

## **Chapter-III**

# **Creation, maintenance and utilisation of sports facilities**



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### SPORTS AND YOUTH SERVICES DEPARTMENT

#### Creation, maintenance and utilisation of sports facilities

The Department's plans to create new sports infrastructure and upgrade existing ones were affected due to delay in release of funds, improper management of available funds and non-provision of encumbrance-free sites. Besides, the existing infrastructure was also not properly maintained. The human resources related to sports activities were short by 47 per cent of the sanctioned strength. The internal control and monitoring mechanism was weak as the requisite number of meetings were not held by Punjab State Sports Council and Punjab State Institute of Sports and physical verification of sports infrastructure was never conducted.

#### 3.1 Introduction

'Sports' as a subject matter forms part of the State list and therefore it is the responsibility of the State to legislate, regulate and make efforts for the development of sports. The Government of Punjab, to cement the State's eminent position in the national sports arena, had decided as early as in the year 1975, to set up an independent Department of Sports.

Towards achieving excellence in sports, two bodies viz. Punjab State Sports Council (PSSC) and Punjab State Institute of Sports (PIS) were set up in the State. The PSSC (set up in 1971 and reconstituted in 1993) is an advisory and developmental body on matters connected with development of sports including infrastructure, equipment and for providing grants and assistance, both physical and financial, to sportspersons and various bodies/organisations connected with sports. The PIS (set up in 2015) is the principal sports policy formulating body in the State. PIS aims to create long-term athlete development (LTAD) programmes and is responsible for grooming and nurturing players of international standards from the State by providing, supervising and maintaining suitable sports facilities at various centres of excellence (CoE) established for the purpose in the State.

The Department of Sports and Youth Services (Department) notified (March 2019<sup>1</sup>) the State Sports Policy, 2018. The policy aimed at spreading awareness about sports and making sports accessible to all sections of the society.

The Principal Secretary, Department of Sports and Youth Services, is the administrative head at Government level. The Director, Sports is the head of

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<sup>1</sup> Sports Policy to be effective from 1 April 2018.

the Department assisted by District Sports Officers at district level. The Chief Minister, Punjab and Principal Secretary, Department of Sports and Youth Services are the President and Vice-President of PSSC respectively. The Chief Minister, Punjab is also the Chairman of PIS.

With a view to check the extent of implementation and achievement of the goals set out for the State in the Punjab Sports Policy, 2018 and creation as well as upgradation of existing sports infrastructure in the State, an Audit exercise was conducted (October 2022 – February 2023) covering the activities of the Department during the period April 2019 to March 2022. An entry meeting was held (October 2022) with the Director (Sports) Punjab wherein the audit scope, criteria and objectives were discussed while the exit meeting took place in May 2023 to discuss the audit findings. The replies of the Department and Government of Punjab received (May and June 2023) to the audit observations have been suitably incorporated in the paragraph.

Audit test-checked the records of the offices of the Director Sports (Director), PSSC, PIS and 6<sup>2</sup> out of 23 districts (27 per cent) including three<sup>3</sup> Centres of Excellence (CoE) set up under PIS. Besides, 15<sup>4</sup> out of 75 projects/works (inclusive of five projects in three selected districts<sup>5</sup>) for creation and upgradation/repair of existing sports infrastructure taken up/in progress between April 2019 and March 2022 were also test-checked (**Appendix 3.1**). Further, in order to assess the adequacy of infrastructure and other facilities to the sportspersons, joint physical verification of 11 sports infrastructure was conducted and 50 coaches and 133 sports persons were interviewed in six selected districts.

## **Audit findings**

### **3.2 Planning and Financial Management**

The Directorate of Sports had been preparing annual plans in respect of the Department, PSSC and PIS, besides preparing a strategic plan for the period 2019-2023, based on the demand received from the respective implementing bodies/field offices. However, the annual plans and strategic plan were not chalked out for creation of envisaged sports infrastructure in line with the Sports Policy, 2018, as discussed in **paragraph 3.3**.

The flow of funds received from the Government of Punjab (GoP) and Government of India (GoI) is depicted in **Chart 3.1**.

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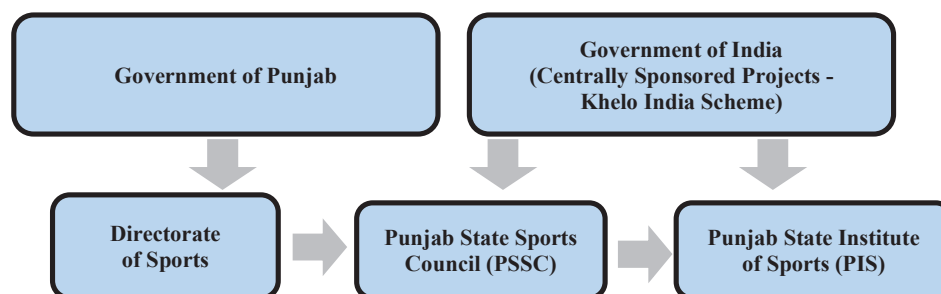
<sup>2</sup> (i) Bathinda; (ii) Faridkot; (iii) Gurdaspur; (iv) Mansa; (v) Patiala; and (vi) SAS Nagar, selected by using Stratified Random Sampling method based on the consolidated expenditure.

