



DGMNE/EVA/ERM-  
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EVA-EPM-II-2025-08-05-000001  
GOVERNMENT OF THE PUNJAB  
DG M&E, P&D

Dated: 13<sup>th</sup> November, 2025

To,

SECRETARY  
Home Department

**Subject: EVALUATION OF THE PROJECT TITLED AS "CONSTRUCTION OF SINGLE WARDER (DOUBLE STOREY) FOR 120 WARDERS AT 23 JAILS ONE AT CENTRAL JAIL, GUJRANWALA"**

I am directed to refer to the subject cited above and with the reference to letter No. SO(DEV)/HD/15-5/2022 dated 20-02-2025 of the SO(DEV.) of Home Department Lahore [\(Copy of PUC enclosed\)](#);

2. Kindly find enclosed herewith a copy of Evaluation report of the project titled "**CONSTRUCTION OF SINGLE WARDER (DOUBLE STOREY) FOR 120 WARDERS AT 23 JAILS ONE AT CENTRAL JAIL, GUJRANWALA**" [\(Copy of report is enclosed\)](#)

3. The project will be discussed shortly in the forthcoming Evaluation Committee Meeting (ECM). Any comment/feedback may be submitted to the office of DGM&E, please.

MUHAMMAD SALMAN | DEPUTY  
DIRECTOR EVALUATION PM - II  
(EVALUATION PM-II)

**CC:**

1. Inspector General  
Inspectorate General of Prisons Punjab, Lahore
2. Additional Secretary (Prison) , (Additional Secretary (PRISON))  
Home Department
3. Member , (Infrastructure Development Wing)  
P&D Board
4. Senior Chief , (Public Building)  
P&D Board
5. Chief Engineer (Building-North), C&W Department, Government of Punjab
6. Superintendent, Central Jail, Gujranwala.

7. Executive Engineer, C&WD, Gujranwala.
8. Director Evaluation , (Evaluation)  
DG M&E, P&D
9. Section Office (Development) , (SO DEVELOPMENT)  
Home Department
10. Personal Assistant  
P&D Board
11. Personal Assistant  
P&D Board
12. PA to Director Evaluation  
DG M&E, P&D
13. Private Secretary  
DG M&E, P&D



# CONSTRUCTION OF SINGLE WARDER (DOUBLE STOREY) FOR 120 WARDERS AT 23 JAILS ONE AT CENTRAL JAIL GUJRANWALA

Yellow

Evaluation Report



Directorate General  
Monitoring & Evaluation



Muhammad Salman  
(Assistant Director)  
11-Aug-2025

## PROJECT PROFILE

GS NO	5724 (ADP 2021-22)
Location	Central Jail, Gujranwala (Latitude: 32.166351, Longitude: 74.195900)
Sub-Sector	Public Buildings
Approving Forum	DDSC
PC-I Cost	52.087M
Expenditure	54.430M (104.50%)
Planned Start Date	15-Jun-2016
Planned End Date	14-Jun-2017
Actual Start Date	15-Jun-2016
Actual Completion Date	30-Jun-2023
Visit Date	11-Aug-2025
Project Type	Single
Project Sites	Single
No. of Revisions	1 Nos.



DGME-Real Time Monitoring & Evaluation System



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## Disclaimer

This information is intended solely for sponsoring and executing agencies for lessons learnt. The content of this report must not be quoted in the media, court, or any other forum.

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# ACRONYMS

<b>ADP</b>	Annual Development Program
<b>AA</b>	Administrative Approval
<b>GS No</b>	General Serial Number
<b>DGM&amp;E</b>	Directorate General Monitoring and Evaluation
<b>DDSC</b>	Departmental Development Sub-Committee
<b>P&amp;DB</b>	Planning & Development Board
<b>PC-I</b>	Planning Commission Proforma-I
<b>PC-IV</b>	Planning Commission Proforma-IV
<b>NA</b>	Not Applicable

# 1. Project Profile

## CONSTRUCTION OF SINGLE WARDER (DOUBLE STOREY) FOR 120 WARDERS AT 23 JAILS ONE AT CENTRAL JAIL GUJRANWALA

Objectives	Construction of a double-storey residential facility for 120 warders at Central Jail, Gujranwala to enhance security and staff availability.
GS NO	5724 (ADP 2021-22)
Location	Central Jail, Gujranwala (Latitude: 32.166351, Longitude: 74.195900)
ADP Sector	Infrastructure Development
Sub-Sector	Public Buildings
Approving Forum	DDSC
Sponsoring Ministry/ Agency	Home Department / Punjab Prisons Department
Execution Agency	C&W/Buildings Department, Government of Punjab
Agency for O&M after completion	Home Department / Punjab Prisons Department
PC-I Cost	52.087M
SNE Required	No
Expenditure	54.430M (104.50%)
Planned Start Date	15-Jun-2016
Planned End Date	14-Jun-2017
Actual Start Date	15-Jun-2016
Actual Completion Date	30-Jun-2023
Contractor	M/S Allied Construction
Design Engineer	Provincial Buildings Department

