4.1 Project Management

In the last two Annual Reports, my Office highlighted cases where proper project management was not exercised and the need to improve same. In response, Government organised training sessions on project management to which eight officers of the Prime Minister’s Office (PMO) have so far attended.

A review of project implementation regarding the supply, installation and commissioning of new lifts at Emmanuel Anquetil building (EAB) and at the New Government Centre (NGC) at a cost of some Rs 14 million and Rs 4 million respectively revealed the following:

- Records available for the monitoring of projects at the PMO were inadequate.
- Delay of one and a half years in submission of claim by the Contractor and another two years to certify and effect payment by Government.
- Delay of more than a year for completion of work.
- Failure to provide protective equipment for the lifts at EAB.
- Decision regarding fate of the old lifts not taken at the design stage of the project had yet to be taken.
- Certificates for the commissioning and the practical handing over of lifts not available at the PMO.
- Inaccurate cost estimates. The lifts for the NGC originally estimated at Rs 20 million finally cost Government some Rs 4 million.

4.1.1 Supply, Installation and Commissioning of New Lifts at Emmanuel Anquetil Building

The contract was awarded to a Contractor in October 1999 for a sum of some Rs 14 million. The work was expected to be completed by 17 November 2000 and purported to have been completed on 26 December 2001. Claims were submitted by the Contractor in June 2003, that is one and a half year after purported completion. It took the Ministry of Public Utilities (MPU) a further two years to certify these claims.

The lifts were installed with a delay of one year after the contractual period. The Contractor put forward several reasons for delay in implementation. These reasons which were considered as acceptable by the MPU included failure

- to provide the lifts as per original specifications and
- to take prompt decisions
These were considered as acceptable by the MPU.

The Contractor failed to provide the protective equipment for the control panels of the lifts for which the MPU recommended the retention of an amount of Rs 200,000 from the claim submitted. According to MPU, these are essential safety components. As of March 2006, these protective equipment were still not installed. This prompted Government to resort to quotations to have same installed. As of September 2006, the equipment has yet to be procured and installed. An amount of Rs 1,206,785 was subsequently disbursed during 2005-06. Some five years after installation, the lifts costing some Rs 14 million were still not fitted with the protective equipment.

Commissioning of the lifts and certificate of practical handing over were not seen although these were already in use since long.

The old dismantled lifts at EAB were transferred to a compound of the Ministry of Public Infrastructure, Land Transport and Shipping (MPI) situated at Vacoas at a cost of Rs 104,545. It took the Ministry more than three years to have the dismantled parts of the lifts to be inspected by a Board of Survey and another two years to have them disposed of by auction. An amount of only Rs 80,000 was obtained from this auction.

Ministry’s Reply

- Delay in the submission of claim by the Contractor and payment by Government was due to the fact that the Contractor was adamant to submit clarifications sought.

- None of the tenderers could examine the lintels before quoting as these were covered in stainless steel architraves held in concrete. The proposal to modify the lintel was rejected by the MPI. As a result a non standard lift but meeting specifications was supplied. This resulted in delay reported. The Ministry pointed out that the MPU commented that a lot of delays were encountered as the Contractor had to seek approvals from Government for all modifications to existing shaft. The fitting of faster lifts in an existing shaft required modifications to existing structures in order to meet safety standards for such works.

- Certificates of practical handing over were not made.

- The Contractor had argued that adequate protective equipment had been included in the control panel by the manufacturers. However the MPU insisted on the provision of additional protective equipment external to the control panel. The Contractor proposed equipment which was not found acceptable and the Rs 200,000 deduction was considered fair in relation to the specifications. The surge filters would be installed when the availability of funds would be confirmed.

4.1.2 Installation of Lifts at New Government Centre (NGC)

The lifts situated at the NGC were estimated at Rs 20 million in October 2003. An amount of Rs 10 million was earmarked in 2004-05. This was subsequently reduced to Rs 8 million in 2005-06. The work was awarded for a sum of some Rs 4 million. A total amount of Rs 3,245,653 has been paid to the Contractor for the lifts during 2005-06.
The work was scheduled to be completed by 16 March 2006. The date of completion of work was not available at the PMO. The practical handing over certificate was also not seen. Liquidated damages for any delay in completion of work were not seen applied.

The old dismantled lifts at NGC were transferred to a compound of the Ministry of Local Government situated in Port Louis at a cost of Rs 40,000. A decision has yet to be taken in respect of the old dismantled lifts.

