

Sports Department

2.2 Activities of Sports Department

2.2.1 Introduction

The Department of Sports (DoS), Government of Uttar Pradesh, established in 1974, is responsible for promotion of sports in the State including implementation of sports policies and programmes, managing sports budget and staff, providing sports infrastructure and equipment, imparting training and ensuring availability of adequate opportunities to sportspersons of the State at various competitions. The Department aims to bring about qualitative improvement in the performances of promising sportspersons by improving sports facilities and to encourage them to win glory at national and international levels. DoS works in coordination with Education Department, Youth Welfare Department, autonomous sports associations and other sports organisers for training, competitions and implementation of schemes related to sports.

Despite being the most populous State in the country, the trajectory of the State in respect of performance in national games has not been very encouraging. The performance of the State in the last four National Games had inconsistent trend as the State's position in the medals tally remained ninth in 2007 (77 medals), tenth in 2011 (70 medals), fourteenth in 2015 (68 medals) and eighth in 2022 (56 medals).

2.2.2 Organisational setup

The Additional Chief Secretary/Principal Secretary (Sports) at the State Government level and the Sports Director at the Directorate level are responsible to supervise and manage activities of DoS. Regional Sports Officers (RSO) at regional level and District Sports Officers (DSO) at the district level are carrying out activities of Sports Department. Besides, there are three autonomous sports colleges¹ administered through Uttar Pradesh Sports College Society, Lucknow.

2.2.3 Audit objectives

Performance audit on Activities of Sports Department was carried out to assess whether:

- Comprehensive planning was done to encourage environment for promotion of sports activities in the State and sports activities were well administered;
- Funds were adequate, timely released and utilised economically, efficiently and effectively;

¹ Guru Gobind Singh Sports College (GGSSC), Lucknow, Bir Bahadur Singh Sports College (BBSSC), Gorakhpur and Major Dhayan Chand Sports College (MDCSC) Saifai, Etawah.

- Sports infrastructure and facilities were adequately created, properly maintained, effectively utilised and sports equipment were available for the sportspersons adequately;
- Emerging sportspersons were provided adequate training, incentives and other support to promote their professional development and excellence in the sports; and
- The monitoring system to watch the implementation of various activities of the DoS was adequate.

2.2.4 Audit criteria

Audit criteria were drawn from the following sources:

- a) National Sports Policy, 2001 and National Sports Development Code of India, 2011 issued by Government of India (GoI);
- b) Guidelines, orders and instructions issued by the GoI and Government of Uttar Pradesh; and
- c) Uttar Pradesh Budget Manual (UPBM) and Financial Handbooks.

2.2.5 Audit scope and methodology

During the Performance Audit, records relating to sports activities for the period 2016-22 were scrutinised in the offices of the Additional Chief Secretary, Sports and Director Sports. Thirteen out of 75 districts were selected² through PPSWOR³ sampling method. In each selected district, records were seen in the offices of the Regional/District Sports Officers. Audit also scrutinised the records of three autonomous sports colleges, viz., Guru Gobind Singh Sports College (GGSSC), Lucknow, Bir Bahadur Singh Sports College (BBSSC), Gorakhpur and Major Dhayan Chand Sports College (MDCSC) Saifai, Etawah. Besides, evidence was also collected by taking photographs, joint physical inspection of created assets and facilities.

² Agra, Ayodhya, Azamgarh, Banda, Bareilly, Etawah, Gorakhpur, Jhansi, Kanpur Nagar, Lucknow, Meerut, Prayagraj, Sitapur.

³ Probability Proportional to Size without Replacement.

and inconsistent with the aims and objectives of National Sports Policy, 2001.

In reply (July 2023), the State Government stated that Sports Policy had been promulgated in March 2023.

The fact remains that in the absence of State specific sports policy before March 2023, the State Government did not take adequate measures to implement National Sports Policy, 2001 as discussed in the succeeding paragraphs.

2.2.6.2 Prioritisation of sports disciplines

The National Sports Policy, 2001 emphasises prioritisation and development of sports disciplines on the basis of proven potential, popularity and international performance to achieve excellence in sports at national and international levels. In planning the development of various disciplines, the genetic and geographical variations were to be taken into account so that in areas of potential, timely steps could be taken to harness the existing and emerging talent.

Audit observed that the DoS was providing training in 31 sports⁴. However, it did not prioritise sports disciplines for development in order to achieve excellence in identified sports as envisaged in the National Sports Policy.

2.2.6.3 Planning for establishing sports infrastructure

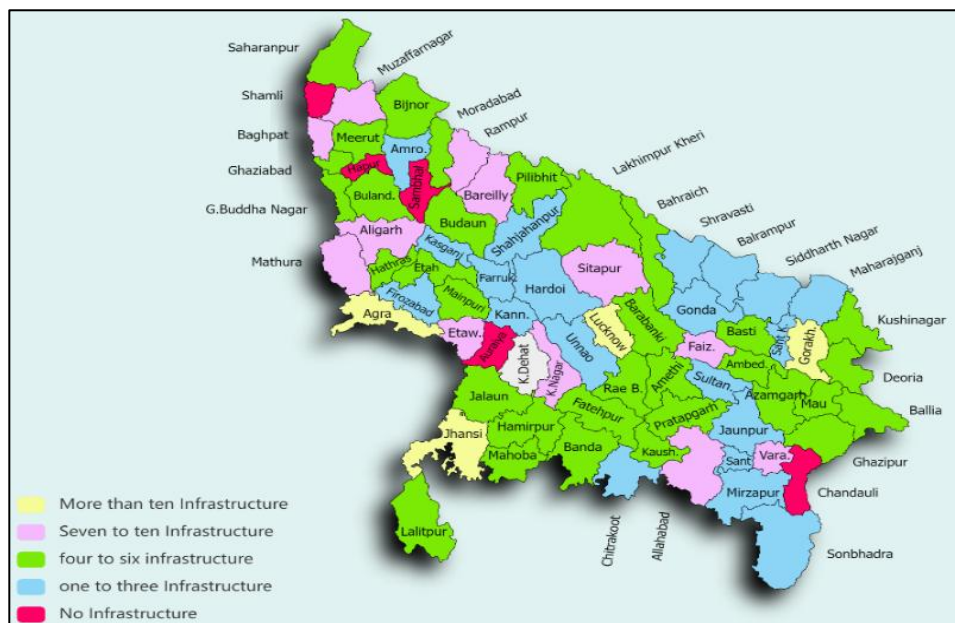
No comprehensive assessment of availability of sports infrastructures in the State was carried out to determine adequacy and regional imbalance. As a result, the infrastructure creation in the State was not broad based. Analysis of availability of discipline wise sports facilities revealed that out of 75 districts, while sports stadiums and multipurpose halls were available in 70 and 65 districts respectively, other specialised sports facilities⁵ were available in only a few districts as detailed in ***Appendix 2.2.1***. In five districts⁶ no sports facilities such as sports stadium and multipurpose hall were available. The district wise availability of sports infrastructure is depicted in the following map:

⁴ DoS organised camps in 32 sports in the year 2019-20.

⁵ Swimming pool, judo/gymnasium hall, weightlifting hall, astroturf hockey ground, sports complex, indoor volleyball hall, synthetic basketball court, dormitory, sports hostel and sports college.

⁶ Auraiya, Chandauli, Hapur, Sambhal and Shamli.

Map 2: Sports Infrastructure owned by Department of Sports



As evident from the above map, sports facilities available in the districts for various sports disciplines varied significantly. Audit noticed that sports facilities were created without assessing district-wise requirements.

In reply (July 2023), the State Government stated that issues regarding policy framework, prioritisation of sports disciplines and rationalisation of budgetary resources had been addressed in the new sports policy. During the exit conference (July 2023), the State Government stated that Sports Policy had been implemented in March 2023 and prioritisation of sports discipline would be taken care of. The State Government further stated (July 2023) that the sports infrastructure in districts was created in view of proposal received from districts, directions of the higher authorities and availability of budget. Out of five districts without sports infrastructure, construction of stadium had been sanctioned for Shamli during 2022-23 and land had been made available in other four districts.

The reply of the State Government underscores that creation of sports infrastructure remained demand-driven instead of a comprehensive assessment based on baseline survey of existing infrastructure and their inadequacies in each district.

2.2.6.4 Delay in sanction of sports infrastructure works

During 2016-22, the Chief Minister (CM) made nine declarations related to construction/upgradation works of sports infrastructures, as detailed in **Table 1**.