# CONSTRUCTION OF SINGLE WARDER (DOUBLE STOREY) FOR 120 WARDERS AT 23 JAILS ONE AT CENTRAL JAIL GUJRANWALA

tpv/RE

NA

Visit Date

11-Aug-2025

## 1.1 Background

The project titled "Construction of Single Warder Line (Double Storey) for 120 Warders at Central Jail, Gujranwala" was initiated to address critical infrastructure and security needs within the Punjab Prisons Department. The primary objective was to provide residential facilities for 120 warders within the jail premises, ensuring their 24/7 availability to enhance security and operational efficiency. Overcrowding and the lack of adequate housing for staff had previously forced many warders to reside outside the jail, posing significant security risks. By constructing a dedicated double-storey warder line, the project aimed to mitigate these challenges while improving service delivery in line with the Punjab Prisons Rules of 1978.

Located at Central Jail, Gujranwala (coordinates: Latitude 32.166351, Longitude 74.195900), the project was sponsored by the Punjab Prisons Department and the Home Department, with execution handled by the Punjab Buildings Department. The operational and maintenance responsibilities were assigned to the Punjab Prisons Department post-completion. Initially approved in April 2016 at a cost of Rs. 34.183 million, the project underwent a cost revision in June 2022, increasing the budget to Rs. 52.087 million due to inflation, price variations in construction materials, and the need for an external Sui gas pipeline connection (2,800 feet long). The revised funding was allocated under the Annual Development Program (ADP) 2021-22 (GS No. 5724).

The project faced significant delays, with its original completion date of June 2017 extended to December 2022. These delays were attributed to procurement challenges, administrative approvals, and the additional work required for utility installations. Upon completion, a handing-over committee identified several quality issues, including substandard paintwork, flooring, and the absence of a lightning protection system. The Buildings Department was directed to rectify these defects before final handover. Despite these hurdles, the project achieved its key objectives, providing 18,053 square feet of residential space (ground and first floors) and essential amenities such as water tanks, electrical fittings, and gas connections.

The completion of this project marks a significant step in strengthening jail security and staff welfare in Punjab. By ensuring warders reside on-site, the facility reduces external dependencies and enhances emergency response capabilities. The Punjab Prisons Department now oversees the maintenance of the new infrastructure, which aligns with broader efforts to modernize prison facilities across the province. Lessons from this project, particularly regarding cost management and quality control, could inform future infrastructure initiatives in the sector.

## 2. Methodology

Muhammad Salman, AD(M) was assigned to visit the site and conduct the evaluation of this project as per evaluation methodology described in Annex-A. The evaluation process was adapted as per standard M&E guidelines and methodology, outlined below:

- i. Review of Evaluation Documents (PC-I, PC-IV, Administrative Approval & other documents).
- ii. Conducting the Field Visit.
- iii. Visual Inspection as per scope of work.
- iv. Physical Verification of Procurement as per PC-I and PC-IV document
- v. Draft Evaluation Report
- vi. Review, Finalization and publication of Evaluation Report
- vii. Evaluation Committee Meeting

### 3. Design & Scope

Description	Quantity	Description	Quantity
i. Ground & First Floor of the Building	18053 Sft	iii. Utilities & Sui Gas connection	1 Job
ii. Sanitary, Plumbing & Electrical Works	1 Job		

## 4. Major Deliverables

PC-I Components	Total Quantity (Nos.)	Achieved Quantity (Nos.)	Cost (Rs. M)	Expense (Rs. M)	Achievement
Construction of Warder Line Building (Ground & First Floor) with allied facilities and utilities	18053	18053	52.087	54.430	100.00%

## 5. Financial Analysis

Fiscal Year	PC-I Phasing (M)	Allocation (M)	Releases (M)	Utilization (M)	Financial Efficiency	
					Releases / Allocation	Utilization / Releases
-	0.000	0.000	0.000	0.000		
2015-16	0.000	0.000	4.000	4.000		100.000%
2016-17	0.000	0.000	1.000	1.000		100.000%
2017-18	0.000	0.000	5.120	5.120		100.000%
2018-19	0.000	0.000	0.450	0.450		100.000%
2019-20	0.000	0.000	4.600	4.600		100.000%
2020-21	0.000	0.000	11.540	11.540		100.000%
2021-22	0.000	0.000	8.800	8.800		100.000%
2022-23	0.000	0.000	18.920	18.920		100.000%
<b>Total</b>	<b>0.000</b>	<b>0.000</b>	<b>54.430</b>	<b>54.430</b>	<b>0.000%</b>	<b>100.000%</b>