<sup>3</sup> (i) Bathinda; (ii) Patiala; and (iii) SAS Nagar.

<sup>4</sup> Out of 15 projects, 12 were creation and 3 were upgradation/renovation (Sr. Nos. 9, 10 & 15 of **Appendix 3.1**).

<sup>5</sup> (i) Gurdaspur; (ii) SAS Nagar; and (iii) Patiala (including Sports University at Patiala).

Chart 3.1: Flow of funds received from the Government of Punjab and Government of India



### 3.2.1 Budget and expenditure

The status of budget allocated by GoP and expenditure incurred there-against during 2019-2022 is depicted in Table 3.1.

**Table 3.1: Details of budget and expenditure (including released to PSSC) of the Department during 2019-2022**

Year	Budget	Expenditure			Savings (percentage)
		Departmental expenditure	Funds released to PSSC	Total	
2019-20	124.28	18.04	64.74	82.78	41.50 (33.39)
2020-21	110.59	21.12	83.13	104.25	6.34 (5.73)
2021-22	156.18	43.81	65.68	109.49	46.69 (29.89)
<b>Total</b>	<b>391.05</b>	<b>82.97</b>	<b>213.55</b>	<b>296.52</b>	<b>94.53 (24.17)</b>

Source: Departmental data and Annual accounts of PSSC

Against the budget allocation of ₹ 391.05 crore during 2019-2022, the expenditure incurred was ₹ 296.52 crore (including ₹ 213.55 crore released to PSSC). There was an overall saving of ₹ 94.53 crore (24.17 per cent). The Department attributed (May 2023) the savings in budget to restrictions imposed during COVID pandemic, decrease in receipt of proposals for completion of shooting ranges<sup>6</sup> and demand of funds from PSSC and non-distribution of cash awards by Government for excellence in sports.

The position of funds (receipt and expenditure) of PSSC and PIS during 2019-2022 is depicted in Tables 3.2(a) and 3.2(b) respectively.

<sup>6</sup> The work could not commence further with pace due to non-removal of defects in construction and non-procurement of electronic scoring targets.

**Table 3.2(a): Position of funds of PSSC during 2019-2022**

(₹ in crore)

Year	Opening balance	Funds received from			Total	Expenditure	Funds released to PIS	Closing balance
		GoI	GoP	Interest income				
1	2	3	4	5	6 = (2+3+4+5)	7	8	9 = (6-7-8)
2019-20	56.08 <sup>#</sup>	7.28	64.74	8.11	136.21	83.20	6.51	46.50
2020-21	46.50	2.65	83.13	2.80	135.08	51.13	11.49	72.46
2021-22	72.46	7.28	65.68	0.00	145.42	98.89	13.63	32.90
<b>Total</b>	<b>175.04</b>	<b>17.21</b>	<b>213.55</b>	<b>10.91</b>	<b>416.71</b>	<b>233.22</b>	<b>31.63</b>	

Source: Annual accounts of PSSC

<sup>#</sup> Includes unutilised amount of ₹8.77 crore lying under Dedicated Sports Fund (operative up to 2016-17).

**Table 3.2(b): Position of funds of PIS during 2019-2022**

(₹ in crore)

Year	Opening balance	Funds received from			Total	Expenditure	Closing balance
		GoI	PSSC	Interest etc.			
1	2	3	4	5	6 (2+3+4+5)	7	8 (6-7)
2019-20	5.30	1.20	6.51	0.20	13.21	10.06	3.15
2020-21	3.15	0.75	11.49	0.18	15.57	13.89	1.68
2021-22	1.68	0.00	13.63	0.05	15.36	13.45	1.91
<b>Total</b>	<b>10.13</b>	<b>1.95</b>	<b>31.63</b>	<b>0.43</b>	<b>44.14</b>	<b>37.40</b>	

Source: Annual accounts of PIS

During the period 2019-2022, against the available funds of ₹ 385.08 crore (excluding funds of ₹ 31.63 crore released to PIS), PSSC incurred expenditure of ₹ 233.22 crore (61 per cent); and PIS had spent ₹ 37.40 crore (85 per cent) against the available funds of ₹ 44.14 crore for providing sports infrastructure/facilities in the State.

### 3.3 Planning for sports infrastructure

The Punjab Sports Policy 2018, aimed at setting up sports infrastructure viz. multipurpose sports arenas with swimming pool and standard athletic tracks at district and sub-divisional levels in the next three years. It spelt out that Government would endeavour in this direction.

