

**CHAPTER – I**  
**SOCIAL SECTOR**



## CHAPTER-I

### SOCIAL SECTOR

#### 1.1 Introduction

This Chapter of the Audit Report for the year ended 31 March 2019 deals with the findings on audit of State Government Departments under Social Sector.

During 2018-19, 13 departments under the Social Sector incurred an expenditure of ₹3,368.71 crore against budget provisions of ₹3,878.93 crore. Department-wise details of budget provision and expenditure incurred there-against are shown in **Table-1.1**.

**Table-1.1: Department-wise budget provision and expenditure**

(₹ in crore)

Sl. No.	Name of the Department	Budget Allocation (BA)	Expenditure	Percentage of Expenditure to BA
1.	School Education	1,269.73	1,121.50	88.33
2.	Medical and Public Health Services	754.34	576.85	76.47
3.	Urban Development and Poverty Alleviation	602.03	549.43	91.26
4.	Water Supply and Sanitation	386.10	369.45	95.69
5.	Higher and Technical Education	323.44	275.45	85.16
6.	Social Welfare	219.96	176.68	80.32
7.	Local Administration	139.77	132.74	94.97
8.	Disaster Management and Rehabilitation	65.16	55.17	84.67
9.	Sports and Youth Services	50.77	49.79	98.07
10.	Labour, Employment, Skill Development and Entrepreneurship	25.91	22.10	85.30
11.	Information and Public Relations	19.72	18.75	95.08
12.	Art and Culture	16.10	15.57	96.71
13.	Personnel and Administrative Reforms	5.90	5.23	88.64
<b>Total</b>		<b>3,878.93</b>	<b>3,368.71</b>	

Source: Appropriation Accounts: 2018-19

The overall savings under Social Sector was 13.15 *per cent* against the budget allocation. Barring Medical Health and Family Welfare Department where the utilisation was 76 *per cent*, all other departments managed to utilise more than 80 *per cent* of the funds allocated to them.

#### 1.2 Planning and Conduct of Audit

Audit process commences with the assessment of risks faced by various departments of Government. The risk criteria involve expenditure incurred, criticality/ complexity of activities, level of delegated financial powers, assessment of overall internal controls, *etc.*

After completion of audit of each unit, Inspection Reports (IRs) containing audit findings are issued to the Heads of the offices with a request to furnish replies within one month of receipt of the IRs with a copy to the next higher authority. On the basis of response, audit findings are either settled or further action for compliance is advised. Significant audit

observations arising out of these IRs are processed for inclusion in the Audit Report. The Audit Report is submitted to the Governor of the State under Article 151 of the Constitution of India for being tabled in the State Legislature.

During 2018-19, Audit test-checked an expenditure of ₹1,486.87 crore, including funds related to previous years by State Government pertaining to Social Sector.

This Chapter contains one Performance Audit and a Compliance Audit Paragraph.

## **PERFORMANCE AUDIT**

### **SPORTS AND YOUTH SERVICES DEPARTMENT**

#### **1.3 Performance Audit on 'Development of Sports Sector in Mizoram'**

##### **1.3.1 Introduction**

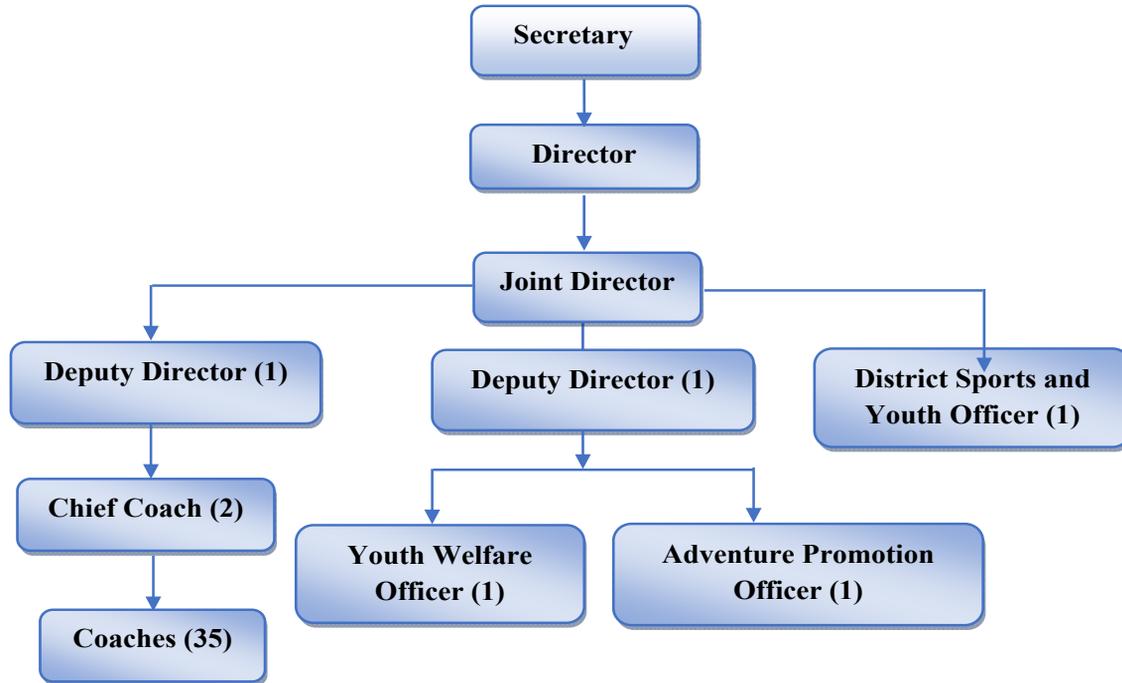
Activities relating to Sports and Physical Education are essential components of human resource development, which promote good health, comradeship and a spirit of friendly competition, which, in turn, has positive impact on the overall development of personality of the youth. Excellence in sports enhances the sense of national achievement and pride. Sports also provide beneficial recreation, improve productivity and foster social harmony and discipline.

##### **1.3.2 Accountability Framework**

Sports and Youth Services Department (SYSD) was established in 1986 for promoting and developing sports in the State. The SYSD is responsible for formulation and implementation of all policies relating to sports, administration and maintenance of sports academies, hostels, sports complexes, coordination with other departments for development of sports, providing budgetary support to various Sports Associations, providing incentives/ awards to outstanding sportspersons, promotion of research and scientific study on sports, training of coaches, imparting coaching at various levels, providing sports infrastructure including distribution and arrangement of equipment to educational and village level institutions and other stakeholders and organising of sports competition at various levels.

The Secretary to the Government of Mizoram (GoM) is the administrative head of SYSD. The Department functions under the control of the Director, assisted by Joint Director and two Deputy Directors. The District Sports and Youth Officer heads the only district office at Lunglei. Organogram of SYSD in Mizoram is shown in **Chart-1.1**:

Chart-1.1: Organisational chart of SYSD

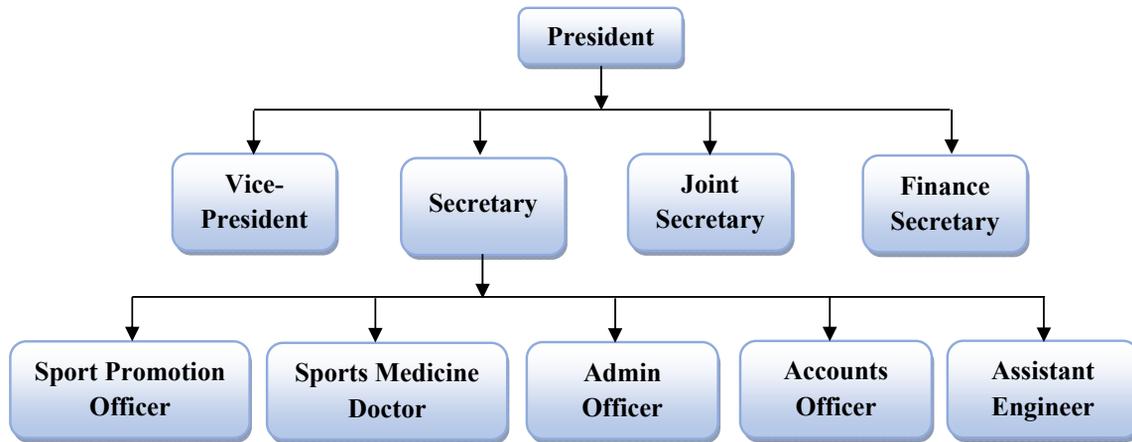


The Mizoram State Sports Council (MSSC), an autonomous body<sup>1</sup>, was established in April 1976 before Mizoram attained statehood (February 1987). The duties and responsibilities of MSSC includes creation and maintenance of sports infrastructure, coaching and training of players, development of coaches, officials and volunteers, distribution of sports goods and equipment to stakeholders, organising competitions and participation at regional, national and international competitions. MSSC functions as an implementing agency for creation of sports infrastructure in the State.

