

Chapter - 1

Introduction

Chapter 1: Introduction

1.1 Background

With the increase in the number of lifestyle disorders, there has been resurgence of interest in AYUSH. AYUSH is the acronym of traditional systems of health care that are being practiced in India such as Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy (AYUSH). AYUSH systems of healthcare play a significant role in providing preventive, supportive and curative healthcare.

National AYUSH Mission (NAM), a centrally sponsored scheme, was launched (September 2014) by Ministry of AYUSH (MoA), Government of India (GoI) with the objective to promote and provide universal access to effective AYUSH services; to strengthen AYUSH education system; to facilitate enforcement of quality control of Ayurveda, Siddha, Unani and Homeopathic (ASU&H) drugs; and to ensure sustainable availability of ASU&H raw materials. The Mission Components¹ included four mandatory components, i.e., (i) AYUSH Services, (ii) AYUSH Educational Institutions, (iii) Quality Control of ASU&H Drugs, (iv) Medicinal Plants; and 11 flexible components².

GoI issued (July 2022) revised guidelines for implementation of NAM with the objectives to establish a holistic wellness model based on AYUSH principles and practices, to strengthen preventive and promotive health care, to improve AYUSH educational institutions and to emphasise role of AYUSH in public health as per National Health Policy (NHP) 2017. As per the guidelines, the Mission Components included two mandatory components, i.e., (i) AYUSH Services, (ii) AYUSH Educational Institutions; and 12 flexible components³. The interventions of NAM, *inter alia*, was designed to address the national commitment of implementing Sustainable Development Goal (SDG) of ‘Good Health and Wellbeing’ (SDG-3) as well as NHP 2017.

In Uttar Pradesh (UP), AYUSH Department was established in April 2017; and the Ayurveda services, Unani services and Homoeopathy services were brought under the broad umbrella of AYUSH.

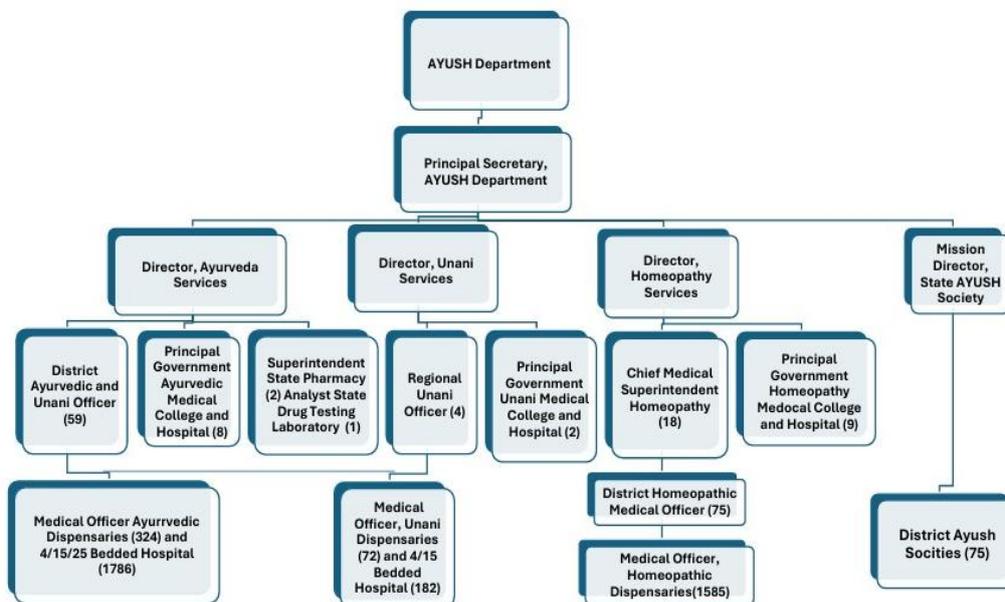
¹ As per Gazette Notification (September 2014), which includes details and action plan for implementation of NAM.

² (a) Yoga Wellness Centre (YWC) including Yoga & Naturopathy; (b) Tele-medicine; (c) Sports Medicine through AYUSH; (d) Innovation in AYUSH including Public Private Partnership; (e) Interest subsidy component for Private AYUSH educational institutions; (f) Reimbursement of testing charges; (g) IEC activities; (h) Research and Development in areas related to Medicinal Plants; (i) Voluntary Certification Scheme: Project based; (j) Market Promotion, Market Intelligence & Buy back Interventions; (k) Crop Insurance for Medicinal Plants.

³ (a) YWC; (b) Tele-medicine; (c) Sports Medicine through AYUSH; (d) Reimbursement of Testing charges; (e) IEC activities; (f) Training and capacity building for teaching staffs, Medical Officers and other paramedical staffs working in the educational institution and AYUSH hospitals/dispensaries; (g) Meeting the mitigation and restorative activities of natural calamities including outbreak of epidemics/pandemics; (h) Incentivising frontline workers of AYUSH; (i) Filling up posts of one AYUSH Medical Officer in AYUSH dispensaries, where posts have been created but lying vacant; (j) Supporting HMIS and DBT tracking system; (k) Proposing activities to meet local needs & requirements and Pilot innovation for AYUSH system; and (l) Accreditation of AHCFs by accreditation agencies like National Accreditation Board for Hospitals and Healthcare providers or similar accreditation standards.

