

CHAPTER- II
Subject Specific
Compliance Audit
and Other
Compliance Audit
Paragraphs

Chapter-II

Department of Youth Empowerment and Sports (DYES)

2.1 Subject Specific Compliance Audit on Implementation of Karnataka State Sports Policy - 2018

Introduction

The State Government launched the Youth Policy in 2012, structured around nine focus areas called *Navaratnas* based on the outcome of the survey conducted in 2010 by the Karnataka Jnana Aayoga⁸ on youth attitudes, perceptions, aspirations and expectations of youth in the State. The sixth *Navaratna*, which emphasizes expanding sports and recreational opportunities, led to the formulation of a Comprehensive Sports Policy in 2018, aimed at creating a self-sustaining sports ecosystem through strategic interventions. The Department of Youth Empowerment and Sports (DYES) is headed by the Additional Chief Secretary, while the Commissioner serves as the administrative head. The Organisation set up of the DYES and implementing authorities such as Sports Authority of Karnataka (SAK)⁹ constituted in May 1995 and General Thimmayya National Academy of Adventure (GETHNAA)¹⁰ established in March 1989 is depicted in **Appendix 2.1**.

The Karnataka Olympic Association (KOA) is the affiliating body responsible only for recommending financial assistance to recognised/affiliated sports associations and does not fall under the administrative purview of DYES.

The objective of the Sports Policy in line with the vision and core value was to create a vibrant, knowledge-enabled, technology driven, transparent eco-system for the development and promotion of sports participation and sports excellence in Karnataka.

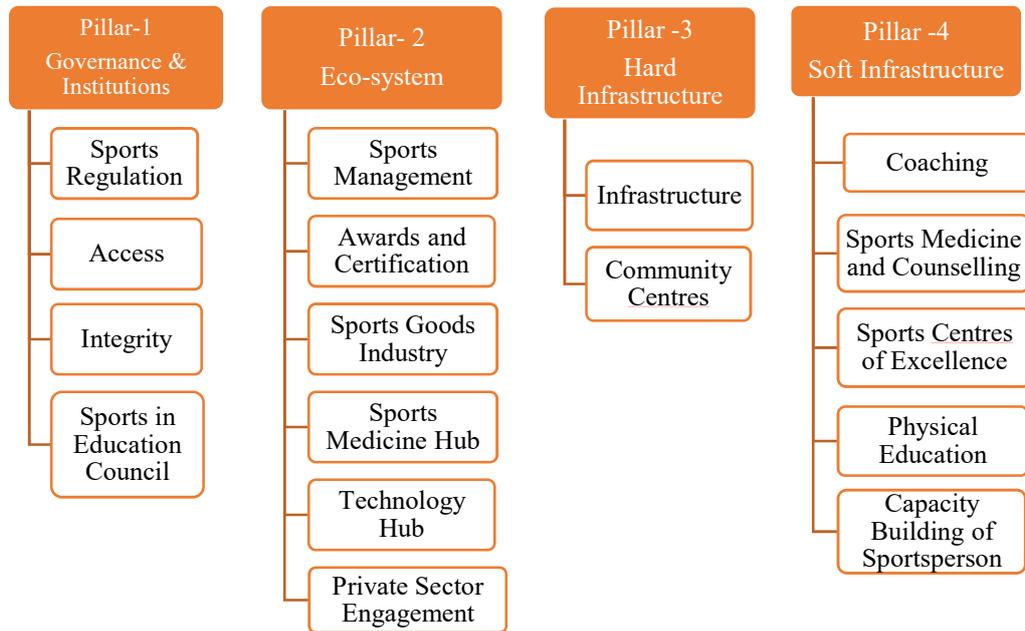
To achieve the objectives, the Sports Policy envisioned a 12-year timeframe with a short-term and long-term perspective with specific targets. Based on the values and objectives, the Policy proposed four interventions as “Four Pillars” and envisages achieving the 17 stated goals by 2030 as detailed in **Chart 1**:

⁸ A high-powered advisory body set up by Government of Karnataka in 2008.

⁹ An autonomous society is the primary implementing body of the State Sports Policy. It is chaired by the Minister of Sports with 16 government-nominated members. The Director General (designated as the Commissioner, DYES) serves as the Principal Executive Officer.

¹⁰ The academy comprises of a Chairman, a Vice-Chairman, with the Commissioner, DYES serving as a Member Secretary/Director General, and seven members. GETHNAA’s mandate includes conducting terrestrial, aero, and aqua sports, sponsoring expeditions, offering training courses, rewarding excellence in adventure activities, supporting clubs/companies, and providing financial assistance as per its rules

Chart 1: Four Pillars and 17 goals of the Sports Policy



Source: Karnataka State Sports Policy-2018.

This would ultimately be a measure of the progress made by the State in sports and a reference point for the commitment made towards the use of sport as a social tool for empowerment, community development and healthy well-being of society.

The Subject Specific Compliance Audit was taken up to assess whether the DYES complied with the core objectives of the Policy for planning its activities, utilizing allotted funds, implementing the activities, and devising monitoring and evaluation mechanisms in achieving the goals of the Policy with the following criteria:

- Karnataka Sports Policy 2018.
- Grant-in-Aid Code for SAK, GETHNAA Byelaws and Rules 1989 and Accreditation and Affiliation rules.
- Handbook on field of play and specification for sports Infrastructure by SAI as per IAAF Specifications, National/State Guidelines for establishing Centre of Excellence.
- The Karnataka financial Code, Karnataka Budget Manual and Manual of Contingent Expenditure and The Karnataka Transparency in Public Procurement Act 1999 and amendments.
- Recommendations of Karnataka Evaluation Authority (October 2020)
- Codes, Manuals, Instructions, Circulars, Government Orders issued by the Government of Karnataka (GoK) and the Nodal agencies at State and District level.

the budget for the ensuing year for activities/courses proposed to be undertaken. However, the budget was not prepared on a realistic basis *i.e.*, based on the annual calendar of events, obtained from the sports association by SAK/DYES for distribution of cash awards, incentives, remuneration, assistance/subsidy payable to sports persons/coaches, funds required for creation of hard and soft infrastructure *etc.*

We observed that SAK and other implementing agencies were not obtaining the annual calendar of events, requirements for hard and soft infrastructure, probable requirements of funds for cash awards, incentives *etc.* DYES also did not ensure compliance to the Sports policy by the implementing agencies before finalizing the budget. The observation on the non-compliance to the sports policy are discussed in succeeding paragraphs.

2.1.1.1 Non enactment of a Comprehensive Sports Act and Sports Regulation

In the Sports Policy¹³ emphasis is placed on granting autonomy to sports institutions and State associations while ensuring adherence to principles of good governance. The Policy calls for the enactment of a comprehensive Karnataka Sports Act and Regulation to emphasize democratic functioning of SAK and sports associations through transparent governance, periodic elections, broad representation, and ethical conduct, supported by corporate management structures ensuring financial transparency, clearly defined roles and responsibilities, a code of ethics, and well-defined rules governing powers, duties, recognition procedures, and institutional norms.

However, the Government is yet to enact a Comprehensive Sports Act and bring about Regulation even after a lapse of seven years since the launch of the Policy. Due to lack of a comprehensive sports Act/Regulations, irregularities like lack of financial transparency, non-accountability, improper maintenance of infrastructure, regional disparities in sports hostels, discrepancies in identifying talents, lack of co-ordination between departments and stakeholders were observed which are discussed in the subsequent paras.

The Government stated (September 2025) that the SAK and the State Sports Associations are registered under Karnataka Societies Registration Act, 1960. They are autonomous organisations functioning as per their byelaws. As such, any deviations in their functioning from the approved byelaws is subject to penal action under the Karnataka Societies Registration Act, 1960.

Reply is not acceptable as the Sports Policy has mandated for the enactment of the Sports Act and Byelaws of the respective societies cannot substitute an Act.

2.1.1.2 Non-compliance to Sports Policy by the implementing agencies

The observations on non-compliance with the Sports Policy by the implementation agencies are brought out in **Table 2.1**:

¹³ Clause 2.2, 2.10 and 2.11.

Table 2.1: Details of non-compliance to Sports Policy

Sl. No.	Clause as per Sports Policy	Objective	Audit observation
1	a) 2.19 (1) (x): Sports associations to prepare the annual calendar of events for submission to KOA/SAK by first week of April and approved by DYES. b) Grant-in-aid Code of SAK for release of grants.	To get eligibility for financial grants	None of the 27 sports associations were submitting the annual calendar of events to the SAK. Contrary to the policy, SAK followed its own GIA code for releasing grants to these associations. Accordingly, SAK released ₹13.02 crore to 27 ¹⁴ Associations during 2019-20 to 2023-24. The GIA Code was not amended (last amended in 2012) after the launch of the policy.
2	3.5: SAK to prepare Calendar of International events	To promote Bengaluru as host city for international events.	SAK had not prepared the Calendar of International events. Thereby the opportunity of showcasing Bengaluru as host city for global sporting events is lost.
3	3.8: SAK to prepare a calendar of district/taluk/State level games.	To train the athletes on events scheduled for the ensuing year to encourage participation of athletes at local level.	SAK had not prepared the Calendar of district/Taluk events. It conducted only Dasara Kreedha Koota which is an annual event (during <i>Dasara</i> Festival) at the taluk level, district level and State level. There was no proactive planning by SAK to encourage participation at local level, recognise talents and grant rewards. This would hamper the preparation and development of sports persons as they were not aware of the competitions held at District/Taluk level.
4	Chapter 6 of Policy and GETHNAA Rules, 1989 on activities to be conducted	To prepare budget on activities/courses proposed to be undertaken during the ensuing year.	GETHNAA submitted only a lump sum financial outlay without preparing the annual calendar of sports activities proposed to be organised in the ensuing year. The Government released ₹15.85 crore during 2019-20 to 2023-24 to GETHNAA. Out of ₹15.85 crore released, the academy spent ₹12.43 crore mainly on office expenses (32.18 percent) and construction of sports centres (28.31 percent). In contrast to the GETHNAA objective, only 4.66 percent was allocated to adventure activities which included hosting one international event, three national competitions, and two sports festivals over a period of five year.

Source: Karnataka State Sports Policy-2018 and information furnished by the DYES.

¹⁴ ₹12.91 crore to 24 associations and ₹0.11 crore to 3 associations which conducted events prior to launch of the policy and received grants after launch of the policy.

Government accepted (September 2025) that no calendar of events was prepared by Sports Associations and submitted it to SAK through KOA and assured that necessary action would be taken to obtain the calendar of events in future. Further in respect of GETHNAA expenditure, the adventure sports activities require the services of highly trained manpower, sophisticated equipment like ropes, carabiners, rafts, speed boats, life jackets, parasails *etc.*, and the duration of training range between five and 21 days which requires accommodation and other facilities and hence, major portion of the expenditure of academy is incurred towards honorarium of experts, adventure equipment and infrastructure facilities.

2.1.1.3 Regional disparity in creation of sports infrastructure

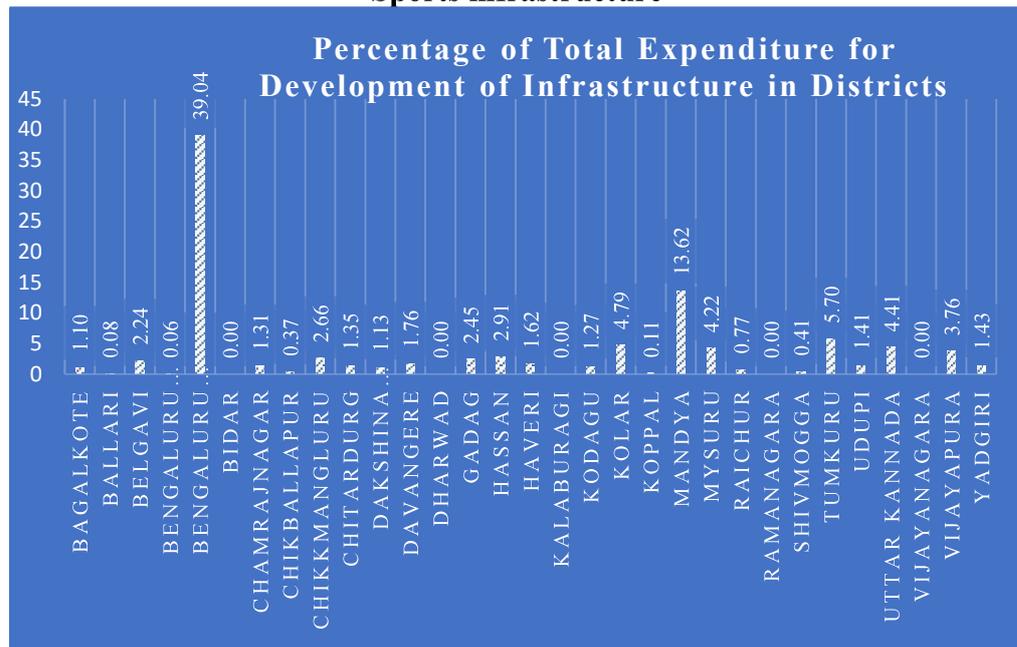
The SAK is required¹⁵ to make an inventory of all the facilities and grounds available in the State and identify facilities that are available in private institutions which can fill the gap.

We observed that the DYES had maintained records of its own facilities but did not collect data on sports infrastructure in private institutions. As a result, no comprehensive gap analysis was conducted, leading to the absence of a targeted financial plan or private sector engagement to address infrastructure shortfalls. We, in eight test-checked districts, observed idle or under-utilised infrastructure, poor maintenance, limited access in taluks, regional disparities, and issues such as incorrect site selection and repeated changes in the scope of works as commented in subsequent paragraphs.

Further, it was observed in the absence of gap analysis, there is huge regional disparity in the expenditure incurred during 2019-20 to 2023-24 towards development of sports infrastructure throughout the State as detailed in **Chart 3:**

¹⁵ Clause 4.1 of the Sports Policy 2018.

Chart 3: Regional Disparities in distribution of expenditure towards Sports infrastructure



Source: Information furnished by DYES.

The chart reveals that 29 Districts accounted for just 0–6 per cent of the total expenditure which included five districts viz., Bidar, Dharwad, Kalaburagi, Ramanagara and Vijayanagara were not provided with any funds till date. The major portion of the grants were invested only in two districts viz., Mandya and Bengaluru Urban with expenditure of 14 and 39 per cent respectively.

Government stated (September 2025) that stadium maintenance across the State cannot be made from the grants allocated under Capital Expenditure Plan. Government justified the expenditure in Bengaluru towards maintenance and upkeep of stadium which is used for international events. Further, infrastructure projects are being taken up only where essential and strictly as per the approved action plan of the Government. Further, in some districts the infrastructure could not be created due to the non-availability of land. However, in respect of districts situated in Kalaburagi Division, allocation of funds for creation of sports infrastructure is being done from Kalyana Karnataka Development Board.

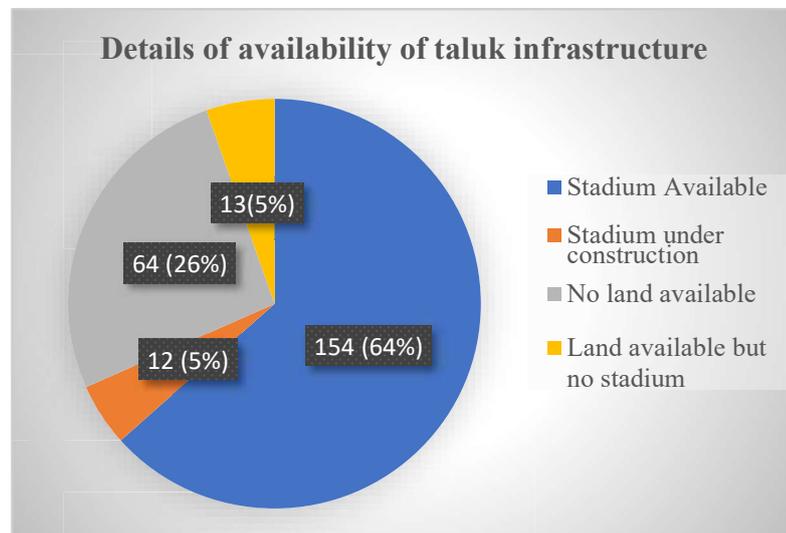
Reply is not acceptable as the policy mandated for creation of infrastructure in each District and taluk by ensuring the availability of land. However, Government/DYES did not identify and prioritize districts/taluks for creating facilities which lacked the basic infrastructure. This ultimately resulted in uneven distribution of expenditure on creation of infrastructure facilities as shown in the chart *ibid*.

2.1.1.4 Unequal distribution of sports infrastructure in taluks

According to the Sports Policy¹⁶, every district was to have at least one Multi-Sports Coaching Centre and one Olympic-standard Swimming Pool by 2030, while each taluk and town municipality was to be equipped with an active and well-endowed Community Sports Centre typically located within the Taluk Stadium. It was also envisaged that such centres could be developed in convergence with the MGNREGA scheme to serve as hubs for grassroots sports activities.

Audit scrutiny of data from 31 districts revealed that the DYES had identified 243 taluks for sports infrastructure development. The details of the availability of infrastructure in the taluks are illustrated in **Chart 4** below:

Chart 4: Details of availability of taluk infrastructure



Source: Information provided by DYES.

In none of the eight districts selected, the Multi-Sports Coaching Centre and one Olympic-standard Swimming Pool were available. It was further observed that Community Sports Centres for conducting regular Taluk and District level games as envisaged could not be established by the DYES in 29 sampled taluks due to the non-availability of Taluk Stadiums. This underscores the absence of systematic planning and insufficient need assessment by the DYES in carrying out the policy mandate.

The Government accepted (September 2025) that no stadiums could be built in Bengaluru Rural and several taluks due to the non-availability of land, and accordingly sportspersons from these areas are being asked to use nearby taluk stadiums or school playgrounds.

The fact remains that 89 taluks remained without sports infrastructure thereby the local youths were deprived of access to facilities necessary for nurturing

¹⁶ Clause 4.10-4.13 of the Policy.

sporting talent and reflected an uneven distribution of infrastructure across the State.

2.1.1.5 Absence of planning for promotion of sports at grass root level

The Policy¹⁷ mandated that the State incentivize local sports competitions organised by sports clubs, youth clubs, schools, and colleges by allocating funds based on participation levels through co-ordination with community and Panchayat leaders.

We observed that the DYES did not prepare an action plan for allocating funds to support sports competitions organised by local units. As a result, there was no structured planning for promoting sports at the grassroots level.

The Government stated (September 2025) that grants are provided for organizing the Karnataka *Dasara Kreedha Koota* and Mini-Olympics and events are conducted at the taluk, district, division, and State level highlighting its active role in promoting sports at the grassroots level.

The reply is not acceptable as *Dasara Kreedha Koota* is a part of *Dasara* events conducted once in a year whereas Mini Olympics is not conducted every year. For promoting sports at grassroot level the DYES was to prepare action plan every year for conducting sports events regularly at grassroots level.

