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**REMINDER  
MOST URGENT**

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**DIRECTORATE GENERAL OF HEALTH SERVICES  
GOVT. OF N.C.T. OF DELHI  
F-17, KARKARDOOMA, SHAHDARA, DELHI-110032  
PLANNING BRANCH**

E-mail: [cmop1gdhs.delhi@nic.in](mailto:cmop1gdhs.delhi@nic.in)  
F.No. DH&FW-R/11/2015-Addl. Secretary (PGR)-Secy(H&FW)/156636 Dated: 11/4/16  
To, 156641

The Chief Executive Officer (DUSIB),  
Delhi Urban Shelter Improvement Board, GNCTD,  
Punarwas Bhawan, IP Estate,  
New Delhi-110002.

G-163 (2P)  
12/04/16

**Sub: Regarding opening of Aam Aadmi Mohalla Clinic on vacant lands of Delhi Govt. Department in the form of semi permanent structure**

Sir/Madam,

This is in the reference of this office email dated 17/03/2016 on the subject cited above vide which it was conveyed the decision taken in the meeting with Hon'ble Health Minister, GNCTD regarding the subject of NOC from land owning agencies for Mohalla Clinic as per the relevant clauses of the Cabinet Decision dated 10/11/2015, mailed to you, the copies of which are again enclosed herewith. But till date, no information has been received in this office so far.

In this regard, you are once again requested to permit/issue NOC for installation of Mohalla Clinic Porta Cabin structures on the plots under your jurisdiction, in public interest.

Yours faithfully,

D.U.S.I.B.  
IAL  
Dy. No. 124  
Date 18/04/16

(2P)

Encl.: As above

(Dr. Arun Banerjee)  
Addl. Director (Plg.)

F.No. DH&FW-R/11/2015-Addl. Secretary (PGR)-Secy(H&FW)/156636 Dated: 11/4/16  
Copy to: 156641

1. OSD (Health) to Hon'ble Minister, GNCTD, 7<sup>th</sup> floor, A-wing, Room No. 702, Delhi Secretariat, I.P. Estate, New Delhi-110002.
2. Dr. R.N. Das, Addl. Secretary (H&FW), GNCTD, room No. 706, 7<sup>th</sup> Level, A-Wing, Delhi Secretariat, I.P. Estate, New Delhi-110002.
3. Mr. A. K. Rajdev, CPM(Health), PWD, GNCTD, 6<sup>th</sup> Floor, MSO Building, IP Estate, New Delhi-110002.
4. PS to Secy (Health), H&FW Department, GNCTD, 9<sup>th</sup> Level, Delhi Secretariat, IP Estate, New Delhi-110002.
5. PS to DGHS.

(Dr. Arun Banerjee)  
Addl. Director (Plg.)

Dir/Am

put up by 18/4/16  
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Please put up today  
itself

SA Kanheya w.r. 11/1

R-130/n (P) 2016  
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R-585/DIR (A.M.) 16  
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Mr. 57  
the decision with  
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18/4/16  
18-4-16

File No. DH&FW-R/11/2015-Addl. Secretary (PGR)-Secy (H&FW)  
Receipt No. 13063/2015/Addl. Secretary (PGR)

**CONFIDENTIAL**  
**CABINET MATTER**

GOVERNMENT OF NATIONAL CAPITAL TERRITORY OF DELHI  
GENERAL ADMINISTRATION DEPARTMENT  
(CO-ORDINATION BRANCH)  
DELHI SECRETARIAT, I.P. ESTATE, NEW DELHI

No. F. 3/3/2013/GAD/CN/dsgad/iii/ 5738-5749

Dated: 12.11.2015

**CABINET DECISION NO. 2244 DATED 10.11.2015**

**Subject:** Proposal for setting up a total of 1000 Primary Health Care facilities (Aam Adami Mohalla Clinics) through Public Work Department at an estimated cost of Rs. 208.59 crore for providing quality primary health care accessible within communities in Delhi and for resources required for operationalisation of these Aam Adami Mohalla Clinics.

**Decision:** The Council of Ministers deliberated on the proposals contained in the Cabinet note of Secretary (H&FW). After taking into account that the structures proposed to set up 'Aam Adami Mohalla Clinics' are 'Pre-Engineered Insulated Box type Re-locatable Structures', Cabinet approved proposals as in Paras-11.1, 11.2, 11.5 & 11.6 of the Cabinet note.

The Cabinet also gave in principle approval to proposals in Para-11.3 & 11.4. Department will obtain approval of the competent authority after putting up detailed proposals in this regard.


- Sd/-

(K.K. Sharma)  
Secretary to the Cabinet

Dated: 12.11.2015

No. F. 3/3/2013/GAD/CN/dsgad/iii/ 5738-5749

1. Secretary to Lt. Governor, Govt. of NCT of Delhi.
2. Pr. Secretary to the Chief Minister, Govt. of NCT of Delhi.
3. Secretary to Dy. Chief Minister, Govt. of NCT of Delhi.
4. Secretary to Minister, Transport, Govt. of NCT of Delhi.
5. Secretary to Minister, Health, Govt. of NCT of Delhi.
6. Secretary to Minister, Women and Child, Govt. of NCT of Delhi.
7. Secretary to Minister, Tourism, Govt. of NCT of Delhi.
8. Secretary to Minister, Food and Supply, Govt. of NCT of Delhi.
9. Secretary (H&FW), Govt. of NCT of Delhi, with request to upload ATR on CDMS.
10. OSD to Chief Secretary, Govt. of NCT of Delhi.
11. Hindi Officer, Language Department, Govt. of NCT of Delhi for translation.
12. Guard file

  
(Arvind Ray)  
Joint Secretary to the Cabinet

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SECRET

(F.No. 8(83)/AS (PGR)/H&FW/2015/CD No.112339639)  
GOVERNMENT OF NATIONAL CAPITAL TERRITORY OF DELHI  
HEALTH & FAMILY WELFARE DEPARTMENT  
9<sup>TH</sup> LEVEL, 'A' WING, DELHI SECRETARIAT, I.P. ESTATE, NEW DELHI- 110002

