

Chapter - 2

# **Financial Management**



## Chapter 2. Financial Management

AYUSH health infra structure, AYUSH health services and AYUSH education in the State are financed through the State budget and GoI assistance under NAM (Central Share: 60 *per cent*, State Share: 40 *per cent*). The hospitals and dispensaries providing healthcare service also collect user charges from the patients.

### 2.1 Funds received from State Budget

#### 2.1.1 Receipt and utilisation of funds

Paragraph 25 of the Uttar Pradesh Budget Manual (UPBM) provides that in the preparation of the budget, the aim is to achieve as close an approximation to the actual as possible. Paragraph 28 of UPBM also stipulates preparation of estimates with reasonable accuracy.

(a) The details of provision, expenditure, and savings under Revenue and Capitals heads of grant No. 33 Medical Department (Ayurveda) grant No. 33 Medical Department (Unani) and grant No. 34 Medical Department (Homeopathy) during 2018-19 to 2022-23 is given in *Appendix-2 and 3* respectively, and summarised in the **Table-1**:

**Table 1: Details showing provision release and expenditure of funds under Ayurveda, Unani and Homeopathy Services during 2018-19 to 2022-23**

(₹ in crore)

Grant No.	Provision			Expenditure			Savings		
	Capital	Revenue	Total	Capital	Revenue	Total	Capital	Revenue	Total
33 (Ayurveda)	330.99	5630.71	5961.70	276.56 (83.56 %)	3902.58 (69.31 %)	4179.14 (70.10 %)	54.43 (16.44 %)	1728.13 (30.69 %)	1782.56 (29.90 %)
33 (Unani)	59.23	684.15	743.38	33.17 (56.0 %)	454.26 (66.40 %)	487.43 (65.57 %)	26.06 (44 %)	229.88 (33.60 %)	255.94 (34.43 %)
34 (Homeopathy)	119.53	2598.26	2717.79	76.77 (64.22 %)	1982.96 (76.32 %)	2059.73 (75.79 %)	42.76 (35.77 %)	615.30 (23.68 %)	658.06 (24.21 %)
<b>Total</b>	<b>509.75</b>	<b>8913.12</b>	<b>9422.87</b>	<b>386.50 (75.82 %)</b>	<b>6339.80 (71.13 %)</b>	<b>6726.30 (71.38 %)</b>	<b>123.25 (24.18 %)</b>	<b>2573.31 (28.87 %)</b>	<b>2696.56 (28.62 %)</b>

(Source: Directorates of Ayurveda, Unani and Homeopathy Services)

Audit noticed that the Department, during the period 2018-19 to 2022-23, utilised only 70.10 *per cent* of funds provisioned under grant No. 33 (Ayurveda), 65.57 *per cent* of funds provisioned under grant No. 33 (Unani) and 75.79 *per cent* of funds provisioned under grant No. 34 (Homeopathy). Audit further noticed that:

- Under the revenue head, the unspent balance during 2018-19 to 2022-23, in case of Ayurveda Services, Unani Services and Homeopathy Services ranged between 26.19 *per cent* and 38.08 *per cent*, 28.27 *per cent* and 38.64 *per cent*; and 11.50 *per cent* and 28.59 *per cent* respectively (*Appendix-2*). The reasons for non-utilisation/surrender of funds were mainly attributable to posts lying vacant and no fresh appointments, retirement of employees, non-creation of necessary posts, savings after

actual expenditure, savings due to non-receipt of demand from field offices and savings due to non-issue of sanctions<sup>1</sup> by the Government.

- Under the capital head, the unspent funds during 2018-19 to 2022-23, in case of Ayurveda Services, Unani Services and Homeopathy Services ranged between 0 per cent and 62.39 per cent, 21.36 per cent and 69.88 per cent; and 0.06 per cent to 68.79 per cent respectively (*Appendix-3*). The reasons for non-utilisation/surrender of funds were mainly attributable to savings after actual expenditure, savings due to non-receipt of demand from field offices and savings due to non-issue of sanctions by the Government.