The Minister in-charge of Sports Department is the ex-officio President of the Council. The Vice-President, Secretary, Joint Secretary and Finance Secretary assist the President. The Secretary is the Chief Executive Officer of MSSC, assisted by Sports Promotion Officer, Administrative Officer, Accounts Officer, Sports Medicine Doctor and Assistant Engineer. Organogram of MSSC in Mizoram is shown in **Chart-1.2**:

<sup>1</sup> State Government, Department of Sports and Youth Services regulates MSSC. However, the functioning of the Council is regulated by the MSSC Act, 2002

Chart-1.2: Organisational chart of MSSC



Audit noticed that there were no clearly defined roles and responsibilities of MSSC and SYSD as both were responsible for imparting coaching at various levels and distribution of sports goods and equipment. Audit noticed lack of co-ordination between MSSC and SYSD while imparting coaching and distribution of sports goods and equipment, as discussed later in the Performance Audit (PA).

### 1.3.3 Audit Objectives

- The development and promotion of sports was effective and efficient to achieve excellence in sports;
- The planning for creation of sports infrastructure and utilisation of funds for development of sports sector was efficient and effective;
- Maintenance and utilisation of sports infrastructure created was efficient; and
- The quality control and monitoring mechanism in place was adequate.

### 1.3.4 Audit Criteria

- National Sports Policy 2001;
- General Financial Rules, 2005 and 2017, Central Treasury Rules and Receipt and Payment Rules;
- Central Public Works Department (CPWD) Manual;
- State Schedule of Rates (SOR) and Analysis of Rates;
- Handbook on Field of Play<sup>2</sup> and Specifications for Sports Infrastructure;
- Instructions/ Orders/ Notifications/ Office Memorandums issued by the GoM and Government of India (GoI) from time to time; and
- Guidelines of schemes/ projects.

<sup>2</sup> Field of play is the specification for playgrounds, courts, athletic tracks, etc. prescribed by the respective International Federations

### 1.3.5 Scope of Audit and Sample selection

The Performance Audit (PA) covered the period from 2014-15 to 2018-19. It also includes on-going projects sanctioned prior to 2014-15, which were completed or were on-going during 2014-15 to 2018-19. The PA involved scrutiny of records in the following offices:

- Office of the Director, Sports and Youth Services Department;
- Office of the Secretary, MSSC;
- Three Public Works Department (PWD) divisions; and
- Office of the Director, Urban Development and Poverty Alleviation (UD&PA) Department.

Seventeen<sup>3</sup> out of 39 sports infrastructure related projects<sup>4</sup> (43 *per cent*) were selected based on Probability Proportional to Size Without Replacement (PPSWOR) sampling method with size measure as total expenditure incurred for each project.

### 1.3.6 Audit Methodology

Audit methodology involved issue of requisitions and examination of records, issue of audit observations, examination of response to audit observations, joint inspection of completed projects and issue of draft report to the State Government for their response.

Audit process started with an Entry Conference (30 April 2019) with the Additional Secretary to the GoM, SYSD, Joint Secretary to the GoM, Finance Department and Joint Secretary to the GoM, UD&PA Department, wherein audit objectives, scope, methodology and criteria were discussed.

Audit findings were discussed in an Exit Conference held on 18 March 2020 with Additional Secretary (Sports and Youth Services Department), Under Secretary (Finance Department) and Administrative Officer (Mizoram State Sports Council). The State Government furnished replies on the PA related to Sports and Youth Services Department, Urban Development and Poverty Alleviation Department and Mizoram State Sports Council. However, replies pertaining to the Public Works Department was awaited (April 2020). The replies furnished by State Government and views expressed during the Exit Conference have been incorporated in the Report appropriately, whenever received.

### 1.3.7 Acknowledgement

The office of the Accountant General (Audit), Mizoram acknowledges the co-operation and assistance extended to the audit party by the SYSD, PWD, UD&PAD and MSSC during the conduct of this PA.

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<sup>3</sup> Out of 17 selected projects, 11 projects were sanctioned prior to 2014-15, out of which nine projects were completed and two projects were on-going during the period 2014-19

<sup>4</sup> 31 projects were executed by Mizoram State Sports Council, five projects were executed by Public Works Department, two projects were executed by Urban Development and Poverty Alleviation Department and one project by Social Welfare Department

## **Audit Findings**

The findings of the PA on the “Development of Sports Sector in Mizoram” are discussed in the succeeding paragraphs.

### **1.3.8 Planning**

A comprehensive planning with clear defined objectives is required for development of adequate sports infrastructure, its sustenance and optimum utilisation of the available sports facilities. It facilitates identification and plugging of gaps in resources thereby providing requisite support to talented sports persons in the fields of coaching, quality sports goods, nutritionist and medical facilities and to assess the future requirements needed for development and promotion of sports.

#### **1.3.8.1 State Sports Policy**

As per the National Sports Policy, 2001, the Central Government, in conjunction with the State Government, the Indian Olympic Association (IOA) and the National Sports Federation will collectively pursue the twin objectives of “Broad-basing” of Sports and “Achieving Excellence in Sports at the National and International levels”. While broad-basing of sports will, primarily remain the responsibility of the State Governments, the Union Government will actively supplement their efforts in this direction and for tapping the latent talent, including in the rural and tribal areas. In order to achieve these objectives both at the National level as well as in the State level, it is necessary for each State to formulate the State Sports Policy in line with the National Sports Policy.

Audit noticed that the Government adopted the State Sports Policy only in November 2019. Thus, the State was bereft of holistic development of sports and achievement of goals and objectives during the audit coverage period.

#### **1.3.8.2 Lack of coordination amongst departments for development of sports**

SYSD has the expertise to construct playground, courts, *etc.* with the required technical specifications of the particular sports. It is important that the field of play recommended by the respective International Sports Federation is adhered to accustom the sports persons to the international standards of competition.

It is observed that Urban Development and Poverty Alleviation Department (UD&PAD) and Rural Development Department (RDD) executed sports infrastructure related projects included sports complexes, tennis courts, indoor stadia, *etc.* However, there was no institutionalised coordination mechanism with the SYSD to ensure that the required technical specifications for various sports facilities were complied with by these two executing departments. As a result, there were instances of duplicity in execution of playfields at New Sachan and Sumasumi and non-adherence to technical specifications of different sports disciplines which is highlighted in the PA Report.

### 1.3.9 Physical achievements

#### 1.3.9.1 Status of physical progress of projects

During 2014-19, 24 projects sanctioned prior to 2014-15 and 15 projects sanctioned during 2014-19, were implemented from various sources, at an approved cost of ₹219.07 crore as detailed in **Appendix-1.1**. Year-wise physical achievements under various schemes as on 31 March 2019 are:

**Table-1.2: Physical achievement of the State during 2014-15 to 2018-19**

Year of sanction	No. of sanctioned projects	Approved Cost (₹ in crore)	On-going Projects		Completed projects	
			Total projects	Of which, No. of delayed projects	Total Projects	Of which, No. of delayed projects
Prior to 1 April 2014	24	125.69	3	3	21	19
2014-15	5	30.81	---	--	5	3
2015-16	Nil	---	---	--	---	--
2016-17	4	37.85	3	1	1	1
2017-18	5	16.72	4	--	1	--
2018-19	1	8.00	1	--	---	---
<b>Total</b>	<b>39</b>	<b>219.07</b>	<b>11</b>	<b>4</b>	<b>28</b>	<b>23</b>

Source: Departmental records

Out of the 39 projects implemented during 2014-15 to 2018-19, 28 projects were completed and 11 projects are on-going and out of the 15 projects sanctioned during 2014-15 to 2018-19, seven projects were completed and eight projects are on-going. Out of the seven projects completed, four projects were completed with delays ranging from five to twenty-six months while one out of eight on-going projects is already delayed as on 31 March 2019.

As on 01 April 2014, there were 24 on-going projects, of which, 21 projects were completed and three are still on-going as on 31 March 2019. Out of the 21 completed projects, 19 projects were completed with delays ranging from one to 55 months while the remaining three projects are on-going beyond their scheduled date of their completion as on 31 March 2019.

#### 1.3.9.2 Delays in commencement of projects

As per North Eastern Council (NEC) and Non-Lapsable Central Pool of Resources (NLCPR) guidelines, the State Government shall ensure that the implementing Department/ executing agency completes all codal formalities and awards the work within a period of three months from the date of sanction. Further, Urban Sports Infrastructure Scheme (USIS) order stipulates that the sanctioned project must start within one month from the date of receipt of the funds.

