	
Packed/ unused bedding as on 16.10.2018	**Bedding and ECG machine as on 16.10.2018**

In order to make Trauma Hospital functional, Director Health Services, Jammu submitted (May 2016) proposal for creation of 112 posts of Doctors/ Paramedical staff to the Government, which had not been approved (December 2018). Despite taking over the main building from JKPCC in December 2015, the Trauma Hospital could not be made functional (December 2018) over last three years, due to non-creation of posts and non-establishment of laboratory/ diagnostic facilities, operation theatre, blood bank and ambulance, etc. thereby rendering the investment of ₹394.59 lakh[68] unfruitful.

On being pointed out in audit, the CMO, Doda stated (November 2017/ March 2018) that the Trauma Hospital was not functional; however, one Medical Aid Centre and one New Type Public Health Centre (NTPHC) having sanctioned staff of five[69]were functioning in the building. The fact remains that the available staff was not sufficient to make the trauma hospital functional which required 112 posts of Doctors/ Paramedical staff. Besides, there were 177 accidents[70] in the area during the last three years[71] in which 286 persons got injured and 46 died and the failure to operationalise the Trauma Centre to provide immediate medical treatment to such accident victims has resulted in unfruitful expenditure of ₹394.59 lakh.

After the matter was referred to Government/ Department in May 2018; Director Health Services, Jammu stated (July 2018) that approval of Government for creation of various categories of posts was awaited despite reminders issued in May/ June 2018. Reply of the Government was awaited (September 2019).

3.8 Unfruitful expenditure/ blocking of funds on non-functional SNCUs/ SPVs

Failure of Health and Medical Education Department to procure the medical equipment for SNCU Sarwal over a period of more than two years, post staff for SNCUs Bhaderwah and Gandoh and make two solar power generators functional resulted in unfruitful expenditure of ₹122.18 lakh and blocking of ₹44.82 lakh. The envisaged services for care of newborns could not be ensured despite availability of funds and engagement of additional staff.

The Special Newborn Care Units (SNCU) were provided in the District Hospitals under National Health Mission (NHM) and in some of the Community Health Centres

68 Building: ₹360.24 lakh; Land acquisition: ₹25 lakh; Equipment/ furniture: ₹9.35 lakh

69 Medical Officer: one; Female Multipurpose Health Worker: one; Field worker: one; Casual worker: one; Senior Pharmacist: one

70 Information provided by SSPs Ramban, Doda and Kishtwar

71 2015-16: 46; 2016-17: 55; 2017-18: 76

(CHCs) under 13th Finance commission. These were to be established as per facility based Newborn care operational Guidelines, 2011 for planning and implementation issued by Ministry of Health and Family Welfare (MOH&FW), Government of India. Services to be provided at these facilities included care at birth[72], care of normal newborn[73] and sick newborn[74].

(I) For establishment of Special Newborn Care Unit (SNCU) at Government Hospital Sarwal, Jammu, the Mission Director, National Health Mission, Jammu and Kashmir released (February 2014/ November 2015) an amount of ₹51 lakh[75] to District Health Society, Jammu. The indicative cost of ₹51 lakh for setting up of the SNCU included renovation/ civil works (₹16 lakh), equipment/ furniture (₹25 lakh), consumables (₹3.50 lakh) and maintenance cost (₹6.50 lakh). Department had not fixed any target date for completion of the project. One Paediatrician, four Medical Officers (MBBS) and five Staff Nurses were also approved during 2014-15 for the SNCU. However, only one Medical Officer and five nurses were posted in November 2014 and October 2016, respectively. Audit scrutiny of the records (January 2018) of Medical Superintendent (MS) of the hospital revealed that an expenditure of ₹6.18 lakh had been incurred (December 2014/ April 2015) on installation of air conditioners (₹0.99 lakh) and execution of civil works (₹5.19 lakh) for modifying the already existing ward into SNCU. Further, an amount of ₹44 lakh was advanced (November 2015) to Managing Director, Jammu and Kashmir Medical Supplies Corporation Limited (JKMSCL) for procurement of 47 different types[76] of equipment, out of which ₹15.50 lakh were returned back in March 2018. The equipments were not received (March 2019) and SNCU was not made functional (March 2019). Despite availability of funds and posting (November 2014) of one Medical Officer for the SNCU, the patient care continued to suffer and led to referral of newborn patients[77] to other hospital[78]. Staff[79] posted for the SNCU were deployed in labor room and Gynae ward of the hospital on roster basis. Thus, the failure to procure the medical equipment over a period of four years and to make the SNCU functional resulted in unfruitful expenditure of ₹6.18 lakh and blocking of ₹44.82 lakh[80].

