

Chapter - 8

Imparting AYUSH Education

Chapter 8: Imparting AYUSH Education

AYUSH education in the State is imparted through eight GMCHs¹ of Ayurveda, two GMCHs² of Unani and nine GMCHs³ of Homeopathy. Of these, five GMCHs of Ayurveda and 6 GMCHs of Homeopathic were imparting education for Undergraduate (UG) courses whereas three GMCHs⁴ of Ayurveda, 2 GMCHs of Unani and 3 GMCHs⁵ of Homeopathy were imparting education for Postgraduate (PG) courses. The audit test checked two GMCHs of Ayurveda situated in Banda (UG) and Pilibhit (PG), two GMCHs of Homeopathy situated in Moradabad (UG) and Prayagraj (PG), one GMCH (PG) of Unani situated in Lucknow. Audit observations are discussed in succeeding paragraphs:

8.1 Education in AYUSH Medical Colleges

8.1.1 Shortage of teaching faculties

In order to get recognition for UG as well as PG courses in medical colleges of Ayurveda and Unani systems of medicine from Indian Medicine Central Council (IMCC), and in Homeopathy system of medicine from National Commission for Homeopathy (NCH), placement of minimum number of faculties, as envisaged in concerning regulations is necessary.

Minimum Standard Requirement (MSR) for undergraduate⁶ Ayurveda and Unani MCHs provided minimum 30 full time teachers appointed on a regular basis as given in *Appendix-10* and ten⁷ part time teachers for intake capacity of 60 students; with the condition that the deficiency of teachers and higher faculties should not exceed more than 10 *per cent*, at least one teacher should be available in each of the 14 departments and the total number of higher faculties in Ayurveda and Unani Colleges should not be less than 12 Professors/Readers in minimum 11 Departments. Further, postgraduate⁸ Ayurveda and Unani Minimum Standards of Education Regulations required at least one Professor/Reader and one Lecturer of the concerned subject in addition to teachers stipulated for undergraduate teaching. Audit noticed that:

- Ayurvedic GMCH, Banda (UG) having intake capacity of 75 UG seats had only 14 full time teachers (shortage 53 *per cent*); with no teacher in Kriya Sharir and Shalakyas Departments, and one teacher each in 11 Departments⁹. Further, against the requirement of 15, there were only 6 higher faculties (shortage 60 *per cent*).
- Ayurvedic GMCH, Pilibhit (PG) with intake capacity of 63 UG seats and 8 PG seats with one PG course had only 23 (shortage 23 *per cent*) and 1 (Shortage of 67 *per cent*) regular teachers for UG and PG courses against the requirement of 30 and 3 teachers respectively, with no teacher in Shalya

¹ Situated in Banda, Bareilly, Pilibhit, Varanasi, Jhansi, Prayagraj, Lucknow and Muzaffar Nagar.

² Situated in the districts of Lucknow, and Prayagraj.

³ Situated in Prayagraj, Kanpur, Lucknow, Ayodhya, Ghazipur, Moradabad, Azamgarh, Gorakhpur, Aligarh.

⁴ Situated in Lucknow, Pilibhit and Varanasi

⁵ Situated in Kanpur, Lucknow and Prayagraj.

⁶ IMCC (RMS for UG Ayurveda MCH) Regulations, 2016 and IMCC (RMS for UG Unani MCH) Regulations, 2016.

⁷ For Ayurveda Colleges (UG): 8 teachers of modern medicine, one Yoga teacher and one Biostatistician; for Unani Colleges (UG): 8 teachers of modern medicine, one teacher of Arabic Language and one teacher of Mantiq-o-falsafa

⁸ IMCC (PG Ayurveda Education) Regulations, 2016 and IMCC (PG Unani Medical Education) Regulations, 2016.

⁹ With one excess teacher against the requirement of 2 teachers in Rachna Sharir Department.

Tantra Department. Further, against the requirement of 15, there was 14 higher faculties (shortage 6.67 *per cent*). Similarly, Unani GMCH, Lucknow (PG), with intake capacity of 75 UG seats and 35 PG seats with seven¹⁰ PG courses had only 23 regular teachers and 7 contractual teachers against the requirement of 30 regular teachers.

The Director General, AYUSH accepted (November 2024) the shortage of faculties and reduction in the intake capacity of the colleges by IMCC due to non-fulfilment of MSR. The Government stated (January 2025) that in respect of Ayurveda GMCHs, action is being taken to fill the vacancies of guest faculties, Yoga Specialist have been appointed in all the eight GMCHs, Medical Officers having PG degrees in Yoga have been attached to GMCHs; and in respect of Unani GMCHs, the vacancies are filled up on contractual basis as per Government Orders.