Scrutiny of 14 projects (**Appendix-1.2**) and time taken to complete necessary procedural formalities revealed the following:

**Table-1.3: Timeframe for completion of procedural formalities**

Procedural formalities	No. of project-wise adherence to timeframe				
	No delay	< 6 months delay	> 6 months and < 1 year delay	> 1 year delay	Total
Administrative Approval (AA)	1	3	2	0	6*
Tendering	4**	7	2	1	14
Issue of Work Order	1	7	4	2	14

Source: Departmental records

\* Administrative Approval for eight projects were not accorded

\*\* No Administrative Approval was obtained in three projects

It is evident from the above table that eight projects were executed without obtaining Administrative Approval (AA) while five projects were accorded AA with delays ranging from two to nine months. Notice Inviting Tenders (NITs) for 10 projects were floated with delays ranging from one to sixteen months. Out of 14 projects, the Department could commence only one project within the stipulated timeframe. Implementation of projects without obtaining AA is a serious failure and reflects poorly on the project management system in the Department.

Inordinate delays in completing the procedural formalities not only adversely affected the commencement but also completion of projects within the stipulated time frame. As a result, eight projects were completed with delays ranging from nine to forty-seven months and five on-going projects have crossed the stipulated date of completion as per the work orders. This may have implications on the overall cost of the projects.

**Recommendation:** The State Government may identify the bottlenecks and ensure that timelines at various stages are strictly followed by Administrative Departments and implementing agencies.

### 1.3.10 Financial management

#### 1.3.10.1 Receipt and utilisation of fund

The year-wise details of fund released by the State Government and expenditure incurred towards development of sports sector during 2014-15 to 2018-19 is shown in **Table-1.4:**

**Table-1.4: Receipt and utilisation of fund**

(₹ in crore)

Year	Budget allocation			Expenditure			Excess (+)/ Savings (-)
	Plan	Non-plan	Total	Plan	Non-plan	Total	
2014-15	27.98	7.76	35.74	23.38	7.76	31.14	(-) 4.60
2015-16	19.03	6.46	25.49	24.11	6.50	30.61	5.12
2016-17	19.21	5.64	24.85	19.20	5.63	24.83	(-) 0.02
2017-18	34.18	---	34.18	34.18	---	34.18	0.00
2018-19	51.16	---	51.16	51.15	---	51.15	(-) 0.01
<b>Total</b>	<b>151.56</b>	<b>19.86</b>	<b>171.42</b>	<b>152.02</b>	<b>19.89</b>	<b>171.91</b>	<b>0.49</b>

Source: Detailed Appropriation Accounts of respective years and departmental records

It is seen from the table-1.4 that against funds of ₹171.42 crore allocated by the State Government for development and promotion of Sports Sector, an expenditure of ₹171.91 crore was incurred during 2014-19. It was also observed that there was an excess expenditure of ₹5.12 crore during 2015-16 mainly due to carry forward of Non Lapsable Central Pool of Resources (NLCPR) Scheme funds of ₹5.09 crore from 2014-15 which was expended during 2015-16.

It is further observed that the Department irregularly transferred funds to the Public Account (under non-interest bearing 'K'-Deposits) every year to avoid lapse of funds. The funds so transferred were utilised in subsequent years. Overall, funds of ₹29.02 crore were transferred to Public Account during the five years (17 per cent of the budget allocation). This was irregular being in violation of the Appropriation Act but also artificially inflated the figures of expenditure during respective years.

### 1.3.10.2 Delay in release of funds

NEC and NLCPR guidelines stipulated that the State Government must transfer funds released by NEC/ NLCPR to the implementing agency/ project authority within 30 days from the date of release of funds.

The delay in release of Central share and State Matching Share (SMS) by the State Government during 2014-15 to 2018-19 are shown in the following table:

Table-1.5: Delay in release of Central share and SMS by GoM

(₹ in crore)

Year	Receipt from GoI	No delay	Amount transferred with delay ranging					
			> one month and < six months		> six months and < 12 months		> one year	
			Central	SMS	Central	SMS	Central	SMS
2014-15	2.11	---	0.32	---	1.79	---	---	0.28
2015-16	16.30	1.53	8.63	---	1.53	0.26	4.61	1.49
2016-17	3.45	---	3.24	---	0.21	0.44	---	---
2017-18	9.92	1.38	8.44	0.94	0.10	---	---	---
2018-19	6.16	---	4.23	0.47	1.93	0.23	---	---
<b>Total</b>	<b>37.94</b>	<b>2.91</b>	<b>24.86</b>	<b>1.41</b>	<b>5.56</b>	<b>0.93</b>	<b>4.61</b>	<b>1.77</b>

Source: Departmental records

Scrutiny of sanction orders of GoI/ State's Finance Department issued during 2014-15 to 2018-19 revealed that out of ₹37.94 crore released by GoI, ₹2.91 crore was released to the implementing departments within the stipulated period of 30 days. Out of the remaining ₹35.03 crore, the State's Finance Department released ₹24.86 crore to the implementing departments with delays ranging between one and six months and there were delays ranging between more than six months and twelve months in release of ₹5.56 crore while there were delays of more than one year in release of ₹4.61 crore.

Similarly, the State's Finance Department released SMS of ₹2.34 crore to the implementing departments with delays ranging between one to 12 months while there were delays of more than one year in release of ₹1.77 crore. This had an adverse effect on timely execution and completion of projects.

### 1.3.11 Project Implementation

#### 1.3.11.1 Technical sanction beyond delegated powers for execution of works

GoM, Finance Department's Notification (March 2013) pertaining to the powers for execution of works by non-works department having technical personnel delegated powers to technical wing headed by the officer of the level of Assistant Engineer (AE) to execute works up to ₹30 lakh<sup>5</sup>. Further, for construction of Reinforced Cement Concrete (RCC) storied building or complex structures or all works costing more than ₹15 lakh, the estimates should be scrutinised and technically sanctioned by Chief Engineer (CE), PWD.

MSSC has a technical wing headed by AE who is assisted by three Junior Engineers (JE) to implement projects in the State. During the period 2014-15 to 2018-19, MSSC had executed 30 projects estimated between ₹ one crore to ₹ thirteen crore and one project estimated at ₹50 lakh.

It was observed that out of 31 projects, though MSSC was technically competent to execute only one project, which was within the delegated powers for execution of work as per the financial limitations mentioned in the order, the estimates of three projects were technically vetted and countersigned by the CE, PWD while 27 projects were executed without handing over the projects to State PWD.

Thus, MSSC implemented projects in contravention to the State Government's existing norms for execution of works by non-works departments also depriving checks at the higher levels to ensure quality of work and integrity of estimates.

The Government while accepting the fact stated (March 2020) that the MSSC in certain cases executed the works without technical vetting and counter-signature to avoid delays.

The reasons put forward by the Government is not based on facts as all the works executed/ being executed by MSSC, completed as well as on-going, were delayed.

**Recommendation:** *The State Government may ensure that Technical Sanctions are obtained by the executing agency from competent authority before execution of projects and ensure that their own instructions are adhered to by all bodies.*

### Execution of Works

#### 1.3.11.2 Laying of synthetic football turf at Chhangphut playground-Payment without quality testing

The Ministry of Youth Affairs and Sports (MoYAS) approved (July 2013) the project "Laying of artificial football turf at Chhangphut playground" estimated at ₹450 lakh under USIS. The work was awarded (August 2013) to M/s Lushai Engineers Pvt. Ltd. at a tendered value of ₹412 lakh which included ₹9.98 lakh for testing of the Soccer Pro

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<sup>5</sup> Revised to ₹70 lakh vide Notification No. G. 17012/1/2010-F.Est/147 dated 12 July 2017

MS 60 Federation Internationale De Football Association (FIFA) two star<sup>6</sup> artificial turf. The MSSC certified that the contractor had completed the laying of artificial turf at Chhangphut playground in October 2014 as per specification in the agreement.

On examination of records, Audit noticed that MSSC paid ₹9.98 lakh to the firm without any testing of the artificial turf from FIFA accredited laboratory, which assesses the quality, durability and risk factor of the turf. Without any testing done by the FIFA accredited laboratory, it could not be ascertained whether the installed artificial turf at Chhangphut playground conformed to the standards of FIFA two star.

The Department may ensure that FIFA testing is done for quality control purposes.