(b) The Government also provided funds to the AYUSH Department under Grant No. 83 (Special Component Plan for Scheduled Castes). Audit noticed that:

- Under revenue head, against the provision of ₹ 33.74 crore made in the budget during 2018-19 to 2022-23 for Homeopathic GMCHs, the expenditure incurred was ₹ 28.44 crore (84.29 per cent), leading to surrender of ₹ 5.30 crore. The reasons for surrender of funds were attributable to non-receipt of demand and saving after actual expenditure.
- Under capital head, against the provisions of ₹ 2.52 crore<sup>2</sup> made in the budget during the period 2018-19 to 2022-23 for construction of Ayurvedic hospital buildings, the expenditure incurred was ₹ 0.22 crore (2020-21), leading to surrender of ₹ 2.30 crore (91.27 per cent). The reasons for non-utilisation/surrender of funds were attributable to non-receipt of demand and non-issue of financial sanctions by the Government. Similarly, against the provisions of ₹ 23.45 crore<sup>3</sup> made in the budget for construction of homeopathy hospital buildings during the period 2019-20 to 2022-23, the expenditure incurred was ₹ 20.52 crore, leading to surrender of ₹ 2.93 crore<sup>4</sup> (12.49 per cent). The reasons for non-utilisation/surrender of funds were attributable to non-issue of sanctions by the Government and savings after actual expenditure. These led to the non-creation of AHCFs.

The Government, in respect of grant 33 and 34, stated (January 2025) that in anticipation of filling up of the posts lying vacant, the provisions were made in the budget estimates, unutilised balances of funds were surrendered and there was no loss to the Government. It, however, furnished no reply regarding non-utilisation of funds received under grant No. 83. The reply is not acceptable as inflated provisions were made in the budget and the unutilised balances were surrendered on the last day of the financial year, as discussed in paragraph 2.1.2 leading to its non-reallotment.

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<sup>1</sup> The non-issue of sanctions by the Government includes non-release of ₹ 28.61 crore, against the budgetary provision of ₹ 125.00 crore under grant No. 33, Medical Department (Ayurveda) for the year 2019-20 for NAM; and non-release of ₹ 29.35 crore, ₹ 1.28 crore and ₹ 35.32 crore against the budgetary provision of ₹ 40.00 crore, ₹ 40.00 crore and ₹ 70.00 crore under grant No. 34, Medical Department (Homeopathy) for the years 2019-20, 2020-21 and 2022-23 for NAM. Saving of ₹ 4.35 crore was also made against the budget allotment towards state share of NAM amounting to ₹ 40.00 crore for the years 2018-19, as it was sanctioned by the Government on the last day of financial year (31 March 2019); and the treasury did not accept the bill, presented to it after 5.00 PM.

<sup>2</sup> ₹ 0.10 lakh, ₹ 81 lakh, ₹ 81 lakh, ₹ 45 lakh and ₹ 45 lakh during the years 2018-19, 2019-20, 2020-21, 2021-22 and 2022-23 respectively.

<sup>3</sup> ₹ 932.42 lakh, ₹ 947.74 lakh, ₹ 374.65 lakh, ₹ 60.00 lakh and ₹ 30.01 lakh (total: ₹ 2344.82 lakh) during the years 2018-19, 2019-20, 2020-21, 2021-22 and 2022-23 respectively

<sup>4</sup> ₹ 0.01 lakh, ₹ 113.18 lakh, ₹ 89.78 lakh, ₹ 60.00 lakh and ₹ 30.01 lakh during the years 2018-19, 2019-20, 2020-21, 2021-22 and 2022-23 respectively.

### 2.1.2 Delay in surrender of funds

Paragraph 141 of the UPBM provides that all final savings must be surrendered to the Finance Department by 25<sup>th</sup> of March, so that the same could be reallocated through re-appropriation or supplementary grant of appropriation.

Audit noticed that the Directorates of Ayurveda Services, Unani Services and Homeopathy Services surrendered the entire savings under the capital and revenue heads of account of grant No. 33 (Ayurveda), 33 (Unani) and 34 (Homeopathy) totaling ₹ 1782.56 crore, ₹ 255.94 crore and ₹ 658.06 crore respectively during the period 2018-19 to 2022-23, on the last day of the financial year. Audit also noticed that Directorates of Ayurveda Services and Homeopathy Services surrendered savings of ₹ 20.90 crore (Revenue: ₹ 18.60 crore, Capital: ₹ 2.30 crore) and ₹ 8.23 crore (Revenue: ₹ 5.30 crore, Capital: ₹ 2.93 crore) of Grant No. 83 on the last day of the financial year during the period 2018-19 to 2022-23.

