

Chapter X

Functioning of AYUSH

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During the period 2017-22, out of ₹186.15 crore approved by Government of Andhra Pradesh only an amount of ₹26.62 crore (14.30 per cent) was spent towards capital works/development of infrastructure of AYUSH Medical Colleges. Out of the Budget approved/released, an amount of ₹159.53 crore was frozen by the State Government during 2017-22. The funds released ₹2.17 crore under National Health Mission could not be utilised, as State Government had not released the funds in each financial year and instead released the funds to the Commissioner, AYUSH in 2021 in one lump. State Government did not provide sufficient budgetary support for improvement of infrastructure facilities and required quantity of drugs in AYUSH Hospitals, colleges, and dispensaries. GoI released ₹47.42 crore for the years 2017-18 to 2020-21 towards implementation of National AYUSH Mission, out of which State Government released only ₹12.73 crore and retained the remaining funds of ₹34.69 crore till December 2022. Due to delay in release of funds, some approved activities under the State Annual Action Plan i.e., establishment of new AYUSH Hospitals, Ayurvedic Pharmacy, development/farming of medicinal plants and Establishment of health & wellness centres were not taken up. The test checked colleges and hospitals under AYUSH lacked infrastructure facilities, equipment, laboratories and development/farming of medicinal plants and there was shortfall in availability of drugs and medicines, thereby affecting the performance of these institutes. About 56 per cent of the posts of Medical and paramedical staff were vacant in all the test-checked AYUSH Hospitals and Colleges affecting the quality of services and education. Regulatory mechanism was not in place as per the provisions of Clinical Establishment Act 2010 for regulating Hospitals, Clinics, Diagnostic services, and Laboratories under AYUSH.

10.1 Introduction

AYUSH is the acronym of the medical systems that are being practiced in India such as Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy. These systems are based on definite medical philosophies and represent a way of healthy living with established concepts on prevention of diseases and promotion of health. The basic approach of all these systems on health, disease and treatment are holistic. The details of health care facilities available (as on September 2022) under AYUSH in the State of Andhra Pradesh is given in **Table 10.1** below.

Table 10.1: Availability of Health care facilities under AYUSH

Sl. No.	Health institution	System-wise					Total
		Ayurvedic	Naturopathy	Unani	Siddha	Homoeopathy	
1	Hospitals	3	Nil	2	Nil	3	8
2	Government Colleges	1	Nil	Nil	Nil	3	4
3	Government Dispensaries	333	Nil	74	Nil	182	589
4	National Health Mission Dispensaries	40	25	18	Nil	53	136

Source: Commissioner of AYUSH records

In the State of Andhra Pradesh, there is one Ayurvedic Medical College²³² with one attached teaching hospital²³³. In addition, there are two²³⁴ Ayurvedic hospitals. There are three²³⁵ Homoeopathy Medical Colleges. Each Medical college is attached with one Homoeopathy Hospital. There is no Government Unani Medical College in the State. However, one Medical College in private sector is functioning in Kurnool. Two²³⁶ Government Unani Hospitals are functioning in the State with twenty beds each.

10.2 Organisational set-up of AYUSH Department

The Department of AYUSH is headed by Commissioner functioning under the control of Principal Secretary, Health, Medical and Family Welfare (HM&FW) Department, Government of Andhra Pradesh. The Commissioner is assisted by Additional Director and Drug Licensing Authority (Homoeo), Inspector and Drug Licensing Authority (Ayurveda and Unani), four Regional Deputy Directors, Principals of Colleges, Superintendents of Hospitals and other supporting staff.

10.3 Scope and coverage of Audit

As a part of Audit, Office of the Commissioner, AYUSH and two medical colleges with attached two hospitals, one each from Ayurveda²³⁷ and Homoeopathy²³⁸, were selected for detailed examination. Further, a joint physical verification was conducted to assess the availability of infrastructure facilities in colleges and hospitals and wherever required, photographs were taken as evidence.

10.4 Finance

The Department of AYUSH receives budgetary support from State Government towards salaries, administrative expenses and drug procurement. In addition to this, Government

²³² Dr. N.R.S Government Ayurvedic College, Vijayawada 75 Undergraduate and 25 Post Graduate seats

²³³ Dr. A.L. Government Ayurvedic Hospital, Vijayawada with 140 beds

²³⁴ Government Ayurvedic Hospital, Alluru, SPSR Nellore District with five beds and Government Ayurvedic Hospital, Banaganapalli, Kurnool District with ten beds (with bed strength of 15 beds)

²³⁵ Dr. Gururaju Government Homoeo Medical College, Gudivada, with 50 UG, 23 PG seats and Dr. Allu Ramalingaiah Government Homoeo Medical College, Rajahmundry, with 63 UG, 23 PG seats, Government Homoeo Medical College, Kadapa, with 38 UG, 8 PG seats. Total intake capacity 151 UG and 54 PG seats

²³⁶ one in Kurnool and the other in Adoni, Kurnool district

²³⁷ Dr. N.R.S Government Ayurvedic College, Vijayawada and Dr. A.L. Government Ayurvedic Hospital, Vijayawada, NTR District

²³⁸ Dr. Gururaju Government Homoeo Medical College and Dr. Gururaju Government Homoeo Hospital, Gudivada, Krishna District

of India provides (w.e.f. FY 2016-17) funds under National AYUSH Mission (NAM²³⁹) and from State Government towards 40 per cent matching State share towards infrastructure development, procurement of drugs and medicines for 589 dispensaries, hospitals and colleges. The details of funds received under Central and State share under NAM during the period 2017-21 is given in **Table 10.3**. Further, GoI also provides funds under National Health Mission (NHM) schemes for procurement of drugs and medicines for 136 dispensaries.

10.4.1 State Budget

The details of State budget proposed, approved and expenditure incurred by AYUSH Department during 2017-22 is detailed in **Table 10.2**.

Table 10.2: Details of budget proposed /allocated and expenditure under State Budget

(₹ in crore)

Year	Component	Budget Proposed	Budget allocated	Expenditure	Percentage of expenditure against the allocation
2017-18	Salaries & Administration Expenses	133.82	142.13	118.54	
	Capital Works	39.50	30.05	0.39	
	Total	173.32	172.18	118.93	69.07
2018-19	Salaries & Administration Expenses	156.22	144.45	122.15	
	Capital Works	43.42	30.02	5.31	
	Total	199.64	174.47	127.46	73.06
2019-20	Salaries & Administration Expenses	232.22	138.34	117.70	
	Capital Works	51.08	51.08	10.07	
	Total	283.30	189.42	127.77	67.45
2020-21	Salaries & Administration Expenses	207.55	136.05	123.64	
	Capital Works	150.53	50.00	4.67	
	Total	358.08	186.05	128.31	68.97
2021-22	Salaries & Administration Expenses	146.65	130.28	121.96	
	Capital Works	101.89	25.00	6.19	
	Total	248.54	155.28	128.15	82.53

Source: records maintained by Commissioner of AYUSH

Note: The Administrative expenses include non-salaries component such as expenses towards procurement of drugs and medicines, water and electricity, rents, stationery, service postage, travelling allowances, etc.

We observe from the above that:

²³⁹ for mandatory components: AYUSH services and Educational Institutions, Quality control ASU & H drugs & Medicinal Plants and for Flexible components: Ayush Wellness Centres, Tele-medicine, Sports Medicine through AYUSH, Research & Development in areas related to Medicinal Plants etc.

(a) Short utilisation of allocated Budget

There was gap between the budget proposed and allocated during 2018-19 to 2021-22. Though there was an increase in budget proposals for AYUSH during 2017-22, the budget allocated during each year was less than the proposed. Further, the allocated budget was not utilised to the full extent during any of the years. The percentage utilisation of funds against allocation ranged between 67.45 and 82.53 *per cent*.

Government accepted (August 2023) Audit observation.

(b) Expenditure towards procurement of drugs and medicines

Out of the total expenditure towards Salaries and Administration expenses, an amount of ₹41.08 crore²⁴⁰ was proposed towards procurement of drugs and medicines for the period from 2017-18 to 2021-22. Out of the proposed amount, only ₹5.08 crore²⁴¹ (12.36 *per cent* of proposed amount) was authorised/ allocated and an expenditure of ₹4.88 crore²⁴² was incurred. The remaining amount of ₹0.20 crore could not be utilised due to freezing²⁴³ of budget by Finance Department.

Government accepted Audit observation (August 2023) and replied without specifying the reasons for short utilisation of funds.

(c) Expenditure on capital works

For the period 2017-22, an amount of ₹386.41 crore was proposed by the Department towards capital works (establishment/ upgradation of hospitals, dispensaries, *etc.*) under State budget. Out of ₹386.41 crore, an amount of ₹186.15 crore was approved and only an amount of ₹26.62 crore was spent towards capital works/development of infrastructure (14.33 *per cent* of approved budget).

Audit noticed that out of the Budget approved/released, an amount of ₹159.53 crore was frozen by the Finance Department during 2017-22. The reasons for non-utilisation of funds were release of funds at the fag end of the year, non-calling of tenders for the works proposed, *etc.* Further, the funds expended could not serve the purpose of providing infrastructure facilities as discussed in subsequent paragraphs.

Government accepted (August 2023) the Audit observation and stated that tenders were floated for proposed works at Dr. Gururaju Government Homoeo College & Hospital, Gudivada.

Thus, the State Government did not provide sufficient budgetary support for improvement of infrastructure facilities and sufficient quantity of drugs in AYUSH Hospitals, colleges and dispensaries.

