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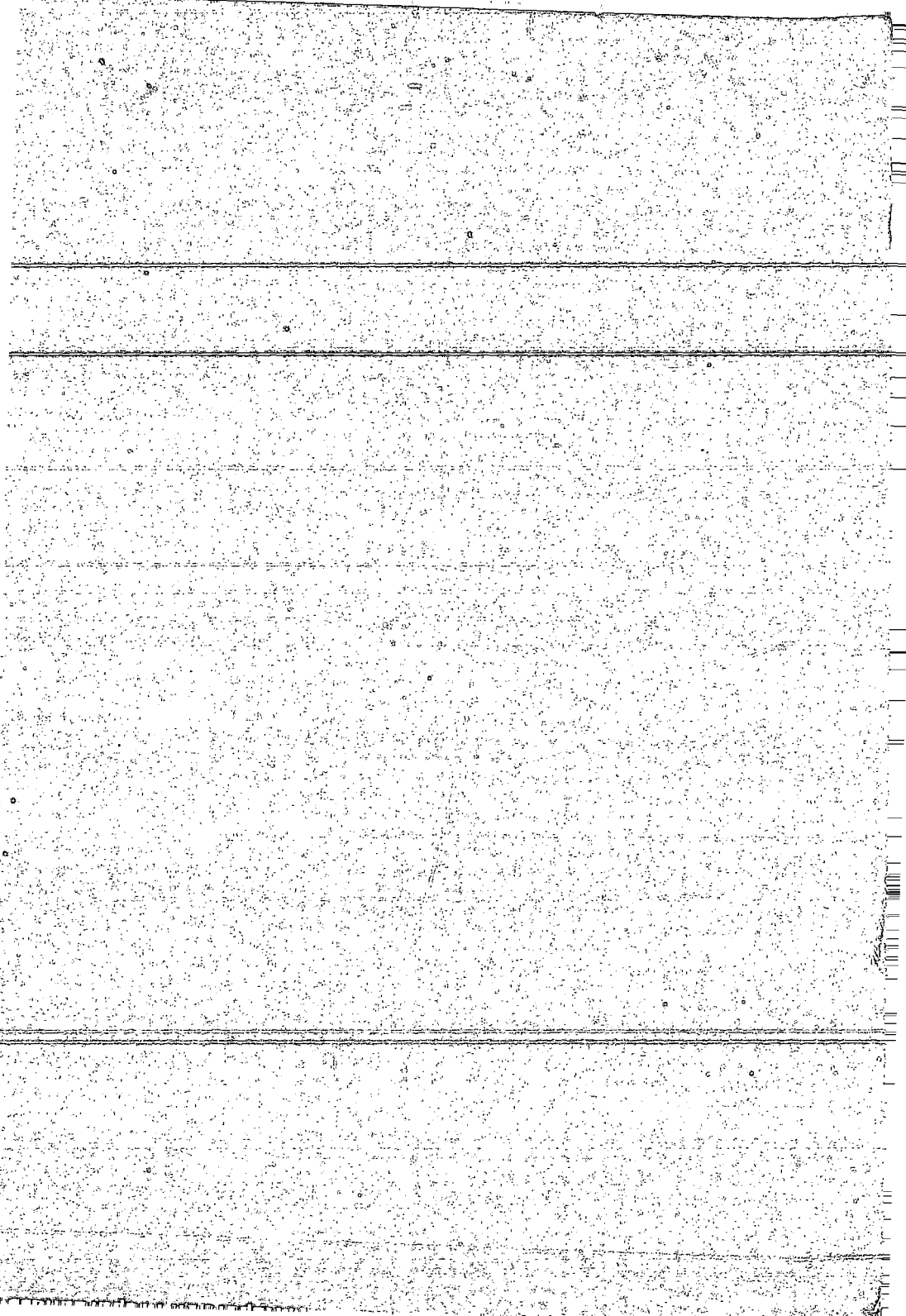


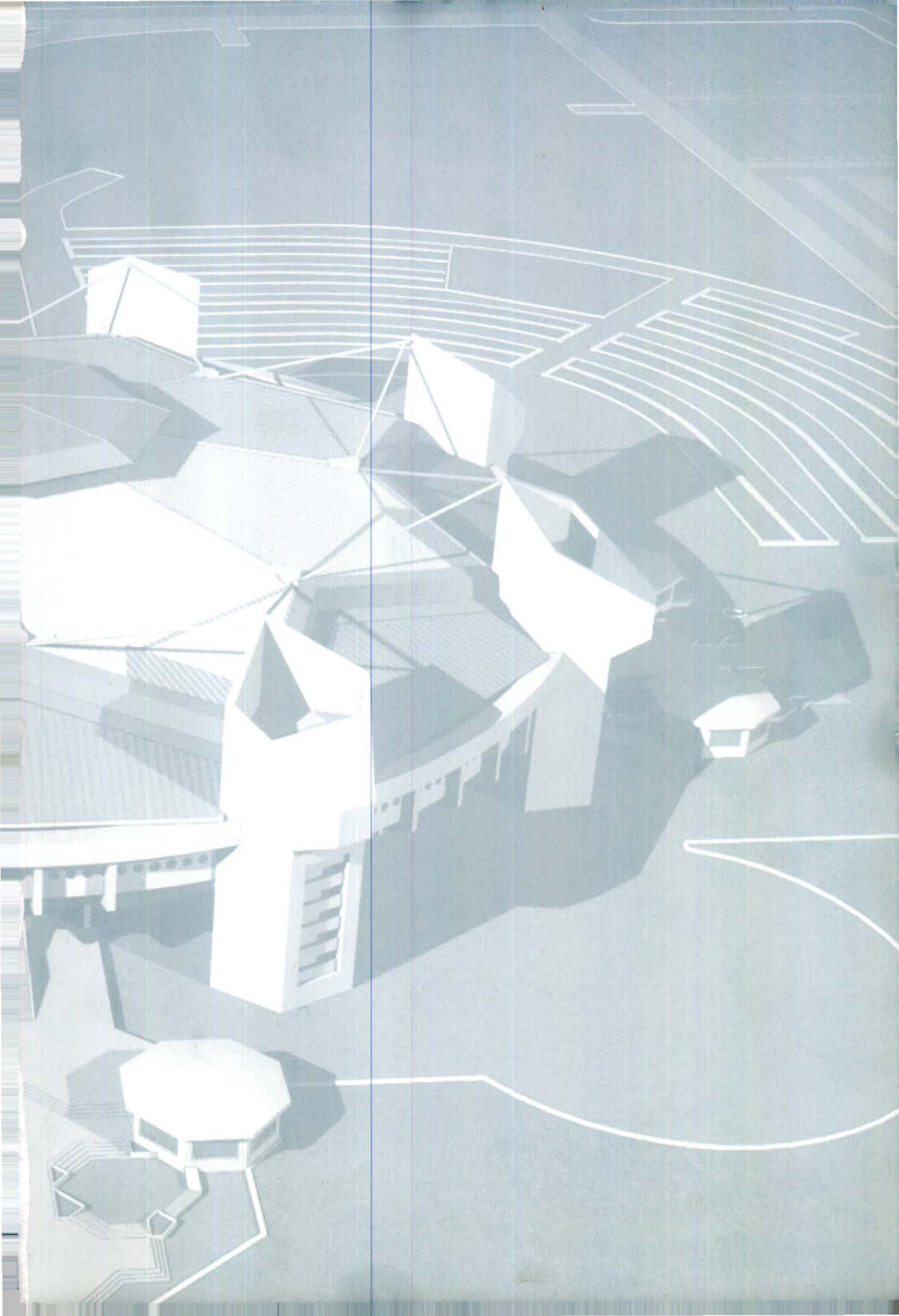
**A Report on
Preparedness for the
XIX Commonwealth Games 2010**

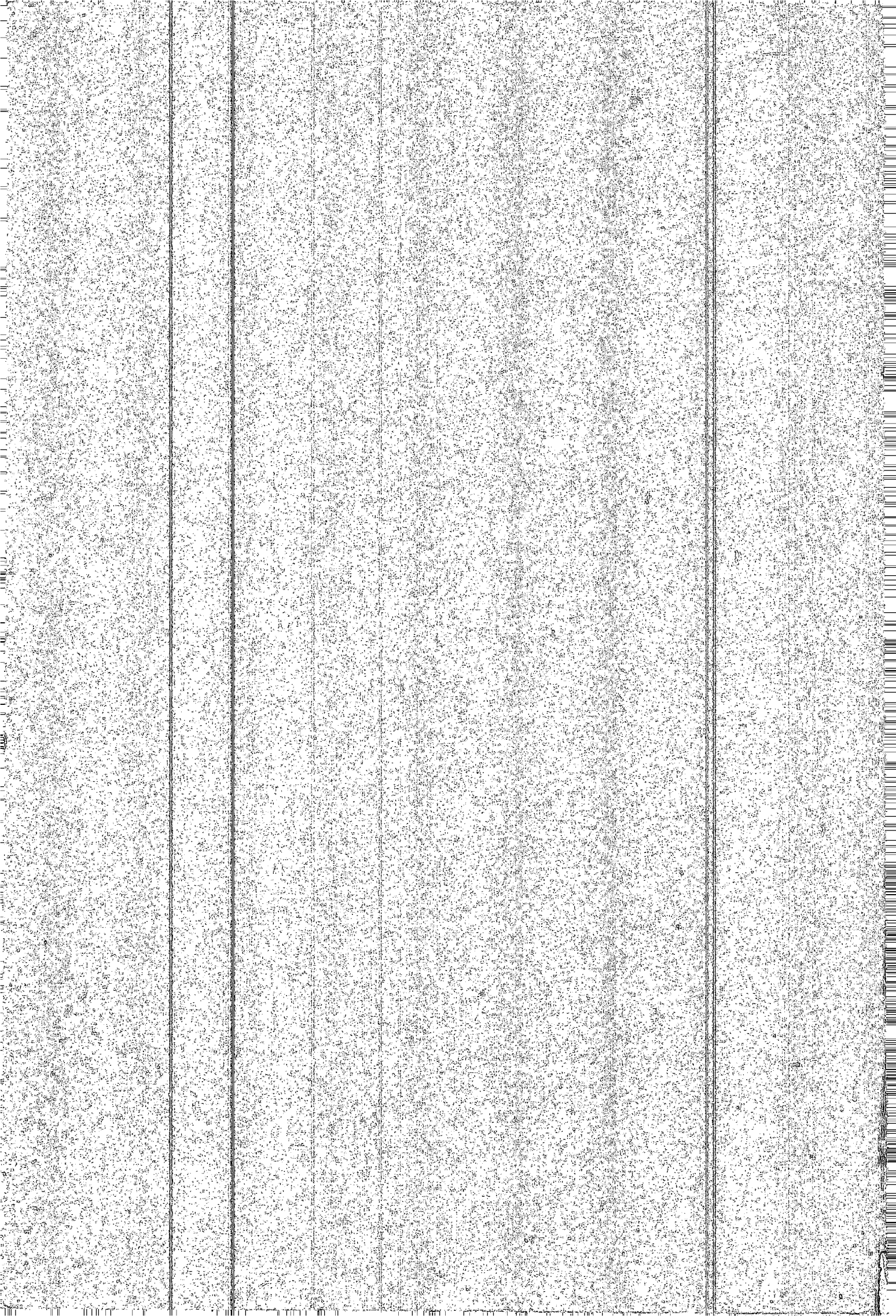


Comptroller and Auditor General of India,

New Delhi, July 2009

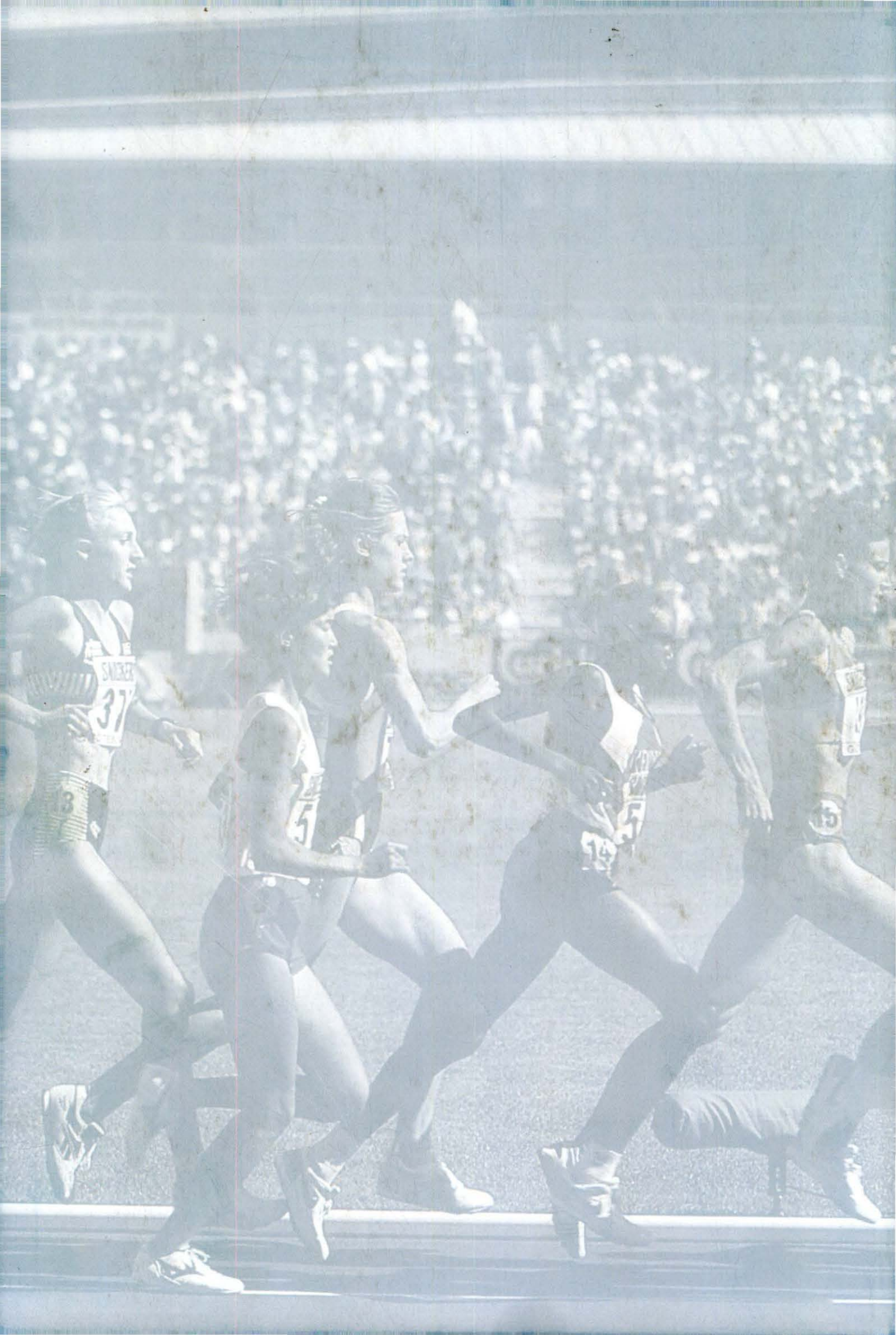






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PREFACE

India is scheduled to hold the XIX Commonwealth Games in October, 2010. The preparedness for the games is a very prestigious project for the country. The exercise is mammoth and involves the collaboration of at least a dozen different agencies. The co-ordination of all these agencies to ensure timely output is no mean task. The preparation for the games has evinced a great deal of interest among the public. Concerns have also been voiced about the different projects. The Comptroller & Auditor General of India decided to conduct an independent study, which will serve as a benchmark for the Executive to monitor the progress of work and undertake midcourse corrections as may be deemed necessary. A comprehensive report has been prepared towards this objective.

The work leading to this report was conducted by a core team led by Shri K.R. Sriram, Principal Director of Audit, Economic & Service Ministries, Shri Rajvir Singh, Accountant General (Audit), Delhi and Ms. Atoorva Sinha, Deputy Director, Office of the Director General of Audit, Central Revenues. The study covered the period from May 2003 to May 2009, and was carried out between March and May 2009 in the Ministry of Youth Affairs and Sports and other implementing agencies. Progress reported between May and July 2009 has also been incorporated to the extent deemed necessary, based on available and verifiable information.





Executive Summary

The XIX Commonwealth Games 2010 (CWG-2010) are scheduled to be held in October 2010 at Delhi. The Games are being organised with the objectives of:

- delivering the best Commonwealth Games ever,
- building state of the art sporting and city infrastructure,
- showcasing the culture and heritage of India, and
- projecting India as an economic power and Delhi as a global destination.

We have estimated the cost of creating venues and city infrastructure as well as the operational expenses for hosting the Games at Rs. 12,888 crore. However, this excludes investments on infrastructure and other activities by several other agencies like Delhi Metro Rail Corporation and Airports Authority of India.

We conducted a review of 'Preparedness for XIX Commonwealth Games 2010' to gain an understanding of the progress of various projects and preparedness of different agencies for organizing the Games, and to identify significant risks that needed to be addressed. We intend this report to provide an aid to the Executive and the organisers in monitoring progress and in making mid-course corrections. We hope that the report, which has been prepared by us as independent auditors with an arm's length approach from the implementing agencies, will serve as a checklist and a ready reckoner to benchmark further progress towards preparing the infrastructure and in staging the Games.

We conducted our field work between March and May 2009. We held exit conferences with the stakeholders in July 2009; the discussions during these conferences as well as the written responses to our draft report have been considered and appropriately incorporated in this report. We were happy to witness renewed vigour and redoubled efforts by the agencies towards the close of our engagement. At the same time, the review also helped us identify major challenges facing the organisers. Much time has been lost and it is imperative to move forward with the new-found sense of urgency tempered by the realisation that crashing of timelines and bunching of decisions carry with it the heightened risk of compromising transparency, accountability and structural safety of the venues. Slackness in addressing these challenges may create major embarrassments for the country not being able to achieve the overriding objective of successful staging of the Games.

Commonwealth
Games 2010



Commonwealth Games 2010



The salient challenges are mentioned below:

- While the Organising Committee (OC) bears primary responsibility for the successful conduct of the Games, the Ministry of Youth Affairs and Sports (MYAS) is the nodal ministry of GoI for the Games Project. Further, a large number of organisations and agencies are involved in different facets of planning and implementation. The scope for further delays and slippages in milestones no longer exists, given the immovable deadline of October 2010. In view of the complexity and multiplicity of activities and organisations and the progress till date, there is a need to rethink the governance model for the Games Project as well as for similar mega-events in the future.
- While we recognise the dynamic and ever-evolving nature of specifications for such a complex project, freezing all specifications (howsoever minor) in all respects for all projects and works should no longer be delayed.
- We are happy to take note of faster pace of the activities relating to the development of games venues. However, the SPM Aquatics Complex continues to be graded 'high risk' in our risk assessment index. In our opinion, even the revised deadline of February/ March 2010 for the Aquatics Complex would be challenging, considering the poor progress of work till date. Thirteen other venues are at medium risk. Attention should be focused on these venues.
- The Games Village Project, which will provide accommodation to the athletes, has run into several hurdles – notably the financial difficulties faced by the private partner in completing and delivering the residential complex, noise minimisation measures, and the unresolved issue of access roads from the NOIDA link road. The DDA has attempted to address the issues of the private partner through a “bail-out” package in May 2009. The Village Project requires close monitoring and oversight to ensure successful and timely completion.
- Civic infrastructure projects are essentially intended to facilitate movement of the Games family as well as spectators across venues. Out of 20 critical bridge and flyover projects, we have assessed 9 projects as high risk and 2 projects as medium risk, on account of slow progress. Failure to address these risks in time would lead to traffic overload on roads being managed through sub-optimal solutions e.g. reduction/ diversion/ restriction of non-Games traffic, with possible inconvenience to the general public. The position is compounded by the delinking of three projects from the 20 bridges and flyovers assessed as critical for the Games Project.
- Considerable work remains to be done in key areas of outsourcing arrangements for HDTV production and broadcasting, and construction of the International Broadcasting Centre; pre-Games HDTV programming; finalizing of the domestic broadcasting rights agreements, as well as rights for Pay TV, DTH, mobile and Internet; and finalization of rate cards for Right Holding Broadcasters.
- The Games project is envisaged as a revenue neutral project. The Governmental funding for the OC is in the form of loans, to be repaid through suitable revenue generation. The OC is confident of the Games being revenue neutral. However, given the state of documentation supporting revenue generation estimates and the fact that a majority of the sponsorship revenue is expected in the form of “value-in-kind”, there is no assurance that the Games would be revenue neutral.



Summary of Recommendations

We recognise the challenges faced by the MYAS, OC and other agencies in completing all stages of the project to meet the immovable deadline of October 2010. It is only through proactive leadership, comprehensive planning and rigorous monitoring that these challenges can be effectively addressed.