2.1.2 Financial Management

2.1.2.1 Budget allocation and utilisation

The year-wise details of fund allocation and release by the State Government and expenditure incurred by DYES towards implementation of Sports Policy during 2019-20 to 2023-24 are shown in **Table-2.2**:

Table 2.2 Statement showing the Budget allocation, release and expenditure

(₹ in crore)					
Year	Allocation	Release	Expenditure	Unspent Balance	Funds parked in SAK
2019-20	191.62	203.09 ¹⁸	191.48	11.61	0
2020-21	133.75	132.52	129.25	3.27	0
2021-22	140.33	137.87	135.74	2.13	4.95
2022-23	253.42	253.24	249.93	3.31	1.84
2023-24	182.29	180.71	170.21	10.50	16.47
Total	901.41	907.43	876.61	30.82	23.26

Source: Information furnished by the DYES.

¹⁷ Clause 3.9 of the Sports Policy.

¹⁸ ₹11.47 crore was re-appropriated by the Government resulting in excess release of grants against the allocation. However, the DYES could not utilise the original allocation and had surrendered ₹11.61 crore thus rendering the reappropriation as unnecessary.

We observed that ₹23.26 crore was withdrawn on grant-in-aid bills and parked in the SAK bank account to avoid lapses of grants but was shown as expenditure in respective financial years. Consequently, the actual unspent balance was ₹54.08 crore.

The Government stated (September 2025) that the funds would not be deposited with SAK in future while confirming that the current outstanding balance lying with SAK is ₹1.05 crore.

2.1.2.2 Non-submission of Annual Audited accounts by SAK and GETHNAA

SAK was required to report on the performance of State sports federations and submit annual Audited accounts¹⁹. However, SAK had not prepared annual accounts from 2019-20 to 2023-24 as required under Karnataka Co-Op Societies Act, 1960 despite receiving regular grants from the Government.

Similarly, though Clause 15 of the GETHNAA Rules 1989 mandated annual audits, GETHNAA last submitted accounts in February 2022 for the year 2018–19. While accounts for 2019–20 to 2023–24 were prepared in September 2024, they were not submitted to the DYES. We observed that the Chartered Accountant had also flagged serious irregularities²⁰ in the accounts. Though, the GETHNAA byelaws prescribe for audit by State Accounts Department and Comptroller and Auditor General of India, the same was not done in the absence of non-submission of accounts.

The Government stated (September 2025) that the audited accounts of SAK for the period from 2019-20 to 2023-24 was approved in the Governing Council meeting held in May 2025.

The reply is not acceptable, as grants were released to SAK and GETHNAA despite belated submission of accounts.

2.1.2.3 Release of Grants by SAK in violation of GIA code and Sports Policy

Sports Policy²¹ mandates that only Karnataka Olympic Association affiliated and recognized State sports associations are eligible for grants, with KOA forwarding proposals to SAK and DYES releasing funds. However, despite launching Sports Policy in 2018, the GIA code (last amended in 2012) was not updated to suit the policy leading to policy violations.

We observed that during the year 2019-20 to 2023-24, SAK released ₹12.91 crore for 205 events to 24 sports associations who neither had affiliation nor recognition with KOA (**Appendix 2.2 (A&B)**). This included ₹4.79 lakh advanced (August to November 2019) to one Association (Karnataka Athletic

¹⁹ As per Clause 2.14 of the Sports Policy.

²⁰ Non-maintenance and non-verification of fixed assets, depreciation claimed despite cash-based accounting, unreconciled bank balances, delays in statutory payments (TDS/PF), unadjusted advances and non-filing of IT returns *etc.*

²¹ Clause 2.19 of the Sports Policy.

Association) without bill submission and ₹5.96 lakh reimbursed to 10 associations towards inadmissible rider/entry fees. Further, ₹11 lakh was released to four unrecognised associations for 14 events held before the launch of the Sports Policy, violating Clause 3 (I) of the SAK’s GIA code.

As per the SAK’s GIA Code Clause 4(f), the Chairman is empowered to sanction up to rupees one lakh per case, and the Director General (DG) up to ₹35,000, with an overall annual ceiling of ₹25 lakh from the SAK Discretionary Fund for non-affiliated associations and clubs. However, SAK released grants totalling ₹7.94 crore (**Appendix 2.3**), which included release of funds to the extent of rupees one crore to Kannada Film Cricket Association exceeding both the individual sanction limit and the annual cap, in violation of the GIA Code provisions.

SAK released during 2019-20 to 2023-24, ₹5.21 crore as grants to KOA, contrary to the provisions of the Policy and GIA Code.

The Government while accepting the audit observation, stated (September 2025) that corrective action will be taken to release grants only to KOA-affiliated or recognized associations. Further, it was clarified that the ₹5.21 crore released to KOA for Mini Olympics (2019 & 2022) was as per Government directions.

The reply is not acceptable as the release of grants was not in conformity with the GIA code of SAK or the Sports Policy, 2018. The expenditure of ₹7.94 crore released by the Chairman was beyond the annual financial ceiling of ₹25 lakh prescribed in the SAK GIA code.

2.1.2.4 Irregular retention of funds

As per Note 2 below article 314 of KFC, Heads of Departments should surrender the anticipated savings in the funds provided for their departments immediately when they are foreseen and no savings should be held in reserve for meeting future possible excesses. The observation relating to retention of funds during 2019-20 to 2023-24 are brought out in **Table 2.3** below:

Table 2.3: Details of retention of funds by agencies

(₹ in crore)

Agency	Source	Amount released/ collected	Balance available	Inte rest earn ed	Audit observations
SAK	Grants	83.57	50.13	4.55	We observed that in the absence of specific directions on the utilisation of interest the amount earned was retained by SAK .
GETHNAA	Grants	15.85	3.28	1.23	Government was unaware of funds retained by GETHNAA as it had not reported the unspent amount and interest earned thereon and it continued to release grants every year. The academy was utilizing the interest in its activities without specific directions from Government.

Agency	Source	Amount released/ collected	Balance available	Inte rest earn ed	Audit observations
District Stadium Management Committee (DSMC)	Stadium & other receipts	30.79	30.79	0.71	Four ²² out of eight sampled DSMCs earned revenue by collection of user fees <i>etc.</i> and were lying unutilised in the bank accounts maintained by DSMC. No maintenance activity of the stadium was undertaken during this period despite earning huge revenue. Details of revenue earned by Davangere, Tumakuru, Mysuru and Dakshina Kannada were not made available to Audit.
Total		130.21	84.20	6.49	

Source: Data furnished by the DYES.

DYES, however, continued releasing grants to entities (SAK and GETHNAA) without insisting on submission of Audited accounts.

The Government stated (September 2025) that there was a precedent in the case of SAK utilising the accrued interest amount for the outstanding payments. In respect of GETHNAA, the academy being a non-profit society, interest accrued was used for the purpose of promotion of adventure sports. In respect of DSMC, the receipts are used to maintain the Stadium.

The reply is not acceptable as the retention of funds is not in conformity with Government Order, GIA Code of SAK or the Sports Policy 2018 and the funds were lying unutilised outside Government account.

2.1.2.5 Non-submission of Utilisation Certificates - ₹94.40 crore

SAK and GETHNAA had received grant-in-aid amounting to ₹83.57 crore and ₹15.85 crore respectively during 2019-20 to 2023-24 for the activities of the SAK / GETHNAA by following 161 (5) of KFC which mandates submission of UC. We observed that no UCs along with Audited expenditure statement were submitted by SAK and GETHNAA for the amounts ₹83.57 crore and ₹10.83 crore respectively.

The Government stated (September 2025) that the UCs were submitted to the Government from time to time relating to SAK. However, copy of UCs for the period 2019-20 to 2023-24 were not produced to Audit, hence, submission of UCs could not be ensured by Audit. The compliance for UCs in respect of funds released to GETHNAA was not furnished.

2.1.2.6 Distribution of cash awards- ₹8.46 crore - Non-furnishing of records

DYES and GETHNAA had distributed cash awards and scholarships to school students and sportspersons for the years 2019-20 to 2023-24 amounting to ₹10.98 crore and ₹0.49 crore respectively. However, the records of the details of beneficiaries' applications, list of candidates, shortlisted documents of

²² Ballari, Bengaluru Urban, Dharwad and Vijayapura.

certificates submitted and vouchers and bills towards the payments made to beneficiaries amounting to ₹8.46 crore²³ as detailed in the **Table 2.4** were not produced to Audit despite repeated requests²⁴ and meetings with the Commissioner (February 2025). In the absence of these records, we could not ascertain the correctness of the expenditure.

Table 2.4: Details of Cash awards and scholarships distributed to school students and sportspersons

(₹ in crore)		
Scheme	Year	Amount
Cash Award by DYES	2019-20	5.04
	2020-21	2.33
	2021-22	0.60
Cash Award by GETHNAA	2023-24	0.49
Total		8.46

Source: Information furnished by the DYES.

The Government requested (September 2025) additional time for producing records as the transactions pertain to the previous years.

2.1.2.7 Ineligible cash incentives to Sportspersons-₹4.54 crore

DYES was required to recognize and promote sporting excellence through appropriate cash awards and honours²⁵. We observed irregular payment of cash incentives to sports people to the extent of ₹4.54 crore under various awards/schemes as detailed in **Table 2.5**:

Table 2.5: Details of irregular release of cash incentives

Name of the Scheme	Total		Ineligible		Audit Observation
	Amount (₹ in crore)	Beneficiaries	Amount (₹ in crore)	Beneficiaries	
Cash Awards	2.50	215	0.69	66	The Department disbursed ₹68.85 lakh in Cash Awards to sportspersons in violation of Government guidelines, despite absence of proof of residence, merit certificates, recommendations from Associations <i>etc.</i> , as detailed in Appendix 2.4 .
Ekalavya Awards	0.76	38	0.18	09	As per the guidelines, beneficiaries were to be selected by a committee based solely on achievements in Olympic disciplines over the preceding five years, including the year of application. However, Audit observed discrepancies such as incorrect score evaluation, incomplete documentation and the inclusion of non-Olympic events under Olympic disciplines, in violation of the prescribed criteria (Appendix 2.5).
Karnataka Kreedha Ratna Award	0.31	31	0.22	22	Selected 22 sportspersons received awards totalling ₹22 lakh for Sports which are not Olympic, Asian or Commonwealth Games (Appendix 2.6).

²³ Cash award records for the year 2022-23 and 2023-24 were produced by DYES.

²⁴ Enquiry dt. 18/12/24 and reminders dated 21/1/25.

²⁵ As per clauses 3.10 and 3.16 of the Sports Policy.

Name of the Scheme	Total		Ineligible		Audit Observation
	Amount (₹ in crore)	Beneficiaries	Amount (₹ in crore)	Beneficiaries	
Lifetime Achievement Award	0.17	11	0.09	6	For 2020, out of four coaches recommended (January 2022) by the scrutiny committee, the selection committee rejected two without providing any recorded justification. Along with the remaining two recommended (March 2022) coaches, the DYES additionally selected three coaches (April 2022) without following the due process or evaluating their credentials. For 2021, a similar deviation was observed, where the selection committee independently selected three coaches, bypassing the scrutiny of their achievements. These actions resulted in disbursement of ₹9.00 lakh without adherence to the prescribed selection criteria (Appendix 2.7).
Amrutha Kreedha Dattu Yojana	7.50	75	0.70	07	Payments were made to individuals without verifying achievements, non-residents, participants of non-Olympic disciplines, and the exclusion of eligible beneficiaries. The DYES lacked software to monitor the daily progress of beneficiaries or report their status to the Government, as required by the scheme guidelines. Inability to verify performance led to the inclusion of seven ineligible beneficiaries, resulting in irregular payments totalling ₹70 lakh (Appendix 2.8).
Karnataka Sahasra Kreedha Pratibha Yojana	10.00	1,000	1.45	145	In 2017-18, the Government released ₹10 crore to support 1,000 pre-qualified talented sportspersons ²⁶ with one lakh rupees each. The payments were made to 63 ineligible candidates in 2022-23 who participated in sub-junior events, and for cases involving no or invalid performance certificates (9 cases), ₹9 lakh were disbursed to such ineligible beneficiaries. Further, ₹73 lakh was paid to 73 athletes from disciplines such as Kabaddi, Wushu, Soft ball, Net ball not listed in the scheme guidelines. Payment to 12 eligible athletes were wrongly rejected despite belonging to approved disciplines, thereby denying them rightful benefits.
SC/ST Encouragement Fund incentive Scheme	27.54	1936	1.21	61	As per the guidelines of the SCP-TSP Encouragement Fund incentive Scheme ²⁷ only sportspersons from Karnataka are eligible, and athletes representing other states or teams (e.g., Services, Airlines, Railways) are not entitled to the incentive. Further, only achievements from the previous calendar year (January to December) are to be considered for the current financial year, and participants in international and national senior games

²⁶The sportsperson including para-athletes should be Indian National and should have represented Karnataka successively in the past three years at National level. The exceptional achievement in the past years should be at International, national State/inter State/Inter University, State Level School games; sportspersons with exceptional global achievement record holders and probability of achieving higher records in the respective specialized sports; sportspersons performed exceptionally well in Olympic sports with a prospect of doing enhanced performance; young sportspersons under the age of 19.

²⁷An ongoing State scheme for providing incentives to SC/ST sports persons which was continued after the launch of the Sports Policy.

Name of the Scheme	Total		Ineligible		Audit Observation
	Amount (₹ in crore)	Beneficiaries	Amount (₹ in crore)	Beneficiaries	
					are specifically excluded. However, instances of payments to athletes representing other teams (2 cases involving Services), participation in senior games (30 cases), and benefits claimed for achievements outside the relevant calendar year (29 cases). These irregularities resulted in payments amounting to ₹1.21 crore, contrary to the scheme's provisions.
Total			4.54		

Source: Karnataka State Sports Policy-2018 and information furnished by the DYES.

The Government stated (September 2025) that awardees were shortlisted inviting applications and finalised by a committee chaired by the Hon'ble Sports Minister, followed by issue of Government Order.

The reply of the DYES is not acceptable as awards were granted without verifying achievements and included ineligible sportspersons who were non-residents, represented other service teams, had inadequate representation, incorrect score evaluations, incomplete documentation, or participated in non-Olympic disciplines.

2.1.2.8 Suspected misappropriation of funds in *Cash Awards / Incentives- ₹0.93crore.*

As per the Sports Policy²⁸, recognizing medal-winning sportspersons through cash awards is crucial for promoting sports. The DYES implements various incentive schemes such as *Ekalavya Awards*, *Karnataka Kreedha Ratna*, *Cash Awards*, *Amrutha Kreedha Dattu Yojane*, and special awards for Olympic participation. The scholarships and fee reimbursements are also provided to school students excelling in sports.

We observed that under the cash award/incentive scheme, sportspersons were required to submit bank account details and passbook copies with their applications. A selection committee recommends eligible candidates, and the Welfare Section in DYES prepared bills for treasury credit to beneficiaries' accounts. In respect to test checked cases, we observed that in the event of failed payments due to mismatch in the account details, the amount is kept in suspense and was released later, on collection of proper account details.

On a review of cash award payments to sports persons for the period 2018-19 to 2023-24, we observed that failed e-payments pertaining to cash awards amounting to ₹0.44 crore were drawn on different bills and shown as credited to 62 beneficiary accounts by the DYES. Scrutiny of the recipient IDs of these failed e payment bills, revealed that all these 62 payments shown as transferred to beneficiary accounts were transferred to one of the three Account Numbers of an individual's bank account who was not a beneficiary. The details of the

²⁸ Clauses 3.14 and 3.15

recipient IDs and amounts transferred to the three accounts are detailed in the **Appendix 2.9**. Thus, the amount pertaining to 62 different beneficiaries/agencies which were credited to only three bank accounts points towards suspected fraudulent transaction to the extent of ₹0.44 crore.

Other discrepancies amounting to ₹0.49 crore noticed in payment of cash award process are as detailed in **Table 2.6** below:

Table 2.6: Discrepancies in payment of cash award

No. of cases	Amount (₹ in crore)	Remarks
13 ²⁹	0.12	transferred to bank accounts which were different from the bank account details given by the beneficiary in the application.
23 ³⁰	0.33	no bank details in applications of candidates
4	0.04	In one case the benefit of ₹0.25 lakh was erroneously transferred to a different sportsperson. In another case ₹1 lakh was transferred to a person whose recipient ID was different viz.,2600622064 from actual recipient ID 2603993183. In 2 cases of ₹2.25 lakh, beneficiary names were different but recipient ID were same.
40	0.49	

Source: Information furnished by DYES.

The Government stated (September 2025) that an inquiry committee has been constituted to conduct a preliminary inquiry and will take appropriate action upon receipt of the report.

 **Recommendation 1** - The Government may ensure prompt completion of the enquiry and devise procedures in ensuring accountability.

2.1.2.9 Idle investment due to abandoned Commercial shops in the premises of swimming pool in Harihara taluk ₹0.63 crore

The Government order (August 2017) mandated guidelines for maintaining District and Taluk stadiums, including approval of construction works and rent fixation for commercial shops.

We observed that a swimming pool constructed in 2010-11 at Harihara Taluk was followed by the construction of seven ground-floor shops and a staircase shop in 2017-18 at a cost of ₹0.63 crore which was completed and handed over to DYES in February 2018. The DYES did not take any action to utilize the shops and fix rent for generating revenue in accordance with the UDD guidelines. Thus, the opportunity of realizing revenue for stadium maintenance is lost apart from rendering ₹0.63 crore investment idle for over seven years.

²⁹ Cash Award: eight cases; Lifetime Achievement Award: two cases; Ekalavya: two cases; and KKRA: one case.

³⁰ Cash Award: 13 cases; LTA: five cases; & Ekalavya: five cases.

The Government stated (September 2025) that there was poor public response to the auction notice issued in February 2018 due to high rent and deposit rates. Further, consequent to the formation of new District Stadium Management Committees (DSMCs), the concerned Deputy Commissioner of the DSMCs are directed to take necessary action.

Audit noticed that no action was taken by the DYES either to reconsider the rates of rent/deposit or auction the shops in the best interest of Government even after the lapse of seven years from the initial auction notice.

2.1.2.10 Loss of revenue due to short-collection and non-enhancement of rent from the commercial shops of stadiums- ₹0.72 crore

The sports infrastructure shall be made self-sustaining of its own. Government in DYES issued directions³¹ for formation of the District Stadium Management Committee³² (DSMC) for monitoring the sports infrastructure³³. Further, the Government directed (March 2023) to re-constitute the committee. However, no action was taken in this regard.

The DSMC, in districts are responsible to collect rents of commercial shops, user fees *etc.*, and use it only for stadium maintenance activities, preparation of Annual action plans for development of the stadiums, annual Audited statement of accounts *etc.* We observed retention of huge funds by the Districts, poor maintenance of facilities in the eight districts and working strength of 24 markers/attenders as against sanctioned strength of 76, which was 31.58 *per cent*. The DSMC were hiring markers on contract basis whenever need arises.