²⁴⁰ 2017-18: ₹1.69 crore, 2018-19: ₹0.41 crore, 2019-20: ₹12.42 crore, 2020-21: ₹13.28 crore, 2021-22: ₹13.29 crore

²⁴¹ 2017-18: ₹1.69 crore, 2018-19: ₹0.66 crore, 2019-20: ₹0.30 crore, 2020-21: ₹0.30 crore, 2021-22: ₹2.14 crore

²⁴² 2017-18: ₹1.68 crore, 2018-19: ₹0.60 crore, 2019-20: ₹0.18 crore, 2020-21: ₹0.30 crore, 2021-22: ₹2.13 crore

²⁴³ not permitted to draw bills due to Government instructions (despite issue of Budget Release Orders)

10.4.2 Implementation of National AYUSH Mission scheme

Department of AYUSH, Ministry of Health and Family Welfare, Government of India has launched National AYUSH Mission (NAM) during 12th Plan. The basic objective of NAM is to promote AYUSH medical systems through cost effective AYUSH services, strengthening of educational systems, facilitate the enforcement of quality control of Ayurveda, Siddha, Unani and Homoeopathy (ASU&H) drugs and sustainable availability of ASU&H raw materials. It envisages flexibility in the implementation of the programmes for substantial participation of the State Governments.

Every year a tentative allocation by GoI is prepared by 31st December to have a Budget provision by the State Government along with matching State share by 31st March. The Executive Committee of State AYUSH Society prepares State Annual Actions Plan (SAAP) by 30 April and same has to reach GoI by first week of May for approval.

Audit noticed that the due dates were not adhered to by GoAP during the period 2017-22. This resulted in delayed approval of SAAP and delay in provisioning of funds.

(a) Short release of funds

During the period 2017-18 to 2020-21, State Annual Actions Plans (SAAPs) were proposed by State Government for ₹107.14 crore²⁴⁴. However, GoI approved the SAAPs for ₹79.03 crore²⁴⁵ and released its share of ₹47.42 crore. Out of the approved funds, an amount of ₹18.45 crore²⁴⁶ was released by the State Government and of which, only ₹16.55 crore²⁴⁷ was spent towards implementation of NAM from 2017-18 to 2020-21 as detailed in **Table 10.3** below.

Table 10.3: Statement showing the budget share of Central and State under NAM for the period 2017-18 to 2020-21

Year	Budget Proposed			Budget Approved			Budget Released			Expenditure		
	CS	SS	Total	CS	SS	Total	CS	SS	Total	CS	SS	Total
2017-18	11.18	7.46	18.64	11.76	7.84	19.6	6.43	3.37	9.80	6.06	3.10	9.16
2018-19	14.91	9.94	24.85	12.80	8.53	21.33	5.98	2.26	8.24	5.38	1.84	7.22
2019-20	16.63	11.09	27.72	18.23	12.15	30.38	0.24	0.04	0.28	0.17	0	0.17
2020-21	21.56	14.37	35.93	4.63	3.09	7.72	0.08	0.05	0.13	0.00	0.00	0.00
Total	64.28	42.86	107.14	47.42	31.61	79.03	12.73	5.72	18.45	11.61	4.94	16.55

Source: Information furnished by the Commissioner of AYUSH

CS-Central Share, SS-State Share

Thus, out of the proposed funds, only 73.76 per cent was approved by GoI, and the funds released out of approved SAAP was merely 23.34 per cent.

Further, out of the released GoI share of ₹47.42 crore, the State Government released only ₹12.73 crore to the hospitals/ colleges/ dispensaries and retained the remaining amount of ₹34.69 crore.

²⁴⁴ GoI: ₹64.28 crore, State: ₹42.86 crore

²⁴⁵ GoI: ₹47.42 crore, State: ₹31.61 crore

²⁴⁶ GoI: ₹12.73 crore, State: ₹5.72 crore

²⁴⁷ GoI: ₹11.61 crore, State: ₹4.94 crore

Out of the State share of ₹31.61 crore, the State Government released only ₹5.72 crore towards NAM implementation. Thus, overall, an amount of ₹60.58 crore was retained/not released by State Government, thereby prevented the implementation of various targeted works proposed under SAAP during the period 2017-18 to 2020-21 as detailed below in **Table 10.4:**

Table 10.4: Statement showing Information regarding balance amount to be released by State Government including GoI share

(₹ in crore)

Year	Approved			Funds released by the State Govt			Funds not released by State Government		
	Central share	State share	Total	Central share	State share	Total	Central Share	State Share	Total
2017-18	11.76	7.84	19.60	6.43	3.37	9.80	5.33	4.47	9.80
2018-19	12.80	8.53	21.33	5.98	2.26	8.24	6.82	6.27	13.09
2019-20	18.23	12.15	30.38	0.24	0.04	0.28	17.99	12.11	30.10
2020-21	4.63	3.09	7.72	0.08	0.05	0.13	4.55	3.04	7.59
Total	47.42	31.61	79.03	12.73	5.72	18.45	34.69	25.89	60.58

Source: Information furnished by O/o the Commissioner, AYUSH

Government replied (August 2023) that out of ₹60.58 crore, an amount of ₹60.56 crore²⁴⁸ was released by the State Government in three spells (December 2022, March 2023 and May 2023) and remaining amount of ₹0.02 crore (State share) was yet to be released. Thus, Government accepted delay in release of funds in SAAP during 2017-18 to 2020-21.

The delay in release of funds would impact the programme implementation.

(b) Non-release of budget during the year 2021-22

As per Para 10 of Framework for Implementation of NAM, due date for preparation of State Annual Actions Plan (SAAP) by Executive body of State AYUSH Society is 30 April of current financial year. However, the SAAP for the year 2021-22 proposed for ₹23.47 crore²⁴⁹ was not submitted to GoI.

Government replied (August 2023) that the SAAP 2021-22 was clubbed with that of 2023-24 and the State Government had already approved the same. However, documents in support of the reply was not furnished, to ensure whether the SAAP 2023-24 was submitted to GoI and approved, in time. Further, the SAAP for the years 2021-22 and 2022-23 were delayed indicating that the programme suffered with lack of funds.

(c) Non-execution of approved activities

During the period 2017-22, various activities have been approved/sanctioned under SAAP viz. establishment of AYUSH hospitals, Ayurvedic pharmacy, development /farming of medicinal plants, Establishment of health & wellness centres, etc. Due to non-release of funds by the State Government and non-provisioning of required land for construction activities, the works could not be taken up by the implementing hospitals/ colleges/dispensaries as detailed in **Appendix 10.1** as of March 2022, though approved in SAAP. Audit verified some of the cases in detail and observed the following.

²⁴⁸ GoI Share: ₹34.69 crore and State share of ₹25.87 crore

²⁴⁹ GoI Share: ₹14.08 crore and State share: ₹9.39 crore

- For construction of 50 bedded Integrated AYUSH Hospital in Kakinada, a proposal was made in SAAP 2014-15 for ₹7.92 crore. An extent of land measuring 2.54 acres was identified (April 2016) for the purpose by District Collector. The GoI approved (January 2018) the project for ₹7.82 crore on the said land. However, due to non-allotment of land by the District Collector (as of April 2022), the construction of proposed hospital did not materialise. Further, only partial funds of ₹1.50 crore (GoI share: ₹1.05 crore and State share: ₹0.45 crore²⁵⁰) were released for the purpose were lying with executing agency APMSIDC.
- A 50 bedded integrated AYUSH hospital at Visakhapatnam was approved in SAAP 2016-17 for ₹3.31 crore (GoI share: ₹1.99 crore and State share: ₹1.32 crore). Amounts were sanctioned belatedly in phase wise manner during 2016-17 to 2019-20. In spite of this, the works could not be grounded due to land acquisition problem as funds were not made available for the purpose. Ayurvedic Pharmacy at Visakhapatnam approved in SAAP 2016-17 with an amount of ₹4.78 crore (GoI share: ₹2.87 crore and State share: ₹1.91 crore) and the same were released during 2016-17 to 2019-20 in a phased manner. However, establishment of Ayurvedic Pharmacy could not be materialised due to non-availability of suitable site and funds.

The Department replied that the pendency is due to land alienation issues for the works sanctioned and non-release of funds by the State Government for activities proposed in SAAP.

Government replied (August 2023) that the procedure of tendering is under process for the HCFs in Kakinada and Visakhapatnam. Government further stated that out of 110 approved HWCs 78 were made functional.

(d) Non-release of sufficient budget for procurement of essential drugs/medicines

Availability of essential medicines is important for ensuring people's access to public health facilities. As per operational guidelines 2.1(II) of NAM, each Ayurveda and each Unani dispensary shall receive ₹Two lakh per annum and ₹One lakh per annum by each Homoeo dispensary towards procurement of essential drugs.

Similarly, ₹4.50 lakh per annum was to be provided towards procurement of drugs, medicines, diet and other consumables by AYUSH (Ayurveda, Unani and Homoeo) hospitals.

As there are 391 functional (out of 407 available) Ayurvedic & Unani dispensaries²⁵¹, 176 Homoeo dispensaries²⁵² and eight hospitals functioning in the State at present, a total

²⁵⁰ for the year 2014-15, 2015-16 NAM funds was released in the ratio of 75:25 (GoI: State) and from 2016-17 onwards the ratio of release was 60:40 by GoI: State respectively. During 2014-17 funds at ₹50 lakh (towards GoI and State share) were released each year

²⁵¹ 228 with regular medical officers & 163 with in charge medical officers

²⁵² 85 with regular and 91 with in-charge Medical Officers

of ₹49.70 crore (₹9.94 crore²⁵³ per year) has to be released to AYUSH dispensaries and hospitals over five years.

Audit noticed that out of ₹49.70 crore to be released/expended during 2017-18 to 2021-22, Government sanctioned ₹27.46 crore out of which ₹14.61 crore was shown as spent towards procurement of drugs and medicines under NAM. During 2020-21 and 2021-22 no amount was sanctioned. This resulted in non-availability of essential drugs in test checked AYUSH Hospitals.