Table 1: Showing status of works of sports infrastructure covered under CM declarations during 2016-22

Sl. No.	Details of declaration	Date of declaration	Approved cost (₹ in crore)	Date of sanction	Released amount (₹ in crore)	Date of start	Due date of completion (Revise date of completion)	Physical progress as of March 2023 (in per cent)	Delay in sanction vis-à-vis date of declaration (in Months)
01	Construction of lift in Green Park stadium, Kanpur	23/09/2016	No fund has been released for this work as of October 2023.						
02	Construction of stadium in Jungle Kodia development block, Gorakhpur	29/01/2018	10.73	September 2019	10.73	September 2019	December 2020 (December 2021)	100	19
03	Upgradation of stadium in Amethi	14/08/2018	4.93	June 2019	4.93	September 2019	March 2021 (December 2021)	100	09
04	Upgradation of stadium in Farrukhabad	14/08/2018	5.70	August 2019	5.70	October 2019	September 2020 (May 2022)	100	11
05	Construction of stadium in Auraiya	14/08/2018	6.51	November 2019	6.51	January 2020	October 2023	90	14
06	Construction of indoor stadium in Nandini Nagar, Gonda	30/11/2018	Cancelled						
07	Construction of shooting range in Varanasi	21/02/2019	5.04	January 2021	5.04	July 2021	August 2023	100	22
08	Modernisation of shooting range in Meerut	21/02/2019	8.65	July 2021	8.65	July 2021	December 2023	88	28
09	Wrestling Academy at Lucknow	19/08/2021	No fund has been sanctioned as of October 2023.						
Total			41.56		41.56				

(Source: Sports Directorate)

As detailed in Table 1, six works were sanctioned during June 2019 to July 2021 with a delay of nine to 28 months of their declaration. Out of these, four works were completed by March 2023. However, funds were yet to be released for two works and one work was cancelled after declaration. The delays in sanctioning projects were indicative of lack of planning on the part of the Department.

In reply (July 2023), the State Government stated that there was no delay by DoS. It further stated that for implementation of the declaration, sanction for works were issued after ensuring availability of budget on receipt of proposal from the executing agency nominated for the work at government level. However, during the exit conference (July 2023), the

State Government accepted the delays in sanction of work and assured that feasibility report would be submitted before any declaration of works.

2.2.7 Budget allotment and expenditure

The budget allotment and expenditure on the sports activities in the State during 2016-22 is given in **Table 2**.

Table 2: Budget provision and expenditure for Department of Sports during 2016-22

(₹ in crore)

Year	Budget			Expenditure			Savings and its percentage with respect to Budget		
	Revenue	Capital	Total	Revenue	Capital	Total	Revenue (per cent)	Capital (per cent)	Total (per cent)
2016-17	100.31	447.21	547.52	97.81	413.43	511.24	2.50 (2)	33.78 (8)	36.28 (7)
2017-18	92.31	132.27	224.58	89.47	82.27	171.74	2.84 (3)	50.00 (38)	52.84 (24)
2018-19	119.51	76.77	196.28	97.88	57.97	155.85	21.63 (18)	18.80 (24)	40.43 (21)
2019-20	126.56	79.25	205.81	91.01	62.88	153.89	35.55 (28)	16.37 (21)	51.92 (25)
2020-21	132.99	83.11	216.10	59.19	61.47	120.66	73.80 (55)	21.64 (26)	95.44 (44)
2021-22	165.45	99.30	264.75	147.60	51.30	198.90	17.85 (11)	48.00 (48)	65.85 (25)
Total	737.13	917.91	1655.04	582.96	729.32	1312.28			

(Source: Appropriation Accounts of respective years)

Audit observed that DoS submitted inflated budget demand by 98 to 315 per cent with reference to expenditure, as detailed in **Appendix 2.2.2**. However, as mentioned in **Table 2** even allotted funds could not be utilised. The expenditure on sports activities decreased significantly from ₹ 511.24 crore to ₹ 120.66 crore during 2016-21, but it increased to ₹ 198.90 crore during 2021-22. Audit observed that higher expenditure during 2016-17 was mainly due to expenditure of ₹ 273.35 crore on the construction of international cricket stadium at Saifai, Etawah.

In reply (July 2023), the State Government stated that DoS did not make irrational budget demands, and these were based on requirement of fund for sanctioned works. However, in the Exit Conference the State Government stated that realistic demands with reference to anticipated expenditure would be made in future.

2.2.8 Sports infrastructure

2.2.8.1 Development of sports infrastructure

Development of infrastructure for various sports disciplines is one of the responsibilities of DoS. To provide/augment sports infrastructure facilities, DoS implemented 56 works during 2016-22 as detailed in **Appendix 2.2.3**. Out of these 56 works, 44 works were sanctioned during 2016-22 as depicted in **Table 3**.

Table 3: Sports infrastructure sanctioned during 2016-22

(₹ in crore)

Year	No. of work sanctioned	Sanctioned/ Revised Cost	Released Amount	Number of works completed as of March 2023
2016-17	07	71.80	71.78	07
2017-18	05	24.31	24.31	04
2018-19	12	38.00	38.00	12
2019-20	12	57.70	54.93	07
2020-21	06	24.41	14.53	04
2021-22	02	10.15	9.72	Nil
Grand total	44	226.37	213.27	34

(Source: Sports Directorate)

As detailed in Table 3, out of 44 works sanctioned during 2016-22, only 34 works (estimated cost ₹ 169.47 crore) could be completed incurring expenditure of ₹ 168.61 crore up to March 2023. The remaining 10 works (estimated cost ₹ 56.90 crore) were not completed till March 2023, though scheduled date of completion was already over ranging from nine to 45 months in case of nine works whereas in case of one work (sanctioned in 2020-21), scheduled completion target was April 2023 as detailed in **Appendix 2.2.3**. Directorate did not furnish reasons for delay in completion.

DoS also executed 12 other sports infrastructure works during 2016-17 to 2021-22 which were sanctioned prior to 2016-17. Out of these 12 works, four works costing ₹ 440.35 crore remained incomplete with physical progress of 30 to 96 *per cent* after incurring an expenditure of ₹ 244.40 crore. The delays in these works were ranging from three to 13 years from the initial targeted date of completion, as detailed in **Appendix 2.2.3**.

The State Government stated (July 2023) that time overrun was procedural and circumstantial. However, in the exit conference, the State Government accepted the delay in completion of the works and stated that efforts would be made to complete the work at the earliest.

The reply was not tenable, as the time overrun eventually increased the cost of the work. Out of 56 works executed during 2016-22, there was cost overrun of ₹ 308.83 crore in respect of 14 works which had time overrun ranging from nine to 165 months.

Audit noticed following irregularities in the execution of works related to sports infrastructure:

2.2.8.2 Award of works without competitive bidding

The State Government order (February 2013) provides a list of construction agencies including Public Works Department and other State Government Public Sector Enterprises for allocation of various government works to these executing agencies. It further provided that along with nomination, the option was also available with administrative

department to adopt limited tendering among government agencies for awarding the work. Further, the State Government ordered (September 2013) that for construction works of Sports Department, estimates may be obtained from at least three executing agencies for selection of construction agencies, so as to ascertain which executing agency would execute construction work at a lower cost.

Scrutiny of records revealed that DoS nominated executing agencies⁷ without obtaining estimates from at least three executing agencies to ensure reasonable rates in case of 44 works (estimated cost: ₹ 209.72 crore) awarded during 2016-22.

The State Government stated (July 2023) that the executing agencies nominated by DoS were executing allocated work through e-tendering, so there was competition.

The reply was not acceptable, as nomination of executing agency without obtaining estimates from at least three executing agencies was in violation of State Government's order (September 2013).

2.2.8.3 Memorandum of Understandings with construction agencies

Para 212(vii)(4) of UPBM provides that the Department should execute Agreement/ Memorandum of Understandings (MoUs) with the executing agencies before commencement of work. Signing of MoUs is essential for holding the construction agency accountable for default/non-performance.

Audit noticed that DoS did not follow the above provision and the works were commenced and funds were released without signing MoUs with the construction agencies.

In reply (July 2023), the State Government accepted that MoU with construction agencies was not executed. The State Government further stated that MoU would be executed in future. The Sports Directorate stated (September 2023) that liquidated damage on account of delays in completion of works sanctioned during 2016-22 could not be levied due to lack of MoUs with executing agencies.

Thus, lack of MoU deprived DoS mandate to impose liquidated damage in case of delays in construction of sports infrastructure.

