

Preparation of Indian Teams for CWG - 2010

In June 2008, MYAS initiated a scheme for “Preparation of Indian Teams for CWG-2010” for imparting state of the art training, with well-equipped infrastructure and other supporting facilities, through the Sports Authority of India (SAI) and its regional centres to a core group of 1286 elite athletes, who would be the medal probables for CWG-2010.

We found that SAI utilised only 30 per cent of the budget of Rs.678 crore allocated for the period 2008-11.

There were substantial delays in selection of core probables ranging from four to 17 months, with probables in cycling discipline being selected in July 2009.

There were also substantial delays in appointment of coaches (in five out of 17 disciplines) and other supporting staff, including supporting staff to SAI regional centres. The performance parameters for judging improvement in the performance of the core probables were decided as late as 15 to 20 months after commencement of implementation of the scheme. Also, a web-based IT system for continuous monitoring and assessment of athletes' training could not be operationalised.

A total number of 284 training camps were held for 18 (17 normal disciplines and one para sports). However, many disciplines and sub disciplines had not had training camps during the year.

For supporting training of core probables, SAI awarded 28 contracts/ orders for procurement of imported sports items and equipment at a cost of Rs. 40.12 crore during 2008-11. We found serious deficiencies in the procurement process. All 28 orders were awarded on single tender basis as “preferred items” without adequate justification – brand requirements were not specified by the national federations, purchases were made from different vendors at different rates etc. In the absence of competitive tendering, we are unable to derive assurance regarding considerations of economy and transparency. This is supported by our comparison of rates for the same items supplied by different vendors quoted.

Further, the expenditure of Rs. 40.12 crore on procurement of sports equipment was largely unfruitful as,

- *Items worth Rs.4.88 crore were received just 10 days before the Games after the training camps, and items worth Rs.0.84 crore were received during and after the Games. Notable instances of delayed procurement/ receipt include cycles, shooting ammunition and shooting equipment.*
- *Sports items for aquatics, archery, squash, tennis, table tennis and boxing (estimated to cost Rs. 5.55 crore) could not be purchased at all.*

- *Gymnastic equipment procured at a cost of Rs. 1.39 crore could not be installed, and athletic and weightlifting items worth Rs 0.28 crore were delivered to SAI centres that did not require such equipment. Stock of Rs. 1.25 crore remained unutilized in the centres of Patiala and Bhopal.*

Oversight and monitoring by the Ministry was inadequate due to the mechanism not being practicable. The staffing of the CWG cell for monitoring was poor.

Other deficiencies in provision of facilities for training of core probables included the following:

- *Training workshops for dope testing were inadequate and ineffective in some centres.*
- *There were delays in provision of medical insurance coverage for the core probables, and large number of medical insurance cards were received late.*

On the infrastructure front, SAI failed to construct hostels in five regional centres; while hostels constructed in three regional centres could not be utilised due to non-availability of furniture, kitchen and other supporting facilities. Seven out of eight sports science centres, all eight standard modern fitness centres and renovated/ upgraded halls at various centres could not be utilised before the Games. Thus, out of funds of Rs. 78.63 crore released for infrastructure up-gradation, expenditure of Rs. 74.35 crore was not fruitful in time for the Games. Further, out of the envisaged Rs. 9.20 crore of sports science equipment, only a negligible amount of equipment was in position before the Games.

Attempts initiated from March 2007 to introduce PPP for management of five stadia in Delhi were not successful, due to procedural delays as well as policy decisions on this issue by MYAS.

There were deficiencies in financial management including

- *Non refund of the unutilised amount of Rs. 45.50 crore by SAI and diversion of Rs. 19.00 crore for construction of the administrative block of SAI Hqrs building; and*
- *Non-settlement of advances and non-receipt of UCs/ audited SOEs.*



32.1 Introduction

In June 2008, MYAS initiated a scheme for “Preparation of Indian Teams for CWG-2010” for imparting state-of-art training with well equipped infrastructure and other supporting facilities for a core group of

1286 elite athletes, who would be medal probables for CWG 2010. This scheme was implemented by the Sports Authority of India (SAI) and its regional centres/sub centres¹. The budget allocation and actual expenditure for the scheme was as follows:

Table 32.1 – Budget allocation and actual expenditure on the Scheme

(Rs. in Crore)

Component	Budget allocation	Actual expenditure (up to 1.12.2010)
Training	375.00	108.05
Infrastructure	85.00	74.35
Sports science back up etc.	218.00	20.95
Total	678.00	203.35

32.2 Delay in selection of probables/staff

The schedule of training, exposure and competition was to cover a period of 305 days (210 days' training camp, 75 days' foreign training and competition and 20 days' domestic tournament) in a year. The scheme also provided for engagement of the best available Indian coaches as well as top level foreign coaches. A Steering Committee was to be formed for each of the 18 (17 normal + 1 Para sports discipline) disciplines to approve the selection of the core group of probables and coaches, and to monitor the performance of the probables.