The Commissionerate replied that based on the allocation made by the GoI, the amounts released were not sufficient to meet the requirement for supply of essential drugs and medicines.

The Department of AYUSH, GoI prepared Essential Drug List (EDL) during 2013 for Ayurveda²⁵⁴, Unani²⁵⁵ and Homoeopathic systems²⁵⁶. As per EDL list, 257 types of medicines²⁵⁷ for Homoeopathy Hospitals/dispensaries and 277 types of medicines for Ayurvedic hospitals/dispensaries were categorised as Essential Drugs.

Physical verification of Stores and verification of records of the test checked hospitals revealed that only 161 essential medicines were available in the stores in Dr. Gururaju Government Homoeopathic Hospitals, Gudivada, while 26 types of Ayurvedic medicines were available in Dr. A.L. Government Ayurvedic Hospital, Vijayawada.

Superintendent of Dr. A. L Government Ayurvedic Hospital replied that the hospitals were receiving only these medicines, even though all EDL medicines were indented for.

Government replied (August 2023) that the amount towards medicine component was released as per the allocations made by the GoI.

The reply is not acceptable, as an amount of ₹7.98 crore was released to APMSIDC towards procurement of drugs. Out of ₹7.98 crore, only an amount of ₹0.82 crore was spent and ₹7.16 crore remained unspent (89.72 *per cent*) as APMSIDC did not procure the requisite drugs in full as indented by AYUSH Hospitals for the period 2017-22.

(e) Non-submission of Utilisation Certificates

As per Para 8 of Framework for implementation of NAM and operational guidelines release of grant-in-aid in subsequent years would be done only after receipt of utilisation certificate on provisional basis in respect of grants of the preceding financial year. Release of Grants-in-Aid in excess of 75 *per cent* of the total amount sanctioned in the subsequent financial year shall be done, only after submitting the UC and the annual audited statement relating to the Grants-in-Aid released in the preceding year.

²⁵³ Ayurvedic/Unani dispensaries: ₹2.00 lakh x 391 dispensaries (₹7.82 crore), Homoeopathy dispensaries: ₹1.00 lakh x 176 dispensaries (₹1.76 crore) and Ayurvedic/Unani/Homoeopathy Hospitals: ₹4.50 lakh x 8 hospitals (₹0.36 crore)

²⁵⁴ https://arogya.maharashtra.gov.in/Site/PDFs/EDL_Ayurveda.pdf

²⁵⁵ https://upnrhm.gov.in/assets/site-files/gogl/fy2014-15/Essential_Unani_Medicines.pdf

²⁵⁶ https://ayushnext.ayush.gov.in/drugs/6128540521-Essential_Homoeopathic_Medicines-for-uploading-on-website2.pdf

²⁵⁷ which includes nine types of Ointments, 12 types of Biochemics and three types of Ear/Eye drops

Audit noticed that during 2017-22, UCs were not furnished to the full extent of releases made as of March 2022, as detailed in the *Appendix 10.2*.

The Department replied that UCs are yet to be received from the nodal agencies viz. APMSIDC for grants given towards development of infrastructure and procurement of drugs and medicines for AYUSH Educational and Medical institutions and Andhra Pradesh Medicinal and Aromatic Plants Board (APMAPB) for Research and development of Medicinal and Aromatic Plants for preparation of medicines.

Government replied (August 2023) that out of Central share ₹47.42 crore for the years 2017-18 to 2020-21, the UCs for an amount of ₹6.93 crore was submitted to the GoI. It was further stated that ₹34.90 crore was released in December 2022 and March 2023.

Thus, balance amounting to ₹5.59 crore is yet to be released. In the absence of UCs, the actual and proper utilisations of funds for which it was released to the nodal agencies could not be ensured.

Thus, State Government did not release the approved funds under NAM, thereby prevented the implementation of various targeted activities proposed under State Annual Actions Plan.

10.4.3 Implementation of National Health Mission

The National Health Mission is a flagship health sector reform initiative started in 2005 as National Rural Health Mission (NRHM) and subsequently renamed National Health Mission (NHM) when National Urban Health Mission (NUHM) was conceptualised as a sub mission under NHM. NRHM introduced the concept of ‘mainstreaming of AYUSH and revitalisation of local health traditions’ to strengthen public health services. The department of AYUSH receives funds towards procurement of drugs and medicines under NHM (earmarked ₹0.40 lakh for each NHM dispensary per year). A total of 136 dispensaries²⁵⁸ are covered under NHM in the State.

10.4.3.1 Non procurement of drugs and medicines

The NHM approved/ earmarked ₹0.40 lakh per dispensary per year for 136 dispensaries amounting to ₹0.54 crore per year during 2018-19 to 2021-22.

During the year 2017-18, no funds were approved. During 2018-19 to 2021-22, the Mission Director, NHM released the funds of ₹2.17 crore at ₹0.54 crore per year for 2018-19 to 2021-22 to the Commissioner, AYUSH only in August 2021. Thus, not releasing the funds in corresponding financial year indicates that the funds allocated for AYUSH dispensaries were retained with State Government or State Health Society from 2018-19 to 2020-21. Hence it may be construed that AYUSH Department did not procure the medicines during the above-said period. However, even after the release of funds, the same was not utilised and the released funds were also lapsed to Government in March 2022.

²⁵⁸ Ayurveda: 40, Homoeo: 53, Unani: 18 and Naturopathy: 25

Government replied (August 2023) that the revalidation of the said amount was under consideration. Non-issue of drugs and medicines would have directly increased the Out-of-Pocket Expenditure (OOPE) of the patients.

Thus, the funds released amounting to ₹2.17 crore under National Health Mission pertaining to four years were not utilised, as State Government had not released the funds in each financial year and instead, released in one lump in 2021. Even the available funds were not utilised and hence they lapsed to the Consolidated Fund of the State.

10.5 Availability of infrastructure facilities in AYUSH institutes

The Central Council of Homoeopathy²⁵⁹ (CCH), is the regulatory authority which makes regulations called Homoeopathy Central Council (Minimum Standards Requirement of Homoeopathic Colleges and attached hospitals) Regulations, 2013, for Homoeopathic Medical Education. It grants permission and recognition for the opening of new medical colleges and to increase intake capacity for Undergraduate, Bachelor of Homoeopathic Medicine and Surgery (BHMS) and Post-Graduation courses.

Similarly, for Ayurvedic Medical Education, Indian Medicine Central Council²⁶⁰ is the regulatory authority which regulates Ayurvedic institutions under Indian Medicine Central Council (Requirements of minimum standards for under-graduate ayurveda colleges and attached hospitals), Regulations, 2016.

Homoeopathic and Ayurvedic colleges and their associated teaching hospitals shall have residential accommodation for teaching and technical staff and equipment for each department as given in the Schedule I & II of CCH Regulations and Schedule I, II, III of CCIM Regulations respectively. Further, every Homoeopathic and Ayurvedic college should have 14 non-clinical departments at medical colleges and four/eight Clinical departments at attached Hospital respectively as detailed in *Appendix 10.3*.

10.5.1 Availability of building/ infrastructure in Homoeopathy Institutions

- (a) As a part of Audit, we have conducted the physical verification of Dr. Guru Raju Government Homoeo Medical College Gudivada (intake capacity up to 60 students) to ascertain whether sufficient infrastructure facilities were available as per the norms/standards. The shortfall noticed is detailed in the subsequent paragraphs.

During physical verification it was observed that the infrastructure facilities were not as per norm as detailed in *Appendix 10.4*. Some of the critical gaps in infrastructure facilities in the college were as under.

- (i) The College was established in 1945 and at present the condition of the building was not fit for use. The built-up area of the college building was 1,058 sq.m against the required 1,210 sq.m. The area available with each Department was 12 to 30 sq.m (for up to 60 students intake) as against 40 to 60 sq.m as per new CCH norms. Further, out of five classrooms, two classrooms on the first floor

²⁵⁹ constituted under Homoeopathy Central Council Act 1973

²⁶⁰ established under Indian Medicine Central Council (CCIM) Act, 1970

of the building were not being used, as approach passage to the classrooms was in dilapidated condition.

- (ii) The Homoeopathic Pharmacy and Pathology Department blocks were in dilapidated condition and might collapse at any time²⁶¹ as reported by APMSIDC authorities. While they are presently not in use, some specimens and instruments were lying idle inside. The lab/pharmacy was temporarily arranged with other labs in the college.



Figure 10.1: Dilapidated condition of Homoeopathic Pharmacy Block (October 2022)



Figure 10.2: Dilapidated condition of Department of Pathology Block (October 2022)



Figure 10.3: Pathology department equipment are placed in Gynaecology department due to dilapidated condition of Pathology Block (October 2022)

- (iii) Physical verification of library building (constructed in 1945) revealed that the building was in a dilapidated condition (shown in Figure 10.4) and not functional. Temporary arrangements have been made in a classroom for the purpose. Audit further noticed that:

As per CCH norms, every Homoeo Medical college should have Central library with a seating capacity of at least 50-60 students with separate reading room for teachers, PG students and librarian. The Library shall have at least 2,000 books on prescribed subjects.

²⁶¹ the APMSIDC authorities stated (dated 01-02-2022) that "the roof slab is totally dilapidated condition and it may collapse at any time" in respect of Pathology and Pharmacy labs block

However, only ten seats were provided in the library for students. Separate seating facility was not provided for librarian and teachers. No toilet and drinking water facilities were available in Library.

- Librarian post was lying vacant for more than two years (since July 2020). The Junior Assistant (in-charge librarian) posted in the library does not possess a degree/diploma in librarian course. The posts of Assistant Librarian and Library attendant were lying vacant. Due to operation of the college in the old building being in dilapidated condition, the lives of the students/teaching/non-teaching staff are at risk.



