

Chapter 2: Finances, Planning and Monitoring of Execution

2.1 Financial Outlay – A Macro Overview

The initial budget estimate for hosting and conducting CWG-2010 projected in the Indian Olympic Association (IOA) bid document of May 2003 was just ₹ 1200 crore, as summarised in the table given below:

Table 2.1 Budget Estimates indicated in May 2003 IOA bid

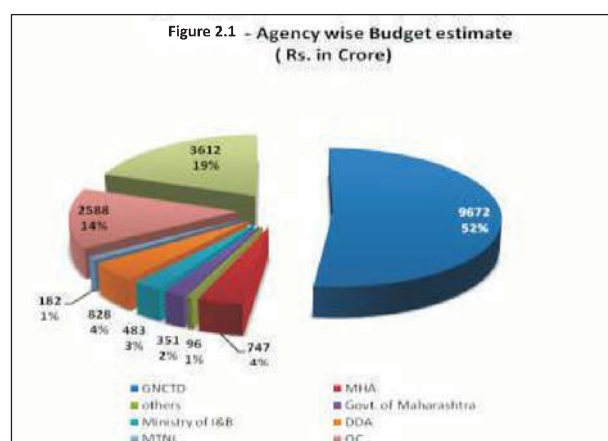
(₹ in crore)

Projected Expenditure		Sources of Finance	
Capital/ repair and renovation expenditure on stadia	1,050	Revenue Surplus from conduct of Games (revenues of ₹ 840 crore, offset by operating expenses of ₹ 635 crore)	205
		Sale of residential flats	477
City beautification and additional services	150	Grants	518
Total	1200	Total	1200

Note: US\$ figures in IOA bid converted @ ₹45/ US\$

The estimated expenditure for the Games Projects increased to ₹ 13,566 crore by July 2009 and further to ₹ 18,532.31 crore by December 2010. This excludes investments by other agencies – notably Delhi Metro Rail Corporation (DMRC) and Airports Authority of India (AAI)/ Delhi International Airport Limited (DIAL) etc.

The Agency-wise profile of budget estimates is given below:



2.1.1 Analysis of Cost

Analysis of the cost estimates¹, as considered by or intimated to the GoI, reveals the following increasing trend:

Figure 2.2 – Increasing trend of cost estimates



There were seven upward revisions in budget estimates from April 2007 to September 2010 at very short intervals, representing a three-fold increase (from ₹ 3566 crore to ₹ 11,687.25 crore). This was the outcome of a piecemeal approach adopted in planning in the initial stages.

2.1.2 Financial Outlay - for GNCTD

An agency-wise profile of approvals/ sanctions by GNCTD (including approvals for MCD, NDMC and other bodies) is given below:

Table 2.2 – Agency-wise profile of Approvals for GNCTD

Agency	Sanctioned Amount (₹ in crore)
PWD	5,456
DTC	1,173
Power Department	1,100
NDMC	1,016
MCD	542
DJB	269

¹ Including ₹ 2800 crore for GNCTD and ₹ 351 crore for Government of Maharashtra

Agency	Sanctioned Amount
DHS	46
Art & Culture Deptt.	28
IT	28
Environment & Forest	7
Delhi Plant and garden Society (DPGS)	6
Grand Total	9,672*

**This includes funding from GoI – (a) components of Jawaharlal Nehru National Urban Renewal Mission (JNNURM): ₹ 761 crore and (b) Additional Central Assistance for CWG-related projects: Rs 2800 Crore.*

(Details are given in **Annexure 2.1**)

2.1.3 Outstanding Liabilities

Audit observed that the final bills for most of the projects had not been made until August 2011 by the implementing agencies, even after nine months of conclusion of the Games. Details are given in **Annexure 2.2**.

2.2 Planning

2.2.1 Delayed Finalisation of Plans for City Infrastructure

One of the objectives of CWG-2010 was to develop state of the art city infrastructure. It was thus, essential that a comprehensive, overarching plan identifying the requirements of city infrastructure for hosting the Games be prepared and approved at the highest level.