The Government stated (January 2025) that the reasons for delays in surrender of funds was attributable to sanction of funds by GoUP in the last week of the financial year and belated receipt of information for surrender from the districts.

### 2.1.3 Release of funds on the last day of the financial year led to delayed completion of the Hostel building

According to Rule 62 (3) of GFR, rush of expenditure particularly in closing month of the financial year, is regarded as breach of financial propriety.

GoUP accorded (February 2019) administrative and financial approval (A&FA) of ₹ 3.41 crore for construction of a 50-bedded hostel in Ayurvedic GMCH, Muzaffar Nagar. GoUP released second instalment of ₹ 1.54 crore on 17.03.2021, which was released by the Director, Ayurveda Services to the Principal on 19.03.2021. The Principal released the installment to EA on 30.03.2021, i.e., the second last day of the financial year. Due to some technical problem between the Reserve Bank of India (RBI) and the Treasury, the amount was not transferred to EA leading to stoppage of the work. Subsequently, GoUP released the second installment of ₹ 1.71 crore in August 2023, and the work was completed belatedly in December 2024.

The Government stated (January 2025) that the budget letter was issued by the Principal on 27.03.2021 which was submitted to the treasury on 30.03.2021; and due to some technical problems between RBI and the Treasury, the funds could not be transferred to EA. Reply does not address the issue of releasing the funds at fag end of financial year and the project getting late resultantly.

### 2.1.4 Blockade of funds

Chapter XV, paragraph 174 of UPBM provides that financial irregularity falls under one or other of the following categories of which sub paragraph 4(10), *inter alia*, included drawing from treasuries of money not required for immediate use.

GoUP accorded (November 2010) A&FA of ₹ 29.67 crore for construction of the Ayurvedic GMCH building at Atarra, Banda; and nominated (August 2010) the Construction & Design Services, UP Jal Nigam, Lucknow (C&DS) as EA for the work. As per conditions of A&FA, the work was to be completed with 15 month and no revision in cost of work would be acceptable

Audit noticed (September 2023) that the Principal released funds to EA in 7 installments<sup>5</sup> during January 2011 to February 2023 without ensuring utilisation of the previously released funds. EA parked the funds<sup>6</sup> in a savings bank account with minimum monthly balance during January 2011 to March 2021 ranging between ₹ 90,49,152 and 11,39,46,864 (average ₹ 5,14,69,487 per month), as detailed in *Appendix-4*, and earned interest of ₹ 2.04 crore<sup>7</sup> indicating that the funds were transferred to EA without requirement. GoUP accorded (February 2023) A&FA on the revised estimate of ₹ 35.37 crore for the work. The work, however, was incomplete (August 2023) despite lapse of more than 14 year of targeted date of completion.

The Government stated (January and February 2025) that the funds were released after utilisation of previously released installment; and EA (C&DS) is a GoUP undertaking. Reply is not acceptable as EA parked the funds in the bank account; and the works are incomplete even after lapse of more than 14 years of targeted date of completion.

## 2.2 Funds Management under NAM

### 2.2.1 Receipt and utilisation of funds under NAM

GoI provided funds to GoUP for implementation of NAM in the State. The ratio of Central Share (CS) and State Share (SS) under the scheme was 60:40 during the period under report. CS is transferred to State AYUSH Society (SAS) through treasury route, as per the approved State Annual Action Plan (SAAP). Year-wise position of the funds demanded, approved, received, and utilised during 2018-19 to 2022-23 is detailed in **Table 2**:

**Table 2: Details showing year-wise position of funds demanded, approved, received and utilised under NAM during 2018-19 to 2022-23**