We observed that there were delays in selection of probables, coaches and supporting staff as given below:

¹ Bhopal, Patiala, Sonapat, Bengaluru, Guwahati, Imphal, Thiruvanthapuram, Gandhinagar, Kolkata, Balewadi (Pune), Lucknow

32.2.1 Delay in selection of core probables

The first meetings of the Steering Committees were held in July 2008. However, there were substantial delays in finalising the list of core probables who were to be continuously trained upto CWG 2010. The delays ranged from four months (archery, boxing, athletics netball) to 17 months (cycling) which significantly reduced the period available for their training.

32.2.2 Performance Monitoring

There were delays in finalisation of performance parameters for judging the improvement in the performance of the core probables by the Steering Committee.

- The performance parameters for five disciplines (athletics, cycling, gymnastics, net ball and shooting) were finalised only between September 2009 and February 2010, when the implementation of the scheme was in the final stages.

- It was not clear whether performance parameters were finalised at all for boxing and rugby.

32.2.3 Delay in appointment of coaches/supporting staff

The scheme envisaged appointment of top level foreign coaches in addition to the best Indian coaches. It was noticed that in five (athletics, gymnastics, weightlifting, hockey and cycling) out of 17 disciplines, foreign coaches were selected only during March to December 2009. Also, against a requirement of a foreign coach and four Indian coaches for lawn bowls, only one foreign coach was engaged during the whole period of the training camps.

Similarly, there were delays in appointment of supporting personnel in the SAI regional centres of Bengaluru and Sonepat as detailed below:

- At Sonepat centre, no physiologist, psychologist, bio- mechanist and

nutritionist/dietician were engaged for the entire period of training.

- Against the requirement of 9 Masseurs and Masseuses at Bengaluru centre, only one masseur was provided and no masseurs was provided to core probables during the training camp at Ooty for exposure to high altitude. Further, physiotherapists were engaged only in December 2009, although the camps were being held at this centre from March 2008.
- Food supplements provided to the core probables were without supervision by an experienced nutritionist during the camps conducted outside the Bengaluru centre for periods ranging between 28-329 days in respect of badminton, shooting, athletics, boxing, squash and cycling.

32.2.4 Conduct of Training Camps

A total 284 training camps were held for 17+1 disciplines during 2008-11, as summarised below:

Table 32.2 – Conduct of training camps for different sports/ disciplines

No.	Sport/Discipline	2008 - 09		2009-10		2010-11	
		Men	Women	Men	Women	Men	Women
	Proportionate Target in days	158	158	210	210	105	105
1.	Archery	153	153	361	361	105	105
2.	Aquatics						
	Swimming	32	32	188	188	110	110
	Synchronised	58	0	42	108	0	47
	Diving	0	0	130	98	141	141
3.	Athletics	170	170	289	289	0	0
4.	Badminton	174	174	317	317	162	162
5.	Boxing	50	NA	336	NA	173	NA
6.	Cycling	0	0	212	212	132	132

No.	Sport/Discipline	2008 - 09		2009-10		2010-11	
		158	158	210	210	105	105
		Men	Women	Men	Women	Men	Women
7.	Gymnastics						
	Rhythmic	NA	22	NA	196	NA	107
	Artistic	44	22	351	351	173	140
8.	Hockey	80	124	187	227	82	85
9.	Lawn Bowls	40	40	352	352	111	111
10.	Net Ball	NA	77	NA	206	NA	137
11.	Rugby 7s	0	NA	157	NA	170	NA
12.	Shooting						
	Rifle	126	126	175	175	91	91
	Shotgun	83	83	114	114	52	52
	Pistol	32	32	78	78	73	73
	Bigbore	0	0	0	0	26	26
	Fullbore		0	0	0	13	13
13.	Squash	0	NA	0	0	32	21
14.	Table Tennis	87	87	164	164	45	45
15.	Tennis	0	0	131	151	20	20
16.	Weightlifting	53	53	310	287	186	169
17.	Wrestling						
	Greeco	59	59	344	365	0	0
	Freestyle	63	NA	186	NA	0	NA
<i>NA : Data not made available to audit</i>							

Incidentally, no medals were won by India in cycling, squash, shooting (big bore), shooting (full bore), swimming (diving) and swimming (synchronised), where there were substantial shortfalls in conduct of training camps.

32.2.5 Non operationalisation of web-based System for monitoring athletes' performance

A web-based IT system, 'Performance Review Indicators Monitoring and

Evaluation of Sportspersons' (PRISM) for continuous monitoring and assessment of athletes' training, which was developed/maintained by NIC at a cost of Rs. 1.08 crore could not be operationalised during the entire period of training. This defeated its purpose of continuous assessment of athletes' training at regular intervals.

