

Government of Haryana Public Works Department (B & R)

Guidelines for Repairs & Maintenance of Government Buildings

1 Introduction

- 1.1 The Government Departments own a very large number of buildings-residential and non-residential. They are located in villages, town and cities. There is hardly any village, town or city, where one or the other department does not have a building. In addition, the age of buildings varies from place to place. Such a variety and multi-locationality of buildings poses a great challenge to the departments in respect of their repairs and maintenance on a regular basis.
- 1.2 This document has been prepared to provide a general guidance to buildings owing departments so that they can handle repairs and buildings efficiently and effectively without compromising quality and cost. It also aims at providing flexibility to them for undertaking repairs and maintenance of their buildings with a view to improving their satisfaction level. The document is not a substitute for a technical advice, which can only be rendered by technically qualified organization or a professional of the requisite background. For the information of the departments, the PWD (B&R) has invited applications for empanelling consultants for structural design and preparation of estimates of buildings works. In case of expensive repair works, they could, if they so like, obtain service of a consultant after inviting bids from the empanelled parties.

2 Categorization of Building Works – Original and Maintenance & Repairs Works

- 2.1 For the information of and appreciation by departments, it is important to describe briefly categories of government building works. It is well known that all government receipts and expenditures are routed through various Heads of Account. Expenditures are categorized in Heads starting from 2001 and ending with 6000, and are further divided into expenditure or Revenue account (2000 to 4000 also referred to as Repair Heads in general parlance) and expenditure on Capital account (4000 to 6000 also referred to as Capital Heads). As far as PWD or Government works are concerned, they are divided primarily in two classes which are as under:
- 2.1.1 **Original works:** they refer to new construction - entirely new or additions and alterations to an existing building;
- 2.1.2 **Repair works:** they refer to operations undertaken to maintain buildings in the desired condition in ordinary use. However, the entire cost of a new work of replacement or remodeling a portion of existing structure is to be charged to repairs. In this regard, para 2.2(3) of PWD Code may be referred to. A copy is attached as Annexure 1. Slab / floor replacement, upgradation would fall under replacement and remodeling. However,

Superintending Engineers have been given discretion to debit minor additions and alterations to buildings to Repair works.

2.2 Classification of Repairs – PWD Code lists out two types of repairs which are as under:-

2.2.1 Periodical repairs – There are broadly two types of Periodical Repairs:-

- a. This type of Periodical Repairs is normally required at a longer intervals, say once in a year. Some of the common items are white-washing, distemper, painting of doors etc.. Generally, the quantum of such works does not change from year to year. Repairs estimates usually provide for removal of all rubbish, filling small holes, minor plaster work, establishment specially employed on the work, guarding work and watch and ward for vacant buildings as well.
- b. The second category of Periodical Repairs comprises occasional repairs of minor value like replacement of broken window glasses, repair of door fittings, minor plumbing repairs, replacement of burnt electrical switch etc. Such repairs, which can be called *Occasional Petty Repairs*, which cannot be anticipated and have to be carried out at the earliest to avoid any inconvenience to the occupant. The expenditure on such repairs is also debited against Periodical Repairs. Usually complaint centres are opened to handle complaints and request of the occupants of residential and non-residential buildings.
- c. **The sanction of an estimate for Periodical Repairs lapses on 31st March.**

2.2.2 Special repairs

- a. Special repairs, as may become necessary from time to time, are carried out between successive periodical repairs. They are different from Periodical Repairs in terms of scope and nature of works as well as value. Extensive floor improvement, replacement of roof tiles, major joinery replacement, major additions and alterations normally fall under this category. Special Repairs are carried out by way of sanctioning special estimates.
- b. **Unlike an estimate of Periodical Repairs, sanction of which lapse on 31st March, sanction of a special repair estimate does not lapse on 31st March and remains current till execution is complete. But this should not result in delay in the execution of special repair work.**

2.2.3 For expenses under 2059, which deals with repairs of public buildings, no distinction is made between any type of repairs. Please refer to List of Major and Minor Heads of Account published by the GOI at page 112, a copy of which is attached as Annexure 2. The distinction between Periodical Repairs and Special Repairs appears only in terms of preparing estimates. Once funds for repairs are properly allocated between Periodical and Special Repairs by a competent authority, in case of PWD (B&R), Superintending Engineers are authorized to commence periodical repairs in anticipation of formal sanction of detailed estimates by a competent authority. **The Departments, which have got powers delegated to their**

officers to carry out construction works at their levels, should allocate funds for Special and Periodical Repairs and also make suitable arrangements for according approval / sanction repair works and estimates.