Audit observed that out of 23 districts in the State, multipurpose sports arenas with swimming pool existed in 11 districts<sup>7</sup> only as of 31 March 2022 and standard athletics tracks existed in 21 out of 23 districts (except in Malerkotla and Moga districts). The envisaged infrastructure was not developed in any of the 88 Sub-divisions in Punjab, as on 31 March 2022.

<sup>7</sup> (i) Amritsar; (ii) Bathinda; (iii) Faridkot; (iv) Ferozepur; (v) Jalandhar; (vi) Ludhiana; (vii) Malerkotla; (viii) Pathankot; (ix) Roopnagar; (x) SAS Nagar; and (xi) Sangrur.

The Government stated (June 2023) that development was a continuous process depending upon the availability of funds. The reply was not convincing as the resolve of the Government was not backed by any decisions and necessary provision of funds for making available the sports infrastructure at district and sub-divisional levels.

The status of sports infrastructure available with the Department as of December 2022, is depicted in **Table 3.3**.

**Table 3.3: Status of sports infrastructure in Punjab as of December 2022**

Type of sports infrastructure	Sports infrastructure					
	As on 31 March 2019	New projects taken up between April 2019 and March 2022		Taken up for upgradation between April 2019 and March 2022		As on 31 December 2022
		Completed	In-progress	Completed	In-progress	
1	2	3	4	5	6	7 (2+3)
Stadium (Indoor and Outdoor), Multipurpose Hall, Shooting Range, Hockey Stadium, Swimming Pool, etc.	99	9* <sup>8</sup>	6 <sup>9</sup>	42	17	108*
Sports University at Patiala	0	0	1	0	-	-
<b>Total</b>	<b>99</b>	<b>9</b>	<b>7</b>	<b>42</b>	<b>17</b>	<b>108</b>

Source: Departmental data

\* Includes three test-checked projects completed between February and April 2023, as per reply (May 2023) of the Department.

Audit observed that the Department planned for 28 new sports projects, of which 12 projects (out of 16 projects, as detailed in **Table 3.3**) were taken up for construction during the period 2019-2022. The completion status of sports infrastructure projects taken up/in progress between April 2019 and March 2022 are as below:

### 3.3.1 Progress of sports infrastructure projects

#### (i) Delay in completion and non-functional sports infrastructure projects

Out of nine completed projects, seven test-checked projects which were started between the year 2016<sup>10</sup> and September 2021 were completed (July 2022-April 2023), with delays ranging between 4 and 76 months after

<sup>8</sup> Two each in Ferozepur, SAS Nagar (Mohali) and Hoshiarpur, and one each in Sri Muktsar Sahib, Patiala and Tarn Taran districts.

<sup>9</sup> One each in Fazilka, Gurdaspur and Sri Muktsar Sahib and three in Jalandhar districts.

<sup>10</sup> One project viz. 'Football Stadium at Mahilpur, Hoshiarpur' initially allotted in the year 2016 could not be completed due to paucity of funds, which was re-allotted in November 2021.

incurring expenditure of ₹ 16.74 crore. Audit observed that the reasons for delayed completion of the projects were delay in release of funds, non-provision of encumbrance-free sites, changes in scope of work, delay in providing structural designs and demarcation of land for boundary wall. Of these seven completed projects, three projects (₹ 10.78 crore) had not been made functional as of April 2023, even after lapse of 7-20 months from the completion of works due to non-shifting of electric poles and transformers situated inside the sports complex, non-removal of defects in construction, non-procurement and installation of electronic shooting targets. (**Appendix 3.2**). The Government assured (June 2023) to make efforts for timely completion of the projects in future.

Of the six projects in progress, one test-checked project (Construction of Sports Stadium at Village Harpura Dhandoi, Gurdaspur) undertaken in November 2021 was yet to be completed (April 2023) against scheduled date of completion of July 2022. It was noticed that the project could not be completed due to delay in transfer of land in the name of the Department, change in scope of work, delay in demarcation of land for boundary wall, etc. The Government assured (June 2023) for early completion.

**(ii) Setting up of Sports University, Patiala**

The Sports Policy, 2018 also envisaged setting up a Sports University to promote education in the areas of sports sciences, sports technology, sports management, sports coaching, etc. and to function as a State Training Centre for selected separate disciplines. The Punjab State Sports Council accorded approval (November 2020) for the work of construction of Phase-I of Maharaja Bhupinder Singh Punjab Sports University at Patiala at a cost of ₹ 25.00 crore to the Executive Engineer, Public Works Division (B&R), Patiala. The entire work was to be completed up to December 2023 at an estimated cost of ₹ 498.75 crore. The Sports University<sup>11</sup> was made functional (September 2019) in some other buildings<sup>12</sup> at Patiala.

Against the total estimate of ₹ 498.75 crore for setting up of the University by December 2023, GoP had released ₹ 29.38 crore only up to December 2022, against the cost estimate of ₹ 60.00 crore for Phase-I. With the funds made available, the construction of boundary wall had been completed and the work of academic block, girls and boys hostels and other allied works<sup>13</sup> under Phase-I were in progress (January 2023). The FD had approved provision of ₹ 40.00 crore only during the year 2023-24 for the purpose.