We observed that in Harihara Taluk, DSMC had commenced construction of 54 shops in ground (30 in 2001) and first floor (24 in 2010) of the stadium complex by obtaining ₹0.27 crore as deposit from the then prospective shopkeepers. The work was completed and handed over to DSMC in February 2018 at a total cost of ₹0.51 crore and the rate of rent fixed was ₹2,800 *per* month for Ground Floor and ₹1,600 *per* month for first floor with a condition to enhance 10 *per cent* every two years as per the agreement. However, the DSMC has not revised the rent since 2020-21.

When DSMC issued notice for eviction in 2022 for not accepting the revised rent, several shopkeepers approached court of law challenging the eviction and as a result, the DSMC / DYES was neither able to collect the rent nor able to get the shop evicted. Audit quantified the loss of revenue on account of non-

³¹ *vide* G.O No. YSD 249 YSS 2017 dated 29 August 2017.

³² committee comprising District in-charge minister (President), MLA/MLC of the jurisdiction where the stadium is situated, Regional Commissioner/Deputy Commissioner (Executive Director cum Member) as the case may be, CEO, ZP, SP of the district, Corporation/ZP/CMC President, President of City Development, three eminent sportspersons, three members among public (including one each from women, SC and ST representation) and Deputy/Assistant Director, DYES (Member Secretary).

³³ Clause 4.1 of Sports Policy.

enhancement of rent to the tune of ₹0.46 Crore considering 10 per cent increase in rent every two years.

Further, the DSMCs were not formed in all the districts/taluks. In two of the eight districts examined, we found multiple commercial shops operating within the stadiums. However, DYES did not collect rent regularly from these shops. This resulted in short-collection of rent of ₹0.26 Crore as detailed in **Table 2.7:**

Table 2.7: Short collection of rent from commercial shops

(₹ in crore)					
Sl. No.	Name of Stadium	No of Shops	Rent to be Collected	Rent collected	Short collection
1	Harihara stadium Taluk	54	1.74	1.67	0.07
2	Dharwad stadium District	10	0.40	0.21	0.19
Total					0.26

Source: Karnataka State Sports Policy-2018 and information furnished by the DYES.

The Government stated (September 2025) that, as per the Government Resolution of March 2023, the DSMC has been reconstituted with the Deputy Commissioner as its Chairperson. Further, necessary instructions would be issued to the concerned Deputy Commissioners to recover the rent.

2.1.3 Implementation of Policy

The Sports Policy envisioned a 12-year time frame with specific measurable and attainable goals and targets.

2.1.3.1 Non-implementation of policy initiatives

The specified initiatives of the policy which were not implemented by the DYES are as detailed **Table 2.8:**

Table 2.8: Initiatives not implemented by DYES

Initiative to be implemented	Audit observation and impact
Setting up of Karnataka State Physical Fitness Mission for access of sports facilities to diverse segments of society (Pillar 1- Clause 2.7)	Not established - KEA in its recommendation of October 2020 stated that DYES must set-up a transparent, proactive Grievance Redressal System, and frame a clear Gender Policy document to accommodate the LGBTQ population in sports. However, the DYES did not frame Gender Policy document which hindered the participation of LGBTQ section of society apart from non-implementing the recommendation of KEA.
Development of website & e-Sports App (Pillar 2 - Clause 3.3)	Not developed. We observed that information regarding sports events was not made accessible to sportspersons and associations. Further, the credentials of sportspersons were not linked to the official website / portal, hindering the monitoring

Initiative to be implemented	Audit observation and impact
	of their progress. Lack of transparency and oversight may lead to potential misappropriation of funds intended for the benefit of sportspersons.
The Athlete Carding system to track the performance and provide support. (Pillar 2- Clause 3.13)	Smart cards were not distributed to any of the awardees since launch of the policy. Consequently, the data of potential athletes who can perform better in national and international events were not readily available.
Establishment of High-Performance unit for giving support and training to coaches and athletes. (Pillar 2 - Clause 3.23 & 3.24)	Not established. Sports persons and coaches were deprived of training in the state-of-the-art facilities and in the hands of mentors / professional coaches.
School children between the age 10- and 16-years displaying talent in sports shall be identified by the Physical Education Trainer at the school and will be required to undergo STEM ³⁴ programme. (Pillar 2- Clause 3.27 & 3.28)	Even after seven years since the launch of the Policy, DYES had neither followed up with the School Education Department for implementing the STEM Program nor allocated funds. The School Education Department independently conducted sports events at various levels through the School Games Federation of India. The Non-Co-ordination with the Education department to initiate steps for identifying talents in the State resulted in denying opportunities to young students to develop their skills.
Establishment of Sports University/College for offering Graduate/Post Graduate courses on Sports Medicine, Physical Education, nutrition, psychology, coaching <i>etc.</i> and other aspects of management. (Pillar 3- Clause 4.2)	Not established. This limited the development of qualified professionals in sports science, coaching, and management, thereby weakening the State's sports environment.
Establishment of Sports Academy by upgrading existing sports hostels for providing specialised training. Each academy will cater to specific sports discipline. (Pillar 4- Clause 5.17)	Existing sports hostels were not upgraded into sports academics. Thus, the Sports fraternity was deprived of specialised training in specific disciplines.
The SCE shall establish a sports information database that enables access to information and services. This is to support the work of States Sports practitioners, including athletes, coaches, sports administrators, policy makers, Physical activity educators, sports scientists and medical staff. (Pillar 4 - Clause 5.22)	Not established. Thus, the DYES was unable to access information and services to support the work of the state's sports practitioners.
Develop sports infrastructure at the State level in such a manner that a holistic and integrated sports city is raised by 2025 in Bengaluru to conduct major international sports events like Olympics Games or other Games. (Pillar 5 - Clause 4.17)	The DYES did not prepare a roadmap or plan for establishing a sports city even after seven years of launching the policy. This Hindered the State's ability to host major international sporting events and limited the long-term sports ecosystem growth.

Source: Karnataka State Sports Policy-2018 and information furnished by the DYES.

³⁴ STEM Programme is a four staged test examining the sporting aptitude, expertise and quality of talent of school children.

The Government in the reply (September 2025) did not furnish any specific reasons or compliance to the audit observation.

2.1.3.2 Unproductive expenditure on payment made to KEONICS on talent identification programme - ₹1.31 crore

- Sports Policy³⁵ called for a new Programme to harness school children's sporting talent. In 2020-21, DYES launched the Sports Talent Search and Development Programme, conducting annual standardised physical ability tests for all children in the State, with results published on the Department's website. The goal was to create a grassroots talent pool across districts. We observed that ₹0.79 crore was paid to KEONICS for testing 3,269 candidates who were selected randomly, without defined targets or clarity on the types of tests to be conducted. Further, KEONICS did not furnish district-wise data, test descriptions viz., endurance, strength, speed, agility or age-specific performance metrics. No test scores were made public and outcomes regarding the inclusion of candidates in the talent pool were not provided. We could not ascertain whether para-athletes were also included for the talent identification. Despite these shortcomings, the full payment was made rendering the entire amount spent on the talent search development programme unproductive.
- Additionally, under the Coach and Athlete Management system initiative a project to digitally monitor athlete performance, coach activities, and training programs was planned, capturing real-time data like GPS-based training hours and attendance through a centralised portal. A Sports Technology Cell was also proposed for performance evaluation and annual weeding out of non-performers. We observed that KEONICS did not provide key deliverables like details of registered coaches, daily training reports, and performance data of athletes. Despite a circular mandating registration, 36 out of 79 coaches had not registered on the InfoTech Cloud Portal. The daily reports were incomplete, with major gaps in attendance logs, and no data was submitted after October 2022. Performance tracking through GPS/Geo-fencing was not implemented. The proposed Sports Technology Cell was also not established due to KEONICS' non-compliance with work order terms. The scheme was eventually discontinued (November 2022) by DYES, rendering the ₹0.52 Crore expenditure unproductive.

Government while accepting stated (September 2025) that the project was temporarily paused due to technical reasons. However, the implementation of Coach, Athlete, and Hostel Management System would be operationalized to meet the outlined goals.

The reply confirms the amount of ₹1.31 crore spent on the talent identification programme remained unproductive for over three years.

³⁵ Clause 3.26 of the Sports Policy.

2.1.3.3 Status of infrastructure in the State

During the years 2019-20 to 2023-24, the DYES undertook 233 works, including the construction and upgradation of stadiums, with a total estimated cost of ₹342.51 crore. As of March 2024, an expenditure of ₹251.58 crore was incurred on these projects. The status of these construction and upgradation works is detailed in **Table 2.9** below:

Table 2.9: Status of construction and upgradation works during the period 2019-20 to 2023-24

Year	No. of works Taken up	Approved estimated cost (₹ in crore)	Expenditure (₹ in crore)	No. of works completed	No. of works not commenced	No. of works not completed	Out of completed works	
							No. of works TS* not given but completed	Completed works not handed over
2019-20	37	46.79	24.29	29	1	7	-	-
2020-21	17	29.19	15.27	15	0	2	2	1
2021-22	51	69.18	54.51	39	0	12	10	2
2022-23	75	118.39	87.98	50	2	23	21	6
2023-24	53	78.96	69.53	39	1	13	10	2
TOTAL	233	342.51	251.58	172	4	57	43	11

Source Information furnished by the DYES; *TS: Technical Sanction.

Audit observed that 57 works costing ₹45.64 crore were still in progress. These include nine works pertaining to the years 2019-20 and 2020-21. Further, out of 172 completed works, 43 works costing ₹43.84 crore were completed without obtaining technical sanction. Though 11 works were stated to have been completed, the same were not handed over either to DSMC or to DYES. In respect of four works, though work orders were issued, the works were not taken up (March 2024) by the agencies.

The reasons for non-commencement / delay in completion of works are attributable to wrong selection of site, non-availability of land, delay in transfer of land to DYES *etc.* The department did not monitor or take necessary action for timely completion of works.

The Government stated (September 2025) that all previously non commenced works are now underway, 36 of 57 incomplete works are finished, and Technical Sanction is pending for only six of 43 completed works. The DYES further stated that all completed work has been taken over from agencies.

The reply is not acceptable as these works were to be completed within a period of six to 11 months from the date of commencement. However, no reasons were furnished for the delay in completion of works.

Instances of selection of wrong sites and frequent changes in scope of work were also noticed as detailed in **Illustration 2.1**:

Illustration 2.1

Construction of Taluk stadium at Kankanawadi in Ramadurga in Belagavi.

The public representative of Ramadurg requested construction of a taluk stadium. The DYES sought to purchase 10.19 acres land located in the Malaprabha river basin from Karnataka Housing Board (KHB), at a cost of ₹36 lakh in October 2021. The site was later found not suitable for the construction of a stadium. Without conducting soil investigation, ₹100.00 lakh was paid to KRIDL in August 2022. Later, the DYES asked KRIDL to return the amount with interest (August 2023), but the funds remain unreturned. This led to a wasteful expenditure of ₹36.00 lakh on land apart from blocking up funds to the extent of ₹100.00 lakh for over two years.

The Government stated (September 2025) that, as the land was unsuitable for stadium construction, steps have been taken to recover the deposit from KRIDL. The reply is silent about the issue of ₹36.00 lakh spent on acquiring unusable land which has resulted in wasteful expenditure.

Construction of Taluk Stadium at Kagawad Taluk in Belagavi district.

The public representative of Kagawada proposed a taluk stadium on 25 acres in Ainapura. Following confirmation of site suitability, PWD prepared a ₹100 lakh estimate for an outdoor stadium, and ₹100 lakh was released in December 2022 with an 11-month completion target. However, frequent revisions between indoor and outdoor stadium designs at the behest of public representative caused significant delays. The estimate for the work was changed four times causing inordinate delay in commencement. Further, deposit of ₹100 lakh to be made with PWD was erroneously deposited into the Forest Department account resulting in a three-year fund blockage. The DYES reminded the Forest Department to refund the amount. Improper planning and administrative lapses led to non-commencement of the project despite availability of funds and land.

The Government stated (September 2025) that a treasury glitch led to funds being wrongly transferred to the Forest Department instead of PWD, causing delays in taking up of work by PWD. By the time the amount was taken back from Forest Department and deposited with PWD in September 2024, the estimate for the work was revised to ₹200 lakh due to revision of SR Rates of PWD. Further, the DYES stated that the work has commenced, and the levelling of land is in progress.

The reply is not acceptable, as the lack of timely follow-up action with Forest Department and PWD resulted in cost overrun of ₹100 lakh.

2.1.3.4 Excess payment of ₹0.36 Crore to KRIDL

We observed instances of excess payments of ₹0.36 Crore in respect of works entrusted to KRIDL in the sampled districts as detailed in **Table 2.10**:

Table 2.10: Instances of excess payment to KRIDL

Name of work	Item of work	Observations
Construction of Taluk Stadium at Indi Taluk	Construction of compound wall of taluk stadium	As per estimate the perimeter of compound wall to be built was 501.8 m and the actual executed was 287.8m. However, full payment of ₹0.43 Crore was made (February 2020) to KRIDL resulting in an excess payment of ₹0.18 Crore.
Construction of Mysuru District Stadium	Truss work	The truss work of the Stadium was not executed, and full payment of ₹0.50 crore was made (December 2023) resulting in an excess payment of ₹0.13 crore.
Construction of an outdoor gym at K.R. Pete Taluk Stadium	Supply of Inversion Machine	Inversion Machine was not supplied; however full payment of ₹0.05 crore was made to KRIDL.

Source: Information gathered from DYES records.

The Government stated (September 2025) necessary action would be taken on receipt of information sought from the Assistant Directors concerned and from the Executive Director, KRIDL.

2.1.3.5 Joint Physical verification of stadium infrastructure in districts

Joint physical verification of stadiums across eight sampled districts and 29 taluks revealed significant deficiencies in infrastructure maintenance. Observations included unhygienic conditions, waterlogging (as shown in the photograph), garbage accumulation, absence of cleaning staff, and lack of drainage systems. Instances of stadiums lacking approach roads, fencing, compound walls, and watch and ward staff, leading to misuse of premises *etc.*, were also observed.



The issues like substandard or incomplete upgradation works, dilapidated structures, non-availability of changing rooms and toilets in swimming pool areas, and unserviceable gym equipment etc. were also noticed, as detailed in **Appendix 2.10**.

The Government while accepting the facts stated (September 2025) that keeping in view of the stadium conditions as highlighted by audit, the Government had already initiated action (March 2023) to reconstitute the DSMC by appointing the respective Deputy Commissioners as Chairpersons. As Chairpersons, the DCs are taking action to ensure proper maintenance of the stadiums.

The reply is not acceptable as despite the reconstitution of DSMCs, the conditions of the stadiums remained the same as was evident from the photographs above taken during the joint physical inspection conducted during September / October 2024.

2.1.3.6 Doubtful expenditure on supply of Gym Equipment and sports kits

a) Yuva Shakthi Kendra-₹0.60 crore.

Yuva Shakthi Kendra (YSK)³⁶ programme is a scheme which is to be linked with CSCs. Yuva Shakthi Kendra Scheme was launched in the year 2014 and was continued after the implementation of Sports Policy.

We observed the following discrepancies during JPV

- At Indi taluk stadium, Gym equipment costing ₹7.81 lakh was supplied (July 2020) and was not found in usable condition.
- In Tiptur, Davanagere and Dharwad taluks two sets of gym equipment costing ₹24.42 lakh were supplied (July 2022) to each YSK as against one and this equipment has not been put to use and treadmills were not commissioned.
- In Davanagere, Tumkur and Nanjangud gym equipment worth ₹27 lakh were lying unpacked (July 2022) and some were in damaged conditions.
- In Periyapatna no equipment were delivered though it was shown as delivered in the invoice (₹0.90 lakh). There was no stock register. The Kendra was lying empty as shown in the photograph.



The Government stated (September 2025) that the gym kits were procured and were supplied to the District DYES offices (except Periyapatna) for distribution to the beneficiaries adhering to scheme guidelines. Further, the reasons for Gym equipment not put to use was attributed to lack of gym mat and mirror installed in the room. The same is now installed and is in use by the public and sportspersons. Further, it was stated that more than one gym equipment was also supplied to the places from where such requests are received from DD / AD of district DYES offices.

³⁶ The objective of the scheme is to encourage youth to take up self-employment ventures. The government helps organise youth into self-help groups or Joint Liability Groups (JLGs) and provides seed money, skill development, and entrepreneurship training.

The reply is not acceptable, as it was evident from the joint inspections and photographs that the gym equipment was lying unused at several test checked locations for more than five to six years.

b) Yuva Chaithanya Scheme- ₹1.10 Crore

Yuva Chaithanya³⁷ scheme was launched in 2017 for providing one sports kit to accredited clubs in each taluk to participate in / organise sports activities. The scheme continued till 2019-20. During JPV, we observed that kits were issued to non-accredited clubs, *Kala Sanghas, Bhajan Sanghas etc.*, In respect of 384 kits worth ₹1.10 crore stated to be distributed, clubs were either not existing on ground or were defunct and found not functioning. Further, 140 kits worth ₹0.40 crore were found lying idle in four AD Offices (Davanagere, Tumkur, Mysuru, Ballari). Three of such cases are shown in **Exhibit 6, 7 and 8** below:



The Government stated (September 2025) that the sports kits were procured as per the KTPP Act, 1999 and were supplied to the District DYES offices for distribution to the beneficiaries adhering to scheme guidelines. Further, as per scheme guidelines, the sports kits can be issued to the active youth and sports clubs and these clubs need not be registered.

The reply is not acceptable, as it was evident from the joint inspections and photographs that the sports kits remained unused in test checked locations and issued to the clubs which exist only on boards or to the Youth Kala Sanghas and Youth Bhajan Sanghas.

c) Expenditure under SCP/TSP Encouragement fund-₹3.07 crore

According to the scheme, the Assistant Directors (ADs) of the districts concerned were required to inspect the premises of the beneficiary setting up the Gym and report his observations to the Commissioner. We observed in Commissioner Office (DYES) that in 28 out of 44 test checked cases, an amount of ₹3.07 crore was incurred on purchase of Gym equipment, we observed the following discrepancies in supply of gym equipment.

- In two³⁸ cases amounting to ₹0.19 crore, inspections were done by ADs but no equipment was installed in the beneficiary premises.

³⁷Under Yuva Chaithanya scheme, accredited Youth Association/clubs in each grama panchayat would be given a grant of ₹40,000/- for purchase of sports kits.

³⁸ Bengaluru, Shivamogga.

- In 18 cases³⁹ amounting to ₹1.94 crore of expenditure, payment made but no inspections were done. Hence the existence of the gym could not be ascertained.
- In four cases⁴⁰ amounting to ₹0.47 crore, no land records were available and the setting up of gym equipment was doubtful.
- In the other four cases⁴¹ amounting to ₹0.47 crore, equipment was provided to ineligible beneficiaries who had not won any national or international event.