### 1.3.11.3 Shortcomings in standard specification

The Urban Development and Poverty Alleviation Department (UD&PAD) implemented construction of four sports complexes in the State with an outlay of ₹84.50 crore during the period 2014-15 to 2018-19. The details of the projects are given in the table below:

**Table-1.6: Details of sports complex implemented by UD&PAD**

(₹ in crore)

Name of the sports complex	Sanctioned date	Sanctioned cost	Expenditure	Details of completion	
				Scheduled	Actual
Construction of Stadium Complex at Serchhip	31.03.2009	15.25	15.25	06.08.2012	30.05.2018
Construction of Sports Stadium at Champhai	04.09.2013	22.39	22.36	14.09.2015	31.12.2016
Construction of Sports Stadium at Lunglei	04.09.2013	24.18	24.08	15.05.2016	---*
Construction of Sports Complex at Kolasib	08.10.2014	22.68	22.68	15.08.2016	30.09.2018

Source: Information furnished by UD&PAD

\* Though the project was completed, due to non-issue of completion certificate date of completion was not on record

The projects were sanctioned by the Ministry of Housing and Urban Affairs under the scheme of 10 per cent lump sum provision for the benefit of North Eastern Region including Sikkim. The Ministry appointed the National Building Construction Corporation (NBCC) for execution of the project in Mizoram. The State Government is the nodal agency and was responsible for appraisal and approval of the Detailed Project Reports (DPRs) prepared by NBCC, submission of Utilisation Certificates (UCs) and overall monitoring of the projects.

FIFA prescribes the playing field with a dimension of 100-110m (L) and 64-75m (B) with an auxiliary area<sup>7</sup> of 5m on all sides reducing at an angle to 3m near the corner flag. Similarly, International Association of Athletics Federation (IAAF) prescribes the inside lane of a 400m standard athletic track to have a length of 400m along its theoretical line of running<sup>8</sup>

<sup>6</sup> FIFA recommended two star is professional category artificial turf intended for clubs and national teams playing competitive matches

<sup>7</sup> Auxiliary area: The free space required on all sides of the field for safety of the players as well as for unrestricted run-up for corner kicks and throw-ins

<sup>8</sup> The theoretical line of running is measured at a distance of 0.30m from the kerb

with safety zones measuring not less than one metre on the inside and outside and a run out length of 17 meters for 100 meter track.

During physical inspection of the sports complexes with the Department and NBCC officials, it was observed the auxiliary areas of football field at Serchhip and Lunglei were inadequate raising concern for the safety of players and restricted run-ups for corner kicks and throw ins. Similarly, 400m athletic tracks at Champhai and Lunglei have a running length of 390m and 364m respectively and outside lane of Champhai athletic track and inside lane of Kolasib athletic track had no safety zones of one metre and were adjacent to the fence. Likewise, 100m athletic track at Champhai had a run out length of only 9.60m. Further, synthetic running track at Champhai Sports Stadium was bloated at several places making it unfit for any training or competition.

It was further noticed that in case of football field at Lunglei, the DPR was prepared in line with that of FIFA specifications. In the case of the athletic track at Kolasib, there was no provision for safety zones in the DPR and thus, the shortcoming was attributable to faulty execution.

Thus, the deficient infrastructure created which was not as per technical norms deprived sportspersons of the full benefit of the assets and the Department spent resources on substandard infrastructures.



*Athletic track in Kolasib*



*Football field in Lunglei*

While accepting the audit findings, the Government stated (January 2020) that the required specification could not be adhered due to land constraints. The Government should have ensured availability of suitable land before taking up projects so that sports facilities in the sports complex are not compromised on technical requirements.

**Recommendation:** *The State Government needs to ensure co-ordination between the nodal line department and other departments executing sports infrastructure projects so as to avoid overlapping of projects. They may also ensure that technical specifications are adhered to in creation of sports infrastructure.*

#### **1.3.11.4 Payments made for un-executed works**

Scrutiny and physical verification by audit of three projects implemented by MSSC viz., Construction of Indoor Stadium at Electric Veng, Construction of multi-purpose Indoor Hall at Mualpui and Improvement of Aquatic Complex at ITI Veng revealed that payments and expenditure of ₹80.31 lakh was incurred for un-executed works as given in the table below:

Table-1.7: Details of payments made for un-executed works

(₹ in lakh)

Name of the Project	Description of works not executed	Amount paid for un-executed works	Remarks
Construction of Indoor Stadium at Electric Veng	Ground floor: Parking facility  First floor: Table tennis room and gymnasium	29.50	<p>The Construction of indoor stadium at Electric Veng, Aizawl was sanctioned (November 2012) for an estimated cost of ₹493.63 lakh. The project included parking of vehicles (Ground floor), table tennis, gymnasium (First floor) and basketball court, volleyball court (Second floor).</p> <p>MSSC paid ₹430.58 lakh as per bill of quantities and certified that the project was completed (June 2018) in accordance with the specification mentioned in the Agreement.</p> <p>Physical inspection of the project by audit revealed that the execution of ground floor and first floor amounting to ₹29.50 lakh was not completed except for beams and slabs. The un-executed works in the ground and first floor is now being constructed by PWD under New Economic Development Policy (NEDP) with an estimated amount of ₹40 lakh.</p> <p>The Government's reply (March 2020) was silent on the non-executed works, certification of work as complete and entire payment released despite the incomplete works.</p>
Construction of multi-purpose Indoor Hall at Mualpui	Acoustic treatment (Phase-II) for ceiling	21.81	<p>The acoustic treatment and protection wall with steel net was shown as executed as per Measurement Books (MBs) and payments were made (November 2017 and December 2018 respectively). However, on physical inspection, it was not found to be in place in the Indoor Hall.</p> <p>The Government stated (March 2020) that the fund meant for acoustic treatment was utilised to replace the materials of the ceiling with woollen and shade net, while, the fund meant for protection wall with steel net was utilised to replace the perforated tiles with special polymer turf. However, the payments were shown as incurred for un-executed works and there was no documentary evidence for execution of the substituted items of works as stated by the Government.</p>
	Protection wall with steel net	20.00	

Name of the Project	Description of works not executed	Amount paid for un-executed works	Remarks
Improvement of Aquatic Complex at ITI Veng	Construction of additional diving platform (3m)	9.00	The additional diving platform (3m) shown as executed departmentally with expenditure of ₹ Nine lakh, was found to be not in place in the Aquatic Complex. The Government stated (March 2020) that due to huge landslide, the fund meant for diving platform was utilised for constructing retaining wall. However, the payments were shown as incurred for diving platform and there was no documentary evidence for execution of the said retaining wall.
<b>Total</b>		<b>80.31</b>	

Source: Departmental records

Thus, MSSC made payments of ₹80.31 lakh for works which were never executed. Besides, it was irregular to divert project funds for other items of works not sanctioned as per original approvals given. In all the above instances, there was no evidence of the SE/ EE or any senior officers having done physical verification of the completed works. Responsibility needs to be fixed on the erring officials for such serious lapses and appropriate action taken against them.

**Recommendation:** The Department's senior/ supervisory officers should regularly monitor and physically inspect the projects to ensure works that are executed as per the design and specification and payments are made for works actually executed.

### 1.3.11.5 Sports infrastructure lying idle

The State Government should plan the creation of sports infrastructure keeping in view the size of the community and accessibility of the infrastructure by the public to ensure optimum utilisation.

During joint physical inspection (August-September 2019) of the sports complexes along with departmental officials to assess the utilisation of infrastructures, the following were noticed:

#### A. Construction of multi-purpose indoor hall at Sazaikawn

The project was sanctioned (June 2013) by the Ministry of Youth Affairs and Sports (MoYAS) at an estimated cost of ₹600 lakh and was scheduled to be completed by September 2015. The project envisaged to offer sports facilities for coaching camps, organising national level competitions in various indoor games.

The MSSC completed construction of multi-purpose indoor hall at Sazaikawn in August 2017. However, the multi-purpose indoor hall was not handed over to any authority/ associations/ committees nor was it put to use by the Department. Further, the play area for different indoor sports disciplines were not demarcated and no designated

caretaker/ manager was posted to look after the routine maintenance of the indoor hall. As such, the multi-purpose indoor hall was lying idle even after a lapse of two years since its completion. Non-utilisation would lead to further deterioration in the quality of the asset and entail additional cost for upkeep.



*Multi-purpose indoor hall at Sazaikawn*

The Government in its reply (March 2020) claimed that the Multi-purpose Indoor Hall is presently utilised for regular coaching and hosting State level championship.

The reply of the Government is not based on facts as the newly constructed venue was not utilised for State Games held during December 2019 and no documentary evidence was produced for coaching camps being held at the venue.