Particulars	Year					Total
	2018-19	2019-20	2020-21	2021-22	2022-23	
(₹ in crore)						
<b><i>Demand as per State Annual Action Plan</i></b>						
Central Share	164.45	125.46	140.54	348.12	508.00	1286.57
State Share	109.64	83.64	93.70	232.08	338.66	857.72
Total	274.09	209.10	234.24	580.20	846.66	2144.29
<b><i>Outlay approved by NAM</i></b>						
Central Share	120.49	79.92	103.21	235.95	288.75	828.32

<sup>5</sup> 1st installment (20.01.2011): ₹ 5.93 crore; 2<sup>nd</sup> Instalment (04.08.2011): ₹ 5.84 crore; 3<sup>rd</sup> installment (02.02.2013): ₹ 5.00 crore; 4<sup>th</sup> installment (03.03.2014): ₹ 5.00 crore; 5<sup>th</sup> installment (31.03.2016): ₹ 5.00 crore; 6<sup>th</sup> installment (23.02.2021): ₹ 1.42 crore; 7<sup>th</sup> installment (06.02.2023): ₹ 2.00 crore.

<sup>6</sup> While crediting the 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, and 5<sup>th</sup> instalments (after implementation of PFMS in July 2020, the 6<sup>th</sup> and 7<sup>th</sup> installment of ₹ 1.41 crore and ₹ 2.00 crore released in February 2021 and February 2023 were transferred to Headquarters of C&DS) of ₹ 5.84 crore, ₹ 5.00 crore, ₹ 5.00 crore and ₹ 5.00 crore, there were balances of ₹ 1.10 crore, ₹ 2.80 crore, ₹ 4.97 crore and ₹ 6.43 crore respectively in the Saving Bank Account (Customer account ID No. 24920100007641) opened (January 2011) in Bank of Baroda for the project.

<sup>7</sup> Including interest of ₹ 2.35 lakh earned on balances lying in SBA during April 2021 to March 2023.

Particulars	Year					Total
	2018-19	2019-20	2020-21	2021-22	2022-23	
State Share	80.33	53.28	68.80	157.30	192.50	552.21
Total	200.82	133.20	172.01	393.25	481.25	1380.53
<b>Releases</b>						
Central Share	120.49	79.92	103.21	138.10	144.37	586.09
State Share	80.33	53.28	68.80	92.06	48.13	342.60
Total	200.82	133.20	172.01	230.16	192.50	928.69
<b>Expenditure</b>						
Central Share	120.44	77.56	94.84	117.92	80.66	491.42
State Share	72.73	32.15	55.36	75.32	38.10	273.16
Total (% expenditure against releases)	193.17 (96.19 %)	109.71 (82.36 %)	150.20 (87.32%)	193.24 (83.96%)	118.76 (61.69%)	765.08 (82.38%)
<b>Unspent Balance</b>						
Central Share	0.05	2.36	8.36	20.18	63.71	94.66
State Share	7.59	21.13	13.44	16.74	10.03	68.94
Total	7.64	23.49	21.81	36.92	73.74	163.60

(Source: State AYUSH Society)

Audit noticed that:

- Against demand of ₹ 2144.29 crore in State Annual Action Plan for the period 2018-19 to 2022-23, the GoI approved total outlay of ₹ 1380.53 crore, which was only 64.38 per cent of the demand.
- Against the approved outlay of ₹ 1380.53 crore (CS: ₹ 828.32 crore, SS: ₹ 552.21 crore) for the period 2018-19 to 2022-23, the funds released were ₹ 928.69 crore (CS: ₹ 586.09 crore, SS: ₹ 342.60 crore), which was 67.27 per cent of the outlay approved. Against the funds released, SAS incurred a total expenditure of ₹ 765.08 crore (CS: ₹ 491.42 crore, SS: ₹ 273.16 crore), leaving a balance of ₹ 163.60 crore (CS: ₹ 94.66 crore, SS: ₹ 68.94 crore).

The Government stated (January 2025) that GoI approves SAAP after scrutiny of the proposals submitted by SAS. The facts remains that SAS failed to utilised the funds approved and released under NAM.

## 2.2.2 Parking of NAM funds

Funds under NAM is sanctioned for implementation of approved activities, proposed in SAAP for the respective years.