Figure 10.4: Dilapidated condition of Library Building of Dr. Gururaju Homoeo Co, Gudivada (October 2022)

(iv) Incomplete Homoeo Medical College building

GoAP accorded (March 2017) administrative sanction²⁶² for construction of a new building at a cost of ₹10.00 crore and upgradation of attached teaching hospital at a cost of ₹8.00 crore. However, work was not taken up due to non-release of funds. In July 2017, a letter was addressed by the Commissioner, AYUSH Department to the Managing Director, APMSIDC, Guntur²⁶³ to take up the work “Strengthening & Upgradation of Dr. Gururaju Govt. Homoeo Medical College & Hospital” with a unit cost of ₹18.00 crore, from the budget for the year 2021-22. As per the report submitted (February 2022) by the EE, APMSIDC Division, Vijayawada, the existing building structure was not fit for repair and the total structure was proposed for demolition. Hence, only construction of new building was taken up.

²⁶² G.O.Rt.No.230 dated 22-03-2017 HM &FW (F.2) Department

²⁶³ letter No.2475/G1/2017-01 dated 02.07.2021



Figure 10.5: Incomplete structure of new building for Homoeo Medical College attached Hospital at Gudivada (October 2022)

During physical verification, it was noticed (October 2022) that no construction was ongoing and the proposed building remained incomplete even after incurring expenditure of ₹11.02 crore due to non-release of balance funds (October 2022).

Government accepted (August 2023) the Audit observation and assured future compliance.

Due to the delay in construction of the building, the college was functioning in the old building with less space and medical students were deprived of the facilities.

(v) Dr. Gururaju Government Homoeo Hospital, Gudivada

The Hospital was established in 1968 at Gudivada with a capacity of 70 beds. There are four departments *viz.* Medicine, Surgery, Gynaecology and Paediatrics in the hospital with one ward in each department. Built up area provided for each Department as per Homoeopathy Central Council (Minimum Standards Requirement of Homoeopathic colleges and attached Hospitals) Regulations, 2013, (Schedule-I) is detailed in **Appendix 10.5**.

Audit noticed that:

- Certain important facilities were not available *viz.* Operation Theatre, Labour room, Antenatal room, facilities for neonatal care, Central sterilisation/ autoclave unit, Doctors' duty room with attached toilet and bathroom, Interns/house officer/resident doctors room with attached toilet and bathroom, Nursing staff room with attached toilet and bathroom, Seating arrangement for internees/students in various OPDs, *etc.*
- As per Homoeopathic Central Council regulations²⁶⁴ one bed shall be earmarked per student for each clinical subject of speciality (PG courses).

As the college is having an intake capacity of 50 UG students (requires minimum of 20 beds in the inpatient department) and 23 PG students²⁶⁵ (requires 23 beds), a minimum of 43 beds should be available. However, out of 48 beds which were available in the hospital, only 31 are in functional condition.

Further, during physical verification of OPD/IP blocks it was noticed that:

²⁶⁴ Homoeopathy (Post Graduate Degree Course) M.D. (Hom.) Regulations, 1989

²⁶⁵ Organon of medicine (8), Materia medica (8) and Repertory department (7)

- No room was provided for General Medicine OPD and OPD was conducted in open area on the ground floor of the hospital building.
- The Outpatient Department clinic (Paediatrics, Obstetrics/Gynaecology) was conducted in a temporarily constructed shed. The ceiling/roof of the shed was in damaged condition.



Figure 10.6: Condition of Ceiling in Outpatient Departments of Dr. Gururaju Govt. Homoeo College, Gudivada (October 2022)

The Medical Superintendent replied that due to space constraints and paucity of funds, the facilities were not provided in the hospital.

(vi) Availability of equipment in Homoeopathic Medical college and Hospital

Homoeopathic colleges and the attached hospitals shall fulfil the requirements of minimum standard for infrastructure and teaching and training facilities prescribed by CCH 2013 (Schedule III)²⁶⁶. Minimum equipment required in a Homoeopathic Medical college and hospital with intake capacity up to 60 seats were compared with the available equipment in the test checked Homoeopathic Medical college (Dr. Gururaju Government Homoeo College, Gudivada) and hospital (Dr. Gururaju Government Homoeo Hospital, Gudivada).

It was noticed that the percentage shortfall in availability of major types of equipment in hospital (5) and college (48) ranged between 51 to 100 *per cent* (as detailed in *Appendix 10.6*).

As per GoI norms, Homoeopathic Teaching Hospital should be equipped with a functional ECG machine. Though ECG Machine was available in the Hospital, it was non-functional since September 2020. Further, X-ray and Ultra Sonography unit were not available in the hospital.

The Hospital Superintendent replied that proposals for ECG machine were submitted to the Department and X-Ray and USG were not provided due to insufficient space, lack of funds and staff constraints. Thus, the Hospital is functioning without essential equipment which is required for treatment. This will directly increase the Out-of-Pocket Expenditure (OOPE) to the patients.

Government accepted (August 2023) the Audit observation and promised future compliance.

²⁶⁶ Schedule III of Homoeopathy Central Council (Minimum Standards Requirement of Homoeopathic colleges and attached Hospitals) Regulations, 2013

Non-availability/shortfall in availability/non-functioning of instruments is a barrier to deliver quality health services. In respect of colleges, non-provisioning of equipment in the laboratories would hamper practical teaching as envisaged in the syllabus, thereby depriving practical knowledge/ demonstration for the students.

10.5.2 Availability of infrastructure facilities in Ayurveda College and Hospital

- (a) As a part of Audit, we have conducted (September 2022) the physical verification of Dr.N.R.S Government Ayurvedic College, Vijayawada (established in the year 1922), to ascertain whether sufficient infrastructure facilities are available as per the norms/standards. At present, the intake capacity of the college is 100 (75 for UG course and 25 for PG courses). Schedule II of CCIM 2016 stipulates norms (*as detailed in Appendix 10.7*) for establishment of Ayurvedic Medical colleges. The deviations noticed are detailed in the subsequent paragraphs.
- (i) The total constructed area of the college building is 2,421 sq.m against the required area of 4,000 sq.m as per CCIM norms, resulting in shortfall in area of 1,579 sq.m.
- (ii) Out of four lecture halls, audio-visual teaching aids were provided in only two lecture halls. Separate examination hall and common rooms for boys and girls with adequate space and sitting arrangement were not provided. Canteen facility with sitting arrangement for about 100 persons (CCIM) was also not provided.
- (iii) Two Departments (Rasasatra evam Bhaishajya Kalpaa Tantra) were accommodated in the Indira Gandhi Stadium Complex and not in the college premises due to space constraint in the existing building.
- (iv) Teaching Pharmacy and Quality testing laboratory with 200 sq.m space is to be provided for preparation of different types of Ayurveda medicines. As per Indian Medical Central Council (Post Graduate Ayurveda Education) Regulation 2016, the institute shall have Central Research lab and Animal house for starting post-graduate course. Animal House shall be either owned or in collaboration.

However, the above facilities were provided in the college.

- (v) Indian Medicine Central Council (Requirement of minimum standard for undergraduate Ayurveda Colleges and attached hospitals) Regulations 2016 (Schedule-III) stipulated that a well-developed Medicinal Plants Garden with 250 species of medicinal plants and a demonstration room of 25-50 sq.m area should be maintained by the college.

However, in the herbal garden maintained by the college, there were only 156 species of plants available as against 250. Further, no demonstration room²⁶⁷ was provided for the Herbal Garden.

²⁶⁷ Demonstration room is used for collection of herbarium sheets, charts, specimens and raw drugs to train undergraduate Ayurveda medical students about medicinal plants

The Principal of the Ayurvedic College, Vijayawada replied (October 2022) that due to space constraints and shortage of staff, the herbal garden could not be developed as per CCIM norms.

- (vi) During the year 2014-15, the Commissioner, AYUSH submitted²⁶⁸ (March 2015) the Annual Action Plan proposals to GoI for ₹11.47 crore, which included establishment of Mini Pharmacy at Dr. N.R.S. Government Ayurvedic Medical College, Vijayawada for ₹0.53 crore. The pharmacy was proposed with two objectives viz. for demonstrating the manufacturing process of medicines to the students as part of studies and to establish full-fledged Drug Testing Laboratory (Quality Control Lab). The entire amount of ₹0.56 crore²⁶⁹ was released to the college between March 2016 to August 2018. Out of this, only ₹0.22 crore was spent (September 2022) under various heads²⁷⁰ by the college as detailed in *Appendix 10.8*. The balance funds were refunded to AYUSH Society.

Audit also noticed that Government permitted (September 2017) the AYUSH Commissioner to engage staff for Mini pharmacy on outsourcing basis. However, no manpower was recruited till March 2021. Without recording any reasons, the AYUSH Commissioner cancelled (April 2021) the notification issued in March 2021. Due to lack of required manpower and electricity supply, the Mini pharmacy was not in operation and equipment procured was kept idle as of September 2022. Hence, the expenditure incurred so far has become unfruitful.

It was replied that the equipment is being used for manufacturing medicines by the Full Time Supervisor (FTS) and PG students as a part of their studies.

During physical verification (October 2022) it was observed that the Mini Pharmacy was non-functional due to short circuit and power cut in the building. However, the date from which the mini pharmacy was non-functional was not available with the college. Further, only 39 per cent (₹0.22 crore) of funds were utilised out of the amount released (₹0.56 crore).

The Government accepted (August 2023) the Audit observation and assured to make the Mini pharmacy functional.