The Government stated (September 2025) that it has obtained the report from the concerned DD / AD about the establishment of the gym after supply of the gym equipment. The reply is not acceptable due to the fact that we found from the inspection report of AD that no gym equipment was available with the beneficiary.

2.1.3.7 Appointment and Strategic Coaching Development Programme of coaches.

A clear and Strategic Coach Development Programme should be established to identify suitable coaching talent, provide training, and offer incentives⁴². SAK did not include any such training programmes or courses in its annual plan or budget. Feedback collected by us from 22 coaches in eight districts and two sports schools highlighted a lack of training, inadequate facilities, and repeated unaddressed requests.

KEA's 2020 evaluation report recommended standardizing coach pay and introducing a State-Level Coaching Certification Program, but these were not implemented.

The Cadre and Recruitment (C&R Rules) Rules- 2011 provided for 12 posts only, with no recruitment in the past 14 years, all the 12 posts were lying vacant. We observed that as per the-revised (June 2024) Cadre and Recruitment (C&R Rules) Rules, the sanctioned strength of coaches was revised to 188. However, no regular coach appointments were made by DYES.

Similarly, of the 165 sanctioned posts in SAK, only 72 coaches were in position and all were appointed on one-year contract basis. This short tenure led to service gaps and underutilisation due to delays in reappointments. The lack of permanent coaches contributed to inadequate training across the eight test checked districts.

The Government stated (September 2025) that the process would be initiated to fill the vacancies through direct recruitment.

³⁹ Bagalkote (2), Belagavi (1), Bengaluru (3), Bidar (2), Chitradurga (1), Davanagere (2), Hassan (1), Mandya (2), Shivamogga (1), Tumakuru (1), Uttara Kannada (1), Vijayapura (1)

⁴⁰ Belagavi, Bengaluru, Dharwad, Shivamogga.

⁴¹ Bengaluru, Dharwad, Gadag, Mysuru.

⁴² According to clause 5.3 of the policy.

The reply is not acceptable as the lack of regular coaches resulted in mismatches of skills and needs, inconsistent coaching quality and limited career progression for athletes.

2.1.3.8 Non-availability of taluk level hostels

As per Policy's three-tier structure⁴³, the first tier comprises Sports Hostels. DYES operated 34 hostels including two Residential Sports Schools (Vidyanagar and Kudige) throughout the State. Out of this, only three hostels were located at the taluk level (Santhamaranahally, Haliyal, and Ponnampet). No efforts were made by DYES to establish the hostels in remaining taluks, limiting access for rural athletes.

The absence of taluk-level hostels hindered grassroots sports development and denied consistent training opportunities to rural talent. A beneficiary survey of 165 hostel inmates revealed poor maintenance, inadequate facilities such as kits, uniforms, hot water, lack of feedback mechanisms, absence of insurance as outlined in Pillar-2 of Policy (1)(f) and medical care forcing beneficiaries to bear injury-related expenses themselves. A specific instance of DYES incurring huge expenditure due to non-coverage of health insurance to hostel inmate is detailed in **Illustration 2.2** below.

Illustration 2.2

In one case of a hockey player accommodated in the Sport Hostel, Ballari, the DYES had borne (May 2025) the medical expenses of ₹20 lakh due to absence of insurance coverage.

The Government stated (September 2025) that opening new hostels requires significant resources and will be considered gradually based on demand and availability. It added that publicity is done at the taluk level, and rural/local sportspersons are selected and provided basic facilities and training at district-level sports hostels.

The KEA had also recommended in its evaluation report for introducing a secured health insurance and accident insurance scheme for the inmates of the sporting hostels and the participants of competitive events at all levels. However, DYES had not implemented the same which resulted in avoidable burden on the government.

⁴³Clause 5.15 (c) of the policy.

👍 **Recommendation 2:** Government may

- 👍 *establish a Karnataka State Physical Fitness Mission with an inclusive Gender Policy and launch digital platforms for transparency and athlete tracking.*
- 👍 *include Infrastructure enhancements viz., creating a High-Performance Unit, establishing sports universities, and developing a Sports City in Bengaluru with better project monitoring.*
- 👍 *emphasize financial management with strong contract oversight, procurement transparency, and prioritizing Government land for stadiums.*
- 👍 *Empower local committees and enforce timely inspections. Talent programs need standardized, inclusive identification and resumed GPS-based management systems.*
- 👍 *focus on human resources such as permanent coaching positions and strategic development programs.*
- 👍 *expand hostel facilities with improved amenities and mandatory insurance.*

2.1.3.9 Disparities in selection and evaluation of students to Sports Hostels and Schools

The DYES began operating sports schools and hostels in 1982, offering admissions to athletes across 14⁴⁴ disciplines. We observed several discrepancies in the selection and evaluation⁴⁵ of students:

- The DYES had not prescribed a sanctioned strength for student intake in hostels and schools. As such, it was difficult to assess whether enrolments were aligned with requirements. Instances of overcrowding was observed at Davangere, where 160 students were accommodated in 28 rooms with almost six students sharing one room.
- There were no defined evaluation norms for para-athletes, resulting in inconsistencies in assessment and selection. Though norms were framed for nine⁴⁶ disciplines, athletes were admitted in a total of 14 disciplines, with no selection or evaluation norms prescribed for the additional five⁴⁷ disciplines.
- In Bengaluru Urban, there were 236 athletic Boys students but there were no athletic coaches from DYES. Similarly, no students were

⁴⁴Athletics, Basketball, Cycling, Football, Gymnastics, Hockey, Judo, Volleyball, Wrestling, archery, fencing, kabaddi, kho-kho and swimming.

⁴⁵“Sports School and Sports Hostel selection and evaluation norms” were formulated by the department for 9 disciplines for admitting students studying in 7th standard and 10th standard to enable them to secure admission to 8th and PUC-I. The norms enumerated various evaluation criteria for admission to sports schools and hostels.

⁴⁶Athletics, Basketball, Cycling, Football, Gymnastics, Hockey, Judo, Volleyball and Wrestling

⁴⁷Archery, fencing, kabaddi, kho-kho & swimming.

enrolled in certain disciplines across seven⁴⁸ districts despite the availability of seven coaches. However, the services of these seven coaches were not judiciously utilised wherever there was shortage of coaches in districts/ taluks in respective disciplines.

- Details of participation of students of the hostel in State Level, National Level and International Level in the years 2019-20 to 2023-24 were not available. The KEA in its impact evaluation report of October 2020 also observed that in respect of individual sports, despite the impressive number of students in the hostels or the number of competitions in which they have participated, the outcome in terms of medals won has been very poor.

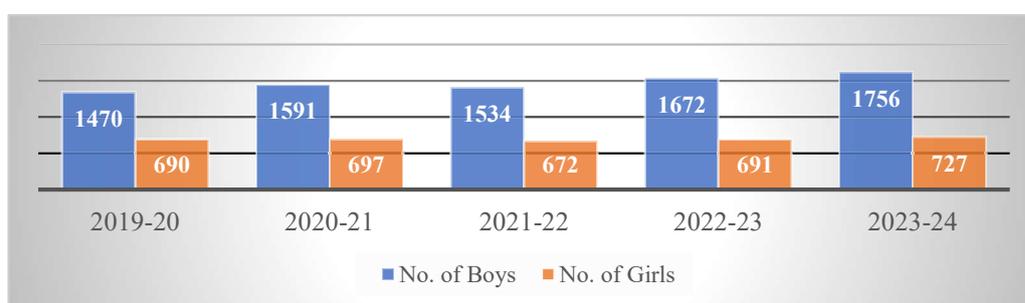
These gaps highlight the lack of structured planning and uniform criteria in managing student admissions and evaluations in sports hostels.

The Government while accepting the facts, stated (September 2025) that steps are being taken to fix sanctioned strength based on capacity and need, with necessary upgrades underway. It acknowledged overcrowding in Davanagere hostel due to high demand from wrestling discipline. It was further stated that a committee would be formed to frame guidelines for para-athlete selection and training. Efforts would also be made to rationalize coach deployment based on trainee numbers. The DYES claimed hostel athletes are performing well at various levels and committed to improving training quality. It also pledged to boost hostel enrolment through outreach and awareness programs.

2.1.3.10 Lack of provision of gender specific hostels

Adequate representation of female students was to be ensured to promote women's participation in sports⁴⁹. It was observed that during the years 2019–20 to 2023–24, a total of 8,023 boys and 3,477 girls were enrolled in sports hostels across the State. While enrolment of boys showed a consistent upward trend except in 2021-22, the number of girl athletes remained stagnant during the same period as reflected in **Chart 5**:

Chart 5: Representation of female students to male students in hostels



Source: Information gathered from DYES records.

⁴⁸In Mysuru (wrestling), Dakshina Kannada (volleyball), Shivamogga (football), Chitradurga (swimming), Dharwad (gymnastics), Koppal (swimming) and Vijayapura (athletics), coaches were available for their respective disciplines.

⁴⁹ As per Clause 2.8 of the Sports Policy.

The Karnataka Evaluation Authority's October 2020 report on sports interventions observed repeated requests from stakeholders—including athletes, coaches, and associations—for gender-segregated hostels across districts. It recommended establishing separate ladies' hostels and gender-specific facilities at training centres. The absence of such infrastructure hinders female athletes' participation due to safety concerns and limits their opportunities for growth and advancement in sports. However, no action in this regard was found taken by the DYES till date.

The Government stated (September 2025) that it is committed to gender equity in sports and has taken steps to raise awareness and boost girl's participation across the State. It was further stated that the Government had approved and constructed new girl's hostels in the previous financial year to improve residential facilities for female athletes.

However, despite all these odds, girl athletes still make up less than 50 per cent of the boys' strength in hostels, highlighting the continued lack of adequate infrastructure for them.

2.1.3.11 Joint Physical Verification of hostels

During the joint physical verification of two sports school & eight hostels in the test-checked districts, we observed unhygienic conditions in the hostels, toilets and bathrooms, inadequate medical facilities, lack of drinking water, overcrowding of rooms (as shown in photograph below) and lack of cleaning staff, inadequate furniture *etc.*, as detailed in **Appendix 2.11**.



Exhibit 9: Overcrowding of room in Dharwad hostel



Exhibit 10: Cracks and water seepage in Ballari hostel

The Government stated (September 2025) that it would be coordinating with local authorities to ensure providing of basic medical aid, potable drinking water in each hostel, and the construction of new hostel buildings with essential infrastructure and a conducive living environment.

2.1.3.12 Non-Establishment of Centre of Excellence

"Centres of Sporting Excellence" (COEs) were established to provide world-class training facilities⁵⁰. These centres were proposed at Vidyanagar

⁵⁰ Clause 4.2 of the Policy.

(Bengaluru) and Kudige, or any other suitable location, with the aim of supporting athletes' post-career and nurturing them into world-class performers.

We observed that the State had not framed specific standards for setting up a State Centre of Excellence. A Joint Physical Verification (July 2024) of campus at Vidyanagar and Sports school at Kudigee revealed that although the Vidyanagar campus was designated as a Khelo India State Centre of Excellence (CoE) in 2020⁵¹, only a regular sports school was functioning in the campus. 26 infrastructure works were taken up between 2020–21 and 2023–24 at a cost of ₹35.71 crore. Except for a physiotherapy unit, the centre lacked basic requirements such as a High-Performance Unit and Medical Hub. There were no defined admission norms, sanctioned student strength, coaching, administrative and sports science staff, and mess facilities. There were no records to show student selection or induction into the CoE as per SAI norms and no undergraduate or vocational sports courses were conducted as envisaged in the Policy. At Kudige, instead of a CoE, only a regular sports school operated with poor infrastructure.



Despite identifying Vidyanagar and Kudigee as a CoE and having an MoU with SAI, the DYES did not establish it as a world-class training facility. The intended objectives of high-performance training and athlete development remained unachieved even after four years.

The Government stated (September 2025) that Shri Jayaprakash Narayan National Youth Centre, Vidyanagar was selected and developed as Centre of Excellence under the Khelo India scheme to provide international standard facilities for training athletes, swimmers and shooters. The Government, however, did not furnish any specific reply to the observations made on the incomplete infrastructure in the Centre.

⁵¹ following the Ministry of Youth Affairs' proposal (June 2020), DYES signed an MoU with SAI (November 2020) to establish a "Khelo India State Centre of Excellence (KISCE)" at the Sri Jaya Prakash Narayan National Youth Centre, Vidyanagar, Bengaluru.

2.1.4 Monitoring and Evaluation

There should be regular monitoring and evaluation of the initiatives⁵² to ensure that best practices can be scaled and corrective measures can be introduced. We observed that the DYES had not initiated measures for monitoring and evaluation of the policy initiatives which are discussed below:

2.1.4.1 Constitution of Members of GETHNAA and meetings

The Government of Karnataka had constituted a ten-member committee to administer GETHNAA programmes and advise on the promotion of adventure sports. The committee may meet as often as may be necessary, but not less than once in three months. The term for the Chairman and two non-official members was set at three years, with provision for nominating a Defence officer.

However, members to the committee were not appointed from past five years (2019–20 to 2023–24). Review of records showed the last meeting was held on October 2018. During the audit period, the mandated minimum meetings were not conducted. As a result, the academy lost the opportunity of getting advise on the promotion of adventure sports.

The Government stated (September 2025) that due to various reasons, the Administrative Body Meeting was not held since 2019-20 and the same was held in May 2025 wherein the audit reports up to the year 2023-24 prepared by Chartered Accountant were approved.

2.1.4.2 Annual appraisal on the performance of state associations and impact assessment

SAK was required to periodically report to the Government on association performance, review program implementation regularly, and conduct impact assessments every three years. However, we found that SAK did not submit any annual or periodic appraisals. Lack of regular reviews and stakeholder consultations led to poor policy outcomes, including resource misutilisation, inadequate facility maintenance and weak accountability.

Although the Karnataka Evaluation Authority (KEA) gave several recommendations on hostels, coaching, organisational efficiency, and infrastructure use, no further impact assessments were conducted by the DYES. Consequently, most of the KEA recommendations relating to hostels and coaching remained unaddressed as discussed in Para 2.1.3.8 and 2.1.3.12.

The Government accepted (September 2025) that SAK had not submitted the periodical report to Government on association performance, review programme, implementation and conduct of impact assessments every three years and assured that in future action would be initiated to submit the report to Government.

⁵²As per clause 6.6 of the policy.

2.1.4.3 Non-constitution of Committees and Bodies

The following committees as envisaged in the policy⁵³, were not constituted as detailed in Table 2.11 below:

Table 2.11: Details of Committees and bodies not constituted and impact

Name of the Committee	Purpose	Impact of non-constitution
Sports in Education Committee	integrating sports and education and operationalising it.	was not constituted at all by SAK even after a lapse of seven years.
Sports Co-ordination Committee	Co-ordination among stake holders	Co-ordination among stake holders through Sports co-ordination committee viz., students, coaches, faculty and management and ensuring availability and proper maintenance of equipment and facilities, partnering with sports federations, clubs was found absent.
Sports Ethics and Integrity Committee	Handling conflicts to ensure non-discrimination of stakeholders	Grievance Redressal Mechanism which was to be ensured by the Sports Disputes Committee was absent to handle conflicts between stakeholders, ensuring non-discrimination.
Sports Disputes Committee	Promotion of fair play	SAK was not ensuring Promotion of fair play, match fixing, doping and transparency.
Sports Commerce Committee	Ensuring financial transparency	the budget allocation, revenue generation financial transparency in expenditure was not ensured by SAK.
Sports Advisory Body	meant to support SAK.	was not formed even after seven years, impacting resource management, inter-departmental coordination, planning, and coach career development.

Source: Karnataka State Sports Policy-2018.

The Government stated (September 2025) that the issue would be addressed and would be brought to the notice in the SAK Governing Council Meeting for suitable orders.

2.1.4.4 Non-evolving policy for adequate funding with PPP collaboration

The policy envisaged that DYES would develop a framework to promote Public Private Partnerships (PPP) and actively engage corporates in supporting sports development. The Government was also to introduce schemes to partially fund or support sports facilities in taluks and districts lacking such infrastructure.

Further, the KEA, in its Impact Evaluation Report, recommended (October 2020) to develop a detailed roadmap and policy for adequate funding and enhanced Public-Private Partnership (PPP) in sports.

Though the policy identified 10 promising projects⁵⁴ for private participation, the DYES is yet to formulate a PPP roadmap. The Joint Inspection of test

⁵³As per Clause 2.15.

⁵⁴Athlete sponsorship, for training and equipment as part of their CSR including funding, High performance centres and academies, Sports research and education, Talent identification programme, Coaching Development Programme, Community Sports Centres,

checked eight districts revealed either non-establishment of Community Sports Centres/Clubs or poor maintenance of stadium infrastructure due to the absence of PPP initiatives / collaboration with social ventures.

The Government stated (July 2025) that PPP-based projects have been initiated, including development of Yadagiri District Stadium (₹22 crore), Kanteerava Stadium (₹779 crore), Jakkur Aeronautical Training Centre, Devenahalli taluk stadium (₹31.15 crore), nine taluk stadiums (₹97 crore), and 10 district stadiums apart from four adventure centres at a cost of (₹40 crore).

The reply is not acceptable as the initiatives on the PPP projects stated in the reply are taken recently and are in the preliminary stages. The initiatives are still in the draft feasibility stage and no documentation on the finalisation of any contract was furnished to audit. The DYES has thus did not take any initiative in the last seven years since the launch of the sports policy and on the KEA recommendations.

2.1.4.5 Lack of co-ordination among departments

SAK should coordinate with Government departments and ensure that one to two *per cent* of funds are to be reserved by seven⁵⁵ departments to provide better facilities and support systems for sportspersons⁵⁶.

We observed that SAK did not follow-up with these departments. Social Welfare Department had released an amount of ₹89.64 crore during 2019-20 to 2023-24 as SCP/TSP grants for-providing better facilities and support system for sportspersons belonging to SC/ST category. However, none of the remaining six departments released funds to DYES.

Further, it was observed that DYES had not maintained information on the availability of Physical Education Teachers (PET) across all districts of the State⁵⁷. We collected the information on the strength of the PE teachers from the School Education Department and position of the PE teachers in Government Schools as shown in **Table 2.12:**

Table 2.12: Vacancy position of PE teachers in Government schools

School	No. of Post Sanctioned	No. of PET available	Vacancy (<i>Per cent</i>)
Higher Primary School	6,772	4,652	2,120 (31.31)
High School	4,843	3,933	910 (18.79)

Source: Information furnished by School Education Department.

Community, district and Para-athlete games, Construction, upgrading and maintenance of sports stadium and grounds, hosting of national and international sports events and Sports tourism development.

⁵⁵Rural Development and Panchayat Raj, Urban Development, Women and Child Development, Department for empowerment Differently abled, Department of Minorities, Department of Social Welfare and Department of backward Classes.