On being pointed out (January 2018) in Audit, the Medical Superintendent stated (March 2019) that the SNCU would be made functional as soon as the equipment are received. However, JKMSCL had not supplied the medical equipment (March 2019) and the envisaged services for care of newborns could not be ensured despite

72 Prevention of infection, provision of warmth, resuscitation, early initiation of breast feeding, weighing of newborn

73 Breast feeding and feeding support

74 Managing of low birth weight infants/ sick newborns, follow up of all babies discharged from the units and high risk newborns, immunisation services, referral services

75 February 2014: ₹25.50 lakh; November 2015: ₹25.50 lakh

76 Hospital equipment: 31; Laboratory equipment: 4; General equipment: 7; Equipment for disinfection: 5

77 2016-17: 6 cases; 2017-18: 5 cases; 2018-19 (upto December 2018): 3 cases

78 Sh. Maharaja Gulab Singh (SMGS) Hospital, Jammu

79 One medical officer and five staff nurses

80 Includes unspent balance of ₹16.32 lakh held in saving bank account of Rogi Kalyan Samiti of Government hospital Sarwal and ₹28.50 lakh lying with JKMSCL

availability of funds and engagement of additional staff. It was also stated (October 2019) that JKMSCL has supplied machinery equipment worth ₹21.61 lakh and SNCU was made functional since 7th September 2019. However, the fact remains that the amount of ₹44.82 lakh remained blocked for around four years and despite advance payment, the JKMSCL has still not supplied equipment worth ₹6.89 lakh.

The matter was referred to the Government/ Department in June 2018; despite of reminders issued in December 2018, May 2019 and September 2019, their reply was awaited (September 2019).

(II) Similarly, for establishment of SNCUs at Community Health Centre (CHC) Bhaderwah and CHC Gandoh, Chief Medical Officer (CMO) Doda released (August 2014) an amount of ₹85 lakh to Block Medical Officers (BMOs) Bhaderwah (₹42.50 lakh) and Gandoh (₹42.50 lakh) under 13th Finance Commission. Staff comprising of four Medical Officers (MBBS) to be engaged on contract basis, two ANMs [81] and one Lab Technician were also approved for the SNCU during 2014-15. It was observed (August 2017/ October 2018) that an expenditure of ₹85 lakh was incurred during 2014-15 on modification of patient care wards and purchase of machinery/ equipment for SNCUs. However, the SNCUs were not functional as the staff sanctioned for the units had not been posted (March 2018). Due to the non-functional SNCUs, 80 neonates[82] were referred to Government Hospital Jammu/ Doda during 2014-15 to 2017-18 despite the expenditure of ₹85 lakh incurred on setting up of SNCUs.

Audit scrutiny also revealed that a Solar Photovoltaic (SPV) Power Generator procured (September 2012) through Jammu and Kashmir Energy Development Agency (JKEDA) at a cost ₹36.75 lakh received (December 2013) at CHC Bhaderwah was not functional. The supply order issued by JKEDA, among other things included installation, commissioning, testing and free maintenance of SPV power generators for five years. The plant was, however, not fully installed due to issues relating to cables and the issue was duly reported (August 2015) to the CMO Doda. No installation certificate was issued. The matter regarding non-functioning of the SPV generators was again brought to the notice of the CMO Doda in the months of August and November 2017, but no action was taken. Similarly, SPV Power Generator costing ₹36.75 lakh received (November 2014) and commissioned (August 2015) in CHC Gandoh was non-functional since last one year. Despite the mandated five years free maintenance service provision, the department did not enforce the same and the two SPV power generators remained non-functional (March 2019). Thus, the failure to make the SPV Power Generators operational resulted in unfruitful investment of ₹73.50 lakh.

