks

1. The work done by monitoring cell at present is far from satisfactory. The total no. of schemes in the plan at district and state level are 38 and 60

respectively. However, the existing staff is not able to monitor these schemes. The reason attributed for this is shortage of staff and trained manpower in the cell.

2. In the existing structure, sizeable number of posts have been reserved for employees to be taken on deputation from economic and statistics department. The economics and statistics department is not able to provide requisite manpower for manning these posts. Consequently these are lying vacant.
3. The cell has not developed any linkage with field offices^{and} has not developed any monitoring proforma for getting periodic information.
4. Education department has a very large number of schemes which are of development nature but are not included in plan. Example of such schemes are like arranging for distribution of Govt. quota paper to text book manufacturers and to see that the prescribed text books are published and their distribution to the schools is arranged in time. Another example is the provision of equipment to schools, maintenance of buildings and equipment of various schools.
5. The present organisation structure would need reorientation in the light of monitoring.

7.1.1.3

Proposal for Eighth Plan :

The department has indicated that the cell is not working on scientific lines due to inadequate manpower and trained staff. The cell is simply doing some planning and co-ordination work at head quarter level. It has been envisaged that the following additional staff in the monitoring cell would be required for effective monitoring during 8th Plan.

Proposed Organisational Structure of Monitoring Cell
For Eighth Plan

State Sector	No.	District Sector	No.	Additional Post
Assistant Director	1	Assistant Director (Monitoring)	1	1
Research Officer	2	Research Officer	2	1
Research Assistant	3	Research Asstt.	3	-
Statistical Asstt.	3	Statistical Asstt.	3	4
TOTAL	9	TOTAL	9	6

The strengthening of the cell would require an additional annual expenditure of Rs.1.68 lakh.

7.1.2

Higher Education :

7.1.2.1

In the existing organisational structure, there is only one statistical unit in the department headed by Deputy Director (Statistics), who also carries out functions of monitoring. The following is the manpower structure of statistical unit.

Manpower Structure of the Statistical Unit

Sl.No.	P O S T	No.
1.	Deputy Director(Statistics)	1
2.	Statistical Officer	3
3.	Other Assistants.	4
	TOTAL	8

The statistical cell collects information from 404 government/ non-government degree colleges about their quarterly working days and academic days. A booklet giving statistical details about higher education is also brought out annually by the cell. Monthly report from regional offices is also collected and reviewed at Director's level. At the headquarter level

work done by different sections is also reviewed monthly. Besides, the information about the expenditure is also collected from different regions and also from headquarter and reviewed periodically.

7.1.2.2 Bottlenecks in the system

1. Regular and timely flow of information from regions is lacking.
2. The degree colleges also do not provide relevant and requisite information in time. In the existing system there is no provision which can force^{to} them send information in time.
3. The department has computerised certain formats for physical and financial progress of degree college. Due to inadequate manpower in the computer cell the progress of compilation and computerisation of information is far from satisfactory.

7.1.2.3 To cope-up with the above bottlenecks in the existing system, the department would require 4 additional post of investigator-cum-compiler, 4 statistical assistant, 1 Superintendent and 2 Assistant and 2 Class IV for employees. Besides one assistant statistical officer and one investigator-cum-compiler would be required in each regional offices.

The annual expenditure as a result of proposed structure of the cell would be Rs. 8.16 lakh.

7.1.3 Adult education

7.1.3.1 The present setup of monitoring in the deptt. is headed by Dy. Director (Monitoring). He is supported by Asstt. Director, Research Officer and other subordinate staff. The following is the manpower structure of monitoring cell at the headquarter.

Manpower structure of monitoring cell

Sl.No.	Post	No.	Vacant
1.	Dy.Director(Monitoring)	1	-
2.	Assistant Director(Statistics)	1	-
3.	Research Officer	-	1
4.	Assistant R.O.	1	-
5.	Statistical Asstt.	3	-
TOTAL		6	1

The main function of the monitoring cell is to collect and analyse the information relating to various schemes from districts and verification of the reported progress by means of random checking. The feed back is given to the district to improve the durations on the basis of reports prepared.

At the district level, the work relating to collection of information and presentation of reports is entrusted to a Statistical Assistant working under Distt.Adult Education Officer.

7.1.3.2

Bottlenecks:

1. Progress reports from the districts are not received in time. It is also difficult to varify the correctness of reported figures.
2. Inadequate staff and lack of training also contribute to the slackness of the system.
3. Computer is required for the improvement in the system.

7.1.3.3

Proposed System for the Eighth Five Year PlanProposed Structure

Sl.No.	Post	At Headquarter	At Distt. level
1.	Dy. Director(Monitoring)	1	
2.	Asstt. Director(Stati.)	1	
3.	R.O.	1	
4.	A.R.O.	1	
5.	Stat. Officer	1	1(New)
6.	A.S.O.	2	
7.	S.A./T.A.	6-3(New)	3-2(New)
8.	Compilor	5(New)	
9.	Steno	3(New)	
10.	Clerk	2(New)	

The total annual expenditure during Eighth Five Year Plan an additional posts has been worked out at Rs.30.44 lakh. Besides Rs.2.40 lakh has been proposed for purchase of computer and typewriters. The utilisation of these equipment would require an additional expenditure of Rs.15.22 lakh.

7.1.4

Suggestions & Recommendations :

1. It has been observed through studies conducted by different agencies that the teaching facilities and infra-structural facilities in department are extremely inadequate. Consequently, they have adversely affected the education system in the state. The significant proportion of the primary and basic schools do not possess buildings, furniture, teachers, teaching materials and other infra-structural facilities, like drinking water, urinals and laterines. Absence of these facilities is adversely affecting the quality of education in these institutions.

2. Instead of creating a separate Planning and Monitoring Cell for the adult education, the monitoring cell should work under the Directorate of Education. The Director education should be made incharge of the monitoring of all education programmes including those of other directorates like Director Basic Shiksha, Director Higher Education etc. It also help in pooling the resources at one place for their effective utilisation.
3. The present system of monitoring is inadequate in the light of the progressively growing education. The existing norm of inspection should be reviewed against the work load of officers so that effective monitoring and inspection can be done by different level of officers.
4. The progress under universalisation of education should be monitored in physical and financial terms.
5. Funds and grants provided to schools which do not have pucca buildings Tatpatti and other minimum infrastructural facilities should be monitored to study the inspection work undertaken by staff and peoples representative and action taken on deficiencies reported by them.
6. Enrolment of student and drop-outs in different districts at primary basic and middle level against the set targets should be monitored half yearly.
7. As the progress in building works is far from satisfactory, the progress of building works may be sought from P.W.D. in prescribed proforma in physical and financial terms. Regular inspection by the staff may also be taken for determining progress. A common monitoring system for all civil works has been suggested in a separate chapter.

8. The present financial system in the department ^{does not provide} progress of fund utilisation in different functional areas ^{and also suffers from} duplication of work if any and scope of improvement ^{It} should be also undertaken on quarterly basis.
9. Periodic progress report for legal matters pending and settled should also be collected.
10. The monitoring system in the education department can be developed by means of fixing adequate norms for inspection and timely sending of returns at each functional level. The head of the division may be instructed to collect information from block district and regional levels and also review the progress from time to time. The monitoring division at the state level should be co-ordinated in the functioning of functional division and should also design information system and its guidelines for effective monitoring at the State Head Quarter.
11. The newly created planning and monitoring cell at the district level would provide all necessary help including training of the staff associated with the monitoring works at the district and block level. The proposed reorganisation would however also require the training and education of the staff associated with the monitoring work at the headquarter level. The work may however be entrusted to the training division of State Planning Institute, U.P. which could take help of Plan Monitoring and Cost Management Division.
12. The inspection of schools is being done by outdated inspection proforma and procedure. It is suggested that the proforma be completely revised and a new scientific inspection system be designed with the help of well known institutes S.C.E.R.T., N.C.E.R.T. etc. The school inspection system may be computerised

to determine the trends action require.

13. For better implementation and monitoring of both Plan and Non plan schemes, a thorough study of all the scheme of the department be^{conducted} so that each of them could be projectised. It should be possible to projectise a high proportion of schemes. The staff of the education department engaged in formulation and implementation of such schemes may be trained in project formulation and appraisal techniques with the help of the Training Division of State Planning Institute as has been recently done for the officers of the Hill Development Department.

7.2 TECHNICAL EDUCATION

7.2.1 At the beginning of the Seventh Five Year Plan, the number of engineering colleges and diploma level institutions in the state stood at 10 and 70 with a corresponding intake capacity of 1762 and 8533. The main thrust as per the Seventh Plan document was to consolidate and modernise already established institutions, to adopt emerging areas of technology, to have greater inter action with industry and to create computer awareness. For the year 1987-88, an outlay of Rs.2043.56 lakh including Rs.275.00 lakh for hills was allocated.

7.2.2 Existing System of Planning and Monitoring

In the existing setup, the directorate has one planning cell headed by Joint Director (Plan). The cell prepares the plans, and collects data about the schemes. The following is the organisational structure of the planning cell.

MANPOWER STRUCTURE OF THE CELL

Sl.No.	Designation	No.of Post
1.	Joint Director (Plan)	1
2.	Deputy Director (Plan)	1
3.	Asstt.Director (Plan)	1
4.	Asstt.Director (Building/General)	1
5.	Statistical Asstt.	1
6.	Superintendent	1
7.	Investigator Cum-Computer	3
8.	Technical Asstt.	1
9.	Senior Assistant	1
10.	Typist	1
11.	Stenographer	4
12.	Class-IV	4
TOTAL		20

The plans prepared by the planning cell relate to establishment

of new polytechnics and their strengthening, land, building, equipment etc. The building works are supervised by Assistant Director (Building) and Deputy Director (Plan).

There is no monitoring cell in the department. Due to this, the directorate has reported that monitoring and evaluation aspects of programme are weak. The department has, therefore, recommended a separate monitoring cell.

7.2.3 BOTTLENECKS :

In the absence of monitoring, the following difficulties are encountered.

1. Difficulties are faced in the achievement of targets.
2. Actual assessment of progress is difficult to ascertain.
3. Monitoring of progress is not done on the scientific lines due to absence of MIS.
4. Collection and analysis of data reported from the schemes are not satisfactory.
5. Inadequacy of staff and lack of training.

7.2.4 Proposed for Eighth Plan

The department has proposed a MIS cell under the overall supervision and guidance of additional director. The MIS system will comprise of three sub-cell namely, Policy Formulation Cell, Policy implementation cell and Monitoring cell. Each cell will be headed by a Joint Director and supporting staff. The monitoring cell will comprise of following staff :

Proposed Manpower Structure of the Monitoring Cell as desired by the Deptt.

<u>S.No.</u>	<u>Post</u>	<u>No. of Post</u>
1.	Joint Director	1
2.	Senior Research Officer	1
3.	Research Officer	1
4.	Stenographer	3
5.	Clerk	2
6.	Class-IV	4
		12

The overall structure of MIS cell in the three sub cells has been suggested as under :

Post

Additional Director

Overall Incharge of MIS cell

I Plan (policy formulation) cell

Joint Director (Plan)
Deputy Director(Plan)
Deputy Director(Plan)
Assistant Director(Plan)
Assistant Director(General/Building)

II. Policy Impelmentation Cell

Joint Director
Deputy Director(Recruitment)
Deputy Director(Building)
Deputy Director(Equipment)
Senior Research Officer

III. Monitoring Cell

As proposed above.

The total expenditure as a result of this expansion will be Rs. 75.38 lakh.

7.2.5

Suggestion & Recommendation

1. In the beginning, a start may be made by reorganising the existing planning cell in such a way that an Assistant Director may be given exclusive work for monitoring. He may be supported by Investigator-cum-Computer and few assistant. He should also be given training in the monitoring so that he may be able to design the necessary information system.

2. The Monitoring cell may be strengthened in Eighth Plan by setting up a cell under Deputy Director(Monitoring). The other supporting staff may include two Research Officers, 4 Research Assistants and few investigator.
3. The cell may take up the work of monitoring progress about utilisation of funds under different schemes, physical achievements, bottlenecks in the effective implementation. The exception report and the bottlenecks report alongwith proposed remedial measures should be reviewed at the Director's level.
4. Adequate training should be provided to the staff associated with monitoring. At District level also, a link officer should be nominated in each technical institution/Poly-technics for supplying requisite information in time.
5. The Monitoring Cell, while being under administrative control of its department, should have direct technical linkage with the Plan Monitoring and Cost Management Division of the State.
6. A system should be formulated to study the future requirement of technical personnel of various categories and policy changes necessary for the same.

7.3

HARIJAN AND SOCIAL WELFARE DEPARTMENT

7.3.1

The population of the scheduled castes and scheduled tribes in the State according to 1981 census is 2.34 crores and 2.32 lakh respectively which is 21.2% and .02 percent respectively of the total population of the State. The main cause of backwardness of these communities can be attributed to the educational and economic backwardness. With a view to alleviating the economic and educational condition of scheduled caste families Special Component Plan was adopted since October, 1980. The total allocation made in the Seventh Five Year Plan for Harijan and Social Welfare amounted to Rs. 136.11 crores. The nodal agency for implementing various welfare schemes of scheduled castes and scheduled tribes is department of Harijan and Social Welfare.

7.3.2

PRESENT PLANNING SYSTEM

The monitoring of the schemes at the directorate level is done by 'coordination and statistical Unit' headed by Statistical Officer. The Statistical Officer is supported by Statistical Assistant, Investigator and Compiler. The details are given in the following table:

ORGANISATIONAL STRUCTURE OF MONITORING CELL

S.No.	Name of the post	No.
1.	Statistical Officer	1
2.	Statistical Asstt.	1
3.	Compiler	2
4.	Investigator	2
5.	Class-IV	1
Total		7

At the district level the post of senior assistant is sanctioned in only 5 district of the state for monitoring work. At the headquarter level 44 returns relating to progress under different schemes are received from the district. This information is quite voluminous and difficult to process with the scanty staff available at the headquarter level. Besides, in the existing organisational structure of the monitoring unit, there is no system to varify the reported figures, With the result the collected data can easily be questioned. The absence of such a system is attributed to lack of adquate staff. It has also been observed that majority of the reports are not received in time. No analysis of information is undertaken at the headquarter level and ^{therefore,} important inferences and vital points in the programme implemen-
tation can not be assessed on the basis of returns received from the districts. The department has, therefore, proposed one post of senior assistant in each district of the state.

One P.C.-X.T. has been installed in the directorate on 6th November, 1987 but in absence of proper training of staff the computer is lying idle. Although, efforts have been made to impart training to some of the middle and senior level officers of the directorate, it is doubtful if they will be able to spare much time for computer oriented monitoring work due to their increasing responsibility and quantum of work already in hand. It is, therefore, considered essential to create a separate cell for computerised MIS.

4

Bottlenecks :

1. Adequate staff is not available in the planning cell.
2. The information from the districts is not received in time. In majority of the cases information received is incomplete and partial.
3. In 52 districts of the state, there is no staff or assistants for monitoring and coordination work.
4. There is no staff for operating the computer at the directorate and therefore it is lying idel.
5. As indicated earlier the voluminous information is collected in 44 proformae from the districts but due to inadequate and under qualified staff makes it difficult for any analysis and processing of the information. It is also difficult to verify the reported figures of the district.

6. There is also lack of coordination among different agencies/ departments at the district and state level. For example Directorate of Tribal Development and Utar Pradesh Harijan Vitta and Avas Nigam are also working for the upliftment of scheduled caste and tribes but there is no proper coordination among them.

7.3.5 Proposal for Eighth Plan :

1. The department has proposed one post of Asstt. Plan Coordination Officer and One post of Superintendent Gr.I. The additional annual financial expenditure as a result of this would be about Rs.20,000. Besides, non-recurring expenditure of about Rs.25,000 will be required for office furniture etc.
2. It has been envisaged by the department that One Compiler and One Senior Asstt. for monitoring work will be required for each district. Besides, strengthening of computer cell would be needed. The total annual expenditure on account of this expansion would be about Rs.11.37 lakhs.
3. The planning cell of the department should be accorded adequate importance. One Office of the Dy. Director level should be designated as Dy. Director (Planning) and a team of social, economic and statistics discipline should be provided in the cell. The statistical officer should be posted in the cell.

7.3.6 Suggestions and Recommendations :

1. Rationalisation of the proformae at various levels of the department is urgently needed as their number is quite large. This would help in avoiding duplication and multiplicity of information. It will also assist the department in eliminating irrelevant information and proformae.
2. The organisational structure should be reoriented in the light of effective planning and monitoring of schemes. It will require proper linkage of planning and monitoring cell with programme implementing officers at district and division level.
3. The work of monitoring at the directorate level should be entrusted to an officer of atleast of the rank of Dy. Director. The responsibility of the Deputy Director will also be to coordinate in the manual and computerized information system.
4. The computer cell may be created for computerised monitoring system and should have one Programmer and two Data Entry Operators.

5. It is also necessary to conduct monitoring and concurrent Evaluation Studies from time to time so that the short-comings indicated in the reports/returns can be studied enddepth and corrective measures may be accordingly taken on the basis of these studies in the light of future plans specially in the succeeding annual plans.
6. The officers and staff of planning and monitoring cells should be trained in the fields of project planning, formulation and monitoring, so that most of the schemes of the department are projectised.

7.4

MEDICAL PUBLIC HEALTH AND FAMILY WELFARE

7.4.1

The medical, public health and family welfare department in the State looks after the following five directorates :

1. Medical Health Directorate;
2. Medical Education and Training Directorate;
3. Family Welfare Directorate;
4. Ayurvedik and Unani Directorate;
5. Homoeopathic Directorate

In addition the department looks after the Sanjay Gandhi Institute of Post Graduate Studies and directorate of Population Center and Population Project.

7.4.2

MEDICAL HEALTH DIRECTORATE

The Medical Directorate looks after the following major programmes:

- (i) Establishment of Primary Health Centre and Sub Centre
- (ii) Community Health Centre
- (iii) Programme for welfare of women and children
- (iv) Hospitals and Dispensaries
- (v) Leprosy eradication programme
- (vi) National Tuberculosis Control Programme
- (vii) National Malaria Control Programme
- (viii) National Filaria Control Programme
- (ix) National Goiter Control Programme
- (x) National Blindness eradication Programme
- (xi) Venereal diseases Control Programme
- (xii) Diarrhoeal diseases Control Programme
- (xiii) 20-Point Programme

Out of the above programme, some of the programmes like leprosy eradication programme, Malaria eradication programme, National Tuberculosis control programme, National blindness

eradication programme, National Filaria Control Programme etc. are wholly centrally sponsored schemes.

7.4.3

PRESENT PLANNING AND MONITORING SYSTEM OF THE DIRECTORATE

The Planning and Monitoring cell of the directorate is headed by the Additional Director (Planning) who is assisted by Joint Director (Planning). These two officers, in addition to planning, also look after general administration, transfer, posting, co-ordination between sections etc. Recently a monitoring and evaluation cell has been created which has the following sanctioned strength ;

Research Officer	-	1
Senior Clerk-cum- Accounts Clerk.	-	1
Junior Clerk	-	1
Peon	-	1

Study of the monitoring system of the directorate brings out the following major points ;

1. Data compilation for most of the planning and monitoring work is mechanical and various proformas prescribed by Central/ State Govt. are only being filled up and forwarded. About 29 types of reports are sent from the district to State Headquarters. Thus the system is cumbersome and expensive both time and costwise. Due to large number of reports there is a considerable overlapping and duplication and those responsible for collection/compilation get very little time for the same.

2. The collection of data is being done by a large number of agencies, schemewise, separately on a regular as well as adhoc basis. Its compilation and reporting is also done separately. Even at the Directorate of MPH & FWS there is rigid compartmentalisation. There is no effective co-ordination. The data sets are resultantly quite often inconsistent, overlapping, and in some cases, even mutually irreconcilable. They also lack continuity, and have suspect reliability.

3. Figures/informations gathered at the base level pass through different levels and channels but there is hardly any effective arrangement for their systematised compilation, collection, classification, analysis, presentation by purpose, and proper storage with ease of retrieval.

4. Since the data is collected on behalf of a large number of State and Central agencies, it is noted that quite often the precise purpose for which the data is needed is not understood. As a result a large amount of information is rarely used and a large amount of Adhoc additional data is collected without necessarily streamlining the previously collected data.

5. Data/informations are very seldom used to prepare scientific performance appraisals and outline remedial action. In fact, management control reports are not prepared. Collected data are hardly linked with a regularly by activated chain of 'feed-forward' and 'feed back' communication. Some data are conveniently not available even to the Department colleagues.

7.4.4

20-POINT PROGRAMME :

Monitoring of 20-Point Programme is mainly done by the Vital statistics Section which works under the control of Additional Director, (20-Point Programme), who also looks after Blindness eradication, leprosy eradication and the Tuberculosis control programmes. Each of the above programmes is looked after by one Joint Director.

The vital statistics section has the following sanctioned strength :

Statistical Officer	-	1
Statistical Asstt.	-	5
Computer/Compiler	-	26
Punch/Verifying Operator	-	10

7.4.5 BOTTLENECKS AT THE DIRECTORATE LEVEL :

1. As is clear from the discussion of cell, the cell acts mainly as a post-office rather than a monitoring cell which analyses and interpretes the data. It is, therefore, necessary that a comprehensive MIS System is designed for the Medical & Public Health Directorate.
2. The cell does not have sufficient equipment like photo copy machine, English Typewriters, Computer etc.

7.4.6 FAMILY WELFARE DIRECTORATE :

The formats for the Management Information System for Family Welfare are the same as have been indicated by the Government of India. The system is operated by the Demographic and Evaluation Cell of the State Family Welfare Bureau (SFWB) at the State level. For handling work related with this subsystem at district level, a Statistical Assistant/Project Evaluation Worker/Computer has been appointed in the office of the C.M.O. The PHCs also have a Computer who record targets-achievements areawise on the designated formats. Information recorded here are forwarded to the office of CMO where they are compiled PHCwise for the entire district. They are then transmitted to the SFWB where the compilation, tabulation, and analysis of the data/information is done for the entire state. It is forwarded to the Central Evaluation and Intelligence Cell of the G.O.I. in the prescribed format.

Every FW centre (FWC) maintains prescribed formats. Each FWC is expected to survey families in its allotted area recording membership. Based on this a Target Couple Register (TCR) is prepared. The TCR contains age, education, religion, caste, number of living children, age of youngest child

use of contraceptives, result of follow-up visit (of FW Worker) about the targetted complex. The TCR is to be constantly updated on the basis of yearly surveys. Information gathered through TCRs is aggregated for the entire FWC and a summary is prepared.

Each FWC has to maintain the following registers (in addition to the TCRs) :

1. DAILY CASE REGISTER(DCR) : Listing name, address, age, sex of the visitors and the services provided to him/her.
2. REGISTER FOR TRADITIONAL CONTRACEPTIVES (RTC) : Listing name, sex, age, number of living children of contraceptive users and the category and quantity of contraceptive(s) given to them.
3. Stock Register for Traditional Contraceptive.
4. Register for Loops.
5. Register for Sterilisations.

In addition, individual case cards are to be maintained for loop insertions/sterilisations. Each FWC has to also maintain records about MCH activities on prescribed formats. The information to be provided in these pertains to : TT, DPT, DT, BCG, Polio, Iron/Folic Acid Tablets.

Monthly/Quarterly progress reports (MPR/QPR) are sent to the higher level on the prescribed formats. The MPRs are sent for (A) loop insertions, Sterilisations (P-1) (b) use of traditional contraceptives (TGs) (P-2) and (c) work of single units (P-3). These are compiled by the SFWB. Similar reports about MCH activities are also filed. The Department of MPH &

FW forwards these MPRs to the G.O.I. by 10th and with details by the 20th of next month. These are considered to be provisional and are expected to be confirmed after every quarter. Additional QPRs giving details of contraceptive behaviour are now also being filed.

Concern pre-natal, during delivery and post-natal services and children immunised.

Yearly Reports:

1. District-wise target-achievement of male/female sterilisation, loops insertion and use of TCs.
2. Age of wives, rural-urban residence, number of living children, education of husband and wife for acceptors of contraceptives.

7.4.7

CHECKING OF REPORTS :

Since 1972 checking of reports / (in particular those showing 100 percent achievements) is being done on a sampling basis. The objective is to verify the genuineness of achievements, demographic background, addresses of acceptors, and acknowledgment of FW service by the acceptors, In U.P. this percentage is kept at 5 and is being done by the Statistical Asstt. (of Regional JDs and CMO Offices) and Computers (PHCs).

Review and Evaluation :

7.4.8

Review and evaluation is done on the basis of following indicators:

1. TC Users Rate (QTY of TCs Distributed: Number of Constant Users).
2. Equating Use of TC Use with Sterilisations: (to arrive

at relative contribution made by different methods of FW in averting berths).