⁵⁶ Clause 2.14 of the sports policy.

⁵⁷ as envisaged in clause 5.9 of the policy.

The DYES did not follow up with the School Education Department to fill up these vacancies and also did not bring standardized certification and gradation system of coaches and trainers for undertaking sports and physical education courses in the State thereby the objective of identifying the talent at grass root level is lost.

The Government stated (September 2025) that in addition to developing 100 playgrounds under MGNREGA in collaboration with Rural Development and Panchayat Raj, it had trained 200 female police constables of the Rani Chennamma Force in unarmed combat, counselling, communication, and legal literacy. It also partnered with the Karnataka Examination Authority to facilitate the admission of meritorious sportspersons to medical and engineering colleges and assisted the Forest Department in drafting recruitment rules for sportspersons.

The reply is silent on the issue of release of grant by other departments as envisaged in the policy. Further, the Government/DYES did not furnish any clarification on the issue of appointments of PE teachers.

2.1.4.6 Lack of monitoring by GETHNAA resulting in the conducting of Unauthorized sports activities by adventure clubs / companies

➤ *By adventure clubs*

GETHNAA was to accredit all adventure clubs / companies for qualitative expansion of the adventure potential in the state⁵⁸. Further, as per rules for accreditation of adventure companies and clubs, the Accreditation granted shall be valid up to one year from the date of issue. The Accreditation will become void unless renewed within 90 days. We observed that Academy had affiliated 267 clubs/companies since 1991. However, none of the clubs had renewed their accreditation.

➤ *By adventure companies*

We observed that, out of 38 companies accredited to conduct adventure sports activities, 31 had not renewed their accreditation licenses with GETHNAA. No efforts were made by GETHNAA to verify whether these clubs or companies continued to operate in the adventure sports sector. This lack of monitoring and follow-up on accreditation status has led to the possibility of continued operation of potentially unregulated / undesirable activities by these entities.

The Government stated that (September 2025) only the companies / resorts need to take permission from the District Administration and Tourism Department concerned to conduct adventure activities. GETHNAA has not made accreditation mandatory to run the adventure activities by the Companies / resorts. However, only few companies / resorts have applied for accreditation.

The reply is not acceptable as clause 6.9 of Sports Policy mandated having GETHNAA accreditation for conducting adventure sports by Companies / clubs.

⁵⁸ as per clause 6.9 of the policy.

Conclusion:

The DYES did not conduct gap analysis as mandated in Sports Policy 2018 leading to regional disparities in expenditure on infrastructure creation. SAK & GETHNAA did not comply with policy mandates of preparing the annual calendar of events / activities. Lack of structured planning for promoting sports at grass root level in the absence of action plan. DYES could not establish taluk infrastructure in 89 out of 243 taluks. Cash incentives / financial assistance under various awards were paid violating the policy / scheme guidelines. There was non-realisation of rent by DSMCs. Non-constitution of sports committees impacted handling of conflicts ensuring fair play and financial transparency by SAK and proper maintenance of equipment and facilities. Non-coordination among departments led to inadequate funds for the promotion of sports.

Department of Labour

2.2 Employee State Insurance Scheme (ESIS) medical facilities in Karnataka

Non-implementation of key preventive health services led to forfeiture of ₹39.84 crore in grants. Digital health initiatives like telemedicine and the Dhanwantari portal remained underutilized, while medical equipment worth ₹7.74 crore remained uninstalled due to premature payments without delivery confirmation. Also, the absence of ICUs, essential drugs and the distribution of Not of Standard Quality (NSQ) medicines compromised patient safety.

2.2.1 Introduction

The Employees' State Insurance Scheme (ESIS) is a social security initiative that offers medical and cash benefits to insured persons (IPs). Under this scheme, medical benefits are administered by the State Government through the ESIS under the Labour Secretariat, while cash benefits are provided by the Employees' State Insurance Corporation (ESIC), a Central Government body. Initially, the scheme covered employees working in sectors such as hotels, cinema theatres, print media, transport and other commercial establishments. In March 2011, its coverage was expanded to include employees of educational and medical institutions.

ESI dispensaries provide primary medical care and refer beneficiaries requiring secondary care to ESIS hospitals. If further specialized treatment is necessary, ESIS hospitals determine referrals to tie-up or super-specialty hospitals. The scheme at the State level is headed by the Director/Administrative Medical Officer, ESIS.

A Compliance Audit was conducted (during June 2024-October 2024) to assess the functioning of medical facilities under the Employees' State Insurance Scheme (ESIS) for the period 2018-19 to 2023-24. This Audit covered all seven⁵⁹ ESIS hospitals and 14⁶⁰ out of 112 dispensaries apart from checking of records of Directorate, Joint Physical Verification (JPV) of available infrastructure was also conducted involving departmental officers.

An entry meeting with the Department was conducted on 05 June 2024 and an exit meeting was held with the Director of ESIS on 21 October 2024 to discuss the Audit observations and the response of the Government has been incorporated in the relevant paragraphs.

⁵⁹ESI Hospitals at Belagavi, Dandeli, Davangere, Hubballi, Indiranagar, Mangaluru and Mysuru.

⁶⁰ESI Dispensaries at Bagalkote, Bommanahalli, Peenya, Rajajinagar I, KR Puram, Sahapura, Nippani, Ballari, Badravati, Kundapura, Karangaladi, NR Mohalla, Brindavan Layout and Hubballi.

2.2.2 Financial Management

As per Section 58(3) of the Employees' State Insurance Act, the ESIC and the State Government enter into agreements regarding the nature and scale of medical treatment for insured persons and their families. This includes provisions for infrastructure, equipment, medicines and staffing, with cost-sharing mechanisms defined under the agreement.

The implementation of the scheme is decided by the State in consultation with the ESI Corporation. As per the agreement, the State Government with ESI Corporation provides medical care to insured persons with the 7/8th of the expenditure borne by the Corporation and remaining 1/8th part by the State. ESI Corporation makes quarterly on-account payments covering 90 *per cent* of its share, with final settlement based on audited expenditure and any excess cost beyond the ceiling is to be borne by the State Government.

The year-wise details of the budget provisions made by the Government of Karnataka (GoK) and the corresponding expenditures are presented in **Table 2.13**:

Table 2.13: Details of year wise budget and expenditure

(₹ in crore)

Year	Budget	Actual Expenditure	Lapsed fund
2018-19	323.64	316.22	7.42
2019-20	367.21	361.44	5.77
2020-21	490.63	349.79	140.84
2021-22	495.71	472.78	22.93
2022-23	503.35	475.99	27.36
2023-24	522.09	480.50	41.59
Total	2,702.63	2,456.72	245.91

Source: Budget documents of GoK – Dept of Labour for respective years.

As could be seen from the table above, ESIS spent ₹2,456.72 crore against budget release of ₹2,702.63 crore leading to lapse of budget to the extent of ₹245.91 crore during the years 2018-19 to 2023-24.

The Government replied (July 2025) that the reasons attributed for non-utilisation of the budget were non-payment of salary component, incomplete medicine procurement, non-completion of equipment purchases and non-submission of outsource employees service bills.

The reply confirms that huge amount of grants were allowed to lapse due to the non-initiation of procurement process and payment of salaries.

2.2.2.1 Non-Implementation of Preventive and Promotive Health Services – forgone grant ₹39.84 crore

The ESIC decided (March 2008) to allocate a separate budget of ₹20 *per* insured person (IP) family unit per annum to the State Government for the implementation of Preventive and Promotive Health Services. The amount was to be fully funded by ESIC. This aimed to reduce morbidity and improve health outcomes among insured persons through early diagnosis, awareness, and occupational health initiatives. Activities include organising health camps, exhibitions, IEC campaigns, and strengthening diagnostic and preventive facilities in hospitals and dispensaries.

It was observed that the ESIS Directorate, Karnataka, did not organise any activities such as health check-up camps, training programs, seminars, workshops *etc.*, and as such did not submit claims for reimbursement from ESIC under the Preventive and Promotive Health Services scheme. As a result, ESIS beneficiaries were deprived of essential preventive healthcare services. Further, due to the non-implementation of these activities, the grant allocated for this purpose remained unutilized since 2008–09. The cumulative unclaimed grant for the period from 2018-19 to 2023-24 works out to ₹39.84 crore.

The Government replied (July 2025) that the programme was fully funded by the ESIC without any contribution from the Government and this was not implemented since 2018-19 due to the absence of further communication from ESIC Regional Office. It was stated that the allocated grant remained with ESIC but not with State run ESIS.

The reply is not acceptable as laxity of ESIS Director in organizing camps deprived the beneficiaries from availing essential preventive healthcare services during the aforementioned period.

2.2.3 Deficiencies in IT Governance and Implementation

2.2.3.1 Underutilisation of the Dhanwantari Portal

The Dhanwantari Portal⁶¹ is a Hospital Information System developed by ESIC to enhance efficiency, transparency and patient care in ESIS hospitals and dispensaries. It is developed to maintain electronic health records (EHR) of IPs and family members and to access prescriptions and medical reports of the beneficiaries. However, we observed implementation gaps such as:

- Only 52 out of 112 (46 *per cent*) dispensaries had partially implemented the system, while the remaining dispensaries continued with offline operations. As a result of offline operations, there was an avoidable expenditure of ₹32.06 lakh on printing of computer OPD/reference slips.

⁶¹ Implemented in 2011 by ESIC and includes key modules such as ambulance management, appointment scheduling, clinical data repositories, duty roster management, equipment maintenance, laboratory information systems, medical record management, procurement, registration, inventory management and pharmacy management *etc.*

- In 14 test-checked dispensaries, only three dispensaries⁶² were using the portal and it was observed that prescriptions were issued by doctors on plain paper slips without serial numbers and only a single copy was provided. These slips were retained by the pharmacy for record-keeping purposes, leaving the patients without a copy of their prescriptions. Consequently, the ability of patients to communicate their medical history during emergencies outside dispensary hours was adversely affected.
- Although pharmacies maintained an Expiry Register, the absence of digitized inventory management in all 14 test checked dispensaries increased the risk of dispensing expired medicines due to human error.

Thus, the limited implementation of the Dhanwantari system for tracking drug flow, along with continued reliance on manual records, affected the overall transparency and accountability in the drug disbursement process.

The Government replied (July 2025) that technical issues encountered in the portal were not addressed by subsequent service providers after Wipro exited the project in 2014-15 and pointed out key barriers such as inadequate supply of computers and peripherals, poor internet connection, overcrowding patients in peak hours and shortage of trained personnel.

Further, with reference to avoidable expenditure of ₹32.06 lakh on printing of computer OPD/reference slips, it was replied that such stationary expenses would have persisted regardless of full implementation as dual receipts (prescriptions and referrals) would still be required to be printed.

The reply of the Government is not acceptable as ESIS did not enter into AMC, which led to technical issues. Also, the expenditure on printing of OPD/reference slips would have been significantly reduced had the Dhanwantari portal implemented fully.

2.2.3.2 Delay in developing portal with SAKALA integration – wasteful expenditure of ₹19.78 lakh

To streamline the reimbursement process for Insured Persons (IPs), the Director ESIS, Bengaluru, initiated (July 2020) the establishment of an IT cell to develop a reimbursement portal integrated with the SAKALA⁶³ system. The portal was intended to facilitate reimbursement claims for medicines purchased outside ESI facilities and for emergency hospitalisations when ESI services were unavailable. The integration reimbursement portal with SAKALA was aimed to enable real-time tracking of claims by IPs and ESI staff.

It was observed that the Directorate awarded (March 2021) development contract to KEONICS at a project cost of ₹41.00 lakh and paid ₹19.78 lakh (up to March 2024). However, the agreement did not stipulate a specific timeline

⁶² Bommanahalli, Peenya and Rajajinagar 1.

⁶³ A comprehensive IT solution developed by National Informatics Centre (NIC), to enable implementation of the Karnataka Sakala Act, 2012 by providing a transparent on-line monitoring mechanism for the services requested by a citizen.

for project completion. Payments were released at various stages based on payment milestones, without verifying adherence to project progress. The portal remained incomplete rendering expenditure of ₹19.78 lakh wasteful. The absence of a clearly defined schedule and inability to monitor project progress resulted in delays.

The Government stated (July 2025) that KEONICS entrusted the work to M/s. EPIC MIND for Sakala integration. As there was persistent delay in implementation of the project by the approved agency of KEONICS, the award of contract was nullified and KEONICS was directed to refund the amount paid by the department. The integration work was taken under Government project of the Electronic Delivery of Citizen Services (EDCS).

The reply is not acceptable, as the purpose of having real-time tracking of reimbursement claims for medicines purchased outside ESI facilities and emergency hospitalisations is defeated.

2.2.3.3 Non-Operational Digital Telemedicine Services – unfruitful expenditure of ₹5.30 crore

Digital Tele-Health and Tele-Medicine Services were approved as a pilot project under the Project Implementation Plan (PIP) for the financial year 2020-21, with a sanctioned amount of ₹8.82 crore. The services covered Tele-consultation, Consultation Scheduling, Appointment Reminders and Electronic Medical Records (EMR). The Government sanctioned the project and RailTel Corporation was awarded the contract under KTPP (4G) Exemption in February 2021.

The project was implemented in ESI Hospitals - Indiranagar and Hubballi and 12⁶⁴ dispensaries. Training and capacity-building sessions were conducted for doctors and nurses at both hospitals and doctor schedules were configured. A total of 754 tele-consultations were conducted. However, the project was discontinued from February 2023. The Equipment purchased for this project were found lying idle in the storerooms of all 14 hospitals/dispensaries.

We observed that ₹5.30 crore was released to RailTel up to March 2022 without obtaining satisfactory performance reports from the concerned hospitals (Hubballi and Indiranagar). The inaction of the Directorate to assess human resource availability and infrastructure readiness before conceptualizing the project resulted in unfruitful expenditure of ₹5.30 crore.

The Government replied (July 2025) that the payment was released only after receiving satisfactory reports from the concerned ESI hospitals and the project was discontinued as there was a poor response from the insured persons. It was stated that the company was contacted to buy back the idle equipment.

⁶⁴ Attibele, Bagalkot, Bommanahalli, Bommasandra, Dandeli, Dharwad, Gadag, Jigani, Koppala, RT Nagar, Singasandra and Whitefield / Dyavasandra.

Though the Government stated that the payments were released after obtaining satisfactory reports from ESI hospitals, the same were not furnished to Audit. Further, the reply confirms that the project was taken up without need assessment which rendered ₹5.30 crore unfruitful.

2.2.4 Procurement and utilisation of equipment

2.2.4.1 Non-installation of medical equipment – idle investment of ₹7.74 crore

The Director, ESIS, Bengaluru, procured lab equipment's (June 2021) and medical equipment (Feb 2023) which included Digital Radiography Systems and Mammograph X-ray machines costing ₹7.74 crore. However, as of March 2024, these machines remained uninstalled in all seven ESIS hospitals as the infrastructure required for installation was not provided.



We also observed that, despite the suppliers failing to install and demonstrate the equipment as required under the terms of the contract, full payments were made to the contractors. These payments were made without obtaining completion certificates or verifying the actual delivery and operational readiness of the equipment resulting in idle expenditure of ₹7.74 crore, as detailed in **Appendix-2.12**.

The Government replied (July 2025) that purchases pertain to different times, different periods by different departments. Further, it was stated that only ₹5.99 crore out of ₹7.74 crore belonged to ESIS and all files relating to the equipment purchases carried out by the ESI central stores section during COVID-19 under 4G exemption of KTPP Act 1999 pertaining to Sl. No. 6,7,8,13,14 and 15 shown in the above-mentioned Appendix were submitted to Enquiry Commission for Medical Procurement and COVID-19 deaths. It was requested to grant time till return of the files concerned.

The reply confirms that the department could not ensure that the equipment available are installed and used for the benefit of the patients.

2.2.4.2 Idle Liquid Oxygen Plants in ESIS Hospitals

Liquid Medical Oxygen (LMO) plants were installed in ESIS hospitals during 2020-21 at a cost of ₹3.04 crore through supplier (**Appendix 2.13**) with the objective of strengthening in-house oxygen supply and ensuring timely support during medical emergencies, particularly in the wake of the COVID-19 pandemic.

However, we observed from the records and during Joint Physical Verification (July 2024) that despite the substantial investment, these plants remained non-operational when they were most needed. The reasons for non utilisation of these plants were not forthcoming from the records.

As a result, the intended benefit of self-sufficiency in oxygen supply was not attained. In the absence of functional LMO plants, three ESIS hospitals were compelled to procure oxygen cylinders from external sources, incurring an additional expenditure of ₹2.92 lakh. This not only led to avoidable financial burden but also reflected poor planning and execution of critical healthcare infrastructure.



Exhibit 15: Liquid Oxygen Generator lying idle in open yard of ESI Hospital, Belagavi

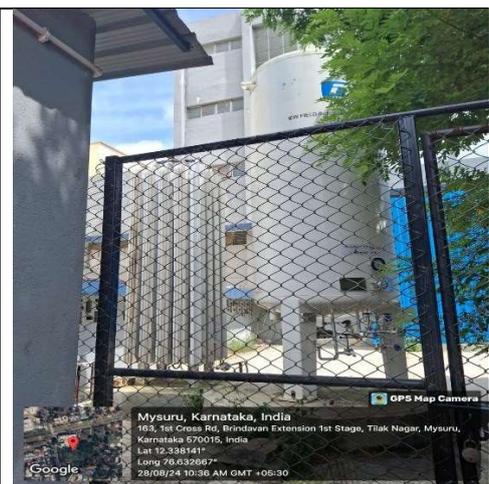


Exhibit 16: Unused Liquid Oxygen Generator lying in ESI Hospital, Mysuru

The Government replied (July 2025) that effective utilisation of LMO was constrained due to incomplete infrastructure, delays in Civil and Technical inspection, manpower and training gaps, regulatory compliance delays, reduced oxygen demand and use of LMO as backup. With reference to additional expenditure of ₹2.92 lakh, it was stated that the expenditure was essential and unavoidable as backup support.

The reply of the Government is not acceptable as the LMO was procured without creating adequate infrastructure to make it operational. This has resulted in LMO remaining idle for more than four years.

2.2.5 Provision of medical services to patients- Non-Availability of Intensive Care Unit (ICU) facilities in ESIS Hospitals

According to the Indian Public Health Standards (IPHS) Guidelines for district-level hospitals, critically ill patients require highly skilled life-saving medical aid and nursing care. The guidelines stipulate that an ICU should have a minimum of four beds and a maximum of twelve beds to cater to approximately 5 to 10 *per cent* of total medical and surgical patients.

We observed that, despite these guidelines, none of the test-checked ESIS hospitals had an ICU facility. As a result, qualified surgeons⁶⁵ were unable to perform major surgeries due to the Supreme Court ruling restricting surgeries in hospitals without ICUs.

