

CHAPTER III: PERFORMANCE REVIEWS (CIVIL DEPARTMENTS)

HEALTH AND FAMILY WELFARE DEPARTMENT

3.1 Working of the Indian Systems of Medicine and Homoeopathy

Lack of planning, poor infrastructure, shortage of staff, poor manpower management, absence of adequate support system and opening of dispensaries without any feasibility study making many of the dispensaries dysfunctional – all in combination had a deleterious effect on working of the systems of Ayurveda and Homoeopathy to cater to the needs of public health care in the State.

Highlights

Dispensaries were opened without feasibility study. This resulted in non-functioning of 17 Homoeopathic dispensaries for want of patients and wasteful expenditure of Rs. 22.10 lakh.

(Paragraph 3.1.5)

Neither Medical Officers nor Pharmacists were provided in five Homoeopathic dispensaries. This made these five Homoeopathic dispensaries dysfunctional.

(Paragraph 3.1.6)

Bed capacity of the Homoeopathic Hospital at Agartala remained heavily under-utilised due to non-supply of meals to the patients, poor pathology and radiography services and even non-availability of ambulance.

(Paragraph 3.1.7)

An amount of Rupees eight lakh spent on a project for development and cultivation of medicinal plants at Kamalpur proved wasteful as the infrastructure created by July 1999 remained abandoned since then.

(Paragraph 3.1.13)

Introduction

3.1.1 Ayurveda, Siddha, Unani and drugless therapies like Yoga and Naturopathy are collectively called Indian Systems of Medicine which have been widely practised in India for centuries. Homoeopathy, though originating in Germany, has been widely accepted and practised in India. All the above six systems offer a wide range of safe, cost-effective as well as natural therapies.

The urgency to achieve the goal of 'Health for All' set by the World Health Organisation led to recognition of all the six systems as National Systems of Medicine along with Allopathy. The Government of India established a separate Department called the Department of ISM&H[♦] under the Ministry of

[♦] Later renamed as Department of AYUSH (Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy).

Health and Family Welfare in 1995 for organised development of all these six systems of medicine. For this purpose, the Government of India calls for technically viable projects in several thrust areas and finances them after conducting necessary scrutiny and approval. The Government of Tripura had incorporated Ayurveda and Homoeopathy in its public health care system, as early as the First Five Year plan period (1951-56).

Organisational set up

3.1.2 Running of the systems of Ayurveda and Homoeopathy side by side with Allopathy is the responsibility of the State Health and Family Welfare Department. The Commissioner-cum-Secretary, Health and Family Welfare Department is the administrative head. He is assisted by two Directors (Director of Health Services and Director of Family Welfare and Preventive Medicines). The State Government has created/ re-designated posts of Deputy Director (both for Ayurveda and Homoeopathy) at Directorate level to look into the development of Ayurveda and Homoeopathy in the State. Pending filling up of the posts, senior Medical Officers under both the systems were posted in the Directorate to function as Deputy Director or Branch Officer.

Audit coverage

3.1.3 Working of the Indian Systems of Medicine and Homoeopathy (ISM&H) in the Health and Family Welfare Department for the period from 1999-2004 was reviewed in audit between January and March 2004. Records of the two Directorates, Offices of the State Homoeopath, Ayurvedic Hospital and Homoeopathic Hospital (sole hospitals for the two systems) at Agartala, 11 Ayurvedic dispensaries (out of 38) and 11 Homoeopathic dispensaries (out of 75)* were test checked. Expenditure of Rs. 4.53 crore (36 per cent) out of the total expenditure of Rs. 12.49 crore was covered. The results of the review are discussed in the succeeding paragraphs.