2.2.8.4 Unfruitful expenditure on creation of infrastructure

UPBM Para 212(i) provides that the project preparation should commence with the preparation of a Feasibility Report by the Administrative Department. Consultation with stakeholders should be held to ensure their involvement in the project concept and design.

⁷ Uttar Pradesh Rajkiya Nirman Nigam Limited (11 works); Uttar Pradesh Project Corporation Limited (six works); Construction and Design Services, Uttar Pradesh Jal Nigam (one work); Uttar Pradesh Construction Cooperative Federation Limited (20 works) and Uttar Pradesh Social Welfare Construction Corporation Limited (six works).

Audit noticed unfruitful expenditure on creation of following sports infrastructure:

(i) Saifai International Cricket Stadium

The State Government sanctioned (January 2006) ₹ 74.95 crore for construction of exclusive sports complex at Saifai which included the construction of a cricket stadium costing ₹ 21.05 crore⁸. Besides, the State Government sanctioned (March 2008) ₹ 0.50 crore for preparation of ground grass and pitch. The work was to be completed by February 2007. However, after completion of 75 per cent work of stadium, eight panels of pavilion collapsed (February 2007) due to substandard concrete and steel reinforcement, as revealed in a report (April 2007) by the committee comprising expert from Indian Institute of Technology, Kanpur. The Government directed (May 2014) Uttar Pradesh Rajkiya Nirman Nigam (UPRNN), the executing agency for the work, to demolish the construction work and deposit ₹ 21.55 crore in the relevant head of Sports Department. The UPRNN deposited (June 2014) ₹ 21.55 crore in the State Government account. Thereafter, with a view to provide high-level sophisticated facilities of cricket in Saifai Sports Complex, which could be converted into Sports University in future, the State Government sanctioned (August 2015) the project for construction of international cricket stadium with 40,000 seating capacity at a cost of ₹ 260.30 crore. The DoS released ₹ 163.73 crore to construction agency during August 2015 to April 2016. The project cost was subsequently revised (May 2016) to ₹ 346.57 crore due to change in scope of work and increase in cost of work. However, there was no feasibility report available with the Directorate considering which stadium was constructed.

Saifai international cricket stadium was constructed at a cost of ₹ 347.05 crore and UPRNN completed the construction of the stadium by June 2020⁹. However, no cricket match of any level has been held in the stadium as of September 2022, i.e., even after a lapse of more than two years since the stadium was constructed. Further, no agreement/MoU was executed with Board of Control for Cricket in India (BCCI)/Uttar Pradesh Cricket Association (UPCA) to conduct national and international matches. The ground in the stadium was being utilised by the cricket sportspersons of the college, however, other premium facilities of international standards such as pavilion, media and TV production room, various types of luxurious facilities, lifts, etc., remained unutilised and expenditure thereon became unfruitful.

⁸ Civil work ₹ 12.13 crore and Mechanical work ₹ 8.92 crore.

⁹ A committee constituted by District Magistrate, Etawah had recommended (June 2020) for handing over of the stadium after finding the work as satisfactory. However, the date of handing over was not provided by the Directorate to Audit.

Photograph 1: Saifai International Cricket Stadium



In reply (July 2023), the State Government stated that construction work of international cricket stadium was started in 2016-17 and handed over to the College in 2021-22. Besides, the ground was being utilised by the cricket sportspersons of the college.

The reply was not acceptable, as the use of Saifai international cricket stadium for practice of students of Saifai Sports College only did not justify creation of a 40,000-seating capacity stadium with pavilion, media and TV production room. Further, as accepted by the Directorate (October 2023), a sports college is only required to provide a standard playground, such as practice pitches, etc., to the students. Besides, there was lack of any feasibility study justifying creation of this sports infrastructure at a cost of ₹ 347.05 crore and no effort by the State Government to utilise the stadium for intended purpose.

(ii) Swimming pool in Major Dhyan Chand Sports College, Saifai

DoS constructed¹⁰ all-weather swimming pool of international standard at a cost of ₹ 207.96 crore in MDCSC which was handed over in January 2020 by UPRNN, the executing agency for the work. The swimming pool complex consisted of three swimming pools¹¹, spectator gallery, reporter gallery, etc.

¹⁰ Administrative approval for the construction of swimming pool was accorded by the State Government in December 2012.

¹¹ Practice Pool 18.00X25.00 meter (1.50 Meter depth), Main Pool 50.00X25.00 meter (2.00 Meter depth) and Diving Pool 25.00X25.00 meter (5.00 Meter depth).

Audit scrutiny revealed that MDCSC installed 33 KVA connection (January 2019) for electric supply to the swimming pool. During construction of swimming pool, UPRNN utilised electricity but did not pay the electricity bill of ₹ 1.25 crore. As a result, Dakshinanchal Vidyut Vitran Nigam Limited (DVVNL), the power distribution company, disconnected (September 2019) the electricity supply even before handing over of the swimming pool by the construction agency.

Photograph 2: International swimming pool at Saifai Sports Complex



Audit noticed that the swimming pool with all the available modern facilities was never functional. Out of three pools, the practice and main pools were used by trainee sportspersons of classes seven to twelve¹² during 2020-22 whereas diving pool was never used. In the absence of electric connection, machinery/equipment installed in the swimming pool was not being used which adversely affected the training of students enrolled in the College. Furthermore, no competitive tournament of any level was held in the international swimming pool even after lapse of more than two years (September 2022).

In reply (July 2023), the State Government stated that electric connection had been provided to one swimming pool for the practice of sports college students. Instructions had been issued (July 2023) to the Principal of the Sports College for assessing the liability of electricity bill and further action would be taken as per availability of budget.

The reply of the State Government is not acceptable, as a joint physical verification (September 2023) of the swimming pool revealed that there was no electric connection to any pool. Water was being filled and drained in practice pool and in main pool by using pump installed outside the pool

¹² 2020-21 (19 trainees) and 2021-22 (17 trainees).

area. Audit further noticed that DVVNL had raised a demand (June 2024) of ₹ 18.00 crore towards pending electricity bill, which was yet to be paid. Besides, the diving pool was not used, machinery installed in the pool were not used due to lack of electric connection and no international, national or state level tournament was held after handing over of the swimming pool. Thus, the swimming pool remained underutilised raising question over construction of this sports infrastructure at a cost of ₹ 207.96 crore.

(iii) Underconstruction velodrome stadium in Lucknow

UPBM¹³ stipulates that it is essential that baseline surveys be undertaken in case of large, beneficiary-oriented projects. Success criteria for each deliverable/output of the project should also be specified in measurable terms to assess achievement against proximate goals.

The State Government sanctioned (February 2015) a project for construction of Velodrome stadium costing ₹ 167.94 crore¹⁴ in GGSSC, Lucknow and ₹ five crore was released (February 2015) for making it available to executive agency (UPRNN) for the work. The construction of velodrome stadium was proposed (April 2013 and October 2014) for emerging cyclist sportspersons to get the coaching of international standard so that they may participate in national and international competition and bring glory to the State. The velodrome stadium was also proposed in view of decision of the State Government to organise National Games 2015-16. The project was scheduled to be started in June 2015 and completed by March 2020. However, the work commenced in December 2015. Subsequently, the project was modified (July 2021) to ₹ 158.97 crore by changing the scope of work¹⁵ on the recommendation of the expert committee.

Audit further noticed that UPRNN spent ₹ 51.56 crore¹⁶ up to January 2023 against the released ₹ 60.00 crore¹⁷ up to 2021-22. As per report of UPRNN (January 2023) the State Government had stopped the work on the ground that the number of cyclists in the State were very handful and they were taking coaching in Noida and Delhi, in view of this, a revised estimate was requisitioned from UPRNN to utilise the velodrome as indoor synthetic track. The changes made in the scope of velodrome work indicates that the project was undertaken without baseline surveys for assessing the need of velodrome stadium. Further, the expenditure of ₹ 51.56 crore incurred on the work remained unfruitful due to mid-way change in the scope of the work by the State Government.

¹³ Annexure A, Para (xv) of UPBM.

¹⁴ Civil work ₹ 113.09 crore and electrical work ₹ 54.85 crore.