Audit noticed that the funds, transferred for implementation of approved activities under NAM, were parked in the bank accounts, as discussed below:

- SAS transferred funds of ₹ 12.89 crore to the Director, Ayurveda Services during the period 2015-16 to 2019-20. The Director, however, utilised funds of ₹ 8.20 crore, and parked the funds of ₹ 4.68 crore in its account as detailed in *Appendix-5*. At the instance (September 2021) of SAS, the parked funds were transferred (September 2021) to the Single Nodal Account (SNA), opened under the directives<sup>8</sup> (March 2021) of GoI. SAS

<sup>8</sup> GoUP authorised (August 2021) SAS to open SNA in Bank of Baroda, Gomti Nagar, Lucknow. Additional Chief Secretary directed (September 2021) DASs to transfer the balances of NAM funds to SNA.

issued (December 2021) fresh limits of ₹ 1.76 crore<sup>9</sup> to Director, Ayurveda Services for five activities approved for the period 2015-16 to 2019-20.

- SAS transferred<sup>10</sup> funds totalling ₹ 8 crore to the Director, Homeopathy Services during the period 2015-18 for procurement of equipment/tools for its dispensaries, which were transferred (May 2018) to DHMOs of respective districts, leaving a balance of ₹ 53.29 lakh. At the instance of SAS, the balance funds of ₹ 53.29 lakh were transferred (October 2021) to SNA. SAS issued (December 2021) fresh limits for the entire funds of ₹ 53.30 lakh.
- DASs of 69 out of 75 districts refunded (September 2021 to June 2022) NAM funds totalling ₹ 17.53 crore (including interest) parked in banks relating to YWCs, Mobility Support, Information, Education & Communication (IEC), Yoga Day, Homeopathic Medicine, Cleanliness Action Plan<sup>11</sup>, Public Health Outreach, Mobility Support, AYUSH Gram, Laboratory testing charges, purchase of equipment etc. pertaining to the period 2015-16 to 2021-22, as detailed in *Appendix-6*. Audit of test checked districts also revealed parking of ₹ 2.40 crore pertaining to the activities and periods mentioned earlier. The main reasons, as stated by the Divisional Ayurvedic and Unani Officers (DAUOs)/District Homeopathic Medical Officers (DHMOs), were lack of clarity in directives received from SAS for spending the funds.

The Government accepted (January 2025) parking of funds and cited various reasons<sup>12</sup> for the same.

### **2.2.3 Non-submission of Utilisation Certificates**

Paragraph 7.5 of NAM guidelines provides for submission of certificate of actual utilisation (UC) of non-recurring grants. It also provides release of recurring grant-in aid (GIA) in succeeding years only after receipt of provisional UC in respect of grants of the preceding financial year; and release of GIA of more than 75 per cent of the total amount sanctioned for the subsequent year only after submission of UC and the annual audited statement relating to GIA released in the preceding year.

Audit noticed that against the total expenditure<sup>13</sup> of ₹ 944.66 crore during the year 2018-19 to 2022-23 with CS amounting to ₹ 583.99 crore, SAS submitted UCs for ₹ 414.94 crore (71.05 per cent) only. Against UCs submitted, NAM

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<sup>9</sup> DTL (2015-16): 1.11 crore, Sample Testing (2015-16): ₹ 0.65 lakh; DTL (2016-17): ₹ 30.33 lakh; DTL: ₹ 25 lakh and DTL (2019-20): ₹ 9 lakh (Total 176.34 lakh).

<sup>10</sup> The entire funds of ₹ 12.23 lakh and ₹ 36.67 lakh transferred to DHMOs of Gazipur and Pilibhit respectively during the year 2015-16 were returned (October 2023) without utilisation. Out of ₹ 6.11 lakh transferred to DHMO, Meerut during the year 2015-16, ₹ 4.39 lakh was returned without utilisation.

<sup>11</sup> DAUO, Prayagraj spent ₹ 1.17 lakh on Cleanliness Action Plan without availability of funds.