**Figure 10.7: Mini pharmacy with idle equipment
at Dr. N.R.S Govt. Ayurveda College Vijayawada (October 2022)**

²⁶⁸ Lr.No.2049/ G.4/2014-3 dated 18 March 2015

²⁶⁹ ₹0.03crore was approved in 2015-16 for the same purpose

²⁷⁰ procurement of equipment, raw drugs recurring expenditure etc.

- (vii) A minimum of five acres of land is required²⁷¹ for establishment of Ayurvedic Medical College with hospital having intake capacity of sixty-one to hundred seats. A lease agreement should be made for a period not less than 99 years or the maximum permissible period as per rules, if the college is established prior to 2003.

Audit noticed that the college and hospital were established in 1922 and 1968 respectively and are functioning in 4,145 sq. yards (0.86 acres) of leased land pertaining to the Irrigation Department. The college has paid the canal berum²⁷² rent to the Irrigation Department up to March 1997. Though the lease expired in 1981, lease rent was paid till 1997. The details of lease rent paid after 1997 are not available in the records.

In July 2018, Government allotted an extent of 5.43 acres of land to the college and hospitals²⁷³. However, the land was not handed over by the authorities till September 2022. The Commissioner, AYUSH, requested (September 2020) the Government to extend the lease period of the building for another five years or till the construction of new campus. Decision of the Government is awaited. At present, the college and hospital are functioning with inadequate space and illegal occupation.

The Department replied that land to an extent of 2.45 acres near AIIMS, Mangalagiri, is being pursued with the District Collector, Guntur for alienation. Soon after the allocation, the space constraints would be resolved.

Thus, the Dr.NRS Govt. Ayurveda College had no ownership of the land, even though it had started functioning since the year 1922. The Government neither took action to extend the lease period nor handed over allotted land to the College and attached hospital.

(b) Availability of infrastructure at Ayurvedic Hospital

Dr. A.L Government Ayurvedic hospital, Vijayawada was established in 1968, having a bed capacity of 140. The hospital is functioning with eight departments. With reference to Schedule-I of CCIM norms 2016, the following deviations/shortfalls were observed in respect of infrastructure development.

Table 10.5: Showing space requirement for various facilities in Ayurvedic Hospital

Sl. No.	Department	Built up area As per CCIM norms (in sq.m)	Actual area available (in sq.m)	Shortfall (in sq.m)
1	Total constructed area of the Hospital building	3,500	2,633	867
2	Area of Hospital Administration Block	150	72	78
3	Area of Inpatient Department	1,650	867	783
4	Area of Physiotherapy Unit	150	79	71
5	Area of Clinical Laboratory	150	75	75

²⁷¹ as per CCIM 2016 norms 4(2)

²⁷² Canal Berum is a narrow strip of land left on either side of the channel at ground level, between upper edge of the cut and inside toe of the bank

²⁷³ vide G.O.Ms.No.233 MA&UD (CRDA-2) Department dated 19 July 2018

Sl. No.	Department	Built up area As per CCIM norms (in sq.m)	Actual area available (in sq.m)	Shortfall (in sq.m)
6	Area of Radiology or Sonography Section	100	43	57
7	Area of Hospital Kitchen and Canteen	150	Not available	--
8	Area of Stores/Mortuary	50	20	30

Source: Information furnished by A.L Government Ayurvedic hospital

The Superintendent, Dr. A.L. Government Ayurveda Hospital replied that due to space constraints, the above facilities were not provided as per said norms.

Thus, the college and hospital did not have proper accommodation with adequate space. The requested land at Mangalagiri is also not adequate as per the stipulated standards. Being the one and only institution for Ayurveda in the State imparting education at graduation and post-graduation level, Government needs to focus on the issue by allocating sufficient and suitable land for smooth functioning of the Institute.

(c) Availability of equipment in Ayurvedic institutions

Ayurvedic colleges and the attached hospitals shall fulfil the requirements of minimum standard for infrastructure and teaching and training facilities prescribed by the CCIM 2016 (Schedule VII)²⁷⁴. Minimum equipment required in an Ayurvedic Medical college and Hospital with intake capacity of 61 to 100 were compared by Audit with the available equipment in the test-checked Ayurvedic Medical college and hospital.

In Dr A.L Government Ayurveda Hospital, Vijayawada the percentage availability of major equipment (246) was far less than the norms and ranged between zero to 25 per cent. Similarly, in Dr. NRS Govt. Ayurveda College, Vijayawada, the percentage availability of major equipment (69) was far less than the norms and ranged between zero to 25 per cent (as detailed in Appendix 10.9).

Government replied (August 2023) that an amount of ₹Four crore (at ₹One crore for each College & Hospital) has been proposed in the SAAP 2023-24 and is under active consideration.

(d) Physical verification

The following major deficiencies were noticed during physical verification:

- Though X-ray facility²⁷⁵ was available in Dr. A.L Government Ayurveda Hospital, Vijayawada, it was non-functional since December 2020. The Hospital requested the AYUSH Commissioner to supply of 300 mA GE X-Ray machine in January 2022. However, neither the new machine was supplied nor alternate arrangements were made by the Department.

Government accepted (August 2023) the audit observation and promised future compliance.

²⁷⁴ Schedule VIII of Indian Medicine Central Council (Requirements of Minimum Standards for under- graduate Ayurvedic Colleges and attached Hospitals) Regulations, 2016

²⁷⁵ CCIM regulations 2016



**Figure 10.8: Non-Functioning X-Ray machine
in Dr AL Ayurveda Hospital, Vijayawada (October 2022)**

X-Ray machine is an essential equipment for treating patients in the Hospital. However, the Hospital is functioning without the X-Ray machine for two years which would directly increase the Out-of-Pocket Expenditure (OOPE) to the patients.

- The CCIM norms 2016 stipulate that every Ayurvedic hospital should be equipped with a clinical laboratory with proper infrastructure and manpower as specified, for carrying out routine pathological, bio-chemical and haematological investigations and ayurvedic diagnostic techniques.

During physical verification of the clinical laboratory at Dr.AL Government Ayurvedic hospital, Vijayawada, we observed that no separate Clinical laboratory with separate sections for pathology, biochemistry, and microbiology along with attached toilet for collection of urine samples were available due to space constraint and essential bio-chemical tests *viz.*, blood sugar, S-Bilirubin, Blood urea, Lipid profile test and pregnancy tests were not being conducted at the hospital. Micro biological tests *viz.*, malarial parasite confirmation, Widal test for Typhoid confirmation, HIV test, VDRL, *etc.* were not available at the Hospital.

It was replied that, due to non-availability of required kits, these tests were not being conducted since April 2021. It was further stated that some tests were conducted with the kits donated by the doctors working in the Hospital. However, the details of tests conducted, and donations made were not furnished to audit.

Government stated (August 2023) that an amount of ₹One lakh out of released ₹Five lakh to the Ayurveda hospital was earmarked for procurement of lab reagents and chemicals. However, no documents in support of such releases were furnished to Audit.

The test-checked colleges and hospitals under AYUSH lacked infrastructure facilities, equipment, laboratories and development/farming of medicinal plants, thereby affecting the performance of these institutes.

10.6 Strengthening of institutional capacity at the State level

Government Sanctioned²⁷⁶(March 2017) 65 works (includes 12 capital works) at a cost of ₹70.38 crore for construction and establishment of AYUSH University, standalone AYUSH dispensaries and new AYUSH hospitals at various places. Government during

²⁷⁶ G.O.Rt. No.230 HM&FW(F.2) Department dated 22.03.2017

May 2019 instructed²⁷⁷ to cancel the works which were not grounded and to review the works where expenditure was less than 25 per cent of the estimated value.

In view of instructions of Government, 45 works valued at ₹33.34 crore were cancelled²⁷⁸ due to non-grounding of the works. Only 13 works costing ₹2.44 crore were completed and the remaining seven works of ₹34.60 crore (49.16 per cent) were at various stages of progress (October 2022).

The Department replied (November 2022) that a proposal has been forwarded to the Government to take up works sanctioned and not grounded prior to April 2019. However, orders from the Government are awaited.

From the above, it was construed that no new educational institutions/ hospitals were created under the control of Department of AYUSH between 2016-17 to 2021-22 due to non-release of funds by the State Government.

10.7 Human Resources

The objective of the National AYUSH Mission is to promote AYUSH medical systems through cost effective AYUSH services and strengthening of education systems. To achieve these objectives, it was envisaged to upgrade AYUSH Hospitals and Dispensaries and co-locate AYUSH facilities at PHCs, CHCs and District Hospitals by deploying sufficient number of Medical Personnel/ Human Resources.

10.7.1 Shortage of Manpower in AYUSH Department

Scrutiny of records at AYUSH Commissionerate revealed that, there was shortage of Staff (Medical/Paramedical/and other supporting staff) in the State. About 56 per cent²⁷⁹ of the posts were vacant as of September 2022 as detailed in the *Appendix 10.10*.

10.7.1.1 Shortage of Medical Officers

AYUSH Medical Officers along with other staff contribute to the effective implementation of National Health Programmes. AYUSH doctors also undertake health check-up camps and conduct awareness building activities through Gram Panchayats involving schools, Anganwadis, self-help groups and other community organisations.

There are 735 AYUSH dispensaries functioning towards four²⁸⁰ systems of AYUSH in the State. Each dispensary should be provided with one Medical Officer (MO). The system wise sanctioned and available Medical Officer posts are detailed in *Table 10.6* below.