32.3 Test events

Test events in all disciplines were required to be conducted during 2008, 2009 and 2010 in order to test the performance of the core probable, identify shortcomings and also familiarize them with the newly created venues. However, we found that no test events were conducted during 2008 and 2009.

32.4 Procurement of sports equipment

32.4.1 Procurement on single tender

For supporting training of core probables, SAI awarded 28 contracts/orders for procurement of imported sports items and equipment at a cost of Rs. 40.12 crore during 2008-11.

The procedure followed by SAI for procurement of sports equipment was as given below:

- Requirements were projected by 17 National Sports Federations
- Technical Experts Committee assessed the requirement, brand (preferred item) and made recommendations to the Steering Committees
- Steering Committees assessed the requirement and made recommendations to the Finance Committees
- Finance Committee assessed requirements and made recommendations to SAI Governing Body for approval
- SAI Governing Body approved procurements

- Procurements were to be initiated by Equipment Sports Division of SAI

We found that there were deficiencies in the procurement process as:

- All 28 orders were awarded on nomination basis as “preferred items” without adequate justification
- No specific brand requirement was identified by the concerned federations of boxing, netball, gymnastic and lawn bowl disciplines.
- In twelve cases of procurement of javelins and ammunition, SAI placed orders on different manufacturers, treating them as preferred items. In particular, javelins were purchased from three vendors (Nemeth, Nordic Sports, Gill Athletic) separately on a single tender basis at different rates on the justification that these items were of proven international standard.
- Equipment like Bar Bell and Electronic Score Board costing Rs 0.92 crore were procured from Eleiko without calling for tenders, though these were not directly linked to athletes' performance or training.

In the absence of competitive tendering, we are unable to derive assurance regarding considerations of economy and transparency. This is supported by our comparison of rates for the same items supplied by different vendors quoted. While we were unable to quantify the loss, we have tried however, to come up with indicators by comparing rates for certain items (indigenous and imported) supplied by different vendors.

32.4.1.1 Indigenous items

The comparison of rates in respect of supply order placed on two firms by SAI Headquarters and one firm by SAI, Patiala for athletic sports equipment of Vinex and ATE brand is as follows:

Table 32.3 – Comparison of rates for indigenous items

Description	SAI Patiala	SAI Delhi	
	Supply order placed to Vats Sports on 22 December 2009	Supply order placed to Vinex Enterprises through Amitco Khel Centre on 23rd February 2010	Supply order placed to Anand Track and Field Equipment Pvt. Ltd. Meerut on 10th June 2010:
	"Brand : Vinex"	"Brand : Vinex"	"Brand : ATE"
	Rate (In Rs.)		
Hammer wire men and women	75	232	230
Hammer handle	300	348	345
Discus Gold men 2 kg	5400	4600	7320
Discus men 2.25 kg	975	6190	3290
Discus Gold 1 Kg	3900	3250	6250
Discus 1.1 kg	585	4932	4890
Discus 1.25 kg	608	7390	4550
Discus 900 gms	575	5295	5250
Discus 1.75 kg	750	5280	5350
Discus 1.9 kg	855	5295	5390
Discus Super Spin 2 kg	3636	5532	5490
Discus Super Spin 1 kg	3000	5420	5390
Hammer Women 5 kg	1110	5220	5145
Hammer Men 6.5	1200	5420	5345
Hammer Women 3.5 kg	885	4310	4275
Hammer men 7.26 kg	1365	5610	5645
Hammer Women 4 kg	923	5600	5610

32.4.1.2 Imported items

The rate comparison of supply order placed on two firms revealed that there were variations in price of purchase of javelins with same specifications shown as under:

Table 32.4 – Comparison of purchase prices for javelins

Name of Items	Rate as per supply order issued to	
	Gill Athletic Inc	Nordic Sports
Javelin 600 gms carbon	68121	83241
Javelin 800 gm carbon	91149	83241
Javelin 800 gm 70 M range	34243	40804

In response, SAI stated that they had followed the stipulated process in letter and spirit for procurement of “preferred items” (i.e. specific brands of equipment), which were communicated to them by the SAI technical committee². The need for items covered under single tender arose due to very special reasons on account of their quality, performance and the preference of sports persons.

While we note that preferred items may be identified from out of the list of brands approved by the concerned international sporting federations, we are unable to derive assurance that the prices paid for these brands are reasonable, in the absence of competitive tension. This is compounded by situations where multiple brands of equipment are all selected as price items, with wide variations in prices.