GNCTD stated that it had taken up the issue of the need for a specific allocation of funds to fulfill the requirements of the city government for CWG-2010 with the Finance Minister (GOI) in 2004. This was followed by a letter in May 2005 to Ministry of Youth Affairs and Sports, indicating department-wise details of the requirement of funds and its justification. In the 9th meeting of the GoM in January 2006, it was decided that GNCTD should include all its requirements covering city infrastructure and venue infrastructure in its proposal to the Planning Commission. Subsequently, a committee including representatives of GNCTD headed by Member Secretary, Planning Commission finalised a list of infrastructure projects which was presented at the Committee of Secretaries (CoS) meeting held on 12 December 2006. GNCTD informed that the presentation titled “Preparing Delhi for 2010 and Beyond – Making it a world class capital” made to the CoS constituted a comprehensive city development plan for CWG-2010.

Audit scrutiny, however, revealed that the presentation to the CoS in the meeting of December 2006 could, at best, be termed as an approach to an infrastructure development plan for CWG-2010, without the necessary level of detail and rigour. The detailed planning was done in an ad hoc fashion without an integrated perspective and without a “bottom-up” assessment of needs and requirements. It was also substantially delayed.

Delayed planning was a key reason for many infrastructure projects not being completed in time. Further, it also resulted in non-availability of adequate time required for statutory clearances from various agencies e.g. Delhi Urban Art Commission (DUAC), Archaeological Survey of India (ASI), Ministry of Environment & Forest (MoEF) / Forest Department etc. (given the normal time required for due diligence of proposals by these agencies).

2.3 Co-ordination Committees

Planning, monitoring and oversight of the CWG-2010 Project, as well as co-ordination of activities across organizations / agencies, was conducted through a host of co-ordination committees at various levels.

The following table depicts the committees created at different points of times for the Games Project:

Table 2.3- Main Co-ordination Committees

Committee	Function	Period of Functioning
Government of National Capital Territory of Delhi		
*Empowered Committee under LG	To monitor construction of required infrastructure within specified time; to include representatives of central ministries/ state Government /agencies	Decided in October 2004; never constituted
*Chief Minister’s Sub Committee	To look after all issues that come under the jurisdiction of GNCTD as per constitution	Decided in January 2005; never constituted
Empowered Committee under CS	Facilitation of clearances by various agencies of CWG related projects	From September 2006 onwards
Steering Committee	To approve venue-wise plans for installation of Closed Circuit Television (CCTV) cameras and access control equipment; covered all venues, including ex-Delhi venues, irrespective of ownership	From February 2009 onwards

**Note: These committees were disbanded before hosting of the Games in October 2010*

➤ *Empowered Committee under the Chief Secretary, Delhi*

In September 2006 an Empowered Committee under the Chairmanship of Chief Secretary, GNCTD, was set up to expedite clearances by various agencies in a time bound manner. The Committee met 27 times between October 2006 and October 2010. However, it was not empowered to issue any sanctions or approvals, which were issued through normal organizational/departmental channels. These decisions were processed through the established Departmental channels e.g. Works Advisory Board/ Technical Committee etc, and later subject to scrutiny by the GNCTD Expenditure Finance Committee, before submission to the Cabinet for approval and subsequent issue of work orders.

➤ *Steering Committee*

The Steering Committee set up in September 2009 prepared the security plans for venues and deployment of Chemical, Biological, Radiological and Nuclear (CBRN) measures for the CWG.

Apart from these committees, Unified Traffic and Transportation Infrastructure (Planning and Engineering) Centre (UTTIPEC) was also formed by a September 2008 circular of the LG, Delhi. This Centre was responsible for the preparation of transport plans for the Games family and spectators for six stand alone venues, the Games Village, linkages from airport to the Games Village, India Trade Promotion Organisation (ITPO) and other venues where the Games family was to be accommodated.