²⁷⁷ U.O. Note No.FIN01-FMU0ASD(WR1)80/2019 (Comp No.898809) dated 29.05.2019

²⁷⁸ one Ayush University, 14 standalone dispensaries, ten co-located dispensaries, four Ayush hospitals and wings, eight wellness centres, establishment of Ayush hospital with 50 beds (1), 20 beds (4), 5 beds (2) and upgradation of teaching hospital

²⁷⁹ total sanctioned strength 2,730, filled 1,198 (43.89 per cent) and vacant 1,532 (56.11 per cent) posts

²⁸⁰ Ayurvedic, Homoeopathy, Unani and Naturopathy

Table 10.6: System wise dispensaries functioning with regular and in charge Medical officers

System	No. of Dispensaries	Number of dispensaries having regular MO	Number of dispensaries functioning with in-charge MO	Number of dispensaries without MO
Dispensaries functioning with State Budget support				
Ayurvedic	333	192	127	14
Homoeopathy	192	85	91	16
Unani	74	36	36	2
Total	599	313	254	32
Dispensaries functioning with NHM scheme funds				
Ayurvedic	40	31	0	9
Homoeopathy	53	43	0	10
Unani	18	14	0	4
Naturopathy	25	19	0	6
Total	136	107	0	29
Grand Total	735	420	254	61

Source: Information furnished by the Commissionerate of AYUSH

The above table establishes that only 420 dispensaries are functional with full-fledged Medical Officers, 254 are partially functional with the help of in charge MOs and 61 dispensaries did not have Medical Officers and were proposed for temporary closure.

Regarding sanctioned strength of the MOs under GoAP, Commissioner, AYUSH replied that about 314 MOs are on rolls (September 2022) against sanctioned strength of 576 posts²⁸¹. Thus, about 45.5 per cent (262 posts) of Medical Officer posts were lying vacant in the State.

Government accepted (August 2023) the audit observation and stated that the process of filling up of vacant post through APPSC is at final stage and the same would be completed within short time and the dispensaries would be made functional.

10.7.1.2 Closure of NRHM dispensaries

During bifurcation of States (2014), 587 NRHM dispensaries were allocated to the residuary State of Andhra Pradesh. Out of 587, 451 NRHM dispensaries were closed (92 per cent) due to non-availability of Medical Officers since April 2017²⁸².

The department replied that the closed dispensaries would be functional as and when required HR support is extended by the State Government.

This indicates that the Government was not keen on making AYUSH dispensaries functional by recruiting the required number of Medical Officers.

National Health Policy, 2017 also prioritises utilisation of AYUSH personnel in urban health care and emphasises developing a protocol for mainstreaming AYUSH as an integrated medical care, which was not adhered to.

Reply from the Government is awaited.

²⁸¹ sanctioned Strength (regular staff) of the Ayush Department including Dispensaries and hospitals

²⁸² Memo No.3353/A2/NRHM/2016 dated 20-04-2017 issued by the Commissioner, Department of Ayush

10.7.1.3 Shortage in paramedical staff in AYUSH dispensaries

Compounder and Sweeper cum Nursing Orderly are the other essential posts for smooth functioning of the dispensary. These staff are to support the Medical Officer in preparation, issue, and accounting of medicines as well as in providing support services to the patients. The sanctioned posts and availability are detailed in *Table 10.7* below.

Table 10.7: Status of sanctioned and in-position of paramedical staff in dispensaries

System	Number of dispensaries	Compounder			Sweeper cum Nursing Orderly		
		Sanctioned	In-position	Vacant	Sanctioned	In-position	Vacant
Ayurvedic	333	226	91	135	NA	NA	NA
Homoeopathic	192	189	76	113	NA	NA	NA
Unani	74	69	34	35	NA	NA	NA
Total	599	484	201	283	729	335	394

Source: Information furnished by the Commissionerate of AYUSH

From the above, it can be seen that only 484 posts of compounders were sanctioned against requirement of 599. Further, more than 50 per cent of the posts in both cadres were vacant. Thus, about 50 per cent of the dispensaries were functioning without support staff / paramedical staff.

Government accepted (August 2023) the audit observation and stated that the proposal for filling up of posts of paramedical staff was under active consideration.

Healthcare professionals such as MOs, and paramedical staff are responsible for the health and safety of the patients who are under their observation and treatment. Paramedical staff provide quality care of health and other provisions that a patient needs with due diligence. However, in the absence of paramedical staff in dispensaries, Medical Officers alone cannot discharge their responsibilities.

10.7.2 Availability of teaching staff in AYUSH Colleges

(a) Ayurvedic College

As per IMCC²⁸³ (Minimum Standard Requirements of Ayurveda Colleges and attached Hospitals) Regulations, 2016 (Schedule V), there should be a minimum 30 fulltime teachers appointed on regular basis for intake capacity up to sixty students and 45 full time teachers for sixty-one to hundred students intake capacity. In addition, there should be 10 part time teachers (eight teachers of Modern Medicine, one Yoga teacher and one Biostatistician). Further, in addition to the teachers stipulated for UG, the PG department or specialty shall have minimum one Professor in concerned subject or specialty from the academic session 2017-18.

The test checked Ayurvedic college had an intake capacity of 60 Undergraduate (UG) and 20 Postgraduate (PG) students during the period 2017-19 and 75 UG and 25 PG students during 2019-22. The college had 14 specialities in UG and four specialities in PG courses. The availability of teachers at the college is as detailed in *Table 10.8* below.

²⁸³ Indian Medicine Central Council

**Table 10.8: Sanctioned strength and staff in-position in
Dr. NRS Ayurveda College, Vijayawada**

Name of the College	Name of the cadre	Sanctioned strength	In position	Vacant
Dr. NRS Ayurveda College, Vijayawada	Professors	14	4	10
	Associate Professors/Readers	14	9	5
	Asst. Professors/Lecturers	17	6	11
Total		45	19	26

Source: Information furnished by the Ayurvedic College

Against total requirement of 59 Professors/Associates/Readers/Asst. Professors/ Lecturers (45 Regular, 10 Part-time and four subject specialists for PG courses), only 45 posts were sanctioned by the Government. Against sanctioned posts, only 19 were in position. Thus, there was a shortfall of 57.78 per cent of posts.

The College replied that the issue was brought to the notice of Government to fill the higher faculty posts with retired faculty and permission is awaited.

Government accepted (August 2023) the audit observation and stated that the process of filling up of vacant post through APPSC was at final stage and the same would be completed within short time and the services of some of the Medical Officers of Ayurveda were being utilised for smooth functioning of the college.

As per the IMCC Regulations, the deficiency of teachers should not exceed more than 10 per cent of total requirement with availability of at least one teacher in each department seeking conditional permission to undertake admission.

(b) Homoeopathic College

As per “Homoeopathy Central Council Regulations 2013” there should be 12 teaching departments for B.H.M.S. course and two²⁸⁴ exclusive departments for P.G. level courses. Further, there should be 24 full time teaching faculty²⁸⁵ and eight guest faculty for admission up to 60 students. Each PG speciality should have one Professor or Associate Professor or Reader along with one Assistant Professor or Lecturer. As per Note 5 below Schedule IV of the regulations, the deficiency of teachers should not exceed more than 10 per cent of the total requirement with availability of one teacher in each department.

The test-checked Homoeopathic college had an intake capacity of 50 UG and 23 PG students during the period 2017-22. The college had 12 departments in UG and three specialities in PG courses. The availability of teachers at the college is detailed in **Table 10.9** below.

²⁸⁴ Psychiatry and Paediatrics

²⁸⁵ 12 Professors or Associate Professors or Readers and 12 Assistant Professor or Lecturers for UG course

Table 10.9: Showing the status of sanctioned strength and in-position of staff in Dr. Gururaju Government Homoeo College, Gudivada

Name of the College	Course	Name of the cadre	Sanctioned strength (up to 60 admissions)	Men in position	Vacant
Dr. Gururaju, Govt Homoeo College, Gudivada	UG course	Professors/ Associate Professors	12	3+8	1
		Asst. Professors	12	8	4
		Total	24	19	5
	PG Courses	Professors/ Associate Professors/Reader	7	0	7
		Asst. Professors/Lecturer	7	0	7
		Total	14	0	14

Source: Information furnished by the Homoeopathic College

Against total requirement of 38 posts of regular and part-timers for UG courses, only 24 posts were sanctioned by the Government. Against sanctioned posts, only 19 were in position. Thus, there was a shortfall of 21 *per cent* against the sanctioned posts. Further, all the posts sanctioned for PG courses were vacant in the Homoeopathic college.

Student-supervisor/guide ratio should also be maintained for PG courses. As the college had 23 intake capacity of PG students, eight Professors/ Associate Professors or 12 Readers or 23 Lecturers are to be available to supervise/guide the PG students. However, no teachers were posted for the purpose.

Government accepted (August 2023) the audit observation and stated that the process of filling up of vacant post through APPSC was at final stage and the same would be completed within short time. Further, the services of retired officials on contract basis were being utilised for smooth functioning of the Colleges.

Government was silent on non-sanction of teaching posts for PG courses. Though PG course was sanctioned in 2016, due to non-sanction of the faculty for PG courses, the students were deprived of quality education. PG courses being conducted without at least one specialist teacher and UG courses with more than thirty *per cent* teaching staff vacancy would deprive the students of quality education.

10.7.3 Human Resource position in Teaching Hospitals

Availability of Human Resources at the teaching hospitals is discussed in the following paragraphs.

(a) Ayurvedic Hospital

The minimum technical and other staff required to be engaged in the Hospital are detailed in the Schedule IV of the IMCC Regulations, 2016. Shortfall in some of the Medical cadres and supporting cadres in the teaching hospital is detailed in **Table 10.10** below.

Table 10.10: Sanctioned strength, staff in-position in Dr. A.L. Government Ayurveda Hospital, Vijayawada

Name of the Teaching Hospital	Name of the cadre	Sanctioned strength	Men in position	Vacant
Dr. AL Government Ayurveda Hospital, Vijayawada	Medical Superintendent	1	0	1
	Modern medical staff	11	1	10
	Staff Nurses	14	5	9
	Compounder	6	4	2
	Panchakarma Assistant	4	1	3
	Ward boys	7	0	7
	Dresser	2	0	2
	Dark room attender	1	0	1
	Nursing Orderly	13	3	10

Source: Information furnished by the Hospital Superintendent

The Hospital Superintendent replied that the matter was brought to the notice of higher authorities.