MSR for Homeopathy¹¹ MCH required minimum 42 teachers for UG and PG colleges having intake capacity of upto 100 seats and guest faculties for modern medicine, modern pharmacology, fundamentals of psychology and Yoga instructor. Audit noticed that:

- Homeopathic GMCH, Moradabad having intake capacity 125 UG seats had only 22 teachers (shortage 48 *per cent*) with no guest faculty (as per IMCC survey report).
- Homeopathic GMCH, Prayagraj (PG) with intake capacity of 125 UG seat and 13 PG seats had only 35 teachers (shortage 17 *per cent*).

Thus, above mentioned colleges were running without fulfilling the MSR for teachers and higher faculties.

The Director General, AYUSH stated (November 2024) that selections of the Lecturers and Professors have been made by UP Public Service Commission, and their posting is under progress. The Government furnished no reply.

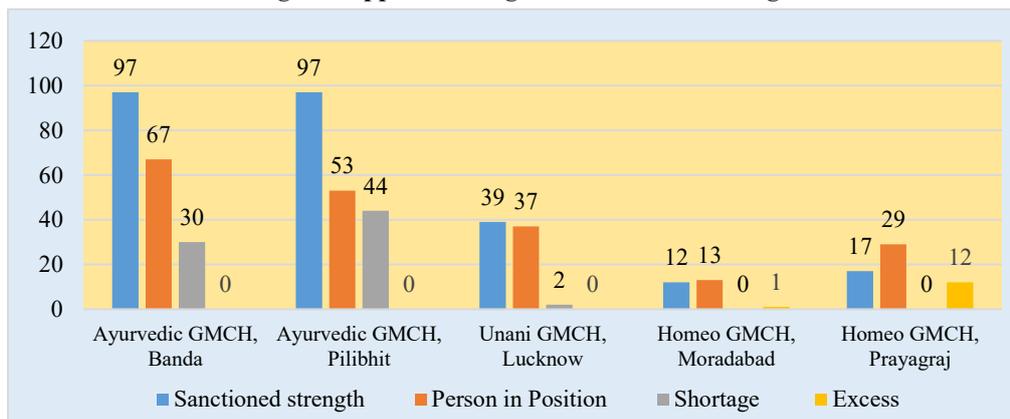
8.1.2 Uneven allocation of support staff in the Medical Colleges

MSR for the Ayurveda, Unani and Homeopathic MCHs required availability of number of technical and support staff in the college. The appointments are, however, made against the sanctioned strength for each category of staff.

Audit noticed that there was uneven allocation of technical and support staff as shown in **Chart 6**:

¹⁰ (1) Tashreeh-ulbadan, (2) Tahaffuz-o-Samaji Tibb, Ilm-ul-Adviya, (3) Ilm-ul-Saidla, (4) Moalijat, (5) Ilm-ul-Qabalat-o-Amraz-e-Niswan (7) Ilm-ul-Jarahat

¹¹ National Commission for Homoeopathy (Minimum standards requirement for Homoeopathic Colleges and attached hospitals), Regulations-2022

Chart 6: Shortage of support staff against sanctioned strength in GMCHs

(Source: Information furnished by respective GMCHs)

The uneven allocation of technical and support staff resulted in the operation of teaching hospitals without fulfilling the requirement of their respective MSRs.

The Government accepted (January 2025) shortage of staff in respect of Ayurvedic and Homeopathic GMCHs and stated that the process of filling up the posts in Homeopathic GMCHs are in progress. It, however, furnished no relevant reply regarding shortage of staff in Unani GMCH, Lucknow.

8.2 Physical infrastructure in AYUSH Medical Colleges

Paragraph 212 (vii) (4) of UPBM stipulates that before commencing construction work, the department concerned shall ensure execution of proper Agreement/Memorandum of Understanding with the work agency. Paragraph 318 of FHB Volume VI stipulates that technical sanction of a work is a guarantee that the proposals are structurally sound, and the estimates are accurately calculated and based on adequate data.

8.2.1 Ayurvedic Medical Colleges and Hospitals

Delayed construction of college and associated buildings

The Government accorded (November 2010) A&FA of ₹ 2967.23 lakh for construction of the Ayurvedic GMCH, Atarra, Banda. The work was awarded (October 2010) to Construction and Design Services, UP Jal Nigam (C&DS) on nomination basis¹², without executing any MoU/agreement¹³.