***B. Construction and establishment of sports centre at Phulpui***

The project was sanctioned (October 2011) by NEC at an estimated cost of ₹394 lakh and scheduled to be completed on July 2014. The project envisaged to provide football ground, basketball court, volleyball court, indoor stadium for badminton, training hostel for 30 players and holding inter-state, nation-wide sports events/ festivals.

MSSC completed construction (June 2017) of sports centre at Phulpui with an expenditure of ₹394 lakh and the sports centre was handed over to Phulpui Local Council (April 2018) after a lapse of almost one year from the date of completion.

During physical inspection (September 2019), it was noticed that all the facilities provided at the sports centre were unutilised by the village people. The indoor hall consisting of one badminton court had broken window panes and missing bathroom fittings. The indoor hall lighting was also not working and the hall was left unlocked. The football ground, pavilion, hostel facilities, basketball court and volleyball court were also left unutilised with overgrown grasses on the field and courts leaving the facilities in a dilapidated state. The Department did not facilitate the village council by arranging coaches, trainers for utilisation of training and hostel facilities.



*Football ground*



*Volleyball court*



*Basketball court*



*Dormitory for players*

The Government stated (March 2020) that the sports complex is presently utilised by the youth of the villages and conducting zonal football competitions. The Department's reply was unverifiable.

**C. Construction of diving pool and platforms in Aquatic Complex at ITI Veng, Aizawl**

The construction of *Federation Internationale De Natation* (FINA) diving pool at Aquatic Complex, ITI Veng costing ₹169.22 lakh was sanctioned by GoM on March 2013 and was scheduled to be completed by September 2014. The diving pool was constructed with a pool capacity of 21m (L) x 21m (B) x 5m (H) and was completed (February 2017) with an expenditure of ₹169.22 lakh.

Thereafter, GoM sanctioned (November 2017) ₹30 lakh for construction of diving platform with diving heights of 3m, 5m and 7.50m for the diving pool as depicted in the photograph placed alongside. The diving platform was executed during December 2017 - March 2018.

During physical inspection (September 2019), it was noticed that the diving pool at Aquatic Complex, ITI Veng had not been utilised by the Aquatic Association for training and tournaments.

The Government while accepting the audit observation replied (March 2020) that the diving pool was unutilised as no qualified trainers for diving were available in the State.



Since the pools require timely and extensive maintenance, the Department should have made adequate and timely arrangements for posting qualified trainers. Prolonged non-utilisation would not only deteriorate the facility but also increase maintenance cost.

**Recommendation:** *The State Government may ensure optimum utilisation of sports infrastructure once created, by providing all requirements including trainers/ coaches and monitoring the utilisation of infrastructure created.*

### 1.3.12 Sports Academies

The presence of quality training systems in the form of high-performance academies and centre of excellence that provides access to world-class equipment and facilities is highly beneficial to athletes and coaches. Sports academies are meant to give specialised training, nutritious diet and adequate and modern sports facilities for creating international level sports persons.

#### 1.3.12.1 Status of sports academies/ training centres in the State

The State Government set up three residential academies/ training centres for specialised training to sports persons in respect of four disciplines shown in **Table-1.8**. Apart from these State run academies/ training centres, Sports Authority of India (SAI) has three training centres for eight disciplines in Mizoram.

**Table-1.8: Details of sports academies/ training centres in the State**

Sl. No.	Name of the academy/ training centre	Year of establishment	Discipline	Category of trainees	Intake capacity
1.	Boys Hockey Academy, Kawnpui, Kolasib	2009	Hockey	U-12 boys	22 every 3 years
2.	Regional Sports Training Centre, Saidan, Kolasib	2009	Football/ Boxing/ Wrestling	U-14 boys	22 every 3 years
3.	SYS Football Academy, Lunglei	2015	Football	U-17 boys	22 every 2 years

Source: Survey of respective academies/ training centres

Audit observed that none of the academies/ training centres had sports medicine doctor and nutritionist deputed by the Department. The State has posted sports medicine doctor and nutritionist in MSSC. However, the sports medicine doctor had visited the academies/ training centres only once during the period 2014-15 to 2018-19 and the nutritionist had never visited these academies/ training centres.

It was seen that the SYS Football Academy at Lunglei did not have any infrastructure of its own. The trainees were accommodated in a makeshift old cinema hall which was in dilapidated state with water leaking from the roof. The kitchen and dining hall was arranged in the corridor of the cinema hall. The SYS Football Academy did not have a training field and were utilising the public playground of the town.



Accommodation for trainees in cinema hall

Moreover, the SYS Football Academy is proposed to be shifted to State Sports Academy at Zobawk, the construction of which is halted since December 2017 due to implementation issues as discussed in succeeding paragraph.

### 1.3.12.2 State Sports Academy at Zobawk, Lunglei - Incomplete project

The Ministry of Development of North Eastern Region (MoDoNER) approved (August 2010) the project “Construction of State Sports Academy at Zobawk” at an estimated cost of ₹17.51 crore with a completion time frame of 24 months (July 2012) under NLCPR. The project envisaged to create a centre of excellence by providing systematic and scientific training facility to young talented sportsperson in different field of sports. The State Sports Academy at Zobawk was planned to have hostels for trainees, staff quarters, guest house, administrative building, indoor stadium, football ground, hockey ground, tennis court, volleyball court, running track, shooting range, archery range, pit for high jump, long jump and pole vault.

The work was awarded (June 2012) for ₹16.45 crore after a delay of almost two years from the approval of the project and the agreement was signed with the contractor<sup>9</sup> in February 2013 with a delay of more than nine months due to uncertainty of the applicable Mizoram Value Added Tax (MVAT) rates on the part of the contractor.

Scrutiny revealed that the detailed working drawings and structural drawings were issued to the contractor on a piece-meal basis with substantial delays as shown below:

**Table-1.9: Details of delay in issue of drawing to the contractor**

Drawings	Work Component	Date	Delay from Work Order date
Structural drawings <sup>10</sup>	Quarters Type I, III and IV	22.01.2014	1 year 7 months 15 days
	Administrative Building, Canteen and Pavilion, Girls and Boys Hostel		
Working drawings <sup>11</sup>	Boys and Girls Hostel	14.03.2014	1 year 9 months 7 days
	Quarters Type I, III and IV	19.03.2014	1 year 9 months 12 days
	Administrative Building, Canteen and Pavilion, Boys Hostel	23.04.2015	2 years 10 months 16 days
Layout report	Track and Fields	09.12.2016	4 years 6 months 2 days

Source: Departmental records

It can be seen that the delays in finalisation of the structural, working drawings and layout of tracks and fields ranged from 19 to 54 months from the date of issuance of work order.

Due to this, the contractor requested for foreclosure of the agreement after executing works amounting to ₹6.98 crore as it was not financially feasible to execute the project. The Department terminated (August 2016) the contract agreement.

The Department retendered (December 2016) the remaining works and awarded (January 2017) the work to a new contractor for ₹10.53 crore. The work which was restarted in January 2017 and was on-going as of December 2020.

<sup>9</sup> R. Sangkhuma, Khatla

<sup>10</sup> Structural drawings are utilised for execution of structure of the building like beams, slabs, steel reinforcement, etc.

<sup>11</sup> Working drawings are prepared after structural drawings are ready and is utilised for execution of works for completion of work

It was further noticed that the Department excluded six components<sup>12</sup> of the project amounting to ₹1.60 crore while nine components<sup>13</sup> of work were left incomplete (₹0.99 crore) and two components<sup>14</sup> of work (₹0.06 crore) were not executed at all by the second contractor. The total area of the Indoor Stadium was reduced from 3,009 sqm. to 2,400 sqm. Further, the second contractor could execute works only for ₹9.47 crore up to December 2020. As total funding for the project amounting to ₹16.45 crore was exhausted, the Department has calculated an additional requirement of ₹7.42 crore for completion of the balance work.

Thus, the construction of State Sports Academy which was envisaged to be the only standard sports academy and centre of excellence in the State for SYS Football Academy and other sports discipline remains incomplete even after nine years of the approval of the project, mainly due to delays attributable to the Department coupled with poor project management and monitoring of the project.