Government accepted (August 2023) the audit observation and stated that the proposal of recruitment of staff is under active consideration.

Government should ensure to complete the recruitment process so as to deploy the staff for smooth and effective functioning of the healthcare facility.

(b) Homoeopathic Hospital

The minimum staff required for the attached hospital is specified in Schedule-II of the CCH Regulations, 2013. The staff should be increased proportionately in accordance with the increase in bed strength (70 numbers). Availability of the staff against sanctioned strength in some of the cadres is detailed in **Table 10.11** below.

Table 10.11: Sanctioned strength and staff in-position in Dr. Gururaju Government Homoeo Hospital, Gudivada

Name of the College	Name of the cadre	Sanctioned strength	Men in position	Vacant
Dr. Gururaju Govt Homoeo Hospital, Gudivada	Medical Officers	4	3	1
	Resident Medical officer	2	1	1
	Laboratory Technician	2	1	1
	Nursing staff	9	5	4
	Dresser	1	0	1
	X ray attendant	1	0	1
	Ward boys	9	1	8
	Store Keeper	1	0	1
	Registration clerk/telephone operator	1	0	1
	Dietician	1	0	1

Source: Information furnished by the Medical Superintendent

It is clear from the above table that there are huge vacancies in the cadres of Nursing staff and ward boys.

The Medical Superintendent replied that necessary proposals were submitted to Commissionerate from time to time for filling the required staff and in respect of sanitation and cleaning, private persons were engaged by contributions from the hospital staff.

Government accepted (August 2023) the observation and stated that the proposal of recruitment of staff is under active consideration.

Shortage of Medical and paramedical permanent staff in all the test-checked AYUSH Hospitals and educational institutions was noticed. About 56 *per cent* of the posts were vacant in AYUSH Department, thereby affecting its performance.

10.8 Regulatory Mechanism

Clinical Establishment (Registration and Regulation) Act, 2010 (CEA) is applicable to all types²⁸⁶ of Clinical establishments (public and private sectors), belonging to all recognised systems of medicines including single doctor clinics. Every State Government shall by notification constitute a State Council for clinical establishments and the State Council shall perform various functions²⁸⁷.

Further the State Government shall, by notification, set-up the District Registering Authority (DRA) for each district for registration of clinical establishments and no person shall run a clinical establishment unless it has been duly registered in accordance with the provisions of this Act. For registration and continuation, every clinical establishment shall fulfil the conditions prescribed in the Act.

The Department replied that no such regulatory mechanism is in existence in the State for Clinical Establishment as far as AYUSH Systems are concerned. Thus, there exist no prescribed guidelines for registration of Hospitals, Clinics, Diagnostic services, or Laboratories under AYUSH.

The Government accepted the observation (August 2023) and stated that steps would be taken to operate the Clinical Establishment Act.

Thus, there was no Regulatory mechanism to exercise control over the clinical establishments related to AYUSH. The Government should initiate steps to bring AYUSH into the ambit of Clinical Establishment Act in the State.

Regulatory mechanism was not in place as per the provisions of Clinical Establishment Act 2010 for regulating Hospitals, Clinics, Diagnostic services and Laboratories under AYUSH.

10.9 Key Performance Indicators

Key Performance Indicators (KPIs) help to systematically monitor, evaluate, and continuously improve service performance. KPIs provide 'signposts' that signal progress toward goals and objectives as well as opportunities for improvement. Central Councils of

²⁸⁶ both the therapeutic and diagnostic types

²⁸⁷ (a) compiling and updating the State Registers of clinical establishment; (b) sending monthly returns for updating the National Register (c) representing the State in the National Council; (d) hearing of appeals against the orders of the authority; and (e) publication on annual basis a report on the state of implementation of standards within their respective States

Indian Medicine and Homoeopathy prescribed norms for minimum number of beds, bed occupancy and Out-Patient department attendance with respect to intake capacity of the students in the Teaching hospital. The requirement of beds, IP and OP are as detailed in **Table 10.12** below.

Table 10.12: Minimum requirements of IP and OP in Ayush Teaching Hospitals

Stream	Intake capacity per year	Minimum number of beds in IP department	Minimum number of bed occupancy in IP department	Minimum number of patients in OP/ per day
Ayurvedic UG	75	75 (1:1 student-bed ratio)	30 (40 per cent of beds)	150 (1:2 student: patient ratio)
Ayurvedic PG	25	100 (1:4 student-bed ratio)	50 (50 per cent of beds)	200 (min. 200 patients per day college having PG course with 61-100 UG seats)
Homoeo UG	50	20 (Min. No. Of bed in IPD)	6 (30 per cent of beds)	100 (1:2 student: patient ratio)
Homoeo PG	23	23 (1:1 student-bed ratio)	7 (30 per cent of beds)	250 (min. No of patients per day for hospital attached with PG course or running with BHMS Course)

Source: CCIM regulations, 2016 for UG and PG & CCH regulations, 2013 for UG and CCH 1989 for PG courses

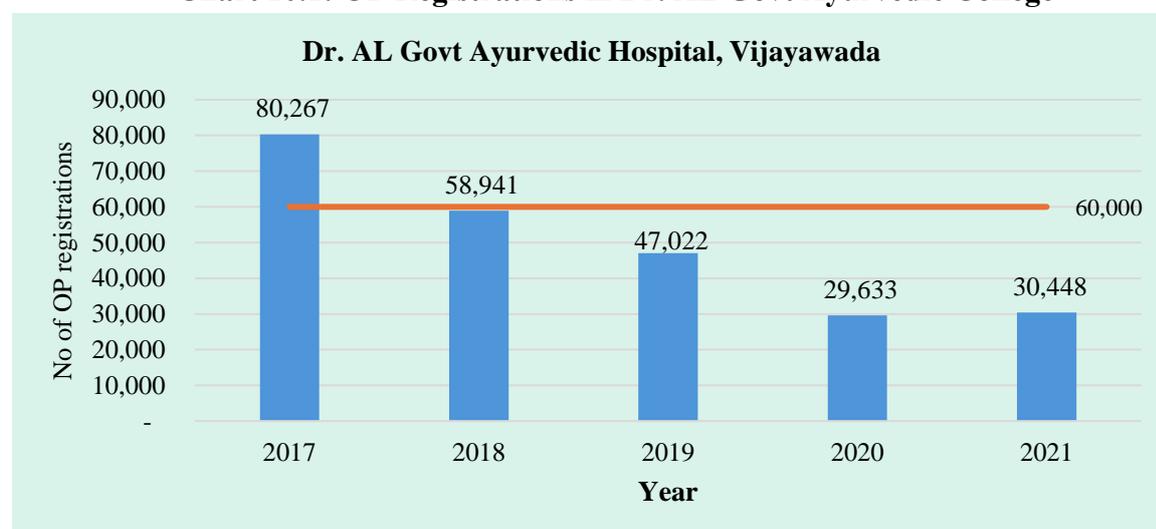
10.9.1 Outpatient load

10.9.1.1 Ayurveda Teaching Hospital

To assess the KPIs, the records of the test checked hospital has been reviewed and observed that:

- On an average, 200 patients are expected to visit hospital per day. Ayurvedic teaching hospital must have 300 working days. Thus, it is expected that about 60,000 patients would visit per year. However, there was decreasing trend in patients preferring to visit Ayurvedic hospitals for treatment during 2018 to 2021 as shown in **Chart 10.1**.

Chart 10.1: OP Registrations in Dr. AL Govt Ayurvedic College

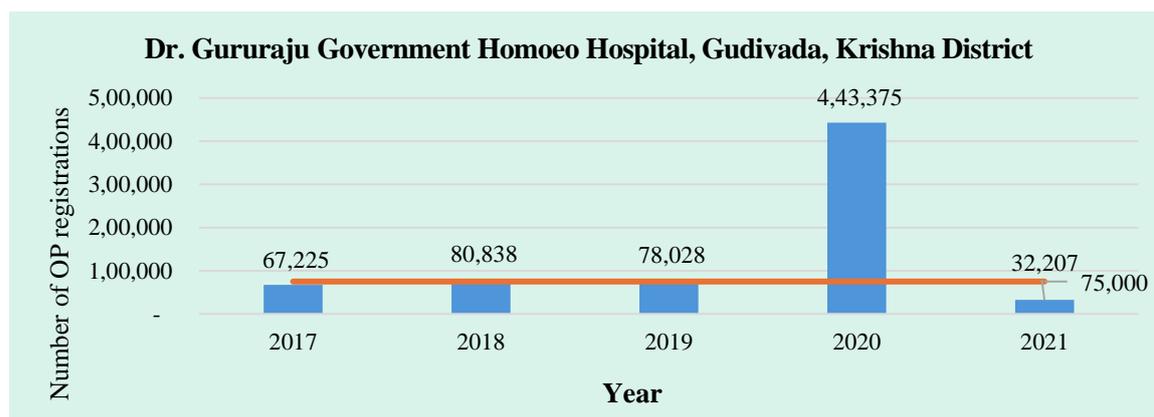


Source: Information furnished by Commissioner, AYUSH

10.9.1.2 Homoeopathic Teaching Hospital

Similarly, on average 250 patients are expected to visit hospital per day. Homoeopathic teaching hospital must have 300 working days in a year. Thus, it is expected that about 75,000 patients would visit per year. Patients preferring to visit Homoeopathic hospital for treatment during 2017 to 2020 is detailed in **Chart 10.2**. However, patient registrations decreased in the year 2021.