3. Rate of Target Achievement for different contraceptive methods.
4. Target Couples Protection Rate.
- 5, Births Averted.

7.4.9 SPECIAL STUDIES (INTERNAL AND EXTERNAL)

The Demographic & Evaluation Cell of SWFB, and Population Centre of the Department supplement the monitoring by the foregoing MIS. The Population Research Centre of Lucknow University, PED, DRG, Baroda and IIM, Ahmedabad are some of the outside organisations which have undertaken special studies on population control in U.P.

7.4.10 BOTTLENECKS:

The coverage of FW segment too is highly sketchy: of the major areas in it (i.e. demographic profile, making people actively aware about population control, development of newer techniques-including building of adequate capacities of manufacture storage, supply, distribution, providing F.P. services, and making practices of small family norm as an attractive and socially secure proposition, the MIS is concerned with only one namely fulfilling various F.P. targets.

7.4.11 INDIA POPULATION PROJECT (I.P.P.) AREAS

The MIES system for IPP has been developed by the Population Centre, Lucknow in collaboration with the Population Centre, Bangalore, Indian Institute of Management, Ahmedabad and Administrative Staff Collage of India, Hyderabad and after pilot experimentation, is now being operated in 12 districts of U.P.

7.4.12 REPORTING FORMATS:

Reporting is to be done at five levels : MPW, Supervisor,

PHC, District and State. The number of reporting formats for different categories of staff especially upto PHC level are different. These are eight for MPW (male), 9 for MPW(female), 2 for Health Supervisor (male) and 1 each for Health Supervisor (female) and Block Extension Education (BEE).

In the initial phase, monitoring was confined only upto PHC level. Later, monitoring was started for the remaining two levels also. The MPWs submit their report to their Supervisor and not directly to the MO's of the PHC. The Supervisor prepares a consolidated report workerwise and submits it to the MO. A summary report is prepared each month at the PHC level. The BEE is also expected to carry the MPRs to the district level on a fixed date. The MPRs of the PHCs are sent to the Central Processing Unit (CPU) at the State Head Quarters by the CMO by post.

7.4.13 CONTENT OF MONITORING :

MIES of the PP concerns 4 programmes ; Family Planning MCH, Medical & Health and Malaria. A number of indicators are used for each of these programmes. (12 in number).

All the 12 indicators have been assigned equal weightage. The performance of the PHCs is graded on the basis of above indicators using specific standardization formula and classified as good, average and poor. The performance appraisal reports provide graduation of all the PHCs of a district for each of the four programmes.

7.4.14 FEED BACK :

This is provided at different levels. At the workers level, the supervisor's compilation report forms the basis of feedback given to the worker. The MOs also review the performance of each worker and each sectors in the monthly meeting. The CMO gives feedback to the MO on the basis of monthly

summary reports of the PHCs. The CPU gives feedback in a form of 6 Tables to each districts. These are :

1. Performance Appraisal Report.
2. Attention needed report.
3. Family Planning Programme
4. MCH
5. Medical & Health
6. Malaria Control Programme.

Analysis for each of the 234 PHCs under the IPP programme (88 under IPP-I and 146 under IPP-II) is carried out by the CPU.

The feedback is sent to the CMOs and MOs to facilitate the discussion in the monthly meetings. Roughly about a month is taken in the processing.

The MIES data processing was being done through a Computer which has not been functional for the last 1½ years. The operation of the system has consequently got clogged up.

7.4.15 DIRECTORATES FOR INDIAN SYSTEM OF MEDICINE AND HOMOEOPATHIC SYSTEM OF MEDICINE :

Over the last decade or so these two systems of medicine are gaining lot of importance of two separate directorates, one for Ayurvedik and Unani system and one for Homoeopathic system have been setup. During the 6th Five Year Plan 429 Ayurvedik and Unani dispensary were setup in the State, in addition to 29 Ayurvedik and 3 Unani hospitals. In addition in the current plan 19 and 30 hospitals were sanctioned during the years 1985-86 and 1986-87 respectively. The State also had 907 Homoeopathic dispensaries as on 1st April, 1987 with the plan of 80 more dispensary in 1987-88.

However with such a large establishment in the above two directorates presently there is no post for planning and monitoring in Homoeopathic directorate and only one research officer

and statistical assistant each reporting to Assistant Director (Planning) in the Ayurvedic and Unani Directorate.

7.4.16 PLANNING AT SECRETARIAT LEVEL :

The work of planning and monitoring and medical services at secretariat level is being carried out in section-6 of the Secretariat which is being looked after by one Deputy Secretary who is assisted by one Research Officer for planning and monitoring work and other staff. However, the Deputy Secretary and the Section deal not only with planning and monitoring work but are also concerned with a large number of miscellaneous jobs including coordination work for legislature.

7.4.17 SUGGESTIONS :

1. As can be seen from above while there is an elaborate system of collection of information from the various PHC level district level and State level agencies, there is no centralized system for proper analysis, for avoiding duplication, for proper interpretation and for policy direction. It is also seen that the posts created under various schemes have become water tight, so that data collected from one scheme is not available to other schemes. It is, therefore, necessary that an integrated framework, involving both officers of the departments and the people, be evolved.
2. It is proposed that the Vital Statics section working with Additional Director 20-Point Programme should be attached to Additional Director Planning who should redesignated Additional Director (Planning and Monitoring). It should also be considered whether two parallel posts of Additional Director (Planning & Monitoring) and Additional Director (20-Point Programme) are necessary. It is suggested that these two posts should be merged into one post at the directorate

level. There should be one policy making cell look after all the planning and monitoring functions under the Additional Director (Planning & Monitoring) assisted by two Joint Director one for planning and monitoring and the other for 20-Point Programme.

3. For compilation and interpretation of data from the PHC levels be also proposed that one Research Assistant should be provided to each C.M.O. for monitoring work. The Statistical Assistant/Project Evaluation Worker/Computer available at the CMO Office and the computer at the PHC's under the family welfare programme should work as one team with the proposed R.A. to provide all data, Feedback etc., under the new MIES System to be designed as an integrated system for all the Directorates. These RA's should provide necessary information not only to the Medical Directorate but also to the proposed Research Officer (Monitoring) in the decentralised planning system at the district level.
4. The Homoeopathic Directorate should also have small planning and monitoring cell headed by one Assistant Director and assisted by one Research Officer one Research Assistant.
5. Medical and Public Health department is a very large department and it is considered necessary that a centralised planning and monitoring cell should be established with the Secretary (Medical and Public Health). The cell should be headed by one Joint Secretary, who should be exclusively entrusted with planning and monitoring work. The cell would work in close coordination with present section-6

and should have the following staff :-

Senior Research Officer	-	1
Research Officer	-	2
Research Assistant	-	2
Computer Operator	-	1
Typist	-	2

The cell should also provided with usual accessories like the personal computer, photo copy machine, English and Hindi typewriters etc.

-oOo-

8.0

CIVIL WORKS

8.1

A large numbers of building/road works are being constructed under plan and non plan schemes in the state. Provision of funds for such works have been made in Seventh Five Year Plan in annual outlays of twenty-four sectors. An investment of about Rs.1800 crores has been planned under Seventh Five Year Plan for implementation of buildings and road works with a provision of Rs.495 crores for the year 88-89. This investment is about 17% of annual outlay of the state. (Summary-Annexure-1). In addition, there are large number of other civil construction work in plan & non plan been undertaken by various agencies.

8.2

It has been noticed that civil works being implemented in the state suffer from the following deviations:

- (a) Time and cost overrun.
- (b) Deviations in specifications of works.

The main reason for the above deviations is that existing monitoring and control system of civil works is very scanty and is not fully equipped to exercise control.

Plan Monitoring & Cost Management Division of State Planning Institute which has been entrusted to the duty of monitoring all plan works and projects is highly handicapped with very little staff for the magnitude of work expected from it, hence the division has not been able to control the situation with the limited resources at its disposal. This division has generally limited itself to do the following task in the civil construction sphere :

- (i) Monitoring of major bridges.
- (ii) Preparation of cost indices of bridges, buildings (zonewise).
- (iii) Standardisation of buildings.
- (iv) Inventory control of U.P.Public Works Department, U.P.State Bridge Corporation, and U.P.Housing & Development Board.
- (v) One time monitoring of major civil works.
- (vi) Checking of estimates for administrative approval and sanction.

8.3 Planning of construction works in U.P. :

Agencies implementing civil works under plan schemes are as given below :

1. Public Works Department.
2. Rural Engineering Service.
3. Uttar Pradesh Rajkiya Nirman Nigam
4. U.P.State Bridge Corporation.
5. Harijan and Nirbal Verg Avas Nigam
6. Police Avas Nigam
7. Mandi Parishad
8. Avas and Vikas Parishad
9. Cane Development Councils etc.
10. P.C.F.,P.A.C.S.F.D. and Labour Federation

8.4 Responsibility of the planning and executing above works lies mainly with the public works department (P.W.D.), Rural Engineering Service (R.E.S), Housing and Urban Development Deptt., Cane Development Department (mainly Rural Roads in Sugarcane growing area) and Mandi Parishad (for developing mandies for rural marketing). Medical and Health Department envisages construction of primary health centres and hospitals in the state but construction of these work is entrusted to construction agencies like P.W.D., R.E.S., Uttar Pradesh Rajkiya Nirman Nigam (UPRNN), Harijan Avam Nirbal Verg Avas Nigam (HARIVAS) etc. Similarly, creation of educational buildings are planned by education department but implemented by agencies listed above. Creation of cold storages and godowns for storage of agricultural produces have been trusted with co-operative department.

Among the above construction agencies, the most organised planning and implementation of civil works is being done by public works department (P.W.D.). ^{P.W.D.}As responsible for construction and maintenance of most of the roads and bridges of the state as well as buildings of its own and other departments. Monitoring and Planning function of buildings have been trusted with Chief Engineer (Buildings) and of roads and bridges have been trusted with C.E. (Headquarter-1) under Engineer-in-Chief (E-in-C) of P.W.D. Planning and Monitoring of National Highway (NH) have been done separately by a Chief Engineer designated as C.E.(NH).

8.5 Planning and Monitoring of Roads & Bridges :

This is done by a Superintending Engineer(Planning) posted under C.E.(Headquarter-1). Three Executive Engineers are posted under S.E.(Planning) to do various functions of planning and monitoring given as below :

1. Progress information collection from Zonal Chief Engineers and its submission to Planning Department, State Government for quarterly review meetings.
2. Monitoring of special component plan, tribal sub-plan and special programme of dacoity prone areas.
3. Annual publication of a booklet giving activities of P.W.D.
4. Fixation of five year plan outlays, annual plan outlays with physical targets based on priority/policy decided by State Government.
5. Deciding policy for next plan and getting approval of Government of India on draft plan and revising plan based on approved plan outlays.
6. Monitoring of sectoral schemes and special schemes.
7. Intimating district level with the funds available from central government for sectoral schemes.
8. Coordinating road construction works being done by other agencies.
9. Deciding priorities of construction of roads as per master plan and on the basis of decisions of district level and state level committees.
10. Deciding fund allocation for roads under district plans and getting approval of new proposals from State Govt.
11. Getting approval of works of state sector by State Govt.
12. Sending schemewise budget proposals to state govt. for approval of government.
13. Monitoring of non-plan works.

14. Disbursing state share through Zonal Chief Engineers to Executive Engineers for sectoral schemes.
15. Deciding priorities for selection of bridges and allocation of funds for state sector and district sector bridges.
16. Planning and Monitoring of Maintenance works.

8.6 Difficulties in planning of Roads & Bridges

1. Information are being collected by correspondence which is an outdated method of collection.
2. Computerised information system has yet not been developed in the P.W.D.
3. Planning and Monitoring staff in P.W.D. is not well organised and suffers from heavy work load. There is a need to create separate units for planning, monitoring, cost control and policy and project formulation functions.
4. Road construction agencies in the state are P.W.D., R.E.S, Distfict Boards, Cane Development Department, Mandi Parishad and other Development Departments. State level committee, for coordinating these departments, finds itself unable to co-ordinate the road works as this committee can only decide standard specification for road works but adherence to these specifications by these construction agencies can only be looked by heads of these departments. For example :
 - a) Some of the departments are using NP-3 pipe in place of NP-2 against the instructions of state level committee. Formation width of 7.5 metres for rural roads as decided has not been adopted at the time of construction.
 - b) some of villages (connected by other departments) are not in line with the norms of M.N.P.
 - c) Construction of roads have not been done as per priorities laid down.

- (5) Allocation of funds among various construction agencies for road construction under RLEGP and NREP are without any reasonable basis, which may not be in line with the capability and availability of staff with the agency.
- (6) Sometimes works being implemented under district level plan are not planned properly, as quite often instead of developing a road route villages are connected by single dead end routes, which may create problems for transport services in future.
- (7) Monitoring of sectoral road schemes should only be done at both district and state headquarters to avoid any chance for creation of haphazard road network in rural areas.
- (8) Maintenance of roads, already constructed should also be prioritised and monitored so that investment made earlier on these roads be fully utilised in future.
- (9) There is a lot of duplication in monitoring work which adversely affects plan implementation.
- (10) Master Plans for roads have not been updated for several years. The approval of new roads should only be in accordance with master plan.
- (11) Allocation of funds for construction of roads be planned in a phased manner from earthwork to surface painting to eliminate deterioration of roads at an early stage.
- (12) Allocation of funds for road works should be done on the basis of composite road projects of a district or a group of districts rather than allocating funds for a single road.

Each of construction agencies though doing similar work has its own reporting and monitoring system. Two major agencies are Public Works Deptt. and Rural Engineering Services which have been discussed below.

8.6 Monitoring systems in construction

Public Works Department

Monitoring in P.W.D. has not been created as a separate staff function but is being done by line executives. For this, Chief Zonal Engineers have been posted at zone head quarters and they hold monthly meetings with Superintending Engineers and Executive Engineers at their head-quarters. Progress of each work relating to each Executive Engineer is discussed in terms of financial and physical progress in these meetings. Engineer-in-Chief, P.W.D. also holds monthly meetings with zonal chief engineers at State Headquarters. At quarterly/^{annual} intervals, Secretary, P.W.D. also reviews achievements of the department. Thus, monitoring system is need-based as no specific guidelines or frame work of monitoring is existing in the department and impact of implementation on the progress and growth of State is generally not discussed at these meeting.

Study of existing monitoring system of P.W.D. reveals the following -

1. Monitoring of civil works being done to control time-frame and cost of works, is highly inadequate.
2. Streamlining of availability of funds and approval of cost procedures may help a great deal to complete the works in a time frame and cost.
3. Enhancement in cost of civil works is a usual phenomenon which is mainly due to lack of strategic planning, lack of project management concept and due to sticking with very old procedures and formalities. Monitoring and Planning cell should have experts in cost control who should be engineers with additional qualifications in cost control. Standardisation of designs should be one of the key cost control factors.

4. Present monitoring system does not include schemewise monitoring of works, to cover all plan schemes methodically.

There is a felt need to create a separate computer based monitoring system and a data cell at Engineer-in-Chief level of the department with linkages with the Secretariate and Yojna Monitoring Division of Planning Department. (Details are given in later paras).

8.8 Quality Control Aspects

At present quality control of civil works is trusted with the Execution Engineers who are responsible for execution of works upto the quantity estimated as well quality of works as per specifications. P.W.D. has also created a system of quality control during execution of works by way of material testing at the site of works. Material testing system is a centralised service in Public Work Deptt. and trusted with Director, Research & Investigation Directorate of P.W.D. But due to various reasons, dilution has occurred in this system and material testing at time intervals during execution is being taken as mere formality rather than to exercise control on quality of works.

In case, where superior officers declares the quality of works as sub standard, a technical audit has to be made. This technical auditing has two tier system, a cell in Public Works Deptt. under control of E-in-C and other at Secretariate level under the control of Secretary, P.W.D. A Chief Technical Examiner of the rank of Superintending Engineer is the head of the cell under whom two Technical Examiners of the rank of Executive Engineers are posted for the job. They were also assisted by A.E.s and J.E.s. Technical Audit Cell under Engineer-in-Chief is headed by an Executive Engineer with other engineers working under

him. Now-a-days, technical audit is being exercised for punishing engineers rather than a quality control tool. As long as an independent system of quality control is not created the quality of works would always remain a doubtful question.

8.9 Rural Engineering Department

This department is involved in the process of plan implementation by executing only deposit works of other departments. They have no budget of their own construction works, as funds are being given to them by District Magistrates of District Sector Plan. Role of RES is very important in Plan Implementation as they are executing construction works of rural areas as well as civil works under the 20 Point Programme and minimum needs programme.

8.9.2 Organisation

At present in each district of U.P., R.E.S. has opened a divisional unit for construction works and a circle office at every commissioner level.

The estimated work load with the department for the year 88-89 is of about Rs. 90 crores out of which works of about Rs. 34.0 crores were carried over from the last year.

8.9.3 Monitoring System

Monitoring system developed in R.E.S. is based on information collection from field level and monthly meetings at Circle HQs and departmental HQ. Each divisional unit compiles the information of progress and sends it to the Chief Engineer office after the month is over where the progress is being evaluated on the basis of the norms of works load allotted to each division.

Department has also established a monitoring cell at its HQs headed by S.E. There is no monitoring cell at the circle level. Circle level monitoring is generally based on the monthly meetings

held at Circle HQ's.

A study of the existing monitoring system of R.E.S. has revealed following problems :

1. The reporting system does not give a clear-cut picture of progress of particular plan scheme (which they are executing in full or part) in terms of time frame and cost.
2. Delays in handing over of completed works to user departments.
3. For most of the works, the flow of funds is through District Magistrates. However the flow of funds generally do not match the construction programme. This needs monitoring both at the district and HQ levels.
4. In each year carry-over works of last year are very large in quantity. The reports of carry over works of the last years do not indicate period year since when delay of particular works are pending. Reasons for carry-over works are not being monitored and analysed.
5. Cost Control aspect of civil works executed by R.E.S is very weak. No monitoring is being done to cover this aspect.
6. Availability of funds for construction to R.E.S through district plans (released by District Magistrates) is non uniform throughout the year. For example, if funds released for construction of block building is in the month of December, then it is unlikely that building can be completed in that financial year. being
7. Mechanism of time and cost planning of the civil works is yet to be developed in R.E.S., this aspect is to be monitored separately. Monitoring Division has already started their efforts in cost control aspect through standardisation of buildings and cost index. and

8.10 GOVERNMENT CORPORATIONS

- 8.10.1 Some corporations like UPRNN, U.P.Jal Nigam, Harijan Avas Nigam and Police Avas Nigam are also executing plan schemes as either their budget works or deposit works. All the above corporations have their own mechanism of monitoring which are basically need based. But any of these corporations do not have a proper system to do plan schemewise monitoring of the works. As far as the corporations like UPRNN, Harijan Avas Nigam which are executing some works of plan schemes mainly as deposit works, may find it difficult to monitor the works schemewise but the corporations like Police Avas Nigam and U.P.Jal

Nigam which have been created to execute works of particular sectors may streamline their monitoring system schemewise. Police Avas Nigam is a new Corporation which has yet to develop its monitoring system but Jal Nigam is old corporation and still the monitoring work is not upto the mark. It has been suggested in para 8.8 above, that sample quality control checks should be made independent of implementing staff. The monitoring units suggested should have work out a system of quality control by regular sample checks.

8.9.2 Most of the work taken up by corporations (UPRNN, Harivas, Jal Nigam etc.) on behalf of the government is on cost plus basis. Charges for overheads of these corporations, are on percentage basis. Any increase in costs thus increases, the profit of the corporation. Cost control and inventory management thus takes a back seat in these corporations. This aspect which encourages inefficiency in all construction corporations needs to be examined in detail for policy formulations.

8.10 OTHER DEPARTMENTS/AUTHORITIES :

Some of the plan scheme are also being executed by agencies like Mandi Parishad (executing works of market yards and Mandi Samitis), Cane Development Department, (executing scheme of roads in Sugar factories area) Zila Parishads, Avas & Vikas Parishad and Development Authorities. But the plan works, they are executing are very small in nature as their own objectives are different than the execution of civil works of plan schemes. Therefore, monitoring of particular scheme if being executed by these agencies can be taken up separately.

8.11 BUILDING WORKS OF THE PLANS :

Buildings works under five year plans are being implemented either as a support facility to achieve the objectives of the plan or as providing housing facilities to the people of the state. These buildings can be categorised either as 'functional' or 'non functional'. There are many departments in the state which have kept plan outlay in their annual plans and five

year plans to construct such buildings. But there are only very few implementing agencies like PWD, RES, UPRNN, Police Avas Nigam, Avas Vikas Parishad and Development Authorities implementing building works of state plans. Some of the building works have been budgetted in the department's budget of implementing agencies but most of the building works are being implemented as deposit works.

The following are the building works being implemented in Seventh Five Year Plans :

1. Buildings of Fruit Utilisation Department.
2. Veterinary Hospitals & Stockman Centres.
3. Buildings of Forest Department.
4. Godowns of Food & Civil Supplies Department.
5. Rural Godowns.
6. Warehouses
7. Cold Storages and Cool Houses.
8. Rural Godowns under NCDC III
9. Community Centres at Nyaya Panchayat level under NREP.
10. Indira Avas Yojna under RLEGP.
11. Primary Schools under RLEGP.
12. State level Panchayat Bhawan.
13. Workshops of Panchayat Udyog.
14. Panchayat Bhawan of Gaon-Sabhas.
15. Staff residences for Directorate of Industries.
16. Industrial Estates & Mini Industrial Estates.
17. Workshed cum Housing scheme.
18. Buildings of Tourism Department.
19. Buildings of Education Department.
20. Buildings of Medical & Health Department.
21. Govt. Residential Buildings.
22. Urban Housing
23. Rural Housing.
24. Office buildings of Govt. Department.
25. Functional Buildings of Police Department.
26. Others.

Building constructions are delayed due to many uncertainties of the system and every year there is a rise of 10-15% in building cost due to rise in cost of materials and labour. With the result plan targets are not being achieved because of resource restriction. There is a need to control, cost of buildings by developing a suitable monitoring system and cost control methods. Most of the building works suffer from time and cost overruns because of following reasons which needs to be controlled.

1. Rise in cost of building materials and labour every year.
2. No project management techniques are being followed.
3. Sanctions are delayed for building works as well as funds release.
4. Estimates prepared are sketchy and no proper planning of works is being done at an early stage.
5. Lack of proper norms for preparing preliminary estimates for financial sanction.
6. Lack of standardisation of specifications, designs and costs of repetitive type of buildings.
7. Due to improper estimates large deviations in specifications occur.
8. Shortage of proper construction for building works.
9. Improper monitoring.

While implementing buildings works the above short-comings have to be removed for proper plan implementation, a streamlined and time bound procedure has to be evolved so that building works can be completed with small or no time and cost overruns. For this, before the start of the financial year, targets for building works must be fixed by agencies implementing building works and administrative and financial sanctions must be obtained before the start of financial year. A rise of above 10% should be allowed in the plinth area rates of previous year to frame the preliminary estimates or exercise of issuing new plinth area rates applicable to the works of next financial year, must be done by UP PWD. in the month of January before the start of financial year. After the approval is obtained for building works, estimates must be framed in details and technical sanction should be obtained and also awarding of work to contractor should be finalised upto the end of month of April, so that for the remaining year work can run in full swing and be completed before the end of the financial year.

From the above, it is clear that monitoring of building works not only involves, the physical progress reporting but also of activities prior to construction. For this, suitably designed M.I.S. be used to monitor the building works.

8.12 WATER SUPPLY/SEWERAGE AND URBAN DEVELOPMENT PROJECTS :

The following schemes are covered under this head :

A. URBAN WATER SUPPLY

1. New facilities
2. Reorganisation/Extension/Augmentation
3. Mathura Action Plan.

B. URBAN SEWERAGE :

1. New Towns.
2. Reorganisation/Extension/Augmentation

C. LOW COST SANITATION

D. RURAL WATER SUPPLY

1. District sector programme (MNP)
2. Dutch programme (MNP)
3. Rejuvenation of defunct scheme (Non MNP)
4. Accelerated Rural Water Supply Programme(Centrally sponsored 100%)

E. URBAN DEVELOPMENT

1. Nagar Vikas Yojna
2. Town & Regional planning.
3. Environmental improvement of slums.
4. Integrated development of small and medium town (Centrally sponsored 50%).
5. Kanpur Urban Development Project(Externally sided).
6. U.P.Urban Development & Water Supply project.
7. N.C.R.(Centrally sponsored 50%)
8. Urban Basic Services (UNICEF)
9. Urban Transport Planning.
10. Smt.Indira Gandhi Memorial.
11. Regional Centre, Lucknow University.