Minister-in-charge : **Satyender Jain**  
Minister of Health & Family Welfare  
Secretary-in-charge : **Amar Nath**  
Secretary (Health & Family Welfare)

NOTE FOR THE COUNCIL OF MINISTERS

**Sub: Proposal for setting up a total of 1000 Primary Health Care facilities (Aam Adami Mohalla Clinics) through Public Work Department at an estimated cost of Rs.209.59 crore for providing quality primary health care accessible within communities in Delhi and for resources required for operationalisation of these Aam Adami Mohalla Clinics.**

**1. Background**

- 1.1. The Department of Health & Family Welfare Department (H&FW), Government of National Capital Region of Delhi (GNCTD) owns and operates 36 allopathic hospitals with over 10,000 beds, over 260 dispensaries, 45 mobile health clinics, 150 ambulances and a Medical College. The department also owns & operates colleges; hospitals and dispensaries in Ayurveda, Yoga, Unani, Siddha & Homeopathy (AYUSH) Stream. These health facilities provide a range of preventive, promotive, curative and rehabilitative health care services, teaching, training and research.
- 1.2. The Department runs many central & state level health programmes in the areas of Maternal and Child Health, Public Health etc and is also involved in health regulations in the areas of food safety, drugs and cosmetic acts, health manpower regulation; regulation of private nursing homes; Pre-conception and Pre-Natal Diagnostic Techniques Act (PCPNDT Act); Medical Termination of Pregnancy (MTP Act), Transplantation of Human Organ Act (THOA Act), etc.

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1.3. To manage and provide services the department has various categories of health staff, totalling over 30,000.

1.4. A snapshot of key annual performance is as under:-

Total OPD	:	Over 3.35 crore
IPD	:	Over 6.00 lacs
Lab Tests	:	Over 2.42 crores
X-Rays	:	Over 17 lakhs

1.5. This note seeks approval of Council of Ministers for setting up a total of 1000 Primary Health care facilities (Aam Adami Mohalla Clinics), through Public Works Department (PWD) at an estimated cost of Rs. 209.59 crore for providing accessible and quality primary health care within easy reach of communities in Delhi and for resources required for operationalisation of these Aam Adami Mohalla Clinics

## 2. Context of setting up 1000 Aam Adami Mohalla Clinics

2.1. Government of National Capital Territory of Delhi has been providing accessible and quality health services through Primary, Secondary and Tertiary Health facilities. The primary healthcare is delivered through clinics/dispensaries; secondary healthcare is delivered through multi-specialities hospital and tertiary healthcare is delivered through super-specialty hospitals. These are designed to be interlinked with a referral system that should ensure effective and efficient healthcare and proper utilization of resources. These Health facilities cater to the needs of not only population of Delhi, but also of the migratory and floating population from the neighbouring States which constitute considerable share of patient load.

2.2. At a primary level, presently the approach is to set up one dispensary for every 30000-50000 population. There are about 261 primary health facilities: dispensaries run by Health and Family Welfare department government of Delhi, in all parts of Delhi serving catchment population around these. At present the distribution of primary health facilities is in-equitable, some areas being over served and many under-served / un-served. The spatial distribution of health facilities is at Annexure-1. A geo-spatial analysis of primary health facilities belonging to all agencies combined, shows that 85 dispensaries serve less than 25000 population, 121 dispensaries serve about 25000-50000 population, 122 dispensaries serve

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- ✓ 3.1. The Aam Adami Mohalla Clinic will be set up in about 50-60 sq. meter built up area, in a plot of about 100-150 sq. meter, in a semi-permanent structure built with a modern technology and latest design in an economical way.
- ✓ 3.2. It is proposed that the Aam Adami Mohalla Clinics will serve about 10000 – 15000 population so that it is easily accessible within about 1 km, so that people have an easy access and may not have to walk for more than 10-15 minutes to access health services.
- 3.3. One staff each, from the following categories will be provided at each Aam Aadmi Clinic:-
- Medical Officer
  - Pharmacist
  - Auxiliary Nursing Midwife (ANM) - One ANM has been allocated 10,000-15,000 populations in the present structure. This ANM will be repositioned at this clinic along with attached ASHA workers
  - Lab technician/Lab attendant
  - Housekeeping cum security – outsourced
- 3.4. Following key health care services will be provided at AAMC. These are indicative and not exhaustive.
- Basic medical care, based on standard treatment protocols, like:
    - Curative care for common illnesses like fever, diarrhoea, dysentery, Upper Respiratory Tract Infection (URTI), Urinary Tract Infection (UTI), skin problems, Respiratory Tract Infection (RTI)/Sexually Transmitted Infection (STI) etc.
    - First aid for injuries/burns, dressing and management of minor wounds.
    - Referral and subsequent follow up for specialised care.
  - Special clinics as per need will be organised from time to time.
  - Investigations: basic point of care investigations like Haemoglobin, Blood sugar, Blood group, Urine routine, VDRL (for syphilis), pregnancy test etc. For tests not possible at AAMC, the facility will be linked to the nearby mother lab /centralised labs where the samples drawn at the clinic will be transported and the report sent to the patient electronically. In the budget 15-16, it is proposed to set up Five centralized labs with modern facility in North, South, East, West

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and Central Delhi during current financial year to provide diagnostic services to the patients visiting Mohalla Clinic.

- (iv) Mini Diagnostic Lab - Besides point of care tests, it is proposed to establish mini diagnostic labs - one each in AAMC, to provide about 50 tests. At present feasibility and practicality of providing up to 50 rapid tests is being piloted in the prototype AAMC.
- (v) Drugs: Essential and special drugs as per the scope of services and local needs will be provided free of cost. Drugs would include follow-up drugs required by patients seen at higher centres.
- (vi) *The DGEHS scheme may not be possible at AAMC in view of limited staff available for providing the clinical services. The DGEHS beneficiaries can avail these services from Polyclinics. Till such time Polyclinics are established, the DGEHS services will be provided from the existing dispensary set up.*
- (vii) Preventive and promotive services like:
  - a) Immunization services.
  - b) Antenatal and postnatal care for the pregnant women.
  - c) Assessment of nutritional status and treatment/counselling for malnutrition.
  - d) Preventive & promotive components of other National/State health programmes.
- (viii) Health, Information, education & awareness.