**Ministry’s Reply**

The MPU has given an extension of time till 15 June 2006 because of unavailability of parking slots and inability of working during normal office hours due to noise disruption and dust production. Works are not yet completed and so far the only requested extension of time has already lapsed as at 15 June 2006.

The dismantled lift will be sold by auction, after the completion of the Board of Survey.

**4.2 Organisation of Small Island Developing States Conference (SIDS)**

Further to paragraph 6.3 of my 2004-05 Audit Report, the amount of Rs 57,185,330 disbursed to the United Nations in connection with the organisation of SIDS and which was originally met out of Advance Account, was subsequently charged to expenditure during 2005-06.
Police Department

4.3 Offshore Patrol Vessel (OPV) ‘Le Vigilant’

Further to Paragraph 5.1.1 of my 2002-03 Audit Report, despite huge amount had been spent on the ship repairs, the Police Department has not been able to resolve the shaft problem of the OPV Vigilant. This has affected significantly its operating capacity.

In June 1996, the Police Department acquired an Offshore Patrol Vessel (OPV) at a cost of Rs 322 million. The OPV Vigilant is one of the two vessels that can perform offshore patrol in the Exclusive Economic Zone (EEZ) of Mauritius. The vessel had recurring shafting problems since its acquisition. It was sent to the Indian Naval Dockyard in Mumbai for shaft repairs on three occasions:

- November 1999 to April 2000,
- March 2001 to September 2001 and

Since 1999, the cumulative costs of the repairs amounted to some Rs 51.1 million, excluding the cost borne by Indian Government for towing dry docking, yard services and labour.

- During the year 2005-06, the vessel went for its annual dry-docking at a Mauritian yard from August 2005 to December 2005. The cost for its annual dry-docking and spare parts amounted to some Rs 18.1 million. While under repairs, defects were once more noted on its shafts.

- The operational expenses of the ship for the period July 2004 to September 2006, amounted to Rs 9.7 million excluding repair and fuel cost.

- Due to its shaft problem and dry docking repairs, the OPV Vigilant performed very limited patrol and sorties during the year 2006. For the period January 2006 to September 2006, the OPV Vigilant made only two sorties. Details on sorties over the last three years are given in Table 35.
Table 35 Statistics on operational activities of Vigilant

<table>
<thead>
<tr>
<th>Year</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of sorties</td>
<td>26</td>
<td>14</td>
<td>2</td>
</tr>
<tr>
<td>Days at sea</td>
<td>46</td>
<td>15.5</td>
<td>1</td>
</tr>
<tr>
<td>Number of Search &amp; Rescue Mission</td>
<td>2</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Number of trips to Agalega</td>
<td>5</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Number of trips to St Brandon</td>
<td>5</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Number of trips to Rodrigues</td>
<td>1</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Number of Training</td>
<td>5</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>Number of trips to Exclusive Economic Zone Patrol</td>
<td>11</td>
<td>7</td>
<td>-</td>
</tr>
<tr>
<td>Number of Machinery Trials</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Number of Exercise</td>
<td>4</td>
<td>2</td>
<td>-</td>
</tr>
</tbody>
</table>

Offshore patrols in the EEZ and territorial waters were limited during the year 2005-06 as the ship was under repairs for some five months and still had shaft problems despite huge amounts have been spent and its frequent repairs in India. As a result, this valuable asset was under-utilised.

- The OPV Vigilant had a nominal roll of fifty-five staff. For the period 2005-06, some Rs 10.17 million were paid as staff cost. The Vigilant crew was not utilised fully for the operation of the vessel.

- In December 2005, the Police Department set up a technical board to study the feasibility to undertake the repairs in Mauritius. The Board recommended to initiate a tender exercise from the two Mauritian yards in order to decide whether these local yards had the technical capabilities to undertake the repairs. As of September 2006, the tender documents have not yet been finalised.

**Recommendation**

The Police Department should consider the financial viability to keep this vessel among the National Coast Guard fleet.

**Ministry’s Reply**

A board of survey will be set up to examine all issues relating to Vigilant and make appropriate recommendations.
The Indian Authorities will be approached for the free lease of an OPV pending a decision to procure a new ship.

4.4 Capital Works

4.4.1 Construction of Curepipe District Headquarter (DHQ) and Vacoas District Headquarter/Detention Centre

During the financial year under review, the project to construct two Police District Headquarters in Curepipe and in Vacoas was examined. Both construction works were completed by December 2004 but as of September 2006, they were both not yet operational.

