

2.1.7 Recommendations

The Government may consider to:

- *Prepare and notify schedule for every stage of the procurement process including the delivery and testing periods so as to ensure distribution of uniform cloth to students in the beginning of session every year.*
- *Ensure disbursement of stitching charges to students immediately after supply of uniform cloth so as to facilitate stitching of uniform cloth in time.*
- *Ensure testing of samples of uniform cloth in a time bound manner and distributing the uniform cloth to students after receipt of laboratory analysis reports, so as to ensure supply of quality uniform cloth.*
- *Devising suitable mechanism for monitoring the process of procurement and supply of uniform cloth, and redressal of complaints in a time bound manner.*

Health and Family Welfare Department

2.2 Non-completion / non-functioning of trauma centres resulting in unfruitful expenditure and blocking of funds

Department failed to establish envisaged trauma centres in five hospitals even after incurring expenditure of ₹ 10.61 crore. There was further idling of funds of ₹ 7.81 crore with these hospital authorities for 30 to 57 months.

Under Centrally Sponsored Scheme (CSS) ‘Capacity Building for Developing Trauma Care Facilities in Government Hospitals located on National Highways’, Government of India (GoI) provides assistance to State Governments for construction of Trauma Centres for immediate emergency care to victims of accidents on national highways.

GoI sanctioned (October 2015) ₹ 30.04 crore (Central share: ₹ 27.04 crore and State share: ₹ 3.00 crore) for establishment and strengthening of trauma care facilities in five hospitals²⁸ of the State located at Tanda, Chamba, Hamirpur, Mandi and Rampur, and released (October 2015) its share of ₹ 17.09 crore²⁹ to the State Government as first instalment; further release of funds was to be made by GoI after (a) submission of documentary evidence of the State releasing its 10 *per cent* share, and (b) progress on construction and purchase of equipment. Construction of building was to be completed within one and half years and installation of equipment within two years of release of funds by GoI.

Scrutiny of records (October 2018 to January 2019) and information collected (between June 2019 and February 2021) from hospital authorities concerned revealed that work of

²⁸ Dr. Rajendra Prasad Government Medical College (RPGMC) Tanda: ₹ 10.27 crore; District Hospital Chamba; Regional Hospital Hamirpur; Zonal Hospital Mandi; and Mahatma Gandhi Medical Service Centre (MGMSC) Rampur: ₹ 4.942 crore each.

²⁹ Dr. RPGMC Tanda: ₹ 6.07 crore; and other four hospitals: ₹ 2.754 crore each.

establishment and strengthening of trauma care facilities was not completed as envisaged. Administrative approval and expenditure sanction of ₹ 17.09 crore was accorded by the State Government, inclusive of civil works (₹ 4.45 crore) and procurement and installation of equipment (₹ 12.64 crore) in four hospitals (Chamba, Hamirpur, Mandi and Rampur) in July 2016 and in one hospital (Tanda) in March 2017, i.e., after delay of eight and sixteen months respectively, from receipt of first instalment from GoI.

The State Government was required to release total State share of ₹ 1.90 crore (10 per cent matching share against GoI release of ₹ 17.09 crore) in respect of the five hospitals at Tanda, Chamba, Hamirpur, Mandi and Rampur. It was noted that although the State Government had released ₹ 1.33 crore for the hospitals at Tanda (March 2018: ₹ 0.67 crore) and Rampur (March 2019: ₹ 0.66 crore), the State share of ₹ 0.92 crore was not released in respect of hospitals at Chamba, Hamirpur and Mandi as of July 2020. Details of hospital-wise allocation and release are depicted in **Appendix-2.5**.

The authorities of the five hospitals at Chamba, Hamirpur, Mandi, Rampur and Tanda drew funds of ₹ 5.25 crore (between September 2016 and March 2019) from the treasury for civil work but were not able to start or to complete the civil work of construction of dedicated trauma centres as detailed below:

Site was not finalized in Chamba and Hamirpur, location was shifted in Mandi, delay due to removal of trees on site in Rampur and delay in execution of work in Tanda. An amount of ₹ 1.98 crore³⁰ remained blocked with the hospital authorities/ executing agencies for 30 to 57 months. Further, an amount of ₹ 2.78 crore³¹ incurred on civil works in three hospitals remained blocked, owing to incomplete execution of works. Details of execution of civil work are depicted in **Appendix-2.6**.