- *In view of the complexity and multiplicity of activities and organisations and the progress till date, there is a need to rethink the governance model for the Games Project as well as for similar mega-events in the future.*
- *The pending basic planning documents, as per the commitments in the HCC, should be finalised on top priority for CGF's approval. Similarly, pending operational plans for functional areas should be finalised immediately, so that these areas are fully activated for delivery as per schedule.*
- *The web-based Project Monitoring System may be further strengthened through better validation of data, archiving of past reports, and also by capturing follow-up action on issues/ deficiencies flagged through these reports.*

(Chapter 3 – Overall Planning and Management)

- *In view of the exceptional circumstances under which permission for the basement in Siri Fort Complex was accorded as a fait accompli, ASI may conduct an assessment of the continued structural soundness of the protected monument and take appropriate further action.*
- *In view of the fast approaching immovable deadline of October 2010, the OC should expedite approval of final venue designs and detailed specifications.*
- *MYAS and SAI should accord heightened priority to the completion of the SPM Aquatics Complex, which is a high risk venue in our estimation.*
- *MYAS and venue owners should ensure completion of remaining works at all venues on priority basis by removal of hindrances like inadequate funds, delayed clearances, finalisation of scope of work and designs etc.*
- *Venue owners should closely monitor work execution by the implementing agencies.*

- *DDA and JMI may immediately ensure measures for obtaining necessary clearances, including fire, water and sewage clearances.*
- *Although during the exit conference, MYAS indicated that they do not have any direct role in the grant of clearances as per the law, we believe it needs to assume leadership role in this regard, as this is critical to timely completion of venues.*

(Chapter 4 – Venue Development)

- *The bottlenecks for the Games Village Project should be addressed on top priority through better co-ordination within and across Governments.*

(Chapter 5 – Games Village)

- *All efforts should be made to ensure that at least the revised timelines for the city infrastructure projects are adhered to. Closer monitoring is essential for this purpose.*
- *The problem of pending clearances/ NOCs from various agencies should be addressed on top priority at the highest level.*
- *Hindrance-free sites have also been a major bottleneck, and the issue of land acquisition needs to be addressed quickly.*

(Chapter 6- City Infrastructure Projects)

- *Most of the rooms projected as “definite” are located outside Delhi in Haryana and Uttar Pradesh. Measures to facilitate smooth movement of visitors from these locations, including timely completion of road and infrastructure projects, need to be ensured.*
- *Considering the expected shortfall in “definite” and “likely” rooms, more work needs to be done on alternative options for accommodation within defined timelines, including validation of practicability, and preparation of development plans.*

(Chapter 7 – Accommodation for Guests and Tourists)

- *Steps for generating sponsorship and other revenue should be further expedited as the window of opportunity in leveraging the Games is fast shrinking with the passage of time.*
- *Payment of 5 per cent of sponsorship revenue to IOA should be considered only out of the cash revenue surplus of the Games, if any.*

(Chapter 9 – Financial Management)

 Main Report



1.1 Commonwealth Games

The Commonwealth Games (CWG) is a multi-sport event held every four years among the Commonwealth countries. The members of the Commonwealth Games Federation (CGF), which is responsible for direction and control of the CWG, are the 71 Commonwealth Games Associations (CGA) from 53 countries.

1.2 Commonwealth Games 2010

In May 2003, the Indian Olympic Association (IOA)¹, with the support of the Government of India (GoI)² and the Government of the National Capital Territory of Delhi (GNCTD), submitted a bid for hosting the XIX Commonwealth Games in 2010 (CWG-2010). In November 2003, the CGF General Assembly entrusted the organising and hosting of CWG-2010 to the IOA and a Host City Contract (HCC) was signed among CGF, IOA, Organising Committee (to be formed)³, GoI and GNCTD. Under this contract, the Indian parties are jointly and severally responsible for all commitments, including financial liabilities without limitation, relating to the organisation and staging of the Games.

The Games, scheduled to be held in Delhi from 3 October to 14 October 2010, will have over 8,000 athletes and games officials in 17 sports disciplines. The first Commonwealth Games to be held in India, CWG-2010 is positioned as the largest ever multi-sport event in India. The objectives of CWG- 2010 are indicated in Box 1. The details of the agencies involved in implementing CWG-2010 are in Box 2.

Box

1

Objectives of Commonwealth Games 2010



- To deliver the best Commonwealth Games ever
- To build state of the art sporting and city infrastructure
- To create suitable environment and opportunities for the involvement of the citizens in the Games
- To showcase the culture and heritage of India
- To project India as an economic power and Delhi as a global destination
- To leave behind a lasting legacy

(Source: General Organisation Plan prepared by the Organising Committee)

¹ IOA is the Commonwealth Games Association for India.

² This was approved by the Prime Minister in May 2003, and by the Cabinet ex-post facto in September 2003.

³ The Organising Committee was formed only in February 2005; it signed the HCC in March 2005.

Box

2

Major Agencies Involved in CWG-2010

(Details are available in Annexures – I, IA, and IB)

Commonwealth Games Federation (CGF)	Owner of the Commonwealth Games
Organising Committee (OC)	A society registered in February 2005; bears primary responsibility for successful conduct of the Games
Government of India	
Ministry of Youth Affairs and Sports (MYAS)	Nodal Ministry of GoI for the Games
Group of Ministers (GoM)	Responsible for apex-level policy decisions
Committee of Secretaries (CoS)	Chaired by Cabinet Secretary; responsible for monitoring implementation of policy decisions
Government of National Capital Territory of Delhi (GNCTD)	
Lt. Governor	Overall responsibility for work being executed by GNCTD with specific reference to security, law and order, and matters coming under DDA
Chief Minister's Committee	Responsible for decisions on infrastructure and other activities within the jurisdiction of GNCTD
Empowered Committee	Chaired by Chief Secretary; responsible for overseeing projects implemented by GNCTD and its agencies
Other Agencies	
Venue Owners	Sports Authority of India (SAI), Delhi Development Authority (DDA), New Delhi Municipal Council (NDMC), GNCTD, Delhi University (DU), All India Tennis Association (AITA), Jamia Milia Islamia University (JMI), Delhi Public School, RK Puram (DPS), Central Reserve Police Force (CRPF)
Implementing Agencies (for venue and infrastructure development)	Central Public Works Department (CPWD), DDA, NDMC, Municipal Corporation of Delhi (MCD), Public Works Department, GNCTD (PWD), Engineers India Ltd. (EIL), RITES Ltd.
Doordarshan (Prasar Bharati)	Host broadcaster for the Games
Ministry of Home Affairs and Delhi Police	Games security
Ministry of Tourism	Responsible for monitoring accommodation for guests and tourists
Archaeological Survey of India	Renovation of nationally protected monuments in Delhi in time for the Games
Directorate of Health Services, GNCTD	Nodal department for health related activities for the Games Project

1.3 Budgeting for CWG – 2010

The Games are estimated to be the most expensive Commonwealth Games ever.

The budget for CWG-2010 underwent several revisions as indicated below:

- Originally in May 2003, when GoI allowed IOA to bid for CWG-2010, an expenditure of Rs. 296 crore⁴ was indicated towards upgradation of sports infrastructure and conduct of the Games, with expenditure on security and the Games village to be incurred by the Government and DDA.
- However, the updated bid document⁵ of December 2003 estimated operating expenditure alone at Rs. 635 crore. Total expenditure (other than Games operating expenses) was estimated at Rs. 1200 crore, and Government grants were estimated at Rs. 518 crore.
- The first budget for the Games approved by the Cabinet in April 2007 estimated the total expenditure of the Games at Rs. 3566 crore ± Rs. 300 crore.

- As of May 2009, the current expenditure for CWG-2010 estimated by MYAS was Rs. 9,599 crore, of which an amount of Rs. 5645 crore had already been approved. In addition, Rs. 3,289 crore of funds from other sources (Rs. 2,950 crore from GNCTD's budget, Rs. 221 crore from NDMC's budget, and Rs. 118 crore from DDA's budget) had also been allocated for projects related to CWG-2010.

We have estimated the cost of creating venues and city infrastructure as well as the operational expenses for hosting the games at Rs. 12,888 crore. However, this excludes the investments by several other agencies on infrastructure and other activities e.g. Delhi Metro Rail Corporation (DMRC), Airports Authority of India (AAI)/ Delhi International Airport Limited (DIAL), India Tourism Development Corporation Ltd.(ITDC) etc. The agency-wise and activity-wise break-up of the estimated costs for CWG-2010 related projects are depicted in Charts 1 and 2, while details are indicated in Annexure-II.

While we recognise the challenge in accurately estimating the cost of hosting the Games, the substantial jump, even during the past two years, in the estimates indicates that the scope and spread of the Games was not fully grasped while framing the estimates.

Chart 1 - Agency-wise estimated costs (in Rs. Crore)

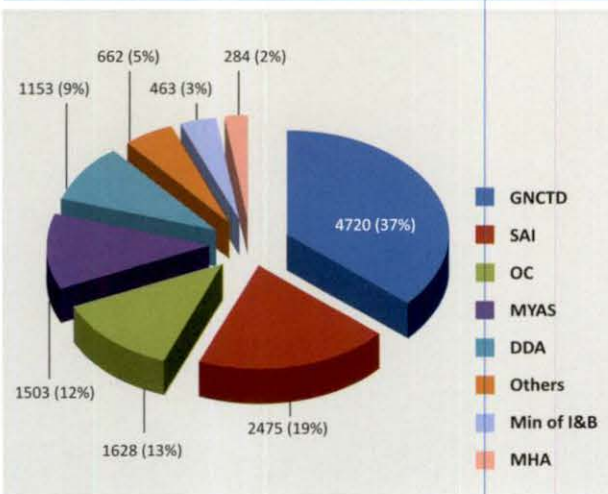
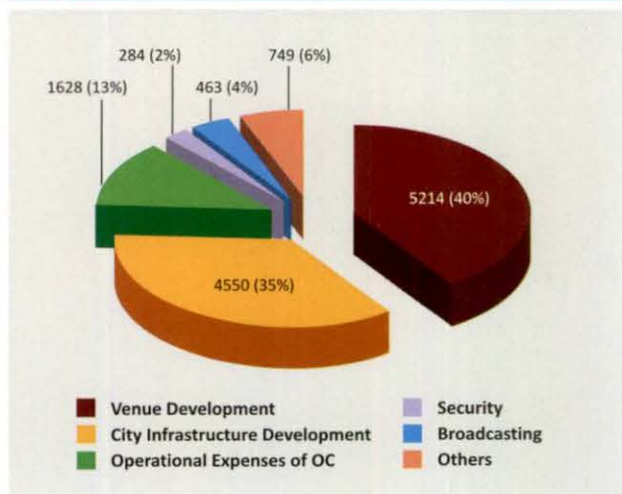
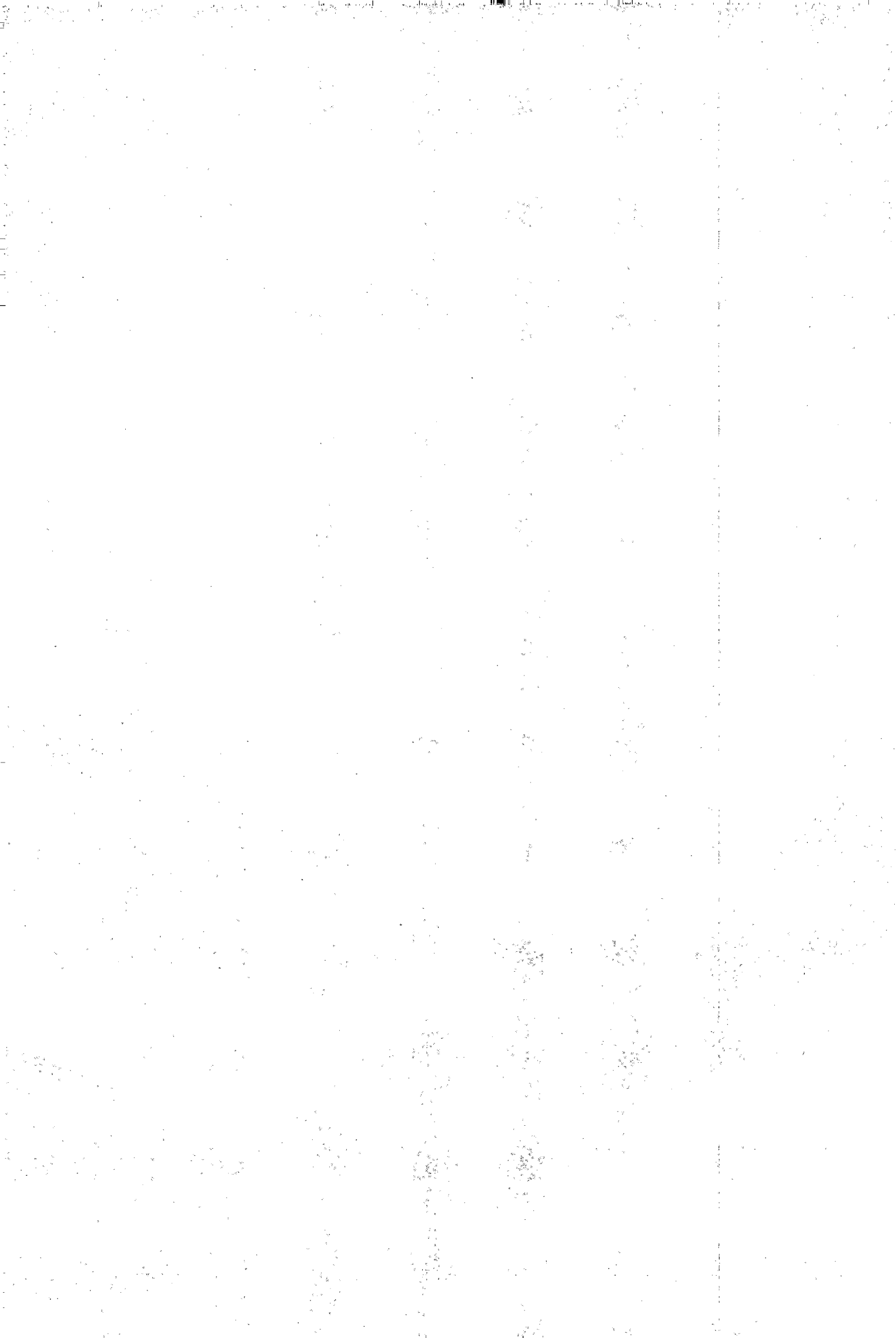


Chart 2 - Activity-wise break-up of estimated costs (in Rs. Crore)



⁴ This was revised by IOA in September 2003 to Rs. 400 crore.
⁵ US\$ figures have been converted into Rupees @ Rs. 45/US\$.



We have prepared this report with the avowed intention of providing an aid to the Executive and the organisers in monitoring progress and making mid-course corrections.

2.1 Audit Objective and Scope

The objective of our review of “Preparedness for XIX Commonwealth Games 2010” was to gain an understanding of the progress of projects and preparedness of different agencies for organising the Games, and to identify significant risks that needed to be addressed.

The scope of our audit covered the activities undertaken from May 2003 (bid submission) to May 2009. This report does not cover security preparedness for the Games, nor does it cover compliance and regularity issues, as the focus of audit engagement is on preparedness for the Games.

2.2 Sources of Audit Criteria

The main sources of audit criteria were:

- the Bid document, Host City Contract, and General Organisation Plan (GOP);
- venue briefs, concept designs, DPR⁶s and PERT /CPM charts for each project; and
- minutes of the meetings of GoM, CoS, and other committees of different stakeholders.

2.3 Audit Methodology

We held an entry conference on 13 April 2009 with representatives of MYAS, OC, and other stakeholders to explain the audit objectives and approach.

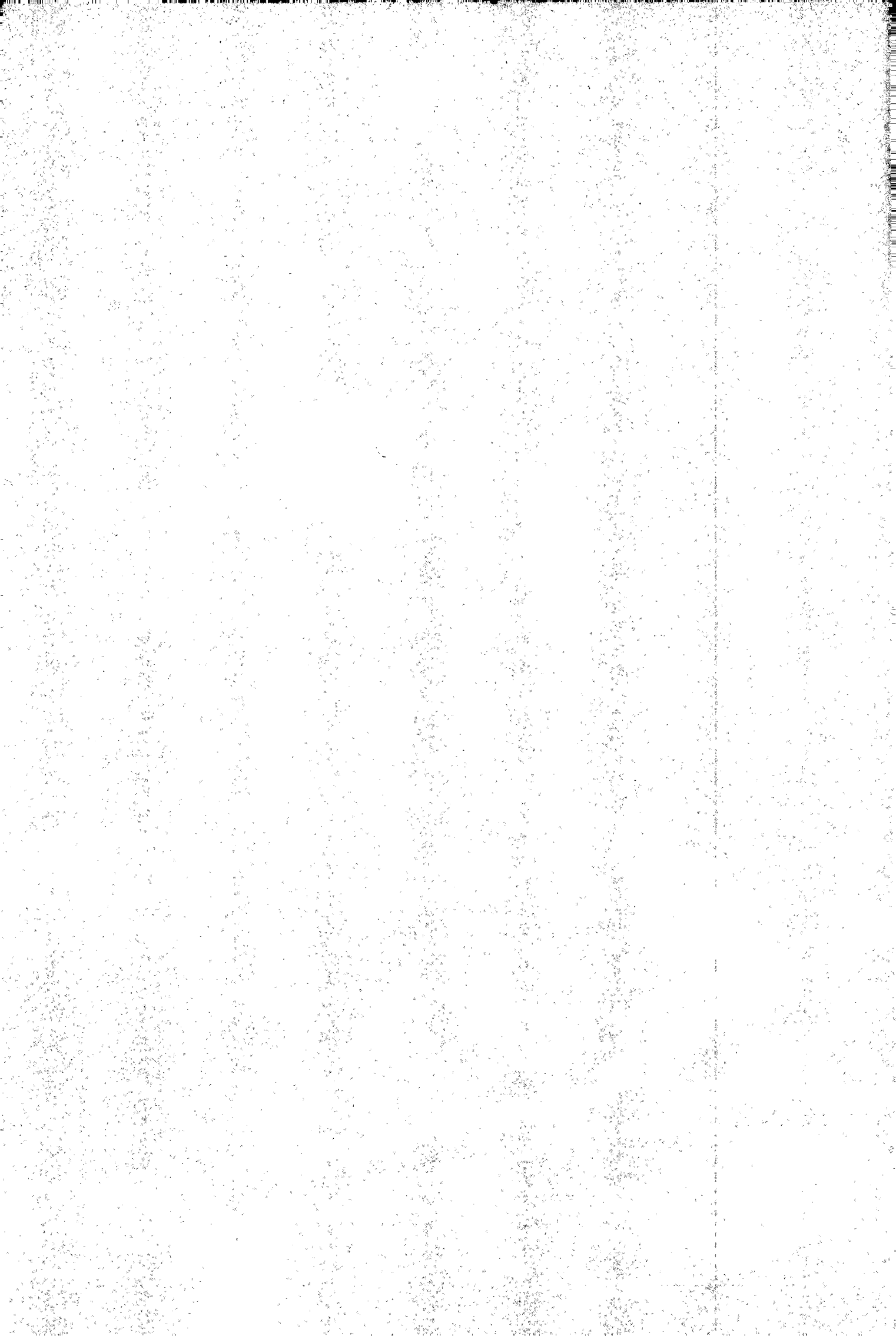
Field work was undertaken between March and May 2009; this covered scrutiny of documents of different agencies, review of online progress reports on the MYAS' web monitoring system, and physical inspection of venues and infrastructure projects. Photographic evidence to record the status of construction was collected as of 15 May and 1-2 July 2009.

We also held a meeting on 28 May 2009 with the Secretary, MYAS and other stakeholders to resolve key outstanding issues in the conduct of the audit.

We issued the draft report to MYAS on 16 June 2009 inviting responses and comments. Exit conferences with MYAS and OC, and with other stakeholders were held on 14 and 15 July 2009.

The written responses received from MYAS and other stakeholders and submissions during the exit conferences have been incorporated, as appropriate, in this report. Also, progress of different works under the Games Project between May 2009 and July 2009 has been incorporated to the extent deemed necessary, based on available and verifiable information.

⁶ DPR: Detailed Project Report



3.1 Formation of Organising Committee

As per the Host City Contract (HCC), the Organising Committee (OC) was to have been constituted by May 2004 but was formed only in February 2005. In contrast, we note that for the Commonwealth Games to be held in Glasgow in 2014, the OC has been formed even before the formal award of the Games.

3.2 Stewardship of the Games

Given the magnitude of the Games, the number of agencies involved in planning, execution and staging would be many. As many as 21 major organisations/agencies are involved in this exercise for CWG-2010. These agencies, with varying levels of autonomy, have different reporting lines. Clarity of roles and responsibilities of different agencies and their stewardship is vital for a synchronised and smooth movement forward to achieve the overriding objective of successful staging of the Games.