3.5. Besides above, Dental clinics and or other medical care services may also be provided in the identified AAMCs. The designs & set up of such clinics will be suitably modified.

3.6. The usual timings will be from 8.00 am to 2.00 pm with flexibility to tune as per the needs of the local community, keeping in view of the need of the people that may not have to take off from their daily wages/work on account of accessing medical care.

3.7. It is proposed that some Mohalla Clinics may be run in evening shifts also.

3.8. To ensure punctuality and attendance, *Aadhar linked biometric attendance* will be introduced.

3.9. *Registration of the Patient* will be done for all the resident of the community in an Information Technology (IT) based online health information and management system (HIMS) and all the patient data will be available at all times at all locations.

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It is proposed that the facility will be paperless and entirely based on web based HIMS with Electronic Medical Record of each patient.

- 3.10. Sitting arrangement in the waiting area will have display screen which will continuously display health educational and awareness messages.
- 3.11. For queue & time management Token vending machine will be provided so that the patient can collect coupon and wait for their turn.
- 3.12. Every AAMC will be linked to Polyclinics for logistic support and referral of patients needing specialist care with further linkages to the secondary and tertiary hospitals for maternity services / indoor care. The follow up of patients after availing specialist / indoor medical care in higher centres will be provided at the clinics.
- 3.13. Monitoring and Reporting will be through IT based HIMS and Management Information System so that all performance reports will be auto generated & can be monitored from any location.
- 3.14. Management and control: AAMC will be managed and controlled by the respective regional directorates under the re-organised health services. Alternatively other modes for management like Society duly constituted by the Government of Delhi under the Societies Registration Act, 1860, will be explored for better efficiencies & required functional autonomy in management.
- 3.15. *Community involvement*: the community participation in management of the AAMC will be explored through various innovative means
- 3.16. Insurance of the AAMC will be explored and a unit for quick and efficient maintenance of AAMC, will be setup

#### 4. Execution of work through PWD

4.1. The AAMC will be constructed by the PWD after fully and completely following the codal formalities. A Preliminary Estimate (Annexure-4) has been prepared by PWD to set up 1000 Aam Adami Mohalla Clinics at an estimated capital cost of Rs.209.59 crore and the abstract of costs is as under:

a) Cost of Civil Work	: Rs	15659,59,590.00
b) Cost of Electrical Work	: Rs	3872,54,442.00
c) Cost of Furniture Work	: Rs	645,85,591.00

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d) Cost of Medical Equipments Work : Rs 781,39,660.00

**Total - 209,59,39,283.00**

The details of design, scope, schedule of quantities and cost estimates are enclosed at Annexure -4

- 4.2. The one-time costs of medical equipments are estimated at approximately Rs.3 lacs per AAMC totalling to Rs.30 crore for 1000 AAMC. The Medical Equipments will be procured by the Health Department through Central Procurement Agency (CPA). The provision of Rs.7.8 crore kept for Medical Equipments in P.E prepared by PWD will be utilized by the CPA and provision of additional Rs. 22.20 crore required towards procurement of Medical Equipments, will be kept in budget of Health Department as mentioned in para 7.
- 4.3. The costs of Furniture are based on prototype and the requirements for these items will be finalised by the PWD in consultation with the Health Department as per user experience and feedback.
- 4.4. As per the Design and scope submitted by PWD (Annexure-4), the AAMC will be set up in pre-engineered box type insulated detachable and relocatable Porta Cabins structure, with false ceilings. It will be a 2 room structure. The flooring will have vitrified tiles. There will be one common bathroom. Besides furniture, it will have Two Air-conditioner units; Two Fridges; UPS systems; LED TV with DTH set-top box; automatic token vending and display machine.
- 4.5. The details of the preliminary estimates along with brief of work/specifications/schedule of quantities and cost estimates are placed at Annexure-4. The capital cost of setting up one AAMC is estimated at about Rs. 20 lakhs. It is expected that it will take approximately 6 – 12 months to ready the porta cabins.

**5. Sites for setting up the Aam Adami Mohalla Clinics**

5.1. It is proposed to establish Aam Adami Mohalla Clinics in an equitable and uniform manner in all parts of Delhi, meeting the deficit in services in underserved/unserved vulnerable areas in first phase. For setting up Aam Adami Mohalla Clinics an area of about 100-150 sq. meter is required with road connectivity for free access to ambulance and supplies.



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- 5.2. All the Hon'ble Members of Legislative Assembly have been requested to recommend sites for the Aam Adami Mohalla Clinics as per the priority and needs in their constituencies.
- 5.3. Health Department has constituted district-wise committees to identify and finalise the suggested locations. So far over 1018 sites have been provisionally identified based on the need of the population.
- 5.4. The AAMC will be set up in temporary structures at suitable sites, as per local needs and will be re-located if required so by the land owning / maintaining agencies - DDA / DUSIB / DJB / MCD / Irrigation & Flood / PWD / DSIIDC / MTNL / Gram panchayat departments / RWA etc. Departments under Govt. of NCT of Delhi may be allowed to permit setting up AAMC at suitable sites.
- 5.5. The land already in possession of department for the purpose of developing health facilities will also be considered for setting up AAMC.

**6. Manpower and other Resources required for Aam Adami Mohalla Clinics** – In addition to the estimated construction cost of 209.59 crore, following resources will also be required for setting up and operationalising the AAMC -

- 6.1 Manpower: To run, AAMC, manpower as detailed in para 3.3 will be required. To meet manpower requirements for 1000 AAMC, following are proposed:
- a) As per re-organised health structure (para 2.4), the existing dispensaries, running from own premises (131), will be converted to multi-speciality clinic (Polyclinic). The staff of these existing dispensaries will be re-deployed in AAMC.
- b) The existing dispensaries running from the rented premises (123) including seed PUHCs (62) will be shifted to AAMC and their manpower will be redeployed in the AAMC.
- c) Rationalization of manpower working in the hospitals/offices/other health facilities will be done for re-deploying some of the staff in AAMC.
- d) The balance manpower required for running 1000 AAMC after re-deployment, rationalisation and filling up of vacant posts, is worked out as under :-