As per the conditions of A&FA (November 2010), the work was to be completed within 15 months and in a phased manner, so that the completed buildings could be utilised immediately. Accordingly, in a meeting held (June 2011) with C&DS, it was decided that Academic & Administrative buildings, Auditorium, and Staff Quarters and other construction works were to be completed in 1st phase, 2nd phase, and 3rd phase respectively. As per the

¹² Paragraph 174 (13) (i) of UPBM provides that placing of a contract without obtaining competitive tenders in an open and public manner, except in cases where the necessity for obtaining such tenders has been waived by any general or special rule or order by the competent authority Chief Vigilance Commission (CVC) has clarified that "tendering process or public auction is a basic requirement for the award of contract by any Government agency, as any other method, especially award of contract on nomination basis, would amount to breach of Article 14 of the Constitution of India.

¹³ Paragraph 212 (vii) (4) of UPBM provide that before commencing construction work, the department concerned shall ensure execution of proper Agreement/Memorandum of Understanding (MoU) with the work agency.

progress report submitted by EA, the targeted dates of start and completion of the work was January 2011 and March 2012 respectively. The cost of the Administrative & Academic Block was ₹ 1469.81 lakh and the funds provided to EA, through 1st, 2nd and 3rd installments of ₹ 593.40 lakh, 583.91 lakh and 500 lakh (total 1677.31 lakh) in January 2011, August 2011 and February 2013 respectively. EA completed and handed over the Administrative & Academic Block only in December 2018. Thus, the benefit of the project could not be extended to the students and staff of the college for more than six years.

Audit also noticed that despite release (April 2014) of 4th instalment of ₹ 500 lakh, sufficient to cover the cost of Auditorium to be constructed in phase-II, the same was lying incomplete. After release of 5th and 6th installments of ₹ 500 lakh (March 2016) and ₹ 141.55 lakh (August 2021), however, some other works, like Girls Hostel, Residence Type-4 and Overhead tank were completed and handed over in July 2020; and Residence Type-I and Type-3 were completed and handed over in May 2022. The works of Boys' Hostel, Residence of Type-2, Type-4 and Pump House were incomplete (August 2023) even after lapse of more than 11 years of scheduled date of completion, leading to delayed or non-extension of benefits of the project to the students and faculties of the College.

The Government stated (January 2025) that revised A&FA of ₹ 35.37 crore was issued in February 2023, seventh and eighth installments of ₹ 2.00 crore and 3.41 crore were released to EA in February 2023 and November 2023 respectively, and the work of auditorium is under progress. The reply does not address the issue raised by audit and the work of auditorium is still incomplete.

8.2.2 Homeopathic Medical Colleges and Hospitals

8.2.2.1 Delayed construction of college and associated buildings in Prayagraj

The Government accorded (March 1996) administrative sanction of ₹ 1567.10 lakh and financial sanction of ₹ 150.00 lakh for construction of Homeopathic GMCH in Prayagraj. The land for construction was provided to EA in June 1997 and the work was started in August 1997. Subsequently, a revised estimate of ₹ 1580.11 lakh, was approved (January 1998) by Expenditure Finance Committee (EFC); and accordingly, the Government issued (March 1998) A&FA of ₹ 1580.11 lakh and released funds of ₹ 14.37 crore¹⁴ during 1996-97 to 2006-07, which were released to nominated EA, i.e. UPRNN. UPRNN submitted a revised estimate of ₹ 19.49 crore, which was approved for ₹ 18.46 crore by EFC. The Government accorded (March 2009) A&FA on revised estimate of ₹ 18.46 crore. Even after release of entire sanctioned cost of ₹ 18.46 crore¹⁵ up to 2009-10, UPRNN failed to complete the work. In response to a complaint made by the Principal of the College, the Principal Secretary, Dairy Development suggested (August 2014)

¹⁴ 1996-1997: ₹ 150.00 lakh, 1997-1998: ₹ 155.00 lakh, 1998-1999: ₹ 150.00 lakh, 1999-2000: ₹ 82.50 lakh, 2000-2001: ₹ 119.42 lakh, 2001-2002: ₹ 166.62 lakh, 2002-2003: ₹ 134.00 lakh, 2003-2004: ₹ 133.50 lakh, 2004-2005: ₹ 100.00 lakh, 2005-2006: ₹ 80.00 lakh, 2006-2007: ₹ 166.00 lakh, Total: ₹ 1437.04 lakh.

¹⁵ As per summary submitted by UPRNN in December 2019, ₹ 17.88 crore was provided to UPRNN, ₹ 20.00 lakh paid to Allahabad Development Authority for purchase of land, and ₹ 25.24 lakh deducted for Trade tax, refund of which was to be taken by Director, Homeopathy Services.

few modification¹⁶ after visiting the site and, accordingly, UPRNN submitted (March 2023) a revised estimate¹⁷ of ₹ 24.78 crore¹⁸. The Government accorded (March 2023) administrative and financial sanction of ₹ 24.32 crore for completion of the work and released funds (March 2023) of ₹ 2.50 crore.