MYAS is the nodal ministry of GoI for the Games Project, with GoM and CoS for apex-level decisions and high level monitoring. While the General Organisation Plan (GOP) lists out the expected services from each agency for the project, we found significant scope for improvement of co-ordination among agencies and for better clarity of their roles. Some such instances of lack of coordination between different agencies are listed in Box 3. Many agencies were either unaware of their role or refuted the roles expected of them under the GOP during project execution; these issues were only clarified at a late stage. There were also instances where agencies at different levels were maintaining different sets of revised timelines for the same project. These issues have contributed significantly to delays in achievement of various milestones.

We note that at this point in time, scope for further delays and slippages in milestones no longer exists, given the immovable deadline of October 2010, and observe that it is vital for the MYAS and the OC to assume effective leadership without further loss of time.

Box

3

Instances of Lack of Co-ordination

Areas of work	Nodal Agency as per GOP	Issues relating to roles and responsibilities
Opening and closing ceremonies	OC	<p>In December 2008, MYAS informed OC that issues relating to the opening and closing ceremonies were under discussion, and requested them to make no commitment regarding these ceremonies until a final picture emerged. CGF insisted that this activity was OC's sole prerogative, and did not approve of the intervention of MYAS.</p> <p>MYAS stated that the Committee of Ministers had identified a Creative Director for these ceremonies who would develop the concept and theme for appropriately showcasing India's vast and varied history, culture and heritage. MYAS added that the OC would be the sole agency for the detailing, design and delivering of these ceremonies.</p>

Areas of work	Nodal Agency as per GOP	Issues relating to roles and responsibilities
Broadcasting	Doordarshan (Prasar Bharti)	Though the bid documents of 2003 indicated Doordarshan as the host broadcaster, OC confirmed the position only in March 2007.
Volunteer Programme	GNCTD	GNCTD was to be responsible for the entire programme. However, GNCTD subsequently indicated their inability to shoulder the responsibility. MYAS confirmed that the volunteer programme, would be 'overall coordinated and managed' by OC but the work would be shared amongst various identified agencies.
Health Services	GNCTD	CoS assigned this activity to the Ministry of Health and Family Welfare of Gol. However, the individual agencies were under GNCTD, and were working without clear coordination. During the exit conferences, MYAS and Directorate of Health Services (DHS). GNCTD stated that DHS would now be the nodal agency for health services.
Press Relations	Press Information Bureau	PIB stated that their scope of work was defined only after a workshop with the OC and international consultants held in May 2009, and they were working towards completion of their defined role.

3.3 Phase-wise Implementation

Staging of international sporting events like the Olympics and the Commonwealth Games follows a phase-wise approach for implementation. For example, the Beijing Olympics 2008 and the London Olympics 2012 followed a seven year project cycle, with:

- two years for planning and approvals;
- four years for execution, construction and development; and
- the last year for test events and trial runs.

The bid document for CWG-2010 envisaged a four phase approach, as under:

Phase - I	Plan	January 2004 to May 2006
Phase - II	Create	May 2006 to May 2008
Phase - III	Deliver	May 2008 to December 2010
Phase - IV	Conclude	December 2010 to March 2011

We found no evidence of the four phase approach being translated into action during the first phase years of 2004 to 2006, nor during a major portion of Phase-II. In effect, project implementation did not follow the phase-wise approach envisaged⁷. Both planning and execution commenced only from late-2006. These delays have had a cascading effect on subsequent activities, as detailed in Chapter 4 - Venue Development.

During the exit conference, the OC stated that till the appointment of technical and HR consultants in 2006, it had little or no experience in organising an event of this magnitude. We recognise the limitation on the part of the OC and note that the realisation of the limitation should have hastened the appointment of the consultants so that the lead time from 2004 could have been optimally utilised in preparing for the Games.

3.4 Finalisation of planning documents

Under the Host City Contract (HCC), several plans needed the approval of CGF within a stipulated time frame. These included:

⁷ The General Organisation Plan (GOP), approved in August 2007, indicated a four phase Games Planning Process – I-Plan, II- Mobilise, III-Execute, and IV-Legacy. However, timelines for each of these phases were not indicated.

- General Organisation Plan (GOP);
- Master Plan/ Schedule of the OC and of the Games;
- Sports programme and cultural programme;
- Test event strategy and plan;
- Plan for international and national business programmes, and comprehensive marketing strategy, sponsor servicing strategy, and plan for exploitation of commercial rights; and
- Implementation plan for technology and Information Systems (IS).

However, none of these plans could be prepared or submitted for approval within the originally stipulated timeframes. Further, several plans e.g. the comprehensive marketing strategy, sponsor servicing strategy, and implementation plan for exploitation of commercial rights, international and national business plan, and cultural programme were yet to be finalised. Details of delays, which ranged from 1 to 54 months, are indicated in Annexure- III. Delays in preparation of the planning documents resulted in delayed or unplanned and ad hoc execution of related activities, as described in Chapter 4 – Venue Development.

Key Plans Delayed

The two key planning documents, the General Organisation Plan and the Games Master Schedule, should have been ready by May 2004; these were finalised for CGF's approval only in August 2007 and November 2008 respectively.

Similarly, the test event strategy, for which the original timeline was October 2008, had not been finalised till the conclusion of audit.

In response (May 2009) to audit enquiries, the OC accepted that there were delays at several stages.

However, they highlighted the following issues:

- The planning of the Games was challenging and complex, and planning documents continued to evolve till Games time due to evolving dependencies between functional areas and delivery partners.
- While OC submitted its budget in November 2005, this was approved by Gol in April 2007.
- The GOP was finalised in August 2007, project and risk management experts appointed in March 2008, and the Games Master Roadmap finalised in November 2008 for CGF's approval.
- The Games Master Roadmap was based on a definitive strategy to compress the planning cycle by adopting parallel planning for functional areas, venue operations and overlay. In the current roadmap, the delivery process time of 12-15 months had not been compromised.

Further, during the exit conference, the OC stated that the time limits set by CGF were not sacrosanct, and were a factor of manpower and financial resources. It, further, added that in June 2009, CGF had, in pursuance of recent discussions with the OC, agreed to extend the time limits for the remaining documents to 31 August 2009. We note that at this advanced stage, the CGF probably had little option but to agree to the revised timeline.

The GOP also scoped the Games Project into 34 functional areas with clearly demarcated activities and objectives. Operational plans for each of these functional areas had to be prepared. However, as of May 2009, draft operational plans had been prepared for only 16 functional areas. Details of the status of preparation of operational plans are indicated in Annexure-IV. In response to the draft report, the OC stated that all functional area operational plans (Version 1) had now been finalised, and the required CGF approvals⁸ would be completed by 31 August 2009. We encourage the OC to recognise that the delayed preparation of the planning documents risks impacting timely, safe and effective execution.

⁸ In their response to the Draft Report, the OC indicated that only 12 out of 34 functional area plans required CGF approval. However, they did not indicate which plans required approval, nor was detailed supporting documentation provided.

3.5 Monitoring arrangements

The main arrangement for monitoring by OC and MYAS is an online web-based Project Monitoring System (PMS), with daily and monthly progress reports (See Case Study 1).

Technical monitoring on behalf of the OC was being done by a consultant, M/s Event Knowledge Services (EKS), who conducted physical inspection at all venues and submitted quarterly reports to OC. We found EKS' monitoring for OC to be broadly satisfactory.

Stadium Committees, consisting of representatives of all concerned agencies, were to be formed for all venues. We found that the Stadium Committee for JMI was not constituted, while in some cases the representatives of relevant agencies were not included in the Stadium Committees.

3.6 Documentation within OC

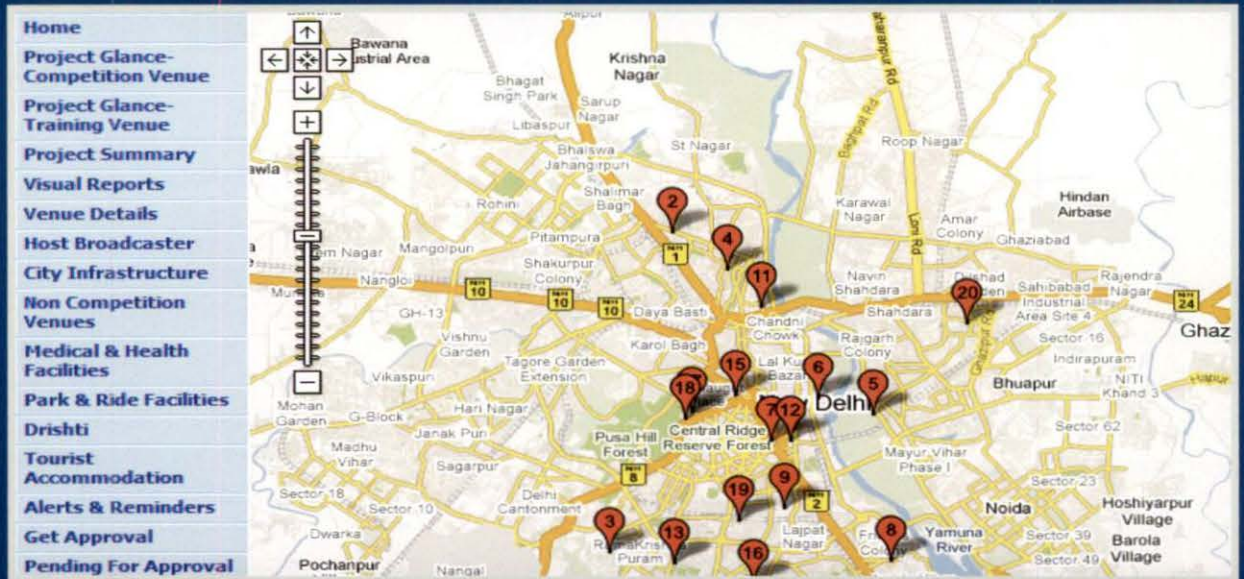
We found that there was considerable scope for improvement in the documentation and filing systems within the OC.

While we note that the OC is not a typical Government organisation and is not staffed as such, systematic procedures for documentation and filing are essential, especially those relating to :

- Correspondence with different agencies, as well as CGF;
- Recording of decisions on different activities at various levels of the OC (Chairman, Executive Board, functional area heads etc.); and
- Version control over planning and implementation documents.

We note that such procedures could be manual or electronic, or a combination of both.

Case Study - 1 Web Based Project Management and Monitoring



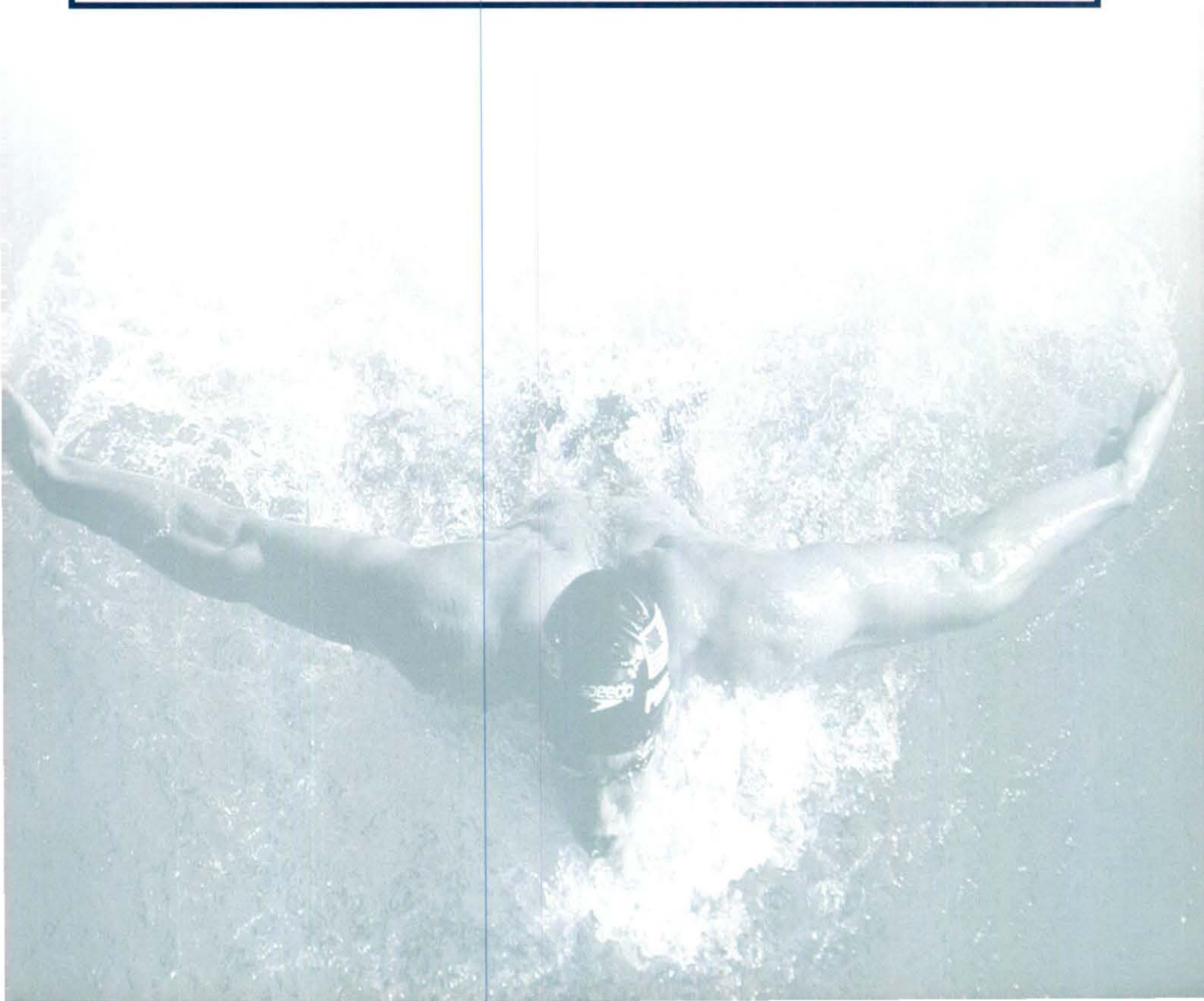
In May 2007, MYAS put in place an online web-based Project Monitoring System (PMS). The system is available at www.cwg2010projectmanagement.in. Agencies are required to feed in information on their activities by the 25th of the month, for generating reports which are sent to 35 monitoring authorities. In our opinion, the system is well-designed, and provides reports with sufficient levels of detail for various areas e.g. venue and infrastructure development, accommodation for tourists, host broadcasting etc.

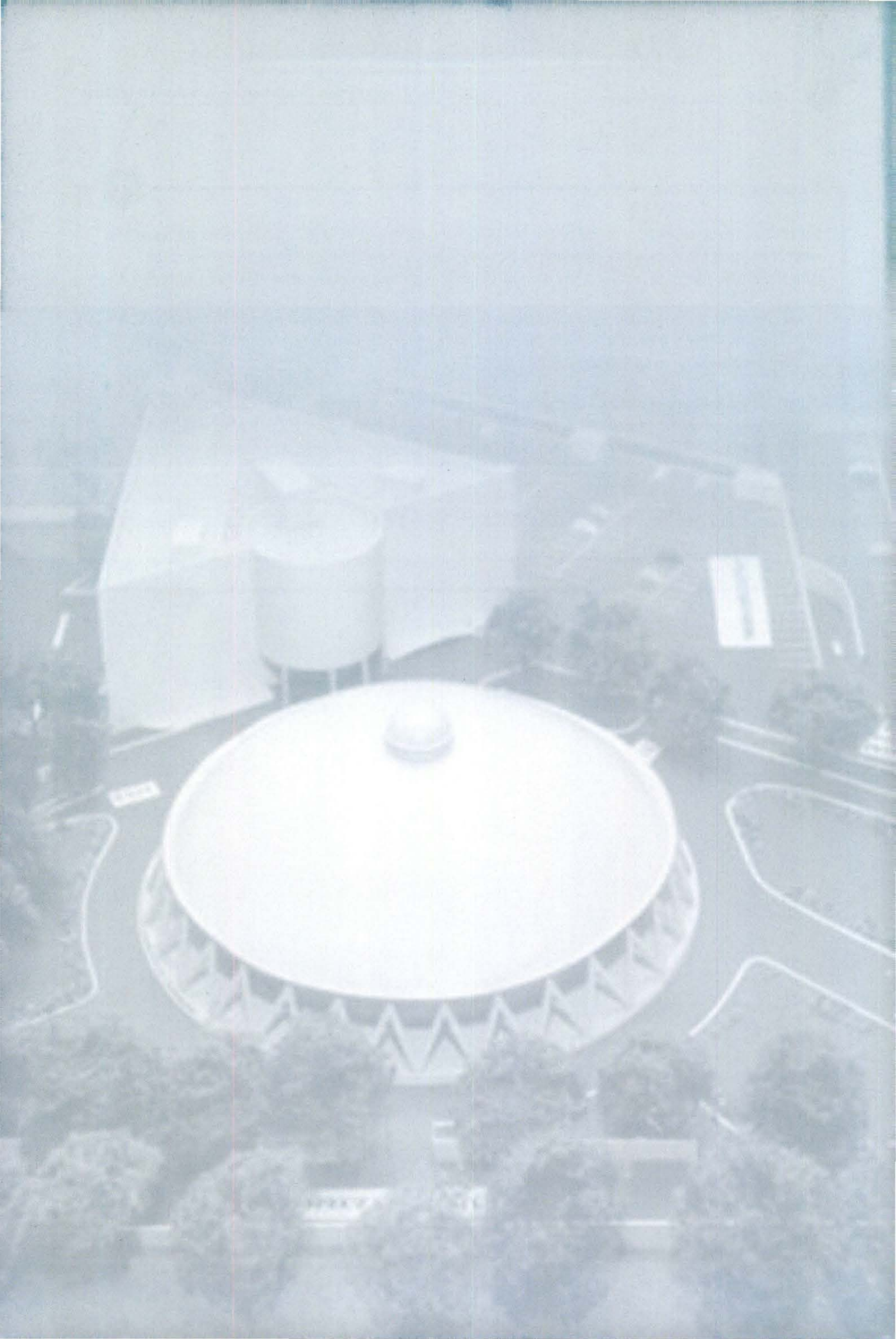
However, there is scope for further improvement and value addition, particularly in terms of mechanisms for ensuring the authenticity and reliability of progress reports and data being uploaded by different implementing agencies. We also noticed that the system did not provide for archiving of past monthly progress reports. This is required to keep a trail of project design changes and progress from month to month.

Recommendation

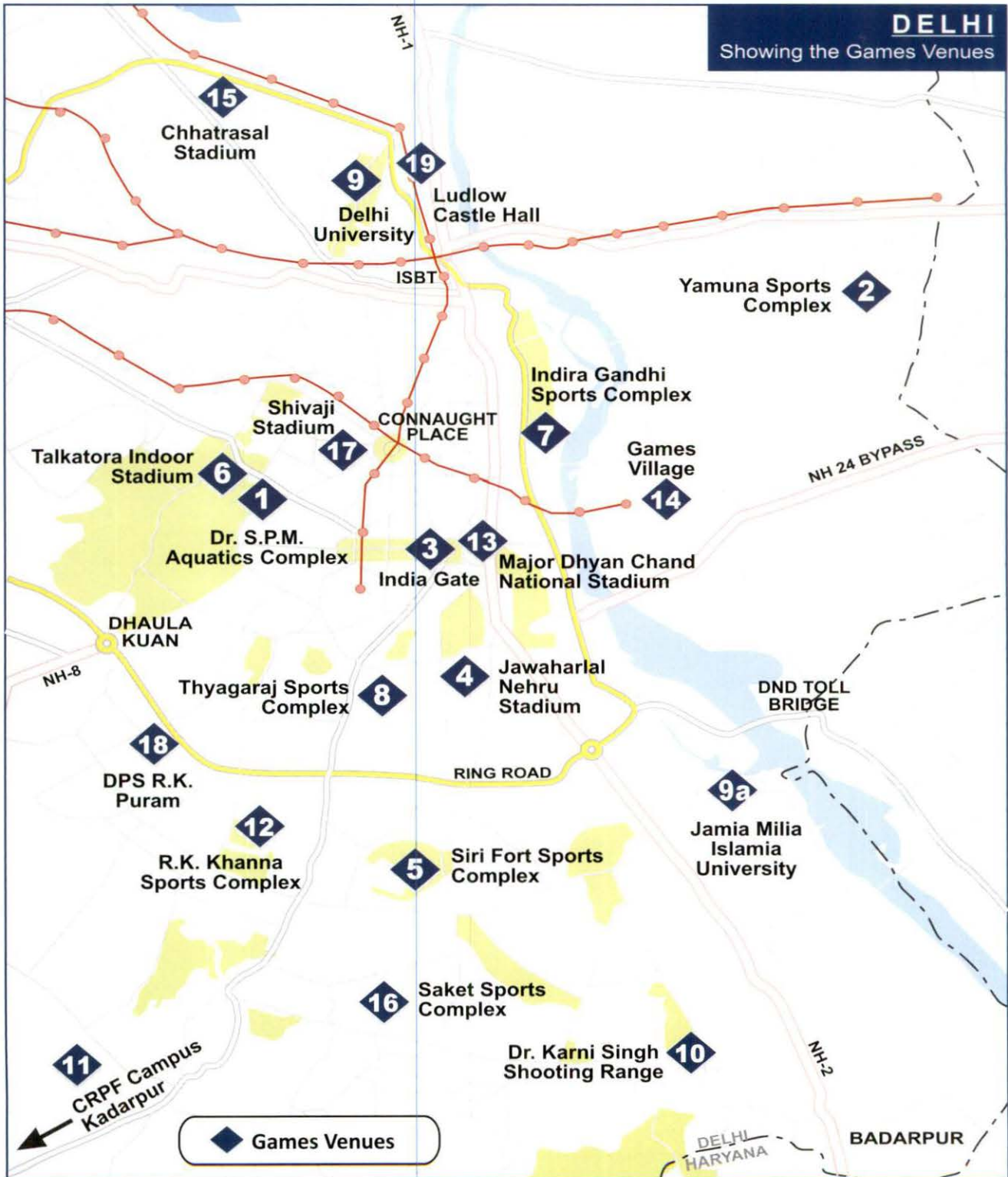
We recognise the challenges faced by the MYAS, OC and other agencies in completing all stages of the project to meet the immovable deadline of October 2010. It is only through proactive leadership, comprehensive planning and rigorous monitoring that these challenges can be effectively addressed.