1.	Medical Officer	:	491
2.	Pharmacist	:	495
3.	ANM	:	237
4.	Lab Assistant	:	852

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5. House keeping cum Security : 431 (outsourced)
- e) The details of manpower assessment for 1000 AAMC are mentioned in Annexure-7 (leave reserve is kept at 15%).
  - f) This manpower will be sourced as per the policy of the Government, for which approvals at appropriate stages will be obtained from competent authority.
  - g) The manpower cost for running each Aam Adami Mohalla Clinic is estimated at approximately Rs.25 lacs per annum.
  - h) A plan to open 500 AAMC in F.Y. 2015-16, in the first phase is also mentioned in Annexure-7. To open these 500 clinics a total of 162 dispensaries (including 90 rented) will be converted/shifted to AAMC. To open 500 AAMC, in the first phase, only 383 Lab Technician/Assistant and 127 Housekeeping staff will be required.
  - i) The 131 dispensaries running from the own buildings will be converted to Polyclinics. These Polyclinics will be managed by Medical Officer, Public Health Nurse, Pharmacist; Nursing Orderly/Dresser. The Specialists of Medicine; Surgery; Paediatrics; Obs & Gynae; ENT; Ophthalmology; Dermatology, Psychiatry etc will be deployed on a roster basis or as per needs. The Delhi Government Employee Health Scheme will be provided from the Polyclinics. The details of Scope of services and manpower/resource requirements for Polyclinics will be assessed and necessary approval of Government along with budgetary provisions will be sought separately at appropriate stage.
- 6.2 Medicines and consumables: It is estimated that cost towards medicine & consumables for each AAMC will be approximately Rs.15 lacs per annum. The storage capacity of AAMC is limited to keep medicines for a month. The centralised system of procurement will supply and manage the logistics, as is the current practice. The requirements of Medicines, Equipments and Consumables are in Annexure-8.
- 6.3 Equipments:
- a) Medical Equipments: Initial capital cost towards medical equipments required as per the scope of services is estimated at Rs. 3 lacs per AAMC. The equipments will be procured centrally by health department following due procedure.

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b) Diagnostic Equipments: Initial capital costs towards setting up mini diagnostic lab is estimated at Rs. 4 lacs per clinic. The Lab equipments will be procured centrally by health department following due procedure.

6.4 Services: Biomedical Waste Management Services will be outsourced.

6.5 Utilities & overheads: A regular connection for electricity; water supply will be obtained from the agencies concerned. It is estimated that for each AAMC, approximately Rs.6 lacs per annum will be required for payment towards utilities & overhead.

## 7 Sourcing Funds towards Capital & Revenue expenditure of AAMC

7.1 In the budget 2015-16, it is proposed to set up 500 Mohalla Clinics in all parts of Delhi in current financial year and also set up 5 centralized labs with modern diagnostics facilities to the patients visiting Mohalla clinic. A budget provision of Rs.125 crore was proposed for augmenting the primary health care facilities proposed to be delivered through Mohalla Clinic. (Annexure-5)

7.2 In the BE 2015-16, under head "Construction of Public Health Centres", a provision of Rs.75 crore is kept; and under head "Setting up of Central Laboratory", a provision of Rs.50 crore is kept. (Annexure-6)

7.3 Suitable budgetary provisions will be kept towards capital and revenue components in RE 2015-16 and BE of subsequent years for setting up AAMC & for operationalising the AAMCs as under:-

<b>Capital Costs</b>	
i. estimated construction costs (PWD)	Rs.209.59 crore
ii. Medical equipment cost @ 3 lakh per clinic (Rs.7.8 crore is included in cost at s.no. i above)	Rs. 22.20 crore
iii. Mini-diagnostic lab cost @ 4 lakh per clinic	Rs. 40.00 crore
<b>Total Capital Cost</b> (PS: Land costs have not been taken into consideration)	<b>Rs. 271.79 crore</b>
<b>Revenue costs: Annual recurring costs towards running the AAMC:</b>	
a. Manpower costs @ 25 lac per clinic per annum	Rs.250 crore
b. Medicines & consumables costs @ 15 lac per clinic	

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per annum	Rs.150 crore
c. Utilities and overheads @ 6 lac per clinic per annum	Rs. 60 crore
d. Maintenance costs @1.5-2% of capital costs	Rs. 5 crore
<b>Revenue cost per annum</b>	<b>Rs.465 crore</b>
<b>Total : Capital + Revenue costs</b>	<b>Rs. 736.79 crore</b>

7.4 The current recurring expenditure on running 261 dispensaries will be subsumed in recurring costs mentioned in para 7.3 above.

7.5 Possibilities of operating & managing AAMC under outsourcing/p-p-p arrangement will also be explored for efficiencies and effectiveness

7.6 Possibility will be explored to fund some of the expenses (capital and revenue) particularly towards manpower; diagnostics, medicines and consumables etc from Delhi State Health Mission (DSHM) or through corporate social responsibilities / donations from private business entities and persons.

#### 8 Inter Departmental Consultations:

8.1 This Cabinet Note along with the annexure has been circulated to Finance/Planning/Law departments for their comments and suggestions. The comments of the said departments along with the replies of the Health & Family Welfare Department are as under:-

S. No.	Observation of Finance/Planning/ Law & Judicial Department	Reply of H&FW Department
A 1.	<b>Observation of Finance Department:-</b> The cost involved in providing manpower as proposed in para 3.3 of the Cabinet Note in addition to many other services i.e. diagnostics, drugs, manpower, utilities etc has not been quantified in the note. These will have additional substantial financial implication.	(a) The staff from the existing dispensaries/CDMOs Office / DSHM / existing hospitals will be re-deployed in as many AAMC as possible on diverted capacity as detailed in para 6.1.  (b) To open first 500 AAMC in FY-2015-16, the manpower from dispensaries will be re-deployed in AAMC and no extra manpower except LT/LA and Housekeeping staff, will be required. (Annexure-7). For 1000 AAMC, the manpower requirements are