The Government, accepting the observation replied (July 2025) that absence of ICUs is due to combination of infrastructural, financial and operational constraints and despite all these constraints no compromise has been made in delivering emergency or critical care to insured persons.

2.2.6 Drug Management

2.2.6.1 Distribution of Non-Standard Quality Drugs

As per the terms and conditions of the Rate Contract, at least 10 *per cent* of the drugs should be tested by the Chief DDOs in Government laboratories or laboratories approved by the Government to determine whether the drugs were spurious, adulterated, or Not of Standard Quality (NSQ). Following instances of non-compliance with this requirement were observed.

- **Inability to send Samples for Testing:** ESIH Dandeli, ESI Hospitals at Indiranagar and Mysuru (except in 2022-23) have not sent sample drugs for testing.
- **Delayed Test Reports:** Significant delays in obtaining test results were observed across all test-checked hospitals. In ESI Hospital Davangere, test reports had not been received even after more than a year⁶⁶ and delays ranging from 94 to 143 days were recorded in Belagavi, while a delay of 127 days was also observed in Hubballi. It was also noticed that ESIH Hubballi had sent drugs for testing only in 2022-23 whereas ESIH Belagavi had not sent during 2020-22.
- **Distribution of NSQ Drugs:** Not of Standard Quality (NSQ) drugs were distributed to Insured Persons (IPs) due to delays in communicating stop-supply orders from the Directorate to ESI hospitals and dispensaries. In ESI Hospital Mysuru, Hassan dispensary and Kulshekar dispensary, NSQ drugs continued to be issued even after receipt of the stop-supply orders. Further, at Bhadravathi (14 months) and ESIH Davangere (24 to 85 days), NSQ drugs were fully dispensed

⁶⁵ In test checked cases excluding ESIH Dandeli and ESIH Belagavi.

⁶⁶ Batch of medicines sent during March 2023.

before test results were received, highlighting lapses in timely communication and quality control.

During the exit meeting, the Director while accepting the observation, instructed Insurance Medical Officers and Medical Superintendents to cease issuing NSQ drugs immediately upon receiving stop orders and assured disciplinary action against those violating this directive.

The Government replied (July 2025) that drug testing laboratories were not participating in testing process during 2020-22. As a result, there were delays in receiving sample test reports from authorised testing centres and in some instances, drugs were used before tests reports received and immediate action was taken once NSQ report was received.

The reply of the Government is not acceptable as the drugs used on the patients without even getting the test reports and without even diagnosing the issues which could have proved fatal on the patients.

2.2.7 Service Delivery

2.2.7.1 Low Bed Occupancy Rates

Audit observations indicated poor bed occupancy rates in most ESIS hospitals (except Davangere) affecting fund allocation and service delivery as indicated in **Table 2.14**:

Table 2.14: Bed Occupancy Rates in ESIS Hospitals (2019-20 to 2023-24)
(in per cent)

Year	Dandeli	Hubballi	Mangaluru	Mysuru	Indiranagar	Belagavi
2018-19	4.00	52.00	5.00	82.00	35.00	15.00
2019-20	15.61	28.23	10.85	NA	34.47	19.04
2020-21	0.98	5.21	8.02	NA	8.30	3.00
2021-22	1.57	17.81	1.43	NA	21.30	12.60
2022-23	5.15	32.75	2.78	NA	25.76	Building
2023-24	5.73	51.07	6.16	61.23	32.57	declared unfit

Source: Information provided by the Department.

The low bed occupancy rate was due to factors such as inadequate infrastructure, equipment, Intensive Care Units and the absence of specialist doctors. The Government was eligible to get additional grant of ₹200 per insured person from the ESIC provided bed occupancy rate is more than 70 per cent. As a result of not maintaining the occupancy rate, it missed out on additional grants to the extent of ₹65.79 crore⁶⁷ during the period 2019-20 to 2023-24.

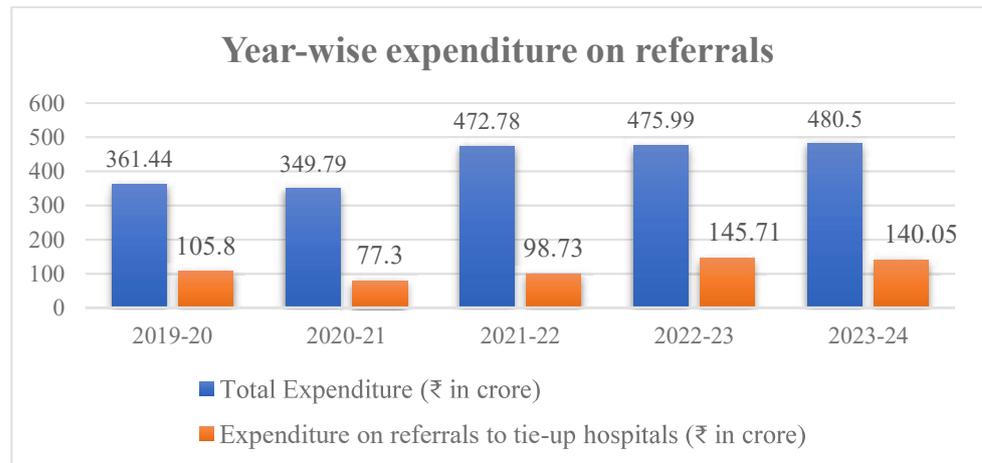
⁶⁷Average 32,89,594 insured persons × ₹200 (IPs registered in 2019-20 : 3486770, 2020-21: 3294380, 2021-22 : 2963220 and 2022-23 : 3264340, 2023-24 : 3439260).

Accepting the audit observation, the Government replied (July 2025) that the Bed Occupancy Rates are low due to shortfalls in providing enhanced facilities for upgrading of ESI hospitals and delay on part of ESIC in upgrading hospitals.

2.2.7.2 Injudicious referrals to tie-up hospitals

Significant expenditure was incurred due to referrals to tie-up hospitals for services that could have been provided in ESIS hospitals with proper infrastructure as indicated in **Chart 6**:

Chart 6: Expenditure on referrals to tie-up hospitals



Source: Information provided by the Department.

As seen from the above Chart, expenditure incurred on account of referral to tie-up hospitals ranged between 21 and 31 *per cent* of the total expenditure. The high number of referrals was primarily due to inadequate infrastructure and the non-availability of specialist doctors. Some key instances include:

- ESIS Hospital, Davanagere referred 2,274 IPs and their family members for cataract surgery to tie-up hospitals between 2021-22 and 2023-24. Despite having a qualified ophthalmologist but without supporting infrastructure, these patients were sent to external facilities for Intraocular Lens (IOL) surgeries.
- ESI Hospital, Mangaluru referred 1,765 ENT cases between 2018-19 and 2023-24 to tie-up hospitals due to outdated equipment. No new equipment had been supplied to the ENT department during this period.

Further, as per the ‘Manual on Referrals’, patients were to be provided with a seven-day supply of medicines upon discharge from tie-up hospitals. However, this provision was not enforced, and in the test-checked cases, patients were discharged without receiving the required medication.

Accepting the audit observation, the Government replied (July 2025) that the tie-up hospitals are made for want of non-existent facilities as ICU facilities is yet to be started in ESIS hospitals. It is also stated that high referrals in

Davanagere ESIH and Mangalore ESIH were attributed to shortage of qualified technicians and indent/tender related procedures.

Conclusion

The audit of ESIS implementation in Karnataka highlighted significant deficiencies, like non-implementation of key preventive health services, resulting in a forgone grant of ₹39.84 crore. Digital initiatives such as telemedicine and the Dhanwantari portal remained underutilized and medical equipment worth ₹7.74 crore was left uninstalled. Payments were released without confirming equipment delivery and critical care facilities like ICUs and essential drugs were unavailable. Not of Standard Quality (NSQ) drugs were also distributed, risking patient health. These shortcomings contributed to increased referrals to tie-up hospitals, low bed occupancy rates and a decline in the overall quality of healthcare delivery under the scheme.



Recommendation 3: *The State Government may direct ESIS to:*

- *implement preventive health services to secure central grants.*
- *optimally utilise digital platforms like the Dhanwantari portal and telemedicine operations.*
- *ensure the proper deployment and use of medical equipment.*
- *make ICUs functional, ensure system for supply of quality and essential drug to enhance bed occupancy and decrease referral to tie-up hospitals.*

2.3 Misappropriation of ₹4.03 crore in ESIS

Manipulation of sanction orders for medical reimbursement claims under ESIS resulted in suspected misappropriation of ₹4.03 crore.

Employee State Insurance Scheme (ESIS) provides full medical care to the Insured Persons (IPs) and their families. This includes reimbursement of medical expenses incurred by Insured Persons in identified eight⁶⁸ emergency situations where in the IP or his/her dependent family members avail urgent medical treatments from any private hospital, not-tied-up with ESIS, in the event where the patient is not in a position to approach the nearest ESIS dispensary/hospital or any tied-up hospital. Each IP registered to the scheme is provided with a ten-digit IP number for availing the benefits under the scheme. There is no documented procedure for regulating reimbursement claims. However, the reimbursement claim procedure followed by the ESIS Dispensary and Hospital are as follows:

- The concerned IP is required to submit the claim along with relevant medical bills/ discharge summaries to the Insurance Medical Officer (IMO) of the ESIS Dispensary in which the IP is registered.

⁶⁸Heart attack, Accident, Snake bite, Burns, Poison, Dengue, Delivery and COVID-19.

- The IMO has to verify the eligibility of the IP and correctness of the claim and recommend the claims to the Medical Superintendent (MS) of the jurisdictional ESIS Hospital for scrutiny and approval.
- The claims on receipt would be processed and passed by a Grievance Cell consisting of a Medical Superintendent (MS) of the jurisdictional Hospital, Deputy Medical Superintendent, Resident Medical Officer and Specialist Doctor. After passing the bills by the Grievance cell, the MS of the Hospital issues a sanction order (generally clubbing cases of few IPs) with approved reimbursable amounts (passed by the Grievance cell).
- Based on the sanction orders received from the hospital, the IMO prepares the Reimbursement voucher (Khajane-II⁶⁹ Bill). The Khajane-II bill is required to be countersigned (both online and on the physical copy) by the MS of the Hospital. The Khajane- II bill is processed by the concerned Treasury/Sub-Treasury office and the approved amount is credited to the respective bank account of the concerned IPs through Direct Benefit Transfer.

During the test check of records relating to reimbursement of medical claims to the IPs, we observed that amounts were released on the basis of fake sanction orders. Subsequently a detailed check of all sanction orders against which reimbursement made by IMO Bagalkote for the period 2020-2024 were scrutinised and found that an amount of ₹3.67 crore was paid against fake sanction orders as detailed in **Table 2.15**:

Table 2.15: Details on fake sanction orders

Sl. No.	Year	Sanction Orders issued by MS Hubballi	Number Of Claims in the Sanction Orders	Approved amount as per the Sanction Orders (₹)	No. of fake sanction orders prepared by IMO Bagalkote	Number Of Claims in the Fake Sanction Orders	Fake Bills Total (₹)
1	2023-24	17	294	56,47,641	10	158	66,06,849
2	2022-23	25	411	96,70,615	12	175	61,19,384
3	2021-22	5	29	19,04,963	30	525	2,33,60,670
4	2020-21	11	127	38,98,661	5	44	6,16,398
	Total	58	861	2,11,21,880	57	902	3,67,03,301

Source: Information provided by the Department.

It was observed that during the period IMO, Bagalkote submitted Khajane II bill for 902 fake claims through 57 fake sanction orders and which were countersigned by MS, Hubballi.

⁶⁹an Integrated Financial Management system of Government of Karnataka.

In addition to this, 65 numbers of additional claims amounting to ₹36.08 lakh were inserted by IMO, Bagalkote dispensary than the claims approved by MS Hubballi. Reimbursements were also sanctioned against these fake claims. It is pertinent to note that the number of fake claims was more than the original claims.

Further, we observed that dispensary had not maintained the duplicate copies of hospital bills/discharge summaries of the IPs. We traced 47 vouchers from the data available with the AG(A&E) for the period 2021-24 and observed in two cases that bills attached with the vouchers were fake as was confirmed by two private hospitals that the bills were forged and denied providing any in/outpatient treatment to the persons named in the bills at their facilities.

Lack of Standard operating Procedure for payment of bills and non-taking up of internal audit led to non-reconciliation of claims with that of K-II bills resulted in suspected misappropriation of ₹4.03 crore.⁷⁰

In reply , the Government stated (April 2024) that recovery of ₹2.15 crore had already been decided and suitable action would be taken on remaining amount on receipt of final report .

 **Recommendation 4:** The State Government may fix the responsibility on concerned officers/officials for causing loss to State exchequer.

Department of Higher Education

2.4 Irregular financial assistance to Private Universities

Two Grants-in-Aid (GIA) colleges became part of two Private Universities during 2015-16 and they were not eligible to receive GIA from the Government as per provisions of the University Act. However, the Government continued to release GIA amounting to ₹146.23 crore.

To promote and advance applied university education in various disciplines, including Technical, Health, Management, Natural and allied sectors, the Government of Karnataka passed Acts to establish Private Universities in the State. KLE Technological University, under Act No. 22 of 2013 and JSS Science and Technology University, under Act No. 43 of 2013, were established in 2013. Two Grant-in-Aid (GIA) engineering colleges — BV Bhoomareddy College of Engineering and Technology (BVBCET), Hubballi and Sri Jayachamarajendra College of Engineering (SJCE), Mysore — became part of these Private Universities through notifications dated 04 April 2015 and 16 January 2016 respectively. The Commissioner of Collegiate and Technical Education releases GIA to institutions periodically under its jurisdiction.

As per Section 5 of the Acts establishing Private Universities, the Universities shall be self-financing and shall neither demand nor be entitled to any

⁷⁰ (₹3.67 crore + ₹0.36 crore).

maintenance, grant-in-aid, or any other financial assistance from the State or any body or corporation owned or controlled by the State.

The Compliance Audit of the Commissioner of Collegiate and Technical Education (March 2023) revealed that SJCE Mysore and BVBCET, Hubballi became part of two new Private Universities during 2015-16 and as such they were not eligible to receive GIA from the Government. However, Commissioner, Collegiate and Technical Education continued to release the GIA to these institutions amounting to ₹146.23 crore during the period 2018-2023 as shown in **Table 2.16**:

Table 2.16: Details of GIA releases

(₹ in crore)

Academic Year	SJCE, Mysore	BVBCET, Hubballi
2018-19	19.09	9.84
2019-20	17.63	9.89
2020-21	23.07	9.47
2021-22	19.01	11.06
2022-23	17.13	10.04
Total	95.93	50.30
	146.23	

Source: Data furnished by the Commissioner of Technical Education.

In respect of BVBCET, Hubballi, GIA was ceased by the Government in March 2023, citing the provisions of the Act. However, a subsequent order issued in February 2024 extended GIA until the academic batch of 2022-23 completes its course and allowed GIA staff to be retrenched by 2025-26. Further, in the case of SJCE Mysore, instructions were issued in November 2019 to continue with GIA without specifying any timeframe for exiting the GIA regime.

Release of GIA for both institutions contradicted the provisions of both the GIA Code and the Acts establishing the Universities. Since private Universities were formed to impart quality education with autonomy, the continuation of financial assistance was in violation of regulations. This resulted in the irregular release of GIA to two institutions to an extent of ₹146.23 crore.

The Government stated (September 2025) that in accordance with Government orders of February 2024, salary grant to BVB Engineering College, Hubballi (KLE University) will be released till the end of academic year 2025-26. As regards grants to the SJCE, Mysuru (JSS University) the same shall be continued as a Government aided institution as per Government order of November 2019.

The reply is not acceptable as the Government Orders of November 2019 and February 2024 were in contravention of Section 5 of KLE Technological University Act 2012 and JSS Science and Technology Act 2013.

2.5 Non-recovery of salary amounting to ₹5.72 crore

The staff members deputed for higher education did not complete their Ph.D. within the prescribed time. The Department did not recover the salary paid during the deputation period, in accordance with the applicable rules.

The Commissioner of Collegiate and Technical Education (CCTE), Karnataka, is responsible for overseeing the technical education system and is tasked with managing the higher education of staff members through various schemes, including the Government of India's Quality Improvement Programme (QIP).

The expertise and capabilities of faculty members at diploma and degree-level institutions are aimed to be upgraded through QIP. The scheme, which is managed by the All-India Council for Technical Education (AICTE), provides opportunities for:

- For the Faculty Members of AICTE approved Polytechnic Institutes (Diploma level) (with valid Faculty ID of AICTE) to pursue M.E/M.Tech programme.
- For the Faculty Members of AICTE approved Degree level Engineering/Management Institutes (with valid Faculty ID of AICTE) to pursue Ph.D programme.

As per sub rule 10 of Appendix II-A of Rule 61(3) of Karnataka Civil Services Rules (KCSR), the duration of the scheme for pursuing a Ph.D. program is set at three years, during which candidates are expected to complete their research and fulfill all academic requirements. No extensions will be granted beyond this period to ensure timely completion of the program. However, in exceptional cases, where valid and justified reasons are provided, the duration may be extended by a maximum of one additional year, subject to approval by the competent authority.

Further, if the Government concludes that sufficient progress has not been shown by the Government servant deputed for higher studies or specialized training, or if the course has not been completed within the prescribed time, the period of deputation is to be terminated and the entire expenditure incurred on the deputation is to be recovered from the Government servant.

Compliance Audit of the Department of Technical Education revealed (January 2024) that 15 out of 19 Assistant Professors and Lecturers working in various Government Engineering Colleges and Government Polytechnics who were deputed for pursuing Ph.D. studies between 2017-18 and 2020-21 had not completed their Ph.D. within the prescribed time. The remaining four teaching staff members completed their Ph.D. with delays ranging up to 33 months.

The Departments' inability to recover the salary paid during the deputation period from staff who have not completed their Ph.D. within the stipulated time and also from the staff who completed belatedly, as required under Rule 61(3) of KCSR. The amount to be recovered from the staff concerned comes to ₹5.72 crore, as detailed in **Appendix-2.14**.

Thus, inability of the Department to adhere to Rules stipulated under KCSR to recover the salary from the staff members deputed for higher education under the Quality Improvement Programme resulted in non-recovery of salary to the extent of ₹5.72 crore.

The Government stated (September 2025) that all such cases of discontinuance of courses are being examined, and action would be taken as per Rule 61(3) of KCSR. Further, instructions⁷¹ were issued to the Commissioner, Collegiate and Technical Education Department to recover the amount in such cases.

2.6 Increased interest liability due to delay in taking over Polytechnic - outstanding dues - ₹5.72 crore.

In 2010, the Karnataka Government directed the DTE to take over S.G.E.E.S Rural Polytechnic, Tarihal, Hubballi, as a Government institution. The takeover was delayed by 10 years, increasing the Government's liability due to accumulated interest and statutory payments.

