



GOVERNMENT OF JAMMU & KASHMIR  
**CHIEF MINISTER'S SECRETARIAT**

Physical Verification Report of the project namely

***“Construction of Haj House at Bemina, Srinagar”***



By Joint Director,  
CM's Monitoring Cell

<b>Name of the Project</b>	Construction of Haj House at Bemina, Srinagar
<b>Source of Funding</b>	<ul style="list-style-type: none"> <li>▪ State Plan</li> <li>▪ J&amp;K State Haj Committee</li> <li>▪ Haj Committee of India</li> </ul>
<b>Executing Agency</b>	JKPCC Ltd
<b>Date of start of Work</b>	June, 2006
<b>Target date of completion</b>	June, 2008
<b>Expected date of completion</b>	November, 2014

In the past, the pilgrims going to perform Haj, particularly those coming from the rural and far off places were staying in various Hotels and in the next morning they were taken to Srinagar Airport via TRC after completion of prescribed formalities. A fairly large proportion of the Haj pilgrims are usually neither educated nor familiar with foreign travel procedures. They had to go through a rigorous exercise for collection of documents, training programmes etc and finally have to follow cumbersome departure procedure. The officials of the State Haj committee had a very tough time in managing the event which is almost a two months long process.

Taking cognizance of the inconvenience faced not only by public but also by the officials of the Haj Committee, the authorities had felt a need for evolving a mechanism which could take care of all the procedures involved in pilgrimage activities at one place and under one roof. Accordingly, the government for convenience of pilgrims had approved construction of a Haj House at Bemina, Srinagar. The work on the project was put to execution in the year 2006 through JKPCC.

### **Financial status**

	(₹ in crore)
Original project cost	10.50
Revised cost (1 <sup>st</sup> )	19.28
Cost offer submitted for 2 <sup>nd</sup> Revision	20.85
Funds released by Project Authority to	17.15

executing agency ending 5/2014	
Value of work done ending 5/2014	17.38
Work done liability	0.23
Balance funds required as per 2 <sup>nd</sup> Revision after deducting the cost of Departure Lounge of ₹ 1.77 crore	1.94

### Reasons for cost revision

- Inclusion of additional items in the project viz; structural glazing, tile flooring, construction of guard rooms etc;
- Laying of HT line;
- Construction of 3<sup>rd</sup> floor as against attic floor in residential block (940.17 sqm instead of 264 sqm);
- Construction of single storey Waiting Room/ Departure Lounge;
- Laying of wooden laminated flooring in bed rooms/ conference hall of Residential block;
- Fixing of Devri stones at front porch entrance and kitchen side porch entrance;
- Providing/ fixing of toughened glass door shutters at main entrance;
- Providing of wooden khatamband work over false ceiling in prayer hall and main entrance;
- Providing of structural glazing work at stairs in Residential block;
- Iranian carpets in prayer halls;
- Fixing of wall papers;
- Additional service tax, etc.

Reportedly on the instructions of authorities who had visited the project site on various occasions additional items were included in the project. The construction of Departure Lounge at a cost of ₹ 1.77 crore was subsequently shelved. Therefore cost of 1<sup>st</sup> revision was restricted to ₹ 17.50 crore instead of ₹ 19.28 crore and cost offer of 2<sup>nd</sup> Revision to ₹ 19.09 crore against ₹ 20.85 crore. An amount of ₹ 17.15 crore (90%) has been released to the executing agency which stands fully expended against the revised project cost of ₹ 19.09 crore. There is now only a balance of ₹ 1.94 crore for closure of the project.