The above schemes of water supply sewerage, sanitation and urban development are being implemented through agencies like Jal Nigam, Municipal Corporation, Development Authorities, Town & Country Planning Deptt. and through Director, Local Bodies. Schemes of Rural Water Supply in Harijan Basties is being implemented through block agencies of Rural Development Department. Looking to different nature of these developmental schemes and different type of benefits and beneficiaries, a schemewise monitoring process is essential for these schemes. Although progress reporting process is continuing for these

schemes yet beneficiaries aspect of monitoring is not being looked into and analysed. This stresses the need for a different kind of monitoring process to be evolved ^{for such scheme.} At present, monitoring of water supply/sewerage/urban development schemes is not being done by Yojna Monitoring Division, due to inadequate resources with it. Still, some exception monitoring is possible and results of the monitoring can be utilised for further formulation of the plan.

8.13 PROPOSED FRAMEWORK OF MONITORING FOR VIII PLAN

Studying the existing monitoring systems of various agencies implementing civil works under plan schemes, following conclusions have been arrived at :

- (a) Existing monitoring system is not capable to control time and cost overruns.
- (b) Present monitoring system is only a progress reporting exercise and that too is very haphazard and no agency is monitoring the works with clear objectives.
- (c) Present monitoring system is mainly through monthly meetings which are based on arbitrary ideas of officers and no specific guidelines for monitoring has been drawn so far by any of the implementing agencies.
- (d) MIS adopted for monitoring is cumbersome and mostly a progress reporting MIS. Data furnished through these MIS are somewhere without logic and by no means serves the purpose of monitoring.
- (e) Information supplied sometimes reaches so late that it becomes time barred for objective use.
- (f) The present monitoring system is without the suitable personnel trained in monitoring function.

8.14 SUGGESTED MONITORING SYSTEM

It is suggested that monitoring system should be subjectwise, for example, roads of all departments should be monitored by a common monitoring system. For this purpose major civil schemes can be classified as follows :

1. Road construction schemes.
2. Bridges construction schemes.
3. Building construction schemes. (a) Housing
(b) Non Housing
4. Water supply and sewerage schemes.

The suggested monitoring frame work of monitoring should have definite advantages over the present existing monitoring system as it should help in assessing impact of each scheme on the growth of state separately and scheme can be funded in future years as per the results achieved in the past under the scheme.

It is suggested that a Central Planning and Monitoring Cell for all civil construction works, undertaken by the agencies of the states be set-up in the office of the Secretary, P.W.D. For this purpose the following unitwise systems of monitoring is recommended:

UNIT-I For monitoring of all road and bridges works.

UNIT-II For monitoring of all water supply and sewerage schemes.

UNIT-III For monitoring of all housing schemes.

- Pool Housing
- Departmental Housing
- Housing for Harijans.
- Other Housing Schemes,if any.

UNIT-IV For monitoring non housing building :-
This requires to be divided into sub-units.

SUB-UNIT-IVA :

Building of sectors of Crop Husbandry, Fisheries, Forestry and Wild life, Agriculture, Rural Development Department, Village and Small Industries and Cooperative Departments.

SUB-UNIT-IVB :

Buildings of sector of Scientific Research, Tourism, Planning, General Education, Sports and Youth Services and Art and Culture and other sectors.

SUB-UNIT-IVC :

Buildings of sectors Medical and Public health, Information and Publicity, Welfare of SC/ST and BC, Labour and Employment, Social Security and Welfare.

Building and road works of Irrigation and UPSEB are not being included in these above four monitoring units.

Each unit should be headed by an Executive Engineer who should be assisted by suitable number of engineers. Each unit should also be provided with a separate computer and a photo copier. However, it is suggested that instead of creating new posts, available posts in the office of the Engineer-in-chief may be re-organised. It is also essential that each of constructing agencies should forward the necessary informations both to the above monitoring units, as well as to the Plan Monitoring and Cost Management Division of State Planning Institute, U.P.

8.15

However, while creating the new monitoring cells it is necessary that the following is taken into account :-

1. At present monitoring posts are considered as punishment posts due to no attractive salary and perks. It is suggested that the monitoring unit should be provided with vehicles; communication system on the same lines as are being provided to Investigation and Planning Circles of Irrigation Department.
2. The suggested system above is for Secretary P.W.D. alone and a small cell headed by Executive Engineer without new posts should be established at Zonal Chief Engineers level also, and at the Headquarters of other agencies like R.E.S. Harijan Avam Nirbal Verg Avas Nigam etc. The field circle of HARIVAS and RES etc. should also have monitoring units headed by Assistant Engineers.

Organisation linkages for the proposed monitoring system are shown in the Chart Annexed.

3. No monitoring system can be expected to be successful unless the top management takes the reports of monitoring cell seriously. For this purpose it is necessary that the monitoring units of the Secty.P.W.D. in addition to the normal monitoring reports should prepare brief exception reports indicating reasons of time and cost overrun for those items which are either important from strategic point of view or in which the deviations from targets are substantial.

4. Before the cell proposed above is set-up, it is suggested that a committee consisting of head of the Monitoring Division of State Planning Institute and representatives of Engineer -in-chief, Planning and Finance departments be established to work out the proposal in detail.
5. Schemes should be administratively and financially cleared before the commencement of the plan year, and a plan of execution with details of targets prepared.
6. Financial norms of works be revised every year taking into consideration the price rise.
7. As far as a possible, implementation of one scheme must be trusted with one agency so that complexity of monitoring be avoided.
8. It may be examined if departments like R.E.S can be provided with budget provisions at its headquarters for state sector schemes instead of trusting them with deposit works only. This will improve the implementation planning.
9. The Zonal Chief Engineers of P.W.D. should maintain inventory analysis of construction materials by all constructing agencies, so that cost control aspect and availability be ensured.
10. User departments for whom the works are constructed by construction agencies should also have their technical insight in the work to watch the results of implementation.

9.0

CANE DEVELOPMENT DEPARTMENT

9.1

Cane is one of the most important factors of development in the State as it not only provides employment and good return to the farmers but is also a major raw-material both for large sugar industries as well as for a large number of small crushers spread through out the plains and tarai areas of the State. In fact sugar industry is the largest industry in the organised sector in the State, with more than 2.5 millions cultivators dependent on it and with more than one lakh people provided with direct employment in the Industry.

Important various departments, corporations and institutes in the field are as below :

1. The department of the Cane Commissioner.
2. Cane Seed and Development Corporations (four in number one in each region);
3. The factories of Sugar Corporation;
4. The factories of Federation of Cooperative Sugar Factories;
5. Large number of cane societies;
6. Cane Research & Training Institute.

9.2

THE CANE COMMISSIONER'S OFFICE :

The main functions of the cane commissioner's office are to help increase in sugar cane crop production through various means including improvement in seed, provision of adequate irrigation facilities (through irrigation department), provision of other infra-structure facilities like feeder-road connections for better cane and marketing management and orientation of sugar cane research.

9.3

PRESENT PLANNING AND MONITORING STATUS IN THE DEPARTMENT :

The department has a small planning cell headed by a head assistant and assisted by one senior assistant, one junior assistant and one typist. The main work of planning is done by compilation

of data from various agencies.

9.4 PRESENT MONITORING SYSTEM IN THE DEPARTMENT :

The department has stated that its activities are confined to the reserved area of the sugar factories spread over 38 revenue districts of the state. The developmental activities are being implemented in these areas by the field staff (supervisor and cane development inspector) and are reviewed by zonal, district, regional and state levels officers in monthly meetings. In these meetings, as per the department, though review of financial and physical targets and achievements of the schemes is done, it can not be said to be an effective monitoring, specially as a review is being done practically by the implementation himself as the executing and monitoring agencies are the same. The department has further stated that with the existing structure and system of operation there is little time for any honest monitoring and evaluation.

9.5 CANE SEED AND DEVELOPMENT CORPORATIONS :

There are four regional cane seed and development corporations under the control of Cane Commissioner's Office. Recently only one format has been developed for reviewing the progress of corporation. Presently there is no system of planning & monitoring of these corporation. The corporations issue annual progress report. Since the rate of interest charged by the corporation is higher than NABARD the farmers do not find sufficient incentive to borrow from these corporations. The role of corporations is therefore limited.

9.6 U.P. STATE SUGAR CORPORATION :

The U.P. State Sugar Corporation manages 25 old sugar factories which were sick and were taken over by the Government. In addition the Corporation also manages Six new sugar factories.

9.7 PRESENT MONITORING SYSTEM IN THE CORPORATION :

Fortnightly reports are prepared at the factory level which are reviewed by the G.M.s, Consolidated copies of the reports, are also sent to M.D./Joint M.D. Performance report are also prepared and sent to the head office. These reports are examined by Technical Director. Weekly review meetings are held by the Managing Director. The monitoring of running factories of all the Corporations at the State Government level, is the job of the Bureau of Public Enterprises. As far as construction of new factories is concerned the monitoring is done on the system designed by the Plan Monitoring and Cost Management Division of the Planning Department which calls for quarterly reports. The Corporation itself however does regular monitoring of these schemes also.

9.8 BOTTLENECKS IN THE PRESENT SYSTEM OF THE CORPORATION :

The Sugar Corporation mainly manages old and weak factories and the main task of the Corporation is to rehabilitate, modernise and expand these factories is make them profitable. Monitoring, therefore, requires not only to see that the factories are run efficiently and that the new projects are completed without time and cost overruns but also to ensure that the modernisations and expansions take place within the over all sugar policy of the State and the Country. For this purpose it is necessary that desired capacities be fixed in long term perspective plan and that the monitoring should start right from the efforts needed for obtaining the Letter of Intent for the future expansion projects.

9.8 SUGGESTION FOR THE 8THE FIVE YEAR PLAN :

As stated above the Corporation should prepare a long term perspective plan and the monitoring should cover these perspective plans also and that the monitoring division of the State

Planning Institute should monitor the future factories right from the efforts of obtaining the Letters of Intent from the Government of India.

2. The Corporation has suggested that in order to prepare a meaningful 8th Five Year Plan, the Government may like to consider allotting areas on a permanent basis to the Corporation and to the Federation so that overall corporate objective and targets may be broadly laid down by the State Government.

9.9 CO-OPERATIVE SUGAR FACTORIES FEDERATION :

Apart from only about 6 new factories given to Sugar Corporation in backward areas, most of the new factories in the State have come up in the cooperative sector and these factories are under the administrative control of the U.P. Co-operative Sugar Factories Federation.

9.10 PRESENT MONITORING SYSTEM OF THE FEDERATION :

The monitoring of projects at the level of the federation is done by filling monthly progress reports in prescribed proformae and by reviewing the same at the project site. To attend these review meeting Senior officer from the federation visit the projects every month. Follow up of funds from the State Government and Financial Institutions is also done at the Federation level. The federation considers that procurement of steel and cement for civil works is kalso a very important task and that the federation ^{should} provide help and guidance to the project authorities in procuring these.

9.11 BOTTLENECKS AND SUGGESTIONS :

As stated in the para on monitoring of the Sugar Corporation it is desirable that a long term sugar plan be drawn up for the State, the areas of demarcation between the Corporation and the Federation be drawn up and these longterm plans be monitored right from the inception stage.

9.12 SUGGESTION FOR 8TH FIVE YEAR PLAN FOR CANE COMMISSIONER'S OFFICE :

The functions of the cane Commissioner's office as given above are numerous. The present planning and monitoring cell is inadequate for the above functions. The department has suggested that Planning and Monitoring cell be strengthened. The present strength and the proposed strength by the department are as given below :

Sl.No.	Post	Present Strength	Additional Post required	Total
1.	Joint Cane Commissioner (Planning & Monitoring)	-	1	1
2.	Dy.Cane Commissioner (Statistics)	1	1	2
3.	Asstt.Cane Commissioner (Statistics)	1	1	2
4.	Statistical Officer	-	2	2
5.	Head Assistant	1	-	1
6.	Senior Assistant	1	-	1
7.	Statistical Asstt.	-	2	2
8.	Computer	-	4	4
9.	Junior Assistant	1	-	1
10.	Clerk-cum-Typist	1	1	2

9.13 It is the opinion of the division creating two additional posts of Deputy Cane Commissioner (Statistics) and Assistant Cane Commissioner (Statistics), and two statistical officers is in line with the general feeling in the State Govt. Departments, that monitoring is basically a Statistical function. As a result in departments where the monitoring and statistical cells exist,

professional monitoring is lacking. It is suggested that for the present following additional posts be created in the planning and monitoring :

- | | | |
|----|---------------------------------------|---|
| 1. | Joint Director(Planning & Monitoring) | 1 |
| 2. | Senior Research Officer | 2 |
| 3. | Research Officer | 2 |
| 4. | Steno/Typist | 2 |

While creating the new posts above it should be seen that surplus posts that may be available in the department are surrendered.

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10.0 TRANSPORT DEPARTMENT

10.1 The two major organisations being looked after by the Secretary (Transport) are the Transport Commissioner's Directorate and the U.P.State Road Transport Corporation (UPSRTC).

10.2 THE TRANSPORT COMMISSIONER'S OFFICE :

The main functions of the Transport Commissioner are regulation and enforcement of various provisions under the Motor Vehicle Acts, U.P. Motor Tax Act; Passenger Tax Act; Goods Tax Act and of the Rules made under these various acts.

10.3 PRESENT MONITORING SYSTEM :

1. The department fixes enforcement targets every year and the achievements against the targets are reported through monthly progress reports which are reviewed by the Transport Commissioner.
2. For the purpose of proper control and monitoring, the State has been divided into 6 zones, 14 regions and 38 sub-regions. The regions are controlled by the Zonal Deputy Transport Commissioner, at the head quarters, The data is compiled and put up by the Statistical Officer who is assisted by two Statistical Assistants and One compiler. A large number of returns are received from the various regions and zones which are scrutinised as above.

10.4 IN LAND WATER TRANSPORT :

The schemes under Inland Water Transport are only centrally sponsored schemes. Four schemes for hydrographic and techno-economic feasibility studies of the four big rivers, with an estimated cost of Rs.247 crores have been forwarded to the Government of India in 1987 for approval. Presently one post of Additional Transport Commissioner (Inland Water Transport) is existing.

10.5 BOTTLENECKS IN THE PRESENT SYSTEM :

1. The department does not have a proper management information system; and fictitious and late reporting are some of the malaise reported.
2. For preservation of records, 7 direct data entry machines with accessories were purchased in 1985-86. These machines are still not in full utilisation because of lack of a proper MIS and connected software.
3. Though Air Pollution by vehicles has been declared an offence under the U.P. Motor Vehicles Act, yet sufficient enforcement and monitoring machinery for control of air pollution in major towns is lacking.

10.6 PROPOSAL FOR THE EIGHTH FIVE YEAR PLAN :

The department has proposed that for control and monitoring of its various activities, Monitoring Cells may be set-up at the Head Quarter, and Zonal Levels as below :

1. One Deputy Transport Commissioner
2. One Assistant Regional Transport Officer
3. Three Statistical Assistants
4. One Account Clerk.

At Zonal Levels : (6 zones)

1. One Assistant Regional Transport Officer
2. One Junior Clerk.

The above staff seems to be reasonable. However, prior to the sanctioning the post, MIS for the department indicating the exact nature of flow of information and duties of the existing as well as additional staff should be designed and enforced.

10.7. U.P.STATE ROAD TRANSPORT CORPORATION :

For efficient road transport service, the corporation has been decentralised in four stages namely : The headquarter level, Zonal level, The Regional level and the Depot level.

10.8. THE PRESENT MONITORING SYSTEM OF THE CORPORATION :

The corporation had retained reputed Consultants, namely; M/s. Pallawan, Madras for suggesting the total management and information system for increasing efficiency of UPSRTC. The Consultants submitted their report quite some time back and based on this report, the systems of the Corporation are being revised. Presently the corporation has an MIS section and Statistics section. The MIS section is headed by a Deputy General Manager who is assisted by Manager MIS, ten Assistant managers MIS, 5 Assistant Statistical Officers and five compilers. The Corporation has designed an elaborate MIS system with Fortnightly, Monthly and Quarterly reports.

10.9. BOTTLENECKS OF THE SYSTEM : The bottlenecks that have emerged as a result of discussions with the officials of the corps. are:

1. Though there is an elaborate MIS system, there is a feeling among many senior officers with the data being reported from the field level are not authentic.
2. Present MIS system does not have a base at the grass root level that is a depot level. Since depot level is the level where fictitious reporting and leakages take place, the system needs to be designed to streamline the functioning of the depots.

10.10. SECRETARY TRANSPORT LEVEL :

The present working of the transport department for all practical purpose is limited to Road transport. Even in case of the Road Transport the planning of Urban Transport System

is responsibility of the UPSRTC which looks after both the city transport and the trunk routes.

The Transport Department in addition to the Road Transport should also act as a modal agency for Inland Water Transport Civil Aviation and the Railways.

- 10.11 Regarding Railways, presently only adhoc studies are undertaken as per need, by the Planning/transport Departments. As a result generally, U.P. does not get its due share, whether on trunk routes, or on branch lines or for City/Intercity Urban Transport.
- 10.12 Considering the various gaps in planning of the Transport Systems in the State, as indicated in the preceding paras, it is considered necessary that a Planning and Monitoring cell be set-up under the control of the Secretary (Transport). The cell should act as a policy making cell for all systems of transport (Road, Inland Water, Railways and Civil Aviation), (The Civil Aviation Directorate should also be transferred to Secretary Transport). The cell would also act as a Central Monitoring cell for monitoring of functions of the Transport Commissioner and the UPSRTC. It is suggested that a small committee be set-up to outline in detail the functions and composition of the proposed all in line with the above suggestions.

11.0 20 Point Programme and Planning Department

11.1 20 Point Programme Department

11.1.1 Present Status :

The basic responsibility of implementation and monitoring of 20-Point Programme has been assigned to the concerned departments, who have made their own arrangements of monitoring at various levels. The 20-Point Programme Department of the State Government functions as a nodal department for the apex level and acts as a link between the departments and coordinates their activities. While the Secretaries and Heads of departments review and monitor the programme with the departmental officers posted at the headquarters and the field, the 20-Point Programme Department takes an overall view of the implementation and provides a common platform at the highest level to discuss and sort out the inter-departmental problems. The meetings convened by the 20-Point Programme Department under the Chairmanship of Chief Minister & Chief Secretary mainly helps in accelerating the pace of progress, and sorts out the problems to remove bottlenecks. The department also plays an important role in fixation of State level targets in consultation with the Ministry of Programme Implementation, Government of India. Briefly the department performs the following main functions :

1. Fixation and disaggregation of targets.
2. Reporting procedure and prescribing formats thereof.
3. Appraisal of progress and allotment of inter-district ranking.
4. Constitution of Committees of monitoring at various levels.
5. Qualitative aspects of the programme.

1. Fixation & Disaggregation of Targets :

The state level targets are fixed in consultation with the Ministry of Programme Implementation which finalises the targets after discussing with the concerned Nodal Ministry/ Department, Planning Commission and State Governments. After the state level targets having been fixed, they are disaggregated into districtwise targets by the Heads of departments on the basis of past performance, potential and need of the district. Most of the items included in the monthly monitoring of 20-Point Programme belong to district sector under decentralized planning process, thus the potential and need of the district is automatically projected through these targets. Once the district-wise targets are decided upon, an effort is made not to change them in normal course. Further, yearly targets are further broken into monthly and quarterly targets.

2. Reporting Procedure & Format :

The State Governments have to furnish monthly progress report in prescribed format to the Ministry of Programme Implementation, Government of India. This format is very brief and consists of only 33 items of 12 points. Only those items have been selected which are comparatively of greater importance and whose targets are quantifiable for the purposes of inter-state-ranking. The Government of India brings out a monthly review report on the basis of reports received from different states and allots inter-state rankings. Different Ministries of Government of India have also prescribed a detailed format of quarterly progress report and the nodal departments of the State Governments are required to furnish the information, which is weighted by the concerned Adviser of Planning Commission. Review reports thus finalised are consolidated by the Ministry of Programme Implementation and sent to the State Government for follow-up action.

The 20-Point Programme department has prescribed a detailed format of Monthly Progress Report which covers almost all points.

This format is uniform for State, Division and District level. In order to cross-check the information, a double reporting channel has been introduced at the state level. The consolidated progress of the whole state is obtained from the respective heads of departments and the district-wise progress is obtained through the Divisional Commissioners. For all practical purposes, the state progress reported by the heads of departments is treated as final and it is this report which is furnished to the Government of India. The reports received through Divisional Commissioners are utilised internally for purposes of evaluation of district-wise progress. An effort is also made to reconcile the figures received from the two sources underlined above by comparing their totals and the Heads of Departments are asked to instruct their field officers to furnish one and the same figure to the different sources.

3. Evaluation & Inter-district ranking :

For maintaining a high tempo of progress a regular evaluation of district-wise and divisional-wise progress is made and ranks are awarded to the districts and divisions, on the basis of their performance. This is done, by and large, on the pattern adopted by Government of India for inter-state ranking but the norms kept at the State level are higher than those of Government of India in order that unforeseen shortfall, if any, may well be safeguarded. A Comparative Statement of norms adopted by Government of India and the State Government is given below:

Category	Government of India		Government of U.P.	
	Standard of achievement	Marks	Standard of achievement	Marks
A	90% or more of targets upto month	3	100% or more of target upto month	3
B	Above all India average	2	80% to 100% of target upto month	2
C	Below all India average	1	60% to 80% of target upto month	1
D	Zero Achievement	0	Below 60% of target upto month.	0

4. Constitution of committees at various levels :

Committees have been formed at state, district and block levels for regular monitoring of the programme. The state level committee is headed by the Chief Minister. The president of UPCC(I) is its Vice-chairman and concerned Ministers, a few MPs, MLAs, Social workers, Educationists, representative of youths and Chief Secretary are members of this Committee. Secretary 20-Point Programme is its member Secretary. Secretaries and heads of departments concerned also attend the meetings of this committee which are held from time to time. District level Committees have been constituted under the chairmanship of the Minister-in-charge of the districts. All MPs, MLAs/MLOs of the district irrespective of their party affiliations, representative of youth, a few social workers and district magistrate are members of the Committee. As far as possible, the meetings of this committee are held in every month at the district headquarters in order to monitor and review the progress regularly. Block level committees have also been constituted under the chairmanship of Block Pramukh, One nominee of local MLAs, 3 nominees of Minister-in-charge of the district, elected member of District Board, five freedom fighters, 5 persons belonging to SC/ST community, 3 ex-servicemen all of them residing in the concerned blocks are the members of these committees. The meetings of these committees are held once in a quarter to review and monitor the progress of 20-Point Programme.

Apart from review and monitoring by the aforesaid non-official committees, a regular monitoring is being done by high officials at every level. At the state level, the Chief Secretary reviews the progress of different programme from time to time. The items whose performance is poor, are particularly reviewed in these meetings and the strategy for improvement is evolved. Divisional Commissioners review the programme every month in the meeting attended by the district magistrates of the divisions and concerned Zonal Officers. A roster of divisional

review meetings has been drawn up and Secretaries and Heads of departments have been asked to participate so that the problems faced at the grass-root level may be solved in the meetings itself or immediately thereafter, similarly District Magistrates review progress with the District Level Officers in the first week of every month after collection and compilation of the district level progress report. A regular feed back of the problems raised in these meetings are forwarded to the 20-Point Programme Department at the state level where suitable action is taken thereon.

5. Veracity of data and qualitative aspect of the programme :

One of the greatest dangers in the implementation of such an important programme is a tendency of fictitious reporting to show hundred percent achievement. Publication of list of beneficiaries and directory of works has been made compulsory and this has been included as an important indicator for assessing district performance. In addition task forces of officers have been formed at district and division levels to verify on the spot the authenticity of progress reported. Emphasis has been laid on visits to remote and interiors areas. Heads of departments have also been asked to form task forces at the headquarters and send them regularly in the field for on the spot checking. Planning department conducts sample checking with its own field staff.

Bottlenecks in the present status :

Although the monitoring system being followed in the state is quite satisfactory, yet there is still much scope for streamlining the monitoring and improving the information system. The following steps are suggested for the improvement in the present status.

1. As stated above, the greatest bottleneck of the 20-Point Programme is fictitious reporting. Discussions with Field Officers at the district levels in various districts of the state has brought out that even very senior officers indirectly encourage fictitious reporting so that the ranking of the district is improved.
2. The department of 20-Point Programme, at present, confines itself to physical monitoring alone and the financial aspects of the programme of neglected at this level.
3. It has been found that the first quarter is ideally suited to construction activities but they are not taken up due to non-availability of funds. This can be overcome if we resort to advance budgeting. Even after the budget is passed, some departments take undue time and make inordinate delay in issuance of financial and administrative sanctions. This can be avoided if financial management is strictly and closely monitored by the administrative departments in Government.
4. Material Management is also not satisfactory in certain departments. Sometimes, progress in fields is hampered due to non-availability of required materials which are managed centrally. Advance Planning as well as decentralization of the purchase of some of the materials may be an answer to this problem.
5. Reporting system also needs to be improved both in terms of efficiency and accuracy. It often happens that incomplete information is passed on to Government of India because some of the districts are always defaulter in furnishing information in time. Sometimes figures supplied to the heads of departments and to District Magistrates by the Field Officers are at variance with each other. This problem can be solved by fixing accountability for wrong reporting and defining the source of information. Reference period of reporting should also be one and the same at all levels.
6. District Computer Centres are proposed to be set up in all the districts under National Information Centre (NIC). The information regarding Twenty Point Programme should be processed and stored in these centres and transmitted to the Central Management System for quicker state level compilation.