Consultancy Services

The consultancy services for both projects were contracted out to three different Consultants:

<table>
<thead>
<tr>
<th>Consultancy Services</th>
<th>Contract Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Architectural</td>
<td>2.96 per cent of construction cost</td>
</tr>
<tr>
<td>Civil and Structural Engineering</td>
<td>Rs 375,000</td>
</tr>
<tr>
<td>Mechanical &amp; Electrical Works</td>
<td>1.96 per cent of value Mechanical and Electrical works</td>
</tr>
</tbody>
</table>

The contract for Civil and Structural Engineering Consultant was awarded in December 2000. The letter of award was issued to the Mechanical & Electrical Works Consultant in November 2000.

➢ The agreement signed between the Ministry of Public Infrastructure and Architect Firm was not dated.

➢ The Professional Indemnity Insurance amounting to Rs 5 million has not been renewed since March 2000.

➢ As regards the contracts for Mechanical & Electrical Works and Fire Protection Services, no agreements were seen.

Ministry’s Reply

I was informed the contract was signed on 17 November 1999.

4.4.2 Construction of the Curepipe DHQ

➢ In February 2003, the contract for the construction of the above was awarded to a private Contractor for an amount of Rs 33,172,912. As of July 2006, a total amount of Rs 29,815,952 was paid to the Contractor. The duration of the contract was agreed to be
15 months. The work started in March 2003 and the expected completion date was due in June 2004.

- Afterwards, the Contractor was granted additional time to complete the project and the revised completion date was 31 December 2004. However, the completed building could not be used, as the supply of furniture and luminaries was still outstanding.

- In July 2005, some six months after completion of the building, tenders were invited for the supply and fixing of furniture and other works. In January 2006, the supply & fixing of furniture and other works were awarded to a company for the fixed sum of Rs 5,942,855. The duration of the contract was four months after handing over of site, as the site was handed over on 3 July 2006; the completion date is due in November 2006. In a meeting held on 18 August 2006, the Contractor stated that all outstanding works would be completed by mid-September 2006.

- On 28 October 2005, tenders were invited for the supply and installation of luminaries. In June 2006, the supply & installation of luminaries and fittings were awarded for the quoted sum of Rs 1,365,656. The duration of the contract was four months. As of August 2006, the works had not yet started. We were informed that installation of luminaries could not start until the fixing of furniture.

- Since May 1997, the Curepipe DHQ has been occupying a rented building at Curepipe pending the construction of the new building to house the DHQ. For the period May 1997 to August 2006, the Police Department has disbursed a total of some Rs 2,700,000 for rent. Further rental payments would be incurred.

- The delay to implement the project was not reasonable. The tender for Consultancy services started in June 1997 and in September 2006 (nine years later) the building was not yet operational.

### 4.4.3 Construction of Vacoas sub-DHQ and Detention Center

The contract for the construction of Vacoas Sub-DHQ and Detention Center was awarded in March 2003 to a construction company for an amount of Rs 36,718,260. As of July 2006, some Rs 34,604,809 were paid to the Contractor.

- The work started in May 2003 and expected to be completed in August 2004. However, work was completed in December 2004. The Consultant issued the practical certificate in August 2005, that is some eight months later. No penalty was applicable as the Consultant has approved the extension of time.

- In January 2006, the contract for the supply & fixing of furniture and other works was awarded for the fixed sum of Rs 4,411,376, out of which an advance payment of Rs 413,137 was effected in June 2006. The duration of the contract was four months after handing over of site. The site was handed over on 26 June 2006, thus the completion date was due on 25 October 2006.

- On 28 October 2005, tenders were invited for the supply and installation of luminaries and fittings. In March 2006, the contract for the supply & installation of luminaries and
fittings was awarded for the quoted sum of Rs 2,032,460, out of which an advance payment of Rs 193,225 was effected in February 2006. The duration of the contract was four months after handing over of site. During a site visit carried out on 18 August 2006, it was noted that the supply and installation of luminaries and fittings had not yet started.

I was informed that the work could not start until the supply and fixing of furniture had been completed.

- The operation of the Detention Centre might further be delayed as contract for the installation of a closed circuit TV surveillance system had not yet been awarded.

- The delay to implement the project is not reasonable. The architectural consultant was nominated in July 1999; construction of the building started four years later in May 2003 and construction was completed in December 2004. As of September 2006, after more than seven years the building was not yet operational.