Budget provision and expenditure

3.1.4 Year-wise budget provision and expenditure on ISM&H both under State and Central Sectors during the period from 1999-2004 are as follows:

Table 1: State Sector programme (Plan and Non-Plan)

(Rupees in lakh)

Year	Ayurveda						Homoeopathy					
	Budget provision			Expenditure			Budget provision			Expenditure		
	NP	P	T	NP	P	T	NP	P	T	NP	P	T
1999-2000	75.42	0.50	75.92	74.12	0.56	74.68	117.54	1.00	118.54	121.13	3.80	124.93
2000-01	96.18	-	96.18	92.57	6.60	99.17	140.26	-	140.26	138.29	-	138.29
2001-02	100.75	7.40	108.15	100.75	-	100.75	145.60	4.10	149.70	145.60	-	145.60
2002-03	104.94	7.40	112.34	102.61	5.89	108.50	152.03	4.10	156.13	169.28	8.12	177.40
2003-04	107.98	-	107.98	96.87	39.99	136.86	141.66	9.01	150.67	136.43	6.16	142.59
Total	485.27	15.30	500.57	466.92	53.04	519.96	697.09	18.21	715.36	710.73	18.08	728.81

Note: NP = Non-Plan; P = Plan; T = Total

* Locations of both Ayurvedic and Homoeopathic dispensaries covered are Bamutia, Jirania, Bishalgarh, Melaghar, Sonamura, Udaipur, Kakraban, Ambassa, Panisagar, Dharmanagar and Kailashahar.

Table 2: Central Sector programme (Plan)

(Rupees in lakh)

Year	Ayurveda			Homoeopathy		
	Release by Government of India	Release by State Government	Expenditure	Release by Government of India	Release by State Government	Expenditure
2003-04	200.00	Nil	Nil	14.69*	Nil	Nil

* In addition to the amount, the Government of India had earlier released (1995-96) Rs. 8 lakh towards the first instalment of a project costing Rs. 40 lakh. The amount representing the first instalment was fully spent between March 1998 and July 1999.

Source: (i) Finance Accounts; and (ii) Statement of budget provision and expenditure furnished by the department.

Table 1 would show that the department incurred Rs. 53.04 lakh and Rs. 18.08 lakh showing them as plan expenditure on Ayurveda and Homoeopathy respectively during the period under review without taking up any plan schemes under the State Sector. This was in violation of accounting principles. The Government stated (August 2004) that the expenditure in plan scheme was incurred in procurement of medicines.

State Sector Programmes

Creation of infrastructure

3.1.5 The 10-years perspective plan prepared (July 2001) by the State Government envisaged the creation of 10-bed facilities in all the four district hospitals and four-bed facilities in all the sub-divisional hospitals (separately for each of the systems of Ayurveda and Homoeopathy). A target was fixed for creation of 124 additional beds for Ayurveda in 15 district and sub-divisional hospitals and the same number of additional beds for Homoeopathy in the above hospitals by 2005 without any year-wise target and without mobilisation of funds for the purpose. However, nothing was done in this respect so far (March 2004). The Government stated (August 2004) that due to funds constraint infrastructure for new hospitals could not be created.

Similarly, targets were also fixed for 2000-04 under the perspective plan for creation of dispensaries, without providing any funds. The following table shows the shortfall against the target:

Table: 3

Items of infrastructure	No. of dispensaries as of March 2000	Target fixed for establishment of additional dispensaries during 2000-04	Dispensaries established during 2000-04	Percentage of shortfall
Ayurvedic dispensaries	32	46	6	87
Homoeopathic dispensaries	45	45	30	33

Test check of records of the Directorate of Health Services revealed that six Ayurvedic and eight Homoeopathic dispensaries were opened during 2002 without ensuring any funds required for the infrastructure. The dispensaries were opened in rented houses without obtaining prior concurrence of the Finance Department as required for opening of any establishment. Approval of

the Finance Department for Ayurvedic dispensaries was accorded in January 2004 without creation of any new posts. But approval for Homoeopathic dispensaries had not yet been accorded (March 2004). The Government agreed with the facts and stated (August 2004) that the Finance Department had been moved for *ex-post facto* approval.

