

3.7.2 Improper planning leading to idling of three multi-storeyed buildings at Rajiv Gandhi Government General Hospital

Improper planning and failure to assess the actual requirements by RGGGH and DME led to idling of three structurally completed multi-storeyed buildings constructed at a cost of ₹ 55.33 crore thereby depriving critical care to the needy patients.

With a view to create better facilities for the increasing number of patients visiting the Rajiv Gandhi Government General Hospital (RGGGH), GoTN, during 2015-16, accorded administrative and financial sanction for construction of four new multi-storeyed buildings at an estimated cost of ₹ 124.48 crore. Although, the civil works of three buildings were completed between February 2017 and June 2018 (**Appendix 3.11**), the buildings were not commissioned (March 2020) due to non-completion of electrical works due to delay in Revised Administrative Sanction (RAS). Civil work in respect of the fourth building was in progress.

The status of the buildings as of December 2019 was as given in **Table 3.17**.

Table 3.17: Status of multi-storeyed buildings sanctioned for RGGGH

Name of the Block	Date of sanction & Estimate amount in ₹	Scheduled date for completion	Date of completion of civil works and expenditure in ₹	Date of request for RAS and additional amount sought in ₹	Date of RAS Sanction
Rheumatology	10-04-2015/ 19.65 crore	July 2017	February 2017/ 16.37 crore	February 2018/ 3.47 crore	August 2019
Nephrology and Urology	03-09-2015/ 29.48 crore	August 2017	March 2017/ 24.24 crore	July 2018/ 5.47 crore	August 2019
Hepatology	12-02-2016/ 16.70 crore	August 2017	June 2018/ 14.72 crore	June 2018/ 5.03 crore	August 2019
Out Patient	12-03-2015/ 58.65 crore	June 2019	In progress	Not applicable	

(Source: Details collected from RGGGH)

The reasons for non-commissioning of the three structurally completed buildings are discussed below:

- The Health Minister during a site visit (November 2016), instructed the Dean, RGGGH to increase the existing bed strength of Rheumatology ward from 50 to 100 and to provide additional air-conditioning (AC) facilities. The proposed expansion of the just completed Rheumatology building warranted additional construction. The Dean, RGGGH and PWD took more than one year to submit the RAS to the Government.
- The new block for Nephrology and Urology departments, originally did not have provision for centralised air-conditioning.

The Directors of Nephrology and Urology departments (March 2017) requested for AC facilities for several units of the new building. This necessitated a proposal for construction of a separate electrical sub-station to handle the electrical load and related electrical works. PWD took more than a year to seek the required additional funds through RAS.

- Similarly, the Head of the Department (HoD) of Hepatology also requested (December 2017) additional AC facilities in the under construction building. The additional features requested by the HoD warranted additional electrical works and extension of medical gas line facilities which were not provided for in the original estimates. Based on the new demand, PWD sought for RAS in June 2018.
- GoTN returned (October 2018) all the three RAS proposals with direction to bring down the estimate by obtaining a common new HT service connection for the three buildings. Director of Medical Education (DME), however, submitted (January 2019) a detailed report to GoTN stating that clubbing would be uneconomical and provision of power supply transformers to individual multi-storeyed buildings would be more advantageous to the functioning of the hospital. GoTN accepting the justification furnished by DME and accorded (August 2019) RAS to all the three proposals. The abnormal delay of 14 to 18 months in according RAS also contributed to the delay in completion of all the three blocks.

Audit observed that the plan/drawings of the three buildings were vetted by the Dean, RGGGH prior to formal sanction. The Dean, RGGGH admitted (January 2018) in his letter to PWD that air-conditioning for compulsory areas was left out in the original plans. Further, the original estimate did not provide for uninterrupted power supply for critical facilities in Nephrology and Urology block. These lapses proved that the Dean and DME did not comprehensively assess the facilities required for the buildings at the planning stage, which necessitated initiation of RAS proposals resulting in idling of newly constructed multi-storeyed buildings for periods ranging from 22 months to 37 months (as of March 2020), for want of electrical supply.

The avoidable delay in commissioning of the above buildings, besides causing idling of the infrastructure, had impacted service delivery by the prestigious hospital in the following manner.