<sup>12</sup> Out of ₹ 1.11 crore (2015-16), funds of ₹ 1.02 crore meant for human resources in PAUM was not utilised due to non-approval by the Government and was surrendered to SAS which was surrendered (October 2021) to GoI, and a letter has been written (January 2024) to Superintendent, PAUM for submitting proposal for the balance amount of ₹ 9.00 lakh; ₹ 69.67 lakh (2016-17) has been utilised in renovation of laboratory building; ₹ 30.33 lakh (2016-17) meant for procurement of equipment could not be utilised for want of manpower, ₹ 0.64 lakh (2015-16) was not utilised due to binding of funds transfer through PFMS, ₹ 25 lakh (2018-19) and ₹ 9 lakh (2019-20) were not utilised due to pendency of proposal for human resources for DTL at government level; and ₹ 2.22 crore pertaining to ASHA/ANM Training Programme (2016-17) was surrendered (September 2021) to SAS.

<sup>13</sup> Funds transferred to the Directorates and their downstream administrative offices were not utilised by these offices fully and returned (September 2021) to SAS, as discussed in Paragraph 2.2.2.

Directorate admitted UCs of ₹ 185.40 crore (31.75 per cent of expenditure incurred and 44.68 per cent of UC submitted) only.

Government stated (January 2025) that UCs of ₹ 597.15 crore has been sent to GoI, which is 78 per cent of the total expenditure incurred. It, however, did not offer any comment on non-submission of UCs for the entire expenditure and acceptance of only 55.15 per cent of the UCs submitted to GoI.

## 2.3 Management of registration/user charges

### 2.3.1 Receipt and utilisation of user charges

The Government Order (February 2001) provided collection of user charges from the beneficiaries of AYUSH dispensaries/hospitals at the prescribed rates. Fifty per cent of the user charges collected by the hospitals attached to AYUSH GMCHs were to be retained by the respective hospitals, and the charges collected by other hospitals and dispensaries were to be retained by their respective DAUOs/RUOs/DHMOs. The retained charges were to be deposited in nationalised bank and balance 50 per cent was to be deposited in Government Account.

The details of user charges collected, user charges deposited into treasury and banks by the test checked hospitals and dispensaries during the year 2018-19 to 2022-23 is given in *Appendix-7*. Audit noticed that:

- AYUSH Department did not issue any guidelines for depositing the user charges in SBA. Incidentally, Finance Department, GoUP issued (May 2015) orders which, *inter alia*, provided for opening of SBA by the Government Departments in State Bank of India or any other Public Sector Banks. Audit noticed that out of five GMCHs, eight DAUOs, two RUOs and eight DHMOs test checked in Audit, three GMCHs, three DAUOs, one RUO and two DHMOs deposited the user charges in current account.
- The user charges retained by DAUOs, RUOs and GMCHs were to be utilised in maintenance and cleanliness of the hospitals/dispensaries and welfare of the patients etc. Against the funds of ₹ 71.78 lakh retained by DAUOs/RUOs and Ayurvedic GMCHs, only ₹ 39.52 lakh was utilised. Similarly, against ₹ 42.63 lakh retained by DHMOs and Homeopathic GMCHs, only ₹ 1.97 lakh was utilised. Thus, the user charges of ₹ 72.92 lakh (63.73 per cent) was not utilised for maintenance of the hospitals and welfare of the patients.
- The Principals of Ayurvedic GMCH, Banda and Unani GMCH Lucknow, DAUOs/RUOs of Banda, Moradabad, Jhansi, Kanpur Nagar, Prayagraj districts and Principals of Homeopathic GMCHs Moradabad & Prayagraj, DHMOs of Banda, Moradabad, Jhansi, Kanpur Nagar, Lucknow, Pilibhit, Prayagraj districts did not incur any expenditure from the retained user charges of ₹ 67.81 lakh during the year 2018-19 and 2022-23. Further, Principal, Ayurvedic GMCH, Pilibhit, DAUOs/RUOs of Pilibhit, Lucknow and Varanasi and DHMOs of Varanasi utilised only 36 per cent of the available funds. Joint physical verification and information furnished by selected dispensaries and hospitals revealed poor condition of the building

(paragraph 3.4), poor cleanliness<sup>14</sup>, lack of sitting facility, electricity, fan at sitting space, drinking water facility and ramp for differently abled and non-availability of dressing materials (Paragraph 3.5). Thus, the objective of maintenance and cleanliness of the hospitals and dispensaries, and welfare of the patients by utilising registration charges was partially achieved.