11.1.3

Monitoring system proposed by the department for Eighth Plan :

As stated above, the 20-Point Programme department presently confines itself to physical monitoring. Financial aspects of

monitoring are neglected. In addition, there is a tendency for fictitious reporting. The department has stated that for these two functions it needs field staff of its own. The present strength and the strength proposed by the department is given below :-

Present Strength and Proposed Staffing Pattern in 20-Point Programme Department for 8th Plan

Sl.No.	Name of Post	Sanc- tioned Stren- gth	Sl. No.	Name of Post	Proposed Strength
<u>Head Quarter(Tech.Wing)</u>			<u>Head Quarter(Tech.Wing)</u>		
1.	Joint Director	1	1.	Addl.Director	1
2.	Senior Research Officer.	1	2.	Jt.Director(Field)	1
3.	Research Officer	3	3.	S.R.O.	2
4.	Asstt.Eco.& Statistics Officer	5	4.	Research Officer	4
			5.	Research Assistant	6
			6.	Senior Research Officer(One SRO for 2 Divisions for spot verification)	6
			7.	Research Officer (One R.O. for 2 Divisions for spot verification)	6
			8.	Research Assistant (One R.A. for 2 Divisions for spot verification)	6
<u>Field Staff</u>			<u>Field Staff</u>		
		Nil	9.	20-Point Programme Officer-Gazetted-Class-II(In each District)	57
			10.	Assistant Development Officer(20-Point Programme) (In each Development Block)	895

Note:- 6 Jeeps will be required for 6 Divisional Teams for sport verification and other related works).

(ii) The Strength of the non-technicalWing will also be required to be raised accordingly.

11.1.4

Suggestions :

1. The department has proposed a large number of field staff extending right upto the block level. In addition, they have proposed six Senior Research Officers, Six Research Officers, and six Research Assistants-One for each division in each category-for on the spot verification. The department has also proposed for 6 jeeps for the divisional teams. We are of the firm opinion that this type of policing will not help in actual improvement of the quality of the programme. In a later para of this chapter, it has been proposed that Research Officer (Monitoring) be posted in the district level-Planning setup which is being the strengthened for the district level planning programme of the state. Research Officer(Monitoring), while being attached to the district level setup, would be attached directly to the Monitoring Division of the State Planning Institute for technical reporting and would thus, be an independent officer who could verify a few selected items against reported physical targets. Keeping this in view, it is considered that appointment of 57 Class-II fields staff and 895 Asstt.Development Officers in the 20-Point Programme, as well as the divisional teams proposed by the departments are not necessary. However, strengthening of headquarters, technical Wing of the department is recommended on the following lines :-

Existing Staff		Proposed Staff		
1.	Joint Director	1	Joint Director	1
2.	Senior Research Officer.	1	Senior Research Officer	2
3.	Research Officer	3	Research Officer	4
4.	Asstt.Eco&Statistics Officer.	5	Research Assistant	5
				(in place of Asstt. Eco.&Statistics Officers)

2. As stated above, the department has prescribed various uniform proformae for district and state levels for monitoring of the programme. This results in, lot of wastage of time and duplication of efforts. Similarly collection of same data through two different sources, one from departments and one from the divisional commissioners is also considered wastage as the source of the data is same. This type of double work really does not help in reducing fictitious reporting. It is suggested that firstly double collection of information should be stopped and that information should reach state headquarters as well as to the divisions directly from the districts and secondly, for the purpose of follow up meetings at the state level, the principle of exception reporting be resorted to. Proformae for these can be designed in consultation with this division.
3. One major reason for fictitious reporting is the competitive spirit introduced by ranking of States and Districts. Instead of this type of the competition, it would be better to evolve some other system of decentralised award for good work and punishments for targets not fulfilled. This would require change in policy at Central Government level also, and State should stress for the same. Similarly instead of encouraging more than 100% achievements (which means diversion of resource from some other programme), it would be better to set more realistic targets in line with available resources.
4. For implementation of the above suggestions, it is suggested that a technical linkage be established between the 20-Point Programme department and the Plan Monitoring and Cost Management Division.

11.2

PLANNING DEPARTMENT

Monitoring of the five year and annual plans is carried out by the State Planning Commission (Planning Department) through quarterly review meetings and monitoring of the major projects is done by the Plan Monitoring and Cost Management Division of State Planning Institute.

11.2.1 QUARTERLY REVIEW MEETINGS:

Quarterly review meetings of the State Planning Commission are held under the chairmanship of Secretary Planning. In these meetings, the financial achievements of the previous quarter separately for marked and unmarked schemes in the proformae prescribed by the Central Planning Commission, Government of India are reviewed. The review also covers the physical targets and achievements of the Plan, in terms of various indicators, as well as for the minimum needs programmes. The data provided by the concerned departments is discussed in review meetings and corrective action are taken and changes in outlays are recommended. The resources of U.P.S. E.B., U.P.S.R.T.C. and P.I.C.U.P. are also discussed in these meetings.

For reviewing the plan schemes the planning department has prepared the detailed computerised input proformae in which the departments are to provide detailed physical and financial targets and achievements. However, in absence of the sufficient inputs from the departments computerised monitoring is yet to take a proper shape.

11.3 MONITORING OF DECENTRALISED PLANNING IN U.P.

11.3.1 PRESENT STATUS :

The decentralized planning introduced in the State of Uttar Pradesh in the year 1982-83 has an inbuilt system of monitoring in it. The scheme envisages the monitoring and review of district plans at three levels viz. district level, divisional level and the State level. A separate monitoring agency has been identified at each level. These agencies have been discussed below :

11.3.2 DISTRICT LEVEL :

Two committees have been setup at the district level not only for plan formulation but also coordination and monitoring.

The first committee is known as District Planning and Monitoring Committee (D.P.M.C.). Its composition is as follows :

Member of Council of Ministers	-	Chairman
M.Ps/M.L.Cs. of the Distt.	-	Members
District Magistrate	-	Member
CDO/ADM(D)/DDO	-	Member Secretary

Any district level officer can be invited according to need.

The main functions of this Committee are :

- (i) to finalise the plan of the district. Keeping in view the guidelines issued by the State Govt. as well as the plan outlays earmarked for the district.
- (ii) to allocate departmental outlays between various blocks on the basis of norms prescribed by State Govt. to eradicate the disparities;

- (iii) to review district plan every two months ;
- (iv) to review the progress of state sector schemes being implemented at district level;
- (v) to put up proposals for re-allocation of funds received from District Plan Coordination and Action Committees for approval of divisional committee.

The other committee at the district level is known as District Plan Coordination and Action Committee (DPCAC). This committee is constituted of the following :

- | | | |
|---|---|------------------|
| (i) District Magistrate | - | Chairman |
| (ii) Chief Development Officer/
Addl. District Magistrate (D)/
Distt. Development Officer | - | Member Secretary |
| (iii) District Economics Officer | - | Jt. Secretary |
| (iv) All district level officers of
development | - | Members |

The main functions of this committee are :

- a) to formulate District Plan, keeping in view the guidelines issued by the State Government and the allocation of funds :
- b) to review the progress of the plan every month;
- c) to put up proposals for re-allocation of funds.

1.3.3 DIVISIONAL LEVEL :

A committee has also been constituted at the divisional level known as Divisional Committee with the membership :

(1)	A Cabinet Minister	-	Chairman
(2)	Divisional Commissioner	-	Dy.Chairman
(3)	All District Magistrates of the Division	-	Member
(4)	All officers of development departments at divisional level	-	Member
(5)	Representative of Lead Bank of Division	-	Member
(6)	Joint/Deputy Development Commissioner.	-	Member-Secretary
(7)	Dy.Director, Economics and Statistics	-	Jt.Secretary

The main functions of this committee are as below :-

- (i) to review and approve the district plan drawn up by district committees ;
- (ii) to review the progress of implementation of district plan;
- (iii) to establish coordination between various departments, fix priorities, assign responsibilities to various agencies and department for a time bound implementation of the plan ;
- (iv) to monitor and supervise the achievement of various departments in the context of their plan targets and service capacity;
- (v) to draw up appropriate credit plans for mobilising maximum amount of institutional finance for implementation of district plans.

The secretarial assistance in the task of monitoring by these committees is being provided by the District Economics Officer. The District Economics Officer is assisted by one Asstt. Economics and Statistics Officer and a Cartographer.

At the divisional level, the committee is assisted in its task by one Dy. Director, Economics and Statistics and the following supporting staff :

1. District Economics Officer
2. Assistant Economics Officer
3. Cartographer
4. Typist.

11.3.4 STATE LEVEL :

At the State level, the monitoring of district plans is done by the Planning Department at a quarterly interval in which the representatives of administrative departments at Secretariat as well as at the Head of Department level participate. A representative of the Finance Department is also invited in this quarterly review meeting. Apart from this, respective departments have their own system of monitoring and review of plans and programmes of their respective departments.

At the State level, the following posts have been created to coordinate and monitor the district plans of 49 districts of the plains area :

Special Secretary,
 Joint/Deputy Secretary.
 Senior Research Officers.
 Research Officers.

11.3.5 PERIODICITY :

Different periods have been fixed for monitoring the progress of district plans. These have been enumerated below :

<u>Level</u>	<u>Period</u>
1. District Plan Coordination & Action Committee	Every month

2. District Planning & Monitoring Committee. Once in three months

Divisional Level

1. Divisional Committee Every month

State Level

1. Planning Department Once in three months.

11.3.6 BOTTLENECKS IN THE SYSTEM :

1. When this concept was introduced in the beginning, the Divisional Ministers were real links between the field and the Secretariat and the system was working pretty well. However, during the course of time, this system underwent a change and the 20 Point Programme took the priority over the district plan. The result of this change was that the Sectoral Minister finds time with great difficulty to presue over the only one meeting which approves the district plan does not find have enough time to go to the districts frequently.

2. The responsibility of constant monitoring of the progress of district plan, rests with the District Plan Coordination and Action Committee headed by District Magistrate. this committee meets once a month and normally reviews the progress of implementation. In this meeting, the emphasis is on the financial aspects of the schemes specially receipt of sanctions, expenditure incurred etc. The monitoring of the progress of physical targets is, however, not adequately done. The emphasis on targets is confined to items of 20 Point Programme targets because of the system of ranking of districts and suitably rewarding the district officers where the targets of all the programme are achieved.

3. Monitoring generally is not a very welcome subject. It is therefore found that, except for the review meetings, the usual monitoring instruments i.e. collection, analysis and dissemination of information and the corrective action required on the

same does not get such sufficient importance. In view of this District Economic Officer, generally, does not get sufficient backing from the higher authorities, with the result that he is virtually helpless in obtaining information from senior officers of various departments.

4. Some Departments/agencies have many officials with parallel jurisdictions and only one among them is represented on the committee as a coordinator. The Education Department, for instance, has the District Inspector of Schools, the Basic Siksha Adhikari and the Adult Education Officer in one district and one of them represents the department in the D.P.C.A.C. and any one representing the Department is not in a position to give details of the other two.

5. In some of the technical departments (i.e. P.W.D., R.E.S., Jal Nigam) one Officer sometimes has jurisdictional responsibilities extending beyond one district. His availability in such meetings is a major problem ; (a) Quite a large chunk of construction work pertaining to district sector schemes is being done by agencies like P.W.D., R.E.S., Jal Nigam, etc. Their district level official is allocated work directly by their Chief Engineer without any information to the Departments/Agencies whose work they execute : (b) In majority of cases, information regarding release of funds from the Govt. level does not reach the D.E.O. making it extremely difficult for him to keep track of utilization of the released funds : (c) Both the D.P.M.C. and D.P.C.A.C. give precedence of 20 Point Programme over the district sector schemes whereas the latter forms only a fraction of the former. As a result, less time is devoted to district sector monitoring and review.

6. The quarterly review held by the Planning Department at the State level is meant not exclusively for the District Sector schemes but for the entire range of state and District Sector Plan Schemes. These reviews examine the position of expenditure incurred schemewise as against the sanctioned funds. The District Planning Cell, with a complement of officers and approving staff, makes the 4th quarter report as the basis of annual review of these schemes, especially their size and utilization, district-wise performance against outlay and the actual released amount. There are departmentwise reviews also which examine how each Department fared in using the financial allocations. On the basis of the fore-going the Planning Department writes to the Deptt., Divisions and Districts.

1.4

PLAN MONITORING AND COST MANAGEMENT DIVISION :

Plan Monitoring and Cost Management Division of State Planning Institute was setup as the apex level monitoring in U.P. and was expected to provide an overall view of the progress, of the plan in the State. However for various reasons, the division restricted itself to the physical and financial monitoring of monthly/quarterly basis with detailed analysis of only selected individual important projects. These reports also offer comments/suggestions and the feedback mechanism has been inbuilt as these reports are sent to the Chief Minister, concerned departmental ministers, secretaries and Head of the departments as well as to the Project Manager in the fields. Any bottlenecks that are brought out in these reports are sent directly to the project at the field and the reports being the top level reports are basically based on the principle of exception monitoring but detailed reports are also prepared. The division also carries out one time studies to bring out the reasons of time and cost over runs, in-efficiency in use of equipments and

inventory control. Under the cost control the division brings out building cost indices of various zones (load bearing structures), Roads, Bridges, Irrigation projects and multipurpose projects etc. Standardization of design, drawing, specifications and cost of repetitive typeresidential and non residential buildings of various departments constructed by various agencies of the State is being done by the division along with the checking of estimates of these buildings.

11.5 PROBLEMS AND BOTTLENECKS OF PLAN MONITORING :

11.5.1 As can be well understood from the fore-going, the State at present, does not have the well designed professional monitoring system for monitoring of the plan. What has gone in previous chapters, also bring out clearly that the following are some of the main characteristics of the monitoring system of the State :

1. A large number of departments do not have any monitoring system what soever. Many of the departments consider collection of statistical information of plan and discussing the same in review meetings is sufficient monitoring.
2. Even in major departments, where a proper monitoring system has been setup, it is found that the monitoring system is not geared up to fixing physical targets in line the funds available and as such managerial inputs are lacking in monitoring. Fictitious reporting is the major characteristic of such departments and since the multi level monitoring remain repeated monitoring of the same data rather than scientific multi level their can not be, in such a system, any method^{of} culling out effectives figures, except by further policing.

11.5.2 In the planning department itself though there is a separate plan Monitoring Division, the monitoring of plan as such is not done by this division mainly because the presently, the work is entrusted to the State Planning Commission and also because the division does not have sufficient^{resources} to monitor the plan in a scientific manner.

11.6

FUNCTIONS OF PLAN MONITORING & COST MANAGEMENT DIVISION:

The emphasis in planning both at the State and Central level is shifting to decentralisation. This division is of the firm opinion that more the powers and responsibilities are decentralised, more the monitoring should be centralised, so that the State firstly knows in which direction it is actually proceeding and secondly can prescribe corrective policy measures well in time. This would avoid a total chaos which is distinct possibility in present planning and monitoring system as we have analysed in the previous paras. It is, therefore, essential that Plan Monitoring and Cost Management Division of the State Planning system acts as a Central Nodal Agency for all Planning and monitoring agencies of the State and performs following functions which are the ones for which it was probably established :-

1. To act as a principle agency of the State Government, for monitoring of the plans as well as major projects.
2. To act as a link between the monitoring and planning cells proposed in the various departments. This is important because from a punfunctory reading of the present report it would seem that the report is only a recommendation for creation of new posts in the various planning and monitoring cells in the State. Infact, this is not so. What we are recommending is that planning and monitoring cells be established in each of the departments and districts by re-organising, where possible, the existing structure. However, for this proposed structure to function efficiently, it is necessary that links be established between the Plan Monitoring and Cost Management Division and the Monitoring Cells of the various departments.
3. The Plan Monitoring and Cost Management Division should also help in preparing monitoring systems in the various departments. It is possible, that the system of the some departments is so unwieldy that the division also does not have sufficient expertise for the same. For this, the

services of a number of experts will be needed, and it would not be economical to have such a large fleet of experts in the divisions. For this purpose, the division should prepare a list of competent experts whose services may be obtained on part/short time basis.

4. The latest techniques of monitoring have to be imparted to the various personnel employed in the monitoring cells of various departments. The training division of S.P.I. may prepare a programme for the same in consultation with the monitoring division and with the concerned departments according to need.
5. It has been found that in two major States, the following two different system of monitoring are being followed as below :
 - (i) In Karnataka-Multi level review system were in one or two or more physical and financial parameters are monitored and
 - (ii) In Uttar Pradesh where detailed physical and financial monitoring of major selected projects is being carried out.

The monitoring organization in State should be so formed that the monitoring division is able to monitor the whole plan sectors and as well to monitor individual major projects to control cost and time overruns for major investments of the plan. For these functions to be carried out properly, one bottleneck being faced is that for majority of the schemes/projects physical targets directly in relation to the financial outlays/budgeting are not well identified. While a process of setting of proper system in the departments may take considerable time, in the mean time committees may be formed in major department to identify physical units of each scheme so that the plan could be monitored in direct relationship to allocated budget for the year.

The monitoring division would have to be involved in these committees. The Committees may also be entrusted the task of developing suitable indicators for monitoring of individual sectors.

6. It has been well recognised that no monitoring system can be successful if it is not backed by the top level. In recognition of this, the State Government have setup Cabinet Sub-Committee for Monitoring. The Committee has full powers of monitoring and Director Monitoring was a member secretary of the committee (G.O. is enclosed in Annexure.VII). The Committee has been lying dormant for quite some time. It is recommended that the committee be immediately revived.

It is also necessary that a representative of the monitoring division be present in review meetings at the department/secretariat levels.

7. The division would also have to carry out one time diagnostic studies to find reasons for cost and time overruns and for inventory control.
8. Aspects of cost control, various types of indices, standardisation and checking of estimates of buildings would have to continue.

11.7 SUGGESTIONS :

1. The major thesis of the functions described in the previous paras is that to avoid a choos in a decentralised planning set-up, it is necessary to centralise monitoring both at district and state levels. In case the Government agrees with this and with the other functions enumerated above, it would be necessary that the monitoring division be substantially strengthened.
2. The personnel posted in the monitoring cells of the development departments would, in necessity, work under the technical guidance and supervision of the Plan Monitoring and Cost Management Division, and may therefore, be transferable with the personnel of the monitoring division.

3. The monitoring division should also be empowered to carryout sample checks wherever necessary to ensure reliability of information. The Government order may also be issued for the same.

4. It has recognised both at U.P. and Central Government levels that the whole strcutre and system of decentralised planning should be reviewed, and it is understood that a new administrative and development structure, to make decentralised planning more effective, is being proposed at the district level. It is suggested that in this proposed structure one Asstt. Director should be posted in each district for monitoring of district plan under the guidance of the Plan Monitoring and Cost Management Division. In view of the suggestions given above, that sample check may be carried out where necessary, the Asstt. Director may have to be provided with transport facilities.

PROPOSED MONITORING SYSTEM OF PLANNING DEPARTMENT :

The functions of the monitoring division outlined in the previous paras are extensive. However, in view of the present Planning and Monitoring status in the various departments of the State Government and also because the Government is intending to further decentralise powers and responsibilities, it is considered that the planning department can not escape its responsibilities of providing a centralised unit for carrying out the monitoring and related functions described above. If it is accepted that these functions are to be carried out, the division would have to be totally restructured.

For monitoring and coordination the planning and monitoring work of various departments/coprporations of the Government, it is proposed that the Plan Monitoring and Cost Management Division under the overall charge of Adviser (Monitoring) and assisted by Director (Monitoring). The division would have 5 cells as below :

(v) Decentralised Planning and 20-Point Programme:

Director (Monitoring) should independently look after this cell under the guidance of Adviser and assisted by one Joint Director, one Deputy Director and Research Officers. An Assistant Director (Monitoring), Class II level, would have to be posted in each District. He will not only monitor the District plans but would also act as a link between the Monitoring Division and the District Officers, and for field checking. He would be working directly under the control and guidance of the Monitoring Division.

11.9 DOCUMENTATION CELL :

The new divisions and the Economic & Statistics Division of State Planning Institute maintain a Library which has more than 25000 reading materials including books, journals, reports etc. The Library brings out at irregular intervals a publication entitled Library Bulletin which gives a summary of the various studies, surveys and reports of the State Planning Institute and if a few articles of relevance published in some of the journals received in the Library.

The other divisions of the State Planning Institute, namely the Evaluation Division, The Training Division and The PRAD also maintain their own Libraries at the Kalakankar House.

11.10 ART CELL:

The State Planning Institute's new divisions have an Art Cell. The cell was originally attached to the Monitoring Division but was later shifted to the General Office. The Art Cell prepares maps, charts etc. for all divisions of the New Divisions of Institute. However, presently it is under utilised.

11.11 BOTTLENECKS IN THE PRESENT SYSTEM :

1. A large amount of documentation relating to various sectors of development of the State Government and

similar material from the Government of India and other State Governments, is received in the State Planning Commission. This material is generally kept with the Research Officer concerned with the sector or in the concerned section. Retrieval of this information, after a lapse of time is found to be very difficult. The various divisions of the State Planning Institute and the Joint Secretaries of the Planning Department hardly have any access to these materials hampering both the research work as well as objective decision making.

2. The Library of the State Planning Institute does not have any worth while cataloguing and many journals relevant to development works are not being subscribed to. In general it can be said that the Library is in poor shape.
3. The Planning Commission and Institute does not have any centralised publication system and the facilities for publication of material available in Library is also inadequate.
4. The Art Cell is at present heavily under utilised mainly for two reasons : firstly, it does not have the latest equipment for Cartography. Such equipment is available indigenously, and secondly its work load has been very much reduced after detailed from the monitoring division. Monitoring Division itself reduced the utilisation due of the art cell to in sufficient strength in the division.

11.12

SUGGESTIONS :

The Planning Secretary has already taken a decision that with shifting of the department to Yojana Bhawan a good centralised documentation cell and Library be created. The Library of Evaluation Division would also be merged in the Library. It is suggested

that the Library, documentation, publication facilities, including Art Cell and computer facilities of the monitoring division, be merged into a single cell with added facilities called information and Documentation cell as an integral part of the Monitoring Division. The cell would have a Deputy Director as Incharge and should have the following four sections :-

1. Documentation Section :

Headed by Documentation Officer. The design of Library and the documentation cell and some of the equipment necessary for the same has already been forwarded to the State Government. The equipment recommended in addition to the normal furniture, stacks etc. include 2 nos. book Trolleys, a zoom copier (Minolta or similar make) and a plain paper Reader Printer (Menolta or similar make). Facilities of the budget of Rs. 5 lakhs should be provided to this section for purchase of new books subscription of journals, bringing out publications and for contingencies expenditure.

2. Publication Section :

The State Planning Commission and various Divisions of the State Planning Institute have got a good number of cyclostyling machines and Photo Copiers. However, these are operated individually and the quality of Cyclostyling is often poor. It is recommended that a centralised publication cell headed by Research Officer be placed under the Monitoring Division. In addition to the existing Cyclostyling machines and the Photo Copiers, it is recommended that a small offset printing machine costing about only Rs.65000-70000 for ordinary printing work and a desk top computer publication system for quality work be added.

3. Computer Section :

The Monitoring Division has already acquired computer and a post of computer programmer has been sanctioned. This computer may be connected with the UNIVAC (UPDESCO) & proposed NICNET computers.

4. The Art Cell :

May be placed under the information and documentation cell / ^{with an Independent Dy. Director,} and some of the latest equipment for producing quality charts and graphs may be added.

The Division, for the field visits, and for increased work load mentioned above would need infrastructural facilities including one car each for Advisor and Director, 2 Jeeps and one pick up Van.

11.13 The National Seminar on Monitoring and Cost Management, Bangalore, June 1986 recommended that about 1% of plan funds should be earmarked for Monitoring and Evaluation. It has been recommended elsewhere that the personnel in Monitoring Division should be transferable with the personnel in the Departmental monitoring Cells. The feasibility of obtaining personnel on loan from some of the major departments in the initial period may also be looked into. The organisational structure, as proposed above, is depicted at Annexure... XI .

11.14 MONITORING OF NON PLAN DEVELOPMENT EXPENDITURE

Under the present planning system prevalent in the country, plan schemes become non plan after the plan period of the scheme. Maintenance of most of the schemes is also done from the non plan resources. The objective of planning being development, it is immaterial whether the funds for development come from the plan sources, the non plan sources or any other source like institutional finance etc. Even a cursory study of the State Government budget would indicate that a large portion of non plan funds are earmarked for various development activities.