- *In view of the complexity and multiplicity of activities and organisations and the progress till date, there is a need to rethink the governance model for the Games Project as well as for similar mega-events in the future.*
- *The pending basic planning documents, as per the commitments in the HCC, should be finalised on top priority for CGF's approval. Similarly, pending operational plans for functional areas should be finalised immediately, so that these areas are fully activated for delivery as per schedule.*
- *The web-based Project Monitoring System may be further strengthened through better validation of data, archiving of past reports, and also by capturing follow-up action on issues/ deficiencies flagged through these reports.*





Location of Games Venues



4.1 Risk Assessment Criteria⁹

Our risk assessment for the venues is based on the following criteria:

1. Low risk where shortfall is less than 25 per cent.
2. Medium risk where shortfall ranges from 25 per cent to 50 per cent.
3. High risk where shortfall is more than 50 per cent.
4. All exclusive training venues have been assessed as medium or low risk, as the scope of work is less than those of the competition venues.
5. The planned completion timeline was revised for four venues after the issue of the draft report. (See Box 5 at Page 26) We could not verify the basis for revision in planned completion. In these four cases, we have assessed risk on the basis of planned progress as of May 2009 and actual progress of June 2009.

- High Risk
- Medium Risk
- Low Risk

4.2 Risk Assessment of Venues

Our assessment of the risk of completion of venues indicates that the SPM Aquatics Complex is at high risk (see Case Study 5), while 13 venues are at medium risk; details of the risk assessment are indicated in Annexure-VII.

Yamuna Sports Complex

2

Deadline : December 2009

<ul style="list-style-type: none"> ■ Competition Venue Archery , Table Tennis ■ Training Venue Aquatics, Gymnastics, Lawn Bowls, Archery 	<p>Progress (%) 7, 46</p> <p>Progress (%) 12, 12, 10, 10</p>
--	--



Dr. S.P.M. Aquatics Complex

1

Deadline : October 2009

<p>Competition Venue Swimming</p>	<p>Progress (%) 42</p>
--	-----------------------------------



India Gate

3

Deadline : September 2010

<ul style="list-style-type: none"> ■ Competition Venue Archery 	<p>Progress (%) N.A.</p>
--	-------------------------------------



⁹ The percentage completion is as per the MYAS monthly progress report of 25 June 2009.

Jawahar Lal Nehru Stadium

4

Deadline : Nov. - Dec. 2009

- Competition Venue
Athletics & Weightlifting
Lawn Bowls

Progress (%)
54, 43
N.A.



Indira Gandhi Stadium

7

Deadline Cycling : March 2010
Gymnastics : October 2009
Wrestling : December 2009

- Competition and Training Venue
Cycling, Gymnastics & Wrestling

Progress (%)
35, 56, 43



Siri Fort Sports Complex

5

Deadline : December 2009

- Competition Venue
Badminton and Squash
- Training Venue
Badminton, Aquatics, Squash, Tennis

Progress (%)
46
Progress (%)
0, 2, 5, 0



Thyagaraj Sports Complex

8

Deadline : September 2009

- Competition Venue
Net Ball
- Training Venue
Athletics

Progress (%)
69
Progress (%)
69



Talkatora Indoor Stadium

6

Deadline : October 2009

- Competition Venue
Boxing

Progress (%)
73



Delhi University

9

Deadline : January 2010

- Competition Venue
Rugby7s
- Training Venue
Athletics, Boxing and Netball, Wrestling,
Rugby7s (Different college grounds)

Progress (%)
34
Progress (%)
12, 30, 10
28 to 69



Jamia Milia Islamia University

9a

- Training Venue
Rugby7s & Table Tennis

Progress (%)
14



R.K. Khanna Sports Complex

12

Deadline : December 2009

- Competition and Training Venue
Tennis

Progress (%)
45



Dr. Karni Singh Shooting Range

10

Deadline : December 2009

- Competition and Training Venue
Shooting

Progress (%)
42



Major Dhyan Chand Stadium

13

Deadline : September 2009

- Competition and Training Venue
Hockey
- Training Venue
Aquatics

Progress (%)
75

Progress (%)
0



CRPF Campus Kadarpur

11

Deadline : December 2009

- Competition Venue
Shooting

Progress (%)
40



Games Village

14

Deadline : March 2010

- Training Venue
Athletics, Aquatics, Weightlifting & Wrestling

Progress (%)
40, 55, 55, 30



Chhatarsal Stadium**15**

- Training Venue
Athletics

Progress (%)
19

**DPS RK Puram****18**

- Training Venue
Lawn Bowls

Progress (%)
N.A.

**Saket Sports Complex****16**

- Training Venue
Badminton

Progress (%)
6

**Ludlow Castle Hall****19**

- Training Venue
Wrestling

Progress (%)
12

**Shivaji Stadium****17**

- Training Venue
Hockey

Progress (%)
26



(Note: Photographs of venue sites taken on 1-2 July 2009)

Box

4

Key Issues for Games Venues

	Venues	Key Issues
1.	Dr. SPM Aquatics Complex (CPWD/ SAI)	High risk. Detailed findings are given in Case Study – 5.
2.	Yamuna Sports Complex (DDA)	<ul style="list-style-type: none"> ■ Selection of consultants for the project was delayed by 11 months. ■ For the table tennis venue, Phase-I (foundation) and Phase-II (superstructure) were delayed due to delay in furnishing of drawings. Further, there was a gap of about 6 weeks between completion of Phase-I and commencement of Phase-II. ■ For the archery competition venue and all training venues, the delay was due to recall of tenders, with final award taking place only in March 2009.
3.	India Gate (CPWD)	<ul style="list-style-type: none"> ■ This is intended to be a temporary structure. OC has granted conditional approval for the venue on 14 July 2009. However, we have no information about the scope of work.
4.	JLN Stadium (CPWD/ SAI)	<ul style="list-style-type: none"> ■ For the athletics venue (lower tier), the press notice was issued before technical sanction, and the work was completed after a delay of five months. ■ For the weightlifting auditorium, the press notice was issued before technical sanction, and work was started without drawings and layout plan, which were delayed. ■ Pre-qualification for the lawn bowl arena was called for, in anticipation of OC's approval of the brand of synthetic greens, and was subsequently cancelled. OC's approval of brands was provided only on 2 July 2009. Press notice had been issued, but the work was yet to be awarded. ■ The press notice for two hostel blocks was issued almost a year in advance of the technical sanction, which was received only for one block.
5.	Siri Fort Complex (DDA)	<ul style="list-style-type: none"> ■ Selection of consultants for the project was delayed by 11 months. ■ Phase-I (foundation) was completed late by four months, and Phase-II (superstructure) was hindered due to non-availability of approved drawings and designs. ■ The venue faced litigation on the issue of tree cutting on the site earmarked for parking. ■ The proposal for clearance from DUAC was pending since October 2008, as the matter was sub-judice. ■ Due to non-readiness of the badminton venue, the World Badminton Championship, which was scheduled as a test event in Delhi in August 2009, had to be shifted to Hyderabad.
6.	Talkatora Indoor Stadium (NDMC)	<ul style="list-style-type: none"> ■ This project involved upgradation of the existing stadium, and construction of a new facility block and parking lot. NDMC stated that while the deadline for handing over was December 2009, efforts were on to complete at least the upgradation of the existing stadium by October 2009 for being shown to the CGF.
7.	IG Stadium (CPWD/ SAI)	<ul style="list-style-type: none"> ■ The tender for the warm-up hall had to be recalled. The work was started without the layout plan, and was then stopped due to lack of DUAC clearance. ■ The seating capacity for the wrestling venue was increased in end-2007 from the originally envisaged 5,000 to 7,500. There were delays in finalisation of estimates and tendering, which led to late commencement of work. ■ The specifications for the cycling velodrome were changed in September 2008 at the instance of the International Cycling Union. ■ The press notice for the roof work was issued before technical sanction; work was hindered due to non-availability of drawings.

	Venues	Key Issues
8.	Thyagaraj Sports Complex (PWD)	<ul style="list-style-type: none"> The contract for third party quality assurance was awarded after the commencement of construction. PWD, GNCTD stated that though the contract was awarded late, it included quality assurance of the whole work by doing post construction testing for the item already completed.
9.	Delhi University	<ul style="list-style-type: none"> DU stated that the work could not be started in time due to delay in getting fund and approval of revised budget by MYAS. The consultants for third party quality assurance had still not been appointed.
9A.	Jamia Milia Islamia University	<ul style="list-style-type: none"> JMI's master plan was yet to be approved by DDA. Clearances had not been applied for. In the absence of early intimation from OC about the type of grass to be used, JMI used an Indian variety of grass, which had to be replaced later by a US variety (Bermuda grass) on OC's direction in May 2009. During the exit conference, JMI stated that since CCTV locations had not been finalised, they could not commence plastering and finishing work (including false ceiling).
10.	Dr. Karni Singh Shooting Range (CPWD/ SAI)	<ul style="list-style-type: none"> The venue specifications were revised from upgradation of the existing ranges to construction of new ranges by demolition of the existing ranges. According to CPWD, the revised proposals were firmed up in August 2008, and work commenced in October 2008. Further, cost estimates were revised from Rs. 16 crore to Rs. 65 crore and then to Rs. 149 crore due to increased scope of work. Milestones could not be achieved due to delay in receiving DUAC and forest clearances, and late handing over of sites.
11.	CRPF Campus, Kadarpur (CPWD)	<ul style="list-style-type: none"> The project involved four packages – approach road, main platform, facility block, and baffle walls. For the first two packages, press notices were issued before technical sanction. According to CPWD, the delay in completion was partly due to paucity of funds to be provided by MYAS and accumulation of unsettled liabilities; the first instalment was received in March 2009. According to CPWD, decision and design of the baffle wall was decided only in March 2009 during the site visit of the International Shooting Sport Federation, OC, and the Commonwealth Shooting Federation; provisional go-ahead was given by OC, subject to fulfilment of observations and norms of the international federations for the baffle wall. Designs had now been finalised by CPWD, and tenders invited.
12.	RK Khanna Sports Complex (AITA) (MCD)	<ul style="list-style-type: none"> Since AITA was a private venue owner, MYAS had, in September 2008, decided to appoint CPWD as an independent project management consultant. Instead, CPWD proposed a techno-financial audit, which had not yet been finalised. In response, AITA stated that they were exercising suitable quality control. There were delays in financial sanctions, which, according to AITA, were affecting the progress of work.
13.	MDC National Stadium (CPWD/ SAI)	<ul style="list-style-type: none"> For the package for VIP Gallery and New Open Gallery, execution was delayed due to non-availability of clear site and drawings. Package for Hostel /Media Accommodation had to be scrapped due to DUAC's objections on falling within the Central Vista Line
14.	Games Village Training Venues (DDA)	<ul style="list-style-type: none"> Venues are delayed. Detailed findings are given in Chapter 5 - Games Village.
15.	Chhatrasal Stadium (PWD)	<ul style="list-style-type: none"> Delays occurred due to delay in obtaining DUAC clearances.

	Venues	Key Issues
16.	Saket Sports Complex (DDA)	<ul style="list-style-type: none"> The work of renovation of the existing hall was delayed due to recall of tenders; the work was finally awarded in March 2009.
17.	Shivaji Stadium (NDMC)	<ul style="list-style-type: none"> The project was now planned to be completed by May 2010 for handover to the OC by June 2010.
18.	DPS, RK Puram	<ul style="list-style-type: none"> The brand of synthetic surface for the lawn bowls arena was received from the OC only in July 2009. Press notice had been issued in July 2009, but the work was yet to be awarded.
19.	Ludlow Castle Hall (PWD)	<ul style="list-style-type: none"> Progress of the project was poor. Details are given in Case Study-2.

4.3 Delays in Planning Venue Specifications

For ensuring proper planning of venue specifications and timely execution, the Infrastructure Co-ordination Committee decided the following phased approach in August 2007, with associated timeframes:

	Stage	Timeline
1.	Venue appraisal study by EKS and submission of venue brief to owners	Dec. 2006
2.	Submission of return brief and concept design by venue owners	May 2007
3.	OC's approval of concept design	June 2007
4.	OC's approval of complete final design	July 2007
5.	Start of construction	Sep. 2007
6.	Completion of construction	Dec. 2009

Case Study - 2

Confusion over Ludlow Castle School as a Training Venue for Wrestling



In December 2007, PWD (GNCTD) awarded consultancy work for the training venue for wrestling for Government Model Ludlow Castle School No. 1, instead of School No. 2 which was approved by the OC. This was rectified only in June 2008. Resultantly, the progress of the project was 12 per cent as of June 2009.

However, we found that there were delays with reference to the above timelines in all stages of the process, as summarised below; details are given in Annexure- V:

- EKS/ OC delayed handing over of venue briefs to venue owners by 3 to 6 months;
- Venue owners/ agencies delayed submission of concept designs/ return briefs to OC by 1 to 14 months;
- OC delayed approval of concept designs by 2 to 10 months;
- OC had given only conditional approval to the final designs for most venues. For three venues, conditional approvals were granted between March and July 2009.
- In 13 cases at 11 venues, agencies had commenced construction even before conditional approval of final designs by OC.

Change in Specifications of Cycling Velodrome

The construction of the cycling velodrome at IG Stadium got delayed because the International Cycling Union (UCI), at a subsequent stage, changed the specifications from an open stadium to a fully air-conditioned indoor timber track. This necessitated cascading changes in execution milestones.

Specifications not frozen

During the exit conference and in their response, CPWD stated that there were numerous meetings with the OC's consultants, and there were a number of revisions for each and every venue, for which the drawings were revised and re-revised and submitted to the OC for approval. For venues like JLN Stadium, some observations for modifying the final drawings were still under consideration. Further, the details for LAN, CCTV, broadcasting layout, overlays, video screens and score boards, signages etc. were still awaited. The details and the brand for the track and turf (required in October 2008 to adhere to CPWD's timelines) were received only recently. The location and requirements of the Photo Finish Room at JLN Stadium were finalised by the OC only in May 2009.

We note the constraints expressed by CPWD. While we understand the dynamic and ever-evolving nature of specifications for such a complex project, the time for freezing all specifications (howsoever minor) in all respects for all projects and works can no longer be delayed.

Case Study - 3 ASI Approval of Basement at Siri Fort Complex



In June 2007, DDA had applied for a NOC to ASI for construction of a Badminton and Squash Court (including a basement) at Siri Fort Complex, as the site was within the regulated area near a historical monument. ASI initially gave clearance in March 2008. However, in an inspection in December 2008, it noted the construction of a huge basement, for which it claimed that no permission had been given and issued a show cause notice to DDA, threatening to cancel the NOC. On the basis of DDA's response that the basement was part of the originally approved plan, in March 2009, ASI regularised the basement as a fait accompli.

4.4 Obtaining of Clearances

Before commencement of venue construction, clearances/ NOCs are required to be obtained from several Gol and GNCTD agencies, including:

- DUAC (Delhi Urban Arts Commission);
- NDMC and MCD;
- Ministry of Environment and Forests (MOEF); and
- Archaeological Survey of India (ASI)

The process for application and approval of most clearances is complex, and in many cases, clearance has to be sought in multiple stages. Further, in some cases, the final clearance has necessarily to be obtained through the local body, and not directly by the venue owner/ implementing agency.

We found significant delays by venue owners/ implementing agencies in applying for clearances:

- In five major venues of the SAI – JLN Stadium, MDC National Stadium, IG Stadium, SPM Aquatics Complex, and Dr. Karni Singh Shooting Range – applications for 24 NOCs were submitted late by up to 11 months after stipulated date of completion of the associated consultancy work, of which they were a part.
- JMI has not so far applied for any clearances for its Rugby 7s venue and table tennis training venue. In their response, JMI stated that this was because the master plan for the University itself was pending clearance from DDA.

Further, many regulatory agencies were not issuing clearances/ NOCs in timely fashion:

- 27 cases were pending with different agencies, of which 22 cases were pending for more than six months;

Case Study - 4 DUAC Clearances

We conducted a quick review of 11 clearances with DUAC – 7 pending cases, and 4 cases cleared with a delay of six months or more. Our review revealed that in most of the cases, the applications were found to be incomplete by DUAC. Except in one case (when DUAC was not in existence for about three months and was reconstituted in May 2008), we noticed prompt responses by DUAC to the applications of the "proponents".

As per DUAC's records, delays were generally on account of the reluctance of the proponent to comply with the observations made by DUAC. This was the specific situation in the case of Chhatrasal Stadium, where PWD, GNCTD claimed that the reason for delay in start of work was non-issue of DUAC approval, and that all plans/ models were submitted to DUAC in time. In the case of the facilities block in the Games Village, the DUAC commented in January 2008 that the proposal should have been routed through the concerned local body Director in DDA, but this observation had not been attended to as of June 2009. In the case of the SPM Aquatics Complex, compliance on DUAC's observations was forwarded by the proponent after a delay of six months.

While it is clear that there is a often a divide between the agencies and DUAC, the Gol is empowered under Sections 13 and 14 of the DUAC Act, 1973 to overrule the decisions of the DUAC. It is for Gol to take quick and speedy decisions in such cases, after considering the facts on both sides.

- In 39 cases, agencies took more than 6 months in granting NOCs. Case study 3 details an interesting case of ASI approval for a basement under the Badminton and Squash court at Siri Fort Complex.

Attempts to create a single window clearance system were not successful for the following reasons:

- MoEF stated that they could not be part of a single window clearance system, in view of guidelines of the Supreme Court.

- An Empowered Committee of GNCTD to facilitate clearances, which was created on the directions of CoS, was not effective, as it did not have hierarchical jurisdiction over agencies like DUAC and ASI. Further, its intervention was restricted merely to requests to the concerned agencies.

In response, CPWD stated that the timelines for planning were framed considering approvals from various local bodies on a single window concept, but various local bodies had suggested changes in the planning stage, which delayed approval and resulted in a late start for most venues.

Details of pending clearances and delays in grant of these clearances are indicated in Annexure – VI.

4.5 Other Work Execution Issues

We found that many venue development works were being delayed or hampered due to inadequate planning, as summarised below:

- Many venue owners and executing agencies had appointed consultants for technical guidance and support for various items of work; so far more than Rs. 30 crore had been paid to these consultants as fees. However, we found that the consultants failed to submit the required deliverables in time (preliminary designs, structural drawings and tender documents), which resulted in cascading delays in venue development.
- Technical sanction and detailed estimates/ designs, which ensure structural soundness and accuracy and reliability of estimates, were delayed.
- In many cases, press notices for works were issued even before receipt of draft estimates and tender documents from the consultants. This resulted in subsequent revisions of cost and eligibility criteria etc. through corrigenda.

Box

5

Changes in Planned Progress from May 2009 to June 2009 to Depict Better Progress

Subsequent to the issue of the Draft Report, we noticed a substantial improvement in actual versus planned progress in respect of some venues in the progress report for June 2009 on the MYAS web monitoring system. Closer scrutiny revealed that this was occasioned by a substantial downward reduction in the planned progress from May 2009 to June 2009. We have however, taken the planned project progress as of May 2009 for these projects for the purpose of our risk assessment.