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		mentioned in para 6.1 and details are in Annexure-7. (c) The total financial implications, (capital costs and revenue costs) are included in para 7.3
2.	The cost of land and its availability has also not been taken into consideration. Past experience show that agencies mentioned in Cabinet Note do charge for transfer/use of land. Therefore, this should also be taken note of.	So far Hon'ble Members of Legislative Assembly and CDMOs have provisionally suggested approximately 1018 sites till date and district wise committees have been set up for identifying and giving final shape to 1000 Aam Adami Mohalla Clinics. The AAMC will be set up in temporary structures and will be relocated if required so by the land owning agencies. The land owing agencies under GNCTD will be requested to permit use of land for AAMC.
B. 3.	<b>Observation of Planning Department:-</b> As per Master Plan Delhi 2021 norms, there should be one dispensary for every 10000 population in Delhi. Around 1800 dispensaries are required based on projected population of 180 lacs in the current year. As per the Economic Survey 2014-15, there are about 1389 dispensaries (of all systems –allopathic, homeopathic, Ayurvedic & Unani) run by Delhi Govt, Govt. of India, Local bodies and autonomous institutions. Thus, we may agree in principle for establishment of new 500 primary health institutions/Aam Adami Mohalla Clinics.	The proposal to open 1000 AAMC is in line with MPD 2021 norms.
4.	The position of opening of further Mohalla clinics may be reviewed after operationalisation and workload of the patients attended in 500 clinics.	The suggestion is noted.
5.	The Department has stated in the Cabinet	The cost of construction of

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	<p>Note that each AAMC will comprise of Semi Permanent Structure with built up area of 50-60 sqm on a plot area of 100-150 sqm. However, there is no mention of about normal working life of proposed SPS building. It is also not clear why the department has proposed for c/o semi permanent structure when the land in question belongs to Delhi Govt on a permanent basis. Per sq. mtr cost of the SPS as per PE submitted by the PWD, is around Rs.50,082/- which is on a higher side compared to the costs of a permanent structure in the range of Rs.30,000/-Rs.35,000/- per sqm. Moreover, a permanent structure not only stand for more than 50 years but also may be made earth-quake resistant in view of Seismic Zone-IV of Delhi.</p>	<p>permanent dispensary is about Rs.3 crore in a plot size of 800-1200 sq. meter with a ground coverage of 30% and permissible FAR utilisation (150) in a G+2 structure. The cost of construction of one Aam Adami Mohalla Clinic in Semi Permanent Structures (SPS) structure is estimated at 20 lakhs which includes electrical works, furniture, civil works and part cost of medical equipments (para 6.4 &amp; Annexure-4). The Aam Adami Mohalla Clinics will be under warranty for one year. Thereafter for day to day maintenance, annual maintenance, preventive maintenance and special maintenance of the newly completed structure of Mohalla clinics will be approximately 1.5 to 2% of the capital cost on annual basis from the second year onwards. The estimated life of the Semi Permanent Structure (SPS) structure as informed by Chief Project Manager (Health Project), PWD is about 10-15 years. To construct SPS structure which are temporary, the approval of local bodies is not required. The land for Aam Adami Mohalla Clinics are being identified and are currently not in possession of Delhi Government as of now.</p>
6.	<p>Semi Permanent Structure will be a good option in case of a big JJ Cluster which is likely to be shifted in next few years or for some ad-hoc purposes on an emergent basis.</p>	<p>It is proposed in para 2.2 to establish Aam Adami Mohalla Clinics particularly in JJ Cluster, slums, un-authorized areas, rural areas which are un-served/under-served and the poor and vulnerable have no/limited access</p>

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		to the primary healthcare facilities within easy reach. It is proposed to set up AAMC in unauthorized colonies which lack health facilities.
7.	Deptt has submitted a composite proposal of Rs.104.79 crore for setting up of 500 AAMC during CFY 2015-16. The requirement of funds in the CFY 2015-16 will be of Rs.41.92 crore and of Rs.62.88 crore in next FY 2016-17. However, it is not clear whether a composite tender for 500 clinics will be floated or multiple tenders for 500 clinics will be floated as costs of each AAMC amounts to Rs.20.00 lacs and falls under the delegated financial powers to HOD/Secretary. So, the deptt may clarify this point in the Cabinet Note.	The PWD will float tender for 1000 Mohalla Clinics. Accordingly the PE is revised for 1000 Mohalia Clinics and is Rs.209.59 crore.
8.	The Deptt may also mention about the availability of land (location-wise) for c/o proposed clinics in the Cabinet Note.	So far, Hon'ble Members of Legislative Assembly and CDMOs have suggested approximately 1018 provisional sites. These are being assessed for suitability and more are being identified.
9.	Further, the Department may also indicate in the Cabinet Note that whether the Medical Officer (Doctor) and the Pharmacist are available for these 500 Mohalla clinics or new posts will be created for this purpose.	The requirement of manpower are now detailed in para 4 of the note.
C 10.	<b>Observation of Law Department:-</b> The draft note for Council of Ministers has been examined. The proposal is, mainly, administrative and financial in nature. As such, no legal issue has been raised specifically for the consideration of this Department. <i>As such, this Department has no objection for placing of the proposal before the Council of Ministers for its consideration and decision.</i> The administrative Department may, however, consult the Planning Department and Finance Department. <i>The draft Note for</i>	The Planning & Finance Departments have been consulted and their comments alongwith the replies are noted as above.

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<p><i>Council of Ministers has been vetted. The administrative Department may ensure that the factual position mentioned in the draft note for Council of Ministers is correct in all respects and serve its purposes.</i></p>	
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9 CS, Delhi discussed with Hon'ble Chief Minister and has made observations in the file. The observations and response is as under:-

9.1 Obtain comments of Finance Department on Preliminary Estimates:

Response: The draft Cabinet Note along with the preliminary estimates submitted by PWD for setting up 500 Aam Aadmi Mohalla Clinics at cost of Rs.104.79 crores was circulated to Finance Department for comments/suggestions. (The P.E. is now revised to Rs.209.59 crore for constructing 1000 AAMC). The Finance Department has not specifically made any comments on the PE, though the preliminary estimate was part of the cabinet note, so it is presumed that FD has no additional specific comment to make on the estimates. The comments of Finance Department along with the additional response of Health Department is as under:-