What has been said in the preceding para make it clear that even various department of Government agree with the principle that in addition to the departmental monitoring an independent monitoring system should be adopted.

11.14.2 MAINTENANCE OF ASSETS :

Repair and maintenance function of infrastructural facilities are as important as their creation. If the assets created to provide the rated services and goods are not properly maintained it is bound to affect their efficient functioning resulting in low output and in turn low capacity utilization. Regular and timely maintenance of assets created in the form of infrastructural facilities, therefore, assumes special significance. The Planning Commission Government of India also set up an expert working group to examine this important aspect of the planning process, prior to the initiation of the Seventh Five Year Plan. The findings of this expert committee still hold good and deserve attention for a policy decision as this has a close bearing on the efficient functioning of the infrastructure facilities being created on an increasing scale from plan to plan.

It is a recognised fact that creation of additional facilities should be undertaken only after the optimum capacity utilization of facilities already created. It is also clear that the funds required for maintenance of capacity are much less than the funds required for equivalent fresh capacity. The maintenance of facilities already created, therefore, should get a higher priority. The annual maintenance cost generally ranges between 5-10% of the initial capital cost.

However the actual conditions in the State show that the maintenance or the capacity utilization of existing facilities is rather poor. The study of UPDESCQ... "Capacity Utilization and Maintenance of Assets" may be referred to in this connection. Some other aspects of maintenance in the following categories need greater attention for monitoring etc.

11.14.3 Technical Education

It has been observed that in most of the polytechnics, including assisted polytechnics the maintenance of buildings and equipments is in-adequate. Of the total (98), only 42 polytechnics have their own buildings. The total renovation and maintenance charges for these buildings have been estimated around Rs. 5.9 crores by Directorate of Technical Education. A proposal to this effect has also been submitted to the Government. So long building and equipment maintenance in technical institutions do not improve, quality manpower from these institutions can not be expected.

11.14.4 Education

Likewise the condition of school buildings is also poor. As such no proper allocation for maintenance of building and equipment etc. have been made in the fund provided to the department. The agency which has

been made responsible for consttuction & maintenance of buildings has hardly any time to oversee and supervise maintenance aspects of educational institutions. The agency is also not able to utilise the plan funds for construction works.

Rural Roads

11.14.5

In the State a number of poverty alleviation programmes has been launched with the assistance of Government of India. One of the major activity in these programme is construction of assets: like roads and houses. It has been observed that the maintenance part of these assets is lacking and assets do not remain in proper shape and condition after 2-3 years Likewise the roads built up in rural or sub urban areas have not been accorded priority in respect of maintenance and have not been earmarked sufficient fund for their proper maintenance. Unless maintenance funds are provided, targeted development from these assets can not be expected.

It; may also considered to form a seperat cell of construction and maintenance of educational institutions of the State in P.W.D./RES.

11.14.6

State Tubewells

Several studies have pointed out lack of management technics and repair of motor, starter and other technical equipments for maintenance of tubewells. Similarly conditions of guls in most of the tubewells is poor. Improper maintenance of the electrical transmission and distribution system causes shutdown of tubewells. Even when officially power is available for 10-12 hours actually average running hours of tubewells is very low.

Similar instances of poor maintenance can be cited in many other sectors.

11.14.7 Presently brief monitoring system is as below :

(i) The Plan Monitoring, both in Government Departments and Corporations is the responsibility of Planning Department and the Plan Monitoring and Cost Management Division of State Planning Institute. The bottlenecks and lacunae in these systems have been discussed in the present study.

(ii) The Plan and non-plan monitoring of the Corporations of the State Government is the responsibility of the Bureau of Public Enterprises. There are a large number of bottlenecks and lacunae in this also. For example it has been found that Bureau is not receiving any review report from an important corporation like the Small Industries Development Corporation for the last three years. Even where the bureau is carrying out the review function, they are able to carryout monitoring only from the angle a selected indicators and are unable to monitor the non plan development function as such.

(iii) The monitoring of the non plan expenditure is basically the job of finance department. However the finance department is not equipped to actually monitor the physical aspects of the non-plan development activity and a gap exists.

11.14.8 SUGGESTIONS

It is suggested that to develop a system for monitoring of these activities, a small committee consisting of the following members be setup

i) Secretary, (Expenditure Control)	Chairman
Finance Department	

- | | | |
|------|---|--------|
| ii) | Special Secretary,
Planning Department. | Member |
| iii) | A representative of Hill Development
Department. | Member |
| iv) | Director,
plan Monitoring and Cost Management
Division. | Member |
| v) | Director,
Management, Bureau of Public
Enterprises. | Member |

11.14.8

PARTICIPATORY MONITORING

To obtain effective feedback of implementation of the plan & non plan schemes and for maintenance of assets at the village Nyaya Panchayat level, it is felt that a system of participatory monitoring through local individuals and organisations may be developed. Under this experiment, it is proposed that educated local persons be imparted with functional education and provided with some incentives for monitoring and maintenance of small schemes limited to Nayaya Panchayat level. Examples of such schemes are maintenance of Hand-pumps wind mills, bio-gas plant etc. Volunteers of Yuvak Mangal Dal/Mahila Mandal or from local recognised voluntary organisations after suitable training can carry out minor repairs and simple preventive maintenance. They may approach higher authorities at the block/district level for major repairs.

11.15

COMPUTER APPLICATION IN GOVERNMENT DEPARTMENTS

The role of computer is progressively increasing in the Planning and Monitoring process due to its speed accuracy and large memory. In the State, the Uttar Pradesh Development Systems Corporation (UPDESCO) is acting as a nodal agency for computerisation. The main frame system UNIVAC-100/60C-1 of the Planning Department is being operated by the U.P.D.E.S.C.O.

For control and direction of computerisation in the State, a Computer Group under the Chairmanship of Agriculture Production Commissioner (A.P.C.) with Planning Secretary as Member Secretary and M.D. U.P.D.E.S.C.O. as one of the members has been setup. This committee clears all proposals of hardware purchase. The list of computers system cleared in the Computer Group is not available with UPDESCO.

For better management at top level, the Government, through UPDESCO, has provided personnel computers to practically all the Secretaries of the Government. In addition PC's have also been provided to Agriculture, PWD, Irrigation, Training & Employment, Animal Husbandry, Harijan & Social Welfare departments and to Chairman, Board of Revenue, Registrar Co-operative Societies and to Commissioner Rural Development. In all, by October 88, 62 computers have been provided in the State Government departments under this scheme. Of these, 42 have been installed in the Secretariat and rest in different directorates. Detailed list of computers is available in Annexures IV & V.

11.15.2

STATUS OF COMPUTERS PROVIDED TO TOP LEVEL :

During discussion with the officers of UPDESCO, it was indicated that a system of monthly review has recently been introduced for ascertaining the extent of utilisation of computers in different

departments. The review made in October, 1988 covered 39 computers. Out of these six computers installed in offices of some of the senior most officers were not covered in the survey as unapproachable, 9 PC's are lying idle and their present utilisation is nil. 10 other PC's are at low level of utilisation. Only 14 PC's are indicated to be working at satisfactory level. The present status of utilisation as obtained from UPDESCO is given in the Annexure VI.

In majority of the offices, the computer is utilised through the part-time official provided by UPDESCO and the concerned departmental officer/offices do not have trained manpower to operate or to utilise the computer. During discussions, it was informed that though training was imparted to selected persons of each department, generally trained personnel have not been associated with the operation of computer.

Regarding status of utilisation/installation of computers installed directly to the departments after clearance through the Computer Group, it was informed that UPDESCO is not monitoring these computers.

15.3

SUGGESTIONS AND RECOMMENDATIONS :

1. The personnel computers provided to Secretaries/Heads of the Departments are basically under-utilised because they are being operated only through the part-time officials of UPDESCO. It is necessary that the computer culture be so developed that senior officers operate the computers themselves. The UPDESCO officials should basically function as facilitators for refreshing various commands of the computers.

2. For development of customer oriented software, it is suggested that turnkey consultancy contracts be provided to wellknown software organisations like UPDESCO, UPTRON, Tata Consultancy Services, NIIT etc. The UPDESCO official, where provided, should act as facilitator in this case also.

3. Though the computer group has issued detailed guidelines regarding framing of proposals for submitting the proposal to the group, it has been noticed that generally the departments have installed the computer without preparing the plan of action for the phased utilisation of the system. The departments should take the technical guidance from UPDESCO/UPTRON etc. for preparing the computerisation proposals.

4. A review of the training programmes on computers conducted by State Planning Institute, IMDUP, U.P. Training Academy, Nainital shows that even after the several years of the start of the computerisation in the State, these programmes are only of the nature of appreciation of computerisation. There is a gap for computers-on-the job utilisation of computer training in various departments. It is recommended that in-house training programmes should be designed separately for each department, with the help of well known training organisations like NIIT, CMC, etc. UPDESCO/UPTRON may act as the link organisation between the department and the training organisation and should accept full responsibility of on the job training of officials in each of the department/corporations. The personnel selected for the training should also not be on adhoc basis, which is presently the case and should only be those who would be actually concerned with the computerisation without any time gap after the training. The department of Training of U.P. Govt. should monitor, whether various trained personnel are actually posted on the job for which they are trained.

5. Presently UPDESCO reviews only those departments which have been provided computers through them. Even in this case, as stated above, computers are not being regularly reviewed. It is suggested that UPDESCO should design the monitoring system which should review of the working of computer systems

cleared by the computer group also.

6. As stated in para 11.12, the computer of Plan Monitoring and Cost Management Division should also be linked with the main-frame computer of UPDESCO.

12.0

SUMMARY OF CONCLUSIONS & RECOMMENDATIONSGeneral

1. The Number of departments and directorates engaged in development programmes in the State is large. However, except for a few large Departments/Corporations, the planning/monitoring systems in most of the departments are similar in nature and therefore, the conclusions drawn here in general apply to all development departments/Corporations.
2. In view of the inadequate training of the staff engaged in planning & monitoring, in the departments/Corporations, it is considered necessary that the Monitoring Division of the State Planning Institute (SPI), be actively involved in creation of the proposed systems in the various departments.
3. It has been found that physical targets set usually have no relationship with the money available during the year. It is considered necessary that as soon as budget proposals are printed, detailed financial and physical targets be fixed for the year and that monitoring should be only against these targets. In case of any changes in fund allocation, the targets may be revised at that stage and monitoring be done as per the revised targets.
4. The projects should be prioritized/based on the following:
 - (a) Zero base budgeting
 - (b) Projects nearing completion
 - (c) Projects having serious bottlenecks should be postponed.
 - (d) Rescheduling of long gestation projects should be done on the principle that partial benefits may start in visible future.

5. An organisational chart should be prepared for each major project and project managers be given some freedom to select personnel of their own choice.
6. A large number of posts are lying vacant, at all levels invarious departments. Eventhough, the actual requirement may not equal the sanction strengthened, the procedure for recruitment and promotion is extremely slow. Postings at the projects should be in line with availability of funds.
7. There is a lack of co-ordination between Irrigation department and the State Electricity Board in implementation of Hydel and Multipurpose Projects, each blaming the other for the delays. It is necessary that a single person be made incharge for each of Hydel and Multipurpose projects, with greater authority in implementation. It may be better even to have an independent body for each large project on the lines of the Tehri Dam Project.
8. There is a tremendous delay in the delivery of monitoring report to the State Planning Institute. It is suggested that a courier system be adopted between major projects and the S.P.I. ensuring delivery by the 7th of the following month. Projects costing more than say Rs. 30 crore may be provided with FAX facilities alongwith similar facilities at S.P.I. and Irrigation Department Head Quarter.
9. While it has been noted that the first quarter is ideally suited to construction activities, the funds are generally available only in the second quarter. It is suggested that since the budget proposals are printed well in advance, advance budgeting should be resorted too.

10. It has been found that the information received at the Head Quarter level is generally inadequate, incomplete and is received late.
11. Persons doing same type of work under the same Chief Engineer get different: pays and allowances, with the result that the persons in monitoring are considered the punishment post. This needs^{to} be rectified (See Para 4.48).
12. It would be desirable if the miscellaneous work given to the monitoring and planning staff in various departments, including the UPSEB, is withdrawn.
13. Agriculture Derpartment
13. The Agriculture department does not have a centralised monitoring cell and therefore, there is a lack of co-ordination at the Headquarter level.
14. Partial/Incomplete information is received from the field level and the reports are generally not received in time. There is also lack of training and adequate staff in the Agriculture department.
15. The post of Jt. Director (Planning) at the headquarters may be upgraded to the post of Addl. Director (Planning and Monitoring) and should be made incharge of a centralised Planning and Monitoring cell in the department. For this, the Joint Director (Monitoring) under the TNV scheme should look after the complete planning and Monitoring of the agriculture department in the State who should be provided the information from various divisions by the concerned Deputy Directors.

16. The cell should be provided with facilities like photostat machines, electronic typewriter and other facilities.
17. The monitoring cell sanctioned under the soil conservation scheme may also be shifted to the proposed Additional Director (Planning and Monitoring).
18. The present structure of planning and monitoring of the Agriculture Department does not have monitoring system for most important groups namely : cereals, oil seeds, and pulses, it is, therefore, proposed that one post of Deputy Director for each major crops be created.

Rural Department

19. The monitoring cell of the department generally compiles the information received from the district and sends the same to the Government without any indepth analysis information. It has also been noticed that about 50% of the districts do not send the information in time.
20. The computer cell of the department has only one post of machine operator which is extremely inadequate.
21. In RLEGP, due to lack of trained technical and engineering personnel at both State and the District levels, the work of project identification, and formulation is not scientific. The Assistant Engineer in the office DRDA, also gets very little time to prepare quality project reports.
22. It is recommended that Joint Director (Monitoring) may be redesignated as Joint Director (Planning and Monitoring) and the present monitoring cell attached to him be strengthened.

23. The monitoring staff of rural development department at the district level should be attached to the proposed new cell of (Planning and Monitoring) at the district level. A.P.O. (Monitoring) in this cell should exclusively look after the work of monitoring at DRDA level. All operational and managerial difficulties of the programmes should be taken care of by the district level cell.
24. The planning and monitoring cell should also assist the districts in identification and formulation of rural development projects. For this purpose, the cell would have to be trained by the State Planning Institute (Training Division).
25. The present system of accounting and financial monitoring at DRDA level is far from satisfactory. The post of Accounts Officer may be created at the DRDA. The incumbent should have adequate knowledge of commercial accounting.

Panchayati Raj

26. The returns from majority (about 75%) of the districts are not received in time. Delay ranges from 1 to 3 months, and the reliability of information is also doubtful and there is no system of checking the information due to inadequate staff. The instructions given for filling the proformae are often not followed.
27. Deputy Director, Panchayati Raj, in addition to Panchayat Udyog, should also look after the work of planning and monitoring functions. An Additional post of Research Officer may be created in these functions. One personnel computer along with Asstt. Programmer and a data entry operator may be provided to him. The cell thus created should be associated with the newly Assistant Director (Monitoring) in the Planning and Monitoring cell, proposed to be created at the district level.

28. Guidelines for monitoring work should be development and norms should be specified. Help of rural development department of Plan Monitoring and Cost Management Division of State Planning Institute may be taken for this purpose.

Command Area Development Authorities

29. It has been reported that fortnightly and monthly information is collected for monitoring and various aspects of schemes being implemented by the authority. The information includes position of cement stock and construction material, achievement against target of On Farm Development, financial position, progress of agriculture programme, position of disciplinary proceeding etc. The achievements are generally behind the targets, but reasons regarding shortfalls corrective action taken etc. are not reported.

30. In absence of effective monitoring system, it is difficult to verify the physical and technical soundness of reported progress.

31. For effective monitoring, a centralised monitoring cell should be created in the department.

32. At the district level, the problems of co-ordination if any, with the departments like rural development, minor irrigation, agriculture and irrigation need to be assessed and corrective measures for effective coordination taken, One Assistant each at the district and division levels may be designated as coordination assistant for monitoring work.

Animal Husbandry

33. There is no planning and monitoring unit/cell at present in the department at any level and the technical staff attached to subject matter specialists in the office of Additional Director

(hills), Additional Director (BPS), Joint Director (Farms), Deputy Director (A.H.Circle) and Deputy Director (ICDP) help to scrutinise and review the progress of schemes/activities.

34. The periodic returns presently received by the Directorate generally suffer from omissions and non-intentional errors mainly because of lack of proper understanding of concepts.
35. At the headquarter level, at present, 19 personnel are engaged for collection, processing and monitoring of data/information, under the statistical, live-stock performance/development and planning sections. It is recommended that these 19 posts should be attached to the proposed planning and monitoring cell and 5 more posts as indicated in Para 2.5.5 may be created. In addition, one post of Senior Assistant at each divisional level reporting to Dy.Director and one post of Statistical Assistant at the district level reporting to the district live-stock officer may be created for planning and monitoring activities. At district level, Statistical Assistant would work under the guidance of Director, Plan Monitoring and Cost Management Division of S.P.I.

Fisheries Department

36. At present, there is no separate planning and monitoring cell at the State Headquarter level and the review is done by the Director of Fisheries himself.
37. The Fisheries development worker, at present, looks after the work of 3 to 4 blocks which has resulted in lack of feed back from lower levels. It is also seen that there is no scientific pattern of the monitoring at the department level and partial and incomplete information generally flows to the department.
38. It is recommended that a monitoring cell may be created at the State headquarter level under the control of Directorate of Fisheries. The cell would have one Senior Research Officer,

2 Assistant Directors, 2 Research/Statistical Assistant, 2 Stenographers and 1 typist. In addition, the proposal of the department of the senior fisheries inspectors may be examined in detail.

Horticulture and Fruit Utilisation :

39. A statistical and monitoring section was created at the department level in the year 1979 and proformae for monitoring of various horticulture schemes were developed. However, it has been found that the information received ^{from} the field level, is generally incomplete and that there is no scientific management technique system in planning and monitoring. This is mainly because of lack of adequate and trained staff.
40. For strengthening of the cell, it is proposed that the present 5 posts be increased to 7 by creation of the post of one Research Officer and one Stenographer at the headquarter level. In addition, one post of senior statistical assistant may be created in each division.

Minor Irrigation Department

41. The department has a separate plan formulation and monitoring cell under Executive Engineer (planning) and Executive Engineer (Monitoring). However, the Executive Engineer (Monitoring) in addition to his work also looks after other works like stores, drawing-disbursing and office.
42. The department has developed a number of proformae for collecting the information regarding physical and financial

targets and achievements in various Minor Irrigation works.

43. It has been noticed that about 25% of the districts do not send the information in time and also that about 25% of districts send incomplete information. It is also feared that in many cases advance reporting of targets is resorted to. Quite often, the work constructed in earlier years is reported in the current year as there is no system of checking or double counting/advance reporting. The number of proformae/returns is also so large that it is difficult to scrutinise each and every information received from the district. A rationalisation of proformae is necessary.
44. Instead of having an independent Executive Engineer for planning and monitoring, it is recommended that out of the two senior Executive Engineers one should be made Incharge of the planning and monitoring cell. The post of Research Officer (Monitoring) may be created for analysis of the reports received from the district. Miscellaneous work should be given to the other Executive Engineer.
45. The district level staff engaged in monitoring is inadequate and it would be better if the staff under the guidance of the planning monitoring and cost management division though Assistant Director (Monitoring) at the district level.
46. There is also need to define the system of verification of works according to norms and random inspection should be undertaken by qualified persons. For this purpose, the manpower resources of Rural Development Department, M I & RES at the district level may be pooled.

47. The minor irrigation department creates substantial proportion to the irrigation potential being generated in the State and is an important department. It is also considered necessary that the total creation and utilisation of irrigation potential be monitored at a single point under the control of Engineer-in-Chief. Irrigation Department. Suitable proforma for transfer of necessary information to the Engineer-in-Chief office need to be devised. The information compiled should also be made available to Plan Monitoring and Cost Management Division of the SPI, for plan monitoring purposes.

Cooperation

48. The co-operative movement in the state serves to maintain supply line of credit and inputs required for agriculture and helps the farmers in marketing and processing of his produce. The department is also involved in distribution of consumer goods mainly for the benefit of rural mass and department for this purpose has a very large number of cold storage and large number of societies and federations such a decentralised system can work only with a good centralised monitoring system. The capacity utilisation of these cold storages is below optimum level with the result, these cold storages are not able to compete with other private cold storages and are incurring losses, one of the main reason for it may be attributed to the lack of training among managerial staff. However, it is surprising to note that the department has no scientific pattern of planning and monitoring functions and does not have a separate cell for the purpose at the department level. At the Additional Registrar level, there is one post of officer coordination, who is also allotted a large routine amount of works.

49. It is recommended that a planning and monitoring cell should be created at the headquarter level as indicated in para 2.10.4

50. The department has suggested that personnel engaged in the cooperative department should be provided technical guidance and work under the technical control of the Plan Monitoring and Cost Management Division of the State Planning Institute.

Office of Agriculture Production Commissioner

51. The office of the APC branch is a vast branch and deals with the most important sectors of the poverty alleviation, the Panchayati Raj System and other important sectors of rural economy. It is, therefore, considered necessary that a separate cell under the control of Joint Secretary be created for Plan Coordination and monitoring of the departments under the control of A.P.C. Joint Secretary should be assisted by a number of professionals drawn from different departments. The structure of the Cell may be finalised in consultation with Plan Monitoring and Cost Management Division of the State Planning Institute.

Forests

52. At present the working of planning and monitoring is carried out by statistics and monitoring cell of the department, a cell created in the fourth five year plan. The cell is headed by Chief Conservator of Forest (Planning). In addition, there is a monitoring and Evaluation cell under the charge of Chief Conservator of Forests (Social Forestry), who is responsible for World Bank Social Forestry Schemes.
53. The department finds that the existing staff for planning and monitoring is highly inadequate and has proposed additional staff at Head Quarter and divisional levels. Considering the size and complexity of the department, the staff proposed

with an additional annual cost of only about Rs. 51 lakhs (details given para 3.6). However before sanctioning the posts, it is necessary that the existing staff sanctioned under different plan schemes like monitoring, research, social forestry, waste land development programme etc. should be transferred to a common Monitoring and MIS unit which should be centralised under the principal Chief Conservator of Forests (Planning) who will be Incharge of the cell for research and planning and monitoring techniques.

54. It is suggested that the monitoring and information systems should be redesigned in view of needs of technical programmes of the department.
55. The proposed cell under the principal Chief Forest Conservator should also monitor the functioning of the Forest Corporation.

Irrigation

56. The functions of the planning, investigation and monitoring are entrusted to Chief Engineer Planning level-I who is assisted by 5 Chief Engineers level-2 one each for advance planning, water resources, investigation and planning, monitoring and evaluation and planning and investigation.
57. With the strengthening, of the Irrigation Department, in 1977, it was expected that detailed basinwise plan with addition to investigation, drainage, navigation, flood control, power generation, water supply, land reclamation, pisciculture etc. would be prepared. This has however not be done.
58. At present, there is no seperate monitoring staff at zonal chief engineer levels. Skelton monitoring staff exist, at the project level, however, most of the posts are vacant.

59. Irrigation projects have long gestation periods which are further increased due to present constraints. ^{Due to} frequent transfers ^{from} responsibility ^{for} /dereliction of duty cannot be fixed. It is considered that policy of frequent transfers from projects should be discontinued and same personnel should remained at project site till its completion.
60. With the slowing down or completion of projects it has been found that work charged employed are not discharged resulting in overstaffing. It is recommended that requirement of staff at each project should be reviewed every year.
61. The present organization structure of monitoring is not conducive to efficient monitoring. The EDP manager who collects and provides of data, both for monitoring of construction projects and monitoring for day to day irrigation and maintenance, reports to C.E.(Advance Planning). It is recommended that C.E. (Monitoring) should be redesigned as C.E. (M.I.S.) and all the information system should be at even taken one point under him.
62. The work load of various S.E.'s under Chief Engineer monitoring is not uniform.
63. The office of the Engineer-in-Chief needs to be re-organized in light of the work load in each office.
64. Present procedure and compensation levels for land acquisition need to be re-examined and necessary corrections made. A sociologist should form the part of the Project Formulation team so that land acquisition and re-settlement plans take into account socio-political aspects.
65. Irrigation projects can not be considered complete till the Water reaches the field. For proper monitoring and timely completion of this activity, it is necessary that Command Area Development activities be made integral part of the projects and monitored as such.