## **Physical progress**

The physical progress of some of the major components involved in the project ending May, 2014 is detailed as under:-

<b><i>Particulars</i></b>	<b><i>Items involved</i></b>	<b><i>Remarks</i></b>
Construction of double storey Combined Facility Block	<ul style="list-style-type: none"> <li>• Administrative Section</li> <li>• Baggage/Airlines /Customers/Foreign Exchange/ Immigration Section</li> <li>• 18 Rooms (first floor)</li> </ul>	Completed and functional.
Construction of Residential Block	<ul style="list-style-type: none"> <li>• Residential Block</li> <li>• Kitchen/ Dining Hall</li> </ul>	Functional, Elevator not yet installed
Construction of single storey Reception Lounge	-	Completed and functional
Construction of Market/ Health Centre	<ul style="list-style-type: none"> <li>• Market</li> <li>• Wazu/ Ahram Place (all single storey)</li> </ul>	Abandoned midway.
Construction of Service Block	<ul style="list-style-type: none"> <li>• Plant Room</li> <li>• Stores</li> <li>• Guard rooms</li> </ul>	Incomplete
<b><i>Ancillary Works</i></b>		
▪ Land Development	60% completed	
▪ Boundary walling with Gate and Ornamental welded mesh.	Completed.	
▪ Central Heating	Installed and functional in Administrative Block only.	
There are some other items of work which are still incomplete. The details are as under:-		
i. Outer glazing glass work (50 sheets not fixed).		
ii. Central Heating Pipe covering (some portions still un-covered).		

### **Combined Facility Centre**

This is a double storey building block (G+1). It is a RCC framed structure with pile foundation, constructed over a plinth area of 11304Sft with built up area of 1610 sqm.

### **Residential Block**

It is a three storey building block (G+2) with Attic floor constructed over a plinth area of 12065 Sft with builtup area of

3000 Sqm. This is a RCC framed structure with pile foundation.

Reception Lounge

This is a single storey load bearing (with RCC raft foundation) structure spread over a plinth area of 11116 Sft with builtup area of 280 Sqm.

Market/ Health Centre

It is also a single storey load bearing structure with RCC raft foundation constructed with builtup area of 150Sqm.

Service Block

This is a single storey load bearing structure with RCC raft foundation constructed with builtup area of 140Sqm.

The overall physical progress of the project works out to 95%.

**General Observations/Findings/Problem areas**

The completion of the scheme is now overdue by more than 5 years. The construction work on the project was started in June, 2006 and targeted for completion in the year, 2008. The expected date of completion of the project is now November, 2014 that too subject to availability of funds. It was explained by the DGM that the delay in completion of the project is mainly due to sluggish funding made over the years. The year wise details of releases towards the project execution during the last eight years are reproduced here under:-

Year	Amount released infavour of executing agency	(₹ in lacs) Value of work done
2006-07	200.00	15.00
2007-08	550.00	18.00
2008-09	200.00	967.00
2009-10	265.00	150.00
2010-11	200.00	254.50
2011-12	300.00	279.34
2012-13	-	52.41
2013-14	-	2.18
<b>Total</b>	<b>1715.00</b>	<b>1738.43</b>

The agency has expended full amount of ₹ 17.15 crore released to it over a period of six years. The cost of the project has been revised twice from ₹ 10.50 crore to ₹ 17.50 crore in the year 2008 and again to ₹ 19.09 crore in the year 2013 indicating an enhancement of almost 86% in the project cost over the original cost. The cost offer has been prepared on the basis of the CPWD rate schedule of 1992.

The scheme is not administratively approved as yet, despite the fact that more than 90% funds stand already released. The papers of the revised cost offer prepared by the executing agency have been sent to concerned quarters for accord of AA in June, 2013.

The Haj House has been constructed at Bemina, Srinagar on a piece of state land measuring 50 Kanals (approx). It is located on the Srinagar-Jammu National Highway bypass near SKIMS. The place is nearly 8 Kms away from Srinagar Airport and is well connected to other areas.