Comments of Finance	Response												
<p>1. The cost involved in providing manpower as proposed in para 3.3 of the Cabinet Note in addition to many other services i.e. diagnostics, drugs, manpower, utilities etc has not been quantified in the note. These will have additional substantial financial implication.</p>	<p>a) The costs towards manpower and other resources required for running the AAMC have now been estimated in para 6 of the revised Cabinet Note. These costs are summarized as under:-</p> <table border="1" data-bbox="722 1503 1274 1894"> <thead> <tr> <th>Revenue costs: Annual recurring costs towards running 1000 AAMC:</th> <th>costs</th> </tr> </thead> <tbody> <tr> <td>e. Manpower costs @ 25 lac per clinic per annum</td> <td>Rs.250 crore</td> </tr> <tr> <td>f. Medicines &amp; consumables costs @ 15 lac per clinic per annum</td> <td>Rs.150 crore</td> </tr> <tr> <td>g. Utilities and overheads @ 6 lac per clinic per annum</td> <td>Rs. 60 crore</td> </tr> <tr> <td>h. Maintenance costs @1.5-2% of capital costs</td> <td>Rs. 5 crore</td> </tr> <tr> <td>Revenue cost per annum</td> <td>Rs.465 crore</td> </tr> </tbody> </table> <p>Approximately Rs.46.5 lacs is estimated to be incurred for running one AAMC per annum.</p> <p>b) As per re-organized health structure, the existing (261) dispensaries are proposed to be converted/shifted to AAMC and their manpower will</p>	Revenue costs: Annual recurring costs towards running 1000 AAMC:	costs	e. Manpower costs @ 25 lac per clinic per annum	Rs.250 crore	f. Medicines & consumables costs @ 15 lac per clinic per annum	Rs.150 crore	g. Utilities and overheads @ 6 lac per clinic per annum	Rs. 60 crore	h. Maintenance costs @1.5-2% of capital costs	Rs. 5 crore	Revenue cost per annum	Rs.465 crore
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	<p>accordingly be re-deployed in the AAMC. Further, a rationalization of manpower working in hospitals/CDMOs offices will also be done and some of the manpower from these health facilities may be re-deployed in AAMC.</p> <p>c) With converting/shifting of existing dispensaries in the new AAMC, the current budgetary provisions for running 261 dispensaries will be subsumed in the budget provisions for AAMC.</p> <p>d) As noted in para 6.1 (i) of the cabinet note, the dispensaries running from own buildings will be converted into Polyclinics. The specialist manpower available in the existing hospitals will be rationalized and some of them may be deployed in these Polyclinics and some may be send on a roster basis. After rationalization of manpower, additional posts for specialists and other manpower will have to be created to run the Polyclinics and also provide specialist services to AAMC linked to the Polyclinics on a roster basis. Therefore, provisions for budget will have to be made towards manpower and other resources required to set up and run Polyclinics. The necessary approval for setting up &amp; operationalizing Polyclinics will be taken after finalization of plan of Polyclinics at a subsequent stage.</p>
<p>2. The cost of land and its availability has also not been taken into consideration. Past experience show that agencies mentioned in Cabinet Note do charge for transfer/use of land. Therefore, this should also be taken note of.</p>	<p>a) Regarding availability of land, so far 1018 sites have been provisionally indicated in consultation with Hon'ble MLAs. District wise committees have been set up to assess suitability of sites for Aam Adami Mohalla Clinics. The tentative list of locations is enclosed at <b>Annexure-10</b>.</p> <p>b) As far as the cost of the land is concerned, the AAMC will be set up in temporary structures and will be relocated if required so by the land owning agencies.</p> <p>The land owing agencies will be requested to permit use of land for AAMC and exempt from any payment, since no formal allotment/transfer of title is sought.</p>

9.2 Advise specifically on the points/observations of the Planning Department :

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Response: Planning Department has made following comments and additional response of the PWD/Health Department on these comments is as under:-

Comments of Planning Department:-	Response
<p>1. The Department has stated in the Cabinet Note that each AAMC will comprise of Semi Permanent Structure with built up area of 50-60 sqm on a plot area of 100-150 sqm. However, there is no mention of about normal working life of proposed SPS building. It is also not clear why the department has proposed for c/o semi permanent structure when the land in question belongs to Delhi Govt on a permanent basis. Per sq. mtr cost of the SPS as per PE submitted by the PWD, is around Rs.50,082/- which is on a higher side compared to the costs of a permanent structure in the range of Rs.30,000/- Rs.35,000/- per sqm. Moreover, a permanent structure not only stand for more than 50 years but also may be made earth-quake resistant in view of Seismic Zone-IV of Delhi.</p>	<p>a) The PWD vide its letter dated 13/10/2015 (enclosed now at Annexure-11) has stated that "the cost of 1000 AAMC is inclusive of the cost of civil work, electrical work, furniture and medical equipments. The component of civil work &amp; electrical work, as shown in the abstract of cost is given below:-</p> <p>Civil work : Rs.156,59,59,590            Elect. Work : Rs. 38,72,54,442            Total building : Rs.195,32,14,082 Work.</p> <p>The above cost, however, also includes the cost of approach road/pavement, electrical appliances like window AC, stabilizer inverter, refrigerator, token vending machines and LED TV, which works out Rs.43,67,46,000/- as detailed in Annexure -I. After discounting these elements, the cost of building work, reduces to Rs.151, 64,68,032/-. Therefore, the unit area cost of building work excluding road and electrical appliances shall be Rs.37912/- per sqm., which is comparable to the prevalent building cost of 35000-40,000 per sqm. Further, following provisions also add to the per unit area cost of AAMC as compared to normal buildings:-</p> <p>i) In general, prefabricated /pre-engineered structures are costlier than the buildings constructed in normal mode due to use of lightweight materials and steel further the proposed pre-engineered structures can be constructed with faster speed and are relocatable as well.</p> <p>ii) The proposed clinics are very compact units, with better hygiene and space efficiency and have been provided with richer specifications as compared to normal buildings.</p>