66. There is a total lack of control and planning for utilization of the large fleet of equipments in the irrigation department. A system has to be developed for optimum equipment utilization and it should be made obligatory that new equipment is purchased only after scrutiny of available equipment. For this purpose norms and standards like working hours, out-put per hour/day, repair expenditure etc. need to be developed.
67. It is considered necessary that a committee should go into details of powers of Secretaries, Head quarter of Irrigation Department and the project levels to recommended the measure ensuring delegation of authority on decentralisation of power.
68. The monitoring of Minor Irrigation should be linked to the monitoring and proposed M.I.S. structure under the Engineer-in-Chief of Irrigation Department.
- Energy
69. The Uttar Pradesh State Electricity Board has an elaborate Planning and Monitoring system for each of its activities like Thermal Power Projects, Hydel and Multipurpose Projects, Transmission Lines and sub-stations, Electrification etc.
70. The physical targets fixed are generally not in line with the finances available and major bottleneck listed in most of the progress reports is the lack of the finance and therefore, the real reasons for slippages do not come to light. Improvement in Management Information System revealing the problems and co-ordination is must.
71. For projects of such large magnitude, it is necessary that not only are the PERT chart, prepared, but also updated periodically. The updating should be based on the availability of funds for the year only therefore, annual updating is must.

72. The cost increases in major generation given in para 5.4.7(4) can not be attributed to price rise alone. The reasons for cost increases, analysed in a study carried-out by Plan Monitoring and Cost Management Division, in addition to escalation, are found to be inadequate provisions, inadequate surveys and investigations, delay and supply of working drawing and inadequate resources of contractors. Lack of planning in such a large organisation indicate that the management system and structure of the board needs to be complete overhauled.
72. It has been learnt that UPSEB has employed Tatas who have suggested a revised MIS system. The report is at present under study at the UPSEB level. We hope that the report would be discussed in a small workshop between the UPSEB, the State Planning Institute, CEA etc. before implementation.
73. In view of the initial delays taking place before a project is finally cleared by various Govt. agencies. It is desirable that after clearance authorities may be given about three months time for revision of cost and time schedule of the project. This should form the base cost and time schedule for the purpose of fund allocation and monitoring.
74. Incentives to monitoring staff and the training arrangement necessary should be devised with the help of Monitoring specialists in the Planning Commission or other agencies like the NTPC, CEA etc. For regular training, the Project Managers may be provided readymade standardised software for which should be got developed.
75. The monitoring staff at the Project level should have a direct technical linkage with the monitoring staff at H.Q.

76. The U.P. Power Generation Corporation has a very Sketchy monitoring system at the project level and the H.Q. monitoring staff have been assigned a number of other responsibilities.
77. It is seen that with hardly any monitoring system, the time and cost overruns have been comparatively less showing that at presents the Generation Company is more efficient./ However, before the corporation comes unwieldy project level independent monitoring system on the lines of UPSEB may be set-up in the Corporation.
78. At present there is no monitoring cell at the Corporate level in Mini and Micro Hydro Electronic Corporation. It is necessary that the Corporation has an effective monitoring cell at H.Q. headed by an Officers of the level of Executive Engineer and assisted by two Assistant Engineers. At the initial stages, for every three-four projects atleast one Assistant Engineer should be responsible for monitoring work at field level with the progress of projects. These monitoring cells may have be further strengthened.
79. The Non-Conventional Energy Development Agency is mainly an executive agency of the department of Additional Sources of Energy, Government of India. In addition, Director NEDA executes Integtrated Rural Energy Planning Programmes being run in 30 blocks of the State.
80. The seven divisions of NEDA are independently headed by Specialists/Senior Scientific Officers. Additionally, at the State HQ's, there is a post of Chief Project Officer who coordinates, the work of the Project Officers of the Districts. The information flow system in agencies is very complicated with dual line of authority to the project. It is therefore, suggested that th CPO be redesignated as Joint Director (Monitoring).

81. NEDA basically is an energy organisation and its activities are to expand in near future. It is therefore, strongly recommended that the departments of Additional Sources of Energy be transferred to the Energy Department and the Secretary Energy be the ex-officio Chairman of NEDA. It is also suggested that the centralised monitoring cell after all the agencies dealing with Energy should be set-up under direct control of Secretary, Energy.

Industries Department

82. The monitoring of the Industries department has been studied keeping in view the following major schemes of the department; the Unorganised sector, schemes of self-employment for educated unemployed, Khadi and village industries, District Industries Centres, Organised small scale sector and Medium and Major Industries.
83. PICUP is a pioneer organisation for promotion of industries in the State. The Corporation is doing monitoring through the technical and financial executives. The corporation also brings out a status report of Joint sector projects being promoted by it. It is seen that the progress report/status reports of the Corporation do not reveal the reasons for delays and monitoring is not effective. PERT charts are not prepared in most of the cases and regular inspections are not being undertaken, resulting in insufficient action for reducing time and cost overruns.
84. It is suggested that a centralised monitoring cell under the overall guidance and supervision of Deputy Managing Director should be set-up in the corporation. The cell should ensure that the PERT Charts are prepared the regularly and frequent inspections are also undertaken.

85. The monitoring cell, after discussing the bottlenecks with the Managing Director should prepare a detailed report. The cell should also undertake indepth studies of sick units and suggest the packages of assistance after diagnosing the problem for rehabilitation.

The studies also bring out some indicators which could indicate in advance that certain units are likely to be come sick in near future and suggest measures for the same. In the monitoring committee of the corporation a member of Yojna Monitoring and Cost Management Division should be included.

86. The UPSIDC has (till December ,87) 89 industrial estates in 39 districts of the State. The Corporation has invested 55 crores rupees in this scheme. The Corporation has also established growth centres and zero industry centres by acquiring 3,400 acre of land. The Corporation is also assisting joint/assisted sector projects has implemented 25 such projects and has a number of projects in hand.

87. For the above various activities, Corporation has one post of Manager Planning and Statistics at the headquarter level who supervises the work of planning and statistics section, divided into four major segments each headed by an officer of the rank of Deputy General Manager.

It is seen that in the existing system there is insufficient coordination between field and headquarter levels. The number of proformae in which the reports are collected from the field, is large (20-30) it is necessary to rationalise the proformae so that the monitoring is more of qualitative nature rather than of quantitative nature. Use of PERT Charts has to be increased.

88. The financial monitoring of the Corporation is not effective, resulting in poor recovery of dues.
89. It is suggested that the Corporation has a centralised monitoring system at the headquarter level. This would need that the team of monitoring, under DGM/GM, should consist of qualified personnel with knowledge of modern techniques including preparation and updating of PERT Charts. The Demand/Recovery notices system needs to be computerized. The Corporation should take assistance of the Plan Monitoring and Cost Management Division of State Planning Institute for development of this cell. A regular inter-action between these two is also necessary
90. U.P. State Textile Corporation has a fulfleged monitoring system but the same is not working satisfactorily and the data collected is repetitive and analysis is done mainly on the information desired by Government alone. The cell of the Corporation needs to be reorganised with the help of a consultant and the Monitoring Division of State Planning Insitute.
91. The U.P. Cooperative Spinning Mill Federation, looks after 7 new Cooperative Spinning Mills, and a few older mills of the Cotton Growers Society. The federation does not any effective monitoring system. The mere fact the chairman of the U.P. Textile Corporation is also Chairman of the Federation has not resulted in any improvement in its planning and monitoring system. On the other hand, common Chairman between competitive corporations generally results in step-montherly treatment. It is, therefore, suggested that the Federation should have an independent Chairman with the Chairman of a Textile Corporation as a member of the Board of Governors. The planning and monitoring set-up of the Federaation could be similar to the one of the Cooperation after the same is reorganised.

92. The Directorate of Industries supervises the work of large number of Corporations, in addition to overall planning and monitoring of the department. The planning and monitoring of the department is done by the separate section of Planning and Research under an Additional Director of Industries and assisted by a member of officers.
93. The department does not have any system of analysis of various data generated from its various units and Corporations and to provide policy background information and research papers to the Principal Secretary or to the Secretary Planning.
94. At the district level also, there is a large scope of coordination between various agencies connected with industrialisation (industrial Corporations. Banks and DIC etc.). Lack of training in planning and monitoring at the district and zonal level is conspicuous.
95. The unorganised sector provides about 50% of the total industrial output of the State, needs vigorous efforts for data collection, planning and monitoring.
96. The department has proposed a plan review committee at the district level under the chairmanship of District Magistrate. This committee should have officer of Industries department, KVIB, DRDA, Bank, Power, and of industry in the area.
97. The planning and research wing of the Directorate should also be entrusted the work of preparation of project profiles, data collection and of project planning.
98. The monitoring cell in the directorate should be independently under the charge of Joint/Additional Director.
99. For effective planning, it is necessary that techno economic service of potential/new industries, investment, electrical connection, availability of raw-materials etc. should be conducted and updated from the time to time. The services of voluntary agencies, peoples' representatives and others may be utilised

for the purpose.

100. For creating an effective organisation to reduce industrial sickness, a cell for monitoring of sick/marginal industries may be created.
101. The monitoring cell of Directorate should separately analyse data regarding the delays that occur in obtaining various State and Central Government clearance like the electrical connection, allotment of scarce raw-materials sales tax and excise clearance etc. The data analysis should be mainly for the purpose of policy formulation rather than executive which is the job of Small Industries Corporation.

Education

102. For planning and monitoring of the Secondary Education, a monitoring cell was established in the department. However out of the strength of 16,8 posts are vacant. The department has to monitor 38 schemes of the State level and 60 of the District level and finds it difficult due to inadequate manpower. A sizeable number of posts has been reserved for employees from the Economic and Statistics Division of State Planning Institute. It is suggested that the number of posts in the district sector be increased from 9 to 15 and that all the posts should be filled not from Economics and Statistics Division but by recruiting professionals directly. Education department has a very large number of schemes which are non-plan but are of development nature. The proposed reorganised cell should monitor these schemes also.
103. In the Higher education Department there is only one Statistical unit for planning and monitoring headed by Dy. Director (Stat.). The cell collects information from 404 Degree colleges and analysis the same. Generally the colleges do not send relevant and requisite information. ~~Whatever~~ information is sent is also delayed. The department has computerised certain formats, however due to inadequate manpower in the computer cell, the progress of the computer cell is nor satisfactory. To cope with the bottlenecks and the work load, a few

additional posts have been recommended in para 7.1.2.3.

104. The Adult Education Department has a Deputy Director (Mon.) assisted by Assistant Director and others for collection and analysis of the information regarding the various schemes from the Districts and for random checking. At the district level the collection of information is entrusted to a Statistical Assistant working under the district Adult Education Officer. However, the reports from districts are generally delayed, there is doubt about varacity of figures. The staff is mostly untrained and also needs to be strengthened.

105. It is suggested that instead of creating a separate planning and monitoring cell at Directorate of Adult Education, a centralised monitoring cell should function under the Directorate of Education. This cell should look after planning and monitoring of all directorates like basic siksha, higher education etc.

The monitoring system in education sector would need development of adequate norms and indicators for various functions, and for inspections. The monitoring division of the State Planning Institute should help in preparation of such norms and in development of the overall monitoring system at the department and the district levels. The inspections of schools is being done by outdated proformae and procedures. These needs to be completely revised, and a new scientific inspection system may be designed with the help of well known Institutes like the SCERT, NCERT etc.

106. For better implementation and monitoring of both Plan and Non plan schemes, a thorough study of all the schemes of the department should be made so that this could be projectised. It should be possible to projectise a high proportion of schemes. The staff of the education department engaged in formulation and implementation of such schemes may be trained in project formulation and appraisal techniques with the help of Training Division of State Planning Institute as

has been recently done for the officers of the Hill Development.

107. As progress of building works for schools is far from satisfactory, progress of these works should be sought in prescribed performance in physical & financial terms from PWD, RES etc.

Technical Education

108. The number of engineering colleges and diploma institutions in the State at the beginning of Seventh Five Year Plan was 10 and 70 respectively. As per the state plan the main thrust was to consolidate modernize established institutions however a number of new institutions have been established in the plan period.
109. The Directorate of technical education has a planning cell headed by Joint Director (Plans). The Directorate does not have any monitoring cell in the absence of which scientific monitoring is not being done and the collection and analysis of data reported for various schemes is not satisfactory.
110. Department has proposed an MIS cell under the overall supervision and guidance of Additional Director. The system would have three sub-cells namely Policy Formulation Cell, Policy Implementation cell and Monitoring cell, each sub-cell being headed by a Joint Director. It is suggested that initially start may be made by reorganising the existing planning cell and by promoting an Assistant Director as exclusively incharge of monitoring. He may be provided with necessary training and computer with programmer. Later, the cell may be strengthened as per requirements.

111. The planning cell of the department should carryout a study for future requirement of technical personnel of various categories in all sectors of 'economy' of the State and policy changes necessary.

Harijan and Social Welfare

112. The population of scheduled castes in the State as per 1981 Census was 21.2% of the State population, and the total plan allocation for the Seventh Five Year Plan to the Harijan and Social Welfare Department was Rs. 136.1 crores.
113. The monitoring of the schemes to the directorate level is entrusted to the coordination and Statistical cell which is headed by Statistical Officer. At the district level, a post of senior assistant has ben sanctioned in 5 district. 44 reports are received from the districts about the progress of different schemes in the districts. The analysis of these returns is highly unsatisfactory. Returns are generally incomplete and are received late.
114. The Department has installed a computer a year back but due to absence proper training, the same is lying idle.
115. Lack of coordination among different agencies/departments at district and state levels has also been observed. It is necessary for effective implementation of programmes.
116. It is suggested that the work of monitoring at directorate level should be entrusted to a Deputy Director. Organisational structure of the Planning and monitoring cell should also be reorganised with proper linkages with the district and divisional levels.
117. Rationalization of the proformae in the department is urgently needed as the present proformae have certain duplications and contained lot of irrelevant information.

Medical, Public Health and Family Welfare

118. The Medical, Public Health and Family Welfare department looks after Five directorates namely Medical and Public Health, Medical education and Training, Family welfare directorate, Ayurved and Unani Medicine and Homeopathic Directorates. The departments also looks after the sanjay Gandhi Post Graduate Institute & Medical Sciences, the directorate of population centre population project etc.
119. The Medical Directorate looks after 13 programmes of the State some of which are wholly centrally sponsored schemes. The directorate has a planning and monitoring cell headed by Additional Director (Planning). However it seems that the cell basically works as a compilation cell collecting planning and monitoring information in the various proformae prescribed by Central/State Govt. agencies. The number of such proformae are large and a large amount of additional data is also collected. The cell needs to be strengthened. Monitoring of the 20 Point Programme is done by a seperate vital statistical section under the control of Additional Director also. In addition to the 20 Point Programme looks after Blindness Eradication, Laprosy Eradication and the Tuberculosis Control programmes.
120. The Family Welfare Directorate also has independent demographic and evaluation cell in the State Family Welfare bureau. In addition a District level Statistical Assistant/Project Evaluation worker has been appointed in the office of the C.M.O. The coverage of the programme is highly sketchy and the MIS designed does not take into most of the area of the programme. The Indian Population Project covering 12 districts has an eloborate MIES system. However, the installed computer is not functional for quite some time.

121. In the Ayurvedic and Unani Directorate there is only one Research Officer and a Statistical Assistant, while there is no planning and monitoring cell in the Homeopathic Directorate.
122. At the secretariate level, the planning and monitoring work is done by section-6 which is being looked after by one Deputy Secretary, assisted by one Research Officer for planning and monitoring. However, Deputy Secretary has been assigned a large number of other responsibilities also.
123. With an elaborate system of collection of information from various levels in the Directorate, there is no centralised system for proper analysis, for avoiding duplication, and for policy direction. The data of one scheme is rarely available to other schemes.
124. Instead of having two posts of Additional Director Planning and Additional Director 20 Point Programme at the directorate level, it is suggested that these posts be merged into a single post and that all the policy making work should be at the level of Additional Director (Plan and Monitoring). He should be assisted by two Joint Directors one each for planning & monitoring and 20 Point Programme.
125. At the District level it is suggested that a Research Assistant (RA) should be provided^{to} the CMO. The Research Assistant should be assisted by the present Statistical Assistant in the CMO's office. The Research Assistants at district levels should provided necessary information both to the Medical Directorate as also to the planning and monitoring cell in decentralised planning system proposed at the district level.
126. The Hemeopathic directorate should also have a planning and monitoring cell headed by Assistant Director.

127. A centralised monitoring cell should be established with the Secretary (Medical and Public Health). The cell may be headed by Joint Secretary exclusively entrusted with planning and monitoring work.

Civil Works

128. An investment of about ^{Rs.} 1800 crores has been planned by seventh Five Year Plan for building, road works. The investment for the current year is proposed at Rs. 495 crores which is about 17% of the total plan of the annual plan. The number of agencies responsible for implementation of civil work is quite large (about 15) and there is no system to reduce time and cost overruns and to have a uniform quality for such a large amount of planning works.
129. At PWD, planning and monitoring of road and bridges is entrusted to Superintending Engineer Planning under Chief Engineer HQ-1. This cell collects information basically by correspondence and is enable to work on scientific lines to check whether the norm etc. are being followed.
130. At the district level the road plan quite often is not on scientific lines and many villages are connected by single dead end roads. This is a lot of duplication in monitoring work also.
131. The allocation of funds should be done on the basis of composite road projects of the district or a group of districts and individual roads may not be sanctioned.
132. Lack of project management concepts and following old procedures has resulted in both cost and time overruns. It is therefore, suggested that the personnel posted in the monitoring and

planning cell should have additional qualifications in cost control.

133. Presently, quality control is only looked after by those responsible for execution except for the technical audit. The Chief Technical Examiner examines only a few cases and such isolated examination results in the audit becoming basically a punishment tool.
134. The monitoring system of the RES is based on collection of information from the field level supplemented with monthly meetings at the circle HQ and the department HQ. The department has a monitoring cell at the HQ level, there is no cell at the circle level. The system does not give a clear cut picture. The reports of carry over works do not indicate the period for which the scheme is pending.
135. Release of funds at the district level is also without planning and quite often the funds all release at the end of the year, when there is no possibility of completing the schemes in time.
136. Most of the work taken up by Corporations (UPRNN, Harivas etc.) on behalf of the Government, is on cost plus basis. Any increase in costs thus increases the profit of the Corporation also. Cost control and inventory management, therefore, automatically take a back seat in these Corporations.
137. In light of the fact that civil construction work is spread over a large number of construction agencies and that the existing monitoring system is not able to control time and cost overruns, nor can it ensure quality work, it is suggested that a subjectwise centralised monitoring system be established with Secretary, PWD.

The centralised system proposed will have four sub-systems, one each for roads & bridges, water supply & sewerage schemes,

housing schemes and non-housing buildings.

138. In addition to the centralised system with Secretary PWD, small cells headed by Executive Engineers may be established at Zonal Chief Engineers levels of PWD and at the HQ of agencies of like Harivas etc. The field circle of RES may also have cells headed by Assistant Engineers. However, no new posts may be created & Monitoring and Planning cells may be established by reorganisation of existing posts.
139. Schemes should be administratively and financial cleared before the commencement of financial year and details of targets prepared .
140. Financial norms of works should be revised annually.
141. It may be examined if department like RES can be provided funds after state sector schemes instead of entrusting them for deposit works only. The Zonal Chief Engineers of PWD should maintain inventory analysis of construction materials by all construction agencies so that cost control aspects and availability of materials is ensured.

Cane Development Department

142. This office has a number of agencies under it which include the office of the Cane Commissioner, Cane Seeds and Development Corporations, the factories of the Sugar Corporations and the factories of the Sugar Federation and a large number of cane societies.
143. Presently, the Cane Commissioner's office has a small planning cell headed by a Head Assistant. The cell , mainly , compile data from various agencies. The department has stated that with the existing system, there is little time for any honest monitoring & evaluation.

144. Cane Seeds Development corporations, it is said are not having sufficient work as the rate of interest charge by the Corporations is higher than NABARD interest rate.
145. For such a large number of organisations, unions etc the planning and monitoring cell of the Cane Commissioner's office is highly inadequate and needs to be strengthened.
146. The U.P. State Sugar Corporation and the Federation of Cooperative Sugar Factories have a good monitoring system. However, in the interest of the long term plan of the state, it is necessary that the future installed capacity of different factories should be fixed in the long term prospective plan and that the monitoring should start right from the efforts needed for obtaining the letter of intent of future projects.
147. The Corporation has suggested that the Government may like to consider allotting areas on permanent/over all corporate objectives may be laid down on basis to the Corporation and Federation so that

Transport Department

148. The office of the Transport Commissioner acts basically as a regulation and enforcement agency. Presently the planning and monitoring system is limited to a Statistical Officer assisted by some lower staff. A large number of returns of various regions and zones is scrutinised and in absence of a proper information system, it is reported that fictitious reporting is resorted to.
149. The department, has obtained 7 direct data entry machines with accessories which are under utilized.

150. The department does not have a efficient machinery for control of air pollution, in major towns.
151. The department has suggested a number of new posts for strengthening of the cell at the HQ and zonal offices. However, it has been seen quite often that mere creation of new posts does not improve the planning and monitoring system. It is, therefore, necessary that before sanctioning of posts, MIS of the department indicating of exact nature of flow of information and duties of the existing as well as additional staff be designed.
152. The U.P. State Road Transport Corporation had retained reputed Consultants namely; M/s Pallawan Madras for suggesting total Management Information System for increasing efficiency of UPSRTC. It is understood that the system of the Corporation are being revised based on the above report.
153. The present working of the Transport Department for all practical purposes is limited to Road Transport. However, the Transport Department is also a model agency for all types of transport namely Road, Inland Water Transport, Civil Aviation and the Railways. It is suggested that for the long term perspective planning transport in the state, a planning and monitoring cell should be set up with the Secretary, Transport. It is also considered necessary that for the centralised cell to be effective, the Civil Aviation department should be transfered to Secretary Transport.

20 Point Programme

154. For smooth implementation of the 20 Point Programme, the Department performs following functions;

Fixation and disaggregation of targets, fixing reporting procedures and formats thereof, appraisal of programme & allotment of inter district ranking, constitution of committees on monitoring at various levels and verification of qualitative aspects of the programme.

155. In addition to above, number of committees have been formed at state, district and block levels which meet regularly. Apart from the committees, regular monitoring is also being done by officials at the various levels. A roaster of divisional review meetings has been drawn up and Secretaries and heads of the department have been asked to participate in these meetings.
156. In spite of so many meetings and other measures taken, the greatest bottlenecks of the programme is fictitious reporting. Discussions with Field Officers at the District levels in various districts of the State has brought out that even very senior officers indirectly encourage fictitious reporting to improve the district ranking.
157. To overcome the various bottlenecks, the department has suggested that the department be strengthened by a large number of additional posts at the block, district and state levels. However, we of the firm opinion that the type of policing proposed by the department, will not help in improving the quality of the programme. It is, therefore, suggested that instead of creating so many posts at district and block level, the Assistant Director (Monitoring) proposed at district level planning set-up should act as independent agent for on-the-spot verification of a few items selected on random basis. However some strengthening of the HQ of the department is necessary as per para 11.1.4(i).
158. There is a lot of duplication in collection of information through various proforma and through different sources. Duplicate reporting should be strictly avoided and for top level monitoring, should be based on the principle of exception reporting.

159. It may be necessary for the Government of U.P. to stress upon the Central Government that the unhealthy competition due to ranking of state and districts has resulted in major fictitious reporting and that it will be better to evolve some other system of decentralised award and punishments.

160. It should be kept in mind that encouraging for achievements beyond 100% of targets results in diversion of resources. It would be better to set realistic targets.

161. For implementation of suggestions contained in the report, a technical linkage should be established between the 20 Point Programme Department and the Plan Monitoring and Cost Management Division.

Planning Department

162. The monitoring of Five Year Plans and the Annual Plans is carried out by State Planning Commission (Planning Department) through review meetings while monitoring of major projects and various aspects of cost control is done by the Plan Monitoring and Cost Management Division of the State Planning Institute.

As for district level plan is concerned, two committees have set-up at the district level for plan formulation coordination and Monitoring, a divisional level committee also reviews the district plans regularly. The secretariat assistance in the task of monitoring at district level is being provided by the District Economics Officer. At the state level, the monitoring of the district plan is done by Planning Department not in a quarterly intervals.

162. Generally at the district level, the 20 Point Programme takes priority and it is found that the monitoring of district plan generally is not satisfactory. Even in review meetings the emphasis is on the financially aspects and monitoring of physical targets is highly adequate. The District Economic

Officer generally does not get backing from the higher authorities and finds it is difficult to get information from senior officers of the departments.