The construction of Haj House is necessitated by the fact that the State of J&K is a Muslim dominated state and, therefore, the majority of the people intend to perform Haj every year. The number of pilgrims who had submitted their applications and number of pilgrims who had been cleared for performing Haj during the last six years is detailed as under:-

<i>Year</i>	<i>No. Of applications received</i>	<i>No. of pilgrims proceeded</i>
2013	21730 + 5 inf	8691
2012	21832 + 5 inf	8749 + 3 inf
2011	24738 + 8 inf	8412 + 3 inf
2010	22800 + 8 inf	6887 + 2 inf
2009	21249 + 11 inf	7641 + 3 inf
2008	16289 + 6 inf	7934 + 2 inf

The Haj House complex has been constructed to provide all the requisite facilities to Hajjis under one roof. It also envisages construction of a single storey Reception Lounge to facilitate the Hajjis in the procedure of travel and performing Haj. The selected Hajjis report at the Common Facility Centre of the Haj House to collect all the travel documents including their Passports, Visas and Air Tickets etc.

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They also get necessary information and assistance related to travel in the said building block.

The Hajis who are required to stay in the Haj House for a day or two coming from distant places are having the facility of accommodation in the residential block besides a Cloak room for depositing their baggage and other belongings.

A boundary wall with ornamental/welded mesh of 1465 rft has been constructed around the premises. Tiles have been laid in the walkways for almost 1200sft. But the tile work has suffered damage at certain spots. The internal roads and the parking area of the complex have been macadamised. Besides this, surface drains have been also constructed to cater disposal of rain water etc.

The Residential block is a three storey RCC framed structure. This building block with attic floor can accommodate 246 persons (approx) at a given point of time. It has 13 Dormitories each having capacity of accommodating 16 single beds and 19 rooms with double occupancy, which includes 4 suites with attached bathrooms. The residential block stands completed in all respects but the elevator facility provisioned in the cost offer has not been provided as yet in the building block. However, it was informed by the DGM, Mechanical, JKPCC that the tenders for this item of work have already been floated.

Adequate toilet and washing points have been provided in the residential block to cater to the needs of the people and to avoid crowding and inconvenience on this account. The attic floor has been developed as complete third floor which comprises a big hall which serves as prayer hall for males and another comparatively smaller size separate hall which serves as prayer hall for females. Both the halls are well furnished. Separate ablution points for both male and female pilgrims have also been provided in the attic floor for convenience of the pilgrims. These prayer halls can accommodate 360 persons (approx).

There is a Dining Hall in the ground floor of residential block which can accommodate 250 persons. Adjacent to dining hall, there is a large size kitchen which is being used to facilitate cooking for Hajis during Haj period.

Ramps have been provided on entrance of Common Facility Centre, Residential block etc to facilitate smooth movement of people carrying heavy baggage on trolleys while moving around in premises from one block to another.

The halls/ dormitories of the residential block other than pilgrimage times which runs for 2-3 months could also be used for other purposes like marriages, official functions, Seminars/ Conferences etc on payment basis which would generate some revenue for the Haj House. Some portion of the generated revenue could be utilised for maintenance of the premises.

Common Facility Centre, Residential block and Reception Lounge building blocks have been erected on pile foundations. It was informed that more than 700 plies of different dia have been buried underground for raising the constructions. This has been done keeping in view the marshy nature of land and the soil investigation report. The building blocks in question are RCC framed structures while as Market/Health Centre and Services block have been built as load bearing structures.

The structural glazing sheets have been fixed in Reception Lounge with aluminium door frames and shutters. An ornamental Kashmiri traditional wooden Breng has been erected over steel truss/ roof of the Lounge with shingle work of Deodar wood. The windows are fully glazed fixed with reflective glass panes in accordance with the architectural design. The CFC, Residential block and Reception Lounge building blocks have been roofed with coloured CGI sheets over a steel truss.

Granite flooring has been provided in circulation areas in ground floor while as vitrified tiles have been fixed in circulation areas of Reception Lounge and first floor and second floor of CFC and Residential block. Tiles have also been fixed in the toilets/ washing points with wall cladding upto 7 feet. Good quality granite stone has been used in the stairs. Stainless steel railings have been provided along stairways and other locations within the building blocks. The walls have been plastered and finished with white wash/cement wall putty.