*State Sports Academy at Zobawk*

### **Recommendations**

1. *The State Government needs to take stock of this project with a view to complete the balance work of State Sports Academy in a defined timeframe, so that the needs of talented sports persons from various disciplines are catered to.*
2. *Responsibility should be fixed for inordinate delays at various levels, which led to time and cost-overrun.*

### **1.3.13 Irregularities in award of Cash Incentives to sports persons**

The Mizoram Sports Incentives Cash Award Rules for cash award to the winners of medals in National and International Competitions in recognised sports disciplines was introduced by GoM during 2001. As per the Rules, incentives are awarded to winners of first, second or third position in International or National Championship recognised by respective National Federation affiliated to Indian Olympic Association. Officials, manager, coach will be entitled to receive *25 per cent* of the award applicable to the sports persons. For the purpose of awarding the cash incentive in a championship or tournaments, the GoM

<sup>12</sup> Electric Connection, External electrical works and solar street light system, External Water Supply, Water Supply pump, Guest House and Canteen/ Retail Stall

<sup>13</sup> Football ground, hockey ground, tennis court, volleyball court, running track, shooting range, indoor stadium, Internal road and footpath and internal electrification

<sup>14</sup> Playground fencing and archery range

sanctioned ₹3.07 crore for award of cash incentive to 1,884 sports persons winning medals during the period 2014-15 to 2018-19 as per the following details:

**Table-1.10: Details of cash incentives awards to sports persons and officials**

Year	No. of awardees	Amount (₹ in lakh)
2014-15	393	41.75
2015-16	607	56.95
2016-17	367	79.44
2017-18	515	93.56
2018-19	02	35.00
<b>Total</b>	<b>1,884</b>	<b>306.70</b>

Source: Departmental records

On review of the incentives awarded by SYSD to sports persons and officials during 2014-19, it was noticed that payment of ₹8.49 lakh was made to 59 sports persons who had not won any medals or had already been awarded incentive for the medal won or had been awarded incentives for higher achievement against actual achievement. Further, ₹1.87 lakh was paid to 34 sports persons/ officials who had not participated or accompanied the team in tournaments. Extra incentive of ₹21.68 lakh was awarded to 91 sports persons/ officials by awarding incentives more than once to the same sports persons/ official for multiple medals won in a particular Championship or Tournament in contravention to the Mizoram Sports Incentives Cash Award Rules. In case of 16 sports persons/ officials who were paid ₹4.24 lakh, name of the tournament in which these players have won medals were not on record. Moreover, 12 sports persons/ officials who had achieved higher rank/ position in the tournament were awarded incentive for lower rank/ position. Thus, payments made of ₹36.28 lakh had various irregularities and could not be vouched as correct.

The Government stated (January 2020) that cash incentives were awarded based on the application received from the sports persons which were duly certified by the state level sports associations. The Government's reply that award of cash incentive merely based on application of sports persons without scrutiny of the merit certificates as well as participation of the sports persons or any other verification before making payments, was unacceptable.

**Recommendation:** The State Government should ensure proper scrutiny of documentary evidence before award of cash incentives to sports persons.

### 1.3.14 Coaching arrangement in the State

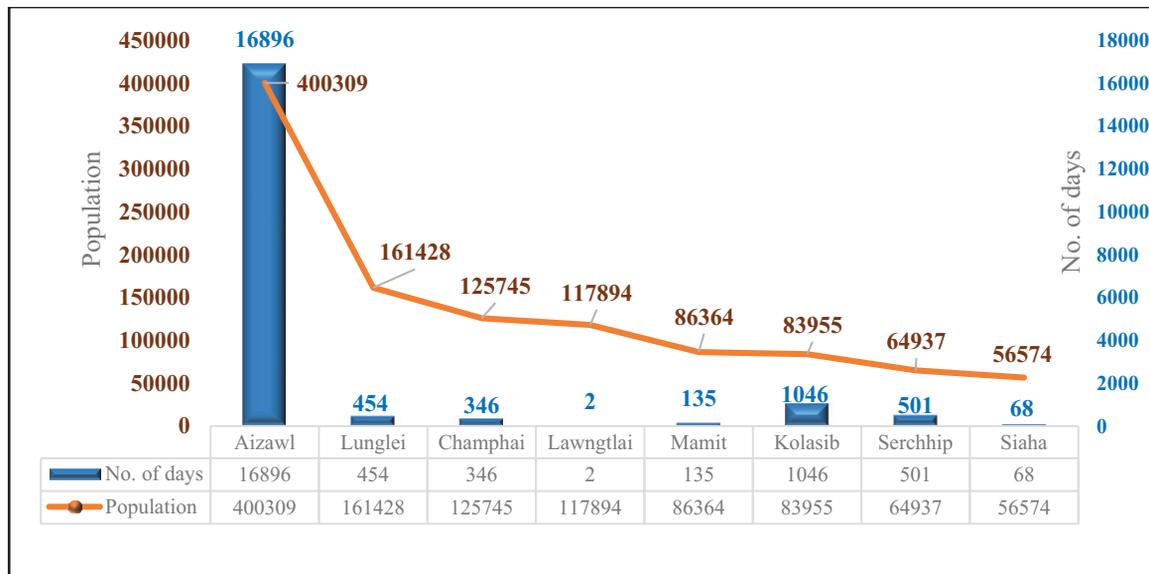
Sports coaches assist athletes in developing their potential by providing guidance to the athlete in life and their chosen sport. They are responsible for training athletes in a sport discipline by analysing their performances, giving inputs, instructions in new relevant skills and techniques and by providing encouragement.

The State had 54 coaches (35 coaches in SYSD and 19 coaches in MSSC) to train sports persons pertaining to 19 sports disciplines. Thirty nine coaches were stationed in Aizawl and seven coaches were posted in three districts<sup>15</sup> for providing regular coaching activities

<sup>15</sup> No(s). of coaches in – Kolasib District: 2, Lunglei District: 4 and Serchhip District: 1

in the district while there were no coaches available in other four districts<sup>16</sup>. Six coaches were deputed for imparting coaching at three academies in Kolasib, Lunglei and Serchhip and two coaches were posted as District Sports and Youth Officer at Champhai and Kolasib Districts on an *ad-hoc* basis. During the period 2014-15 to 2018-19, the coaching activities provided by the Department were mostly concentrated in Aizawl followed by Kolasib, Serchhip, Lunglei and Champhai Districts while three districts namely, Siaha, Mamit and Lawngtlai were deprived of adequate coaching activities as shown in **Chart-1.3**.

**Chart-1.3: Details of district-wise coaching vis-à-vis population**



Source: Departmental records and Mizoram Statistical Handbook 2018

On review of coaching arrangement provided in the State, we noticed that the Department had not formulated any systematic coaching plans for providing focused training through coaching camps and regular round the year training. The non-residential coaching camps and round the year training though provided, were based on requisition and demands from sports associations, schools and villages.

MSSC started (2016-17) providing round the year coaching in various sports academies/ training centres/ indoor stadiums and the coaches employed in MSSC were fully utilised in providing trainings throughout the year. However, it was observed that most of the coaches employed in SYSD were engaged in coaching activities for a length of time, which was mostly less than six months during the period 2014-15 to 2018-19 (**Appendix-1.3**).

For professional coaching activities in the State, grade I and II coaches must be a graduate of recognised university with diploma from National Institute of Sports (NIS) in the respective disciplines while grade III coaches must be a matriculate with diploma from NIS in the respective disciplines. Further, for upgradation of coaching skills, coaches are required to undergo periodic training and refresher courses.

It was noticed that 17 out of 54 coaches did not meet the educational qualification requirement or were not holding NIS diploma and only 16 out of 54 coaches had attended training and refresher courses during 2014-15 to 2018-19.

<sup>16</sup> Champhai, Mamit, Lawngtlai and Siaha

**Recommendation:** The State Government needs to adopt a systematic approach for imparting coaching, ensure optimum utilisation of coaching resources available and also increase the availability of coaches in district places.

### 1.3.15 Sports Achievement of the State

State Government's intervention in creation of sports infrastructure, establishment and administration of standard sports academies, providing coaching facilities, providing high quality sports equipment and goods, etc. are instrumental in generating national/international class sports persons and earning of laurels at different levels of competition.