On being pointed out, BMO Bhaderwah while admitting the facts, stated (August 2017/ March 2018) that the matter regarding posting of staff and non-functioning of SPV Power generator had been taken up with the higher authorities. It was also stated (April 2019) that the SNCU was made functional from 1st April 2019.

81 Auxiliary Nursing Midwife

82 CHC Bhaderwah: 69; CHC Gandoh: 11

Although two Female Multi Purpose Health Workers (FMPHW) and one Lab Technician were posted in CHC Gandoh, no medical officer/ paediatrician had been posted, and the SNCU was non-functional (March 2019). The fact remains that due to lackadaisical attitude of the health authorities, the SNCU Gandoh and two SPV Power generators continued to remain non-functional/ non-operational (March 2019), which resulted in unfruitful expenditure of ₹1.16 crore.

The matter was referred to the Government/ Department in August 2018; despite of reminders issued in December 2018, May 2019 and September 2019, their reply was awaited (September 2019).

3.9 Unfruitful expenditure and interest liability

Departmental failure to ensure the availability of land before taking up the construction of hospital buildings and execute works as per cost estimates and ensure their completion over a period of eight years, resulted in unfruitful expenditure of ₹1.16 crore and interest liability of ₹44.21 lakh on the borrowed funds.

On the request of Health and Medical Education Department, the Executive Engineer (EE), Public Works Department (PWD), Roads and Buildings (R&B) Division-III Jammu and EE, PWD, R&B Division-II Jammu, submitted (October 2008 and January 2009) proposals for construction of Indian System of Medicine (ISM) centre (Unani and Ayurvedic) at Agahar Majoor Akhnoor and ISM Dispensary Rabita of District Jammu under NABARD[83] loan assistance[84], at an estimated cost of ₹45.07 lakh[85] and ₹54.95 lakh, respectively. The estimates in respect of ISM centre Agahar Majoor was revised to ₹65.15 lakh in January 2009. The ISM centre Agahar Majoor was to be completed in three years and the ISM Dispensary Rabita in one year. Copies of the Administrative approval were not made available to audit on the plea that relevant records of these projects had been submerged and destroyed in 2014 floods.

Audit scrutiny (September 2016/ May 2018) revealed that construction work on ISM Dispensary Rabita taken up in February 2010 was stopped after incurring an expenditure of ₹52.89 lakh[86]. An expenditure of ₹17.82 lakh was incurred[87] on items not covered in the original DPR[88] for which a revised DPR for ₹89.50 lakh was framed which had not been approved (September 2019) and the building could not be completed for want of funds. Similarly, construction of ISM centre Agahar Majoor was allotted in February 2010 and an amount of ₹62.71 lakh[89] was released to PWD, R&B Division-III Jammu during 2009-10 to 2012-13. However, the land for construction work was handed over in 2012-13 and the construction work started only from December 2013 which was still incomplete (December 2018). Despite incurring

83 National Bank for Agriculture and Rural Development
84 Loan: 90 *per cent*, State Share: 10 *per cent*
85 Revised to ₹65.15 lakh in January 2009
86 2009-10: ₹15.71 lakh; 2010-11: ₹12.21 lakh; 2011-12: ₹16.88 lakh; 2012-13: ₹8.09 lakh
87 Compound wall, breast wall and leveling of land
88 Detailed Project Report
89 2009-10: ₹18.62 lakh; 2010-11: ₹14.10 lakh; 2011-12: ₹9.35 lakh; 2012-13: ₹20.64 lakh