Consequently, as civil work was either not started or not completed, equipment was not procured in Rampur; equipment worth ₹ 3.62 crore was transferred to other wards of the hospital in Hamirpur, Chamba, and Mandi and equipment worth ₹ 2.52 crore was not installed in Tanda. Funds amounting to ₹ 5.83 crore³² remained blocked with three hospital authorities for 30 to 57 months. Details of procurement and installation of equipment are depicted in **Appendix-2.6**.

Thus, even after incurring expenditure of ₹ 10.61 crore on civil works and procurement of equipment and idling of funds amounting to ₹ 7.81 crore with the hospital authorities, dedicated trauma care facilities could not be made operational at any of the five hospitals at Chamba, Hamirpur, Mandi, Rampur and Tanda for more than six years from the date of sanction from GoI, due to delay in administrative approval and expenditure sanction; non-completion of civil work on account of reasons such as non-finalization of site, shifting of location and subsequent non-execution of civil work delay due to removal of

³⁰ Chamba: ₹ 36.62 lakh; Hamirpur: ₹ 76.42 lakh; Rampur: ₹ 28.07 lakh; and Mandi: ₹ 57.29 lakh.

³¹ Rampur: ₹ 118.93 lakh; Mandi: ₹ 23.71 lakh; and Tanda: ₹ 135.00 lakh.

³² Hamirpur: ₹ 100.12 lakh; Rampur: ₹ 194.40 lakh; and Tanda: ₹ 288.32 lakh.

trees on site and delay in execution of work; non-procurement, transfer or non-installation of equipment.

In the case of Rampur, Director of Health Services stated (September 2021) that civil work was in progress and equipment would be procured after completion of civil work. In case of hospitals at Chamba and Mandi, the hospital in-charge stated (April/June 2021) that the equipment procured were installed in the already existing casualty/emergency wards, wherein medical facilities were being provided to the patients.

The audit findings were referred to the Government in February 2021. The Secretary (Health & Family Welfare) stated (September 2021) that in the case of Tanda, 95 per cent civil work had been completed and procurement of equipment was in progress. However, no replies were given in respect of the other trauma care centres.

Recommendation: The Government may consider ensuring availability of encumbrance-free site and expediting the completion of civil work and procurement of equipment for the trauma centres on priority to ensure their utilization for the intended purpose.

Himachal Pradesh Public Works Department

2.3 Infertuous expenditure on abandoned road work and undue favour to contractor

Failure in planning, delay in obtaining timely forest clearance and delay in providing blasting material led to infertuous expenditure of ₹ 2.15 crore on abandoned road work. Unauthorized execution of high rate item led to undue favour of ₹ 0.53 crore to the contractor, besides depriving the people of the intended benefits.

In order to provide transport facilities in Nalagarh area of Solan district, "Construction of Swarghat Fakred Kohla Dungiplate Luttani Jhingri road ³³ " was sanctioned (December 2011) for ₹ 5.97 crore under NABARD ³⁴ loan and was planned for completion within one and a half years (i.e., June 2013). Working estimate for reduced quantity of work was approved (December 2015) by the department for ₹ 4.33 crore³⁵ and the work was finally awarded (May 2016) to a contractor for ₹ 3.68 crore (15.18 per cent below the amount put to tender) to be completed in two years (May 2018).

Scrutiny of records in November 2019 of HPPWD B&R Division, Nalagarh, revealed the following:

³³ Total length of 11.640 km from RD 0/0 to 11/640.

³⁴ National Bank for Agriculture and Rural Development; Rural Infrastructure Development Fund (RIDF-XVII).

³⁵ The amount of the Working estimate was less than the approval under NABARD loan because the department prepared Working estimate without escalation charges and contingency charges, and also reduced the scope of cross drainage works (RCC slab culvert and Hume pipe culvert).