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	<p>iii) A smaller building (like AAMC) involves more length of walls and hence involves more cost as compared to a normal building.</p> <p>iv) The proposed AAMC units are single-storied structure; unit area cost of single storied structure is always more than that of 2 or 3 storied structures.</p> <p>v) The proposed clinics are fully thermal insulated &amp; this also adds to the cost.</p> <p>Further, the estimate is based on cost of single unit constructed at Peeragarhi. Actual cost is likely to be lesser than the estimated cost due to economy of scale, which will be arrived at through competitive bidding. From the above, it can be seen that the estimate is sound both on technical as well as financial parameters".</p> <p>b) PWD has commented that (i) Life of Aam Aadmi Clinic will be 10 -15 years (ii) the structure shall be earth-quake resistant. (Annexure-12)</p> <p>c) The sites indicated are not under possession of the Department and these sites belong to various agencies under Delhi Government or under Government of India.</p> <p>d) The semi-permanent structure is proposed on the basis of prototype at Peeragarhi and proposal of executing agency.</p>
<p>2. As per Master Plan Delhi 2021 norms, there should be one dispensary for every 10000 population in Delhi. Around 1800 dispensaries are required based on projected population of 180 lacs in the current year. As per the Economic Survey 2014-15, there are about 1389 dispensaries (of all systems -allopathic, homeopathic, Ayurvedic &amp; Unani) run by Delhi Govt, Govt. of India, Local bodies and autonomous institutions. Thus, we may agree in principle for establishment of new 500</p>	<p>a) Delhi Government runs about 261 Allopathic dispensaries. The local bodies i.e. MCD/NDMC/Delhi Cantonment Board runs about 235 number of Allopathic dispensaries/M&amp;CW centers. These Allopathic dispensaries of Delhi Government and local bodies serve the needs of the general public.</p> <p>b) The Allopathic dispensaries run by ESI/CGHS/Railway etc provide health services to their employees only and do not serve the general public.</p> <p>c) The AYUSH dispensaries are co-located in the Allopathic dispensaries under cafeteria approach serving the same area; and may not be counted as independent dispensary serving the population.</p> <p>d) Around 1304 number of dispensaries are</p>

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primary health institutions/Aam Adami Mohalla Clinics.	required for Delhi as per MPD 2021 norm of 1 per 10,000 population.(Annexure-9)
3. The position of opening of further Mohalla clinics may be reviewed after operationalisation and workload of the patients attended in 500 clinics.	The draft cabinet note circulated to planning/finance/law departments was for constructing 500 AAMC in FY 15-16 as per budget provisions and further to create a total of 1000 AAMC. Now it is proposed to set up 1000 AAMC.
4. Semi Permanent Structure will be a good option in case of a big JJ Cluster which is likely to be shifted in next few years or for some ad-hoc purposes on an emergent basis.	It is proposed in para 2.2 to establish Aam Adami Mohalla Clinics particularly in JJ Cluster, slums, un-authorized colonies where poor and vulnerable have no/limited access to the primary healthcare facilities. These AAMC can be relocated along with J.J. Cluster/Slums, whenever the cluster/slum is re-located.
5. Deptt has submitted a composite proposal of Rs.104.79 crore for setting up of 500 AAMC during CFY 2015-16. The requirement of funds in the CFY 2015-16 will be of Rs.41.92 crore and of Rs.62.88 crore in next FY 2016-17. However, it is not clear whether a composite tender for 500 clinics will be floated or multiple tenders for 500 clinics will be floated as costs of each AAMC amounts to Rs.20.00 lacs and falls under the delegated financial powers to HOD/Secretary. So, the deptt may clarify this point in the Cabinet Note.	<p>a) It is now proposed to construct 1000 Mohalla Clinics. Accordingly the PE is revised for 1000 Mohalla Clinics and is Rs.209.59 crore.</p> <p>b) The PWD has proposed that the work will be awarded through e-tendering process. As per the minutes dated 9/9/2015 (Annexure-4), it is proposed that tendering will be done for 1000 Nos. in packages of 200.</p> <p>c) In the budget 2015-16 under head "Construction of Public Health Centres", a provision of Rs.75 crore is kept. Suitable budgetary provisions will be kept towards capital and revenue components in BE 2016-17 and onwards for setting up AAMC and operationalizing the same as per para 7.3 of the note.</p> <p>d) Since construction is being done by PWD for 1000 units at PE of Rs.209.59 crore, through tender in packages, therefore it does not falls under the delegated financial powers to HOD/Secretary.</p>
6. The Deptt may also mention about the availability of land (location-wise) for c/o proposed clinics in the Cabinet Note.	Regarding availability of land, so far 1018 sites have been provisionally indicated in consultation with Hon'ble MLAs. The Assembly wise list of indicative AAMC locations is at Annexure-10.
7. Further, the Department may also indicate in the Cabinet Note that whether the	a) The details of the manpower and other resources required for 1000 AAMC is mentioned in para 6 of the Cabinet Note.

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<p>Medical Officer (Doctor) and the Pharmacist are available for these 500 Mohalla clinics or new posts will be created for this purpose.</p>	<p>b) As per re-organized health structure the existing dispensaries (261) will be converted/shifted to AAMC and the staff of these dispensaries will be re-deployed in AAMC.</p> <p>c) After converting/shifting existing dispensaries in the new AAMC; for the first 500 AAMC, there will be no extra requirement of medical officers/pharmacists/ANMs/Housekeeping staff as per norms of manpower deployment proposed in para 3.3 of cabinet note. However, there will be requirement of lab technicians/lab attendants for running the mini diagnostic labs.</p> <p>d) The total manpower required for running 1000 AAMC after re-deployment, rationalization and filling up of vacant posts, is worked out in para 6 (d) &amp; is as under:-</p> <table data-bbox="747 941 1234 1182"><tr><td>Medical Officer</td><td>: 491</td></tr><tr><td>Pharmacist</td><td>: 495</td></tr><tr><td>ANM</td><td>: 237</td></tr><tr><td>Lab Assistant</td><td>: 852</td></tr><tr><td>House Keeping</td><td>: 431 (outsourced)</td></tr><tr><td>Cum Security</td><td></td></tr></table> <p>A possibility to hire above required manpower through DSHM will also be explored.</p>	Medical Officer	: 491	Pharmacist	: 495	ANM	: 237	Lab Assistant	: 852	House Keeping	: 431 (outsourced)	Cum Security	
Medical Officer	: 491												
Pharmacist	: 495												
ANM	: 237												
Lab Assistant	: 852												
House Keeping	: 431 (outsourced)												
Cum Security													

9.3 Obtain the advice of executing agency on title, land use/building permission in respect of individual sites, wherever required.  
Response:

- i. The Executing Agency PWD has advised that identification of sites and obtaining permissions/NOC from land owning agencies will be done by Health Department.
- ii. Approximately 1018 sites have been provisionally indicated in consultation with local MLAs.
- iii. The Dy. Commissioners will be requested to confirm the status and ownership of the land as per their records, wherever status/ownership is not clear.
- iv. The land allotted to H&FW Department, GNCTD for development of dispensaries/hospitals (total 45 sites), will also be utilized for setting up of AAMC (list enclosed at Annexure-10).