164. The quarterly review meeting of the planning department is not exclusively for district plan and covers the entire range of plan schemes. Thus the monitoring of the district level schemes over-all does not get sufficient importance.
165. While creating a new development structure at the district level, it is suggested that in the proposed Planning and Monitoring Cell, one Assistant Director be posted in each district for monitoring purposes. The Assistant Director may have to be provided with transport facilities.
166. The Plan Monitoring and Cost Management Division, set-up for the apex level monitoring, was expected to over all review the progress of the plan in the state. However, for various reasons the Division restricted itself to detailed monitoring of selected individual important projects only. In addition, the Division carries out one time studies to bring out reasons cost and time, and for overruns, efficient use of equipment etc. The division brings out cost indices for roads, bridges, Irrigation projects, multipurpose projects and is engaged in standardisation of design, drawing specifications of repetitive residential and non-residential buildings.
167. As the present study has brought out, a large number of departments do not have any monitoring system what-so-ever and it is often ^{seen that} many of the departments consider that collection of statistical information and discussing the ~~same~~ in review meetings is sufficient monitoring. It is also seen that even in departments where monitoring systems have been set-up, the same are not geared up to fixing physical targets in

line with the funds available as such and managerial inputs are lacking in monitoring.

168. The Plan Monitoring and Cost Management Division should carry out the following functions:

- i) To act as the principle agency of the State Government for monitoring of the plans.
- ii) To act as a link between the Monitoring and planning cells prepared in the various departments, which should be formed, where possible, by reorganising existing structure.
- iii) The Division should help in preparing monitoring systems of the various departments. The services of a number of experts on part/short time basis would be necessary for this division.
- iv) The division should help the training division to prepare monitoring and management of projects, for different departments.
- v) for proper Plan Monitoring in departments, it is necessary that physical targets be well identified in terms of realistic and indicative units. For this purpose, departmental committees with active participation of the Division will have to be set-up.
- vi) To act as the Secretariat the Cabinet sub-committee on Monitoring which should be revived.

169. To carry out the various functions given above, and to act as the major agency of the State Government for overseeing planning and monitoring of various departments, it is necessary that the Division is adequately strengthened and is headed by a senior officer of the rank of Advisor. The division would have cells each for Agriculture and Allied sectors;

Industrial development sector, Energy and Irrigation sector, Infra-structure and Social services and decentralised planning and 20 Point Programme sectors.

Documental Cell

170. It is found that the Officers of the State Planning Institute and the planning department are unable to retrieve material from the large number of documents received from various departments and from Government of India often information of one sector is not available to officials dealing with the other sectors.
171. The library of the State Planning Institute does not have any worthwhile cataloguing and many journals relevant to development are not being subscribed to. The Planning Commission and the Institute do not have any publication system also.
172. It is suggested that the library, Publication facilities including art cell and computer facilities be merged into Documentation cell as an integral part of the Monitoring Division. The cell would have a Deputy Director as Incharge and should have four sections namely ; Documentation Section, Publication section, computer section and the Art Cell.

Non Plan Expenditure

173. Large amounts of funds are needed for nonplan development works. These includes both running schemes as well as maintenance of assets established in earlier plan periods. It has been found that there is no independent monitoring system at present to ensure efficient utilisation of resources and also to ensure the proper maintenance of such assets. Of special mention in this action are assets created in the field of technical education, education, rural roads, State Tubewells etc.

174. The Art Cell which is common to the division of the Institute and was attached to the Monitoring Division, is also under utilised. It does not have latest equipment for cartography.

While monitoring of Corporation of the State Government is the responsibility of Bureau of Public Enterprises, and plan monitoring of the Planning Department, there is no independent organisation for monitoring of non plan development schemes of the Government departments.

175. For developing a system of monitoring of these activities it is suggested that a small committee consisting of members from Finance, Planning and Hill Development Departments and from Plan Monitoring and Cost Management Division and the Bureau be setup.

Participatory Monitoring

176. For monitoring and maintenance of assets at village and Nayaya Panchayat level, it is suggested that a system of participatory monitoring using local talent, from among the members of Yuvak Mangal Dal and Mahila Mandal, may be experimented. Some of the assets that can be monitored and maintained under this scheme could be Hand pumps, Wind mills, Biogas plants etc.

Computer applications in Government Department

177. For control and direction of computerisation in the State, a Computer Group under the Chairmanship of A.P.C. has been setup. For better management at the top level the Government, through UPDESCO, has provided personnel computers to practically all the Secretaries and to a few of the Head of Departments.

178. The personnel computers provided to Secretaries/Head of the Departments are basically under-utilised, as they are being operated generally through part time officials of UPDESCO alone. It ^{been} has found that computer culture is lacking even among senior officers. It is suggested that UPDESCO officials should function only as facilitators and that officers should himself use the Computer.

179. Since the working of most of the departments in the Government is similar, it is suggested that customer-oriented soft-wares be developed through organisations like UPDESCO, UPTRON, TCS, NIIT etc.
180. For preparing proposals for computerisation, departments; should be asked to take technical guidance from UPDESCO UPTRON etc.
181. In house training programme should be designed seperately for each department using well known training organisations mentioned above. The personnel^{on}selected for training should not be adhoc basis and should be only those who would be actually concerned with computerisation. The training function, specially to see that trained persons are actually put on the job, should be monitored by the Director Training in the Department of Personnel.
182. UPDESCO should also review the working of computer systems cleared by the Computer Group.
183. Computer of Plan Monitoring and Cost Management Division should be linked with main frame computer of UPDESCO.

Proformae used for Monitoring Rural Development ProgrammesI. Integrated Rural Development Programme

1. Monthly Progress report of IRDP-Computer based.
Physical/Financial
2. Quarterly Progress Report of I.R.D.P.

II. TRYSEM

3. Monthly Progress report of TRYSEM.
Physical/Financial
4. Quarterly report regarding details of persons trained/settled in employment under TRYSEM.
5. Quarterly report on progress in creating or strengthening of infrastructure under TRYSEM.
6. Six monthly progress report of TRYSEM.
Physical/Financial
7. Annual progress report of TRYSEM.
Physical/Financial

III. DWCRA

8. Monthly Progress report of DWCRA.
Physical/Financial
9. Quarterly progress report of DWCRA.
Physical/Financial
10. Annual expenditure statement of DWCRA.

IV. RLEGP

- 11 Annual plan of projects to be taken up under RLEGP-
 - a) Continuous projects.
 - b) New Projects.
12. Abstract of resources required for continuing & new projects.
13. Monthly progress report on RLEGP
14. Quarterly progress report on GLEGP
15. Annual Report on achievements under RLEGP

V. NREP

- | | | |
|-----|------------------------------------|--------------------|
| 16. | Monthly progress report of NREP. | Physical/Financial |
| 17, | Quarterly progress report of NREP. | Physical/Financial |
| 18. | Annual Progress Report. | |

Report>Returns used for monitoring Minor Irrigation Schemes

- I. Weekly Return (Free boring scheme)
 1. SMFP Free boring-Physical/Financial
 2. Special Component
 3. Usar Sudhar
 4. IRDP Free boring.
- II. Monthly (MPR)
 5. SMFP free boring
 6. Special Component Plan
 7. Usar Sudhar
 8. IRDP Free Boring
- III. General Schemes (Other than free boring)
 9. Farmer boring
 10. Spl.equipment performance
(Rig m/c.,Tractor, Truck, Flasting Unit, Compressor etc.)
 11. M.I. Works Itemwise
 12. Departmental Boring
 13. Loaning through PDB and commerical banks
 14. Electrification of Tubewells
 15. Qualified Amount for SC/ST under M.I.
 16. 20-Point Programme in N.I.

Returns received from the District/Division to State
Headquarter-Directorate of Harijan & Social Welfare

1. Monthly progress report regarding Scheduled Caste scholarship from Class-I to V.
2. Monthly progress report regarding Scheduled Caste Scholarship from Class-VI to VIII.
3. Monthly progress report regarding Scheduled Caste Scholarship from Class-IX to X.
4. Monthly progress report regarding Scheduled Caste Scholarship from postmatric classes.
5. Monthly progress report regarding Backward Class scholarship from Class I to V.
6. Monthly progress report regarding Backward Class Scholarship from Class VI to VIII.
7. Monthly progress report regarding Backward Class Scholarship from Class IX to X.
8. Monthly progress report regarding Backward Class Scholarship from postmatric classes.
9. Monthly progress report regarding distribute widow grants.
10. Monthly progress report regarding Handicapped persons grant.
11. Monthly progress report regarding Departmental Homes.
12. Monthly progress report regarding distribution of Nutrition in Balwadies.
13. Monthly progress report regarding Nutrition for Drought/Flood affected areas.
14. Monthly progress report regarding Houses for Scheduled Castes.
15. Monthly progress report regarding Budget balance with District Officer (Other than I.C.D.S.)
16. Monthly progress report regarding distribution of Nutrition (ICDS)
17. Monthly progress report regarding expenditure Nutrition.
18. Monthly progress report regarding Administrative Expenditure ICDS.
19. Monthly progress report regarding Pre-school education.
20. Monthly progress report regarding Immunization schemes.
21. Monthly progress report regarding construction of shops.

22. Monthly progress report regarding Self Employment (Margin money loan and gram schemes)
23. Monthly progress report regarding self employment scheme (Margin money and grant scheme)
24. Monthly progress report regarding supplementary subsidy to I.R.D.P. beneficiaries.
25. Monthly progress report regarding construction of shops in Urban areas.
26. Monthly progress report regarding Minor Irrigation Scheme (Pre boring/diggi)
27. Monthly progress report regarding purchase & allotment of agriculture land.
28. Monthly progress report regarding Usar Land Development.
29. Monthly progress report regarding production cum-sale in Rural Areas.
30. Monthly progress report regarding Minor Irrigation.
31. Monthly progress report regarding budget position.
32. Monthly progress report regarding Kalyan Shivir.
33. Monthly progress report regarding Scheduled Caste and Scheduled Tribes Scholarship from Class I to V.
34. Monthly progress report regarding Schedule Caste and Scheduled Tribes Scholarship from VI to VIII.
35. Monthly progress report regarding Scheduled Caste and Scheduled Tribes Scholarship from IX to X.
36. Monthly progress regarding Scheduled Caste and Scheduled Tribes Scholarship for postmatric classes.
37. Monthly progress report relating to Harijan Kalyan Schemes.
38. Monthly progress report relating to Samaj Kalyan Schemes.
39. Monthly progress report relating to balance amount of different schemes.
40. Monthly progress report relating to Govt. constructed Hostels for Boys and Girls.
41. Monthly progress report relating to Harijan Avas Schemes.
42. Monthly progress report relating to departmental Govt. Institutions of Samaj Kalyan.
43. Monthly progress report relating to Voluntary Institutions.
44. Monthly progress report relating to reservation of Scheduled Caste.
45. Monthly progress report send to Chief Minister.

List of Sites where PCs already installed

Sites	:	PC Type	Date	Status
Secy., (I) to Chief Minister, Sectt Annexe, Sarojini Naidu, Marg, Lucknow.	:	1 PC-XI	05/28/87	Working
Secy., (II) to Chief Minister Sectt. Annexe, Sarojini Naidu Marg, Lucknow.	:	1 PC-XT	07/09/87	Working
Chief Minister's Computer room, Sectt, Annexe, Lucknow.	:	1 PC-AT	06/24/87	Working
Secy.(III) to Chief Minister, Sectt. Annexe, Lucknow.	:	1 PC-XT	10/14/87	Working
Chief Secretaary, Sectt Annexe, Sarojini Naidu Marg, Lucknow.	:	1 PC-XT	06/12/87	Working
Special Assistant to Chief Secy., Sectt. Annexe, Lucknow.	:	1 PC-XT	06/11/87	Working
Secy., Appointment, Sectt. Annexe, Lucknow.	:	1 PC-XT	06/25/87	Working
Chief Secy.'s Staff room Sectt. Annexe, Lucknow.	:	1 PC-AT	11/21/87	Working
Secy. Energy, Navin Bhawan, Sectt Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	06/20/87	Working
Secy., Food, Sectt Annexe, Sarojini Naidu Marg, Lucknow.	:	1 PC-XT	06/01/XT	Working
A.P.C., Bahukhandi Bhawan, Sectt., Vidhan Sabha Lucknow.	:	1 PC-XT	07/03/87	Working
Secretary, S.A.D., Navin Bhawan, Sectt, Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	07/13/87	Working
Secretary, Medical, Vikas Bhawan, Janpath, Hazaratganj, Lucknow.	:	1 PC-XT	07/08/87	Working
Secy., Institutional Finance Navin Bhawan, Sectt, Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	06/30/87	Working
Spl.Secy.Planning, Navin Bhawan, Sectt., Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	09/04/87	Working
Secretary, Irrigation, Naviun Bhawan, Sectt. Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	07/04/87	Working
Secy., Transport, Sachiv Bhawan, Sectt., Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	07/16/87	Working
Secretary Agriculture, Sachiv Bhawan, Sectt., Vidhan Sabha Marg, Lucknow.	:	1 PC-XT	07/16/87	Working
Secretary, Harijan & Social Welfare, Navin Bhawan, Sectt, VS Marg, Lko.	:	1 PC-XT	07/04/87	Working

(2)

20.	Secy, Housing & Urban Development, Vikas Bhawan, Janpath, Hazaratganj, Lko.	1 PC-XT	07/08/87	Working
21.	Spl Secy Finance, Navin Bhawan, Sectt, Vidhan Sabha Marg, Lucknow.	1 PC-XT	09/24/87	Working
22.	Secretary PWD, Vikas Bhawan, Janpath, Hazaratganj, Lko.	1 PC-XT	07/18/87	Working
23.	Pr.Secy., Hill Development, Navin Bhawan Sectt. VS Marg, Lucknow.	1 PC-XT	07/24/87	Working
24.	Principal Secy., Education, Navin Bhawan, Sectt, VS Marg, Lucknow.	1 PC-XT	07/17/87	Working
25.	Secretary, Rural Development. Sachiv Bhawan, Sectt. VS Marg Lucknow.	1 PC-XT	06/10/87	Working
26.	Secy., Tourism & Jails, Navin Bhawan, Sectt. Vidhan Sabha Marg, Lucknow.	1 PC-XT	07/22/87	Working
27.	Secretary, Revenue, Navin Bhawan, Sectt., Vidhan Sabha Marg, Lucknow.	1 PC-XT	07/24/87	Working
28.	Secy Legal remembrances (LR), Bahukhandiya Bhaswan, Sectt.VS Marg, Lko.	1 PC-XT	07/24/87	Working
29.	Secretary, Forest, Navin Bhawan, Sectt. Vidhan sabha Marg, Lucknow.	1 PC-XT	07/22/87	Working
30.	Secy., Technical Education, Sachiv Bhawan, Sectt. VS Marg, Lko.	1 PC-XT	07/17/87	Working
31.	Secy., Small Scale Industries, Sectt. Annexe, Sarojini Naidu Marg, Lucknow.	1 PC-XT	08/03/87	Working
32.	Secretary, Finance Commission-2, Sachiv Bhawan, Sectt. Vidhan Sabha Marg, Lucknow.	1 PC-XT	05/10/88	Working
33.	Secy., Finance, Navin Bhawan Sectt. Vidhan Sabha Marg, Lucknow.	1 PC-XT	29/04/87	Working
34.	Principal Secy, Industries, Sectt. Annexe, Sarojini Naidu Marg, Lucknow.	1 PC-XT	29/17/87	Working
35.	Secretary, Home, Sectt. Anexe, Sarojini Naidu Marg, Lko.	1 PC-XT	10/16/87	Working
36.	Secretary to Governor, UP, Sectt. Annexe Sarojini Naidu Marg, Lko.	1 PC-XT	13/09/87	Working

37.	Secretary Sugar, Sectt Annexe Sarojini Naidu Marg, Lucknow.	4	PC-XT	10/31/87	Working
38.	Secretary 20 Point Program, Sachiv Bhawan, Sectt. Vidhan Sabha Marg, Lko.	4	PC-XT	09/23/87	Working
39.	Secretary, Area Development, Sachiv Bhawan, Sectt. Vidhan Sabha Marg, Lucknow.	4	PC-XT	10/16/87	Working
40.	Resident Commissioner, 116, New Delhi House, Barakhamba Road, New Delhi-11001.	4	PC-XT	10/21/87	Working
41.	Secretary, Dairy Development, Navin Bhawan, Sectt., Vidhan sabha Marg, Lucknow.	4	PC-XT	04/20/88	Working
42.	Joint Secretary, Appointment	4	IDT	10/30/87	Working

Total 39 PC-XT, 2 PC-AT,1

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Annexure-VList of sites where PCs are already installed

Sr.No.	Sites		PC Type	Date	Status
1.	Director, Agriculture, Krishi Bhawan, Near NIP Office, Lucknow.	1	PC-XT	06/01/87	Working
2.	Engg-in-Chief PWD, Mahatma Gandhi Marg, Lucknow.	1	PC-XT	05/30/87	Working
3.	Engg-in-Chief, Irrigation deptt., Cantonment Road, Lucknow.	1	PC-XT	06/01/87	Working
4.	Chairman, Board of Revenue, BN Verma Road, Kaiserbagh, Lucknow.	1	PC-XT	07/23/87	Working
5.	Board of Revenue, BN Verma Kaiserbagh, Lucknow.	1	PC-XT	03/15/88	Working
6.	Board of Revenue, B.N.Verma Road, Kaiserbagh, Lucknow.	1	PC-XT	12/04/87	Working
7.	Board of Revenue, B.N.Verma Road, Kaiserbagh, Lucknow.	1	PC-XT	04/23/88	Working
8.	Commissioner, Sales Tax, PCF Building, Station Road, Lucknow.	1	PC-XT	06/29/87	Working
9.	UPDESCO, 9, Sarojini Naidu Marg, Lucknow.	2	PC-XTs	06/23/87	Working
10.	UPDESCO, 9, Sarojini Naidi Marg, Lucknow.	1	PC-AT	10/29/87	Working
11.	Registrar Co-operative Societies, Sahkarita Bhawan, VS Marg, Lucknow.	1	PC-XT	11/11/87	Working
12.	Director, Animal Husbandary, Near Kailash Hostel, Fslisnj, Lucknow.	1	PC-XT	10/08/87	Working
13.	Director, Harijan & Social Welfare Kalyan Bhawan, Prag Narain Road, Lko.	1	PC-XT	11/06/87	Working
14.	Commissioner Rural Development, Jawahar Bhawan, Ashok Marg, Lucknow.	1	PC-XT	11/23/87	Working
15.	Director, Training & Wmploymwnr, G.G.S. Marg, Lucknow.	1	PC-XT	11/20/87	Working
16.	SRO/ROs Planning Deptt.	1	PC-XT	10/22/88	Working

Total 15 PC-XT, 2PC-AT

Status of utilisation of Computers

Dept./Desig.	<u>Assignments completed at the site</u>			Exec.(Programing) Attached From/To
	Assignment title	Started comple- ed	Fre q. of use	
Appointment Secy.	Training & assistance to the staff of Jt. Secy.		need wise	Ajay Mishra
Agriculture PC Link given	a) Different reports on yearly distt.wise, crop wise production, ferti- liser consumption, irri- gated area % i) Productivity in distt. lower/ higher than U.P. state aver- age for diffe- rent crop (Rabi&Kharif) ii)Distt.where peas shown area is maximum b) Reports on minute of meetings c) Previous reports of crop date in diff.form		Monthly	Ashok Kumar
Report of Chairman PC Link given	a) Date base for operational holdings b) Statistical Reports/Graphs c) Pay roll of employees d) Amin's promo- tion decision e) Revenue collec- tion monitoring		Date Awaited Need Wise Monthly Need Wise	T. Sravanan
C.M.'s com- pute PC Link given	a) Letter monitoring system (MLA/MP/PM/ Union Ministers) b) Progress monitor- of NREP c) Fin.budget alloca- tion to various Dept.		Extensi- vely At DM Sitapur	Ajay Karthy /3.18.88 Alok Tyagi 3.18.88/

(2)

		d) Paybill for all Govt. Dept. and H D D's	At DM Sitapur	
		e) Expenditure on other than paybill for Govt. septt.	At DM Sitapur	
		f) State Govt. Fin. budget & over all view	AT DM Sitapur	
		g) Plan & Non Plan voted & charged	At DM Sitapur	
		h) Assurance of C.M.	Need Wise	
		i) C.M.'s fund distribution	Need wise	
5.	C.M.'s Secy. (I)	-		S.Karthy/83-18.88 Alok Tyagi/81-18.88
6.	C.M.'s Secy. (II)	Date base for house allotment for Govt. officers in Lucknow	Need Wise	
7.	C.M.'s Secy. (III)	-		
8.	Chief Secy. PC Link given	a) Date base for quaries on IAS/PCS officers Bio-data b) IAS master updation system	Need Wise Need Wise	Ajay Mishra Ajay Mishra
9.	Chief Secy's staff room	20 Pt. programme ewpoer & graphycs	Need Wise	Ajay Mishra
10.	Chief Secy's SplAsstt.	a) Letter Correspon- dance & Monitor- ing system b) Maintenance of cabinate meeting & reporting c) Reports are council of Ministers in state Ministry	Extensi- vely date Awaited Handed over to Jt.Secy. to C.M.	DO

(3)

11.	Education, Principle Secy.	a) Coeperation inform- ation system of diff. Fee levels from xclass vi to xii in U P	Not used	Amar Nath
		b) Education at a glance	data awt.	
		c) Monthly progress monitoring of edu- cation for 7th five year plan	data awt.	
		d) File monitoring system	Need Wise	
		e) Letter monitoring system	Need Wise	
		f) Financial agnt. system for U.P. Edu.Budget & Plan		
12.	Finance Spl.Secy.	a) Sales tax collect- ion trend analysis	Dropped	Zia ul Haq
		b) Sales tax collect- ion amt/previous year comparison	Need wise	H C Gupta
		c) Dept. wise scale no wise no of post existing/vacant	Need Wise	
13.	Forest Secy.	a) Plantation certificate & Statistics	Need Wise	Paritosh Kumar
		b) Land transfer cases status Monitoring	Under study	Ravinder Singh
14.	Harijan & Aocial Wel- fare Secy.	a) Monthly progress report of different schemes	Data Awaited	Amar Nath
		b) Scholarship & Coaching for SC, ST DT & Backward class	Data Awaited	Sanjay Grover
		c) Widow/Disable Grant analysis report	Dropped	
15.	Hills Develop Principle Secy.	a) Watershed project//for Dehradun	Used once	Y K Bhargava
		b) Monitoring of building cons- truction schemes with PWD	Need Wise	

(4)

16.	Home Secy.			Ajay Mishra Nurul Hode
17.	Industries Secy.	a) Govt. press cappital assets status		K.A.Zadi
18.	Irrigation Secy.			H K Gupta (recently posted)
19.	Medical Secy.	a) Sterlisation report	Not used	Non withdrawn
20.	Planning Jt. Secy.	a) Financial progress Monitoring b) Physical progress Monitoring c) Fund a;;pication for different distt. d) Generation of GN 2 reports	Monthly/ Quarterly/ Monthly/ Quarterly Need wise Dropped	Zia ul Haq R K Verma
21.	S.A.D. Secy.	a) Paybill for IAS/PCS officers b) Checkslips for banks to credit into A/Cs of IAS/PCS office c)II/Tax calc.for IAS/ PCS officer d) SPF A/C for IAS/PCS e) Date base for Class I/II/III/IV staff & Pers.Into)system	Monthly Monthly Monthly Need Wise	
22.	Toourism Secy.	a) Physical &Finance progress analysis for tourism projects b) Superanuation forecasting	Monthly Need Wise	KMA Khan Nitin Mathur
23.	Jails Secy.	a) 7th five year plan's project monitoring b) 8th finance commission projects for jails monitoring	Need Wise Need Wise	KMA Khan Nitin Mathur

24.	Cultural Affairs Secy.	a) Plan/Non plan projects financial prog. monitoring	Need Wise	KHA Khan
		b) Yearly outlay monitoring	Need Wise	Nitin Mathur
		c) Project wise outlay monitoring	Need Wise	
25.	20 Point Program Secy.	a) Sales Monitoring for Khadi & Gramodhyog board	Data Entry	Paritosh
		b) Distt.wise industries, Raw material probable type of industries database	Yearly data	
		c) Industry wise physical progress	Yearly data	
		d) Export to sale Data centers	Data awaited	
		e) Demi official letters	Need Wise	
26.	Harijan & Social Welfare Director	a) Monthly progress report of different schemes	Data Awaited	Amar Nath /withdrawn
		b) Scholarship & Coaching for SC,ST,DT & Backward class	Data Awaited	
		c) Widow/Disable Grant analysis	Dropped	
27.	Tech.Education Secy.	a) Statistixs of students in engg./diploma courses	Need Wise	Amar Nath
		b) File monitoring system	Data awaited	M.Plavanan 14-10-88/
		c) Letter monitoring system	Data awt.	
28.	Small Scale	a) Dtatbase for mining lease	Not used	Ravinder Singh
		b) Report of expert on carpets	Not used	
		c) Loan distribution under self employment scheme	Not used	
29.	Energy Secy.	a) Agriculture & Industrial data of U.P.	Not used	
30.	Institutional finance Secy.	a) Graphs on entertainment tax received,occupensices for]cinema halls	Used once	Paritosh Kumar S K Tamta