Thus, the delay in providing the land and delays in execution of the project resulted in non-completion of Emergency Block, Type-II and type V quarters despite lapse of about 27 years of sanction; and lead to cost escalation of (₹ 24.32 crore – ₹ 15.67 crore¹⁹) ₹ 8.65 crore. Due to non-execution of agreement/MoU with UPRNN, however, no penalty could be imposed for delay in completion work and execution of unapproved work.

The Government stated (January 2025) that 96 per cent of the work is complete; EA has been blacklisted and the matter has been referred to the Government. The work would be completed after release of balance amount against the revised sanctioned cost.

8.2.2.2 Delayed construction of Hostels and Lecture Halls in Government Homeopathic Medical College & Hospital, Prayagraj

With the objective to accommodate increased number of students, the Government accorded (March 2019) A&FA for three construction works to be executed in the campus of Homeopathic GMCH, Prayagraj as per details given in **Table 16** below:

Table 16: Details showing construction work carried out in Government Homeopathic Medical College & Hospital, Prayagraj

(₹ in lakh)			
Sl. No.	Name of the work	Administrative sanction	Financial Sanction
1.	Construction of 4 lecture halls	262.16	91.76
2.	Construction of additional Girls Hostel	219.29	76.75
3.	Construction of additional Boys Hostel	264.69	92.64
	Total	746.14	261.15

(Source: Homeopathic GMCH, Prayagraj)

The Government nominated (Marh 2019) UPPCL as the EA. TS for construction of 4 Lecture Halls, additional girls' hostel and additional boys' hostel were granted by Chief General Manager (Project) of UPPCL for ₹ 2.62 crore (May 2019), ₹2.19 crore (May 2019) and ₹2.64 crore (May 2020) respectively. Audit noticed that:

- EA fixed the targeted dates for start and completion of construction of 4 Lecture Halls as 5 October 2019 and 4 October 2020 respectively (Completion period: one year). The progress of work, however, was very

¹⁶ It was informed by the Unit In charge that there was no mention of construction of Type V houses in the lay out plan. Further, there was a problem of land for construction of Type-I and Type-II quarters, for which Principal Secretary suggested to utilise lawn proposed in front of Type –IV quarters, 6 m proposed road and setback for construction of Type-I quarters and convert the two storied building of Type-II quarters to four storied quarters. He also suggested other measures to accommodate the building.

¹⁷ Revised estimate of ₹ 29.71 crore was submitted in compliance of directives given (September 2014) by Special Secretary, Medical Education and AYUSH Department, which was returned (March 2017) indicating some discrepancies. UPRNN again submitted the revised estimates of ₹ 25.93 crore (January 2019), based on Rate Schedule of 2020 and DSR 2019, to finish the incomplete works of Type-IV, Type-V (1 No.), and again for ₹ 24.78 crore.

¹⁸ Based on Rate Schedule of 2022 and DSR 2021.

¹⁹ For which Administrative and Financial sanction were issued in March 1996.

slow. Further, even though, the remaining amount was released in two instalments of ₹ 52.43 lakh and 104.85 lakh in January 2021 and December 2021 respectively, EA completed and handed over the building in January 2023, i.e. after delay of more than two years of the targeted date of completion and more than one year of release of last instalment. The 4 lecture halls were, however, not functional due to non-installation of seats., a proposal²⁰ for which has been sent (September 2023 and February 2024) by the college to the Directorate of Homeopathy. The sanction of funds, however, is awaited (September 2024).

- EA fixed the targeted dates for start and completion of construction of additional Girls Hostel as 5 September 2019 and 4 September 2020 respectively. Even though, the remaining amount was released in two instalments of ₹ 43.86 lakh and 87.72 lakh in January 2021 and December 2021 respectively, EA completed and handed over the building in August 2022, i.e. after delay of 2 years.
- EA fixed the targeted dates for start and completion of construction of additional Boys' Hostel as 5 October 2019 and 4 October 2020 respectively. Even though the remaining amount of ₹ 158.82 lakh (after deducting 5 per cent of the security deposit) was released in August 2022, the work was incomplete (April 2023) even after lapse of 2 years from the targeted date of completion.

Thus, the objective of providing lecture hall and hostel facilities to an increased number of students was not achieved in a timely manner. Audit noticed that though the Principal, Homeopathic GMCH, Prayagraj asked (October 2019) for, but EA did not execute the agreement/MoU. Due to absence of any contract/MoU, no penalty for delayed completion of work was recovered from the EA.

The Government stated (January 2025) that the work of 4 lecture hall and Girls Hostel has been completed, the work of boys' hostel is under the process of transfer and funds for furniture etc. for the lecture hall would be proposed in the next budget. The fact remains that these building were completed with considerable delays and the lecture hall is not utilised for want of furniture despite lapse of more than two years of its completion.