32.4.2 Contract Management

Due to procurement on nomination basis, SAI was bound by the terms and conditions offered by the vendor which resulted in the following:

- Waiver of earnest money, bank guarantee and warranty periods etc in 17 cases
- In purchase of full bore rifle against the original condition of 85 percent payment on shipment and balance 15 per cent after the acceptance of goods, SAI changed its mode of payment as 100 per cent advance payment.
- In case of procurement of athletic equipment from Nordic Sports, Sweden,

² Including representatives of SAI, the sporting federation, national observer, and coach

SAI initially blacklisted an agent and later in January 2007 declared it as an agent with objectionable conduct contravening business ethics. However, in April 2010 both the orders were withdrawn to accommodate the said agent instead of asking the original manufacturer to change its agent.

Further, SAI did not levy penalty of Rs. 2.20 crore in 12 cases of procurement of sports equipment/material, on account of delay in supply. In one particular case, SAI could not levy penalty of Rs. 1.44 crore on the supplier due to ambiguity³ in the contractual clauses.

32.4.3 Unfruitful expenditure of Rs 40.12 crore due to delayed procurement of sports equipment

Although the scheme was introduced in June 2008, the sports equipment to be procured were approved by the Finance Committee only in June 2009 and the process of procurement was initiated in August 2009. Thus, the elaborate mechanism for procurement merely resulted in delays without ensuring economy in procurement.

Further, the sport equipment which was crucial for imparting state of the art training to the core probables were received at the fag end of the training period/after completion of CWG 2010 at various SAI centres.

³ The clause 10 of the tender document provide that delivery should be completed within 15 days after the placement of contract and receipt and confirmation of letter of credit, whereas, the clause 16(vii) provides that “It may be ensured that delivery, installation and commission etc. of the system is completed within 90 days from the date of issue of letter of credit.

All the equipment was delivered only in 2010 as shown below:

- Equipment for Rs.4.88 crore was received just ten days ahead of the Games
- Equipment for Rs. 0.84 crore was received after the Games
- Equipment for Rs. 1.60 crore was received only one month ahead of the Games

- Equipment for Rs. 4.99 crore was received 2-3 months ahead of the games
- Equipment for Rs. 27.81 crore was received 6-9 months ahead of the games

A discipline -wise analysis is summarised below:

Table 32.5 – Delayed receipt of sports equipment

(Rs. in crore)

No.	Discipline	Equipment	Cost	Received on
1	Shooting	Ammunition	0.12	07.10.10
2	Shooting	Shooting Ammunition and consumable	4.03	19-09-2010 to 29.09.10
3	Shooting	Equipment	27.62	06.01.10
4	Hockey	Fitness Equipment	0.85	22.09.10
5	Hockey	body matrix equipment	0.01	Mar-10
6	Lawn Bowls	Sports equipment	0.49	17.09.10
7	Athletics	Athletic sports material	0.85	23.07.10
8	Athletics	-Do-	0.71	06.07.10
9	Athletics	-Do-	0.13	05.08.10
10	Athletics	-Do-	0.72	12.10.10
11	Athletics	-Do-	0.18	27.04.10
12	Wrestling	wrestling mats	0.39	07.07.10
13	Gymnastics	Gymnastic equipment	1.39	30.08.10
14	Weight Lifting	weight lifting equipment	1.39	23.07.10
15	Boxing	Punching bags Leather (Boxing)	0.13	06.07.10 to 08.07.10
16	Cycling	Cycles	1.11	17.09.10
		Grand Total	40.12	

Some extreme cases of delayed receipt of equipment costing Rs. 3.90 crore are discussed below:

32.4.3.1 Unfruitful expenditure of Rs. 1.11 crore on procurement of cycles for core probables:

As SAI could not procure cycles in time, the Steering Committee (June 2010) decided to

entrust the job to Indian Olympic Association (IOA). We noted that IOA obtained the signatures of various players and coaches on printed format in support of a particular brand and placed the supply order worth Rs.1.11 crore on Dolan Bikes Ltd. on the basis of a single quotation, with the request to supply the bikes latest by 4 September 2010. However, the cycles were handed over to the cyclists only on 18 September 2010, when only four days were remaining for the closure of the training camp.

32.4.3.2 Ammunition for Rifle/Pistol and Shotgun event:

The proposal for procurement of ammunition for Rifle/Pistol and Shotgun event from Fiocchi Munizioni SAP, Italy was initiated in March 2010 and the revised order of Rs. 0.83 crore was placed on the supplier in September 2010. The material was however, received finally on 28 September 2010 after the close of the shooting camp even after airlifting at an additional cost of Rs. 0.19 crore.

32.4.3.3 Ammunition for big bore rifles event:

SAI initiated the proposal for procurement of ammunition for big bore Rifles event from Winchester Australia Ltd., in March 2010 at a cost of Rs. 0.12 crore and placed the supply order in August 2010. However, the material was received only on 7 October 2010 at Karni Singh Shooting Range (KSSR) during the Games.