31	Transport Secy.	a) Monthly taxation analysis	Dropped	Non withdrawn
32.	Food Secy.	a) Fair price shop management	Dropped	Non withdrawn
33.	Secy.to Soverner	a) Expert database maintenance	Data entry	R K Verma I D Ram
34.	Irrigation Engg.in Chief	a) Tube well breakdown monitoring	Weekly	
		b) Water sources statistics	Weekly	
		c) Rain fall data analysis(Rainy season)	Weekly	
		d) World bank(Irrigation) project financial monitoring	Weekly	
		e) Analysis of achievements of irrigation dept. schemes	Monthly	
		f) Canal roaster analysis	Weekly	
		g) Paybill preparation	As stand by	
		h) Budget allocation of chief planning dept.	Need Wise	
35.	PWD Engg-in-Chief	a) Posting/transfer data of AE's for 1987	Need Wise	
		b) Structural design of projects (eg.Indira Bhawan)	Need Wise	
		c) Sub treasury, judiciary, distt. ada, police, jails building projects, of 8th financial commission, monitoring	Monthly/ Quarterly	
		d) Yearly reports on National high ways maintenance and making	Need Wise	
		e) Diff.machinery p eformance (eg.Roadroller, Hotmix plant et		
		f) Bitumin consumption statements	Need Wise	
36.	Registrar coop.	a) Monthly progress demi official reports	Monthly	
		b) Monthly loan monitoring	Monthly	
		c) Annual progress of cold storag	Annual	
		d) Progress of co-op bank, Dist co-op, bank, Primary agri bank, apex banks	Monthly	
		e) Loan Recovery position	Weekly	

- | | | | |
|-----|--|--|--|
| 37. | Housing &
Urban
Develop-
ment Secy. | a) Road grant analysis
b) Housing Loan grants to
diff.authorities
c) Financial sanction
GO's on
Hindi word
processor | Need Wise
Need Wise
Need Wise |
| 38. | Sales tax
Commissioner | a) Pers.Info.System
for employees
b) Sales tax register
monitoring | Need Wise
Weekly |
| 39. | UPDESCO | a) Payroll for UPDESCO
b) Data base for Animal
Husbandry
c) District level Micro
planning
d) Payroll for Post &
Telegraph
Dept. | Monthly
Need Wise
Need Wise
Monthly |
-

उत्तर प्रदेश सरकार
नियोजन अनुभाग-1,
संख्या-12१7१-नियो0 अनु0-1, यू0डी0 559/35-1-77
लखनऊ : दिनांक 23 नवम्बर, 1977

कार्यालय ज्ञाप

प्रदेश के विभिन्न विभागों की परियोजनाओं की अनुमानित लागत एवं कार्य अबाधि में हो जाने के कारण व्यय में अप्रत्याशित वृद्धि हो जाता है। अतः ऐसी समस्त परियोजनाओं का निरन्तर अनुश्रवण § मानीटरिंग § करने के लिये मंत्रि-परिषद् की एक उप समिति का गठन किया जाता है, जिसके निम्नलिखित सदस्य होंगे :-

- 1- मुख्य मंत्री जी ।
- 2- वित्त मंत्री जी ।
- 3- सिंचाई मंत्री जी ।
- 4- विद्युत मंत्री जी ।
- 5- कृषि मंत्री जी ।
- 6- हरिजन एवं समाज कल्याण मंत्री जी ।
- 7- राज्य मंत्री जी नियोजन ।

मंत्रि-परिषद् की उप समिति के आदेश मंत्रि परिषद् के आदेश माने जायेंगे तथा मंत्रि-परिषद् के आदेशों की भाँति उप समिति के आदेशों का कार्यान्वयन एवं अनुपालन संबंधित विभागों द्वारा सुनिश्चित किया जायेगा।

मुख्य मंत्री जी उप समिति के अध्यक्ष होंगे ।

उप समिति की बैठक में जिस विभाग की परियोजनाओं का अनुश्रवण किया जायेगा, उस विभाग के मंत्री जी को भी, यदि वे उप समिति के सदस्य नहीं हैं, उस बैठक विशेष में भाग लेने हेतु आमंत्रित किया जायेगा।

संबंधित विभागों के सचिव अपने मंत्री जी की सहायतार्थ के समय उपस्थित रहेंगे।

उक्त समिति का सचिवालय राज्य नियोजन संस्थान, उत्तर प्रदेश का सूचना अनुश्रवण एवं वैज्ञानिक प्रबन्ध प्रभाग, जवाहर भवन, लखनऊ होगा जो उक्त समिति की समय समय पर बैठक आयोजित करेगा तथा उक्त समिति द्वारा लिये गये निर्णयों को कार्यान्वित किये जाने की दिशा में आवश्यक कार्यवाही करेगा। संयुक्त सचिव, नियोजन अनुभाग को पदेन निदेशक, सामान्य कार्यालय, राज्य नियोजन संस्थान, भी है, उक्त समिति में संयोजक होंगे ।

ह0/१ रामेश्वर नाथ सिन्हा §
उप सचिव ।

संख्या - 12§7§/77-नियो0-1, तद्दिनांक

प्रतिलिपि निम्नलिखित को सूचनार्थ एवं आवश्यक कार्यवाही हेतु प्रेषित :-

- 1- संबंधित मंत्रीगण के निजी सचिव।
- 2- शासन के समस्त सचिव तथा विशेष सचिव।
- 3- समस्त विकास विभाग।
- 4- नियोजन विभाग के समस्त अधिकारी।
- 5- निदेशक, सामान्य कार्यालय, राज्य नियोजन संस्थान, उत्तर प्रदेश, लखनऊ
- 6- निदेशक, सूचना एवं अनुश्रवण एवं वैज्ञानिक प्रबन्ध प्रभाग, राज्य नियोजन संस्थान, उत्तर प्रदेश, लखनऊ ।
- 7- नियोजन विभाग के समस्त अनुभाग §अनुभाग-1 को छोड़ कर§।
- 8- गोपन अनुभाग-1

आज्ञा से,

ह0/- रामेश्वर नाथ सिन्हा,
उप सचिव ।

त्रिभुवन प्रसाद,
मुख्य सचिव।

अर्द्धशासकीय पत्र सं०-2349/तैतालिस--106११-8।

उत्तर प्रदेश शासन,
प्रशासनिक सुधार विभाग

लखनऊ, दिनांक 7 मई, 1981

विषय:= एकल अनुश्रवण व्यवस्था § सिंगल मानीटरिंग सिस्टम § का लागू किया जाना।

प्रिय महोदय,

लोकतांत्रिक प्रणाली में जनप्रिय सरकार द्वारा समाज के विभिन्न वर्गों के हितों की रक्षा करने, निर्बल वर्गों के जीवन स्तर को ऊँचा उठाने तथा अनुसूचित जातियों व जनजातियों के लाभार्थ बहुत सी योजनाएँ लागू की जाती हैं। एक ओर इन योजनाओं को इस प्रकार कार्यान्वयन आवश्यक है कि अधिकाधिक व्यक्तियों को अधिकाधिक लाभ मिल जा सके। दूसरी ओर यह बात भी अत्यन्त महत्व रखती है कि शासन को तत्परता के साथ यह विदित होता रहे कि इन योजनाओं/आदेशों का कार्यान्वयन किस प्रकार हो रहा है, ताकि शासन द्वारा क्षेत्र की स्थिति से पूर्णतया अवगत होकर योजनाओं का मूल्यांकन सही रूप से किया जा सके तथा उनमें सुधार/विस्तार आदि के लिये आवश्यक कदम समय से उठाये जा सकें।

2- इस समय योजनाओं के अनुश्रवण की जो व्यवस्था लागू है, उसमें मुख्यतः निम्न कमियाँ अनुभव की जा रही हैं:=

- १। योजनाओं के कार्यान्वयन की प्रगति की सूचना विलम्ब से प्राप्त होती है।
- २। प्रायः प्राप्त सूचनाएँ अस्पष्ट, अपूर्ण एवं अनिश्चित प्रकार की होती हैं।
- ३। प्रायः विभिन्न स्तरों/श्रोतों में एक ही विषय के संबंध में प्राप्त सूचनाएँ एक दूसरे के भिन्न होती हैं।
- ४। विभिन्न स्तरों पर एक ही प्रकार की सूचना के संकलन हेतु कार्यवाही करने से हर स्तर पर कार्य में अनावश्यक वृद्धि होती है।
- ५। उच्च स्तरों पर भी बहुधा छोटे मद्दे पर अनुश्रवण होता है जो उस स्तर के लिये अनावश्यक है, वास्तविक सूचकों पर अपेक्षित ध्यान नहीं दिया जाता।
- ६। उपरोक्त के फलस्वरूप योजनाओं का सही मूल्यांकन तथा उनकी प्रयोजनायुक्त समीक्षा संभव नहीं हो पाती, तथा
- ७। क्षेत्र की कठिनाइयों का भी आभास एवं अवबोध संभव नहीं हो पाता है।

3- इन कठिनाइयों को दूर करने तथा एक प्रभावशाली अनुश्रवण व्यवस्था लागू करने की दृष्टि से शासन में निम्न निर्णय लिये हैं :=

- ॥ 1 ॥ सभी स्तरों अर्थात् जिला, क्षेत्रीय, विभागाध्यक्ष तथा सचिवालय स्तर के लिये एकल अनुश्रवण व्यवस्था ॥ सिंगल मानीटीरिंग सिस्टम ॥ लागू की जाय।
- ॥ 2 ॥ प्रत्येक विभाग में विभिन्न स्तरों पर सूचना कोष्ठक स्थापित किये जाय जिनका कार्य संबंधित सूचना को समय से एकत्रित करके संग्रह करना तथा अपेक्षित सूचना को विभिन्न स्तरों पर भेजना होगा। इन कोष्ठकों के लिये कोई नये पद सृजित नहीं किये जायेंगे बल्कि मौजूदा स्टाफ से ही उन्हें गठित किया जायेगा।
- ॥ 3 ॥ यथा संभव एक प्रकार की सूचना के एकत्रीकरण का उत्तरदायित्व एक स्थान/अधिकारी का ही निश्चित किया जाय। एक ही विषय के संबंध में शासन द्वारा विभिन्न स्तरों/श्रोतों से रिपोर्ट प्राप्त करने की प्रक्रिया तुरन्त समाप्त कर दी जाना चाहिये।
- ॥ 1 ॥ विभिन्न स्तरों पर विभिन्न प्रकार की सूचनाओं की आवश्यकता हो सकती है। इसका मूल्यांकन कर लिया जाय और विभिन्न स्तरों पर अपेक्षित सूचना स्पष्ट कर दी जानी चाहिये।
- ॥ 2 ॥ अपेक्षित सूचना का वर्गीकरण निर्णय के स्तरों के अनुसार किया जा सकता है। जैसे- नीतिबद्ध नियोजन ॥ सटैटेजिक प्लानिंग ॥ शासन स्तर, प्रबन्धकीय नियंत्रण ॥ मैनेजीरियल कंट्रोल ॥ विभागाध्यक्ष स्तर तथा कार्य पालनक्रियायें ॥ ओपरेशनल ऐक्टिविटीज ॥ का क्षेत्र स्तर मूलतः माना जाता है।
- ॥ 4 ॥ यह आवश्यक है कि निर्णय का स्तर जितना ऊँचा हो उतना ही संक्षिप्त एवं सेलेक्टिव सूचना भेजना उचित होगा।
- ॥ 5 ॥ प्रायः यह देखा जाता है कि विभिन्न योजनाओं के संबंध में पृथक-पृथक प्रारूप में सूचनायें मांगी जाती हैं। यह भी देखने में आया है कि यद्यपि योजना या तो समाप्त हो गयी या उसका रूप परिवर्तित हो गया किन्तु पूर्व निर्धारित प्रारूप वैसे ही चले आ रहे हैं। अतः प्रत्येक विभाग इस संबंध में छान-बीन करके अनावश्यक सूचना मंगाना समाप्त कर दें।
- ॥ 6 ॥ शासन स्तर पर वित्त नियोजन, हरिजन एवं समाज कल्याण आदि विभागों द्वारा विभिन्न विभागों में समय-समय पर सूचना मांगी जाती है। प्रत्येक प्रशासनिक विभाग, इन विभागों से भी परामर्श कर अपने विभाग की शासन स्तर पर अपेक्षित सूचना स्पष्ट रूप से निर्धारित करेंगे तथा यह भी निश्चित करेंगे कि किन मदों पर शासन स्तर पर अनुश्रवण आवश्यक है।
- ॥ 7 ॥ उपरोक्त सिद्धान्तों के अनुसार सूचना एकत्रित करने तथा उसे प्रत्येक स्तर हेतु भेजने का प्रारूप निर्धारित कर दें जिससे विभिन्न स्तरों पर अपेक्षित सूचना सुमता से आ सके। प्रतिवर्ष के आरम्भ में ही आवश्यकतानुसार इन प्रारूपों में संशोधन कर लिया जाय।

- ४४ योजनाओं के अनुश्रवण के लिये शासन स्तर पर केवल आवश्यक सामग्री ही संक्षेप में मंगवाई जाय, ताकि सूचना तत्परता से प्राप्त हो सके। महत्वपूर्ण योजनाओं के संबंध में "क्रिटिकल इंडीकेटर्स" निश्चित कर दी जाय।
- ४९ मांगी गयी सूचना की अवधि इस प्रकार निर्धारित की जाय जिसमें उसका संकलन संभव हो।
- ५० जिन शासनादेशों एवं निर्देशों के अनुपालन की आव्या शासन स्तर पर प्राप्त होना अपेक्षित हो, उनके लिये यह आवश्यक होगा कि संबंधित शासनादेश/निर्देश में ही अनुपालन संबंधी सूचना प्राप्त करने की प्रक्रिया निर्धारित कर दी जाय ताकि उनके संबंध में "फीडबैक" कम से कम समय में क्षेत्र से प्राप्त हो सके।

4- यह अपेक्षा की जाती है कि सभी विभाग उपरोक्त सिद्धान्तों के अनुरूप एकल अनुश्रवण व्यवस्था अपने विभाग में शीघ्र ही स्थापित करेंगे।

5- इस संबंध में हुई प्रगति से सभी विभाग माननीय मुख्य मंत्री जी की अध्यक्षता में होने वाली अगली सचिवों की बैठक में अवगत करायेगे।

भवदीय,

त्रिभुवन प्रसाद

सूमस्त सचिवनाम से उत्तर प्रदेश शासन।

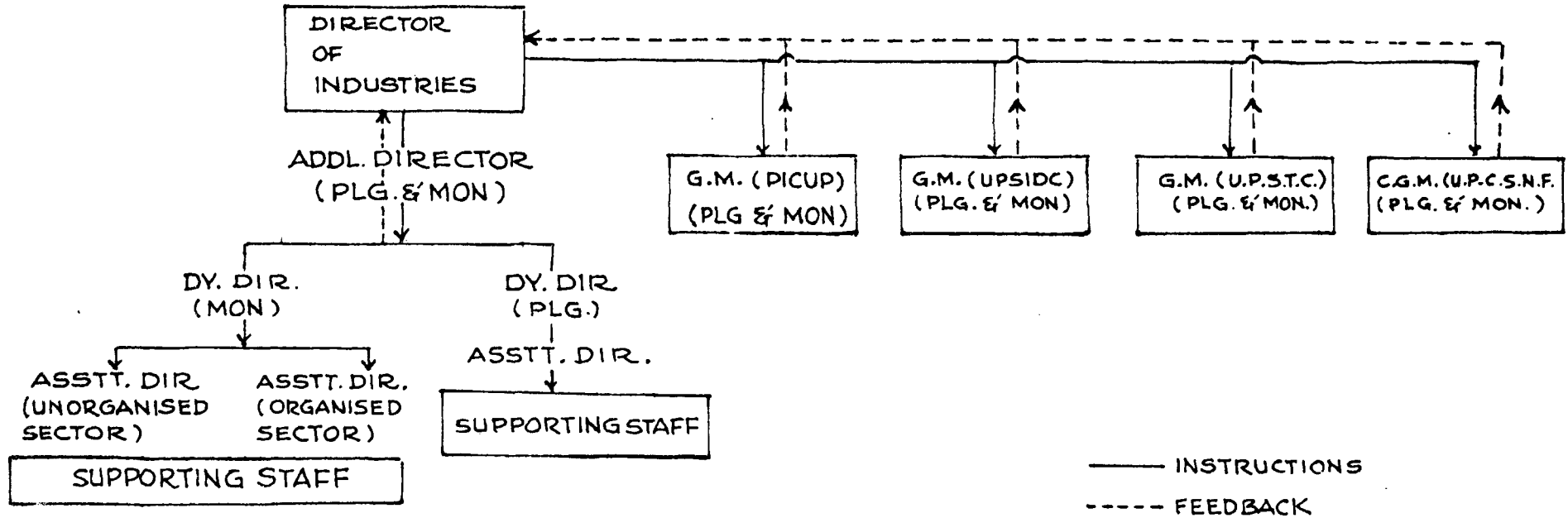
संख्या 2349/तैतालिस---106/81, तद्दिनांक

प्रतिलिपि सूमस्त विभागाध्यक्षों/कार्यालयाध्यक्षों को सूचनार्थ, विभाग सं संबंधित आदेश संबंधित सचिवों/विभागाध्यक्षों द्वारा अलग से जारी किये जायेंगे।

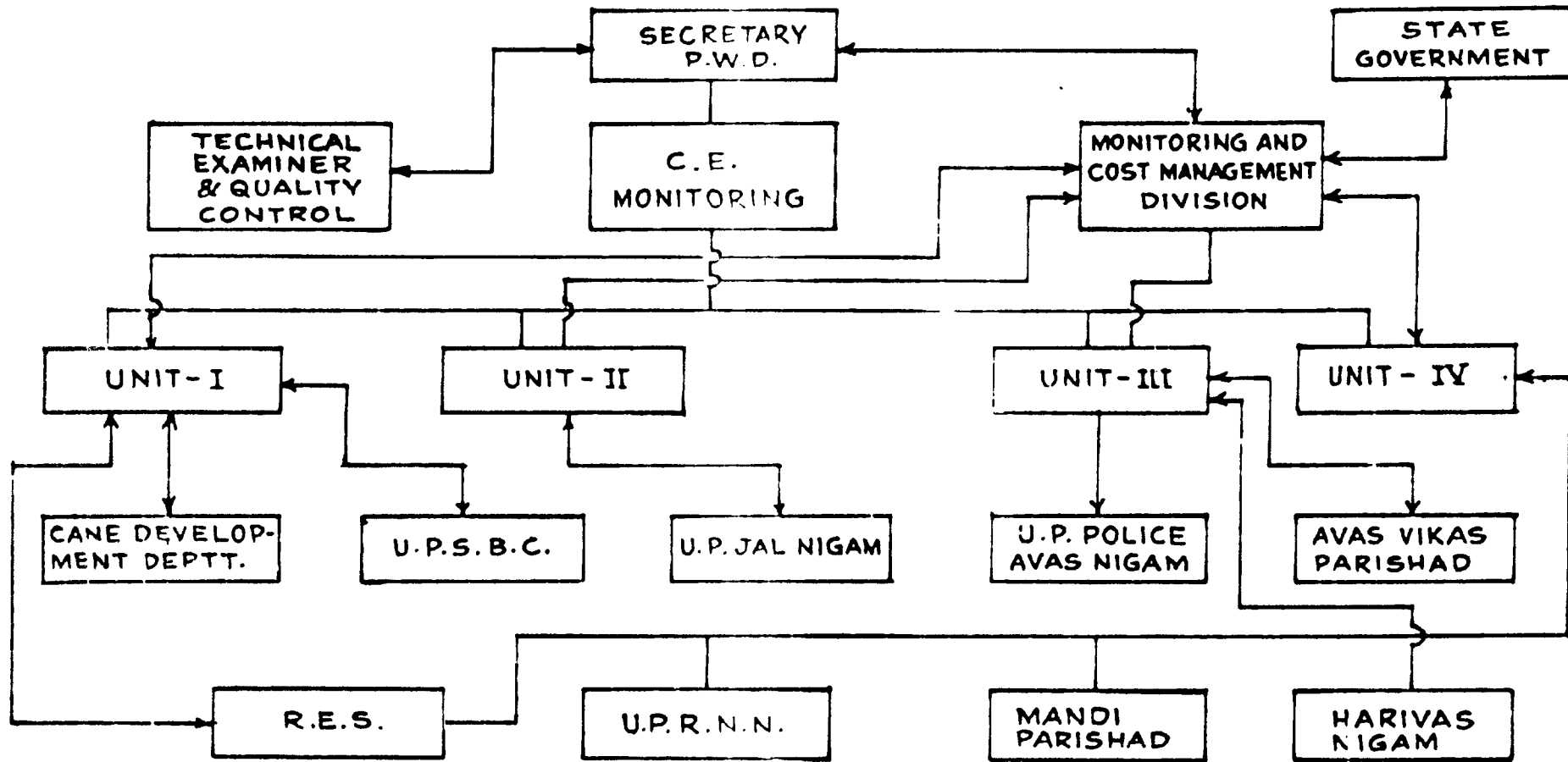
आज्ञा से,

सुमन कुमार माडवाल
सचिव।

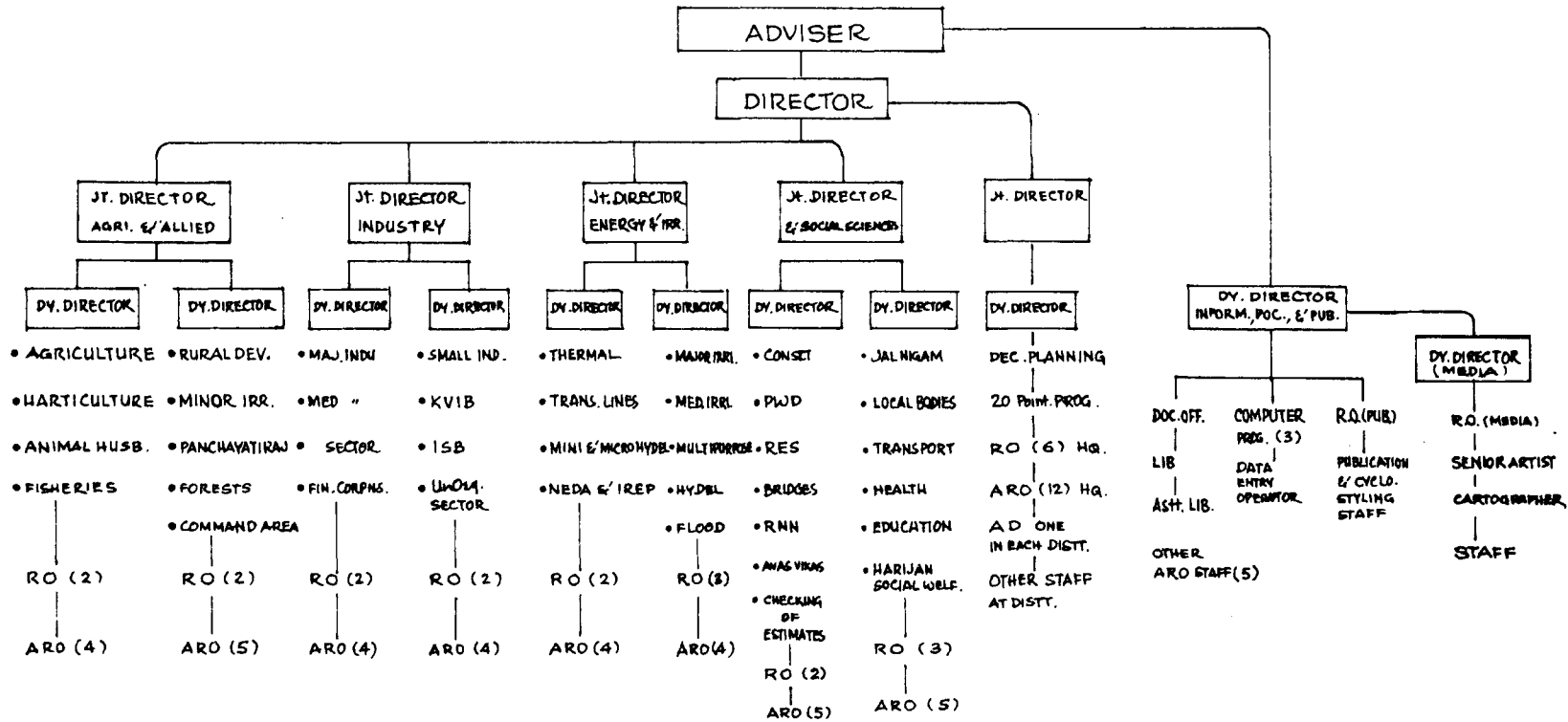
Organisational Chart Of Planning & Monitoring For Industries Deptt.



Linkages Between Central Monitoring Cell P.W.D. & Other Departments/Corporations



Proposed Setup Of Plan Monitoring And Cost Management Division



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