Venue	Planned Project Progress (per cent)		Actual Progress Depicted (per cent)	
	May 2009	June 2009	May 2009	June 2009
S.P.M. Aquatics complex	93	46	36	42
Jawahar Lal Nehru Stadium (Athletics)	75	61	40	54
Jawahar Lal Nehru Stadium (Weightlifting)	78	64	46	43
Jamia Milia Islamia University	39	26	12	14
Major Dhyan Chand Stadium	90	78	72	75

It is interesting to note that the reported actual progress in respect of the weightlifting auditorium at JLN Stadium has dropped by 3 per cent from May to June 2009.

- Cases were noticed where technical sanctions were issued in October-November 2008 but press notices were not published till June 2009
- In many cases, milestones were not being achieved, and were rescheduled several times. However, accountability of contractors could not be ensured due to improper documentation, especially non-maintenance/ incomplete maintenance of hindrance registers.

4.6 Overlay and Other Equipment

'Overlay' for venues comprises event-specific temporary installations like seating, tents, platforms, ramps, signage as well as electrical, ventilation and AC, mechanical, waste water services. The Overlay Department of the OC was set up only in March – April 2009, and had completed the Phase-1 exercise of overlays architectural drawings and formulation of broad specifications. Considering the individual venues and functional areas, according to the OC, the matrix of venue-wise locations for different items of overlay would be over 1200. In July 2009, OC forwarded the Bill of Quantities (BOQs) / and overlay requirements of individual venues to SAI in respect of its venues.

Case Study - 5 Construction of SPM Aquatics Complex badly delayed



Reported Completion	– 42% as of June 2009
CPWD Deadline	– 16 June 2009; only 2 out of 7 milestones achieved as of date
OC Deadline	– October 2009

This swimming pool was used in an incomplete state with bare pillars for the aquatic events of the 1982 Asian Games, as the roof could not be completed in time. For CWG-2010, the complex was to be completely revamped by demolishing the existing structure. However, the progress of the project as of June 2009 (the contractor's deadline for completion) was poor, as only 2 out of 7 milestones had been completed. In view of the high risk profile of this project, we conducted several physical inspections between April and July 2009. Our last inspection on 16 July 2009 revealed that while all 32 shear walls had been constructed, only 6 out of 32 compression rings (which would support the roof) had been completed and three rings were under construction. Activities related to laying of cable, fixing of mast, and secondary structures, as well as internal work like seating arrangement, diving pools, warm-up pool etc. were yet to be completed. Further, electrical work, air-conditioning and sanitation and beautification work were yet to commence.

While the original timeline for completion was October 2009, the web monitoring report for June 2009 indicates a deadline of end January 2010, both of which are unattainable in our view. During the exit conference, SAI indicated that the venue would be completed by February/ March 2010 before the test events in April 2010. CPWD also indicated in their response that steps had been taken for mobilisation of additional resources, and being a pre-engineered structure, they were in full control of timelines. However, in our opinion, even February/ March 2010 would be quite a challenging timeline, considering the poor progress of work till date.



Status as on 16 July 2009



Model of SPM complex

We found that:

- CPWD issued the press notice without detailed estimates and technical sanction and OC-approved detailed drawings.
- The project was to commence in January 2008; however, the work of dismantling the existing structure itself was going on till April 2009. In response, CPWD stated that no original structural drawings were available; hence, actual verification of the foundation was taken up, before deciding to dismantle the structure.
- Work was held up for various reasons like non-availability of drawings and approved structural designs, lack of hindrance-free site, delay in clearances/ NOCs, and also delays on account of the contractor. Also, a clarification sought by DUAC in response to the application for clearance was responded to after a delay of six months. In response, CPWD stated that there was a change in specifications for a six lane warm-up pool (from the existing four lane pool), which resulted in changes in designs. Also, environmental clearance was required since the area was in the vicinity of the Ridge.
- The third-party quality assurance consultant was appointed nine months after the start of work.

Subsequent to the issue of the draft report which assessed the project as high risk, CPWD revised the planned project progress downwards from 93 per cent (May 2009) to 46 per cent (June 2009).

While documents enclosed with CPWD's response indicated that these overlay items were to be provided on dry/ wet lease by the venue owners, during the exit conference, NDMC indicated that the roles and responsibilities of OC and the venue owner on the procurement and funding of overlays needed to be firmed up. On the other hand, OC's records indicated that it would be responsible for procurement and installation of overlays.

During the exit conference, OC stated that the procurement work of overlays would continue till September 2010 and that they were on schedule. Although a joint tendering system has been prescribed for securing uniformity and economy in procuring common items for various venues, we are concerned that the bunching of procurement and other decisions within the shortened timeframes closer to the Games carries with it the risk of compromised transparency and accountability.

Recommendation

2

- *In view of the exceptional circumstances under which permission for the basement in Siri Fort Complex was accorded as a fait accompli, ASI may conduct an assessment of the continued structural soundness of the protected monument and take appropriate further action.*
- *In view of the fast approaching immovable deadline of October 2010, OC should expedite approval of final venue designs and detailed specifications.*
- *MYAS and SAI should accord heightened priority to the completion of the SPM Aquatics Complex, which is a high risk venue in our estimation.*
- *MYAS and venue owners should ensure completion of remaining works at all venues on priority basis by removal of hindrances like inadequate funds, delayed clearances, finalisation of scope of work and designs etc.*
- *Venue owners should closely monitor work execution by the implementing agencies.*
- *DDA and JMI may immediately ensure measures for obtaining necessary clearances, including fire, water and sewage clearances.*
- *Although during the exit conference, MYAS indicated that they do not have any direct role in the grant of clearances as per the law, we believe it needs to assume leadership role in this regard, as this is critical to timely completion of venues.*





The Games Village, being developed by DDA along the east bank of the River Yamuna, will include:

- A residential complex to house athletes and officials;
- An international zone, to be developed through temporary overlay;
- Training areas and indoor halls; and
- A Village Operation and Support Area, transport mall, and other services.

A comparison of the schedules for completion of the Games Village at different points of time reveals the following position:

Change in Games Village Schedule

	Infrastructure Co-ordination Committee (May 2006)	DDA Reply (July 2009)
Award of work	April 2007	December 2007
Completion of work	December 2009	March 2010
Handing over to OC	—	June 2010
Overlay work and finishing	August 2010	—

We found the progress of the Village Project to be delayed with reference to the original schedules. (See Box 6)

Box

6

Progress on Games Village Project (July 2009)

Item	% Completion
Residential Complex	55
Training Venues	39
Internal Development Work	60
Access Road	52
Temporary Structures	Yet to be awarded

The main bottlenecks for the Games Village Project are indicated in Box 7. We found the physical progress of works to be very slow:

- Development work and construction work for access road was only 40 per cent and 37 per cent respectively by the originally stipulated completion date of April 2009. While the original milestones were revised due to slow progress, even the revised milestones could not be adhered to.
- In the case of training venues, 30 per cent work was completed, though two-thirds of the period had already expired.
- DDA engaged a third party for quality assurance only in May 2008, by which time 25 per cent of the period of execution was already over.



Construction of access road for players' entry in progress

Further, we found several instances of procedural delays in work execution, as summarised below:

- Although venue briefs were received in December 2006, DDA appointed technical consultants for the project only in February 2007.
- NOCs for the project took a long time, even up to 17 months; this resulted in squeezing of the time left for execution.

- Construction works for the swimming pool, training hall, fitness centre, athletic track and internal development (roads and subway) were awarded only in April 2008, after a delay of one year.
- DDA took 10 months to select the private partner for developing the residential complex, due to delay in finalising the list of bidders and preparing the RFP.



Development work in the Games Village



Construction of flyover next to the Games Village

In response, DDA stated that:

- The Games Village Project had not been substantially delayed, and all facilities would be handed over to the OC within the stipulated timeline of June 2010.
- The milestones for the Residential Project had to be revised due to objections raised by the Akshardham Temple authorities, onsite protests by NGOs, litigation, configuration and requirement of rooms/ flats.
- The residential project was a unique project based on PPP mode, and many procedures were new to DDA.

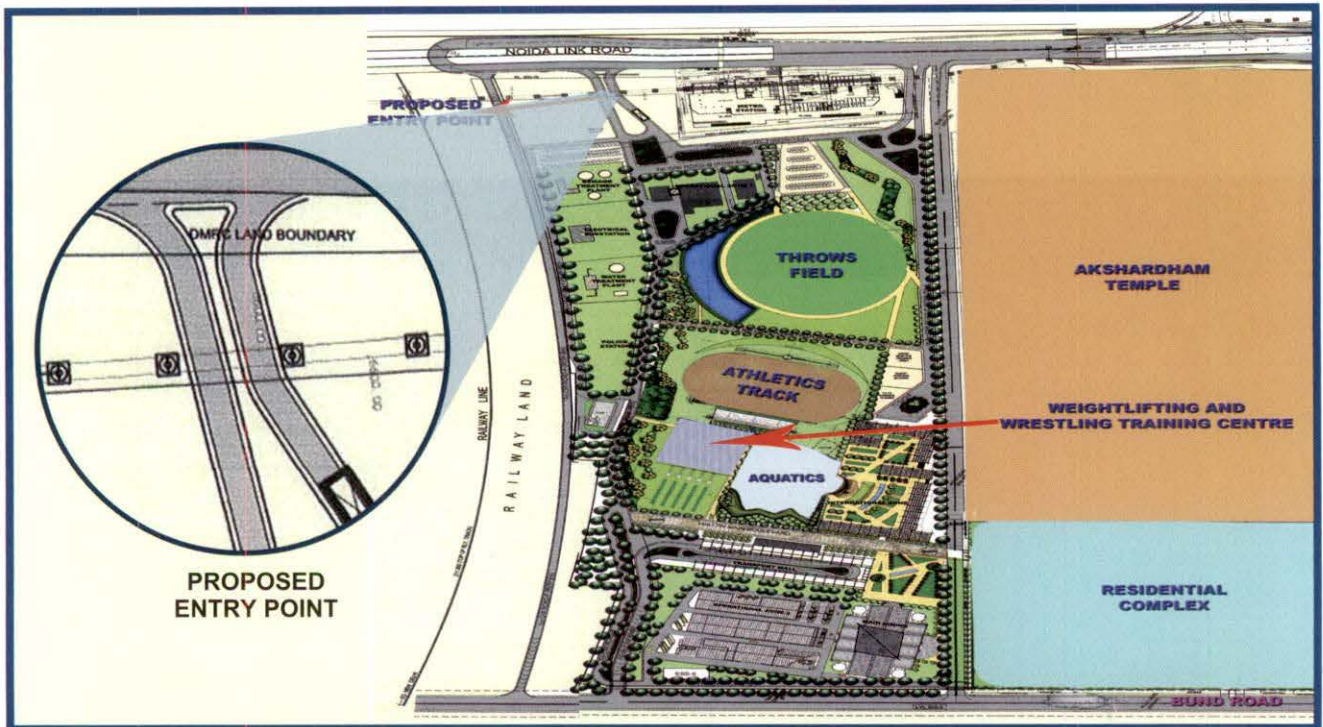
Box

7

Main Bottlenecks for Games Village Project

Issue	Problem	Status
Site selection and noise barriers	<p>The current site is noisy owing to the railway line nearby (towards Howrah). An alternative site was rejected due to projected difficulties in obtaining clearances.</p> <p>As a compromise, it was agreed in January 2006 that DDA would install temporary noise barriers to minimise noise levels, and Railways would be requested to instruct drivers to minimise honking during the Games period.</p>	<p>The Railways approved the designs for noise barriers only in December 2008; permission for commencing work had still not been granted. Further, noise levels would only be minimised, and a complete "Silence Zone" in the residential area would not be ensured.</p> <p>During the exit conference and in their written response, DDA stated that permanent noise barriers would be installed. Approvals had been received from the National Physical Laboratory, and the final designs were being discussed with the Railways. Further, these noise barriers would take only 3-4 months to put up and would be required close to the Games period only.</p>
Litigation on Environmental Issues	A PIL was filed in October 2007 in the Delhi High Court, challenging the selection of the site on environmental grounds. In November 2008, the High Court ordered appointment of a Committee on this issue.	The Supreme Court had stayed the order and judgment of the Delhi High Court in December 2008. However, the litigation was still pending.
Proposed Entry Roads (see map on next page)	Two separate entry/ exit roads for media/ VIPs and logistics/ work force from the NOIDA link road were planned. However, these roads pass through a 15 metre strip of land belonging to the UP Government, which had not given permission.	In reply, DDA stated that a proposal for land acquisition had been sent in July 2009 to the Land Acquisition Collector (LAC).
Private Partner for Residential Accommodation	DDA entered into a PPP ¹⁰ with EMMAR-MGF in September 2007 for construction of residential accommodation (1168 flats). However, even after revision and shifting of targets, the private partner could not achieve any of the milestones. In December 2008, it slowed down work, citing fund problems due to the global slowdown.	In May 2009, DDA announced a bail-out package ¹¹ of Rs. 766 crore, under which it decided to buy an additional 333 flats from the project developer's share of apartments, in addition to the DDA's existing share of one-third of the total apartments.

¹⁰ PPP: Public Private Partnership¹¹ The effectiveness of the PPP and propriety aspects of the bail-out package would be covered in subsequent audits.



A map of the Games Village highlighting the proposed entry roads (see box 7)

- Road works for the Village Project had intentionally not been the focus, since efforts were currently concentrated on major projects, which were currently in full swing. A conscious decision had been taken to delay delivery of the finished surface to ensure that all roads were in excellent condition during the Games. However, proper access to the Games Village was available, and all road works were nearing completion.

Bunching of Activities

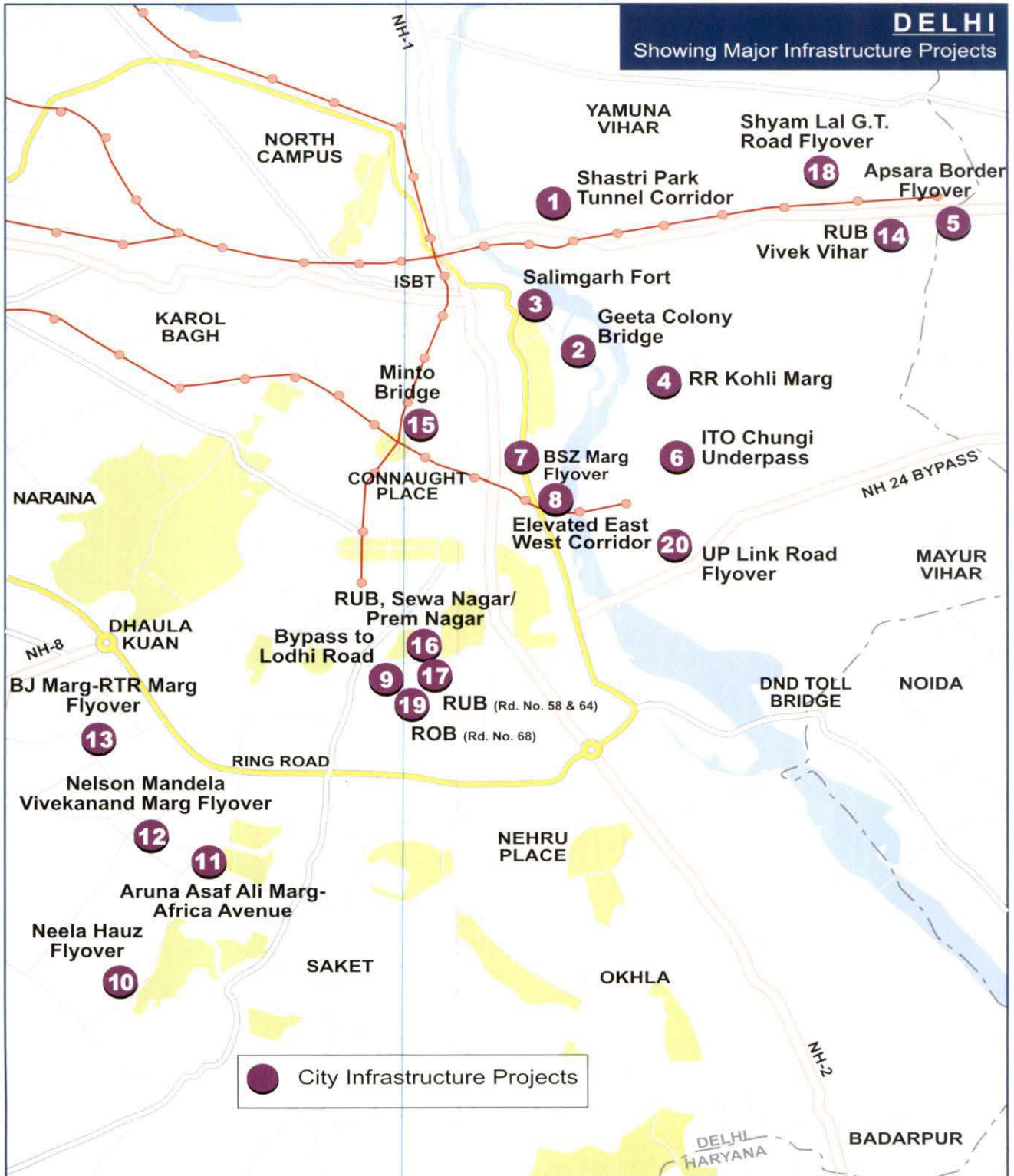
Through the latest schedules being followed by DDA, we find that a large number of activities are now being scheduled from June 2010 onwards till the commencement of the Games. This bunching of activities would put substantial pressure on the administrative and monitoring resources of DDA to ensure timely completion, without compromises on cost or quality.

Recommendation

3

- The bottlenecks for the Games Village Project should be addressed on top priority through better co-ordination within and across Governments.

Location of Major City Infrastructure Projects (Bridges and Flyovers)



Status of Critical Bridges and Flyover Projects in June 2009 and Risk Assessment



Source: Monthly Progress Report of 25 June 2009 from MYAS Web Monitoring System

Risk Assessment Criteria

We have assessed risk for the venues as per the following criteria:

1. Low risk where shortfall is less than 25 per cent;
2. Medium risk where shortfall ranges from 25 per cent to 50 per cent; and
3. High risk where shortfall is more than 50 per cent.



Construction at Vivek Vihar Flyover

6.1 Overview

One of the key objectives of CWG-2010 is to create state of the art city infrastructure. This falls into the following six broad categories:

- Bridges and flyovers;
- Strengthening and widening of roads;
- Street lighting;
- Beautification and streetscaping projects;
- Parking near venues; and
- Refurbishing of centrally protected monuments in Delhi.

Reference is made in Case Study 6 to the Elevated corridor between the Games Village and JLN Stadium.



Bridge and Flyover Projects Delinked from Games

6 out of the 35 flyover and bridge projects being implemented by PWD, GNCTD for the Games had not commenced as of May 2009. Of these, we had flagged three projects (Elevated East West Corridor, BSZ Marg Flyover, and Shastri Park Tunnel Corridor) as critical for the Games on account of their location.

In response to the Draft Report, PWD, GNCTD indicated that all six projects had been delinked from CWG-2010. While we recognise that the delinking was a practical choice (as these could not have been completed in time for the Games), we note that this decision will have adverse traffic management implications, which will need to be addressed.

Case Study - 6 Elevated Corridor between Games Village and JLN Stadium



PWD (GNCTD) proposed a corridor between the Games Village and JLN Stadium to facilitate transportation of athletes and officials, and minimise traffic congestion on Ring Road, Mathura Road, and other roads leading to NH-24.

Initially, this was envisaged as a depressed corridor, but after suggestions from DUAC and ASI in August 2006, this was modified to an extended tunnel. However, ASI rejected the project, after initially giving clearance, and DUAC took more than a year to reject the project.

The project was modified as a surface level corridor connecting NH-24 bypass at Sarai Kale Khan to JLN Stadium along the Barapulla Nallah, and was started in September 2008, with March 2010 as the estimated completion date. However, this road now merges with other traffic on the Ring Road, and the envisaged benefit of minimising traffic congestion would get partly defeated.

Subsequent to the issue of the draft report, we noticed that against the progress of 12 per cent for the project as of May 2009, the project showed a progress of 41 per cent as of June 2009. Physical verification by us on 1 July 2009 indicated that the casting on only the first two pillars had been completed. PWD, GNCTD had omitted another project “Alignment with Barapulla Nallah” from the monthly progress report of 25 June 2009; we are not aware as to whether these two projects had been clubbed together to depict a better picture of progress and a lower risk profile.

6.2 Bridge and Flyover Projects

Of the 35 flyover and bridge projects,

- six projects (which had not commenced) had been delinked from the Games project;
- six projects had been completed; and
- 23 projects were running behind schedule.

Details are indicated in Annexure-VIII.

We had categorised 20¹² out of the 35 bridge and flyover projects as critical on account of their location (connectivity between the Games Village, venues, airport etc).