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- v. For the indicated land sites belonging to Delhi Government Departments (approx. 460 sites mainly from Gram Sabha Land-200, DUSIB-69, Education Department-50, DJB-32, PWD-29 etc), the Health Department may inform the respective departments on setting up of semi-permanent re-locatable Aam Aadmi Mohalla Clinics structures on the indicated land owned by them. In case is no specific objection is made by these departments, the Health Department may be allowed to proceed to set up AAMC. Approval for exemption from payment to the land owning Delhi Government Departments for allowing setting up of AAMC is sought since no formal allotment/transfer of title is sought. These agencies will also be requested to offer suitable land sites in under their possession to Health department for AAMC.
- vi. The indicated lands owned by private entities (RWA/ MLAs etc - approx. 33 sites) have been identified for AAMC on the basis of the request from them and no payment will be made towards these sites for land use for AAMC. A NOC will be obtained appropriately from these entities.
- vii. For indicated land belonging to agencies other than Delhi Government (approx. 470 sites mainly DDA-304, MCD-112 etc) a request will be made to these Departments to allow setting up of these temporary structures for AAMC, which can be relocated if required so by the agency. These agencies will be requested to exempt any payment towards land use for AAMC, as only the land use permission is required without any formal allotment or transfer of title. These agencies will further be requested to offer their sites earmarked for development of health facilities, for setting up AAMC.

#### 10 Setting up AAMC in semi-permanent structure

The AAMC are proposed to be set up in semi permanent structure on account of the following reasons:-

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- i. For constructing permanent dispensaries, plot size of 800-1200 sq.m is required. In the context of Delhi, such large plots in bulk for constructing 1000 AAMC uniformly and equitably all across Delhi are not available. Whereas the AAMC will be constructed on a smaller plot of about 50 to 150 sq.m, specially in underserved and unserved areas. For constructing AAMC, only land use permission will be sought from the land owning agencies without any formal allotment or transfer thus obviating the need for payment towards land costs. These semi-permanent structures can be further re-located along with the community.
- ii. The construction of permanent dispensaries is a long time taking process. It starts with identification of land and then process for allotment by the land owning agencies and taking over possession. After the possession, statutory approvals of local bodies take much time before actual construction and commissioning. This whole project cycle at present takes about 4-5 years. AAMC will be set up in semi permanent structures for which approval from local bodies is not required. 1018 locations have already been identified; construction will take about 6 -12 months following due tender process. Therefore AAMC can be set up and operationalised speedily, along with construction in 6 – 12 months time.
- iii. The cost of semi permanent structure is estimated by PWD at Rs.37912/- per sqm and the life of this structure is estimated to be 10-15 years by the PWD. The cost of constructing one AAMC is estimated at Rs.20 lacs or lower and includes electrical works, furniture, civil works etc. In comparison the prevalent permanent building cost is about Rs. 35000-40,000 per sqm and life of permanent structure span from 50-60 years. The present permanent dispensaries are constructed on a plot size of about 800-1000 sqm in G+ 2 structures and total cost of construction comes to Rs.3 crore. To construct 1000 primary health institutions, through AAMC approach it is estimated to cost Rs.209.59 crore, whereas through permanent route (which although is not feasible for 1000 on account of various reasons as above) it may cost more than Rs. 3000 crore. For achieving the similar goals of primary health care, setting up AAMC in semi-permanent structure at

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estimated upfront cost of Rs. 209.59 crore, thus appears to be economically more prudent than setting them in permanent structures at an upfront cost of Rs.3000 crore; and in a longer duration period.

iv. To meet the present day health-care needs of the public and to achieve norm of one primary health institution per 10,000 population (MPD norm), setting up of AAMC speedily in span of 6-12 months in semi permanent structure is better approach than to establish 1000 permanent dispensaries, which is costly; may not be feasible because of non availability of land and which will further take many years thus depriving the people especially the poor in slums and unauthorized colonies the benefit of the healthcare services: the basic need of all the citizens.

**11 The following proposals are placed before the Council of Ministers for consideration and approval, namely:-**

- 11.1 Approval for setting up 1000 primary health facilities at various locations as per needs of the population and which may be named as "Aam Adami Mohalla Clinic";
- 11.2 Administrative approval and Expenditure sanction of the estimated capital cost of Rs.209.59 crore (two hundred nine crore and fifty nine lakhs) towards construction of proposed 1000 AAMC in semi permanent structures through PWD;
- 11.3 Approval for budgetary provisions (in addition to Rs.209.59 crore) for setting up and operationalising AAMC as in para 7.3 i.e. Rs.22.20 crore towards medical equipment, Rs.40 crore towards mini diagnostic labs and Rs.465 crore towards annual recurring cost for running AAMC;
- 11.4 Approval to create posts for running AAMC, as mentioned in para 6.1(d).
- 11.5 Authorizing the Health and Family Welfare department to identify locations and take necessary action for setting up & operationalising proposed 1000 AAMC having key features as mentioned in para 3 and resources required as mentioned in para 6



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11.6 Approval to use suitable land sites of Departments under Government of NCT of Delhi for purpose of setting up AAMC as proposed in para 5.4 and exemption from payment to these Departments for using the land for setting up AAMC.

This note has the prior approval of the Minister of Health & Family Welfare, Government of Delhi.

**(Amar Nath)**  
**Secretary (Health)**