8.2.2.3 Blockade of funds in construction of Auditorium in Herbal Garden

At the instance of Director, Homeopathy and Principal Homeopathic GMCH, Lucknow, UPRNN submitted (August 2021) an estimate of ₹ 1930.23 lakh for construction of an Auditorium in the Herbal Garden, Lucknow having seating capacity of 1000. Based on the cost of ₹ 1580.64 lakh estimated by Planning, Formulation and Appraisal Division (PFAD) of the Government accorded (March 2021) A&FA of ₹ 1580.64 lakh for construction of the Auditorium and released (March 2021) first installments of ₹ 395.16 lakh to nominated (January 2021) EA, i.e. UPRNN.

²⁰ An estimate prepared by EA for installation of table-chair, including AC, Hitech CCTV, camera, Mic system, Smart Board in the lecture hall and Lift for the handicapped students amounting to ₹ 120.88 lakh was forwarded by Homeopathic GMCH, Prayagraj to the Director Homeopathy in September 2023, and again in February 2024. The sanction of funds, however, is awaited.

Audit noticed that construction of the building was allowed on only 10 per cent of the land, and the Auditorium having a seating capacity of 1000 required an area of 3396.50 sqm (17.49 per cent of the total area of 19418 sqm of the herbal garden), EA prepared (November 2021) a detailed estimate of ₹ 1580.63 lakh for the auditorium having seating capacity of 700 involving 1778.50 sqm (9.16 per cent of the total area of herbal garden) of land, and TS on the estimate was accorded (November 2021) by General Manager (Technical) of UPRNN. The Government accorded (February 2022) revised A&FA of ₹ 1475.73 lakh for construction of the Auditorium. EA incurred a total expenditure of ₹ 10.00 lakh and the current physical progress of the work was only 01 per cent (May 2023).

Thus, due to preparation of incorrect estimate by UPRNN, non-detection of inconsistencies by PFAD and issue of Technical Sanction without due diligence, the project could not be started. Further, due to the lackadaisical attitude of EA, the project remained a non-starter. This resulted in blockade of funds of ₹ 3.95 crore for more than 2 years and non-achievement of objectives of the project for more than two years.

The Government stated (January 2025) that EA has been blacklisted, the matter has been referred to the Government and the work would be completed after a decision is taken in the matter. The facts remains that the construction of the Auditorium has not been started despite lapse of about 4 years of its sanction and release of first installment, leading to blockade of ₹ 3.95 crore.

8.2.2.4 Construction of Homeopathic Government Medical College and Hospital, Varanasi

Paragraph 174 (16) of UPBM, *inter alia*, considers inception of works without adequate investigation of their utility or feasibility and without conducting proper preliminary surveys a financial irregularity.

Audit noticed that GoI approved ₹ 40.24 crore for construction of administrative building, educational building, library, Hospital, 75 bedded Boys, 75 bedded Girls hostel and other related works in GMCH, Varanasi under NAM, against SAAP for the year 2021-22. The Government nominated (November 2021) UPRNN as EA for the work, but subsequently changed²¹ (December 2021) to C&DS. EA submitted (December 2021) a preliminary estimate of ₹ 47.73 crore for the said work. The land (5 acres) for the said construction work was to be made available by District Magistrate (DM), Varanasi.

Scrutiny of records revealed that SAS executed (March 2021) an agreement with EA; and released funds of ₹ 4.77 crore and ₹ 4.00 crore in December 2021 and June 2022 respectively to the same. The work, however, was stopped (July 2022) at a total expenditure of ₹ 3.58 crore due to dispute relating to the land, and stay order issued (July 2022) by the Allahabad High Court. The second instalment of ₹ 4.00 core was, therefore, provided (June 2022) to EA for construction of the Ayurvedic GMCH, Ayodhya. This resulted in unfruitful expenditure of ₹ 3.58 crore.

²¹ Due to non-cooperation of UPRNN in clearing the objections on DPR submitted (November 2021) for the project.

The Government stated (January 2025) that there would be no loss to the Department keeping in view the assurance given by EA that the funds of ₹ 4.77 crore would be adjusted in the proposed Ayurvedic GMCH of Ayodhya, and the construction work has been completed for a value of ₹ 15.34 lakh only. The reply is not acceptable as EA, through various letters²² and UCs, reported an expenditure of ₹ 3.58 crore.