# 6. Observation & Recommendations

## Observations

## Photos

### Observation 1

Medium

(Cost Escalation and Budget Management)

The project's cost increased from Rs. 34.183 million (2016) to Rs. 52.087 million (2022) due to external Sui gas pipeline installation, price variations, and delays. Future projects should include contingency provisions for inflation and utility adjustments. A pre-approval assessment with utility providers (SNGFL, WAPDA) should be mandatory.

(As Shown in Figure 1)



Figure 1: Cost Escalation and Budget Management

### Observation 2

Medium

(Delays in Project Completion)

The gestation period extended from 1 year (planned) to 6.5 years (actual), primarily due to late revisions and utility approvals. Implement a strict timeline enforcement mechanism with penalties for delays. Assign a dedicated project monitoring cell to expedite approvals.

(As Shown in Figure 2)



Figure 2: Delays in Project Completion

**Observation 3**

Medium

(Lack of Utility Coordination)

The Sui gas pipeline (2,800 ft) was added post-approval due to poor initial coordination with SNGFL. Conduct utility feasibility studies during PC-I preparation. Formalize agreements with utility providers before tendering.

(As Shown in Figure 3)

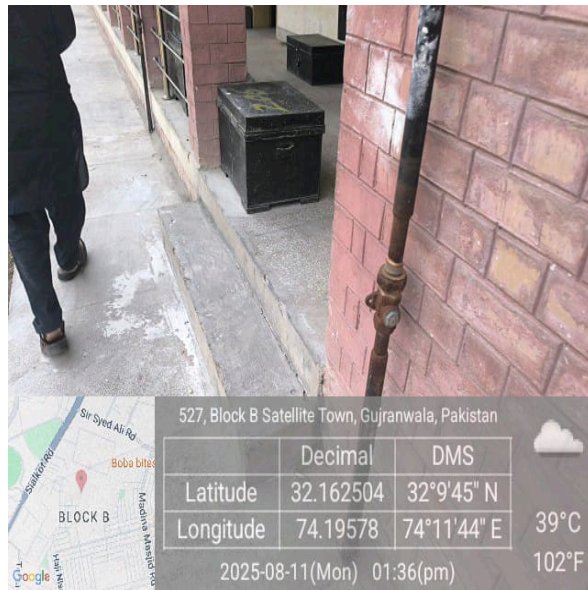


Figure 3: Lack of Utility Coordination

**Observation 4**

Medium

(Planning for Price Variations)

The project experienced significant cost overruns due to unanticipated price fluctuations in construction materials. A robust price escalation clause should be included in contracts to mitigate financial risks from market volatility. Regular market rate analyses should be conducted throughout project execution.

(As Shown in Figure 4)



Figure 4: Planning for Price Variations

**Observation 5**

Medium

(Floor Choking and Drainage Concerns)

Certain floor areas show signs of choking, particularly around drains, leading to slow water drainage leading to seepage. This appears to be caused by debris accumulation or improper slope alignment during construction. The M&R funds should be utilized to clear blockages and, if necessary, re-level affected sections to ensure proper drainage flow. Regular cleaning schedules should be implemented to prevent recurrence.

**(As Shown in Figure 5)**

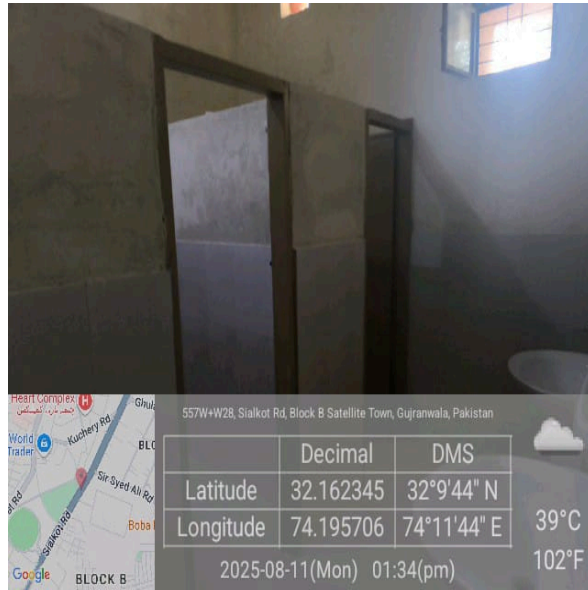


Figure 5: Floor Choking and Drainage Concerns

## 7. Evaluation Rating Index

Criteria	maximum Points	Points Obtained
<b>1. Planning (20%)</b>		
P1.1 Feasibility Study (with respect to threshold of cost of Project)		NA
Yes	5	
No	0	
P1.2 Stakeholders' involvement in preparation of PC-I	5	
Yes	5	5
No	0	
P1.3 Baseline Data in PC-I	5	
Yes	5	5
No	0	
P1.4 Scope Commensurate with Objectives	5	
Completely matched	5	5
Partially matched	3	