**Recommendation**

Measures should be taken to complete the project without delay.

### 4.4.4 Renovation Works at Souillac Police Station

The Souillac Police Station was housed in an historic building built in 1800 during the French colonial rule. The building structure is made up of live rocks (corals). The building was classified as a National Monument since 1985. In December 1999, during heavy rainfall, the timber roof of the building was damaged. As a result, the Police Department requested the Ministry of Public Infrastructure, Land Transport and Shipping (MPI) to carry out the necessary renovation works on the roof of the building.

The agreed scope of the works was as follows:

- Replacement of timber shingles with zinc aluminium sheets
- Provision of gutter
- Replacement of false ceiling
- Replacement of defective timber structural

In July 2000, the MPI estimated the cost of the repairs to be Rs 1.75 million. In January 2001, the contract was awarded to the Development Works Corporation (DWC) for a contract value of Rs 2,247,931.

In November 2001, the National Monument Board was consulted and the later recommended that because of its historic nature, the roof of the building should be of teak instead of zinc aluminium. An estimated additional cost of Rs 4.25 million would be incurred.
Subsequent to the first letter of award in 2001, the MPI issued two more letters of award where the contract value was increased as follows:

<table>
<thead>
<tr>
<th>Letter of award</th>
<th>Date</th>
<th>Contract Amount (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>19 January 2001</td>
<td>2,247,931</td>
</tr>
<tr>
<td>Second</td>
<td>4 June 2002</td>
<td>7,281,155</td>
</tr>
<tr>
<td>Third</td>
<td>3 March 2004</td>
<td>9,514,092</td>
</tr>
</tbody>
</table>

The increase in cost was due to change in material used for the roof and additional works on the building.

- The renovation cost of a Police Station, in 2000, was estimated at Rs 1.75 million but was revised to Rs 9.5 million in 2004. An increase of 443 per cent.

- Based on the third letter of award, the completion date was scheduled in April 2005. However, several extensions were granted to the DWC due to inclement weather and extra works up to 22 March 2006. The extension time was almost one year. The practical handing over was done late September 2006. At time of audit in October 2006, the Police Department has not yet occupied the renovated building. It is now reported that the building does not have separate toilet for the police personnel.

- The Souillac Police Station is a Sub-Divisional Headquarters where various units (Regular police, CID and ADSU) are based to cover part of the Southern Division. Following the decision to renovate the roof of the building, the station has been relocated to a small adjacent building. Except for the regular force, all the other units have temporarily been attached to the Riviere des Anguilles Police Station. Since 2000, the operational activities of the Souillac Police Station have been affected. This unreasonable delay to implement the project has caused inconveniences to both the personnel and the public.

\textit{Ministry’s Reply}

The increase in estimated cost is due to extra work to be in line with the National Monument Board.

\textbf{4.5 Computerisation of the Police Department}

In June 2000, the Police Department planned to computerise part of its administrative functions. The four sections identified for computerisation were the Registry, Stores, Personnel & Payroll and Mechanical Workshop.

The scope of the project would cover the setting up of a computer network comprising a server, 113 workstations and 87 printers for providing file and printer sharing facilities.

The project was funded by the Ministry of Information Technology & Telecommunications under the e-Government projects. In August 2003, the estimated cost was Rs 8.2 million.
4.5.1 Supply of Hardware

In July 2003, the Central Informatics Bureau (CIB) submitted its technical specification for the Hardware & Systems software. In June 2004, the Central Tender Board (CTB) approved the award of contract for the supply, installation and commissioning of Hardware to a Government owned company for the sum of Rs 10,130,600 as in Table 36.

Table 36  Supply of Hardware

<table>
<thead>
<tr>
<th>Description</th>
<th>Qty</th>
<th>Amount (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Server</td>
<td>1</td>
<td>1,329,618</td>
</tr>
<tr>
<td>Personal Computers</td>
<td>113</td>
<td>3,287,735</td>
</tr>
<tr>
<td>Laser Printers</td>
<td>87</td>
<td>1,606,088</td>
</tr>
<tr>
<td>UPS, Router &amp; Switches</td>
<td>1</td>
<td>1,224,080</td>
</tr>
<tr>
<td>Data Cabling Equipment</td>
<td>1</td>
<td>866,390</td>
</tr>
<tr>
<td>Civil Works &amp; Others</td>
<td>1</td>
<td>816,689</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>10,130,600</strong></td>
</tr>
</tbody>
</table>

The agreement was signed on 17 December 2004. Delivery, installation and commissioning were completed on 26 August 2005.