8.2.2.5 Delay in construction of Mini Pharmacy in the College

At the Directives (February 2020) of the Principal and Superintendent, Government *Takmeel-ut-tibb* College, Lucknow, EE, UP Construction and Labour Development Federation Limited (UPCLDF) submitted (February 2020) an estimate of ₹ 0.76 crore for construction of a mini pharmacy on the vacant land situated in the vicinity of *Ilm-us-saidla* Department of the College. Accordingly, the Government nominated (March) UPCLDF as the EA for the work, and asked the Director, Unani Services, Lucknow to submit a proposal to the Government on basis of cost of the work duly vetted by PWD.

Superintending Engineer, PWD vetted the cost of the work for ₹ 0.76 crore. Accordingly, the Government accorded (January 2021) A&FA of ₹ 0.76 crore for the work; and released ₹ 0.38 crore as first installment for the work which was released to EA in the same month. An MoU was also signed with the contractor on 13th January 2021 which, *inter alia*, included completion of work within six months after release of last installment. The second and last installment of ₹ 0.34 crore, released (September 2023) by GoUP, was released to EA only in November 2023. Thus, the pharmacy remained incomplete even after a lapse of more than three years from the release of first installment, depriving the students of learning Unani pharmacology.

The Government replied (January 2025) that the work of mini pharmacy has completed in August 2024. Handing over of the same is under progress.

8.3 Practical training to students

With the objective to provide intensive applied and hand on training²³ to students, MSR for undergraduate and postgraduate Ayurveda and Unani MCH provides at least 60 beds for intake capacity of up to 60 students and minimum 100 beds for postgraduate colleges with average number of 24 In-patients per day during the last one calendar year. Similarly, MSR for Homeopathic MCH provide minimum 25 beds for intake capacity of up to 100 students with average 60 In-patients, and one additional bed for each clinical subject of specialty with minimum 30 *per cent* In-patients during the last one calendar year.

The details given in **Table 17** indicates minimum number of In-patients required in test checked hospitals and actual number of In-patients per day:

²² Project Manager, C&DS letter dated 17.10.2023, General Manager letter dated 17.01.2023

²³ Applicable RMSs emphasises intensive applied and hands on training; and requires the students to undertake responsibility in management and treatment of patients independently.

Table 17: Details showing number of In-patients required in test checked hospitals vis-a-vis actual number of In-patients per day

Particulars	Pilibhit		Banda		Prayagraj		Moradabad		Lucknow	
	UG	PG	UG	PG	UG	PG	UG	PG	UG	PG
Intake capacity	50	6	60	-	100	10	100	-	60	30
AI+EWS quota	13	2	15		25	3	25	-	15	5
No of beds required	100		60		25		25		60	
Actual No. of beds	100		60		38		25		110	
Required patients/day	40		24		7.5		7.5		40	
Average In-patients per day during 2018-23	3.85		0.80		3.66		3.85		1.35	

(Source: Information furnished by respective GMCHs)

The above indicates that In-patients in all the hospitals was considerably low, leading to inadequate bed side training to the students. Audit also noticed that:

- Though dissection hall²⁴ was available, cadaver²⁵ was not available in any of the test checked hospitals, except Ayurvedic GMCH, Pilibhit.
- There was no case of delivery and no cases of surgery in any GMCH at the time of Joint Physical Verification of the hospitals.

Case Study

At the instance of the State Government, the teaching hospital building of Homeopathic GMCH, Prayagraj was handed over to Bill & Melinda Gates foundation (BMGF) for setting up a Covid Care Facility. Though Principal resisted the occupancy citing disruption in teaching work, District Magistrate, Prayagraj assured (October 2021) that after completion of six months, the manpower deployed would be withdrawn by BMGF and the equipment etc. would remain with the hospital. BMGF, however, did not vacate the hospital (March 2024). Interestingly, no Covid patient was admitted in the hospital.

On being pointed out by Audit, the Government turned down the proposal (December 2022) submitted by DM, Prayagraj for establishment of a 50-bedded hospital/trauma centre in the hospital (February 2025) stating that utilisation of Government building by a private agency was not in order.

The Government furnished (January 2025) no reply regarding low number of In-patients, except stating that In-patients decreased in Unani GMCH, Lucknow due to Covid pandemic and construction of a nearby bridge. The Government also accepted scarce availability of cadaver and stated that due to non-permission of AYUSH doctors for administration of IV fluids, delivery and surgery cases are not done in AYUSH Colleges; and further stated that surgery and delivery cases are not done in Unani GMCH, Lucknow due to unavailability

²⁴ A room in a medical college or hospital where students learn about anatomy by dissecting human body.

²⁵ A dead body, intended for use in medical education or research.

of equipment, surgeons and staff also. Reply shows bottlenecks in providing training to the students in handling the surgical cases.