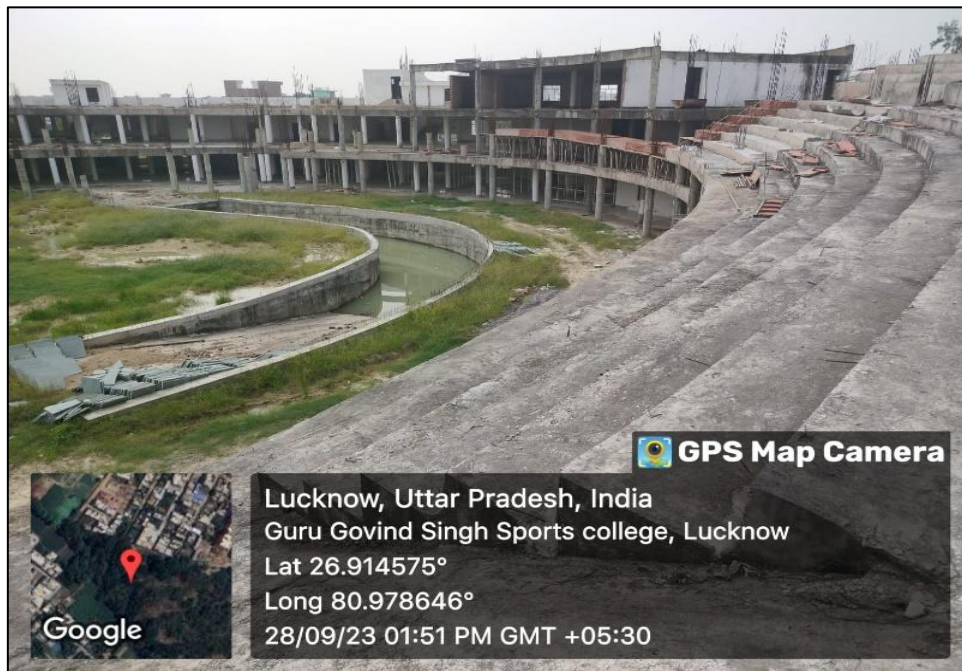
¹⁵ Revision in seating arrangement, Semi-covered velodrome instead of fully covered, Revision in roofing specification, Revision in air-conditioning coverage, Revision in civil work, i.e., pile work, parking, Sewage Treatment Plant (STP), etc.

¹⁶ 2015-16 ₹ 0.52 crore, 2016-17 ₹ 4.11 crore, 2017-18 ₹ 0.0009 crore, 2018-19 ₹ 13.02 crore, 2019-20 ₹ 5.06 crore, 2020-21 ₹ 2.96 crore, 2021-22 ₹ 4.66 crore and 2022-23 ₹ 9.73 crore.

¹⁷ 2014-15 ₹ 5.00 crore, 2017-18 ₹ 15.00 crore, 2018-19 ₹ 10.00 crore, 2019-20 ₹ 10.00 crore, 2020-21 ₹ 10.00 crore and 2021-22 ₹ 10.00 crore.

In reply (July 2023), the State Government stated that construction work of velodrome was sanctioned in February 2015 and stopped in 2016-17. The work was again restarted with the approval of the Government.

Photograph 3: Status of construction work of velodrome



The reply was not acceptable as joint physical verification (September 2023) revealed that the velodrome work was stopped and construction agency had submitted a detailed estimate to utilise the structure as indoor synthetic track. Further, the State Government remained silent on frequent change in the scope of work of velodrome stadium.

2.2.8.5 Maintenance and utilisation of infrastructure

Maintenance and proper utilisation of created infrastructure is an important component for promotion of sports. Audit examined the records related to maintenance and utilisation of overall sports facilities in the State. Significant audit observations have been discussed in succeeding paragraphs:

(i) Policy for repair and maintenance of created infrastructure

The Expenditure Finance Committee of Uttar Pradesh directed (February 2016) DoS to formulate a State Policy for arranging economic resources for maintenance and upkeep of various types of stadiums and international sports complex being established in the State. It was expected that the State Policy would enable appropriate maintenance/upkeep of national/international level sports infrastructure which would provide long term benefit to the sportspersons in the State.

Audit, however, noticed (June 2023) that DoS did not formulate any policy regarding repair and maintenance of created infrastructure.

In reply (July 2023), the State Government stated that the maintenance of sports infrastructure created in various districts was done in view of proposals of maintenance received from the districts and availability of budget. During the exit conference, the State Government accepted the fact regarding lack of policy for repair and maintenance of created infrastructure and further stated that since funds are in shortage, maintenance remains an issue.

(ii) Non-maintenance of asset register

Provisions laid down in Financial Handbook (FHB)¹⁸ stipulates for maintenance of a register of land and departmental buildings in prescribed forms¹⁹. The local officer is responsible for keeping these records up-to-date and certify once a year that there are no encroachments on the land in his charge.

Audit scrutiny revealed that 10²⁰ out of 13 test checked regional/district sports officers did not maintain assets register in the prescribed forms and certificate in respect of physical verification of the assets was not available. The details of land and sports infrastructure were recorded in a register in the test checked districts. However, in remaining three districts²¹ even the register was also not maintained. Audit further observed the following:

- In Jhansi district, 21 acres of land which was transferred to DoS in March 1991 was first found to be encroached in March 2006. The cost of the encroached land was ₹ 42.49 crore²² as of September 2022.

Audit further noticed that the District Magistrate (DM) Jhansi informed (August 2010) DoS that two Regional Sport Officers posted in the district during 2002-05 did not take any action against encroachment of the land and, therefore, DM requested the DoS to take action against these officers. Further, applications for lodging First Information Report (FIR) were submitted in December 2007 and September 2017. However, neither the land could be vacated, nor any action had been taken against the encroachers and responsible officers as of October 2022.

- Sub-Divisional Magistrate and Thesildar, *Bakshi Ka Talab*, Lucknow intimated (January 2015) the Principal Guru Govind Singh Sports College, Lucknow that 27,000 square guz college land was encroached by land mafia illegally. The college administration was unaware that the encroached land was of GGSSC. The cost of the encroached land was

¹⁸ FHB Vol.-V, Part-I-Rules 265 and 266.

¹⁹ Forms 26 to 28 in FHB Vol.-V.

²⁰ Agra, Ayodhya, Azamgarh, Banda, Bareilly, Jhansi, Lucknow, Meerut, Prayagraj, Sitapur.

²¹ Etawah, Gorakhpur and Kanpur.

²² Calculated on the basis of circle rate (September 2022) of ₹ 5,000 per square meter.

₹ 17.22 crore²³. The college administration did not make serious efforts to get the encroached land vacated as it did not even lodge an FIR against the encroacher (August 2022).

- In Etawah district, a private wrestling academy was functional in the premises of stadium since July 2022. DSO stated (September 2022) that the academy was functional on the verbal orders of the then sports officer of the district.
- Lucknow Metro Rail Corporation Limited acquired 258.48 sqm land (February 2017) of KD Singh Babu Stadium Lucknow for construction of Metro station and its entry/exit. However, Regional Sport Officer, Lucknow did not make the demand of ₹ 2.40 crore²⁴ as compensation for 258.48 sqm land provided to Lucknow Metro Rail Corporation Limited.

The State Government stated (July 2023) that consolidated information regarding infrastructure was available with the department. As regards land encroachment in Jhansi, the Sports Director stated during the exit conference (July 2023) that necessary instructions had been issued to the District Magistrate to get the land vacated and in case of encroachment of land in GGSSC, Lucknow, necessary action would be taken after enquiry. The Government further stated that necessary instructions had been issued to remove the unauthorised wrestling academy in Etawah district and demand for land compensation was being made from Lucknow Metro Rail Corporation.

The fact remained that the assets register was not being maintained in prescribed format and physical verification of assets was not done. Further, action against encroachment of land was yet to be taken.

(iii) *Sports infrastructure not maintained*

Audit noticed several instances of poor maintenance of sports infrastructure as discussed below:

- **Swimming pools:** Nine²⁵ out of 37 swimming pool under jurisdiction of RSO/DSOs of 37 districts of the State remained non-functional due to various reasons such as renovation work, dilapidated swimming pools and non-deployment of coach/lifeguard as of March 2023. Besides, out of three sports colleges in the State, two sports colleges, viz., GGSSC, Lucknow and MDCSC, Saifai had swimming pools. In GGSSC, Lucknow, the swimming pool was not in use as there was neither any trainee nor coach or life saver in the college during 2016-22 though incurred expenditure of ₹ 5.68 lakh on the maintenance of the swimming pool. Further, swimming pool in MDCSC, Saifai was in partial use as detailed in Paragraph 2.2.8.4(ii).

²³ Rate as per assessment list of December 2015: ₹ 7,700/- square meter. Total encroached land 27,000 square guz, i.e., 22,358.70 square meter. Total cost of encroached land 22358.70 x ₹ 7,700= ₹ 17.22 crore.