3 Delegation of Powers to the User Departments – Present Status

3.1 Financial Handbook No 2 (PFR) Chapter XVI on ‘Works’ lays out that the execution of works is to be mainly carried out by the PWD and is to be regulated by the Rules in the Financial Handbook No. 3 (DFR), PWD Code and Accounts Code Volume III. However, it allows the competent authority, subject to such restrictions as it may think fit to impose, assign to the departmental officers concerned the execution of petty works in connection with the buildings under the administrative control of the PWD. Please refer to Annexure 3.

3.2 It has been noticed that about 15 departments own most of the government buildings – residential as well as non-residential. Though the PWD (B&R) is the principle agency of the State Government for handling buildings works, the State government, because of the complexity of the task and to get repair works executed speedily, with concurrence of Finance Department, has allowed a few departments, notably Health, Education (Higher, Primary & Secondary), Transport, Police, to carry out repairs at their own level. However, some of them also get their special repairs work done through PWD or other State Government construction agencies. A brief status in this regard is given in Annexure 4. Salient features of the systems adopted by the Departments who have got powers delegated for undertaking the repairs works are as under:-

- 3.2.1 Animal Husbandry** – Annual repairs are done by the user department and special repairs are got executed through PWD (B&R) as deposit works.
- 3.2.2 Agriculture** – Annual repairs are done by the user department and special repairs are got executed through PWD (B&R) as deposit works.
- 3.2.3 Administration of Justice, Council of Ministers, District Administration, Governor, ITI, PWD (B&R), Technical Education** – All repairs are done by PWD (B&R).
- 3.2.4 Education (Primary)** – Repairs are done by engineering cell of DPEP. The engineering cell comprises of an EE, 5-6 SDEs and some 20 JEs.
- 3.2.5 Education (Secondary)** – Annual repairs are done by the user department through committees under the supervision of DEO. Special repairs are generally got executed through PWD (B&R) as deposit works.
- 3.2.6 Education (Colleges)** – Principals have been empowered to carry out works up to Rs. 10 lacs. All repairs beyond this amount would be done by PWD (B&R).
- 3.2.7 Food & Supplies** - Repairs are got done by the user department either through PWD (B&R) or Haryana Warehousing Corporation.
- 3.2.8 Health (Ayurveda)** - All repairs are done by PWD (B&R).
- 3.2.9 PGI Rohtak** – All repairs are done by PWD (B&R).

- 3.2.10 **Health Services** - The repair works are got executed by user department through district health Societies. For special repairs, user department decides on case to case basis. PWD (B&R) and Haryana Police Housing Corporation are generally preferred.
- 3.2.11 **Police** – Repairs are done by the user department the Haryana Police Housing Corporation.
- 3.2.12 **Prisons** – Annual repairs are done by the user department and special repairs are got executed through PWD (B&R) as deposit works.
- 3.2.13 **Transport** - Annual repairs are done by the user department through their engineering cell and the respective GM Roadways. The Transport Department has engineers on their roll and at least one JE (civil) on deputation from PWD (B&R). Special repairs are got executed through PWD (B&R) as deposit works.