8.4 Research and studies

8.4.1 Evidence based studies

Unani GMCH, Lucknow, during the year 2022-23, received funds of ₹ 11.56 lakh and ₹ 30.00 lakh (total: ₹ 41.56 lakh) for evidence-based study on irregular periods and treatment of sciatica respectively. It, however, failed to utilise the budget and entire released funds were lapsed on 31.3.2023. Thus, the objective of evidence-based research and treatment of the painful ailments like irregular periods and sciatica could not be achieved.

The Government accepted (January 2025) the non-utilisation of funds and stated that the fund was provided on 29.03.2023 which was to be utilised up to 31.03.2023; and due to non-completion of formalities on GeM, the budget was surrendered. The reply indicates poor management of funds.

8.4.2 Research Centre

With the objective to provide research-based quality diagnostic and medical facilities of gout patients of northern and central India, GoUP provided funds to Unani GMCH, Lucknow for establishment of research and treatment centre of gout in the College.

Unani GMCH, Lucknow during the years 2020-21, 2021-22 and 2022-23, received funds of ₹ 12.32 lakh²⁶, ₹ 13.93 lakh²⁷ and 14.30 lakh²⁸ respectively (total: ₹ 40.55 lakh) to implement a three-year work-plan for the establishment of Gout Research and Treatment Centre; and utilised²⁹ funds of ₹ 6.64 lakh (54 *per cent*), ₹ 8.33 lakh (60 *per cent*) and ₹ 4.36 lakh (30 *per cent*), totalling ₹ 19.33 lakh (48 *per cent*) respectively. This indicates that the work plan was implemented partially.

The funds released included funds for other expenditure amounting to ₹ 5.65 lakh each year during 2020-21 to 2022-23, which was to be utilised in undertaking periodical clinical and pathological tests of patients. The data of the patients were to be utilised in future research. Audit noticed that after utilising the funds for the years 2020-21, 2021-22 and 2022-23, the college surrendered ₹ 5.67 lakh (40 *per cent*), ₹ 5.60 lakh (46 *per cent*) and ₹ 9.94 lakh (70 *per cent*) which included unspent balances of other expenses amounting to ₹ 5.65 lakh (100 *per cent*), ₹ 5.01 lakh (89 *per cent*) and ₹ 5.65 lakh (100 *per cent*) respectively. Thus, almost nil expenditure was incurred on other expenses indicating that identification and investigation, and evidence-based treatment of gout patients was not done. Thus, the objective of establishing the centre was not achieved.

²⁶ Office expenditure: ₹ 140000, Stationery: ₹ 500, Office F&E: 125000, Aushadhi tatha Rasayan: ₹ 400000, Other Expenditure: ₹ 565000, Samigri and Sampoori: ₹ 500, Total: ₹ 1231500.

²⁷ Office expenditure: ₹ 112000, Stationery: ₹ 40000, Office F&E: 150000, Aushadhi tatha Rasayan: ₹ 400000, Other Expenditure: ₹ 566000, Samigri and Sampoori: ₹ 135000, Total: ₹ 1393000.

²⁸ Office expenditure: ₹ 140000, Stationery: ₹ 50000, Office F&E: 125000, Aushadhi tatha Rasayan: ₹ 400000, Other Expenditure: ₹ 565000, Samigri and Sampoori: ₹ 150000, Total: ₹ 1393000.

²⁹ The utilised funds included Office Expenses (₹ 2.74 lakh), Stationery (₹ 0.20 lakh), Office F&E (₹ 2.49 lakh), Aushadhi tatha Rasayan (₹ 11.78 lakh), Other Expenses (₹ 0.65 lakh), and Samigri evam Sampoori (₹ 1.49 lakh).

The Government accepted (January 2025) that due to retirement of the main researcher and consequential suspension of research work for 9 months, the fund was not utilised but furnished no reply on the other issues raised in audit.

8.5 Non-compliance of CCIM/CCH Norms - reduction in intake capacity

Indian Medicine Central Council (Requirement of Minimum Standard for undergraduate Ayurveda Colleges and attached hospitals) Regulations, 2016 provides that the Ayurveda Colleges established under Section 13 A and existing under section 13 C of the Act, 1970 and their attached hospitals shall fulfil the requirement of minimum standard for infrastructure, teaching and training facilities for consideration of permission. The Central Council shall visit the college *suo moto* three months before the expiry of permission; and the position prevailed on the date of visit shall be taken into consideration for grant of permission.