Of these 20 projects, we have assessed 9 as high risk, on account of slow progress. If these projects are not completed in time for the Games, the traffic overload on roads may have to be managed through sub-optimal solutions e.g. reduction/ diversion/ restriction of non-Games traffic, with possible inconvenience to general public.

In response, PWD, GNCTD indicated that three projects (RUB 58-64, Shyam Lal College Flyover, and UP Link Road) were at some risk of non-completion before the Games; this was due to litigation, and non-transfer of land by the UP Government. However, they

also clarified that to mitigate risk from non transfer of land, land acquisition provisions were now being resorted to. MCD stated that their projects had suffered initial delays on account of various obligatory clearances, as well as involvement of multiple agencies in the process of shifting of services, tree cutting, diversion of traffic, land acquisition and removal of encroachments.

The status of other city infrastructure projects is summarised in Box 8.

Recommendation

4

- *All efforts should be made to ensure that at least the revised timelines for the city infrastructure projects are adhered to. Closer monitoring is essential for this purpose.*
- *The problem of pending clearances/ NOCs from various agencies should be addressed on top priority at the highest level.*
- *Hindrance-free sites have also been a major bottleneck, and the issue of land acquisition needs to be addressed quickly.*

¹² These include three projects, which have now been delinked from the Games.

Box

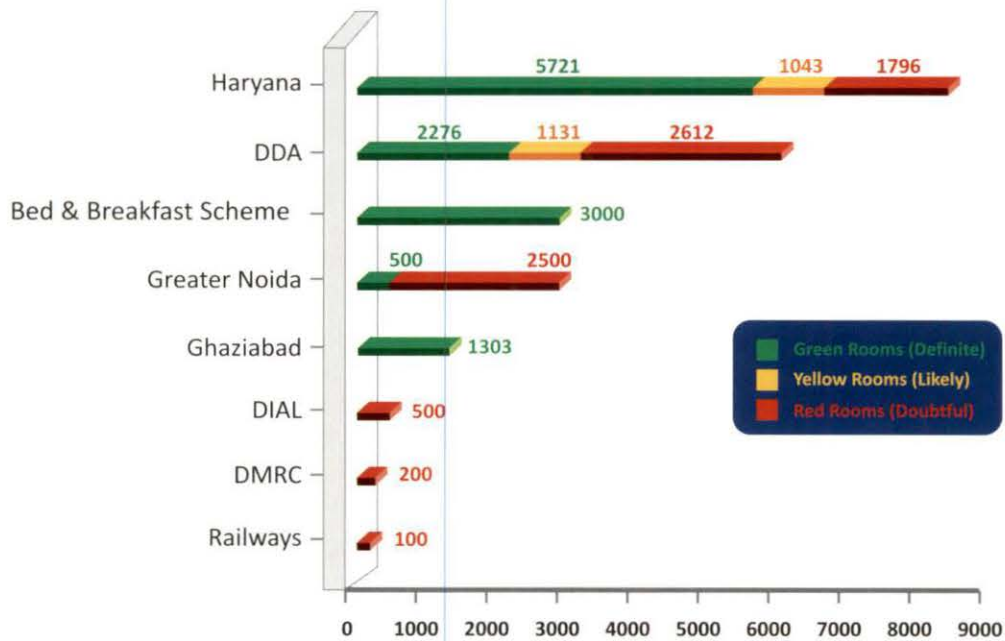
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Status of Other City Infrastructure Projects

Category	Status
Widening and strengthening of major roads	PWD had completed only 2/3rd of the work by the targeted completion date of March 2009. In the case of MCD, work on most roads was lagging behind, due to delays in approvals and award of contracts.
Improvement of street lighting	GNCTD had an ambitious project for improvement of all street lighting to conform to international standards by October 2008. However, none of the agencies – MCD, NDMC, and PWD – had completed the work by May 2009. In the case of MCD, work for Phase-I was 60 per cent completed, while tendering for Phase-II was still in process. In the case of NDMC, tendering for the first two phase was still in process. In the case of PWD, the overall progress of street lighting was 55 per cent.
Beautification and street scaping projects	<p>NDMC had identified projects for upgradation of Connaught Place and Gole Market for completion by December and March 2008 respectively. The Connaught Place project received final clearance from DUAC in November 2008, and façade restoration in the inner and outer circle blocks had commenced. The Gole Market redevelopment project was under tendering, and litigation was also ongoing.</p> <p>MCD proposed to beautify roads through horticultural activities. However, this was yet to start, since the road projects were incomplete.</p> <p>For seven venues, PWD had planned to undertake 'streetscaping' of roads around the Games venues; estimates for these works were in 'sanctioned stage'.</p>
Parking projects	Two parking projects of MCD outside venues – JLN Stadium and DPS, RK Puram – were identified in June- July 2008. While the first project was on schedule, tendering for the second project was initiated only in February 2009, and the work was to be awarded by 31 July 2009.
Refurbishment of centrally protected monuments	<p>ASI took up the work of conservation and preservation of 46 centrally protected monuments in two phases of 20 and 26 projects for completion by November 2008 and June 2009 respectively. However, even tendering for the first phase of projects was not completed by March 2009, and no work had started on the second phase.</p> <p>Unlike other projects, restoration and upgradation of projects is a technical and slow process, and crashing of execution time may not be feasible.</p>



Chart 3 - Status of Accommodation as on May 2009



Source: MYAS web monitoring system

While the original bid estimated about 30,000 spectators for the Games, a more refined assessment by the Ministry of the Tourism (MoT), GoI of accommodation requirements estimated the outstation spectators at 1,00,000, for whom about 40,000 rooms would be required. Thus, after considering the already available 11,000 rooms of hotel accommodation in Delhi and NCR, an additional requirement of about 30,000 rooms for tourists and visitors was projected.

Task Force for Monitoring Hotel Accommodation

MoT has constituted a Task Force for monitoring the progress of the various agencies for creation of additional hotel accommodation. Regular meetings are held to review the progress, and update the status of availability of rooms from different sources. We are broadly satisfied with MoT's monitoring process.

We found that the total projected number of definite and likely hotel rooms had come down from 14,274 (October 2008) to 11,974 (May 2009) (See chart 3). Out of the total of 185 hotel sites, work on 63 sites had not yet commenced¹³. In response, the MoT stated that the room position changed with every Task Force meeting, depending on the progress of implementation of the hotel projects.

The biggest source of "red rooms" (doubtful) is DDA. We noted that DDA had auctioned 6 sites for 650 rooms (even before this responsibility was assigned to DDA in January 2006) and another 33 sites for 5369 rooms by March 2008. Our analysis revealed the main reasons for the doubtful rooms of DDA as under:

- There were delays by the hoteliers in forwarding building plans to local agencies, as well as delays in obtaining clearances. As of May 2009, building plans had been approved in only 17 out of 33 cases, with approvals pending mainly from DUAC and DFS.
- Only 9 sites (for 1741 rooms) out of the 33 hotel sites were now considered to be definite for construction before the Games, with another 535 definite rooms from the earlier batch of 6 sites.

In response, DDA stated they had taken pro-active action to ensure that the hotel rooms were expedited, by holding meetings with plot owners and facilitating clearances. Environmental clearance for 16 projects had been obtained. Further, the delay in submission of building plans by the hoteliers was attributable to the current economic slowdown and difficulties in financing.

According to the MoT, 2500 rooms in Greater NOIDA could not materialise due to lack of bids from developers; also, projected rooms from Railways, DMRC and DIAL were also unlikely to materialise. However, MoT's assessment indicated that there were 1,492 approved 'Bed & Breakfast' units available in the NCR.

As regards alternative options for accommodation,

- GoM had decided on use of 3,179 DDA flats with 5,500 rooms constructed in Jasola and Vasant Kunj as budget accommodation; these flats would be furnished and operated by

ITDC. However, we found that these were also not hindrance free, as clearances for use on commercial basis for the period around the Games were awaited, and the proposed approach roads had constraints like pending litigation, unauthorised clusters, power pylons etc.

- Based on a survey in 2009, 11,083 rooms in licensed guesthouses would be considered for budget accommodation.
- Other options being explored include University hostels and motor homes, while the OC were exploring the possibility of tented accommodation on vacant defence sites. However, we found that permission from the defence authorities was still awaited. Further, field survey for camp and caravan sites had not been taken up, and development work for electricity, water and sewage facilities was yet to be planned. MoT stated that the accommodation from camp/caravan sites had not yet been taken into account, and would come as a bonus when available.
- As regards work on upgrading university hostels, this was still at a conceptual stage.

Recommendation

5

- *Most of the rooms projected as "definite" are located outside Delhi in Haryana and Uttar Pradesh. Measures to facilitate smooth movement of visitors from these locations, including timely completion of road and infrastructure projects, need to be ensured.*
- *Considering the expected shortfall in "definite" and "likely" rooms, more work needs to be done on alternative options for accommodation within defined timelines, including validation of practicability, and preparation of development plans.*

¹³ However, in its response, the MOT indicated a total of 115 hotel sites – 63 under the definite category, 21 'likely' sites, and 31 'doubtful' sites.

The delivery of an international standard host broadcast and provision of high quality broadcasting facilities, supported by requisite equipment and qualified staff, is critical to the success of the Games. Our assessment of the progress in media and broadcasting related activities revealed the following position:

Box

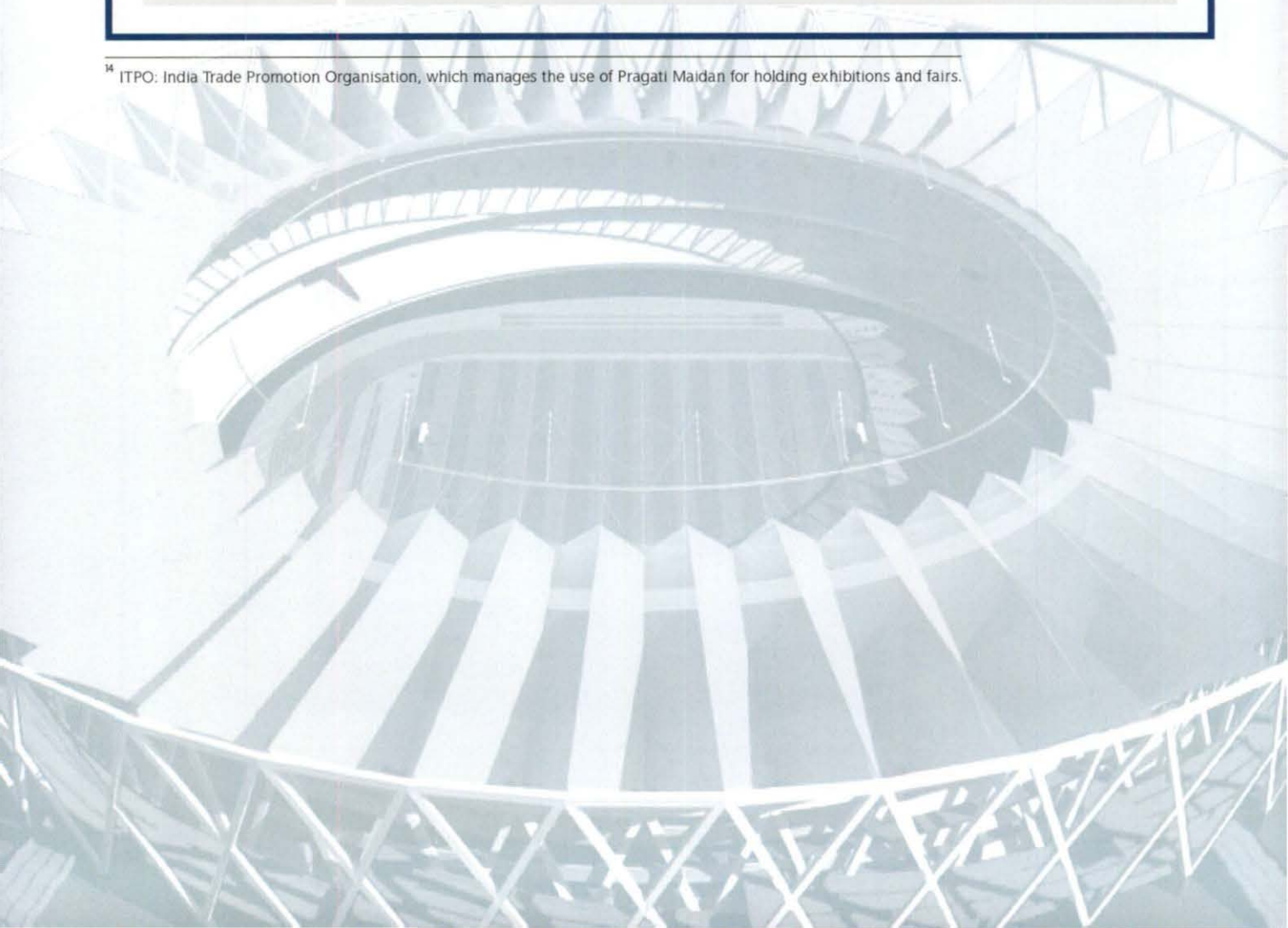
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Key Media and Broadcasting Issues

Issue	Status/ Remarks
Host Broadcasting Contract	Doordarshan (DD), a constituent of Prasar Bharati (PB), was formally notified by the OC as the Host Broadcaster for the Games only in March 2007, although this was indicated in the bid document of 2003. The Host Broadcasting Contract between OC and DD to finalise the roles, responsibilities and other specifications of work was signed only in May 2009.
Setting up of dedicated teams	Despite the I&B Minister's instructions of November 2006, DD/ PB were yet to set up Host Broadcast Management team, International Broadcast management teams, broadcast venue operations and services team etc. Prasar Bharati (July 2009) stated that these teams had now been formed.
Contracts for production and coverage and preparation of IBC	The Games are to be produced and broadcast in HDTV format. As DD has no in-house capacity, it decided, in November 2007, to outsource production and coverage, as well as preparation of the International Broadcasting Centre (IBC). These contracts, which were to be awarded by August 2008, had not yet been finalised. During the exit conference, PB confirmed that the RFP for production and coverage had been issued to selected entities, and the contracts would be awarded by September 17, 2009 in time for the World Broadcaster Meet (WBM) in the same month. As regards the IBC, the RFP and evaluation would be finalised by October 2009.
Rate Cards for Rights Holders	Rate cards for space and facilities at the IBC for other rights holders broadcasters, which were to be finalised by October 2008, had not yet been finalised. During the exit conference, PB stated that a rate card for basic facilities had been finalised, but some elements would be included only after the WBM in September 2009.
Pre-Games HDTV Programming	Pre-Games programming in HDTV format was envisaged in three stages, with Stage-I (starting from January 2009) during the infrastructure construction stage to involve the general masses and youth. No progress had taken place, especially in view of DD's lack of in-house capacity for production and broadcast in HDTV format. As on date, pre-game events are covered under the standard format. During the exit conference, PB confirmed that this could take place only after the provider for production and coverage had been finalised, and this would start from October 2009 onwards with monthly capsules as well as coverage of the Queen's Baton Relay. This would, however, imply that Stage-I of the Pre-Games programming had effectively been merged with the other stages.

Issue	Status/ Remarks
Format for HDTV master recording	On PB's enquiry in February 2009, OC had suggested the HDCAM SR format for master recording tapes. However, PB rejected this format on account of cost. During the exit conference, PB confirmed that the HDCAM format had been decided for master recording tapes.
International Broadcasting Centre (IBC)	<p>The IBC is to be located in Pragati Maidan. PB requested ITPO¹⁴ to hand over the space in January 2010, so that in turn, the rights holders could be handed over their space in IBC by August 2010. However, ITPO refused to do so, and indicated that they could spare this space only by April 2010.</p> <p>During the exit conference, PB confirmed that the space for the IBC would be available only from April 2010, and the IBC would be ready for rightholders by 15 September 2010 (three weeks from the Games).</p>
Main Press Centre (MPC)	<p>Appointment of the architect and technical consultant, scheduled for April 2008, and finalisation of detailed designs and drawings, scheduled for April 2009, had not been completed so far.</p> <p>During the exit conference, Press Information Bureau (PIB) indicated that its scope of work was clarified only after a workshop with OC and international consultants in May 2009. BECIL, a PSU under the Ministry of Information and Broadcasting, would be the turnkey delivery partner. In addition to the MPC, there would also be 20 Venue Media Centres (VMCs) in different stadiums.</p>
Other preparations	The Domestic Broadcasting Rights Agreement between OC and DD, scheduled by March 2007, was yet to be signed. Further, rights for Pay TV, DTH, and mobile and Internet, had not yet been marketed by OC. Also, the appointment of the telecom operator, scheduled for October 2007, had not yet been finalised.

¹⁴ ITPO: India Trade Promotion Organisation, which manages the use of Pragati Maidan for holding exhibitions and fairs.



Projected Operating Revenues and Expenses of OC

Revenue streams	As per updated bid document (Dec. 2003) (Rs. in crore) ¹⁵	As per August 2007 estimates of OC (Rs. in crore)	As per July 2008 estimates of OC (Rs. in crore)
Sponsorship fees	450	450	960
Broadcasting rights	300	300	370
Merchandising licensing income	60	50	50
Sale of tickets and miscellaneous	30	100	100
Donations	NIL	NIL	300
Total Estimated Revenue	840	900	1780
Estimated Operating Expenses	635	767	1780
Estimated Surplus	205	133	0

9.1 Revenue Generation

The CWG-2010 is to be revenue neutral. Funds are released by Gol to the OC on loan basis, with interest @ 10 per cent p.a. As per the latest estimates, the estimated revenue generation of Rs. 1,780 crore would fully defray the total operational expenditure of like amount. The estimated revenue generation which was pegged at Rs 900 crore in August 2007, has nearly doubled in the space of about a year. The available documentation, however, could not satisfy us of the soundness of the increased estimate of revenue. For instance:

- Donations of Rs. 300 crore were estimated by the OC, which initially stated that this would be done through an aggressively marketed consumer promotion with approved/ selected apparel merchandisers on an all India basis. However, during the exit conference, the OC clarified that the projected revenue of Rs. 300 crore on account of donations was expected to come from corporate trusts, and exemption

for such donations under Section 80G of the Income Tax Act would be a motivating factor for donations by Indian corporates.

- The increase in projections of sponsorship fees from Rs. 450 crore to Rs. 960 crore was stated to be based on estimated numbers and gross target prices for different categories of sponsors¹⁶. However, calculations based on these numbers give figures of targeted revenue ranging from Rs. 1330 to 1366 crore.
- During discussions at the exit conference, the OC indicated that a majority of the sponsorship revenue would be in the form of "value in kind"¹⁷, which would be used to set off expenses. However, we are not clear as to how such value-in-kind (which would be product and brand specific) could be precisely dovetailed to set off individual items of operating expenses.

Further, out of the projected revenues of Rs. 1780 crore,

¹⁵ Converted from US\$ to Rupees @ Rs. 45/ US\$

¹⁶ Lead partner, partner, sponsor, co-sponsor, and suppliers

¹⁷ This has not been mentioned in the documents provided to us. However, in the Commonwealth Youth Games 2008 at Pune, value-in-kind constituted 31 per cent of total revenue.

- Revenues of only Rs. 214 crore had been firmed up till date (through signing of six international contracts for broadcasting rights).
- As per the agreed timelines, sale of sponsorship rights was to commence from November 2007, and the sponsorship consultant appointed by the OC had to arrange revenue of Rs. 40 crore by June 2009. However, no sponsorship contracts had been signed till the closure of audit. OC stated that the sponsorship drive had slowed due to the global slowdown and general elections. As per the revised timelines, final negotiations for sponsorship were scheduled for the first quarter of 2010. During the exit conference, the OC indicated that their consultant had conducted "initial outreach" to over 70 companies, and presentations would be made to prospective sponsors from July 2009 onwards.
- No revenue generation from ticketing, merchandising and licensing had taken place so far. The RFP for appointment of a ticketing agency had been issued in June 2009. OC now planned to select the ticketing agency by July 2009, and finalise the ticketing strategy and pricing policy by August and September 2009, with ticketing sales to commence by December 2009.

Incidentally, the minutes of the meeting of the Executive Board of the OC of March 2009 indicate that the OC would pay 5 per cent of the sponsorship revenue to IOA. It is not clear whether the revenue projections of the OC are net of this payment to IOA, and also how payment would be made to IOA for value-in-kind sponsorship.