²⁴ Calculated on the basis of circle rate (December 2015) ₹ 93,000/- per square meter.

²⁵ Amethi, Bagpat, Banda, Bulandshahar, Ghaziabad, Lucknow, Lakhimpur Khiri, Prayagraj, Sultanpur,

- **Indoor volleyball halls:** Out of two indoor volleyball halls in the State, both indoor halls were dilapidated. In district Banda, false ceiling, windows and doors of indoor volleyball hall were damaged. Further, in BBSSC, Gorakhpur, roof had seepage of water and false ceiling collapsed due to heavy storm and rain in September 2018.

- **Other sports infrastructures:** Basketball court and lawn tennis court in district Jhansi, three out of five cemented net practice cricket pitches in district Banda and lawn tennis court in GGSSC, Lucknow were in dilapidated condition.

In reply (July 2023), the State Government stated that above sports infrastructures were not functional due to various reasons such as needs renovation, unavailability of coach and life saver and unavailability of water as detailed in *Appendix 2.2.4*.

(iv) Unutilised sports infrastructures

Audit noticed several instances of unutilised sports infrastructure as discussed below:

- **Dormitories:** There were 19 dormitories under DoS in 19 districts of the State. In view to ensure optimum utilisation of dormitories constructed in the State, the State Government (January 2016) directed Sports Director to utilise the dormitories in 13 districts²⁶ which had negligible utilisation, as Sports Hostels.

Audit scrutiny revealed that the occupancy in 12 out of these 13 dormitories during 2016-22 remained in the range of three to 117 days (nine dormitories) whereas three dormitories (Lakhimpur Khiri, Pratapgarh and Sitapur) were not utilised during 2016-22 as detailed in *Appendix 2.2.5*. The Department did not provide information in respect of remaining one dormitory in Basti.

In reply (July 2023), the State Government stated that dormitories were utilised for accommodation of sports teams during competitions from time to time.

Reply is not acceptable, since the Directorate did not take any action to ensure optimum utilisation of dormitories as envisaged in State Government's direction (January 2016) to the Directorate for making policy to utilise these dormitories as Sports Hostel. However, such a policy was not prepared.

- **Hostel Building in Azamgarh:** Audit noticed that sports hostel building in Azamgarh constructed to provide residential facility to sportspersons was never utilised since its construction in February 2008, as the Directorate did not allot any sport with residential facility. It was further noticed that the hostel building was in dilapidated condition.

²⁶ Ambedkar Nagar, Barabanki, Basti, Gorakhpur, Hardoi, Kaushambi, Lakhimpur Khiri, Mathura, Mau, Muzaffarnagar, Pratapgarh, Sitapur and Varanasi.

In reply (July 2023), the State Government stated that the sports hostel could not be utilised due to non-allotment of sports.

Photograph 4: Sports hostel building, Azamgarh



- **Other sports infrastructure:** Audit further noticed that wrestling hall in Sitapur (Mahmoodabad) and basketball court in Meerut were not utilised during 2016-22 due to lack of coach.

In reply (July 2023), the State Government stated that a basketball coach had been appointed in Meerut during 2023. The Government further stated that wrestling hall in Sitapur (Mahmoodabad) could not be utilised due to non-appointment of coach.

2.2.9 Sports colleges

There are three sports colleges²⁷ in the State which are fully funded by DoS and administered through Uttar Pradesh Sports Colleges Society, Lucknow. The objective of the Society was to select emerging players of the age group from nine to 12 years from rural and urban areas and provide them suitable sports training along with imparting adequate education providing their all-round development so that they could become exceptional players. Admissions in the colleges are given on merit basis which is based on physical test and sports skill/game test.

2.2.9.1 Lack of utilisation of seats in sports colleges

The sanctioned strength of students in the sports colleges and actual number of students during 2016-22 is given in **Table 4**.

²⁷ GGSSC Lucknow, BBSSC Gorakhpur and MDCSC, Saifai Etawah.

Table 4: Actual strength vis-a-vis sanctioned strength in the sports colleges

Year	Sanctioned strength			Actual strength			Vacant seats (in per cent)		
	Boys	Girls	Total	Boys	Girls	Total	Boys (%)	Girls (%)	Total (%)
2016-17	968	222	1190	719	122	841	249 (26)	100 (45)	349 (29)
2017-18	968	222	1190	732	148	880	236 (24)	74 (33)	310 (26)
2018-19	1003	222	1225	682	149	831	321 (32)	73 (33)	394 (32)
2019-20	1003	222	1225	692	158	850	311 (31)	64 (29)	375 (31)
2020-21	1003	222	1225	591	126	717	412 (41)	96 (43)	508 (41)
2021-22	1003	222	1225	549	114	663	454 (45)	108 (49)	562 (46)

(Source: Sports colleges)

As evident from **Table 4**, sanctioned strength of sports colleges increased from 1,190 in 2016-17 to 1,225 in 2018-19. However, there remained vacant seats in sports colleges ranging from 26 to 46 *per cent* during 2016-22. During session 2021-22, MDCSC, Saifai Etawah had maximum vacant seats (57 *per cent*) followed by GGSSC Lucknow (37 *per cent*) and BBSSC Gorakhpur (35 *per cent*). Audit further observed the following:

- MDCSC, Saifai, Etawah commenced its operation in session 2014-15 and admission was given only in class six during that year. Thereafter, admission was to be given at the rate of 80 students per year in the college. However, the enrolment in the College remained low due to drop out of students and no admission in the year 2020-21 and 2021-22 was given due to Covid-19 pandemic. Further, due to lack of adequate hostel facility²⁸, 20 girls (Badminton-seven and Judo-13) were transferred (April 2022) from MDCSC, Saifai to BBSSC, Gorakhpur. Of these, only 13 sportspersons (Badminton-one and Judo-12) joined BBSSC, Gorakhpur. Pertinently, infrastructure relating to Badminton and Judo game was not available in BBSSC, Gorakhpur, besides coach was also not available for Badminton (August 2022).
- As against sanctioned strength of 30 students in GGSSC, Lucknow for Lawn Tennis, vacant seats were ranging from 90 to 93 *per cent* during 2016-17 to 2018-19, whereas no students were enrolled in this sport during 2019-20 to 2021-22. Further, 35 seats were allotted for Badminton in the college since 2018-19 session, however, only 34 to 40 *per cent* seats were filled during 2018-19 to 2021-22.
- GGSSC, Lucknow exceeded its sanctioned seats of 310 students in the year 2016-17 due to higher number of students in cricket. Audit noticed that there were excess number of students in cricket by 81 students (2016-17) to 29 students (2017-18).

During the exit conference, the State Government stated that underutilisation of capacity was due to Covid-19 and efforts would be made to overcome the shortage.

The fact remains that underutilisation of capacity was also due to drop out/removal of students from sports colleges after initial intake in class six,

²⁸ Minutes of 102nd meeting of UP Sports College Society dated 5 March 2020.

besides no admission during 2020-21 and 2021-22 due to Covid-19 pandemic.

2.2.9.2 Drop out/removal of sportspersons

As per instructions contained in admission prospectus of the Uttar Pradesh Sports College Society, parents of the students are required to give notice of one month prior to the commencement of the session for removal of his/her child from the college. In case of withdrawal of student, the entire amount of securities can be forfeited and amount spent on the training and education of the sportspersons can be recovered. Further, the Principal can dismiss any student for not achieving the prescribed sports/academic achievement and not maintaining good conduct. In this condition, recovery of complete expenses incurred on the training/education of the student could be made.

Audit scrutiny revealed that during 2016-17 to 2021-22, 45 students dropped out of GGSSC, Lucknow and BBSSC, Gorakhpur whereas admission of 169 students were terminated due to non-performance in sports and academic. MDCSC, Saifai did not provide the details of reasons for 106 students dropped out/terminated during 2016-22. Audit further noticed that amount spent on the training and education of the dropped-out students were not recovered as stipulated in the admission prospectus. On being pointed out in audit, principal of sports colleges stated that no such recovery/forfeiture was made. However, reason for the same was not mentioned.

In reply (July 2023), the State Government stated that students were expelled from sports college due to their failure in sports appraisals/educational examination, indiscipline, non-participation in national level during five years.

2.2.9.3 Quality of education

In Sports Colleges, all students are imparted education from class six to class 12 (Humanities stream) under Uttar Pradesh Board of Secondary Education. Further, the students were not allowed to take private tuition.