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Sofar as electrification is concerned, inspection boxes have been provided at all required spots. During inspection it was observed that electric switch plates have suffered damages at various places. On enquiry it was revealed that the damages to the switch plates have caused because of improper use of heating points by the staff coupled with non maintenance of appliances. However the DGM assured to replace the damaged electrical fixtures. The electrical fixtures of quality brands like "Philips", Ceiling fans of "Crompton Greaves", lighting accessories of "Philips" make have been fitted. Quality sanitary/ CP items of "Jaguar" make and other accessories of "Prakash" have been fitted/ installed in the building blocks at the required places.

The main door frames are of Aluminium alloy in Reception Lounge and CFC. "Deodar" wood has been used in doors, windows and ventilator frames including toilet points inside the building block while as Kail wood has been used in shutters in Residential block and CFC.

It was reported that the services of an electrician and plumber for maintenance and upkeep of the electrical appliances and sanitary/ CP fittings are not available in the Haj House complex which results in the extension of the damages to these appliances/ fixtures caused due to the normal wear and tear.

The design for the construction of Hajj House complex buildings has been duly approved by Competent Authority. The Architectural and Structural Consultancy for the project has been provided by Naqashband Associates, Srinagar.

Cement concreting work had been tested in the lab by the agency. The result sheets of the cement concrete cubes taken during different stages of execution of the project were produced before the inspecting officer which indicated that the concreting had attained the desired strength.

Water storage facility has been provided by way of installation of 41 number of storage tanks of 1000 ltrs capacity each at the roof top of the functional building blocks. The water was seen flowing through the taps etc fitted in the buildings.

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As provisioned in the cost offer, water sum of a capacity of 50000 ltrs was to be constructed but the same has been constructed for storage of 12000 ltrs only in the backyard of Hajj House complex. It was informed by the executing agency that sump with low capacity has been constructed on the basis of water requirement within the premises. Therefore the savings on account of the construction of sump with lesser capacity may be available with the executing agency. This reservoir is roofed with plain CGI sheets for safety purposes. The water reservoir has been constructed in such a way that half of its portion is underground and half above ground. The area around the reservoir is water logged. Under the circumstances, there is an apprehension of seepage of accumulated contaminated water in the tank/ reservoir which can prove detrimental to public health.

As per estimates, the entire area of the premises was to be developed by way of earthfilling. But contrary to this, more than 40% of the area is yet to be developed. The undeveloped area has turned into a marshy patch of land which emanates foul and unpleasant smell.

It was also noticed that an AVR stands installed on a cement concrete platform in the backyard of the complex for providing uninterrupted power supply to the Haj House complex. The said platform has not been covered from sides. More dangerously, the electric cables provided for electric control plant were found in water. There is apprehension of electric short-circuit which may lead to an untoward incident of loss of human lives and damage to the property. Under the circumstances there is immediate need of realignment of the electric cables connected to the AVR.

The water reservoir and cement concrete platform for AVR appears to be constructed at inappropriate places. These two components of work have eaten up the vital of the land of the premises. These units could have been constructed in the backyard corner of the premises for saving the land/ space for future expansion of Haj complex.

The construction of Market / Health Centre has been abandoned midway leading to denial of medical facilities to the pilgrims. This building block has been completed upto roof beam level only.

It was informed that thin plywood sheets have been used in the soffits of the building blocks. But these ply sheets have developed cracks which has resulted in gaps at certain spots. The birds manage their entry through these gaps and have made nests inside the buildings under roof tops. This proves to be a big nuisance as the surroundings and interiors of the buildings were found littered with bird droppings, feathers etc. It was reported by the Executive Officer, SHC that several requests were made to the executing agency to seal the gaps but the same did not evoke any response until now. But the officials of JKPCCC informed that the plywood fixed in the soffits has the tendency of breaking down given its strength and the provision of replacing the thin ply sheets already fixed with comparatively thicker plywood sheets is not in the cost offer. They however, assured that necessary measures will be taken to seal the gaps in soffits at the earliest.