Revenue Neutrality of Organisation of CWG-2010

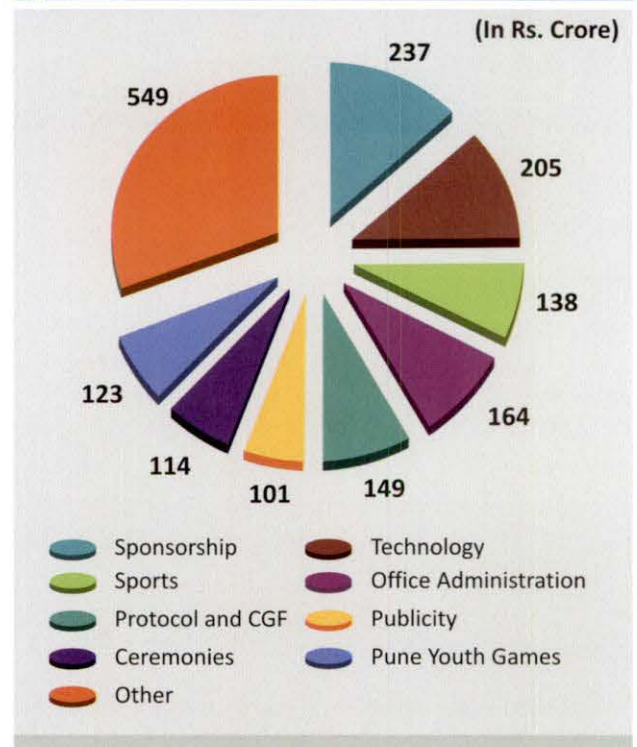
Despite the claims of the OC during the exit conference, we are unable to derive an assurance that the organisation of the Games would be revenue neutral in cash terms.

In response, MYAS confirmed that funds released to the OC were on loan basis, and added that it had been decided that all revenues received by the OC should be credited to Government account on a monthly basis, to be adjusted against repayments. Further, the OC had been asked to immediately refund revenues already received.

9.2 Expenditure Pattern

A detailed review of the operating expenses for organising the Games can only form part of subsequent audits, since most of the expenditure is yet to be finally incurred / booked. However, a category-wise break-up of the projected operating expenses is given in Chart 4.

Chart 4 - Break-up of Projected Operating Costs



9.3 Availability and Utilisation of Funds

9.3.1 Finalisation of Budget

An ad hoc amount of Rs. 10 crore was sanctioned to the OC in July 2005 to meet its functional needs. OC submitted its first budget proposal in November 2005. This was approved only in April 2007. The second revised budget proposal submitted in July 2008 was still pending approval.

In response, MYAS stated that the procedure for approval of the budget involved several steps, including preparation of EFC memo and its approval, as well as CCEA approval. Time was taken for close scrutiny of new items of expenditure, and establishing the legal status of the recipient organisations and securing institutional arrangements to protect Gol's interests. Given the fact that much time has already been lost, we observe that the approval process should have been more expeditious.

9.3.2 Release and utilisation of Funds

We found that delay in release of funds by MYAS had resulted in delays in work execution. In particular,

- CPWD confirmed delay in release of funds by MYAS to the venues being developed by it on behalf of SAI, and indicated that funds were provided to CPWD only when meagre balances remained with it.¹⁸
- As regards the CRPF Shooting Range at Kadarapur, which was being directly executed by CPWD from MYAS funds, CPWD confirmed that non-availability of funds affected the pace of work, due to accumulation of unsettled liabilities.
- DU stated that work relating to the Rugby 7s venues could not be started in time due to delay in receipt of funds from MYAS.

On the other hand, MCD had utilised only Rs. 51 crore out of the total releases of Rs. 246 crore by GNCTD during 2006-09.

9.3.3 Monitoring of fund utilisation

MYAS was unable to effectively ascertain and monitor actual use of funds by different agencies (e.g. DU's misrepresentations regarding use of MYAS and UGC funds) and compliance with preconditions of funds release (e.g. further releases to AITA without submission of audited accounts of expenditure for earlier releases).

Recommendation

6

- *Steps for generating sponsorship and other revenue should be further expedited as the window of opportunity in leveraging the Games is fast shrinking with the passage of time.*
- *Payment of 5 per cent of sponsorship revenue to IOA should be considered only out of the cash revenue surplus of the Games, if any.*

¹⁸ Section 3.4 of the CPWD Manual stipulates retention by CPWD of a deposit of 33.33 percent of the estimated cost of the deposit work.



In addition to assessing the readiness of venue and other core infrastructure, we also examined the progress in creation/ upgradation of supplementary infrastructure (health, transport and power services), and associated activities (volunteer programme and legacy planning for the Games), which is summarised below:

Box

10

Supplementary Infrastructure and Associated Activities

Area	Status/ Remarks
Legacy Planning	<p>OC has not developed a comprehensive legacy plan for the overall legacy and long-term impact of the Games. By contrast, the legacy plan for CWG-2014 at Glasgow is already ready, and the plan for CWG-2006 at Melbourne was finalised three years before the games, in 2003.</p> <p>Further, SAI had not taken effective steps for legacy planning for utilisation, operation and maintenance of its five stadiums (to be renovated at a cost of Rs. 2475 crore). While a PPP model was envisaged in 2006, this is yet to materialise. There is a risk that the sporting infrastructure created through substantial investments may not be fully exploited after the Games. In response, SAI stated that it would shortly engage a Transaction Advisor who would thereafter develop a Business Plan with proper deliverables to facilitate the process.</p> <p>MOUs had not been signed with semi-governmental/ non-governmental venue owners – DU, JMI, DPS, and AITA – for legacy aspects of the venues, as well as possible revenue sharing arrangements. In response, MYAS stated the MOUs were in the process of finalisation.</p>
Health Infrastructure	<p>The health infrastructure for the Games includes:</p> <ul style="list-style-type: none"> ■ a polyclinic at the Games Village, and medical centres at venues and other locations; ■ establishment of a Sports Injury Centre at Safdarjung Hospital; ■ Designation of RML Hospital, AIIMS, and GB Pant Hospital for definitive care for the Games for indoor patient treatment and diagnosis; and ■ pre-hospital emergency care, ambulance arrangements and eventuality management. <p>As per the original timelines of June 2007 of the Ministry of Health and Family Welfare of Gol:</p> <ul style="list-style-type: none"> ■ identification of requirements was to be completed by December 2007; ■ ambulances were to be procured by March 2009; ■ hospitals were to be upgraded by March 2009; and ■ the Sports Injury Centre at Safdarjung Hospital and the polyclinic in the Games Village were to be ready by January 2010 and April 2010 respectively. <p>In May 2009, DHS, GNCTD had prepared a Concept Action Plan for medical arrangements for the Games; this Plan detailed the institutional mechanism for such arrangements, and associated planning and delivery deadlines.</p> <p>We found that sites for medical centres had been identified at all venues, except the RK Khanna Stadium.</p> <p>150 ambulances were to be arranged by GNCTD for the Games. During the exit conference, DHS indicated that the private partner for provision and operation of ambulances had been identified.</p>

Area	Status/ Remarks
Volunteer Programme	<p>The bid document estimated a requirement of 18,000 volunteers. The lack of clarity as to whether GNCTD would be responsible for the entire volunteer programmes has been described in Box 3 at Page 9.</p> <p>Subsequently, in May 2009, MYAS, in consultation with other stakeholders, assessed the total requirement of volunteers at 25,000,¹⁹ with a reserve pool of 25 per cent. The sources of volunteers, the broad deployment duties, and training and administrative arrangements had also been identified. The role of overall management and coordination had been assigned to the OC .</p>
Transport Services	<p>DTC was responsible for providing adequate number of buses for visitors and spectators. It had placed orders in September 2008 for 2500 buses; however, no buses have been delivered till June 2009, and one supplier was yet to sign the agreement.</p> <p>DTC also planned to construct 29 bus depots. Out of 8 depots for which land was already available with DTC, only one depot was completed and functional. Of the other 21 depots, land for 12 depots has been acquired, but no construction work had started.</p> <p>OC had yet to finalise the operation plan for hiring of vehicles for transportation of VIP and VVIP guests, which was to be finalised by March 2009.</p>
Power Supply	<p>To ensure uninterrupted power supply, a 1500 MW gas based power plant is being set up at a cost of Rs. 5196 crore. The work was awarded in April 2008, but the work was three months behind schedule due to co-ordination issues.</p> <p>Delhi Transco Limited (DTL) has taken up 25 transmission system related projects in the Delhi region. However, only one project was completed, and work was yet to start on five projects. Out of the estimated cost of Rs. 1464 crore, only Rs. 46 crore had been utilised as of March 2009.</p>



(K.R.SRIRAM)
Principal Director of Audit
Economic & Service Ministries

Countersigned

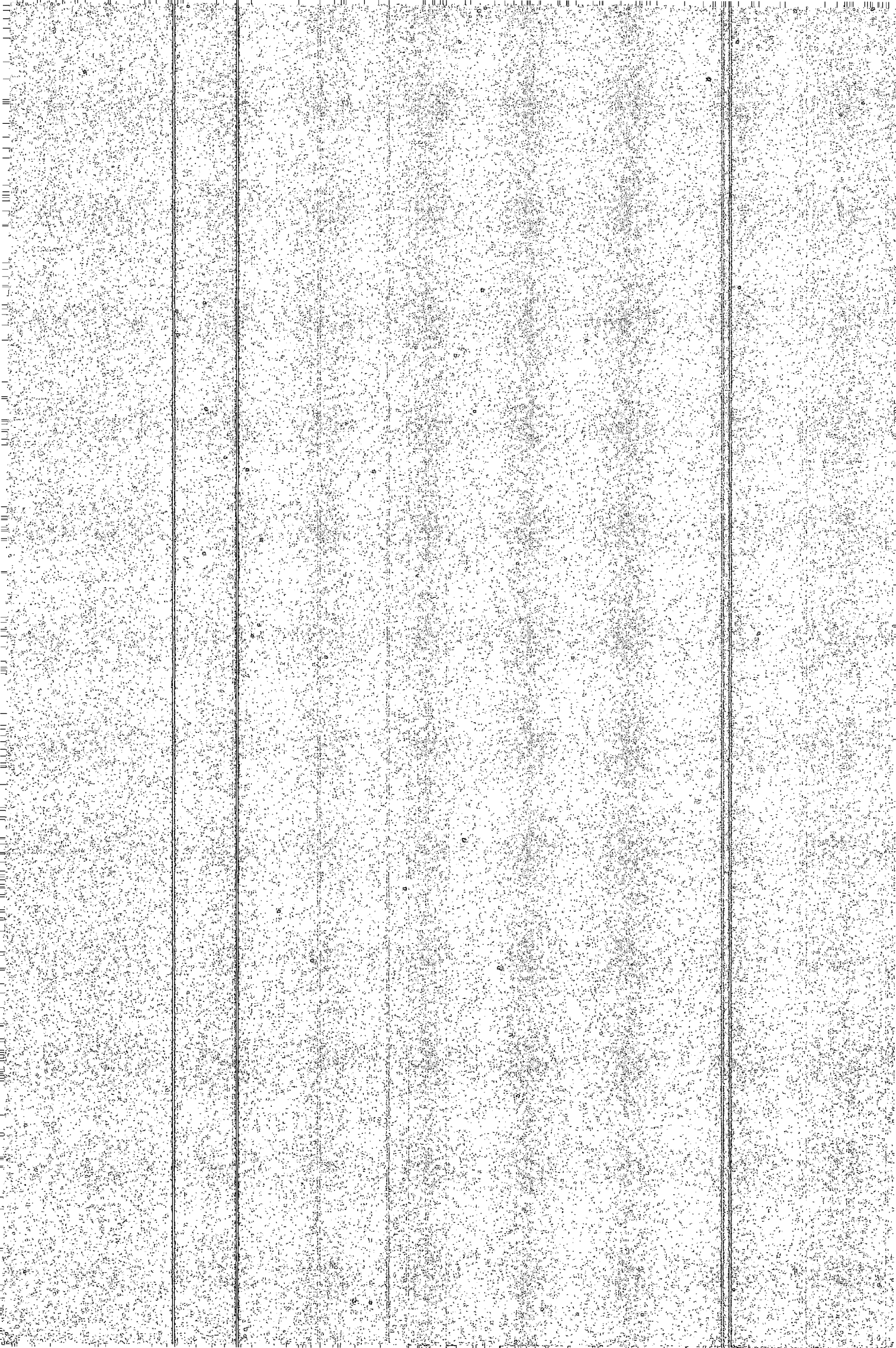


(VINOD RAI)
Comptroller and Auditor General of India

¹⁹ In addition to the 25,000 volunteers from specific sources, the OC indicated an additional 5,000 general volunteers from its side in its response to the draft report.



Annexures



List of Annexures

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Annexures - IA	Details of Agencies for Competition Venues
Annexures - IB	Details of Agencies for Training Venues
Annexures - II	Present Estimation of CWG Projects
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Glossary	





Details of Various Agencies Involved in CWG-2010 Project

S. No.		Name of the Organisation/Agency	Roles & Responsibilities
1.	AAI	Airports Authority of India	Providing clearances for high rise structures around the vicinity of airports
2.	AITA	All India Tennis Association	Venue owner for tennis
3.	ASI	Archaeological Survey of India	Providing clearances related to protected monuments and refurbishment/upgradation of monuments
4.	CGA	Commonwealth Games Association	Representing their countries in CGF
5.	CGF	Commonwealth Games Federation	Supreme authority in all matters concerning the Commonwealth Games
6.	CPWD	Central Public Works Department	Executing agency for SAI stadia
7.	DDA	Delhi Development Authority	Venue owner and implementing agency for various competition and training venues
8.	DFS	Delhi Fire Service	Providing clearances related to fire protection/fire safety and means of escape
9.	DHS	Directorate of Health Services, Delhi Government	Implementing agency for providing medical facilities
10.	DJB	Delhi Jal Board	Providing clearances for new construction projects and providing water and sewage facilities at the Games Village and venues
11.	DMRC	Delhi Metro Rail Corporation	Providing transportation through metro rail to the spectators and the visitors
12.	DP	Delhi Police	Implementing agency for security
13.	DPCC	Delhi Pollution Control Committee	Providing clearances related to pollution control
14.	DU	Delhi University	Competition venue for rugby 7s and training venue for athletics, boxing, netball and rugby 7s
15.	DUAC	Delhi Urban Art Commission	Providing clearances related to building plans
16.	GNCTD	Government of National Capital Territory of Delhi	A stakeholder, and signatory to the Host City Contract
17.	IOA	Indian Olympic Association	The CGA of India
18.	ITDC	Indian Tourism Development Corporation	Responsible for furnishing of accommodation and DDA flats
19.	JMI	Jamia Milia Islamia University	Training venue for rugby 7s and table tennis
20.	L&DO	Land & Development Organisation	Providing clearances related to land under their control
21.	MCD	Municipal Corporation of Delhi	Providing clearances related to layout plans, beautification and other city infrastructure projects
22.	MoEF	Ministry of Environment and Forest	Providing clearances related to environment and forests

Annexure - I

S. No.		Name of the Organisation/Agency	Roles & Responsibilities
23.	MHA	Ministry of Home Affairs	Responsible for overall security related matters
24.	DHS	Directorate of Health Services	Responsible for monitoring of health facilities
25.	MYAS	Ministry of Youth Affairs and Sports	Nodal Ministry of GOI for the Games
26.	NDMC	New Delhi Municipal Council	Responsible for construction of venues, and implementation of beautification and city infrastructure projects
27.	OC	Organising Committee	Non-profit autonomous body responsible for successful conduct of the Games
28.	PB	Prasar Bharati	Host Broadcaster for games
29.	PWD	Public Works Department (GNCTD)	An agency of GNCTD, responsible for construction of venues and city infrastructure projects
30.	SAI	Sports Authority of India	Venue owner of five major stadiums viz Jawahar Lal Nehru Stadium, Indira Gandhi Sports Complex, Maj. Dhyan Chand National Stadium , Dr. SPM Aquatics Complex, and Dr. Karni Singh Shooting Range
31.	CRPF	Central Reserve Police Force	Venue owner of CRPF Shooting Range, Kadarpur



S No	Name of the Sport	Name of the Venue(s)	Name of Venue Owner	Name of Implementing Agency
1.	Aquatics	Dr S.P.M. Aquatics Complex	SAI	CPWD
2.	Archery	Yamuna Sports Complex & India Gate	DDA	DDA
3.	Athletics	JLN Stadium	SAI	CPWD
4.	Badminton	Siri Fort Sports Complex	DDA	DDA
5.	Boxing	Talkatora Indoor Stadium	NDMC	NDMC
6.	Cycling	Velodrome Indira Gandhi Sports Complex	SAI	CPWD
7.	Gymnastics	Indoor Stadium, Indira Gandhi Sports Complex	SAI	CPWD
8.	Hockey	Maj Dhyan Chand National Stadium	SAI	CPWD
9.	Lawn Bowls	JLN Stadium	SAI	CPWD
10.	Netball	Thyagaraj Sports Complex	GNCTD	PWD
11.	Rugby7s	Delhi University	DU	EIL
12.	Shooting	Dr Karni Singh Shooting Range, CRPF Campus, Kadarapur	SAI CRPF	CPWD CPWD
13.	Squash	Siri Fort Sports Complex	DDA	DDA
14.	Table Tennis	Yamuna Sports Complex	DDA	DDA
15.	Tennis	RK Khanna Sports Complex	AITA	SG Lakhanpal Associates
16.	Weightlifting	JLN Stadium	SAI	CPWD
17.	Wrestling	Indira Gandhi Sports Complex	SAI	CPWD



S No	Name of the Sport	Name of the Venue	Name of Venue Owner	Name of Implementing Agency
1.	Aquatics	Maj Dhyan Chand Nat. Stadium Siri Fort Sports Complex Yamuna Sports Complex Games Village	SAI DDA DDA DDA	CPWD DDA DDA DDA
2.	Athletics	Thyagaraj Sports Complex Chhatrasal Stadium Games Village Delhi University-Polo Ground	GNCTD GNCTD DDA DU	PWD PWD DDA EIL
3.	Archery	Yamuna Sports Complex	DDA	DDA
4.	Badminton	Siri Fort Sports Complex Saket Sports Complex	DDA DDA	DDA DDA
5.	Boxing	Delhi University	DU	EIL
6.	Cycling	Velodrome IG Indoor Stadium Complex	SAI	CPWD
7.	Gymnastics	IG Indoor Stadium Yamuna Sports Complex (Rhythmic Gymnastic)	SAI DDA	CPWD DDA
8.	Hockey	Maj. Dhyan Chand Nat. Stadium Complex Shivaji Stadium Yamuna Sports Complex	SAI NDMC DDA	CPWD NDMC DDA
9.	Lawn Bowls	DPS, RK Puram Yamuna Sports Complex	DPS DDA	CPWD DDA
10.	Netball	Thyagraj Sports Complex Delhi University	GNCTD DU	PWD EIL
11.	Rugby 7s	St. Stephen's College Hindu College Khalsa College Ramjas College Kirori Mal College Shri Ram College of Commerce Daulat Ram College Jamia Milia Islamia University	DU DU DU DU DU DU DU DU JMIU	EIL EIL EIL EIL EIL EIL EIL EIL Rites
12.	Shooting	Dr. Karni Singh Shooting Range	SAI	CPWD
13.	Squash	Siri Fort Sports Complex	DDA	DDA
14.	Table Tennis	Yamuna Sports Complex Jamia Milia Islamia University	DDA JMIU	DDA RITES
15.	Tennis	RK Khanna Sports Complex Siri Fort Sports Complex	AITA DDA	SG Lakhanpal Associates DDA
16.	Weightlifting	Games Village	DDA	DDA
17.	Wrestling	Sri Ram College Hall (Women's wrestling) Games Village Ludlow Castle Hall	DU DDA GNCTD	EIL DDA PWD

Annexure-II



Present Estimation of CWG Projects

(Rs. in crore)

S No	Ministry/State	Item of Expenditure	Total Estimate	Source	
1.	GNCTD	Grants from Government of India for civic infrastructure	1770	4720	GO.I., M/o Youth Affairs and Sports
		Funds provided by GNCTD for development of infrastructure, purchase of buses, medical, water supply, sanitations etc.	2950		Planning Deptt. GNCTD
2.	SAI	For creation of sports infrastructure	2475	2475	GO.I., M/o Youth Affairs and Sports
3.	OC	For conduct of the games	1628	1628	GO.I., M/o Youth Affairs and Sports
4.	MYAS	Development of tennis venue at R.K. Khanna Stadium(AITA)	63	1503	GO.I., M/o Youth Affairs and Sports
		Preparation of teams	678		
		Overlays	400		
		Upgradation/creation of venues at DU, JMI and DPS	347		
		Construction of big bore shooting range at Kadarpur shooting range.	15		
5.	DDA	Construction of international zone etc at Games Village and other sports infrastructure	1035	1153	GO.I., M/o Youth Affairs and Sports
		Construction of Games Village	118		Works audit cell-I, DDA
6.	OTHERS	Renovation/redevelopment of Connaught Place and Janpath, street scaping & beautification of roads, modernization of street lightings etc. by NDMC	221	662	Finance (Budget) Department, New Delhi Municipal Council
		Refurbishment of monuments by Archaeological Survey of India	26		GO.I., M/o Youth Affairs and Sports
		Construction and operationalisation of Sports Injury Centre at Safdarjung Hospital by M/o H&FW	71		
		Civic infrastructure for CWYG, Pune by M/o UD	134		
		Funds to Maharashtra Govt. for sports infrastructure for CWYG, Pune	210		
7.	MIN. OF I&B	Host Broadcaster DD/AIR, International Broadcasting Centre	415	463	GO.I., M/o Youth Affairs and Sports
		PIB for publicity etc.	20		
		ITPO (Rent & Upgradation)	28		