Scrutiny of records revealed that faculties for teaching academic subjects were not available in the sports colleges as per the sanctioned strength, as detailed below:

- In GGSSC, Lucknow, against the sanctioned strength of 14 teaching staff (11 teachers and three assistant teachers), the availability of faculty including contractual teachers during 2016-22 ranged between six (2021-22) and 11 (2018-19 and 2019-20). There were 766 students enrolled in classes six to eight during 2016-22 but there was no teacher for Art and Book craft subject prescribed for classes six to eight. Similarly, there were 859 students in classes nine to twelve having yoga and physical education as a compulsory subject during 2016-22, but there was no

teacher of the subject during that period. Further, there was no teacher available for 865 students (classes six to 12) in Hindi during 2016-18 and 2020-21 and 145 students (classes six to 10) in Sanskrit during 2016-17. In case of classes 11 and 12, there was no subject teacher for 159 students of Economics during 2016-19 and 2021-22, 398 students of Sociology during 2016-19 and 293 students of Civics during 2016-18. Audit further noticed that teachers for History and Geography subjects were posted during 2019-21 but there was no student in Classes 11 and 12 in these subjects.

- In BBSSC, Gorakhpur, 10 faculties including contractual teachers deployed on honorarium basis were available during 2016-22 against the sanctioned strength of 11 teaching staff (four teachers and seven assistant teachers). During 2016-22, 801 students studied in classes six to eight without Art and Book craft teacher. Further, 822 students were studying yoga and physical education as compulsory subject in classes nine to 12 without any teacher during 2016-22. Besides, 191, 266 and 280 students were studying Economics, Geography and Sociology as an optional subject, respectively in classes 11 and 12 without subject specific teacher during 2016-22.

- In MDCSC, Saifai, three to nine contractual teachers were deployed on honorarium basis during 2016-22 against the sanctioned posts of five assistant teachers in the College. There was no regular teacher in this college.

- Analysis of results of class 12 UP Board examination in two sports colleges²⁹ revealed that out of 505 students appeared in Class 12 Board examination, 190 students (38 *per cent*) obtained Ist Division during 2016-22 and percentage of students obtaining Ist Division remained 28 *per cent* (in the year 2017) to 72 *per cent* (in the year 2021). Information regarding result of students registered and passed out class 12 examination in MDCSC, Saifai during 2016-22 was not made available to audit.

In reply (July 2023), the State Government stated that several requests were made for appointment of teachers on deputation basis from Education Department against the vacant post, which was not made available. So, the teaching was being carried out with the available qualified teachers.

The reply was not acceptable as availability of subject specific teacher was not ensured in Sports Colleges which impedes overall development of the students enrolled in these colleges. Further, 71 students³⁰ were expelled by these colleges due to academic non-performance indicating inadequate quality of education being imparted in the residential sports colleges.

²⁹ GGSSC Lucknow, BBSSC Gorakhpur.

³⁰ GGSSC Lucknow-22, BBSSC Gorakhpur-49

2.2.9.4 Other observations relating to sports colleges

Other significant observations noticed during the audit of sports colleges are as follows:

(i) Short holding of meeting

U.P. Sports Colleges Society Rules and Regulations stipulates that Board of Management shall meet quarterly each year or as many more times as may be necessary. Additional Chief Secretary/Principal Secretary, Sports Department, Government of Uttar Pradesh is the ex-officio Chairman of the Board of Management.

Audit scrutiny revealed that as against 24 meeting due during 2016-22, only six meetings (25 per cent) of the Board of Management³¹ were held. Besides, four meetings of U.P. Sports Colleges Society³² were also held during 2016-22, though there was no norm prescribing frequency for holding the Society meeting. The Chairman of Management Board had objected (June 2017) the delay of 17 months in holding the Board meeting and directed to hold the meeting invariably in every three months. However, the frequency of meetings remained low.

In reply (July 2023), the State Government stated that meetings could not be held due to Covid-19.

The reply was not acceptable as the shortage in holding of meeting were noticed even during 2016-20, i.e., period prior to Covid-19 pandemic.

(ii) Lack of gymnastic equipment

National Sports Policy, 2001 emphasises that suitable measures were to be initiated to ensure access to sports equipment of high quality.

Audit noticed that the Principal Secretary, DoS during the visit of Beer Bahadur Singh Sports College, Gorakhpur directed (February 2011) to submit the proposal for installation of gymnastic equipment of international standards on the demand of gymnastic sportspersons so that they may perform better in national and international competitions and may bring laurels to the State. The Principal, BBSSC submitted (March 2011) the estimate of French manufactured gymnastic equipment costing ₹1.44 lakh to the Sports Director. Since the installed gymnastic equipment were more than ten-year-old and had become obsolete and were affecting the performance of the sportspersons adversely, the matter was discussed in the Management Board meeting (March 2015) of U.P. Sports Colleges Society. Accordingly, the principal submitted (August 2015) a modified estimate of ₹ 1.05 crore of gymnastic equipment to the Sports

³¹ Meeting No.98 dated 19.06.2017, 99 dated 26.10.2017, 100 dated 31.05.2018, 101 dated 29.01.2019, 102 dated 05.03.2020 and 103 dated 16.12.2021.

³² As per the Uttar Pradesh Sports Colleges Society Rules and Regulations, Sports Minister of Uttar Pradesh is the Chairman Ex-officio of the Society. The meetings of the society were held on 06.08.2019, 31.10.2019, 17.12.2019, and 30.06.2022.

Director and stated that in case of inconvenience in purchase of equipment, sanction may be accorded for only ₹ 35.90 lakh for floor arena as the requirement of the equipment was inevitable. However, the gymnastic equipment could not be purchased due to unavailability of required fund from the Government (August 2022).

Audit scrutiny further revealed that 116 boy and girl sportspersons were enrolled³³ in gymnastic during 2016-22. Due to unavailability of appropriate gymnastic equipment, students practiced with the obsolete equipment.

During the exit conference, the State Government accepted the facts and assured that necessary efforts would be made in this regard.

(iii) Not conducting inter-house competition

Admission prospectus of the sports colleges mentions that with a view to encourage vigorous sporting spirit and competitiveness among sportspersons, inter house competitions are to be organised and winners felicitated with certificate and awards.

Audit scrutiny revealed that GGSSC, Lucknow and MDCSC, Saifai did not organise any inter house sports competitions during 2016-21. Thus, the colleges did not provide opportunity to students for participating in inter-house competitions which could have encouraged the sporting spirit and competitiveness among students.

(iv) High tension lines not shifted from playground

Two high tension lines³⁴ were going through the sports grounds of BBSSC, Gorakhpur, which were hindering practice of sportspersons and they were afraid of getting electrocuted. In this context, Urban Electric Distribution Division, Gorakhpur provided the estimate of ₹ 25.60 lakh and ₹ 2.74 crore for shifting of line in December 2005 and August 2018 respectively. Principal requested (October 2018) the UP Sports College Society to provide ₹ 1.19 crore for shifting of high-tension lines from main ground. However, the high-tension line could not be shifted as the required fund for shifting was not provided (August 2022).

In reply (July 2023), the State Government stated that efforts were being made to shift these high-tension lines. However, the fact remains that the State Government did not release required funds.

(v) Non-refund of caution money

Admission prospectus of the sports colleges stipulates that parents of the students are compulsorily required to deposit ₹ two thousand as caution money at the time of admission. The caution money is refundable at the

³³ Including all enrolled students (69) in 2016-17 and new admission (47) students in gymnastic during 2017-20.

³⁴ 33 kilovolt amperes (KVA).

time the student finally leaves the college after adjustment of any dues against the student.

Audit scrutiny revealed that the sports colleges did not maintain any record relating to deposit of caution money. Further, 826 students³⁵ took admission in all the three colleges in class VI and as such, deposited ₹ 16.52 lakh³⁶ as caution money during 2016-22. Besides, 492 students³⁷ passed class XII during 2016-22 but the colleges did not refund ₹ 9.84 lakh³⁸ of caution money.

In reply (July 2023), the State Government stated that in cases of BBSSC Gorakhpur and GGSSC Lucknow, no student had requested for refund of caution money since 2016-17 and it would be refunded on demand. It further stated that MDCSC Saifai refunds caution money after completion of academic session.

The reply is not acceptable since sports colleges were required to refund the caution money *suo motu* without awaiting demand from parents. Besides, MDCSC Saifai had accepted (September 2023) that caution money was not refunded. Further, the sports colleges failed to maintain the records for collection, refund and forfeiture of caution money.