The overall achievements of the State in different levels of competition during the period 2014-15 to 2018-19 are shown in the table below:

**Table-1.11: Overall achievement of the State during the period 2014-15 to 2018-19**

Year	International			National			Regional		
	Gold	Silver	Bronze	Gold	Silver	Bronze	Gold	Silver	Bronze
2014-15	8	4	12	70	69	97	23	29	34
2015-16	12	6	4	78	57	63	32	29	24
2016-17	21	10	8	73	37	54	9	10	15
2017-18	24	14	15	52	39	60	14	23	46
2018-19	84	35	32	72	52	51	40	32	45
<b>Total</b>	<b>149</b>	<b>69</b>	<b>71</b>	<b>345</b>	<b>254</b>	<b>325</b>	<b>118</b>	<b>123</b>	<b>164</b>

Source: Records of the MSSC and sports associations

During the period 2014-15 to 2018-19, the State has nurtured talented sports persons in the field of football, weightlifting, hockey and table tennis, which resulted in outstanding achievements in International and National level competitions as shown below:

**Table-1.12: Outstanding achievements of sports persons from Mizoram**

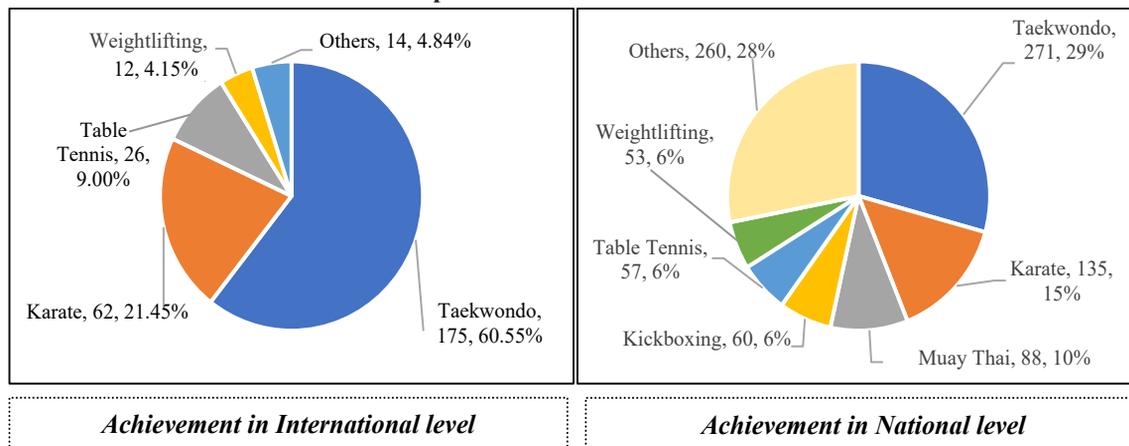
Discipline	Name/ Nos. of the player	Outstanding achievements
Football	3 players 21 players 42 players	Representing Indian National team Representing the Indian Super League Representing the Indian League
Hockey	Lalremsiami	The player represents the Indian Women's Hockey team who has won one gold and three silver medals for the country. Also, she is the first Mizo player to win a medal at the Asian Games.
Weightlifting	Jeremy Lalrinunga	The player has won four gold, five silver and one bronze medals in major international events. His recent big achievement being gold medallist in Youth Olympic Games at Argentina.
Table Tennis	Jeho Himnakulhpuingheta	The player has won four gold medals, four silver medals and six bronze medals in International events under Cadet, Sub-Junior and Junior category.

Source: Records of the MSSC and sports associations

### 1.3.16 Achievement of the State at International and National level competitions

During the period 2014-15 to 2018-19, the disciplines where the State's achievement was higher at International and National competitions are shown in **Chart-1.4:**

**Chart-1.4: Achievement of the State in International and National level competitions during the period 2014-15 to 2018-19**



Source: MSSC and sports association records

Out of 32 recognised sports discipline in the State, sports persons from the State have won 289 medals in nine sports at International level competitions while 924 medals were won in 21 sports disciplines at National level competitions during the period 2014-15 to 2018-19. The State had a higher percentage of achievement in Taekwondo, Karate, Table Tennis, Muay Thai and Weightlifting in International and National level competitions.

### 1.3.17 Recruitment of Meritorious Sports persons

Incentives provide recognition and financial security to distinguished sports persons, during and after their sporting careers, and also motivate the youth in the serious pursuit of sports activities. National Sports Policy provides for job reservation for sports persons as per the prescribed categories. In addition, the Policy also provides for adequate assistance to the sports persons *viz.*, insurance cover and medical treatment in the event of such eventuality/requirement.

Audit observed that the State Government had not formulated any norm or policy with respect to the recruitment of sports persons during the period from 2014-19. Further, the State Government had not carried out any gap analysis or survey on the requirement of coaches and instructors for various sports disciplines in the State. They took on contract eight coaches for various sports disciplines during the period 2014-19 and had recruited only two coaches in 2019-20 under direct recruitment.

However, the State Government has issued comprehensive instructions<sup>17</sup> on recruitment and promotion of meritorious sports persons in November 2019 and has made provision for reservation of five *per cent* of the vacancies in Group 'B', 'C' and 'D' posts falling within the direct recruitment quota for meritorious sports persons.

<sup>17</sup> Department of Personnel and Administrative Reforms (General Service Wing), Government of Mizoram Office Memorandum No. A-12032/1/2019-P&AR (GSW) dated 14 November 2019

### 1.3.18 Monitoring

Existence of regular monitoring is an effective tool for efficient implementation of schemes undertaken to promote the growth and development of sports and games in the State. Moreover, it also helps in detection of any deviation and ensures corrective action for future planning.

USIS guidelines stipulates that a monitoring committee comprising of representative from MoYAS, SAI regional sub-centre, GoM and one engineer from executing agency needs to be constituted to monitor the execution of projects under the scheme. Although, the GoM constituted (May 2013) a monitoring Committee, only one out of four projects implemented by the Department during 2014-15 to 2018-19 under the scheme was monitored by the Committee.

Further, NEC guidelines stipulate that department-wise monitoring committees headed by the Administrative Head of the Department concerned is to be constituted to oversee the implementation of NEC projects on quarterly basis. The Department implemented 11 NEC projects during the period 2014-15 to 2018-19, however, no such Committee was constituted to oversee the monitoring of NEC projects.

Moreover, NLCPR guidelines stipulated that there should be quarterly meetings to review the progress of implementation of NLCPR projects. The department had implemented seven NLCPR projects during the period 2014-15 to 2018-19, however, only four such meetings were conducted to review the progress of the projects under NLCPR.

Though the department stated that regular field visits were carried out by the officials and engineers of the department to inspect the quality and progress of on-going works, monitoring needs to be institutionalised as required by the scheme guidelines.

**Recommendation:** *The State Government needs to strengthen the monitoring mechanism and to review the progress of works at regular intervals.*

### 1.3.19 Conclusion

*The PA on Development of Sports Sector in the State has brought out significant areas for improvement. During the period 2014-19, the Sports Department did not have benefit of any policy directions for development of sports and sports infrastructure. Out of the total budgetary allocation of ₹171.42 crore, the Department incurred an expenditure of ₹171.91 crore, during 2014-19. The Department regularly transferred funds to the Public Account to avoid lapse of funds. Projects continued to fail to meet the completion deadlines due to delays in release of funds to the implementing agencies.*

*Out of the 39 sanctioned projects implemented during the period, which included 24 projects sanctioned prior to 2014-15, 28 projects had been completed and 11 projects are still on-going. Out of the 28 projects completed during the period, 23 projects were completed with delays ranging from one to 55 months from their schedule completion date. Further, out of the 11 ongoing projects, four projects are ongoing beyond their scheduled date of completion as on 31 March 2019. The delays were due to project proposals not cleared on time due to administrative delays in grant of AA, tendering and issue of work orders and subsequent execution delays by contractors and lack of monitoring of projects by Departmental Officials.*

Testing of the newly laid synthetic football turf at Chhangphut was not ensured to draw an assurance that the contractor has indeed supplied the turf, which conformed to the standards of FIFA two star. The football ground at Lunglei and athletic track at Kolasib were not constructed as per the required standards. Further, the Department made payment of ₹80.31 lakh to contractors for unexecuted works, in absence of physical verification of works by the Departmental officials.

The Sports Department needs to coordinate with other executing Departments like Rural and Urban Development Departments, to ensure that sports infrastructure facilities are built as per required technical specifications.

Joint physical verification showed that completed sports infrastructure was lying idle due to non-handing over of the facilities to the Department, lack of routine upkeep and non-posting of staff and coaches. Instances of idle infrastructure were Multipurpose Indoor Hall at Sazaikawn; Sports Centre at Phulpui and the diving pool in Aquatic Complex at ITI Veng, Aizawl. This not only deprived sportspersons and trainees benefits of the facilities created but also wastage of public money. Besides, sports academies did not have medicine doctors and nutritionists and proper facilities for the sports trainees. Cash incentives were awarded to sportspersons, in infraction of the Rules and without adequate documentation. The Department had not hired sufficient sportspersons and coaches during the period which was the main reason for idle infrastructure not put to use especially in district places.

Monitoring of projects remained deficient. Neither were Monitoring Committees constituted nor were the meetings held at regular intervals as per the scheme guidelines.