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<sup>11</sup> Established under the Maharaja Bhupinder Singh Punjab Sports University Act, 2019.

<sup>12</sup> Academic sessions at Prof. Gursevak Singh Government Physical Education College, Patiala and administrative activities at Mahendra Kothi, Patiala.

<sup>13</sup> Internal roads, parking, etc.



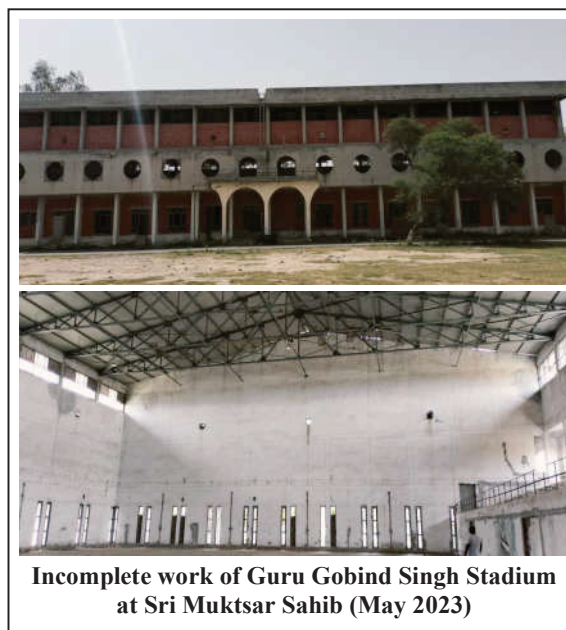
Thus, the plans were not backed by provision of requisite funds which delayed the setting up of required infrastructure of the University.

**(iii) Upgradation of existing sports infrastructure**

The PSSC had also taken up the upgradation work of existing 52 sports infrastructure projects (including 39 repair and renovation works) in 15 districts of the State during the period 2019-20 to 2021-22, against which expenditure of ₹ 36.17 crore was incurred as of December 2022. Out of these 52 projects:

- Thirty projects involving expenditure of ₹ 11.63 crore, were completed on time;
- Ten projects involving expenditure of ₹ 21.34 crore were completed after a delay ranging from 2 to 12 months; and
- Twelve projects involving expenditure of ₹ 3.20 crore were incomplete even after a delay ranging from 1 to 37 months.

Audit observed in one out of two test-checked projects - work of repair and renovation of Guru Gobind Singh Stadium at Sri Muktsar Sahib was allotted (May 2019) through Punjab Mandi Board (PMB) at a cost of ₹ 1.43 crore to be completed by November 2019. However, PSSC released (August 2019) ₹ 0.36 crore only to PMB. Due to non-release of adequate funds by PSSC, the work was stopped (November 2019) after incurring expenditure of ₹ 0.59 crore thereon. Subsequently, PSSC released the balance funds of ₹ 1.07 crore<sup>14</sup> to PMB between July 2020 and March 2021 but the work could not be restarted (December 2022) due to non-finalisation of revised estimate of the work. The balance funds of ₹ 0.84 crore were lying unutilised with PMB.



<sup>14</sup> ₹ 0.19 crore in July & September 2020; and ₹ 0.88 crore in March 2021.

The Government admitted the facts and replied (May 2023) that revised administrative approval for the work was under process and the work would be completed at the earliest.

**(iv) Projects under Khelo India Scheme**

Khelo India National Programme for Development of Sports i.e. Khelo India Scheme (KIS) aims at improving India's sports culture at the grass-root level through organised talent identification, structured sporting competitions and infrastructure development. The Ministry of Youth Affairs and Sports, Government of India (GoI) sanctioned (July 2017 – January 2022) seven projects for ₹ 42.97 crore, of which ₹ 22.60 crore were released (October 2017 - April 2022) for five projects<sup>15</sup>. However, no funds were released for two<sup>16</sup> sanctioned projects as of December 2022. Test-check of four selected projects under KIS showed:

**(a)** The GoI sanctioned (December 2020) the project of construction of Multipurpose Indoor Hall, Bhangal Kalan, Nawanshahr for ₹ 4.50 crore and funds there-against were to be released subject to submission of the requisite documents<sup>17</sup>. The PSSC, after a lapse of one year, after acquiring possession of land and finalisation of drawings of the project, allotted (December 2021) the work at a cost of ₹ 5.11 crore<sup>18</sup>, to be completed within 10 months (October 2022); and submitted (December 2021) the required documents to GoI for release of funds. The GoI released (March 2022) the first installment of ₹ 2.25 crore. However, execution of the work got delayed due to delay in providing drawings to the contractor, shifting of electrical installations, etc. Though PSSC submitted the utilisation certificate of the earlier grant along with other requisite documents to GoI in January 2023, balance funds were yet to be received (January 2023). Resultantly, the project under the Scheme could not be completed even after lapse of 29 months from the date of sanction of the project (December 2020 - April 2023).