4 **Concept of Total Renovation Program (TRP)**

- 4.1 For getting maximum return from money spent on repairs, making visible impact on the quality of building and giving making desired benefit to users from the building so repaired, it is desirable to identify all defects in a building and provide a holistic package of repairs. Such a program would be termed as **Total Renovation Program**. The program should include civil, electrical and public health related repairs. Normally either one tender should be floated for all types of repair works after getting estimates prepared from B&R, Electrical and PH engineers, or separate tenders could be invited for civil, electrical and public health repair works. Similar types of buildings should be clubbed so as to make volume of work, in physical and monetary terms, attractive for better contractors to participate in tenders. It must, however, be ensured that the work gets carried out in a few months' duration.
- 4.2 The B&R had adopted such the TRP concept on a smaller scale during the year 2005-06, which has started giving very good results. Such a concept would require good co-ordination between B&R, Electrical Wing of B&R and PH authorities at all levels so that inspections of government buildings could be carried out in one go and repair estimates are prepared in a time bound manner.
- 4.3 In order to make visible impact amongst the public and to provide relief to their users, the following types of buildings may be taken up under TRP in the beginning:-
- 4.3.1 General hospitals at district and Sub-Divisional,
 - 4.3.2 PGI, Rohtak
 - 4.3.3 All Government colleges,
 - 4.3.4 State College of Engineering at Murthal and all Government polytechnics,
 - 4.3.5 All Industrial Training Institutes, Vocational Institutes. A lot of work has already been started.
 - 4.3.6 Important veterinary dispensaries and hospitals,
 - 4.3.7 Mini Secretariats,
 - 4.3.8 Courts,
 - 4.3.9 30 Bays Building located in Sector 17 and

- 4.3.10 Offices which have a large public interface.

Note - The list is neither exhaustive nor in the order of priority. It is for the Department to fix priority.

5 General Strategy for Repairs and Maintenance

In order to carry out repair and maintenance works speedily and systematically, the following strategy is proposed for consideration of the Departments:-

5.1 Implementing Agency

- 5.1.1 The Departments, which have set up their own construction wings and / or delegated powers to local officers to execute works at their level or Panchayati Raj Engineering wing etc., may continue to get work execute through the existing arrangements or route the repair work through the PWD (B&R), after according necessary approval and releasing funds to them.
- 5.1.2 Wherever a Department has its own construction wing or tied up with State Government construction organization such as Police Housing Corporation etc., it may continue to get work executed through the existing arrangement.

5.2 Preparation of Repair Estimates

- 5.2.1 Estimates of repairs should be got prepared through B&R and PH if repairs are to be undertaken by them or through the construction agency which has been engaged to undertake repair works. Alternatively, they may get estimates from the consultants empanelled by B&R by calling offers from them. List of empanelled consultants has been hosted on the websites of B&R – www.haryanapwd.gov.in and www.haryanapwd-bandr.org.
- 5.2.2 In order to minimize the diversion or leakage of funds and for effective monitoring the repair and maintenance works, **all estimates of repairs and maintenance (Special and Periodical) should be detailed estimates and not rough cost estimates.**

- 5.3 **Nodal Officer** - Every department must notify nodal officer at the State level for effective coordination with the PWD (B&R). Like-wise, the Chief Engineer (Buildings) has been directed to notify Department-wise Executive Engineers who would be responsible for handling the work in his office. The work-wise distribution is given in Annexure 5.

- 5.4 **List of buildings** - Every department must prepare and regularly update district-wise / location-wise list of all buildings assets for making action plan for repairs, allocation of budget and effective monitoring. The Chief Engineer (Buildings), PWD (B&R) has been asked to collect such information in respect of all buildings assets of all the Departments of which PWD (B&R) is handling maintenance works. Lists would be circulated amongst the Departments concerned for verification and hosted on the website of the Public Works Department.

- 5.5 In order to speed up the repairs and maintenance of buildings, all the Executive Engineers have been directed to request district heads of all departments to inform them as to what type of repairs should be carried out by

PWD (B&R) in their buildings so that estimates could be prepared quickly. Likewise, the PH Department is being requested to issue similar instructions in this regard.

- 5.6 Schedule for fixation of priority, sanction of estimates and allotment of works** – It must be ensured that the work for Periodical / Annual and Special repairs is awarded as early as possible so that repair work can be started as early as possible and executed within the financial year and accounts settled well before the close of the financial year. In order ensure this, the following schedule should be followed meticulously:-

Inspection of buildings & fixation of priority	By May 15
Preparation and sanction of estimates for Periodical / Annual Repairs and sanction thereof	By May 30
Preparation and sanction of estimates for Special Repairs and sanction thereof	By May 15
Allotment of works	By July 31

All the three activities should be carried out simultaneously to avoid time over-run.

- 5.7 Inspection of Buildings** - All major buildings such as multi-storey buildings, District and Sub-Divisional level Administrative and Judicial Complexes, General Hospitals, Jails, Colleges, Polytechnics etc., should be inspected twice a year, by officer-in-charges of the departments concerned alongwith officials of the construction agency and PH Department. Minutes of all such inspections must be drawn. Any deficiency, wherever noticed, must be taken up for repair at the earliest.

