

CHAPTER – IX

Conclusion

CAPFs play an important role in safeguarding the borders and maintaining internal security. The shortcomings in providing proper office buildings and working environment hamper the working of these forces. The provision of housing facilities to CAPF personnel has an important bearing on the morale of the force as they work for long hours in far flung areas and under extreme weather conditions.

It was seen that the requirements of the forces, both for office and residential accommodation, were not addressed properly. There was a large gap in requirement and availability of office buildings of CAPFs during the period 2008-09 to 2013-14. Audit found that the satisfaction level in providing residential accommodation for other ranks in CAPFs was low, ranging between 3 *per cent* to 22 *per cent* as on March 2014 as against the prescribed satisfaction level of 25 *per cent*. Construction activities, starting from land acquisition were marred by numerous problems. In land acquisitions, CAPFs failed to adhere to the time limit prescribed by MHA mainly due to their failures in identification of land, obtaining AA/ES, delay in depositing the cost of land with state governments etc., CAPFs did not pursue the matter with state governments for speedy completion of land acquisition process resulting in delays. Further, there was absence of any planned interaction between higher authorities of CAPFs/MHA and state revenue departments for sorting out issues causing abnormal delay in acquisition of land.

Selection of executing agency for construction works was not based on any criteria, thus excluding the benefits of competition amongst the executing agencies which could accrue to the CAPFs. Audit found that Assam Rifles awarded the works on lump sum basis without preparing any detailed estimates, violating the GFR and MHA orders. Audit found that CAPFs/PWOs failed to finalise preliminary drawings with complete scope and specification in a reasonable time frame. This increased the estimated cost of works and delayed the execution. Many estimates prepared by PWOs were higher leading to overpayments or undue benefit to contractor. PWOs did not prepare realistic and firm estimates supported with detailed plans, drawings and specifications leading to huge deviations at the time of execution of work. Failure of CAPFs/PWOs in handing over


encumbrance free site, frequent changes in layout plan, drawings and designs resulted in delayed completion of work in most of the cases. PWOs also failed to ensure documentation of requisite data for proper delay analysis and benefitted the contractors by not imposing liquidated damages as per contract clauses. Proper monitoring mechanisms were not put in place by CAPFs/PWOs to adhere to contractual provisions resulting in inadmissible/excess payments.

Audit examination revealed lapses in quality assurance measures as there was no system of inspection by quality assurance wing of the CPWD and it was observed that PWOs did not have a quality assurance wing. Instances of non-testing of material and water by the executing agencies were also noticed during audit. There was no provision of third party inspection and quality assurance in the MoU/Agreement between CPWD/PWOs and the client CAPFs, due to which third party monitoring was altogether absent in all works of CAPFs. Audit also found cases where CAPFs failed to ensure utilisation of created assets for intended purpose. After taking over buildings, maintenance is essential for their proper up-keep and durability. Regular and systematic maintenance schedules (routine, annual, special, periodic etc.) enhance and durability of assets and the quality of working environment. During site visits, audit noticed poor maintenance of government buildings, barracks and residential accommodations of jawans, since maintenance procedures were missing or severely compromised.

Awarding the works to PWOs other than CPWD on payment of agency charges did not show any added advantage as delays and cost overruns persisted in the works executed by PWOs other than CPWD as well. Audit carried out comparative analysis of the working of executing agencies which showed that agencies were at par when compared on different parameters. Delays, deviations and cost overruns were noticed in the works executed by all the agencies, while CPWD showed the highest cases of aberrations. This is probably due to the fact that CAPFs did not have any well-defined inspection policy for monitoring the construction activities. No inspection was carried out by the higher authorities and where inspection was carried out by the officers of CAPFs, no inspection note was issued in respect of assessment carried out by them. No web based project monitoring system existed in PWOs due to which CAPFs did not have access to instant updates on construction activities. CAPFs did not monitor the ongoing works resulting in execution of sub-standard works in many cases. Though MHA monitors the progress of construction works of CAPFs by taking quarterly meetings of the officers of CAPFs and executing agencies, fruitful results were not noticed as the projects were still delayed and

cost overruns in the projects were rampant. The near absence of supervision of works by the CAPFs did not reflect an inspiring state of affairs, and the absence of an engineering wing was not a valid excuse. Overall, the required coordination and sense of mutual engagement between the MHA, the CAPFs and the executing agencies was found missing.

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