The Government stated (January 2025) that the user charges retained in the nationalised banks are being utilised in cleanliness of the hospitals and welfare of the patients. Reply is not acceptable since considerable amount of user charges are lying unutilised in the accounts of DAUOs/RUOs/DHMOs and GMCHs. The Government was silent on depositing the user charges in current account.

### **2.3.2 No uniformity in collection of Registration/User Charges**

GoUP issued (February 2001) directives to collect user charges from the patients admitted in the hospitals attached to AYUSH Medical Colleges at the rates prescribed for Allopathic Medical Colleges & Hospitals. The Government also issued (August 2003) directives to provide beds to patients free of cost. The Government terminated (August 2012) recovery of admission charges of ₹ 35 from patients, except the hospitals attached to Medical Colleges.

Audit noticed that there was no uniformity in recovery of user charges from patients admitted in the hospitals attached to Medical Colleges, as discussed below:

- A total number of 7034 patients were admitted in Homeopathic GMCH, Moradabad during the period 2018-19 to 2022-23. The GMCH did not collect admission charges of ₹ 35 from these patients amounting to ₹ 2.46 lakh.
- Out of remaining 4 test-checked GMCHs, Ayurvedic GMCH, Banda recovered admission charges from 1461 patients at the rate of ₹ 31 per patient amounting to ₹ 0.45 lakh, whereas Ayurvedic GMCH Pilibhit, Unani GMCH, Lucknow and Homeopathic GMCH, Prayagraj recovered admission charges from 7018 patients, 2739 patients and 6859 patients respectively at the Rate of ₹ 35 per patient amounting to ₹ 5.82 lakh.

The Government in respect of Ayurveda and Homeopathy Services stated (January 2025) that with the objective to bring uniformity in the rate of user charges, a proposal has been sent (January 2025) to the Government; and co-ordination will be made by Homeopathy Services with other systems of medicine under the AYUSH department. Regarding Unani Services, it was stated that action is taken as per the Government directives.

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<sup>14</sup> Out of 70 dispensaries and hospitals test-checked, cleanliness in 2 Unani and 1 Ayurvedic 4 bedded hospitals was bad. Audit of sampled 25 Ayurvedic, 19 Unani and 16 Homeopathic dispensaries and hospitals in eight test checked districts revealed that there was no dressing/first aid items in 12 Ayurvedic (50 per cent), 11 Unani (58 per cent) and 13 (81.25 per cent) Homeopathic dispensaries/hospitals.

**To sum up**, against the budgetary provisions for **revenue expenditure** of ₹ 5630.71 crore for Ayurveda Service, ₹ 2598.26 crore for Homeopathy Services and ₹ 684.15 crore for Unani services during 2018-19 to 2022-23, there were savings of ₹ 1728.13 crore (30.69 per cent), ₹ 615.30 crore (23.68 per cent) and ₹ 229.88 crore (33.60 per cent) respectively. Similarly, against the provisions for **capital expenditure** of ₹ 330.99 crore for Ayurveda Services, ₹ 119.53 crore for Homeopathy Services and ₹ 59.23 crore for Unani services during 2018-19 to 2022-23, there were savings of ₹ 54.43 crore (16.44 per cent), ₹ 42.76 crore (35.77 per cent) and ₹ 26.06 crore (44 per cent). The Directorates surrendered the 100 per cent savings on the last day of the financial year. The funds utilisation under National AYUSH Mission ranged between 61.69 per cent to 96.19 per cent under National Ayush Mission between 2018-19 to 2022-23. The funds were parked by the Director, Ayurveda Services, Director of Homeopathy Services and Secretary, DASs in their respective bank accounts. The user charges recovered from patients were not utilised fully for maintenance of hospitals and patient welfare.

**Recommendation 1:** The demands for funds should be rationalised and efforts should be made to utilise the funds received under NAM for implementation of approved activities. Steps should be taken to avoid parking of funds.

**Recommendation 2:** The Government should consider issuing orders for uniformity in levy and management of user charges recovered from patients of AYUSH hospitals and dispensaries.