Criteria	maximum Points	Points Obtained
Do not Match	0	
P1.5 Result Based Monitoring Framework	5	
Yes	5	
No	0	0
P1.6 Project Justification/ Need's Assessment	5	
Provided	5	5
Not Provided	0	
<b>Total</b>	<b>25</b>	<b>20</b>
$((\text{Points Obtained in Planning} / 25) * 100) * 0.2$		<b>16</b>
<b>2. Execution (30%)</b>		
P2.1 Formulation of Project Team and Organization (PMU, PIU, PSU)	5	
Formulation	5	
Not Formulation	0	0
P2.2 Financial Performance (Releases vs Expenditure Analysis)	5	
Excellent (100%)	5	5
Very Good (>95%)	4	
Good (90% to 95%)	3	
Satisfactory (85% to 90%)	2	
Average (80% to 85%)	1	
Poor (<80%)	0	
P2.3 Physical Progress	5	
Excellent (100%)	5	5
Very Good (>90%)	4	
Good (80-90%)	3	
Satisfactory (70-80%)	2	

Criteria	maximum Points	Points Obtained
Average (60-70%)	1	
Poor (<60%)	0	
<b>P2.4 Revisions of PC-I</b>	<b>5</b>	
No Revision	5	
One Revision	3	3
Two Revision	2	
Three or more Revision	0	
<b>P2.5 Availability of Documents w.r.t (Hiring, Procurement, Trainings, tenders &amp; Bidding etc)</b>	<b>5</b>	
Provided	5	
Partially Provided	3	3
Not Provided	0	
<b>P2.6 Time and Cost Overrun</b>	<b>5</b>	
No time and Cost overrun	5	
6 Months Time overrun or/ and 5% cost overrun	4	
9 Months Time overrun or/ and 10% cost overrun	2	
12 Months Time overrun or/ and 20% cost overrun	1	
18 Months Time overrun or/ and 30% cost overrun	0	0
<b>Total</b>	<b>30</b>	<b>16</b>
$((\text{Points Obtained in Execution} / 30) * 100) * 0.3$		<b>16</b>
<b>3. Closure (50%)</b>		
<b>P3.1 PC-IV Submission</b>	<b>5</b>	
Within One Month of Project Closure	5	
After Two Month of Project Closure	3	
After Four Month of Project Closure	2	
After Six Month of Project Closure	1	

Criteria	maximum Points	Points Obtained
After Nine Month of Project Closure	0	0
<b>P3.2 Objectives Achievement</b>	<b>10</b>	
All Achieved	10	
90% Achieved	7	7
80% Achieved	5	
70% Achieved	3	
60% Achieved	1	
< 50% Achieved	0	
<b>P3.3 Data Availability &amp; Response of Project authorities</b>	<b>5</b>	
Provided	5	
Partially Provide	3	3
Not Provided	0	
<b>P3.4 Beneficiaries Assessment</b>		<b>NA</b>
Excellent	5	
Very Good	4	
Good	3	
Satisfactory	2	
Average	1	
Poor	0	
<b>P3.5 Availability of Quality Control Data</b>	<b>5</b>	
Yes	5	5
No	0	
<b>P3.6 Sustainability Plan in PC-I</b>		<b>NA</b>
Provided	5	
Not Provided	0	

Criteria	maximum Points	Points Obtained
<b>Total</b>	<b>25</b>	<b>15</b>
$((\text{Points Obtained in Closure} / 25) * 100) * 0.5$		<b>30</b>
<b>Planning + Execution + Closure</b>	<b>Total</b>	<b>62</b>
<b>Overall Project Grading</b>	<b>35-70 Points</b>	<b>Partially Successful (Yellow)</b>
<b>Rating Parameters</b>		
<b>Above 70</b>		<b>Successful (Green)</b>
<b>35-70</b>		<b>Partially Successful (Yellow)</b>
<b>Below 35</b>		<b>Not Successful (Red)</b>

# 8. Annexures

## Annex A (Evaluation Methodology)