The component of Central Heating System (CHS) has been taken up at a cost of ` 65.00 lacs. The CHS is presently functional in Administrative block only. The mechanical components of the Central Heating System have been installed and fixed in the plant room but the civil works have been left halfway. Reportedly the civil works are pending due to non availability of funds. An iron oil tank for storage of oil was also seen grounded within the premises but the tank has gathered a lot of rust. The executing agency should immediately take up the painting work of oil tank for preventing it from further rusting and decaying.

The project among other things envisages creation of an electrical sub-station of the capacity of 63 KVA within the premises. This component of work has been executed through Electrical Unit of JKPCCC at a cost of ₹ 4.5 lacs (approx). The power supply from this substation is provided to Haj House complex.

On the day of inspection, no work was found going on the project and the stoppage of work is attributed by the agency to the non availability of funds.

It was informed by the Executive Officer, SHC that immediately after commissioning of the building blocks, faults / damages had occurred in certain areas. The bathrooms adjacent to meeting hall in Common Facility Block developed leakage and had to be closed for functioning.

The washrooms adjacent to Ahram room had also developed water leakage. The leakages had affected the ceiling of few rooms.

He (EO) further said that PoP covering had developed cracks in some rooms. In the past the PoP cover of meeting hall, prayer hall and some portions of corridor cracked and crumbled down which subsequently was repaired by the executing agency. Recently one of the room in the ground floor of office block also had a similar problem, which was again reported to the executing agency.

However, it was noticed that the executing agency had undertaken the repair work of cracks in the PoP ceiling but no attention was paid to the damages/ leakages in the bathrooms with the result the bathrooms had to be closed for some time.

It was further informed by the Executive Officer, SHC that last year in order to ensure that the pilgrims are not put to any inconvenience during Haj period-2013, the bathrooms were got repaired through R&B department at a cost of ` 6.00 lacs. The water leakage in the bath rooms and development of cracks in certain rooms puts a question mark on the quality of work executed by the JKPC in the project. However, it was informed by the officials of JKPC that there was no communication from the Project Authority about the damages/ leakages caused. The matter of the fact remains that the repairs for restoration of damages should have been undertaken by the executing agency. The SHC has expended an amount of ` 6.00 lacs on account of repairs for the faults of the executing agency.

The initial cost of the project, conceived in the year 2005, had been estimated by the executing agency as `9.82 crore, which was later on revised to `13.33 crore on account of inclusion of additional items of work in the project. The estimates were then vetted by Joint Commissioner, Works who had restricted the cost to `10.50 crore. However, the pattern of funding was to be adopted in the following manner:-

<i>Name of the funding agency</i>	<i>Amount (` in crore)</i>
i). State Government	5.50

ii). J&K State Haj Committee	3.50
iii). Haj Committee of India	1.50
<i>Total</i>	<i>10.50</i>

After the completion/ commissioning of two storey *Combined Facility block* and the *Reception Lounge* in November, 2007, the executing agency had submitted a revised cost offer for Administrative Approval (AAA) to the project at a cost of ` 20.85 crore. As the proposal of construction of Departure Lounge was shelved on the instructions of authorities the JKPCC should have firmed up the cost to the extent of ` 19.08 crore after deducting the cost of Departure Lounge. But contrary to this, the cost offer which has been submitted to authorities for accord of AA still indicate the total project cost as ` 20.85 crore.

The Executive Officer, SHC is of the opinion that the executing agency had not been able to produce any documentation about the inclusion of additional items in the revised cost offer which it had done on the instructions of higher authorities. The agency reportedly has not even shared the huge escalation in the cost offer with the SHC. It was in this backdrop that the Govt had decided that Jt. Commissioner, Works shall make a spot visit and propose the further course of action to sort out the differences in the original and revised cost offer and ascertain the physical status of additional items of work executed by the agency beyond the original cost of ` 10.50 crore.