Appendix-2.5

(Refer para: 2.2; page: 20)

Details of funds sanctioned and released for trauma centres by GoI/ State Government

(₹ in lakh)

Hospital	Total funds sanctioned		First instalment of Central Share	State share (10 per cent) required to be released	State Share actually released		Excess (+) Short (-) release of State share	Balance Central share not released due to non-compliance of conditions
	Central	State			Month	Amount		
Chamba	444.80	49.40	275.40	30.60	-	-	(-)30.60	169.40
Hamirpur	444.80	49.40	275.40	30.60	-	-	(-)30.60	169.40
Mandi	444.80	49.40	275.40	30.60	-	-	(-)30.60	169.40
Rampur	444.80	49.40	275.40	30.60	March 2019	66.00	(+) 35.40	169.40
Tanda	924.50	102.7	607.50	67.50	March 2018	67.50	00	317.00
Total	2,703.70	300.30	1,709.10	189.90	-	133.50	(-) 91.80 (+) 35.40	994.60

Appendix-2.6

(Refer para: 2.2; page: 20)

Details of non-construction/ establishment of trauma centres

(₹ in lakh)

Hospital/ Institution	Component (GoI or State share)	Amount withdrawn from treasury		Exp. up to June 2021	Unspent amount lying in bank as of June 2021		Remarks
		Month	Amount		Interest	Principal	
Regional Hospital Chamba associated with Pt. Jawahar Lal Nehru Government Medical College	Civil work (GoI)	March 2017	81.00	44.38	0.00	36.62	- Civil work not executed due to non-availability of site. Delay of more than three years due to non-identification of site. - Trauma centre is now (July 2021) proposed to be established in new medical college building under construction at Sarol, Chamba. However, the same has not been included in the plan/ estimates of the new medical college building. ₹ 44.38 lakh diverted (2017-18) from civil work towards procurement of equipment for the hospital. ₹ 36.62 lakh lying idle in savings bank account as of July 2021. - Trauma Centre not established as of September 2021 as envisaged.
	Equipment (GoI)	March 2017	194.40	194.40	0.00	0.00	- Equipment of ₹ 238.78 lakh (equipment funds: ₹ 194.40 lakh and funds diverted from civil work: ₹ 44.38 lakh) procured (November 2017 to April 2018). - Equipment not installed for the Trauma Centre and instead transferred (between February 2017 and March 2020) to different wards of the hospital (casualty department: ₹ 17.21 lakh; other departments: ₹ 153.52 lakh; Zonal Hospital, Dharamshala: ₹ 68.05 lakh).

Hospital/ Institution	Component (GoI or State share)	Amount withdrawn from treasury		Exp. up to June 2021	Unspent amount lying in bank as of June 2021		Remarks
		Month	Amount		Interest	Principal	
Regional Hospital Hamirpur associated with Dr. Radhakrishna Government Medical College (RKGMC) Hamirpur	Civil work (GoI)	September 2016	81.00	4.58	0.00	76.42	• ₹ 81.00 lakh released (September 2016) to Bharat Sanchar Nigam Limited (BSNL) for construction of trauma centre building. Work not executed by BSNL due to non-availability of clear site as the originally identified location could not be finalised by the Department. • Out of ₹ 81.00 lakh, BSNL returned (January 2021) ₹ 76.42 lakh to RKGMC after deducting service tax of ₹ 4.58 lakh. • Ground floor of the proposed medical college was identified (May 2020) for Trauma Centre after a delay of nearly four years; work to be executed by CPWD. • However, no provision of Trauma Centre was kept in the ongoing construction of medical college project and the work not started as of June 2021. • ₹ 76.42 lakh was lying in saving bank account of RKGMC Hamirpur as of June 2021.
	Equipment (GoI)	March 2017	194.40	94.28	22.73	100.12	• Equipment worth ₹ 94.28 lakh procured for the regional hospital • Unspent amount of ₹ 122.85 lakh (Principal: ₹ 100.12 lakh and interest: ₹ 22.73 lakh) lying in saving bank account of RKGMC as of June 2021.