32.4.3.4 Non utilisation of additional equipment for shooting:

SAI decided to procure additional equipment⁴ from Sius AG, Switzerland in

January 2010 but placed the supply order for Rs. 1.85 crore only in August 2010. The equipment was delivered in September 2010 but could however, not be installed at the shooting range till 30 September 2010. As installation and commissioning required another two weeks after supply of equipment, it could not be utilised in time for training.

In response, SAI stated that a time consuming, though essential, process had to be followed for procurement. When it came to a choice between hasty decisions and financial prudence, SAI chose the latter. Further, procurement of imported items had a time cycle of 6-8 months, and one could not plan imports with the precision of a gold weighing machine. Also, all equipment imported were used by athletes for CWG, thereafter for the Asiad, and then for Olympic training.

While we note the time consuming process for procurement, this should have been factored in through timely and better planning, keeping in view such operational contingencies and lead times. Further, although the equipment procured would have considerable legacy value, it was procured in the first instance for use for training of core probables for CWG-2010, which was not fully achieved.

32.4.4 Non-procurement of sports materials worth Rs. 5.55 crore

Procurement of sports equipment costing Rs. 5.55 crore related to aquatics, archery, squash, tennis, table tennis and boxing could not be finalised due to various reasons like non receipt of tenders, not as per specification, rejection on technical terms etc and re-tendering was not done due to paucity of time.

⁴ for 6th bay of 25 mtr with electronic scoring board

32.4.5 Improper planning and assessment of requirement of sports material

32.4.5.1 Excess procurement for shooting

Scrutiny of the stock register for shooting discipline at KSSR revealed that SAI had made fresh purchases even when there was enough stock available in respect of various items. As a result, shooting ammunition/equipment costing Rs.1.21 crore remained unutilised even after the end of the Games.

32.4.5.2 Unfruitful expenditure of Rs. 1.39 crore on procurement of gymnastic equipment

SAI initiated a proposal for procurement of gymnastic equipment for two centres at

Patiala and Kolkata from Gymnova, France at a cost of Rs. 2.10 crore in October 2009 and placed the supply order in March 2010. Upon the request of foreign coaches (Pune centre) for immediate supply of three items (one floor exercise complete set, two vaulting tables with complete set with runway and four spring board for vaulting table), part of the supply was diverted to Pune in July 2010. As a result, the equipment at Patiala and Kolkata became inoperative and could not be utilised and remained in stock unissued. Thus, the equipment costing Rs. 1.39 crore could not be used at any one of the three centres. Out of this equipment, 65 gymnastics equipment and accessories costing Rs.0.58 crore were delivered in June 2010 at SAI, Kolkata after the camp for women core probables was shifted from Kolkata to Pune.



Unpacked gymnastics equipments for CWG 2010 lying at SAI Kolkata

32.4.5.3 Unfruitful expenditure of Rs. 0.28 crore on the procurement of weight lifting equipment and athletic sports material for Patiala Centre

SAI procured the weightlifting items⁵ from Eleiko AB, Sweden costing Rs. 1.39 crore for Patiala Centre in January 2010. We found that out of 24 Eleiko practice platforms procured for the Patiala centre received in July 2010, ten platforms costing Rs. 0.15 crore were transferred to Bengaluru in September 2010, where no weightlifting training camp was in existence at that point of time.

Similarly, a supply order was placed on Anand Track and Field equipment Pvt. Ltd., Meerut in June 2010 for athletics at a cost of Rs. 0.13 crore for Patiala without any requisition. The equipment was diverted to SAI, Bengaluru in August 2010. In September 2010 at Bengaluru, it was noticed that one discus 2 kg gold was short and four pole vaulting boxes were not as per IAAF specifications. The supplier was asked after completion of CWG 2010, to rectify the supply in respect of pole vault boxes, which was not rectified as of November 2010.

32.4.5.4 Infructuous expenditure of Rs. 0.51 crore on athletic equipment - Pole vault pits

SAI procured two imported pole vault pits for SAI Patiala and Kolkata centres for athletics and transported them to the respective centres in October 2009. One complete unit of pole vault pit consists of

four separate segments to be joined together. SAI Patiala received double sets of segments 3 and 4, while Kolkata received double sets of segments of 1 and 2. As a result, both the pole vault units costing Rs. 0.51 crore could not be utilised at either Kolkata or Patiala. However, SAI stated that these procurements were not made out of CWG funds.

32.4.5.5 Purchase of hockey ball throwing machine costing Rs 2.21 lakh after shifting of hockey camp

SAI, Bengaluru placed order on Ha-Ko Enterprises, Bombay for a hockey throwing machine costing Rs. 2.21 lakh. The machine was received at Bengaluru in July 2009 after the camp was abruptly shifted to SAI, Bhopal in May 2009 due to insufficient infrastructural facilities.