2.2.10 Training

DoS provides coaching to the emerging sportspersons through sports hostels, sports colleges and coaching camps by utilising the services of departmental coaches and part-time coaches. Audit observed the following:

2.2.10.1 Shortage of coaches

Coaches were responsible for upgrading the skill of sportspersons and organising training camps. The availability of permanent and part-time coaches during 2016-22 is given in **Table 5**.

Table 5: Position of sanctioned and available coaches for training camps

Year	Coaches Sanctioned		Coaches available		Shortage of Coaches (in per cent)	
	Permanent ³⁹	Part time	Permanent	Part time	Permanent	Part time
2016-17	209	450	130	322	79 (38)	128 (28)
2017-18	209	450	131	369	78 (37)	81 (18)
2018-19	209	450	141	390	68 (33)	60 (13)
2019-20	209	450	141	367	68 (33)	83 (18)
2020-21	209	450	134	0 ⁴⁰	75 (36)	0
2021-22	209	450	130	179	79 (38)	271 (60)

(Source: Sports Directorate)

³⁵ GGSSC, Lucknow 273 student, BBSSC, Gorakhpur 236 student and MDCSC, Saifai 317 student.

³⁶ Calculated @ ₹ two thousand per student as no register was maintained.

³⁷ GGSSC, Lucknow 287 student, BBSSC, Gorakhpur 205 student. MDCSC Saifai did not make available the position of students passing out of class XII.

³⁸ Calculated at the rate of ₹ two thousand per student as no register was maintained.

³⁹ Including sports officers, deputy sports officers and assistant coaches

⁴⁰ As per the Sports Directorate, training was not imparted during 2020-21 due to Covid-19 pandemic.

It was evident from Table 5 that the vacancies of permanent and part-time coaches during 2016-2020 and 2021-22 were 33 to 38 *per cent* and 13 to 60 *per cent* respectively. Sports wise analysis of availability of part-time coaches revealed that in nine sports⁴¹ average shortages ranged from 50 to 83 *per cent* (**Appendix 2.2.6**) against sanctioned strength during 2016-22. Since each coach was responsible for organising a training camp, shortage of coaches adversely affected the training schedules of sportspersons and hampered their skill development. In two⁴² out of 13 test checked districts, 4,012 sportspersons were registered and practiced without coaches in swimming, boxing, lawn-tennis, shooting and squash (**Appendix 2.2.7**) during 2016-22.

In reply (July 2023), the State Government stated that at present, 115 permanent and 402 part-time coaches were deputed. The State Government further stated that the deployment was not completed due to unavailability of suitable candidates as per the prescribed standards in swimming, boxing, lawn tennis, shooting and squash. The Government also stated that action was being taken to complete the deployment of required number of coaches.

2.2.10.2 Injury management of trainees

National Sports Policy 2001 stipulates for providing adequate insurance cover and medical treatment in the event of any eventuality/requirement for the sportspersons.

Audit observed that the State government made a provision of ₹ 2,000 per sports person per year for extending medical facilities for the sportspersons residing in the sports hostel. In respect of the sportspersons of the sports college, the State government sanctioned post of medical officer⁴³ for meeting their medical requirements. Further, the State government also made provisions for establishment of physiotherapy center in each sports stadium during 2016-22. However, no arrangement was made for injury management of the sportspersons attending the training camps organised by RSOs/DSOs as confirmed (July 2024) by the Sports Directorate.

Audit examined the records related to availability of medical facilities in sports colleges, sports hostels and establishment of physiotherapy centers in sports stadium and noticed that:

- Out of three sports colleges in the State the post of medical officer was vacant in two sports colleges, viz., BBSSC, Gorakhpur and MDCSC, Saifai. As a result, the hospital/dispensary buildings (**Appendix 2.2.8**) were also remained underutilised during 2016-22.

⁴¹ Archary, Badminton, Basketball, Karate, Kayaking & Canoeing, Lawn Tennis, Rowing, Squash, Swimming.

⁴² Agra and Jhansi.

⁴³ One in each sports college during 2016-22.

- Out of 13 test checked RSOs/DSOs, physiotherapist were available in only two⁴⁴ districts. Thus, the concept of injury management for sportspersons was poor.

In reply (July 2023), the State Government stated that a provision of ₹ 2,000 per sportspersons was made for meeting the medical expenses of sportspersons residing in the hostels. The State Government further stated that medical benefits to sportspersons under Ayushman Bharat scheme at the district level had also been sanctioned in July 2023. During the exit conference, the State Government assured that necessary action would be taken with reference to first aid injury management.

2.2.10.3 Diet management system

An athlete's daily energy intake provides for immediate energy needs for body functions, activity and growth, while influencing body's energy stores. The State Government fixed (December 2021) ₹ 375 per day as diet money every day for every sportsperson in sports colleges and sports hostels for all the sports discipline. Prior to that, rate of ₹ 250 for sports hostels and ₹ 200 for sports colleges was effective.

Scrutiny of records revealed that the Department did not develop any mechanism to evaluate nutritional level of the sportspersons. Further, the State Government implemented (October 2020) the diet chart without considering the game-wise requirement of calories. Thus, diet management of the sportspersons was not based on scientific evaluation of nutritional level of sportspersons and their needs in view of specific sports.

In reply (July 2023), the State Government stated that as per Government order (December 2021), food was provided based on menu at the rate of ₹ 375 per day per sportspersons in residential sports hostels. During the exit conference, the State Government assured that necessary action would be taken in respect of audit observation on diet management.

2.2.10.4 Poor efforts to increase awareness regarding doping

National Anti-Doping Agency (NADA), an autonomous body under the Government of India, implements country's Anti-Doping programmes in sports.

Audit observed that DoS did not make available the list of substances/drugs prohibited by NADA, besides coaches were also not trained about NADA rules/prohibited substances for sportspersons during 2016-22. No programme was undertaken for the awareness of sportspersons about the effect of doping. Thus, DoS did not take any measure for awareness among coaches and sportspersons in respect of doping.

⁴⁴ The facility of physiotherapist center was established only in K D Singh Babu Stadium Lucknow. However, physiotherapist was engaged on an honorarium basis in Green Park Stadium Kanpur.

The State Government did not offer any comment regarding doping in its reply (July 2023).

2.2.11 Environment for sports

2.2.11.1 Shortage of administrative manpower

To carry out various functions of the Department, it was essential to fill up the vacant posts of different categories, as shortage of staff especially for long periods eventually affects the performance of the Department.

As of March 2022, overall shortage of manpower ranged between 36 *per cent* and 48 *per cent* in Group B, C and D cadres of DoS (**Appendix 2.2.9**). This includes shortage of Sports Officer (19 *per cent*), Deputy Sports Officer (24 *per cent*) and Assistant Coach (92 *per cent*), who are permanent coaches for various camps being organised by DoS. Audit noticed that vacancy existed due to non-finalisation of service rules, unavailability of suitable candidates for promotion in case the posts were to be filled from feeder cadre and time lag in providing clarifications to the queries of recruitment agency.

In reply (July 2023), the State Government provided various reasons for vacancies, viz., proposals pending at Government level/ Uttar Pradesh Subordinate Service Commission (UPSSC) level, unavailability of suitable candidates in feeder cadre for promotion, pending finalization of service rules, etc., as detailed in **Appendix 2.2.9**.

2.2.11.2 Participation of female sportspersons

National Sports Policy 2001 stipulates that efforts will be made to promote and encourage female participation in sports. DoS envisages to increase awareness of female participation in sports through sports associations, educational institutions and coverage through electronic media.

Audit observed that DoS organised 2,105 camps for 22 to 32 sports in 26 to 71 districts in which participation of female sportspersons remained 18 to 22 *per cent* (**Appendix 2.2.10**) during 2016-22. No separate camp dedicated to female sportspersons was organised, except two camps in Agra and one camp in Raebareli. Further, 12 out of 44 sports hostels for female sportspersons remained unutilised by 18 to 30 *per cent* (**Appendix 2.2.11**) during 2016-20, whereas female sportspersons hostels had vacancy of 77 *per cent* and 71 *per cent* during 2020-21 and 2021-22 respectively mainly due to covid-19 pandemic. Further issues related to female sportspersons are discussed below:

(i) Rights of female sportspersons

GoI circulated (August 2010) guidelines for prevention of sexual harassment of female sportspersons which provided for setting up a complaint mechanism for redressal of complaints made by the victims.