During the audit of Office of the Directorate of Technical Education (DTE), Bengaluru it was observed that the institution S.G.E.E.S⁷² Rural Polytechnic Tarihal, Hubballi (College) was functioning under the Management of State Government Employees' Co-operative Society (SC/ST) since 1986-87. The institute was included into Grant-in-Aid (GIA) regime in 2001. There were four aided courses *viz.*, Civil, Electronics & Communication, Electronics instrument & control and Computer science and three unaided courses *viz.*, mechanical, information science and mechatronics being conducted in the institution.

Facing financial constraints due to revised AICTE guidelines and the 15 *per cent* management quota salary contribution, the Management decided to transfer the institution to the Government. Acting upon the request by the Management, a committee was formed by DTE, led by the Deputy Director, Technical Education Department (June 2007) to assess the feasibility of taking over the institution. The Committee submitted a report in August 2007.

Based on the Committee's recommendations⁷³, the DTE submitted a proposal to the Government on 30 May 2008 to convert SGES Rural Polytechnic, Hubballi into a Government Polytechnic, while acknowledging a liability of ₹2.96⁷⁴ crore to be settled. Subsequently, the Government issued orders (ED 27 TPE 2010 Bengaluru dated 4 December 2010) to take over the college as Government Polytechnic, Tarihal officially.

⁷¹ *vide* G.O ED 183 DTE 2024, dated 21.02.2025.

⁷² Also referred as SGES Rural Polytechnic College.

⁷³ Committee found that it will cost minimum ₹15 crore to construct a polytechnic and will take minimum six years to establish to the present level. Moreover, immovable properties and machineries worth ₹5.61 crore could be acquired instantly. It was also opined that polytechnic as a Government institution can render quality education to poor rural students at affordable cost.

⁷⁴ This amount is outstanding dues in respect of State Government Employees Housing Co-Op society, UCO bank, Corporation Bank, EPFO (defaulting the remittance).

We noted that the Committee submitted its report in August 2007. However, the Government issued orders only in December 2010, after three years and four months. While issuing the orders, the Government stated that it would repay the loan expenditure only up to ₹2.96 crore, without determining the exact liability as on the date of order. The reason for the delay in the issue of orders was not made available to us.

Although Government issued Orders in December 2010, the DTE did not initiate the process of taking over of the institution. The delay was partly due to the Government's indecision to merge teaching and non-teaching staff into Government Service. Aggrieved by the delay, the college staff approached the Hon'ble High Court, Dharwad Bench, in January 2014. Meanwhile, a Special Leave Petition (SLP) concerning property ownership was filed in the Supreme Court in March 2014, which issued interim orders to maintain the status quo. In February 2019, the High Court directed the Department to expedite the takeover as per the 2010 Government orders. Inability to comply led to a contempt case, after which the Director, DTE, submitted an unconditional apology and affidavit on 10 July 2019, confirming the takeover of Institution on 09 July 2019 subject to Supreme Court instructions. The SLP was dismissed in August 2019.

In September 2020, the Department formed a committee, chaired by the Deputy Commissioner, Dharwad to assess the status of Institution's movable and immovable properties. The Committee in its report (October 2020) stated that all conditions of the G.O. dated 4 December 2010 were fulfilled except staff merger which was beyond its purview.

In the absence of records relating to updated liability to be cleared by the DTE, we sought details from the institutions concerned. As per the information furnished (March-June 2025) by three⁷⁵ institutions, the total liability increased from ₹2.96 crore to ₹8.68 crore as detailed in **Table 2.17**:

Table 2.17: Details of the liability

(₹ in crore)

Name of the institutions / banks from which loans are taken for development of polytechnic.	Liability as calculated by 2007 committee			Liability as on May 2025*		
	Principal	Interest	Total	Principal	Interest	Total
State Govt. Employees Housing co-op society	0.92	0.53	1.45	0.41	2.79	3.20
UCO Bank	0.41	NA	0.41	0.41	4.44	4.85
EPFO	0.18	NA	0.18	0.63	NA	0.63
Total	1.51	0.53	2.03	1.45	7.23	8.68

Source: Information provided by the Department; (*Neither the Directorate had records to verify the initial and accumulated interest on outstanding dues pertaining to Corporation Bank nor the Bank furnished the same to us. Liability as calculated by 2007 Committee in respect of Corporation Bank was ₹0.92 crore. Hence, total liability as per 2007 Committee was ₹ 2.96 crore).

Since the Department has assumed full control of the Institution as stated in the affidavit, it is now responsible for discharging the liability. This responsibility

⁷⁵UCO Bank, EPFO and SGEH cooperative society.

is crucial, as the interest accrued could impose a substantial additional financial burden on the State exchequer.

Thus, the DTE's delay in timely taking over the college led the staff to seek legal recourse. The legal intervention further delayed the takeover, ultimately resulting in accumulation of liabilities which imposed an additional financial burden to the extent of ₹5.72 crore (₹8.68 crore minus ₹2.96 crore).

The Government stated (September 2025) that action would be taken as per rules for discharging the liability of ₹8.68 crore.

2.7 Loss of Revenue due to non-recovery of tuition fees to the extent of ₹3.96 crore

Tuition fees exemptions granted for students at the time of admission are to be recovered from their sanctioned scholarships. In 60 Government Polytechnic and two Engineering Colleges, students either did not apply for scholarships or the colleges did not recover/collect the fees which led to loss of revenue.

The Department of Higher Education, assisted by the Commissioner of Collegiate and Technical Education (CCTE), oversees technical education in Karnataka across Government, aided, and private institutions. To support financially disadvantaged students, the Government provides scholarships. Tuition, admission, and development fees waived at admission are deducted from the scholarship granted.

Prior to academic year 2020-21, scholarship funds were disbursed to college Principals, who deducted fees exempted at the time of admission before transferring the balance to student's account. To streamline the process, the State Scholarship Portal (SSP) was introduced in 2019-20 for direct transfers to students. In December 2021, the DTE directed that all students with fee exemptions shall apply for scholarships compulsorily and Principals were to collect the information of the students who have obtained fee exemption but not applied for scholarship and should encourage them to apply for the same.

Further, Principals were directed to entrust this work to the Heads of Departments concerned and inability to do so, responsibility was to be fixed on the Principal/HoDs/Registrars/concerned courses' Subject coordinator.

The Compliance Audit of five⁷⁶ Government Polytechnic Colleges for the period 2020-21 to 2022-23 revealed that 2,526 students availed fee exemptions amounting to ₹75.16 lakh (**Appendix-2.15**). Out of these 2526 students, it was observed that:

- 1492 had applied for and received the Scholarship. However, the fee amounting to ₹44.62 lakh was not recovered from them.

⁷⁶ Government Polytechnic Colleges of Karwar, Chikkamagaluru, Kushalnagara, Siddapura and Joida.

- 1,034 students did not apply for the scholarship due to which an amount of ₹30.54 lakh could not be recovered.

Moreover, 1,141 students who took admission during 2020-21 for Semester I, III and V had already passed out of the college. As such, the chances of recovering ₹33.69 lakh from them remained uncertain.

We sought similar information from the Department for all Government Engineering and Polytechnic colleges. According to DTE data (**Appendix 2.16**), in 55 Polytechnic colleges (out of 101) and 2 Engineering colleges (out of 16), an amount of ₹3.21 crore remained uncollected (excluding the five Polytechnics mentioned supra) as shown in **Table 2.18**. Data for the remaining colleges has not been provided.

Table 2.18: Non-collection of tuition fee in institutions

(Amount in ₹)

Academic Year	No. of polytechnic/ Engineering colleges	Total no. of students pertaining to Category	Tuition fee to be collected	Tuition fee collected at the time of admission	Tuition fee recovered from scholarship	Tuition fee not collected
2020-21	57	15,103	5,07,58,440	3,32,09,070	61,58,910	1,13,90,460
2021-22	57	17,506	6,12,48,300	4,47,35,555	59,29,260	1,05,83,485
2022-23	57	20,972	7,27,67,280	5,58,43,970	67,98,355	1,01,24,955
Total		53,581	18,47,74,020	13,37,88,595	1,88,86,525	3,20,98,900

Source: Information furnished by the Director of Technical Education (DTE).

Of this, ₹1.14 crore pertaining to the academic year 2020-21 is unlikely to be recovered as the students have already graduated. It is also possible that the same issue exists in remaining colleges as well.

Further, until 2021-22, all the collected fees were remitted to the treasury. However, from 2022-23, the Government directed that such funds be retained under the Institutional Development Plan (IDP) for infrastructure improvements.

Thus, the inability to monitor the recovery of exempted fee by the respective Principal/ HoDs/ Registrars/concerned courses' Subject coordinator of the institutions led to loss of ₹3.96⁷⁷ crore which could impact further development and availability of resources of these institutions.

⁷⁷Includes a) ₹3.21 crore as compiled from the data provided by DTE for 55 Government Polytechnic Colleges and 2 Government Engineering Colleges.
b) ₹0.75 lakh identified during the Audit of 5 Government Polytechnic Colleges.

The Government while accepting the audit observation, stated (September 2025) that the information is being collected from the institutions and a consolidated report on the action taken would be furnished.

Department of Revenue

2.8 Delay in processing of compensation cases in respect of land acquisition led to avoidable interest payment

The inability of DC Hassan in promptly initiating the payment of court-enhanced compensation from the dates of applications under Section 28(A) of Land Acquisition Act, 1894 resulted in avoidable interest to the extent of ₹2.96 crore.

The land acquisition process for the Yagachi and Hemavathy Irrigation Project was initiated by the Revenue Department in Hassan District (from 1979 to 2009) at the request of the Irrigation Department for the scheme of providing water supply for drinking, agricultural irrigation and other purposes.

Land acquisition and subsequent compensation shall be carried out in accordance with the provisions of the Land Acquisition Act, 1894. The preliminary notification to identify the land for acquisition was issued under section 4(1), followed by a final notification under section 6(1) to confirm the acquisition and initiate compensation. Section 11A mandates that the award be issued within two years of the Section 6 declaration. Section 18(1) allows disputes related to measurement, compensation, or beneficiaries to be referred to the court. Further, section 28A provides an opportunity for individuals who did not seek a reference under Section 18 to apply for re-determination of compensation within three months of the court's award.

During the Compliance Audit (March 2023) of the Deputy Commissioner (DC) of Hassan district (May 2024), it was observed that the landowners aggrieved by the Special Land Acquisition Officer award, filed applications before the competent civil court seeking a review and enhancement of the compensation. The competent civil court passed orders (2005-20) granting enhanced compensation against the compensation set by the department in various cases referring to Section 18(1) (**Appendix-2.17**). Upon receiving the applications for enhanced compensation from the landowners who did not seek a reference under Section 18, the DC was to initiate the payment procedures for the applications filed under section 28(A) in accordance with the provisions stipulated under the act. The delay in settlement of claims attracts interest of 9 *per cent* for the first year and 15 *per cent* for the subsequent years.

A review of the records revealed that for 21 villages, covering a total area of 65 acres and 16 guntas, the cumulative court-enhanced compensation, including solatium⁷⁸, payable was ₹4.95 crore. However, the settlement of claims took an extended period ranging from 4,044 to 15,793 days since the date of preliminary

⁷⁸ Solatium is an additional payment made to landowners when their land is acquired by the government for public projects in addition to the market value.

notification, as detailed in **Appendix-2.18**. As a result, ₹39.82 lakh was paid as interest at a 9 per cent rate for the first year of delay and ₹13.53 crore was paid at a 15 per cent interest rate for the delay beyond the first year on the total enhanced compensation of ₹16.61 crore until the final dates of settlement.

An analysis of the delay in claim settlements by the DC, Hassan, revealed significant delays ranging from 191 days to 4,715 days from the date of application under Section 28(A) to final settlement. Given the substantial interest burden on delayed settlements, the DC should have taken prompt action to process claims immediately upon receiving applications under Section 28(A) to minimize further interest liability. Thus, the inordinate delay in settling the claims resulted in avoidable interest payment to the extent of ₹2.96 crore from the date of receipt of application under section 28(A) till final settlement.

The Government, while accepting (July 2025) the observation has attributed the reasons for delay in settling the compensation to non-maintenance of computerised registers, arrangement of *ad-hoc* SLAOs, work overload, non-assignment of permanent staff, unskilled workforce, non-timely filing of claims, late submission of documents by petitioners, lack of timely objections by the department, etc.

 **Recommendation 5:** *The State Government may prescribe definite timelines to settle the land compensation claims to minimise the interest liabilities on belated payments.*

2.9 Excess payment of compensation - ₹2.18 crore

Inclusion of stamp duty and registration fee as one of the components of compensation led to excess payment of compensation of ₹2.18 crore.

The Government is empowered to acquire land for the development, maintenance and improvement of highways under Sections 15 and 19 of the Karnataka Highways Act, 1964. Compensation for such acquisition is to be determined in accordance with Sections 27 and 28 of the same Act. Specifically, Section 28(2) mandates that compensation shall be computed as per Sections 23 and 24 of the Land Acquisition Act, 1894, as amended by relevant law.

Subsequent to the enactment of the Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013 (RFCTLARR Act), the compensation provisions under the Karnataka Highways Act are to be read harmoniously with this new Central Legislation. As per the Act, the following are the various provisions relating to the payment of compensation as mentioned in **Table 2.19** below:

Table 2.19: Provisions relating to the payment of compensation in RFCTLARR Act, 2013

Section	Gist
Section 3(i)	The cost of acquisition includes compensation (with solatium, interest, enhanced awards), demurrage, cost of land/building for resettlement, infrastructure development, R&R expenses, administrative charges and Social Impact Assessment (SIA) costs.
Section 26 – Market Value	Market value to be whichever is higher among: (a) circle rate, (b) average of highest sale deeds, or (c) consented amount.
Section 27 – Compensation	Determination of Compensation to include market value plus damages and other amounts as specified in Section 28.
Section 28 – Parameters	Collector shall consider damage to standing crops, trees, severance, injurious affection and loss of residence or profit earnings.
Section 29 – Valuation	Assets attached to such Buildings and immovable properties, etc., to be valued separately by competent engineer or authority.
Section 30 – Solatium	Award of “Solatium” amount equivalent to one hundred <i>per cent</i> of the compensation amount and award an amount calculated at the rate of twelve <i>per cent</i> per annum on market value for the period commencing on and from the date of the publication of the notification.
Schedule I – Compensation	Manner of determination of value

Source: Information furnished by the Department.

Under Phase-3 of the Karnataka State Highways Improvement Project (KSHIP), Government acquired (April 2022 - July 2023) land for improvement of highways across the following corridors:

- Bengaluru NICE Road to Magadi (Bengaluru South Taluk)
- Gadag to Honnali (Gadag jurisdiction)
- Magadi to Somwarpet (Pandavapura and Mandya jurisdictions)

For this, a total of 116 acres and 39 guntas of land was acquired under the provisions of the RFCTLARR Act.

During the Compliance Audit of the Revenue Department (September 2023-January 2024), We noticed that a total compensation of ₹134.66 crore was paid under three packages by four⁷⁹ offices which included amount of ₹2.18 crore towards stamp duty and registration fee for the land acquired. The package-wise compensation paid is shown in **Table 2.20**:

⁷⁹Offices of Asst.Commissioner (Bengaluru South Taluk), Asst.Commissioner (Gadag), Asst.Commissioner (Pandavapura), Deputy Commissioner (Mandya).

Table 2.20: Details of Stamp Duty and Registration fee paid by the Department

Name of the Project	Name of the package	Place where land was acquired	Land acquired from farmers as per RFCTLARR Act 2013	Total amount paid for compensation for the land area acquired (in ₹)	Stamp Duty and Registration Charges ⁸⁰ @ 6.65 per cent as included by the department (in ₹)
Phase-3 (KSHIP-3)	Package-1C	Bengaluru Nice Road to Magadi	17A-34G (July 2022-July 2023)	68,42,41,712	1,05,69,014
	Package-2	Magadi to Somwarpet	36A-01G (July 2022-Dec 2022)	29,89,20,154	54,70,637
			38A-12G (Aug 2022-Dec 2022)	30,35,94,370	51,33,891
	Package-3	Gadag to Honnali	24A-32G (April 2022)	5,98,54,504	6,80,356
Total			116A-39G	1,34,66,10,740	2,18,53,898

Source: Information provided by the Department.

It can be seen that the above-listed provisions of the act did not specify for payment of stamp duty and registration fee as part of compensation.

As per Schedule II read with Section 31 of the RFCTLARR Act, 2013, stamp duty and registration fees are to be borne by the Requiring Body only when alternate land or house is allotted to displaced families and a registered conveyance deed is executed in their favour. This provision does not extend to compensation paid for land acquired by the department nor does it justify payment of stamp duty on monetary compensation.

Further, as per Section 9(1) in Karnataka Stamp Act, 1957, the Government may, in public interest, by notification, remit the stamp duty payable on instruments executed by or in favour of:

- When the farmer's land is acquired and in lieu of compensation amount, when developed land is given as compensation.
- when the farmer's land is acquired and from the compensation amount if the farmer purchases agricultural or non-agricultural land; and
- when the farmer's or other's land is acquired and from the compensation amount, if the farmer or other person purchases agricultural or non-agricultural land.

⁸⁰Calculated on the price of the specified land as per guidance/market value (as per Section 26 of the Act).

In these cases, a certificate from the Deputy Commissioner or concerned Authority confirming details of the acquired and allotted/purchased land must be furnished to qualify for the exemption. However, remission of stamp duty and registration fees is not applicable in the case of monetary compensation.

Thus, in the absence of any enabling provision, inclusion of stamp duty and registration fees in the compensation amount resulted in an excess payment of to an extent of ₹2.18 crore to landowners.

The Government replied (June 2025) that the stamp duty and registration fee were paid as per the approved entitlement matrix for KSHIP-III under the Land Acquisition and Rehabilitation & Resettlement Principles and Policy Framework⁸¹ 2017.

The reply is not acceptable as the provisions of RFCTLARR 2013 Act adopted by KSHIP in its entitlement matrix do not provide for payment of stamp duty and registration fee in cases of payment of monetary compensation.

Department of Health and Family Welfare

2.10 Infructuous expenditure of ₹4.68 crore

Infructuous expenditure of ₹4.68 crore due to incorrect selection of land by Revenue Department

Section 135 of Karnataka Public Works Departmental Code stipulates that all work shall be commenced only after issue of work orders by the competent authority and signing of agreement and handing over the site free of encumbrance after following procedures prescribed in this code.

The Department of Health and Family Welfare (H&FW) accorded approval (March 2021) for construction of 50 bedded Taluk Hospital (TH) in Kittur Taluk of Belagavi District as per the State Program Implementation Plan (PIP) under the National Health Mission (NHM) for the financial year 2020-21 with a financial outlay of ₹15.00 crore.

The Deputy Commissioner of Belagavi District on the request of H&FW allocated (March 2021) a Government land measuring 5 acres in S.No.3 in Giriyala village, Kittur Taluk. Before the commencement of work and while obtaining clearances from the forest department, the land measuring 5 acres was found (October 2021) to be figuring in the deemed forest list.