### **1.3.20 Recommendations**

1. The financial management in the Department requires to be more efficient by ensuring fund releases on time and timely payments. The practice of transferring funds to the Public Account requires to be stopped forthwith and payment to vendors should not be made in cash.
2. The Department needs to monitor the approvals for major projects and construction schedule of the projects very closely to avoid delays. The works may be monitored through physical visits and timely reports from the executing agencies to ensure completion of facilities on time.
3. It may be ensured that payments for work are made after physical verification of the completion of all items included in the estimates and contract. Departmental action be taken against officers committing irregularities in works and release of payments on incomplete works.
4. In order to assure adherence to specific technical standards, in projects, the non-works departments should get the works estimates vetted and approved by the competent authority in Sports Department.
5. There should be an institutionalised coordination mechanism between SYSD and the executing agencies to ensure that the sports infrastructure facilities conform to the technical specifications and to avoid duplicity.
6. The completed projects should be handed over to appropriate authorities without any delay and used optimally for the intended purposes by augmenting resources on infrastructure, maintenance and deployment of coaches/ trainees.

7. *The Sports Academies and Training Centres require support in terms of medicine doctors and nutritionists and adequate facilities for trainees. The Department may ensure posting of doctors and nutritionists in the academies or ensure their regular visits to these centres. They may ensure provision of basic facilities for trainees in the Academies.*
8. *Cash incentives to meritorious sportspersons may be strictly regulated as per Rules and extant procedures.*
9. *The State Government needs to speed up the process of recruitment of sportspersons as per the Instructions on recruitment and promotion of sportspersons to address the shortage of manpower at various sports facilities in the State.*

## COMPLIANCE AUDIT PARAGRAPH

### MIZORAM YOUTH COMMISSION

#### 1.4 Fraudulent expenditure on fictitious trainees

#### The Commission incurred fraudulent expenditure of ₹113.92 lakh on purported training conducted for fictitious State Government employees

Mizoram Youth Commission<sup>18</sup> (MYC), an autonomous body of the Government of Mizoram (GoM) under Labour, Employment, Skill Development and Entrepreneurship Department, submitted (November 2016) a project proposal titled “Course on Computer Concept plus (CCC Plus) for Group C and D employees of the Government of Mizoram” to the Ministry of Development of North Eastern Region (DoNER), Government of India (GoI) under the scheme ‘Capacity Building and Technical Assistance’, for imparting training to 1,500 Group C & D employees of the GoM, for ₹1.33 crore. The main objective of the project was to enhance the Information Technology (IT) skills and capabilities of Group C & D employees.

Audit scrutiny (February–March 2019) of records of Secretary, MYC showed that the MYC prepared the estimated cost of the training programme on lumpsum basis without any rationale for the rates mentioned against each sub-component. Component-wise breakup of the proposed training cost was as follows:

**Table-1.13: Component-wise Breakup of the Training Cost**

Name of component	Total amount proposed (₹ in lakh)	Remarks
Training cost	75.60	₹40 per hour per candidate (₹40 x 126 hrs. x 1,500)
Study material	22.50	₹1,500 per trainee (₹1,500 x 1,500)
TA/ DA	31.50	₹2,100 per trainee (₹2,100 x 1,500)
Advertisement	3.00	--
<b>Total</b>	<b>132.60</b>	<b>--</b>

Source: Project proposal forwarded by MYC

The Ministry of DoNER, GoI sanctioned (March 2017) a grant of ₹1.33 crore to the Mizoram Youth Commission (MYC) for the Project and released ₹1.32 crore in two instalments<sup>19</sup> to

<sup>18</sup> A Body Corporate established under the Mizoram Youth Commission Act, 2008 in April 2008

<sup>19</sup> ₹99.45 lakh as 75 per cent in March 2017 and ₹32.41 lakh in as 25 per cent January 2018

MYC. As per the terms and conditions laid out in the sanction order, the training program was to commence within two months from the date of sanction *i.e.* from May 2017. Further, the date of commencement and completion was required to be intimated to the Ministry of DoNER. However, MYC did not intimate the Ministry about the schedule, showing the date of commencement and completion of the training.

Further scrutiny showed that MYC spent the sanctioned amount of ₹1.32 crore between April 2017 and May 2018 on the following components:

**Table-1.14: Details of Component-wise Expenditure**

Proposed Amount		Actual Expenditure		No. of trainees
Name of component	Amount (₹ in lakh)	Name of component	Amount (₹ in lakh)	
1	2	3	4	5
Training cost	75.60	Trainers' Incentives	63.15	1,499
Study material	22.50	Exam fees	8.85	
TA/ DA	31.50	Training materials	25.50	
Advertisement	3.00	Refreshment	31.50	
<b>Total</b>	<b>132.60</b>	Advertisement	2.86	
<i>Less: Short release</i>	<i>0.74</i>			
<b>Total release</b>	<b>131.86</b>	<b>Total</b>	<b>131.86</b>	<b>1,499</b>

Source: MYC's records

The above expenditure was claimed to have been incurred for imparting training to 1,499 trainees<sup>20</sup> drawn from 48 departments/ offices (**details at Appendix-1.4**) of GoM during April 2017 to May 2018. The MYC claimed to have organised 19 training programmes of 21 days each in five District Headquarters *viz.* Aizawl, Champhai, Lunglei, Kolasib and Siaha as detailed below:

**Table-1.15: District-wise training details**

Sl. No.	Name of the District headquarters'	Period of training	No of training programmes conducted	No. of employees
1.	Aizawl	April 2017 to April 2018	10	500
2.	Champhai	May to August 2017	2	250
3.	Lunglei	May to October 2017	3	300
4.	Kolasib	May to July 2017	2	200
5.	Siaha	May to October 2017	2	249
<b>Total</b>		--	<b>19</b>	<b>1,499</b>

Source: MYC's records

Detailed scrutiny of records showed cases of fraudulent payments made for training of fictitious participants and preparation of false bills.

<sup>20</sup> One trainee is missing in the training list (Sl. No. 32) in respect of Siaha for September 2017

#### **1.4.1 Fraudulent payment to fictitious persons**

As per the sanction order of the DoNER, training was to be imparted to 1,500 Group-‘C’ and ‘D’ State Government employees in batches of 30 for 21 working days each.

The MYC provided loose attendance sheets to Audit as supporting documents for having provided the training to 1,499 employees. On initial cross-verification of a random sample of the trainees with the departments from which, they were shown to have been nominated, it was found that 389 trainees were not on the rolls of the parent departments concerned. Therefore, the sample was expanded to include all the 48 departments/ offices of the State Government to verify whether the persons claimed to have been trained by the MYC, actually belonged to those departments and whether they have received the training imparted by the MYC.

Against the verification requests issued to 48 departments, replies have been received from 45 departments. All the 45 departments/ offices stated that none of the 1,300 trainees shown as their nominees, were on the rolls of the concerned departments, except for seven employees, who were on the rolls of Environment, Forest and Climate Change Department (two employees), Labour, Employment, Skill Development and Entrepreneurship Department (four employees) and Public Health Engineering Department (one employee). However, two of these seven employees were also not nominated for the training as per Environment, Forest and Climate Change Department’s reply. The replies from the remaining three Departments accounting for 199 trainees (Food, Civil Supplies and Consumer Affairs Department-62 trainees; Health and Family Welfare Department-51 trainees and Public Works Department-86 trainees) are awaited.

Thus, the claim of the MYC for imparting training to employees of GoM was not credible and was bogus.

The MYC stated (February 2020) that the list of trainees was obtained from the various Trade Unions of Mizoram *viz.* National Trade Union of Mizoram (NTUM), Centre of Indian Trade Union, Mizoram (CITUM) and Mizoram Labour Organisation (MLO), *etc.* and the list was accepted in good faith without any spot verification or scrutiny of trainees due to absence of requisite provision.

The reply of the MYC is not acceptable as there is no rationale for obtaining the list from the Trade Unions in view of the fact that the scheme was meant for imparting training to Group C and D employees of the State Government so as to enhance their computer/ IT skills and make them eligible for promotions. Further, the officials shown to be employees of the State Departments were not found on the rolls of the parent departments concerned.

#### **1.4.2 Drawal of money through self cheques**

It was seen that the entire sanctioned fund of ₹131.86 lakh was withdrawn from the bank account through self-cheque and the payments were made for the different items of expenditure by cash. As such, there was risk of misappropriation due to lack of mechanism for systemic trail of the payments made.

Thus, the expenditure of ₹113.92 lakh shown to have been incurred on purported training of 1,295 trainees was fraudulent.

**Recommendations**

1. *The Government needs to further investigate the case and fix responsibility of the officers concerned for training not imparted to staff but fraudulent payments made to non-existent Government servants and take appropriate disciplinary action.*
2. *They may issue instructions to Treasury Officers/ Departments/ Bodies of the Government, prohibiting drawal of cash for any payments out of government funds.*