32.4.6 Stock of Rs. 1.25 crore remained unutilized

A scrutiny of stock register of equipment of SAI Patiala and Bhopal revealed that most of the imported equipment procured under the scheme was received at the fag end of the training camps and remained unissued to the campers. The details are in Table 32.6.

⁵ Electronic Score Board, Reference decision light system, Barbell sets, Eleiko Practice Platform (3.06m x 2.58m) and Competition Platform (4m x 4m)

Table 32.6 – Unutilised equipment in stock

(Rs. in Lakh)

No.	Discipline	Firm from which material procured	Date of receipt of material at centre	Balance (as on November 2010)	Cost of unissued items
Patiala Centre					
1	Athletics	Gill Athletic Inc., USA	08.07.2010	76	59.98
2	Athletics	UCS, USA	22.04.2010	37	30.19
3	Athletics	Nemeth, Hungary	08.07.2010	21	10.86
4	Boxing	Budoland Sportartikel Vertrieb GmbH	09.06.2010	296	9.43
5	Hockey	Patiala Sports Industries	08.08.2010	104	1.14
Bhopal Centre					
6	Hockey	R.K. International, RK Sports	11.02.2009	255	11.19
7	Hockey	Amitco Khel Centre, Meerut	--	69	0.66
8	Hockey	Beat all Sports	21.01.2010	3	0.86
9	Table Tennis and Football	Amitco Khel Centre, Meerut	06.01.2010	315	0.46
Total					124.77



Unused boxing gloves, head guard and javelins at Patiala centre

Thus, sports equipment worth Rs. 1.25 crore pertaining to athletic, hockey, boxing and table tennis remained unissued at Patiala and Bhopal centres as of November 2010 which indicates that assessment of the requirement for procurement of equipment was not properly done. Clearly, the assessment of requirement at different centres was handled in an abysmal manner by SAI, resulting in chaotic movement and receipt of equipment at centres.

32.5 Other Deficiencies

32.5.1 Inadequate programmes and seminars for doping

National Anti Doping Agency (NADA) was assigned the task of conducting dope tests, seminars, workshop and training sessions for athletes/coaches/supporting personnel/officials, for enhancing their knowledge levels, professional skills, code of conduct and awareness of anti doping policy and programmes, either directly or through SAI/IOA/NSFs etc. Further, samples of athletes were to be taken and checked

on a regular basis in these training centres to familiarize them with the rules and regulations and to educate them about the harmful effects of doping, banned substances, etc.

We observed that NADA delivered 26 lectures (during 2009 and 2010) and conducted 697 dope tests (during 2010) at various venues/SAI centres. However, deficiencies were observed in the following centres:

- **SAI Gandhinagar:** A seminar was conducted on 15 and 16 of July 2010 but no core probable/sports persons participated in the above seminar. Only coaches and supporting staff took part in the seminar. Further, no samples of the athletes were taken/ collected for checking the status of banned substances.
- **SAI Guwahati:** Lawn bowl camps were conducted during March 2009 to April 2010 (288 days) at SAI Guwahati. However, only one seminar/workshop was conducted for awareness of the doping and only nine samples (random) were taken.
- **SAI Sonapat:** Only one lecture was delivered in March 2010 at Sonapat regional centre, where incidentally two probables were weeded out during random collection of sample in November 2009 as the blood sample had Furosemide (diuretic).

Further, fourteen core probables (six weightlifters, four wrestlers, three swimmers and one athlete) tested positive. A penalty of Rs. 2.28 crore was imposed by the international body on 'Indian Weightlifting Federation' and Rs. 0.14 crore on the individual players.

32.5.2 Delay in providing medical insurance coverage to core probables

Medical insurance was to be provided to each core probable for safeguarding against any injury, medical support, etc, which could occur during training/camps/foreign exposure. Accordingly, SAI initiated a proposal for insurance cover (medical/personal accident) in November 2008 for 1673 core probables. We observed that:

- United India Insurance Company offered a tailor made insurance policy for the core probables as per the specific requirement of SAI. However, SAI opted for the standard Insurance policy of New India Assurance Company, which did not include OPD facilities or medical/personal insurance during foreign exposure.
- SAI finalised the insurance policy for the period November 2009 to October 2010 at a cost of Rs 0.25 crore for 1600 core probables in October 2009. However, we noted that documentation work was not completed even till July/Sep 2010.

Further, a large number of 'Medical Identity Cards' were not received by SAI till August 2010. All the identity cards pertaining to probables of netball, boxing disciplines were not received till July/August 2010, although SAI, in response, stated that the certified list of core probables was sent to the insurance company. 216 medical cards out of 324 core probables were not received till August 2010 at SAI Pune (Balewadi).