Chart 10.2: OP Registrations in Dr. Gururaju Government Homoeo Hospital, Gudivada, Krishna District



Source: Information furnished by the O/o the Commissioner, AYUSH

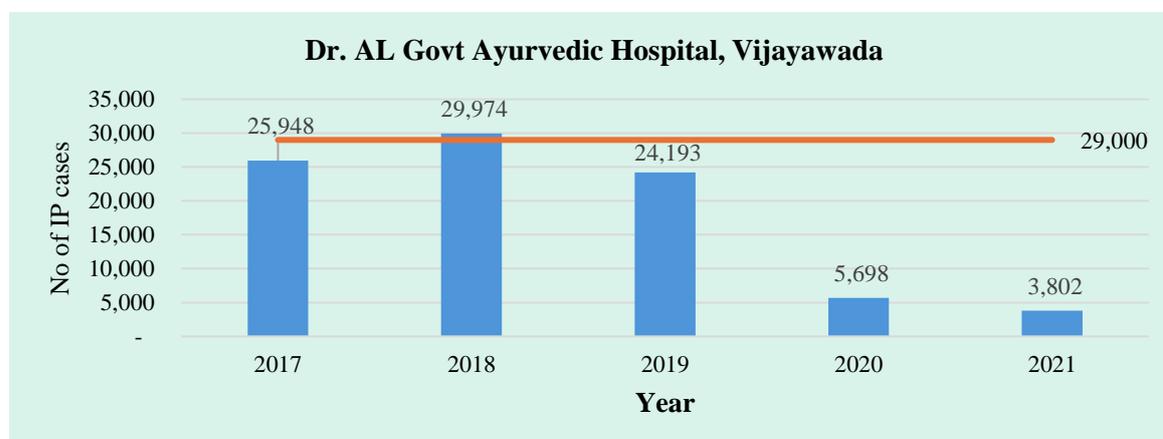
The decreased registrations in the year 2021 can be attributed to COVID

10.9.2 Inpatient load

10.9.2.1 Ayurveda Teaching Hospital

The beds were provided in the hospital based on the student-patient ratio as prescribed in CCIM norms²⁸⁸. As such, about 29,000 inpatients are expected to avail the services in Ayurvedic teaching hospital (detailed in **Appendix 10.11**). Audit noticed that patients have not preferred to avail inpatient services through Ayurvedic hospitals during 2019 to 2021. The data visualisation is given in **Chart 10.3**.

Chart 10.3: IP cases in Dr. AL Govt Ayurvedic College

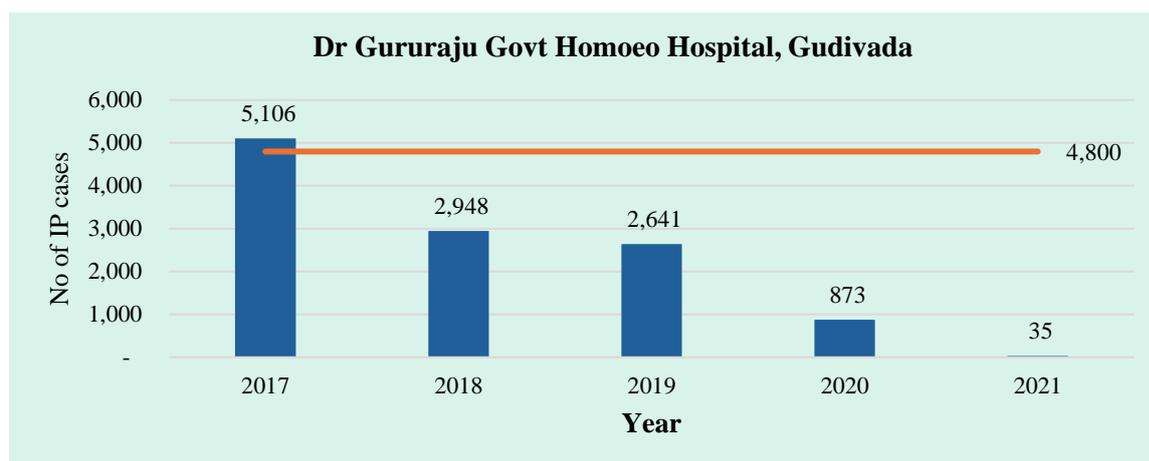


²⁸⁸ CCIM Norms for Undergraduate and for Post Graduate

10.9.2.2 Homoeopathic Teaching Hospital

The beds were provided in the hospital based on the student-patient ratio as prescribed in CCH norms²⁸⁹. As such, about 4800 inpatients are expected to avail the services in Homoeopathy teaching hospital in a calendar year (detailed in *Appendix 10.11*). Audit noticed that patients have not preferred to avail inpatient services through Homoeopathic hospitals during 2018 to 2021 as depicted in *Chart 10.4*.

Chart 10.4: IP cases in Dr. Gururaju Government Homoeo Hospital, Gudivada, Krishna District



The departmental authorities replied that due to COVID pandemic, insufficient supply of medicines *etc.* OP cases were drastically reduced. In respect of reduction in IP cases, lack of provision of accommodation, insufficient budget and non-recruitment of class-IV staff *etc.* are the reasons.

Poor performance in providing hospital services may result in non-achievement of basic objectives to provide cost effective AYUSH services to the patients.

10.10 Other Issues

10.10.1 Non-maintenance of official website

An amount of ₹38.20 lakh²⁹⁰ was sanctioned (2014-15 to 2019-20), under the sub-component “Andhra Pradesh Ayush Journal & Maintenance of Web portal (Component: Flexi pool)”. An amount of ₹15.00 lakh was spent, leaving a balance of ₹23.20 lakh unspent.

Audit noticed (September 2022) that the official web portal in respect of the Department of AYUSH, Government of Andhra Pradesh was not being maintained due to non-release of funds during 2020-21 and 2021-22.

Due to non-maintenance of Departmental official web portal, vital information about Department of AYUSH/AYUSH services *i.e.*, Citizen’s charter, RTI, Key contacts, Government Orders & Circulars, Central/State Schemes and information regarding

²⁸⁹ CCH Norms for Undergraduate and for Post Graduate

²⁹⁰ GoI Share: ₹24.42 lakh and GoAP Share: ₹13.78 lakh

Educational and medical institutions, availability of dispensaries, Research Departments, AYUSH Statistics, Drug Licensing Authority, Feedback *etc.*, was not made available to public to create awareness about AYUSH services in the State.

10.10.2 Non-updation of college website

As per prescribed Regulations²⁹¹, the Homoeopathic /Ayurvedic college authorities should maintain the college website with necessary information *viz.*, the details of Principal and Medical Superintendent of the College/Hospital, details of teaching and non-teaching staff, list of students admitted merit/category-wise (UG and PG) for the current and previous years, research publications, Continuing Medical Education²⁹² programmes conducted, result of all the examinations, details of clinical material in the Hospital *etc.* However, these were not available/not updated in the website maintained by the test-checked Homoeopathic/Ayurveda College authorities.

The Principal, Homoeopathy Medical College replied (October 2022) that due to non-receipt of funds, the website could not be maintained. The Principal, Ayurvedic college replied that the website would be updated and maintained.

10.10.3 Non-maintenance of computerised Central Registration System

As per prescribed Regulations²⁹³, the Ayurvedic and Homoeopathic Colleges and Hospitals shall maintain web based computerised Central Registration System for maintaining the records of patients in OP and IP Department. The Colleges shall also maintain the Department-wise records, case papers of OP and IP Department, laboratory and radiological investigation reports, medicines dispensing register, diet register for IP Department patients, duty roster of hospital staff, birth and death certificates *etc.*

However, web based computerised central Registration system was not developed in the test-checked Ayurvedic and Homoeopathic colleges & Hospitals.

Government replied (August 2023) that the requirement was submitted to NIC, Vijayawada for developing official website and dashboard for daily OPD cases.

10.11 Recommendations

- ***The State Government needs to release the funds provisioned as per approved State Annual Action Plan (SAAP) and ensure timely release of funds towards matching share under National Ayush Mission for optimal utilisation of scheme funds.***

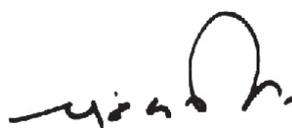
²⁹¹ Regulation 10 of Homoeopathy Central Council (Minimum Standards Requirement of Homoeopathic colleges and attached Hospitals) Regulations 2013 and Regulation 9(2) of IMCC (Requirements of Minimum Standard for undergraduate Ayurveda Colleges and attached Hospitals) Regulations, 2016

²⁹² Sensitisation programme for Allopathic doctors on potentialities of AYUSH system/Orientation Programme for AYUSH doctors on modern trends in AYUSH systems

²⁹³ Indian Medicine Central Council (Requirements of Minimum Standard for undergraduate Ayurveda Colleges and attached Hospitals) Regulations 2016 (7.3) and Homoeopathy Central Council (Minimum Standards Requirement of Homoeopathic Colleges and attached Hospitals) Regulations 2013 (7.3)

- *The State Government may ensure that adequate infrastructure facilities, equipment, and drugs are provided to the hospitals/dispensaries under AYUSH as per norms.*
- *The State Government may take steps to recruit required staff for AYUSH in medical and educational institutions.*
- *The State Government may ensure implementation of Clinical Establishment Act 2010 (CEA) for regulating Hospitals, Clinics, Diagnostic services and Laboratories under AYUSH.*

Vijayawada
The 30 October 2024



(CHANDRA MAULI SINGH)
Principal Accountant General (Audit)
Andhra Pradesh

Countersigned



New Delhi
The 05 November 2024

(GIRISH CHANDRA MURMU)
Comptroller and Auditor General of India