The Government stated (June 2023) that efforts were being made to complete the work and make it functional. The fact remained that non-submission of requisite documents to GoI in time and non-availability of encumbrance-free site resulted into delayed/non-receipt of grant consequently non-completion of sports infrastructure which deprived the sportspersons of the planned facilities.

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<sup>15</sup> Construction of (i) Multipurpose indoor hall at War Heroes Stadium, Sangrur (₹ 7.47 crore); (ii) Multipurpose indoor hall at Smt. Lajwanti Sports Complex, Hoshiarpur (₹ 6.75 crore); (iii) Multipurpose indoor hall at village Bhangal Kalan, Nawanshahr (₹ 2.25 crore); (iv) Laying of synthetic hockey turf at village Marar, Gurdaspur (₹ 2.63 crore); and (v) Laying of Synthetic Athletic Track at Shaheed Bhagat Singh Stadium, Ferozepur (₹ 3.50 crore).

<sup>16</sup> (i) Laying of Synthetic Athletic Track at Guru Nanak Dev Stadium, Amritsar; and (ii) Construction of multipurpose hall at Maharaja Ranjit Singh Technical University, Bathinda.

<sup>17</sup> Possession of land, copy of agreement, letter of award, etc.

<sup>18</sup> Cost over and above the sanctioned amount (₹ 0.61 crore) was to be borne by PSSC.

(b) GoI sanctioned two other projects viz. construction of (i) multipurpose indoor hall at War Heroes Stadium, Sangrur (₹ 7.47 crore in September 2017); and (ii) multipurpose indoor hall at Smt. Lajwanti Sports Complex, Hoshiarpur (₹ 7.00 crore in July 2017) under the Scheme, and released ₹ 7.47 crore (April 2018-February 2021) and ₹ 6.75 crore (October 2017-May 2021) respectively. However, these two projects were completed (March 2021) after a delay of 23 months and 32 months from the scheduled date of completion i.e. April 2019 and July 2018 respectively. The reasons for delayed completion of the projects were delay in release of funds, finalisation of site, drawings and colour schemes, constitution of monitoring committee, etc. It was further noticed that these two multipurpose indoor halls were made functional in August 2021 and May 2022 after a lapse of 5 months and 13 months respectively from the completion dates, due to late procurement of furniture and sports equipment.

Thus, these two multipurpose indoor halls were made functional after overall delay of 28 months and 45 months respectively.

The Government assured (June 2023) for additional efforts for timely completion of the projects.

(c) GoI sanctioned (April 2021) the project viz. Laying of Synthetic Athletic Track at Guru Nanak Dev Stadium, Amritsar for ₹ 7.00 crore. However, no grants were released (December 2022) due to non-selection of executive agency, non-fixation of timeline for completion of the project, etc. by PSSC, even after lapse of 20 months. The GoI finally cancelled (January 2023) the project due to non-completion of the requisite formalities for release of funds. Thus, the State was deprived of a centrally sponsored sports facility due to delay in administrative procedures.

### **3.4 Procurement and utilisation of sports equipment**

Government, realising that quality sports equipment are expensive and essential to provide training to youth in different disciplines and prepare them for competitions, decided (October 2020) to purchase them. Audit noticed the following irregularities in procurement and utilisation of sports equipment:

#### **3.4.1 Irregular purchase of sports equipment**

The Department of Finance, GoP instructed (April 2020) that prior approval of the Finance Department (FD) must be obtained to go ahead with any procurement of goods, services or works contract costing ₹ 5.00 crore or more, even where the tender/RFP had been floated in the year 2019-20 but the work order/ contract was yet to be issued.

Audit observed that the Department consolidated the demand of both its wings viz. Sports and Youth Services and prepared an estimate of ₹ 9.06 crore<sup>19</sup> for purchase of sports equipment. However, the Department floated (October 2020) tender for ₹ 4.00 crore as per the available budget provisions during 2020-21 for the purpose. The conditions of the tender *inter alia* included the validity of rates for two years for a total purchase of ₹ 8.00 crore to ₹ 10.00 crore approximately.

However, the Department procured (January 2021) sports equipment valuing ₹ 8.48 crore<sup>20</sup> in violation of the FD's instructions which was irregular.

The Government stated (June 2023) that in future, procurement would be made as per rules/instructions.

### 3.4.2 Idle sports equipment

Out of total sports equipment<sup>21</sup> procured for ₹ 8.48 crore, 150 multigyms-4 stations and 150 multigyms-8 stations valuing ₹ 2.92 crore were supplied to 22 districts between July and September 2021. The status of utilisation of these equipment in the selected six districts, as of April 2023, is given in **Table 3.4**.