32.6 Delay in establishment of infrastructure and procurement of related equipment

32.6.1 Establishment of Infrastructure

SAI identified ten regional centres/ sub-centres for creation and up-gradation of infrastructure at an estimated cost of Rs. 85 crore. This included:

- Construction of hostels, modern fitness centres⁶ and sports science centres at eight regional centres, and

- Renovation/up-gradation of existing facilities at five regional centres.

SAI entrusted execution of these works to CPWD. The works were started from October 2008 to August 2009 by CPWD although the training camps for core probables for CWG 2010 were initiated from August 2008. Upto January 2011, SAI had incurred an expenditure of Rs. 74.35 crore on infrastructure for CWG 2010. However, we found that the status of the construction/renovation/up-gradation of existing facilities of various regional centres was as given below:

Table 32.7 – Status of renovation/ construction/ upgradation of facilities at SAI regional centres

(Rs. in crore)

No.	Location of SAI Centre	Actual Expenditure	Actual date of completion	Status of utilisation
Hotels				
1	Lucknow	7.50	May 2010	Not utilised
2	Gandhinagar	7.05	July 2010	Not utilised
3	Bengaluru	7.25	August 2010	Not utilised
4	Kolkata	8.75	In progress	Not utilised
5	Bhopal	2.74	In progress	Not utilised
6	Imphal	4.54	In progress	Not utilised
7	Thiruvananthapuram	8.35	In progress	Not utilised
8	Aurangabad	3.14	In progress	Not utilised
Total		49.32		
Sports Science Centre				
1	Lucknow	0.49	February 2010	Not utilised
2	Bengaluru	0.46	May 2010	Utilised
3	Bhopal	0.98	April 2010	Not utilised
4	Sonepat	0.99	August 2010	Not utilised
5	Aurangabad	1.11	September 2010	Not utilised
6	Kolkata	2.00	In progress	Not utilised
7	Thiruvananthapuram	0.97	In progress	Not utilised
8	Gandhinagar	1.00	In progress	Not utilised
Total		8.00		

⁶ with facilities such as sauna bath, steam bath, two massage rooms, whirlpool unit, aerobics hall, yoga hall and change room with shower facility etc.

No.	Location of SAI Centre	Actual Expenditure	Actual date of completion	Status of utilisation
Modern Fitness Centre				
1	Bhopal	1.37	August 2010	Not utilised
2	Sonepat	1.33	August 2010	Not utilised
3	Lucknow	1.35	March. 2010	Not utilised
4	Aurangabad	1.45	September 2010	Not utilised
5	Imphal	2.11	In progress	Not utilised
6	Gandhinagar	1.27	In progress	Not utilised
7	Kolkata	1.57	In progress	Not utilised
8	Thiruvananthapuram	1.50	In progress	Not utilised
Total		11.95		
Renovation/up-gradation of existing facilities				
	Patiala ⁷	5.49	August 2010	Not utilised
	Sonepat ⁸	3.17	In progress	Not utilised
	Bengaluru ⁹	0.70	March, 2010	Not utilised
Total		9.36		
Grand total		78.63*		

*Rs. 78.63 – Rs.4.28 crore to be refunded by regional centre =74.35 crore)

Further, construction of hostels, sports science centres and modern fitness centres at Thiruvananthapuram, Aurangabad and Lucknow was taken up at a cost of Rs. 25.86 crore, although no training camp for any discipline for core probables of CWG 2010 was scheduled at any of these centres.

Thus, SAI failed to fill the gap of insufficient infrastructure at its centres, as none of the hostels, fitness centres, sports science centres could be utilised for CWG 2010 despite an expenditure of Rs. 74.35 crore.

32.6.2 Procurement of Sports science equipment

The scheme envisaged a complete scientific backup with the help of doctors, psychologists, physiologists and recovery experts on full time basis to be introduced

for each sport discipline. Sports science equipment was envisaged for conduct of tests including anthropometric, psychological, physiological, biochemical, biomechanical, nutritional and other medical tests to monitor the progress of each athlete on a regular basis during the training.

Sports Science Centres at four regional centres of Gandhinagar, Kolkata, Thiruvananthapuram and Aurangabad could not be completed. Centres at Lucknow and Bhopal, though completed, could not be taken over by SAI.

Regarding procurement of equipment related to Sports Science Centres, we found that negligible procurement was actually made although procurement was initiated for Rs. 9.20 crore. Further, we found that:

⁷ Repair/renovation of 4 halls i.e. weightlifting, wrestling, TT and Boxing with provision of air conditioners.

⁸ Air conditioners for hostel rooms and dining hall including civil and electrical work, false ceiling and Air Conditioning of Multi Purpose Hall

⁹ Flooring, lighting and Replacement of roof (Galvanizing Aluminium)

- SAI had to abandon the procurement of Rs. 6.33 crore on various science equipment due to paucity of time.
- Out of total procurement of Rs. 2.87 crore, equipment worth Rs. 1.95 crore were not delivered to regional centres till January 2011; equipment worth Rs. 0.38 crore were received after the CWG 2010 in October 2010; and equipment worth Rs. 0.06 crore were received at regional centres during the Games.