In pursuance of the provisions quoted above, an inspection of the Ayurvedic GMCHs of Banda and Pilibhit were conducted during 9th and 10th of May 2023 as part of annual visitation by the visitation team of Medical Assessment and Rating Board, National Commission for Indian System of Medicine³⁰ (NCISM) to process the conditional permission for the Academic Session 2023-24. The team noticed that there was critical shortage and shortcomings in the College and hospital is given in **Table-18** below:

Table 18: Details showing shortcoming noticed in the inspection of Ayurvedic GMCHs of Banda and Pilibhit

Particulars	Shortcomings noticed	
	Lalit Hari Government P.G. Ayurvedic College & Hospital, Pilibhit	Government Ayurvedic College & Hospital, Banda
Teaching staff	No Sanskrit teacher, no faculty in the departments of Shalya Tantra and Panchakarma.	No Yoga teacher, no Biostatistician and no Sanskrit Teacher
Hospital Staff	There was shortage of 15 hospital staff ³¹	There was shortage of 25 hospital staff ³²
Dissection Hall	Cadavers not available	Cadavers not available
Central Research Laboratory/Library	Central Research Laboratory not available	Separate reading rooms for staff and students in the library not available
Labour Room	Non-functional.	Not functional
Other facilities	Animal House available but not functional	Functional status of teaching pharmacy not satisfactory, equipment not functional and quality testing laboratory was not available.
Functionality of hospital	Ksharasutra block not functional	There is a short coming of 5 OPD against minimum required 8 as per MSR. Panchakarma block and Ksharasutra block not functional

³⁰ Came into effect from 11th June 2021, and repealed the Indian Medicine Central Council Act, 1970

³¹ Resident Medical Officer (2), Emergency Medical Officer (EMO) (2), Staff Nurse for IP department (6), Pharmacists (2), Pathologist (1), Physiotherapist (1), Microbiologist (1)

³² Emergency Medical Officer (1), Resident Medical Officer (5), Matron (1), Staff Nurse for IP department (3), Medical Specialist (1), Surgical Specialist (1), Obstetrician and Gynaecologist (1), Pathologist (1), Paediatrician (1), Anaesthesiologist (1), Ophthalmologist (1), Radiologist (1), Dentist (1), X-Ray Technician or Radiographer (1), Physiotherapist (1), Clinical Registrar (1), Panchkarma Nurse (1), Panchakarma Assistant (2), Nurse (OT & Ksharasutra Therapy Section).

The board, therefore, decided to issue conditional permission as per the approved seat reduction policy³³, as follows:

- Reduced (August 2023) the intake capacity of Ayurvedic GMCH Banda to 40 seats of the total intake capacity of 75 seats, considering deficiency of 16 teachers, and issued (August 2023) conditional permission.
- Reduced (August 2023) the intake capacity of Ayurvedic GMCH, Pilibhit and issued conditional permission for 44 UG seats, instead of 63 seats and 5 PG seats instead of 8 seats.

Thus, due to non-fulfilment of the minimum requirement standards, at least 57 students could not be admitted in the college, leading to loss of professionally qualified AYUSH physicians to the same extent.

The Government accepted (January 2025) that due to non-fulfilment of required standards, permission was granted for lesser number of seats and stated that faculties have been attached/requisitions for faculties have been sent to UPPSC, steps are being taken to fulfill the standards and to provide X-ray, Electrocardiogram (ECG) and Ultrasound Sonography (USG) machines in the hospitals, and request has been sent to District Magistrate for providing cadavers.

To sum up, there was shortage of teaching faculties (Ayurvedic GMCH, Banda: 53 *per cent*, Ayurvedic GMCH, Pilibhit: 27 *per cent*, Homeopathic GMCH, Moradabad: 48 *per cent*, Homeopathic GMCH, Prayagraj: 17 *per cent*) and support staff (Ayurvedic GMCH, Banda: 31 *per cent*, Ayurvedic GMCH, Pilibhit: 45 *per cent*, Unani GMCH, Lucknow: 5 *per cent*) in test checked Ayurvedic, Homeopathy and Unani Medical Colleges and Hospitals. The construction of Medical Colleges and Hospital buildings, Hostels, residential quarters etc. were delayed. Due to non-compliance of norms and standards of National Commission of Indian System of Medicine, the intake capacity of Ayurvedic GMCHs of Banda and Pilibhit were reduced. Funds given for research were not used.

Recommendation 15: With a view to improve quality of education in AYUSH Medical Colleges, the Government should appoint required number of teaching faculties and support staff.

Recommendation 16: It should be ensured that the Medical Colleges and associated building are completed in a time bound manner.

Recommendation 17: It should be ensured that the norms fixed by Central Commission of Indian System of Medicine and Central Commission for Homeopathy for Ayurveda, Unani and Homeopathy Medical Colleges are fulfilled, so that medical education are not hampered.

³³ In accordance with Section 28(1) (f) of NCISM Act 2020, wherein it is mentioned that “for deficiency of every one teacher, seat reduction in the intake capacity shall be considered by reducing the intake strength by 5 *per cent* of total intake capacity”