The tender for the construction of the building was awarded to M/s. MCKB at a total cost of ₹13.36 crore plus GST and the work order was issued (July 2021) to the contractor with stipulated period of completion as 18 months from the date of handing over of site.

⁸¹G.O. no. PWD 175 EAP 2014, Bengaluru Dated: 13-11-2017.

As the allotted land was a forest land, an alternative land measuring six acres and 37 guntas was allotted (March 2022) by the Deputy Commissioner in Sy.No.407 of Kittur village to the Health and Family Welfare Department with recommendation that the identified land is free from encumbrance and litigation. The new site was handed over to the contractor in October 2022. A mobilisation advance of ₹66.75 lakh was paid to the contractor in November 2022.

We observed that after the commencement of the work by the contractor in the new site, the work was stopped (March 2023) on the oral instructions of the Taluk Officer, Bailahongal, citing reasons that the said land was under litigation in the Court of the Senior Civil Judge, JMFC, Bailahongal. Consequently, the work was stopped (March 2023) by the contractor after executing the construction upto plinth level and incurring an expenditure of ₹4.08 crore (inclusive of GST) through three Running Account Bills.

Further, the Deputy Commissioner, Belagavi cancelled the land granted in Survey number 407 and an alternative land measuring 3.22 acres was allotted (June 2024) in Sy.No 87A in the same village. The site was yet to be handed over to H&FW (November 2024).

We conducted a joint physical verification (October 2024) in Survey number 407 and found that the construction till the plinth level was covered in dense vegetation and corrosion affected the open columns of steel as shown in the **Exhibit 17**:



Exhibit 17: Status of work up to plinth level

As against mobilisation advance amounting to ₹66.75 lakh given to contractor, an amount of ₹6.60 lakh was adjusted up to third RA Bill. In view of stoppage of work and the expiry of the Bank Guarantee given by the Contractor (which was valid up to 30.03.2023), the chances of recovering the balance amount of ₹60.15 lakh from the contractor were remote.

The Government accepted (July 2025) the lapse on the part of officials of the Revenue Department and the Health and Family Welfare Department. Further,

instructions have been issued to initiate disciplinary action against the concerned revenue officials, the District Health Officer and the Administrative Medical Officer of the taluk hospital.

The reply confirms that the Revenue Department could not identify the encumbrance free land which resulted in infructuous expenditure of ₹4.68 crore⁸² apart from depriving the local community of availing the upgraded medical facility in their region for the past four years.

Urban Development Department

2.11 Incorrect adoption of the reckoning period for average base price indices in execution of works resulted in avoidable payment of ₹5.90 crore

Incorrect adoption of the reckoning period for the average base price indices in execution of works by Bengaluru Water Supply and Sewerage Board resulted in avoidable payment of ₹5.90 crore and undue benefit to the agencies.

Price adjustment is a component of contract price aimed to compensate both the employer and the contractor against the rise or fall in costs towards labour, materials, fuel and lubricants during execution of various civil works. To compensate frequent fluctuations in rates of construction materials and labour, Government of Karnataka (GoK) issued (November 2004) directions to include price adjustment clause in all works whose estimated cost put to tender was ₹100 lakh or more and the period of completion was 12 months or more. Further, GoK *vide* its order dated 26 February 2016 (G.O) issued clarifications regarding method of calculating price adjustment for various components. The G.O prescribed that for determining the base index for a specific component of work, the average of all India wholesale price index value⁸³ of the said component for three consecutive calendar months preceding the calendar month of opening the tender shall be considered.

As per Price Adjustment (clause 40 of the contract agreement), the contract price shall be adjusted for an increase or decrease in rates and prices of labour, materials, fuel and lubricants in accordance with the formula given in the contract data.

The Bengaluru Water Supply and Sewerage Board (BWSSB) during July 2017 and January 2018 awarded the following construction, operation and maintenance works of Sewage Treatment Plants (STPs) to various contractors/agencies, on a turnkey basis:

⁸²₹4.08 crore *plus* ₹60.15 lakh.

⁸³Published by the Labour Bureau, Ministry of Labour, Government of India (for Labour component of work) and the office of Economic Advisor, Ministry of Commerce and Industry, Government of India (for other components of work like Cement, Steel, Bitumen, Plant and Machinery spares and other materials).

- Design and construction of 150 MLD Sewage Treatment Plant (STP) based on Activated Sludge Process (ASP) with Biological Nutrient Removal (BNR) System and power generation including operation & maintenance for ten years at Vrishabhavathi Valley (July 2017).
- Construction of 150 MLD STP at B. Nagasandra, K& C Valley (July 2017).
- Construction of 100 MLD STP at Hebbal were awarded on turnkey basis (July 2017).
- Construction of 210 MLD of Intermediate sewerage pumping station (ISPS) including O & M of entire system for 7 years at Koramangala Sports Complex Under AMRUT – Package S2D (b) (January 2018).

During Compliance Audit of BWSSB (July 2024), it was observed that in the above four test checked works, the tenders of three works were opened during May 2017 and tender for one work was opened during December 2017 respectively. Accordingly, the contractors were eligible to claim price adjustment based on average base price indices for the quarter February to April 2017 and September to November 2017 respectively.

Review of Running Account bills for the above works showed that instead of the above three consequent calendar months preceding the calendar month of opening the tender, BWSSB admitted the claims of the contractors for the months of January 2017 to March 2017 and July to September 2017 respectively towards price adjustment.

We re-calculated the price adjustment payable and actually paid to the Contractors adopting the average value of wholesale price index for the three calendar months preceding the month of opening the tender. The price adjustment payable was ₹72,28,76,963 and the amount actually paid to the Contractors was ₹78,18,78,034 resulting in an excess payment of ₹5,90,01,071 due to non-consideration of previous quarter for price adjustment. Work-wise excess price adjustment paid, which was avoidable is shown below in **Table 2.22.**

Table 2.22: Details of work-wise excess price adjustment paid

Sl. No.	Name of the work/ agency	Tendered Cost	Expenditure incurred	Calendar month of opening the tender	Quarter to be considered for price adjustment	Quarter considered for price adjustment	Excess Payment (in ₹)
1	Design and construction of 150 MLD Sewage Treatment Plant (STP) based on Activated Sludge Process (ASP) with Biological Nutrient Removal (BNR) System and power generation including operation & maintenance for ten years at V Valley						
	M/s. Suez India Private Limited, Gurgaon	₹612.22 crore	₹434.05 crore (45 th & part RA bill)	May 2017	February to April 2017	January to March 2017	2,14,40,153
2	Construction of 150 MLD STP at B. Nagasandra, K& C Valley						
	M/s VA TECH WABAG Ltd Chennai	₹386.58 crore	₹147.10 crore (18 th part RA Bill)	May 2017	February to April 2017	January to March 2017	1,61,90,854

Sl. No.	Name of the work/ agency	Tendered Cost	Expenditure incurred	Calendar month of opening the tender	Quarter to be considered for price adjustment	Quarter considered for price adjustment	Excess Payment (in ₹)
3	Construction of 1100 MLD STP at Hebbal were awarded on turnkey basis in July 2021						
	M/s Enviro Control Pvt Ltd. Surat Gujarat	₹469.00 crore	₹349.27 crore (21 st RA Bill)	May 2017	February to April 2017	January to March 2017	2,08,25,189
4	Construction of 210 MLD of Intermediate sewerage pumping station (ISPS) including O & M of entire system for 7 years at Koramangala Sports Complex Under AMRUT – Package S2D (b)						
	Triveni Engineering and Industries Limited	₹47.84 crore	₹36.18 crore (12 th RA Bill)	December 2017	September to November 2017	July to September 2017	5,44,875
Total							5,90,01,071

Source: Information provided by the Department.

(Work wise detailed calculations are given in **Appendix-2.19**).

Non-adoption of three consequent calendar months preceding the calendar month of opening the tender is in violation of the aforesaid Government order and contract data. Thus, the incorrect adoption of period for reckoning the average base price indices for various items has resulted in avoidable expenditure of ₹5.90 crore and undue benefit to the agencies to that extent.

The Government accepted (July 2025) the Audit observation and stated that the recovery of the excess amount would be effected from the pending dues and ongoing contractual obligations.

 **Recommendation 6:** BWSSB may take action to recover the excess amount paid to the Contractors and scrupulously adhere to the Government instructions in regulating price adjustment payments.

2.12 Unfruitful expenditure of ₹89.55 crore on the UGD Project

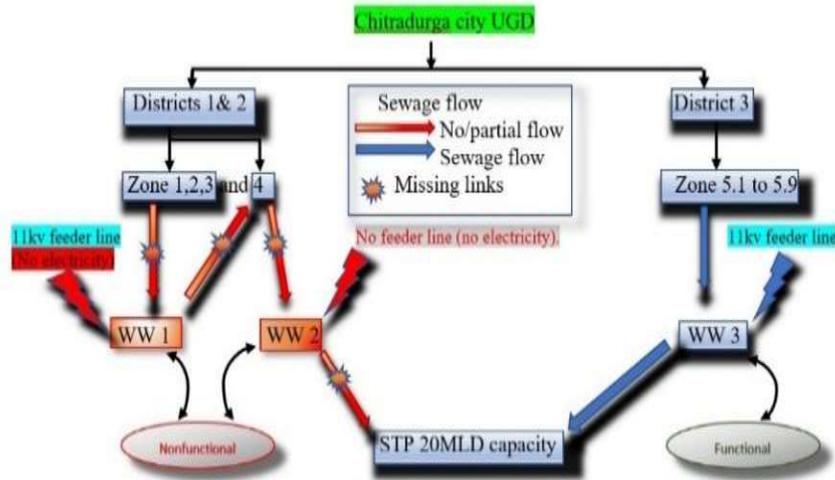
The delay in completion of UGD project by the Karnataka Urban Water Supply and Drainage Board resulted in underutilisation of the facilities created at a cost of ₹89.55 crore and disposal of untreated sewage into the water bodies adversely affecting the environment.

Section 135 of Karnataka Public Works Department Code (Code) stipulates that works shall not be taken up without ensuring the availability of land. Further Section 81 of the Code states that the tenders for the project proper may be invited only after the land is in the possession of the Department.

The Karnataka Urban Water Supply and Drainage Board (KUWSDB) undertook (Feb 2013) the Underground Drainage (UGD) project in Chitradurga, with the primary objective of providing the city with a complete sewage collection and treatment infrastructure. The scope of the scheme included laying sewer lines, constructing manholes, three Wet Wells (WW), providing house

service connections (HSCs) and developing a 20 MLD Sewage Treatment Plant (STP), other infrastructural works. The sewage flow as proposed on work completion is depicted in **Chart 7**:

Chart 7: Sewage flow as proposed on work completion



Source: Prepared by Audit based on JPV.

The Government sanctioned (November 2011) the UGD project with an initial budget of ₹78.47 crore, which was later revised (March 2018) to ₹95.78 crore. The project involved acquisition of land for laying sewer lines. During the Compliance Audit (March 2023) of Executive Engineer, KUWSDB, Chitradurga Division and a follow up Joint Physical Verification (March 2025), we observed the following:

- The work was divided into various components and was entrusted to the lowest bidders during the period March 2013 to June 2018.
- As of March 2025, ₹89.55 crore was incurred across several components of the scheme.
- The sewer network remains incomplete with seven missing links due to unresolved land acquisition issues, resulting in continuous discharge of untreated sewage into open drains and water bodies.
- Although commissioned in January 2022, the 20 MLD Sewage Treatment Plant was operating at a mere 17.4 per cent of its capacity. Even at this low utilisation rate, the quality of its treated effluent did not conform to required standards as was highlighted in the non-compliance notices (July 2023 and July 2024) of KSPCB.
- A significant section of households was yet to be provided with house service connections, keeping them outside the sewerage treatment system.

(Work wise details are given in **Appendix-2.20**).

Non-completion of project resulted in the untreated sewage being let into the nearby Mallapura lake. Scrutiny of the records also showed that the Karnataka State Pollution Control Board (KSPCB), had issued show cause notices (June 2020, April 2021, March 2022) to City Municipal Council, Chitradurga highlighting that over 80 *per cent* of city sewage was being directly discharged into Mallapura Lake causing oxygen depletion, fishkill, smell nuisance, and groundwater contamination. Further, the discharge in to the lake was without the consent of the KSPCB thereby violating Section 25/26 of the Water (Prevention and Control of Pollution) Act, 1974 and attracting penal action under Section 44 of the said Act. However, noticeable actions on the part of the authorities to expedite the project were not forthcoming.



Exhibit 18: Sewage flow to Mallapura lake near WW2



Exhibit 19: Sewage flow to Mallapura lake near WW2



Exhibit 20: Satellite image dated June 2022 of sewage entering Mallapura lake

It is evident from the above that the Chitradurga UGD project, despite incurring an expenditure of ₹89.55 crore and a decade of implementation efforts, remains incomplete and underperforming due to improper land acquisition planning. The resultant gaps in the sewer network have rendered the STP grossly underutilized, caused degradation of physical assets, and led to significant environmental pollution and health hazards.

The Government, while accepting the audit observation, stated (July 2025) that the work at two out of seven sewer links has been completed. The balance work of providing sewer network, manholes and HSCs are under progress and will be completed by December 2025. As regards the reconditioning of electrical accessories it was stated that the work would be completed within two months after obtaining the consent of CMC and there were no funds available on the Board for taking up the works under the revised estimates. In case of theft at

WWs, an estimate of ₹27 lakh has been submitted to CMC to give consent to taking up the work under Deposit Contribution works.

It is evident that there were lapses in planning, execution and monitoring the project and there were no serious efforts to expedite the project to address the deficiencies pointed out by KPSCB resulting in discharge of untreated sewage into the Mallapura lake causing environmental degradation and hazards.

 **Recommendation 7: The State Government may direct the Board to expedite the work to prevent further deterioration of the lake and take action against those responsible for the lapses which resulted in untreated sewage being let into the lake.**

Rural Development and Panchayat Raj Department

2.13 Wasteful expenditure

Inability to conduct field tests and provide proper bedding during laying of Glass Fibre Reinforced Pipes resulted in non-operation of the scheme and consequent wasteful expenditure of ₹16.83 crore incurred on the pipes.

To provide safe drinking water to Mundaragi and 37 other villages (Phase-I) in Koppal Taluk of Koppal District, the Government of Karnataka (GoK) implemented (2008) Multi Village Scheme (MVS) under the Centrally Sponsored 'Rajiv Gandhi Sub-Mission Programme' at an estimated cost of ₹21.90 crore. The work was awarded (September 2009) to Sri B.R. Patil (Contractor) at a contract price of ₹23.28 crore with a stipulation to complete the work in 18 months.

Due to non-availability of water for 'Bhagyanagar and nine other villages' scheme, the same was merged (December 2007) with above work and renamed as 'Water Supply to Mundaragi and 46 other villages of Koppal Taluk-Phase-I' with the common source of water at existing Hosahalli Tank. The project cost was revised to ₹46.94 crore due to changes in location of intake, Jack well, alignment of gravity main, increase in length and diameter of Glass Fibre Reinforced Pipes (GRP) and Poly Vinyl Chloride pipes etc. The work was administratively approved by GoK (October 2010) and technical sanction (March 2011) was accorded by Chief Engineer, Panchayat Raj Engineering Department for a value of ₹46.94 crore for which a supplementary agreement was executed with the same contractor (April, 2011) with due date of completion being 31.10.2012.

The records of the office of Executive Engineer, Koppal relating to implementation of the above works were reviewed in Audit. The works were physically completed (May 2016) and trial run was conducted from May 2016 to January 2017. While conducting trial run, the GR pipes of the gravity main and rising main started to leak due to breakage and the same could not be conducted further.

The State Government nominated (February 2019) a retired Chief Engineer to conduct inspection of the works and to submit report. The CE in his report stated (June 2019) that the gravity main was in defunct condition due to repeated leakages in GR pipes (450mm, 500mm and 600mm dia) and water could not be supplied to tail end villages. It was further observed that the field tests were not conducted during laying of pipes and were not provided with proper bedding and recommended that the contractor be instructed to conduct hydraulic test for assessing the status/condition/quality of GR pipes in the field with two times the rated pressure as per relevant IS standards. It was also recommended to replace pipes of 450 mm and above dia GR pipes with suitable dia Mild Steel pipes and less than 300 mm dia GR pipes with Ductile Iron pipes, after due modifications in the designs.

Based on the recommendations, the contractor conducted (July 2020 and September 2020) hydraulic pressure tests at four places. It was observed that GR pipes were not withstanding requisite pressure resulting in leakages and bursting of raw water rising main (from jackwell to impounding reservoir), pure water gravity main and other places. As a result, the water supply to the villages could not be ensured as these pipes needed replacement.

The Executive Engineer (EE), Rural Drinking Water and Sanitation (RDW&S), Koppal instructed (July 2020) the contractor to install new pipes in place of the damaged pipes and to complete the work so that water could be supplied to the intended villages. The contractor replied (July 2020) that the GR pipes were laid as per approved design and the pipes cannot be changed as the same was not forming part of the awarded work.

We observed that while recording measurements in measurement book and making payments through Running Account bills, both Assistant Engineer and Executive Engineer certified that 'the work is satisfactorily executed', based on which payments were made to the Contractor. This was done based on the third party's certification. Further, details of field tests confirming satisfactory functioning of GR pipes laid are not forthcoming from records.

As the Contractor denied to replace the damaged pipes, the Commissioner, RDW&S rescinded (January 2021) the contract at the risk and cost of the contractor after achieving a financial progress of ₹43.51 crore based on the final measurements (November 2020) along with forfeiting the security deposit of ₹4.93 crore (July 2021).

Thus, due to non-conducting of field tests during laying of GR pipes and inaction to provide proper bedding for the pipes rendered the entire project being non-operational and the expenditure of ₹16.83 crore (**Appendix-2.21**) incurred on laying of GR pipes was thus wasteful.

The Government stated (June 2025) that while recording the measurements for making payments, the Assistant Engineer, the Assistant Executive Engineer and Executive Engineer certified that 'the work is satisfactorily executed' based on the reports of the third party agency against which the payments were made to the contractor. It further stated that the other infrastructure like WTP and OHT

are being utilised under the two new schemes, both of which have achieved physical progress of 65 per cent. It also stated that charges have been prepared against two Junior Engineers, three Assistant Executive Engineers and five Executive Engineers for the lapses in execution of the scheme and submitted for further processing.

The reply confirms our observation.

 **Recommendation 8:** The State Government may ensure the prompt completion of enquiry against the officer and initiation of appropriate action based on the findings.

Bengaluru
The

25 FEB 2026



(Jahangir Inamdar)
Accountant General (Audit-I)
Karnataka

Countersigned

New Delhi
The

05 MAR 2026



(K. Sanjay Murthy)
Comptroller and Auditor General of India