**Table 3.4: Status of utilisation of multigyms in selected districts**

Name of the District	Multigym-4 Station			Multigym-8 Station		
	Received	Utilised	Unutilised	Received	Utilised	Unutilised
Bathinda	7	7	0	5	5	0
Faridkot	8	8	0	10	10	0
Gurdaspur	5	0	5	5	0	5
Mansa	3	3	0	3	3	0
Patiala	3	3	0	3	3	0
SAS Nagar	10	6	4	10	7	3
<b>Total</b>	<b>36</b>	<b>27</b>	<b>9</b>	<b>36</b>	<b>28</b>	<b>8</b>

Source: Departmental information

**Table 3.4** shows that 17 multigyms in two districts viz. Gurdaspur and SAS Nagar, out of 72 multigyms supplied in six selected districts, were not put to use even after lapse of 19 months of their procurement due to non-issue of directions by the Department notifying the places for their installation and these were lying idle (April 2023). The Government stated (June 2023) that multigyms were being installed in Gurdaspur and SAS Nagar districts.

<sup>19</sup> Sports Wing: ₹ 7.06 crore; and Youth Services Wing: ₹ 2.00 crore.

<sup>20</sup> Additional requirement of funds of ₹ 4.48 crore was met from the funds available with PSSC, which had diverted funds from other heads without the approval of the Finance Department.

<sup>21</sup> 2,500 Cricket kits (₹ 2.32 crore); 2,000 Footballs (₹ 0.15 crore); 2,000 Volleyballs (₹ 0.19 crore); 1,000 Volleyball nets (₹ 0.17 crore); 40 Kabaddi mats (₹ 1.35 crore); 40 Wrestling mats (₹ 0.98 crore); 40 Wrestling mat covers (₹ 0.29 crore); 2,000 Hockey sticks (₹ 0.11 crore); 150 Multigyms-4 stations (₹ 1.15 crore); and 150 Multigyms-8 stations (₹ 1.77 crore).

### 3.5 Human Resource Management

Coaches play a major role in bringing young children to sportsgrounds and further nurturing them into excellence. The Sports Policy, 2018 envisaged increase in number of coaches from 350 to 700 in different disciplines by March 2022.

The status of human resources directly related to the sports activities as on 31 March 2022 is depicted in **Table 3.5**.

**Table 3.5: Status of human resources as on 31 March 2022**

Sr. No.	Cadre/Post	Sports Department			PIS		
		Sanctioned Strength	Persons in Position	Shortage	Sanctioned Strength	Persons in Position	Shortage
1.	Director (Training)	-	-	-	1	0	1
2.	Sports Coordinator	-	-	-	1	0	1
3.	Senior/Chief Coach	28	0	28	20	6	14
4.	Foreign Coach	-	-	-	5	2	3
5.	Coach	118	0	118	-	-	-
6.	Junior Coach	273	157	116	75	14	61
7.	Junior Coach (Outsourced)	169	168	1	-	-	-
8.	Foreign Physiologist	-	-	-	1	0	1
9.	Physiotherapist	-	-	-	3	0	3
10.	Psychologist	-	-	-	3	0	3
11.	Physical Trainer-cum-Expert	-	-	-	14	5	9
12.	Lifeguard	-	-	-	9	5	4
13.	Groundsmen/Peon/Chowkidar/Sweeper	208	103	105	70	68	2
<b>Total</b>		<b>796</b>	<b>428</b>	<b>368 (46%)</b>	<b>202</b>	<b>100</b>	<b>102 (50%)</b>

Source: Departmental data

**Table 3.5** shows that the shortage of human resources directly related to sports activities was 46 per cent under Sports Department and 50 per cent under PIS as on 31 March 2022.

Audit noticed that as against the sanctioned strength of 688 coaches in different cadres, there were 347 coaches<sup>22</sup> in position as on 31 March 2022. Thus, 50 per cent shortage of coaches badly affected the adequacy of coaching facilities for the sportspersons in the State. No concrete efforts were made by the Department to fill up the vacancies during the audit period.

<sup>22</sup> 325 coaches in Sports Department and 22 coaches in PIS.

Audit noticed in six selected districts that during the period 2019-2022:

- The coaches were found deployed in respect of three disciplines (Cycling, Shooting and Skating) in four<sup>23</sup> stadia even though the related infrastructure was not available there, whereas in respect of eight disciplines (Badminton, Basketball, Boxing, Football, Kabaddi, Volleyball, Roller Skating and Handball) in five<sup>24</sup> stadia, the coaches were not deployed despite availability of related infrastructure.
- In Gurdaspur, two gymnastics coaches were found deployed by PIS since August 2016 and April 2017, whereas there was no CoE at Gurdaspur. On the other hand, no gymnastics coach was deployed at CoE Amritsar. The PIS assured (February 2023) to transfer the coaches to CoE, Amritsar.
- In two districts viz. Patiala and SAS Nagar, lifeguards for swimming discipline were not deployed.
- No physiotherapist was deployed in the State against three sanctioned posts, for maintaining fitness of the sportspersons which ultimately would impact performance of the players.
- As against the sanctioned strength of 278 maintenance staff i.e. groundsmen, peons, chowkidars and sweepers, 171 personnel were in position, thereby depicting shortage of 38 *per cent* in these cadres as on 31 March 2022.