1.2 Organisational Structure

Principal Secretary is the administrative head of the AYUSH Department. The Directors of Ayurveda, Unani, and Homeopathy are responsible for overseeing the implementation of AYUSH activities in the State in their respective system of medicine. The organisational structure is depicted below:



In UP, Uttar Pradesh State AYUSH Society (SAS) was established in September 2015 for implementation of NAM. SAS is governed by a Governing Body (GB) headed by the Chief Secretary, Government of Uttar Pradesh (GoUP) and an Executive Committee (EC) headed by the Principal Secretary, Department of AYUSH. As per guidelines issued (May 2020) by GoI and directives issued (September 2020) by SAS, District AYUSH Societies (DASs) were also constituted in all the 75 districts of the State. DASs are governed by a GB headed by the District Magistrate and an EC headed by Chief Development Officer. As per directives of GoI (May 2020), the DASs were to have a District Programme Management Unit (DPMU), comprising of a District Programme Manager, Finance/Accounts Manager and a Data Assistant.

1.3 Audit Objectives

Performance audit has been carried out to assess whether:

1. the funding for public healthcare under AYUSH was adequate,
2. the availability and management of public health infrastructure was ensured,
3. the availability of drugs, consumables and equipment were ensured in public health,
4. the availability of necessary human resources at all levels, e.g., doctors, nurses, paramedics, etc. were ensured in public health,
5. healthcare services were available in public healthcare facilities,

6. Regulatory mechanism in the Government Hospitals were adequate.

1.4 Audit Criteria

The audit criteria were as below:

- Acts, Rules Regulations issued by GoI relating to delivery of healthcare and allied services; Orders, Circular, Guidelines and directives issued by GoI and State Government from time to time.
- Guidelines/Framework for implementation of NAM, issued by GoI; and State Annual Action Plans (SAAP) for the years 2018-19 to 2022-23, National Health Policy – 2017; and
- General Financial Rules (GFR), Uttar Pradesh Budget Manual (UPBM) Financial Handbook (FHB), Procurement Manuals of GoUP, Drugs Procurement policy of the GoUP.

1.5 Audit scope and Methodology

The audit covered the period from 2018-19 to 2022-23. The instances prior to the year 2018-19 and after the year 2022-23 were also included in the report wherever found necessary. The coverage of audit included:

- Offices of the Principal Secretary, AYUSH, GoUP, Lucknow; Director, Ayurvedic Services, Lucknow; Director, Unani Services, Lucknow; Director, Homeopathic Services, Lucknow; and Mission Director, SAS, Lucknow and District AYUSH Societies (DASs) of the selected districts,
- Offices of the Superintendent, State Ayurvedic & Unani Pharmacy in Lucknow; Government Analyst, Drugs Testing Laboratory (DTL), Lucknow,
- Regional and District level Offices of Ayurvedic, Unani and Homeopathy Services of the selected districts, Offices of the Superintendents of Fifty bedded Integrated AYUSH Hospitals (FIAHs); Medical Officers (MOs) of the selected hospitals and dispensaries; sampled Yoga Wellness Centres (YWCs) and Health & Wellness Centres (HWCs) in the selected Districts,
- Offices of Principals of selected Ayurvedic, Unani and Homeopathic Medical Colleges.

Uttar Pradesh has 75 districts, divided into four economic regions by the planning department. Audit selected 2 districts in each zone, and five out of 19 AYUSH Government Medical Colleges & Hospitals (GMCHs), two in Western Region and one each in Eastern, Central and Bundelkhand Region. In the selected districts, all the district level AYUSH health care facilities (AHCFs) including administrative offices, were selected for audit along with selected GMCHs. For coverage of AHCF at sub-district and lower level, two blocks, preferably one urban and one rural having AHCFs of all the three systems of medicine, were selected in each selected district. The detail of sampling is given in *Appendix-1*.

An entry conference was held with Principal Secretary, AYUSH, GoUP on 31 May 2023 in which Audit Objective, Audit Criteria and Audit Coverage were discussed. Draft Audit Report was issued to the Principal Secretary, AYUSH on 13 May 2024 and the replies, received in January and February 2025, have been suitably included in the report. Exit conference was held with Principal Secretary, AYUSH, GoUP on 6 February 2025.

1.6 Acknowledgement

Audit acknowledges the co-operation extended by the AYUSH Department, Directorates under the Department, downstream offices in sampled districts, selected AYUSH GMCHs, hospitals and dispensaries in conduct of the Performance Audit.

1.7 Structure of the report

This report of the Performance Audit consists of 9 themes/chapters viz. Introduction, Financial Management, Building Infrastructure, Furniture and Equipment, Production and Quality Testing of Medicine, Procurement and Distribution of Medicine, Human Resources, Imparting AYUSH Education, and Delivery of Services.