- The Nephrology department received (2018) 15 new Haemodialysis machines for installation at the new block. The delay in the commissioning of Nephrology block had consequently resulted in delay in installation of these new dialysis machines thereby depriving the much sought after life saving procedure to needy patients with renal diseases.

- The new Hepatology block, *inter alia*, was conceived to strengthen the 'Liver Transplant Unit'. Delay in commissioning of the Hepatology building, due to non-provision of power connection, had resulted in non-delivery of liver transplantation services to the needy patients despite availability of necessary expertise.
- A Viral Research and Diagnostic Laboratory (VRDL), sanctioned in 2013 under a Centrally sponsored scheme, which was to be housed in the sixth floor of the Hepatology block, is still not operational due to non-provision of power connection, despite sanction of ₹ 1.74 crore in November 2016.

Thus, the failure to assess the actual floor space and power supply requirements by RGGGH and DME during the conceptual stage itself, led to idling of these structurally completed multi-storeyed buildings constructed at a cost of ₹ 55.33 crore⁸⁰ for more than four years, and resulted in deprivation of critical care to the needy patients. The Dean, RGGGH did not explore the possibility of using these buildings pending provision of additional facilities.

Audit recommends that the HoDs should exercise due diligence while vetting building plans prepared by PWD. Early action may be taken to complete the pending works to put the building to use.

HOME, PROHIBITION & EXCISE AND REVENUE & DISASTER MANAGEMENT DEPARTMENTS

3.7.3 Money kept outside the Government account

In violation of codal provisions and State Disaster Response Fund guidelines, Fire and Rescue Service Department withdrew the money from State Disaster Response Fund without any need forecast, leading to blocking of ₹ 24.96 crore in saving bank account and consequent loss of interest of ₹ 1.24 crore.

Based on the recommendations of the Thirteenth Finance Commission, State Disaster Response Fund (SDRF) was constituted for meeting the expenditure towards provision of immediate relief to the victims of natural disasters such as cyclone, drought, earthquake, fire, flood, tsunami, etc. Both GoI and GoTN provide funds to SDRF for meeting disaster relief expenditure. As per SDRF guidelines, accretions under SDRF should be invested in Central Government Dated Securities, Auctioned Treasury Bills, etc.

⁸⁰ Rheumatology block - ₹ 16.37 crore, Nephrology and Urology block - ₹ 24.24 crore, Hepatology block - ₹ 14.72 crore.

Appendix 3.11

(Reference: Paragraph 3.7.2; Page 98)

Status of pending works at RGGGH, Chennai

(As of December 2019)

Sl. No.	Name of the department and work (Construction of building for)	Forwarding of rough cost estimate by DME	GoTN's sanction		Civil Works				RAS (₹ in crore)	
			Date	Estimate amount (₹ in crore)	Approximate amount of work to be done (₹ in crore)	Date of commencement	Work to be completed within	Date of completion of main civil works	1 st RAS amount and date of sanction	2 nd RAS amount and date of sanction
1	Out Patients (Basement + Ground (G) + 8 Floors)	24-11-2014	12-03-2015	58.65		17-08-2016	-	In progress*	-	-
2	Rheumatology (G + 8 Floors)	17-11-2014	10-04-2015	19.65	17.00	22-01-2016	18 months (22-07-2017)	25-02-2017	23.12/ August 2019	-
3	Nephrology and Urology (G + 8 Floors)	17-02-2015	03-09-2015	29.48	24.24	12-02-2016	18 months (12-08-2017)	10-03-2017	29.89/ June 2017	35.36/ August 2019
4	Hepatology (G + 5 Floors)	25-08-2015	12-02-2016	16.70	14.41	29-02-2016	18 months (29-08-2017)	08-06-2018	21.73/ August 2019	-
				1.71	For provision of (i) Furniture, (ii) Bed head panel for medical gas, (iii) LEAD door shutters, (iv) Cupboard shutters and (v) Granite slab for countertop platforms.					
Total estimate amount (124.48 + 1.71)				126.19						

* GoTN accorded AS for ₹ 42.88 crore for construction of three additional floors in January 2018