The Department stated (May 2023) that the matter had been taken up with the Government to meet shortage of manpower and a detailed exercise was being undertaken to re-align the manpower resources with facilities for various sports in the Department. The Government endorsed (June 2023) the Departmental reply.

### **3.6 Inadequate infrastructure and other facilities to sportspersons**

In order to assess the adequacy of infrastructure and other facilities to the sportspersons, joint physical verifications of 11 sports infrastructure was conducted and 50 coaches and 133 sportspersons were interviewed (December 2022-February 2023) in six selected districts. The shortcomings noticed in provision of infrastructure/facilities are detailed in **Table 3.6**.

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<sup>23</sup> (i) SBS Multipurpose Sports Stadium, Bathinda (Cycling); (ii) Multipurpose Nehru Stadium, Faridkot (Shooting); (iii) Multipurpose Stadium in Nehru College, Mansa (Cycling); and (iv) Multipurpose Sports Stadium, Sector 78, SAS Nagar (Skating).

<sup>24</sup> (i) Multipurpose Nehru Stadium, Faridkot (Badminton and Basketball); (ii) Multipurpose Stadium in Nehru College, Mansa (Badminton, Boxing, Football, Kabaddi and Volleyball); (iii) Rink Hall, Patiala (Roller Skating); (iv) Sports Complex, Sector 63, SAS Nagar (Badminton); and (v) Multipurpose Sports Stadium, Sector 78, SAS Nagar (Handball).

**Table 3.6: Shortcomings in provision of infrastructure/facilities**

District	Type of infrastructure	Poor/inadequate maintenance of infrastructure	Infrastructure/facility not available	Infrastructure/facility not functional
SAS Nagar	Multipurpose Sports Stadium, Sector 63 (CoE)	<ul style="list-style-type: none"> <li>• Hostel washrooms not clean</li> </ul>	<ul style="list-style-type: none"> <li>• Dedicated gym</li> <li>• RO water filters</li> <li>• Medical facility</li> <li>• Food not being provided as per diet chart</li> </ul>	The heating facility in the form of solar system required for swimming pool was not functional since 2013 <b>(Picture 3.3)</b>
	International Hockey Stadium, Sector 63 (CoE)	<ul style="list-style-type: none"> <li>• Basic amenities i.e. washroom and water filter were in poor condition</li> </ul>	-	The Karcher machine for cleaning of the Astroturf was not functional since last six months
	Multipurpose Sports Stadium, Sector 78 (DSO & CoE)	<ul style="list-style-type: none"> <li>• Athletics track not as per the prescribed standards, wooden floors of Badminton and Basketball courts in broken condition <b>(Picture 3.1)</b></li> <li>• Football ground in poor condition</li> <li>• Equipment for High Jump installed in the year 2016 not maintained regularly requiring replacement</li> </ul>	<ul style="list-style-type: none"> <li>• Dedicated gym</li> </ul>	Table Tennis tables (20 Nos.) not functional for last three years
Patiala	Swimming Pool	<ul style="list-style-type: none"> <li>• Changing rooms and showers in poor condition</li> <li>• Submersible pump not working</li> </ul>	-	Water filtration/recirculation system not functional since 2016
	Multipurpose Sports Stadium at Polo Ground	<ul style="list-style-type: none"> <li>• Light in broken condition in Badminton court</li> <li>• Ceiling in broken condition in Gymnasium Hall <b>(Picture 3.2)</b></li> <li>• Washrooms not cleaned and maintained timely</li> <li>• Fence at one side in Handball field (required on both sides)</li> </ul>	<ul style="list-style-type: none"> <li>• Dedicated hall for Table Tennis</li> <li>• Drinking water facility in entire complex</li> </ul>	-
Bathinda	Shaheed Bhagat Singh Stadium	<ul style="list-style-type: none"> <li>• Boxing Ring in broken condition and not usable</li> </ul>	<ul style="list-style-type: none"> <li>• Drinking water facility in the entire complex</li> </ul>	-
	Hockey Stadium (CoE-Girls)	<ul style="list-style-type: none"> <li>• Sprinkling machine (water) in poor condition</li> </ul>	<ul style="list-style-type: none"> <li>• Medical facility</li> <li>• Drinking water facility</li> <li>• Girls' hostel</li> </ul>	-