Hospital/ Institution	Component (GoI or State share)	Amount withdrawn from treasury		Exp. up to June 2021	Unspent amount lying in bank as of June 2021		Remarks
		Month	Amount		Interest	Principal	
Zonal Hospital Mandi/Sh. Lal Bahadur Shastri Government Medical College (SLBSGMC) Nerchowk	Civil work (GoI)	March 2017	81.00	23.71	14.72	57.29	• Zonal Hospital kept ₹ 81.00 lakh in the shape of bankers’ cheque in the name of the Executive Engineer (EE), HPPWD, Mandi upto January 2019 instead of depositing the amount in saving bank account which was irregular. This resulted in interest loss of ₹ 4.25 lakh besides extension of undue advantage to the Bank (March 2017 to January 2019). • Zonal Hospital released (January 2019) ₹ 81.00 lakh to SLBSGMC, Nerchowk after decision of the Department to construct Trauma Centre at Nerchowk instead of Mandi. • Civil work not executed - SLBSGMC released (June 2019) ₹ 30.39 lakh to EE, PWD, Nerchowk for construction of toilets and other addition/alteration in existing emergency ward of the hospital. Expenditure of ₹ 23.71 lakh had been incurred by PWD and the work was in progress as of June 2021. • Out of ₹ 72.01 lakh, ₹ 6.68 lakh was lying unspent with PWD and ₹ 65.33 lakh was lying in saving bank account of SLBSGMC (Principal: ₹ 50.61 lakh and interest: ₹ 14.72 lakh) as of June 2021.
	Equipment (GoI)	March 2017	194.40	194.40		0.00	• Equipment worth ₹ 28.50 lakh procured for Zonal Hospital Mandi (irregular diversion). • ₹ 165.90 lakh transferred (February 2018) to LBSGMC Nerchowk. • LBSGMC procured equipment of ₹ 165.90 lakh and installed in the existing emergency ward. Besides, interest of ₹ 14.72 lakh was lying in bank account of SLBSGMC as of June 2021.

Hospital/ Institution	Component (GoI or State share)	Amount withdrawn from treasury		Exp. up to June 2021	Unspent amount lying in bank as of June 2021		Remarks
		Month	Amount		Interest	Principal	
MGMSC Rampur	Civil work (GoI)	December 2016	81.00	118.93	0.00	28.07	- Work was delayed due to time taken (30 months) for removal (August 2019) of trees. - State Government accorded (February 2017) administrative approval of ₹ 5.08 crore. However, funds of ₹ 66.00 lakh have been provided (April 2019) by the Department. 70 per cent of work had been completed as of September 2021.
	Civil work (State)	March 2019	66.00				
	Equipment (GoI)	December 2016	194.40	0.00	0.00	194.40	- Due to non-availability of building, equipment not procured. ₹ 194.40 lakh lying in current account as of June 2021 resulting in interest loss of ₹ 26.24 lakh (@3.5 per cent bank interest rate).
Dr. Rajendra Prasad Government Medical College (RPGMC) Tanda	Civil work (GoI)	March 2017	121.50	135.00	0.00	0.00	- All works except ramp have been completed. - Construction work of ramp was in progress as of September 2021.
	Civil work (State)	March 2018	13.50				
	Equipment (GoI)	March 2017	486.00	251.68	99.90	288.32	- Procurement process for equipment started and tender for execution of medical gas pipeline system was under process. - Expenditure of ₹ 251.68 lakh has been incurred on equipment (including ₹ 100.00 lakh on medical gas manifold system in progress as of September 2021). Balance ₹ 388.22 lakh (principal: ₹ 288.32 and interest: ₹ 99.90 lakh) lying unutilised in saving bank account of Dr RPGMC as of September 2021. - Trauma Centre to be made operational on completion of civil work, procurement of equipment and availability of manpower.
	Equipment (State)	March 2018	54.00				
Total	-	-	1,842.60	1,061.36	137.35	781.24	-

Source: Information supplied by the Department.