The Directorate of Sports informed (July 2024) Audit that the Committee On Sexual And Mental Harassment Of Working Women constituted in the Directorate also redresses complaints received from female sportspersons. However, no such complaint has been received from female sportspersons during 2016-22. The Directorate further informed that Uttar Pradesh Olympic Association had constituted (July 2023) a committee for redressal of sexual and mental harassment complaints received from female sportspersons. The Directorate, however, was not aware whether any such committee was constituted by Uttar Pradesh Olympic Association during 2016-22. Audit further observed that:

- Nine out of 13 test checked districts, RSOs/DSOs stated that there was no such committee constituted at district level to deal with complaints by female sportspersons. However, three⁴⁵ test checked districts stated that redressal of complaints was done whenever the complaints are received and Regional Sports Officer, Lucknow stated that a mahila help desk was constituted.
- No gender sensitisation camp was organised in any of the 13 test checked districts during 2016-22.

In reply (July 2023), the State Government stated that a complaint cell had been constituted at the Directorate level to redress the sexual harassment complaints of female sportspersons. Further, arrangements are made to send women coach along with female sportsperson while travelling in trains to ensure safety. RSO/DSO takes help of police administration in sexual harassment cases of female sportspersons at District/Division level. Directorate further informed (July 2024) that security was ensured with the assistance from police/local administration at district level during training/competition involving female sportspersons, no separate system was developed during 2016-22.

(ii) Shortage of female coaches

As against the sanctioned permanent and part-time coaches, the percentage of female coaches available was 11 to 12 *per cent* and eight to 21 *per cent* respectively during 2016-22 (**Appendix 2.2.12**). The Government order stipulates that separate camp for female sports may be organised if the number of female sportspersons is high in the camp. It was, however, observed that in 106 out of total 2,105 camps (**Appendix 2.2.13**) during 2016-22, the percentage of female sportspersons were 50 *per cent* or more of entire sportspersons registered for the camps, but no separate camp was organised for female sportspersons except two camps in Agra and one camp in Raebareli.

In reply (July 2023), the State Government stated that female coaches are provided wherever departmental officers requested in cases of higher participation of female sportspersons. The State Government further stated

⁴⁵ Agra, Banda and Bareilly.

that there was no separate reservation policy for female coaches. During the exit conference (July 2023), the State Government stated that efforts would be made to increase the participation of female sportspersons.

2.2.11.3 Sports Associations/ Federations

State Sports Associations are responsible for the competitive side of sports and to send teams to participate at national level competitions. DoS provides technical and financial assistance for conducting such events. The financial assistance is provided to those Associations who accept the prescribed guidelines of the Government. DoS provides recognition to the association on fulfilling terms and conditions provided in the guidelines.

Scrutiny of records revealed that 34 Sports Associations had accepted the guidelines of DoS as of March 2022. However, there was inadequate coordination between DoS and Sports Associations. Only 16 out of 34 sports associations provided list of office-bearers to DoS as of March 2022. Further, DoS provided financial assistance of ₹ 20.24 crore (**Appendix 2.2.14**) to only five⁴⁶ sports associations during 2016-22 for organising sports activities.

Audit further noticed that there were disputes in four State Sports Associations⁴⁷, consequently they were not organising competitions and sending no teams at national level competitions. However, DoS was organising the training camps for three out of these four sports (**Appendix 2.2.15**) and 5,450 sportspersons were enrolled in these camps during 2016-22. However, these sportspersons could not participate in State/National competitions. Directorate stated (March 2022) that in case of disputes in Sports Association, teams were not selected and not sent for competition.

During the exit conference (July 2023), the State Government stated that efforts would be made to ensure better coordination between associations/federations and DoS.

2.2.11.4 Lack of support to differently abled sportspersons

DoS provides award and other facilities to differently abled sportspersons alike normal sportspersons. In test checked district, Audit observed the following:

- Separate facilities such as toilet and ramp were available in four districts (Agra, Bareilly, Lucknow and Meerut) for differently abled sportspersons. In Meerut, weightlifting hall and athletic field for differently abled sportspersons were available. However, in other nine test checked districts, no such separate facilities were available for differently abled sportspersons during 2016-22.

⁴⁶ Badminton, Hockey, Judo, Handball and Weightlifting.

⁴⁷ Uttar Pradesh Power Lifting Federation Lucknow/Kanpur, Uttar Pradesh Netball Federation Ghaziabad, Uttar Pradesh Taekwondo Federation Lucknow, Uttar Pradesh Shooting Ball Federation Meerut.

- In any of the test checked districts, no sensitisation campaign was organised among the sportspersons to make them aware towards differently abled sportspersons during 2016-22.
- DoS did not take any steps to encourage sports among differently abled sportspersons as it did not organise any tournament/competition exclusively dedicated to differently abled sportspersons in test checked districts, except Bareilly, during 2016-22.

In reply (July 2023), the State Government stated that differently abled sportspersons were conferred Lakshman Award/Rani Laxmibai Award. The State Government further stated that Uttar Pradesh Para Sports Association was recognised in May 2023, consequently differently abled sportspersons would be provided more facilities.

2.2.12 Monitoring

2.2.12.1 Non-maintenance of compiled database of sportspersons

Audit noticed that DoS had compiled information of international-level and national level players. However, the compiled database with respect to emerging sportspersons who were being trained in the sports facilities created by DoS was not being maintained. Such database could be helpful in better planning for different sports disciplines and need-based allocation of resources.

In reply (July 2023), the State Government stated that information about sportspersons undergoing training/participating in competitions was compiled in District Sports Offices and Regional Sports Offices.

Fact remains that database of sportspersons were not compiled at Directorate level, besides in test checked districts only two⁴⁸ district sports offices have informed that database of sportspersons was maintained.

2.2.12.2 Ineffective quality control of construction works

The State Government directed (November 2015) that for ensuring quality of constructions, the report of district level Quality Control Committee on the construction of sports infrastructures was to be made available to the Directorate by the 5th of every month.

Audit observed that monthly reports of the district level quality control committee were not forwarded to the Directorate by all departmental officers during 2016-22. Audit found that district quality committee tested the quality and submitted its reports only at the time of taking over of the possession of newly constructed sports infrastructures, which was in violation of the directions of the State Government. Further, this progress

⁴⁸ Prayagraj and Sitapur,

report of construction works was not vetted appropriately due to vacant post of assistant engineer at the Directorate level since the year 2009.

In reply (July 2023), the State Government stated that a committee was constituted at district level to ensure quality control and inspections were ensured by the departmental officer in the district from time to time.

The reply was not acceptable, as quality control reports of all the ongoing construction works were not received in the Directorate every month.

2.2.13 Conclusion

In the absence of a State sports policy during 2016-22, the measures taken for promotion and development of sports in the State were largely ad-hoc. No prioritisation of sports disciplines in order to achieve excellence was done.

Budgetary resources were not allocated rationally leading to huge savings while facilities suffered due to lack of funds. No effective measures were taken to broad base sports infrastructures among the various districts, as in five districts even basic sports facility was not available. Projects were sanctioned without feasibility reports, or without ensuring availability of funds or without indicating the timelines for their completion. Consequently, there were substantial delays in completion of construction works. Multiple sports facilities in test checked districts created after substantial investments were lying unutilised, many for want of repair and maintenance. There was lack of equipment and facilities in other places. There were large scale dropouts/terminations in Sports colleges and many seats vacant.

Similarly, the Department of Sports could not properly address the shortage of coaches. Issues such as not employing the services of physiotherapists, no mechanism to increase awareness regarding doping to promote fair play, poor participation of females, shortage of female coaches and inadequate support to differently abled sportspersons, etc. were noticed during the performance audit.

2.2.14 Recommendations

- *The State Government should ensure that sports facilities are created in the State after detailed survey and assessment of need. Responsibility should be fixed where projects are taken up without these leading to unfruitful expenditure.*
- *Maintenance and repair of sports facilities and equipment should be taken up timely and budget provided at beginning of year itself after proper assessment. Action needs to be taken against the concerned and the agencies where these facilities are lying damaged and neglected.*

- *The State Government should ensure that rights and obligations should be clearly laid down in agreement with construction agencies with penalty clauses for default and the works are executed in a transparent, accountable and timely manner.*
- *Vacancies in coaching staff should be filled up. Also, the State Government should employ services of required number of physiotherapists.*
- *The State Government should prepare a database of all the sports trainees for adequate follow-up of their progress.*
- *A responsive complaint redressal mechanism needs to be enforced in all districts to deal with the complaints of sportspersons.*
- *Concrete measures should be taken to increase awareness against doping to promote fair play and a healthy lifestyle among sportspersons /sports trainees.*
- *A better coordination with DoS and Sports Associations should be ensured to promote competitive sports in the State.*