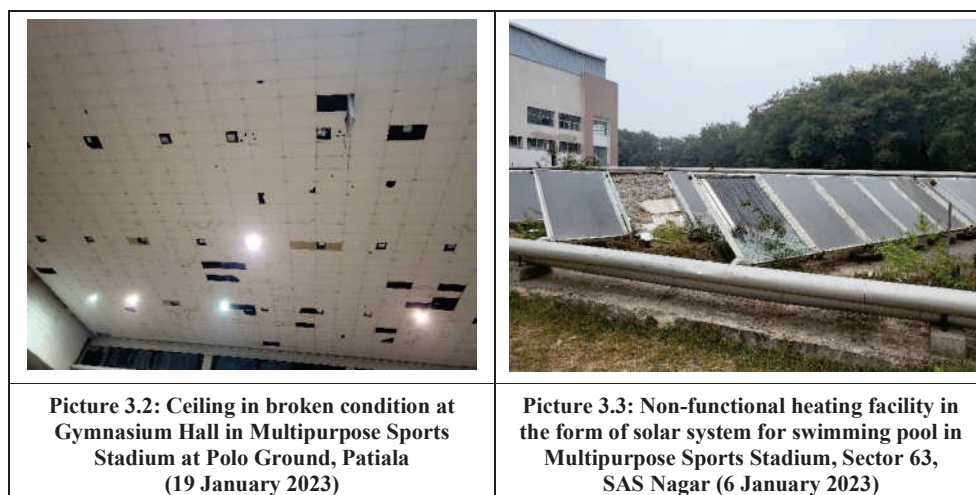
District	Type of infrastructure	Poor/inadequate maintenance of infrastructure	Infrastructure/facility not available	Infrastructure/facility not functional
Gurdaspur	Gymnasium Hall	<ul style="list-style-type: none"> <li>Gymnastics equipment (Pommel horse, balancing beam, parallel bar, mini-buck, crash mats and floor exercise equipment) in poor conditions</li> </ul>	Locker facility	-
	Badminton Hall	<ul style="list-style-type: none"> <li>The ceiling and wooden floors in broken conditions</li> </ul>	<ul style="list-style-type: none"> <li>Locker facility</li> <li>Fire extinguisher</li> </ul>	-
Faridkot	Multipurpose Nehru Stadium	<ul style="list-style-type: none"> <li>Ceiling of Badminton Hall in broken condition</li> <li>Level of the ground of stadium is very low which gets flooded during the rainy season</li> </ul>	-	-
Mansa	Multipurpose Stadium in Nehru College	<ul style="list-style-type: none"> <li>Level of the ground of stadium is very low which gets flooded during the rainy season</li> <li>The ceiling, doors and walls of the indoor stadium were in broken/deteriorated condition</li> <li>Water sprinkling system not working properly</li> </ul>	<ul style="list-style-type: none"> <li>Changing room for boys and girls</li> <li>Fire extinguisher</li> </ul>	-

Source: Joint physical verification, surveys and Departmental information



**Picture 3.1: Floors of Badminton and Basketball Courts in broken condition at Multipurpose Sports Stadium, Sector 78, SAS Nagar (27 December 2022)**





It was further noticed that the Sports Stadium at Jaito, District Faridkot had been lying unutilised for want of repair/maintenance since 2012. The District Sports Officer, Faridkot first took up the matter of renovation with the Department only in July 2018 and again in February 2020, however, no action was taken.

The Government assured (June 2023) to take necessary steps to remove the shortcomings observed in joint physical verification.

### 3.7 Internal control and monitoring mechanism

Internal control and monitoring mechanism of activities of a department plays a vital role in successful implementation of various measures and efficient and effective running of the department. Some of the deficiencies in internal control and monitoring mechanism noticed during the test-check of records are discussed as under:

- As against the requirement of holding two meetings every year, only one meeting of the Governing Body of PSSC was held (December 2021) during the period between December 2016 and December 2021, wherein the annual accounts for the years 2016-17 to 2019-20 were got approved, while the PIS held (December 2021) only one Annual General Meeting of the Governing Council since April 2018. Further, no meetings of the Executive Committees were conducted in both PSSC and PIS during the period 2019-2022.

The Government assured (June 2023) that the meetings would be conducted as per rules and regulations in future.

- The Department procured 6,447 multigyms worth ₹ 30.26 crore (2016-17) and 300 multigyms worth ₹ 2.92 crore (2020-21), which were distributed/installed at various places in the State.

However, no record in the form of registers for fixed assets was maintained by the Department and physical verification of the sports infrastructure was also never conducted. In the absence thereof, existence and optimum utilisation/maintenance of tangible assets could not be assessed.

The Government stated (June 2023) that fixed asset register would be prepared and instructions would be issued to DSOs for conducting physical verification of assets.

### **3.8 Conclusion**

The sports infrastructure aimed to be developed under Sports Policy, 2018 left much to be desired. The Department's plans to create new and upgrade sports infrastructure were affected due to delay in release of funds, improper management of available funds, non-provision of encumbrance-free sites, etc. The human resources related to development of sports abilities were short by 47 *per cent* of the sanctioned strength.

### **3.9 Recommendations**

The State Government/Department may consider:

- *proper planning for creation of sports infrastructure in a periodical manner for achievement of objectives in line with the Sports Policy;*
- *provision for adequate and timely release of funds, besides managing the available funds optimally for creation and maintenance of sports infrastructure; and*
- *provision for adequate human resources and deployment thereof in the sports facilities.*