Annexure - II

(Rs. in crore)

S No	Ministry/State	Item of Expenditure	Total Estimate	Source
8.	MHA	Security arrangements for CWYG, Pune	7	GO.I., M/o Youth Affairs and Sports
		Security arrangements by MHA	277	
Total			12888	

Activity wise Break-up of Estimated Costs

(Rs. in crore)

S.No.	Activity	Expenditure
1.	Venue development	5214
2.	City infrastructure development	4550
3.	Operational expenses of OC	1628
4.	Broadcasting	463
5.	Security	284
6.	Others	749
Total		12888



S No	Milestone Originally Specified	Original Deadline	Approval of CGF	Delay in months
1.	Formation of OC	May 2004	February 2005	9
2.	General Organisation Plan of the OC	May 2004	August 2007	39
3.	Master Plan of the OC and of the Games	May 2004	November 2008	54
4.	Written approval of the Joint Marketing Agreement	December 2005	Pending	41
5.	Approval for the sports programme	October 2007	November 2007	1
6.	Approval of cultural programme	October 2007	Pending	19
7.	Approval of international and national business programme.	October 2007	Pending	19
8.	Branding strategy encompassing the designs and usage of the Games Emblem and any other games symbols.	October 2007	Pending	19
9.	Implementation plans for technology and IS with statement of requirements	October 2007	Pending	20
10.	Test event strategy and plan for organising the test events.	October 2008	Pending	8
11.	System of distribution of admission tickets.	October 2008	Pending	8
12.	Plans for the games corporate hospitality program	October 2008	Pending	8
13.	The system of accreditation for written consent of the CGF	October 2008	Pending	8
14.	Outlines of official report	October 2008	Pending	8
15.	Corporate hospitality plan	October 2008	Pending	8
16.	System of distribution of admission plan	October 2008	Pending	8



Functional Areas

Draft operational plans had been prepared in 16 functional areas (shaded in green) as of May 2009

S No	Name of the Functional Areas	S No	Name of the Functional Areas
1.	Accommodation	18.	Procurement
2.	Accreditation	19.	Protocol
3.	Broadcasting	20.	Risk Management
4.	Catering	21.	Security
5.	Ceremonies	22.	Spectator Services
6.	Coordination and Government Relations	23.	Sponsorship
7.	Cleaning and Waste Management	24.	Sports
8.	Finance and Accounts	25.	Sustainability and Environment
9.	Games Village Development and Operations	26.	Ticketing
10.	Queen's Baton Relay	27.	Transportation
11.	Technology	28.	Venue Development and Operations
12.	Legal	29.	Work Force
13.	Logistics	30.	Communications
14.	Press Operations	31.	Image and Look
15.	Medical and Doping Control	32.	Legacy
16.	Merchandising and Licensing	33.	CGA Relations
17.	Office Administration	34.	TV Rights

Annexure V



Delays in Planning the Venue Specifications

S No	Venue	Handover of venue brief	Concept design completed by venue owner	OC's approval of concept design	Target date to complete Final Design/ Conditional approval of final design	Target date to commence construction	Target date to complete construction
	Target dates of the OC	December 2006	May 2007	June 2007	July 2007	September 2007	December 2009
1.	Games Village (DDA)	4.12.2006	30.6.2007	18.9.2007	17.2008	1.10.2007	March 2010
2.	Siri Fort Sports Complex (Badminton and Squash) DDA	30.3.2007	5.5.2007	16.5.2007	17.2008	1.1.2008	December 2009
3.	Yamuna Sports Complex (Table Tennis)	4.11.2006	27.2007	17.5.2007	17.2008	1.1.2008	December 2009
4.	Archery-Preliminary (Yamuna Sports Complex) DDA	1.6.2007	21.1.2008	17.3.2008	117.2008	March 2009	December 2009
5.	Archery-Final (India Gate, Temporary structure)	15.6.2007	21.1.2008	26.6.2008	157.2009	September 2010	September 2010
6.	JLN Stadium (Athletics) SAI	December 2006	1.5.2007	3.9.2007	117.2008	29.8.2007	November 2009
7.	JLN Stadium (Lawn Bowls) SAI	4.12.2006	5.10.2007	5.11.2007	17.2008	To be announced	December 2009
8.	JLN Stadium (Weightlifting) SAI	4.12.2006	1.10.2007	4.11.2007	17.2008	April 2008	December 2009
9.	National Stadium (Hockey) SAI	4.12.2006	18.5.2007	26.5.2007	17.2008	30.9.2007	September 2009
10.	IGI Stadium (Cycling) SAI	1.12.2006	18.6.2008	26.6.2008	157.2009	1.1.2009	March 2010
11.	IGI Stadium (Gymnastics) SAI	4.12.2006	1.8.2007	3.9.2007	17.2008	1.1.2008	October 2009
12.	IGI Stadium (Wrestling) SAI	4.12.2006	10.10.2007	31.10.2007	17.2008	23.8.2008	December 2009
13.	Karni Singh Shooting Range, SAI	9.12.2006	25.6.2008	277.2008	29.11.2008	1.11.2008	December 2009
14.	SPM Pool (Aquatics) SAI	15.12.2006	1.9.2007	3.9.2007	17.2008	15.11.2007	October 2009
15.	Thyagaraj (Netball) GNCTD	7.11.2006	5.5.2007	19.5.2007	23.8.2007	15.9.2007	September 2009
16.	Talkatora Stadium (Boxing) GNCTD	4.11.2006	18.1.2007	15.5.2007	317.2008	8.12.2007	October 2009
17.	Delhi University (Rugby 7s) DU	12.3.2007	317.2007	12.9.2007	17.2008	15.9.2008	January 2010
18.	RK Khanna Stadium (Tennis)	30.3.2007	177.2007	277.2007	17.2008	4.6.2008	December 2009
19.	CRPF Full Bore Shooting Range, Kadarapur, Haryana, CPWD	15.12.2006	117.2008		157.2009	Work started in April 2009	December 2009

In all cases, only conditional approvals were given by OC



S No	Name of the Agency	Cases applied	Cases pending	Cases in which NOCs pending after 6 months	Cases in which NOCs granted after 6 months
1.	Delhi Urban Arts Commission(DUAC)	19	7	7	4
2.	Delhi Fire Service (DFS)	17	1	1	5
3.	Delhi Jal Board(DJB)	5	1	–	3
4.	Archaeological Survey of India(ASI)	7	–	–	5
5.	Ministry Of Environment and Forest(MOEF)	12	1	–	5
6.	Conservator Of Forest(COF)	15	6	4	3
7.	Municipal Corporation of Delhi (MCD)	15	5	5	5
8.	New Delhi Municipal Council (NDMC)	2	–	–	1
9.	Delhi Pollution Control Committee(DPCC)	14	6	5	5
10.	Airports Authority of India (AAI)	7	–	–	3
11.	Land & Development Office(L&DO)	1	–	–	–
	Total	114	27	22	39

Annexure VII



Risk in Completion of Work at Games Venues (as of June 2009)

S No	Venues and Sports	Planned Project Progress (percentage)	Actual Project Progress (percentage)	Shortfall (percentage)	Risk
A	B	C	D	E	F
1.	Dr. S.P.M. Aquatics Complex Competition Venue: Swimming	93	42	55	High
2.	Yamuna Sports Complex Competition Venue: Archery , Table Tennis Training Venue: Aquatics, Gymnastics, Lawn Bowls, Archery	12, 53 16,20,15,16	7, 46 12,12,10,10	42, 13 25,40,33,38	Medium
3.	India Gate Competition Venue: Archery	NA	NA	NA	Low
4.	Jawaharlal Nehru Stadium Competition Venue: Athletics & Weightlifting	78, 75	54, 43	31, 43	Medium
5.	Siri Fort Sports Complex Competition Venue: Badminton and squash Training Venue: Badminton, Aquatics, Squash, Tennis	51 3,8,8,11	46 0,2,5,0	10 100,75,38,100	Low
6.	Talkatora Indoor Stadium Competition Venue: Boxing	99	73	26	Medium
7.	Indira Gandhi Stadium Competition and Training Venue: Cycling, Gymnastics & Wrestling	51,66,74	35,56,43	31,15,42	Medium
8.	Thyagaraj Sports Complex Competition Venue: Net Ball Training Venue: Athletics	95 95	69 69	27	Medium
9.	Delhi University Competition Venue: Rugby 7s Training Venue: Athletics, Boxing and Netball, Wrestling, Rugby 7s (Different college grounds)	47 75,40,31, 65-69	34 12,30,10, 28-69	28 84,25,68,--	Medium
9A.	Jamia Milia Islamia University Training Venue: Rugby 7s & Table Tennis	39	14	64	Medium
10.	Dr. Karni Singh Shooting Range Competition and Training Venue: Shooting	69	42	39	Medium
11.	CRPF Campus Kadarpur Competition Venue: Shooting	31	40	—	Low
12.	R.K.Khanna Sports Complex Competition Venue and Training Venue: Tennis	54	45	17	Low
13.	Major Dhyan Chand Stadium Competition and Training Venue : Hockey Training Venue: Aquatics	90 72	75 0	17	Low
14.	Games Village Training Venue: Athletics, Swimming, Weightlifting & Wrestling	70,51,60,45	40,55,55,30	43,--,8,33	Medium

Annexure VII

S No	Venues and Sports	Planned Project Progress (percentage)	Actual Project Progress (percentage)	Shortfall (percentage)	Risk
A	B	C	D	E	F
15.	Chhatarsal Stadium Training Venue: Athletics	28	19	32	Medium
16.	Saket Sports Complex Training Venue: Badminton	9	6	33	Medium
17.	Shivaji Stadium Training Venue: Hockey	78	26	67	Medium
18.	DPS RK Puram Training Venue: Lawn Bowls	NA	NA	NA	Low
19.	Ludlow Castle Hall Training Venue: Wrestling	21	12	43	Medium

Note: Criteria for assessing risk

- (i) Shortfall formula - $E=(C-D)/C \times 100$.
- (ii) Low risk where shortfall is less than 25%.
- (iii) Medium risk where shortfall is 25 % to 50%.
- (iv) High risk where shortfall is more than 50%.
- (v) All exclusive training venues are assessed as medium or low risk as the scope of work there is less compared to the competition venues.
- (vi) An exception has been made for four venues where we could not verify the basis for revision in planned completion between May-June 2009, after issue of the draft report. In these four cases, we have assessed risk on the basis of planned progress as of May 2009 and actual progress of June 2009.



S.No	Name of Project	Date of Start	Date of completion	Total period	Required progress as of July 2009	Actual progress as of July 2009	Shortfall	Reasons
1.	Shastri Park Tunnel Corridor for connecting East Delhi to North and North East Delhi							Project could not be started and was delinked from list of CWG projects Clearance from DUAC awaited since December 2007.
2.	Geeta colony bridge							Completed
3.	Ring Road Bypass from Salimgarh Fort to Velodrome road	December 2008	July 2010	20 months	40	17	23	Late receipt of NOC from Archaeological survey of India (more than 12 months) and non-issue of approval by DUAC.
4.	R.R. Kohli Marg	April 2007	April 2009	24 months	100	93	7	Delay in transfer of land from UP Govt. as the matter is sub-judice.
5.	Apsara Border	April 2008	March 2010	24 months	67	20	47	Delay in acquisition, shifting of services, removal of encroachment.
6.	ITO Chungi underpass	November 2006	June 2009	26 months	100	79	21	
7.	BSZ Marg for Games Village to IG Stadium							Project could not be started and was delinked from list of CWG projects Clearance from DUAC awaited.
8.	Elevated East West Corridor from East Delhi to CP Area for connecting Games Village to IG Stadium Velodrome & Yamuna Sports Complex							Project could not be started and was delinked from list of CWG projects 1. DUAC clearance awaited 2. Scheme to be executed under JNNURM. The detailed project report was yet to be prepared. 3. Delay in appointment of consultant.
9.	Link road from NH 24 bypass to NH 8 over Barapulla Nallah	September 2008	March 2010	18 months	61	41	20	1. Modification in alignment design. 2. Non-receipt of NOC from DUAC. 3. We are not aware as to whether this project has been clubbed with the project at S.No. 35.
10.	Bridge at Neela Hauz	April 2008	March 2010	24 months	66	30	36	
11.	Aruna Asaf Ali Marg/Africa Avenue	May 2007	February 2009	20 months	100	95	5	1. Local RWAs raised issues of shifting of services.
12.	BJ Marg/RTR Marg	May 2007	February 2009	20 months	100	85	15	2. Reconsideration of BJ Marg-RTR Marg flyover.
13.	Nelson Mandela/Vivekananda Marg	May 2007	February 2007	20 months	100	76	24	3. Inadequate deployment of manpower and machinery on the part of contractor.

Annexure-VIII

S No	Name of Project	Date of start	Date of completion	Total period	Required progress as of May 2009	Actual progress as of May 2009	Shortfall	Reasons
14.	Road under Bridge at Vivek Vihar Railway Crossing	July 2007	November 2008	16 months	100	35	65	1. Delay of more than one year in removal of utility services(electric line). 2. Work is held up due to delay in execution of work by railway.
15.	Widening of Minto Bridge	April 2008	November 2009	18 months	89	15	74	1. Delay of 23 months in obtaining NOC (December 2008) from COF. 2. Railway work is yet to start. 3. In October 2008, it was decided that MCD will execute the work on NDMC portion also. The process of award of work in NDMC portion is yet to start.
16.	Rail under Bridge, Sewa Nagar	October 2008	April 2010	18 months	55	32	23	1. Delay in getting NOC from forest and removal of encroachment of Jhuggis.
17.	RUB on Road no. 58-64	February 2007	September 2009	32 months	94	13	81	Stay from court and then time given by court for vacation of industrial establishments.
18.	Shyam Lal College GT Road	September 2007	September 2009	24 months	92	31	61	Court stay in pieces of land required for constructions of some area.
19.	ROB on road No. 68	May 2008	April 2010	24 months	63	2	61	
20.	UP link road	October 2008	April 2010	18 months	55	10	45	25 acre of land is required from UP Government, which has still not been handed over.
21.	ROB on road no. 63							Completed.
22.	Mukarba Chowk							Completed
23.	Mangolpuri							Completed
24.	Bhera Enclave							Completed
25.	Nangloi							Completed
26.	Shastri Nagar Pushta road	April 2007	April 2009	24 months	100	93	7	Delay in transfer of land from UP Govt. as the matter is sub-judice.
27.	Naraina	March 2007	November 2009	32 months	87	71	16	Delay in diversion of traffic through defence area and other traffic issues.

Annexure-VIII

S No	Name of Project	Date of start	Date of completion	Total period	Required progress as of May 2009	Actual progress as of May 2009	Shortfall	Reasons
28.	Azadpur	April 2007	June 2009	26 months	100	74	31	Delay due to removal of encroachment.
29.	a) Corridor improvement of road no. 56 b) Flyover on NH 24 bypass near Gazipur	April 2008 April 2008	March 2010 March 2010	24 months 24 months	67 67	20 40	47 27	Delay in shifting of overhead line.
30.	NH 24 and Buddha road near Games Village	March 2009	September 2010	18 months	22	16	6	1. Project was started only in March 2009. 2. Delay in getting NOC from COF.
31.	ISBT-Anand Vihar	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	Work has been awarded in the month of May 2009
32.	Right Turn, Signal free at junction at JB Tito Marg & Siri Fort Road for Siri Fort Sports Complex	Project could not be started and was delinked from list of CWG projects						Scheme revised due to encroachment & litigation. The revised scheme was sent to DDA for approval in August 2008. The matter is pending with DDA since then.
33.	SP Mukherjee Marg Corridor for removing decongestion of Traffic Nearby Old Delhi Railway Station	Project could not be started and was delinked from list of CWG projects						Project approved by the DDA technical committee in March 2005. MCD made modification in the scheme and referred to UTTIPEC, DDA in October 2008. The matter is pending with DDA.
34.	Masoodpur corridor improvement and Mahipalpur Tunnel project	Project could not be started and was delinked from list of CWG projects						Reasons for dropping the project were not available.
35.	Alingment over Barapulla Nallah	July 2008	June 2010	24 months				This project was omitted from the monthly progress report of 25 June 2009 of MYAS' web monitoring system. We are not aware as to whether this project was clubbed with the project at S.No. 9.



S No	Name of Project	Planned project progress (Percentage)	Actual project progress (percentage)	Shortfall (percentage)	Risk
A	B	C	D	E	F
1.	Shastri Park Tunnel Corridor	NIL	NIL	100	Delinked in July 2009
2.	Geeta Colony Bridge	100	100	0	Completed
3.	Salimgarh Fort –Velodrome Road	40	17	58	High
4.	RR Kohli Marg Flyover	100	93	7	Low
5.	Apsara Border flyover	67	20	70	High
6.	ITO Chungi Underpass	100	79	21	Low
7.	BSZ Marg flyover	NIL	NIL	100	Delinked in July 2009
8.	Elevated East West Corridor	NIL	NIL	100	Delinked in July 2009
9.	Link road from NH 24 bypass to NH 8 alignment over Barapulla Nallah	61	41	33	Medium
10.	Bridge at Neela Hauz	66	30	55	High
11.	Aruna Asaf Ali Marg/Africa Avenue	100	95	5	Low
12.	Nelson Mandela/Vivekananda Marg	100	76	24	Low
13.	BJ Marg/RTR Marg	100	85	15	Low
14.	Road under Bridge at Vivek Vihar Railway Crossing	100	35	65	High
15.	Widening of Minto Bridge	89	15	83	High
16.	Rail under Bridge, Sewa Nagar	55	32	42	Medium
17.	RUB connecting road No 58 & 64	94	13	86	High
18.	Shyam Lal College GT Road flyover	92	31	66	High
19.	ROB on road no. 68	63	2	97	High
20.	UP Link road flyover	55	10	82	High

Note: Criteria for assessing risk

- (i) Shortfall formula – $E = (C-D)/C \times 100$.
- (ii) Low risk where shortfall is less than 25 per cent.
- (iii) Medium risk where shortfall is 25 % to 50 %.
- (iv) High risk where shortfall is more than 50 %.
- (v) Three projects which had not yet been started have been delinked from the list of CWG 2010.
- (vi) Geeta Colony Bridge has already been completed; therefore, no risk.



Glossary

AAI	Airports Authority of India	IOA	Indian Olympic Association
AITA	All India Tennis Association	ISD	International Sports Division,MYAS
ASI	Archaeological Survey of India	ITDC	Indian Tourism Development Corporation Ltd.
CGA	Commonwealth Games Association	ITPO	India Trade Promotion Organisation
CGF	Commonwealth Games Federation	JLNS	Jawaharlal Nehru Stadium
CM	Chief Minister	JMI	Jamia Millia Islamia University
CoS	Committee of Secretaries	LAC	Land Acquisition Collector
CPM	Critical Path Method	LG	Lieutenant Governor
CPWD	Central Public Works Department	MCD	Municipal Corporation of Delhi
CWG	Commonwealth Games	MEA	Ministry of External Affairs
DD	Doordarshan	MHFW	Ministry of Health & Family Welfare
DDA	Delhi Development Authority	MoD	Ministry of Defence
DFS	Delhi Fire Service	MoT	Ministry of Tourism
DIAL	Delhi International Airport Limited	MoUD	Ministry of Urban Development
DMRC	Delhi Metro Rail Corporation	MYAS	Ministry of Youth Affairs & Sports
DPR	Detailed Project Report	NDMC	New Delhi Municipal Council
DTC	Delhi Transport Corporation	NHAI	National Highway Authority of India
DTL	Delhi Transco Limited	NOC	No Objection Certificate
DU	Delhi University	NOIDA	New Okhla Industrial Development Authority
DUAC	Delhi Urban Art Commission	PB	Prasar Bharati
EKS	Event Knowledge Services	PERT	Programme Evaluation and Review Technique
FAs	Functional Areas	Pl. Comm.	Planning Commission
GDA	Ghaziabad Development Authority	PMO	Prime Minister Office
GNCTD	Government of National Capital Territory of Delhi	PMS	Project Monitoring System
GOI	Government of India	PPP	Public Private Partnership
GoM	Group of Ministers	PWD	Public Works Department
GOP	General Organisation Plan	RHB	Right Holders Broadcasters
HB	Host Broadcaster	SAI	Sports Authority of India
HCC	Host City Contract	SLP	Special Leave Petition
I&B	Information & Broadcasting	UGC	University Grants Commission
IBC	International Broadcasting Centre	VAS	Venue Appraisal Study