- 5.8 Important points for inspection** – Guidelines (Annexure-6) have been prepared for client departments, B&R and PH. The guidelines list out the points, which require special attention while carrying out repairs. The important points are as under:-

- 5.8.1 Water leakage,
- 5.8.2 Public health / sanitary / water supply / sewerage fittings and leakage,
- 5.8.3 Bathrooms and toilet,
- 5.8.4 Joineries,
- 5.8.5 Electrical wiring and fittings.

While detailed instructions are being issued to B&R and PH Departments in respect of the above, the client departments must ensure that the defects relating to the above mentioned points have been taken care of.

- 5.9 Occasional Petty Repairs** – At present, such repairs are either carried out by B&R and PH or at the departments level, who have got powers delegated, and expenditure is debited as Periodical Repairs to the respective maintenance Heads of Account. For minimizing the paper work and making execution of petty repairs efficient, it is proposed that District Heads of Departments could be delegated suitable powers, with certain limit, along with reasonable budget, to handle such petty repairs at their levels. However, such repairs of Mini Secretariats, Judicial Complexes and Sub-Divisional Complexes, as well as government houses of the departments for which B&R is, at present, responsible for maintenance, would continue to do so as per the existing

practice. Necessary arrangements of B&R and PH to take care of all types of repairs including Petty Occasional Repairs are already in place. Since the number of houses and office buildings at district headquarters is very large, the SEs and XENs of B&R and PH would be asked to open complaint centers with telephone facility for petty and other repairs at all district headquarters. At several places, complaint centers of B&R have started functioning. Even otherwise, Junior Engineers and Sub-Divisional Engineers have been designated to deal with complaints and repair of buildings. In order to further improve the system, the B&R and PH should explore the possibility of setting up formal complaint centers at Sub-Divisional levels, where there is significant work of buildings' and PH's repair work so that the client departments and their officials do not face any problem in regard to repairs and maintenance.

5.10 Construction Cell - Those departments, which have a large number of buildings, should consider setting up, if not already done so, a small construction wing comprising of an Executive Engineer, SDEs, JEs and Draftsmen by making internal adjustments of posts or right-sizing the administrative set up. In case, they have a construction wing, they must strengthen the same, depending upon their requirements. The B&R Department can support such initiative by sending technical manpower on deputation. Such construction wing should look after periodical maintenance and special repairs and even construction of simple buildings addition/alteration in the existing ones. The PWD (B&R) or other State construction agencies should be approached for a work costing more than Rs. 10 lacs.

5.11 Interaction with Client Department and Inspection of Works during construction

5.11.1 It shall be mandatory for the construction agency to send a copy of every approved estimate of Periodical / Special Repairs and Special Repairs of buildings to the District Head of the Department concerned. This would bring about transparency as well as make construction agency more accountable. EEs of B&R and PH Departments, wherever they are executing agency, should also keep the client departments informed of the progress of works.

5.11.2 While it is the responsibility of the construction agency for quality and timely completion of repair works, officers of the client department should also occasionally inspect the works so that mid-course correction can be done wherever required. After execution of works, joint inspection of works should be carried out before settling the bills.

5.12 Interaction with Divisional Commissioner & Deputy Commissioner – Copy of every sanction issued from time to time must be endorsed to Divisional Commissioner and Deputy Commissioner concerned so that they can review the progress and get their quality checked.

5.13 Quality Control – Executive Engineer, Sub-Divisional Engineer and Junior Engineer shall be responsible for execution of work and quality. They must certify that the quality is as per the prescribed standards and the contract. Any laxity shall attract drastic action against the defaulting officials. Superintending Engineer must inspect at all repair works costing more than Rs. 25 lacks on the basis of contract value. There could be one contract for

group of estimates of smaller value. At least 5% of the repair works shall be checked by the Quality Control / Research Lab.

- 5.14** Expenditure on repair of roads and parks falling within office premises and government colonies would be debited to the relevant Head of Account which deal with repair and maintenance of buildings. However, if any or both have been constructed by any organization other than Public Works Department, then the repairs should be got done through the agency concerned.

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