In addition to the above, the Police Department had to disbursed some Rs 540,000 for civil and other works for the installation of the server.

At time of audit in September 2006, the computer equipment has not been fully utilised, as software development of the different sections has not yet been completed. They were being utilised for office automation and for Internet purposes.

4.5.2 Supply of Software

The Supply and Design of the Application Software for all the sections was awarded directly to the same company because of the following reasons:

- The systems would have to interface with the Ministry of Civil Service Affairs & Administrative Reforms which has been compiling a central data bank on all civil servants.
- The price charged was fair and reasonable.

The contract values were as in Table 37.
### Registry

The system would help to manage efficiently the activities of the Registry by providing facilities to monitor movement of files, record actions taken on each correspondence, register and perform queries on incoming and outgoing mails and generate reports.

The Functional Specifications were submitted in March 2004. The implementation of the project would take two and a half months.

I was informed that the software was installed on the Server in October 2005.

- At time of audit in September 2006, the Police HQ Open Registry was on parallel running. The system was at the User Acceptance and Testing stage.

- The Confidential Registry was not fully operational, as data input was not yet completed.

### Stores

The application software proposed was an inventory management tool, which would increase the operational efficiencies through streamlining material movement while providing tight material control. It would provide a complete set of transactions and reports for maintaining inventory control. It would allow the Police Department to control the flow of stock items from receipts to the time the goods are delivered to its final destination. The Application Software aimed at computerising the main stores and its sub-stores. The system was installed on the Server on 26 June 2006.

- According to the Functional Specifications dated May 2003, the system was estimated to take around six months for implementation. As of September 2006, the system was not yet operational. I was informed that Coding of the all the store items at the main and the sub-stores have already been completed and transferred on the server.

- Training courses were not yet delivered for staff at the sub-stores.
The system was being tested at the main store. Testing has not yet been done at the sub-stores.

The Police Stores were still using manual system for recording purposes. There were about 4,000 store items in the various Police Stores and more than 50 store ledgers were kept to record store movements. The stores sections had to process some 200 store transactions per day.

Proper stock management was not possible because of the daily amount and volume of store transactions.

**Personnel and Payroll**

The scope of the project was as follows:

- Creation of personnel data bank.

- Implementation of the computerised system for the Personnel Department and the Pay Office.

  The system was installed on the Server in May 2006.

- As of September 2006, the project was at the implementation stage. Data migration was completed but testing was not yet effected.

- Data migration involved the conversion of some 14,000 personnel from manual records into the computer. The cost involved was estimated to be Rs 97,000.

- The Department was still using the manual system to cater for some 14,000 staff. The manual system has been criticised for its weaknesses by my Office over the years.

**Mechanical Workshops**

An initial proposal was made in November 2001 to computerise the two Police Mechanical workshops in order to exercise better control over vehicles management and the cost associated with them. The Mechanical Workshop System was a replicate of the system operating at the Ministry of Public Infrastructure (MPI). The workshops had to provide repair and maintenance services to some 1,500 police vehicles. A second proposal was made in July 2005 at the request of the Police Department since the replicated system was not according to their user needs.

- The initial cost, which was estimated at Rs 210,000 in 2001, was revised to Rs 507,150 in 2005.

- In September 2006, contract has not yet been signed, Government decided to close the Workshops.
Observations

- Government has disbursed some Rs 11 million and involved a lot of resources on this project but the objective was not yet attained and no benefits derived.

- The Contractor has not been able to fulfil its contractual obligations. There was no penalty clause for delay in the development of the project.

Ministry’s Reply

The implementation process was delayed due to the setting up of the GINS (Government Intranet Systems), which came in between the conception of the Police computerisation of Administration Project. I was informed that the GINS network was completed by early 2005.

The fact, that three divisions were moved outside the Line Barracks to St Georges Street in 2001, amendments had to be made to the specifications of the Application Software. New modules had to be added and the proposals had to be vetted by the CIB and approved by the CTB due to the specificity of the Police requirements.

The computers allotted to different units of the Police Force are being utilised judiciously.

The useful lifetime of computers is expected to be ten years.

The Registry at Headquarters is fully operational. The store system will be operational in three months time, that is by the end of February 2007. The Implementation Committee is constantly monitoring the progress of the Personnel and Payroll System.

The delay in the implementation of the project is due to circumstances beyond the control of the Police Department.