The Jt. Commissioner (W) after paying a spot visit to the site in October, 2008 had proposed further course of action in the matter which was incorporated as riders in the Govt Order No. 260 Rev of 2008 dated 16-12-2008 while releasing funds for execution of the project. One of the riders put in the said Govt Order was to submit the utilisation certificate for the amount expended, to the Project Authority by the executing agency. But reportedly the UC's have not been submitted until now.

The EO, SHC is not so contented with the cost estimates of ` 6.88 crore prepared for execution of the additional items excluding the cost of conversion of attic floor into a full-fledged floor for ` 98.7 lac. The inclusion of additional items has escalated the cost of the scheme by

65%. The cost of the additional items prima facie appears on the higher side as there has not been any big change in the architectural/ structural design of the project except conversion of attic of Residential Block into a complete floor. Therefore, it would be in the fitness of things to get the estimates of the additional items included in the project cross checked by a technical person in relation to items of works executed on ground in this behalf. The said officer can also ascertain the reasons for cracking and crumbling down of PoP ceiling. He will also ascertain as to whether the cracking of the PoP ceiling and leakages in the bathrooms is due to the use of substandard material or by engagement of unskilled workers.

It is an accepted fact that the Haj House Complex has been constructed by the executing agency within a shorter period of time resulting in much needed relief to the pilgrims. But there are still certain incompletions for making the Hajj House complex fully functional as per design and specifications.

The overall quality of works executed was found satisfactory.

### **Suggestions**

- The executing agency should firm up the cost estimates after taking out the cost of Departure Lounge of ` 1.77 crore from the cost offer and submit the same to Competent Authority for accord of approval.
- The Competent Authority could consider release of the balance funds during the current fiscal for closure of the project.
- The executing agency should take-up left over work of construction of Health Market, Services block, Plant room etc. It should also ensure rectification of errors in civil and electrical works noticed within the building blocks.
- The executing agency should plug the gaps of bird entries in soffits of the buildings. It should also carry out the work of realignment of electric cables connected with the control panel of AVR to prevent any untoward mishap.

- The executing agency should immediately take-up the painting work of the oil tank lying in front of plant room which is apprehensive of getting further rust. It should also take-up the remaining work of land development within the premises which has been left unattended to until now.
- The executing agency should ensure that the leakages in the bathrooms/ washing areas are plugged to safeguard the building blocks from damages. It should also submit the year wise utilisation certificates to the Project Authority for the expenditure booked on the project execution which has been pending with them since the project was put to execution in the year 2006.
- The SHC could consider hiring the services of plumber/ electrician for maintenance of the sanitary and electrical appliances within the building blocks etc. It could also consider renting out the Residential Block of Haj House for holding social functions like marriages etc during lean period for generating revenue which could be utilised on the maintenance of Haj complex.

<b><i>Physical verification conducted by :</i></b>	Altaf Ahmad Zargar, Joint Director Planning, Monitoring Cell, Chief Minister's Secretariat.
<b><i>Officers of Executing Agency who accompanied the inspecting officer:</i></b>	Executive Officer, State Haj Committee DGM, Civil/ Mechanical JKPC Project Manager, Civil/ Mechanical/ Electrical JKPC
<b><i>Date of conduct of physical inspection:</i></b>	23/ 24-05-2014



Abandoned Market/ Health centre in Haj House complex



Water sump with capacity of 12000 Ltr constructed within the complex



Installation of AVR (63 KVA capacity) within the premises with cables floating in water beneath the platform



Floor littered with bird droppings and feathers within the building



Damaged/ cracked PoP Ceiling in few of the rooms in building blocks



Damaged electric switch plate in one of the rooms of CFC building



Structure constructed for Boiler room and oil tank of 15000 ltrs capacity grounded within the premises.



Almunium alloy door frames and stainless steel railings provided/ fixed along ramp on the entrance of CFC



Granite flooring provided in circulation areas of Ground Floor of CFC



Front view of Residential Block and portion of damaged walkway