SAI failed to provide world class state of art sports science backup to athletes as none of the eight Sports Science centres could be utilised for training. Further, most of the scientific equipment procured could not be used for the training of core probables as either these were received after the close of the CWG 2010 or their supply was still awaited as of January 2011.

32.7 Monitoring by MYAS/SAI

32.7.1 Inadequate monitoring

The Steering Committees and Review Committees for each discipline at the level of MYAS were to be constituted for each discipline to monitor the preparation and progress of the core group of elite sports persons, coaches and supporting personnel. The Steering Committees (for each discipline) were to meet once every month. In this regard, we found that:

- The steering committees for different disciplines met just seven to eleven times during June 2008 and September 2010.
- The Review Committees constituted to review the progress in performance levels of the core group of sports

persons, coaches etc. was formed in respect of only five disciplines and met only once/twice during the entire period of implementation of the scheme.

MYAS stated that it was not practicable to hold monthly meetings of the Steering Committee as there would have been 18 meetings in a month, and also that one month's period was too short for the NSFs to evaluate performance of the athletes. It also confirmed that review committee meetings could not be held regularly. It may be noted that MYAS itself put in place a monitoring mechanism which it now finds impractical.

32.7.2 Non-appointment of personnel in the CWG cell

SAI was to set up a cell, to be known as 'Commonwealth Games Cell' (Cell) which would have a Programme Officer (PO) and a Programme Assistant (PA) for each of the 17+1 disciplines of the Games having specialised knowledge and expertise of their respective disciplines. However, we found that SAI had appointed only eight POs and one PA as against the sanctioned posts of 18 each. Out of the eight POs, one PO was appointed for audit, two for infrastructure and two for equipment sports division. Thus, effectively only three POs for sports disciplines were appointed and the CWG cell could not be appropriately operationalised.

32.8 Legacy plan for SAI Stadia

In September 2006, the Expenditure Financial Committee (EFC) suggested exploring the Public-Private Partnership (PPP) model while recommending the

proposal for sanction of budget for redevelopment of five¹⁰ stadia.

- This was approved by the Cabinet in March 2007 and SAI was authorised to manage the entire process of planning and implementation of the PPP model for management and operation of these stadia post CWG.
- Inter-ministerial correspondence was made between March 2007 and November 2008 between MYAS, MoF and SAI.
- SAI though selected Feedback Ventures as the transaction advisor in October 2009, the agreement at a cost of Rs.0.84 crore was signed in February 2010. However, no effective action had taken place.

Further, MYAS was yet to bring out a legacy plan for utilisation and maintenance of the SAI stadia as of March 2011. As a result, the stadia were not being utilised by either sportspersons or others which is evident from the notice of MYAS (dated 1 March 2011) that 'regular coaching/pay and play scheme has not yet started in the stadium'.

32.9 Financial management

In this regard, we observed that:

- SAI was yet to refund the unutilised Rs 45.40 crore under the various sub heads of the CWG scheme, which was required to be refunded within one month of the conclusion of the Games.
- Unadjusted advances of Rs. 1.14 crore

¹⁰ Jawaharlal Nehru Stadium Complex (JNS), Indira Gandhi Sports Complex (IGS), Dr. Shyama Prasad Mukherjee Swimming Pool (SPM), Major Dhyana Chand National Stadium Complex (MDCS) and Dr. Karni Singh Shooting Ranges (KSSR).

were pending with the two agencies i.e. IOA and Bowling Federation of India.

- Utilisation certificate for Rs. 34.75 crore given for procurement of Time Scoring and Results equipment was still awaited from the OC.
- Utilisation Certificates for Rs. 1.08 crore were yet to be received from seven sports federations.
- Advances of Rs. 0.94 crore for 12 training camps at SAI Pune centre were yet to be settled even after lapse of three to six months from the date of completion of the camp. Also, the accounts of the Rugby camp held during September 2010 were not even submitted by the Director of Sports, Pune.

32.9.1 Diversion of funds for construction of SAI Headquarter building

Funds of Rs. 19.00 crore under this scheme were irregularly diverted for construction of the administrative Block of SAI Headquarters at Jawahar Lal Nehru Stadium Complex, New Delhi.

32.10 Other point of interest

The Haryana Government incurred a total expenditure of Rs. 1.87 crore (including cost of land of Rs. 0.85 crore), out of Rs. 3.27 crore released by MYAS in December 2009 for widening and strengthening of existing road from Badshahpur to Kadarapur to Group Centre, CRPF, Gurgaon for CWG 2010. However, the work remained incomplete as of November 2010. The entire advance of Rs 3.27 crore should be recovered from the Government of Haryana as it was not utilised for the Games.