No norms had been laid down by the department for opening of new dispensaries nor were there any specific policy for setting up of any dispensary by fixing the average number of patients required to attend. At the instance of the Commissioner-cum-Secretary of the Health and Family Welfare Department, all the Homoeopathic and Ayurvedic dispensaries were inspected by the Branch Officers of the respective systems in June 2003 and detailed reports submitted on the functioning of the dispensaries covering the period from January 2002 to June 2003. The reports indicated that altogether 17 Homoeopathic dispensaries remained non-functional as not a single patient attended them for treatment, and in eight Ayurvedic dispensaries average daily attendance of patients ranged between five and eight only. In February 2004, it was decided by the Government to close down these 17 Homoeopathic dispensaries* and to reassess the requirement for continuing Ayurvedic dispensaries where average daily attendance of patients was less than 20. Thus, no purpose was served by opening of these 25 dispensaries without first having the feasibility study despite incurring expenditure of Rs. 92.45 lakh[⚡], on salaries of the staff during the period from January 2002 to February 2004. Of Rs. 92.45 lakh, expenditure of Rs. 22.10 lakh, incurred on salaries of Medical Officers in 17 Homoeopathic dispensaries was wasteful as not a single patient attended there.

The Government stated (August 2004) that there was no national norm for establishment of dispensaries. The State Government had established several Homoeopathic and Ayurvedic dispensaries in remote areas of the State to extend treatment facilities.

The reply is not tenable as feasibility of running the dispensaries was not considered before these dispensaries were opened.

Manpower planning

3.1.6 The department did not assess the requirement nor did it fix any norm for posting of Medical Officers and Pharmacists in hospitals as well as in dispensaries. It appeared that one to two Medical Officers and Pharmacists were posted in the dispensaries depending upon the number of patients attending. Six to seven Medical Officers and two to three Pharmacists were posted in hospitals. Based on these rates, minimum requirement of the staff, number of posts sanctioned by the Government and man-power actually available against each cadre are shown in the table below:

* Names of dispensaries could not be made available to audit.

⚡ 17 MOs @ fixed pay Rs. 5000 × 17 × 26 months =	Rs. 22.10 lakh
8 MOs @ Rs. 13,200 (Pay 10,000+DA3200) = 13200 × 8 × 26 =	Rs. 27.45 lakh
25 Pharmacists @ Rs. 6600 pm (Pay 5000+ DA 1600)	
= 6600 × 25 × 26 months =	Rs. 42.90 lakh
Total =	Rs. 92.45 lakh

Table: 4

Name of posts	Minimum requirement	Posts sanctioned	Manpower available	Percentage of shortfall with reference to minimum requirement
	(in numbers)			
Medical Officer (Homoeopathy)	84	73	62	26
Medical Officer (Ayurveda)	45	47	43	4
Pharmacists (Homoeopathy)	79	73	49	38
Pharmacists (Ayurveda)	41	63	36	12

The table shows that the percentage of overall shortfall in availability of manpower against different key posts with reference to minimum requirement varied from four to 38.

Records further showed that out of the total 113 Ayurvedic and Homoeopathic dispensaries, MOs were not provided in 16 dispensaries^X and Pharmacists in 40 dispensaries^Y. In five Homoeopathic dispensaries⁺, neither any MOs nor any Pharmacists were provided. This made these 5 Homoeopathic dispensaries dysfunctional.

One pathology unit was opened in May 1997 in Homoeopathic Hospital at Renters' Colony, Agartala without ensuring regular services of any Technician. Records of the hospital showed that there was no Technician posted during the period from August 2002 to April 2003. Though one Technician was there in the pathology unit since May 2003, his services were available only for 43 days between May 2003 and March 2004. The intended benefits of pathology unit at the hospital were thus denied to the patients.

Similarly, one X-ray unit was established in the Homoeopathic Hospital in November 1997 at a cost of Rs. 3.20 lakh without ensuring regular services of a Radiographer. It was noticed that one Radiographer was to be provided in the hospital for two days in a week. Records of the unit disclosed that the X-ray unit remained non-functional ranging from three months to six months per year during 1999-2004 due to non-availability of X-ray films and absence of Radiographer though Rs. 7.14 lakh was paid to the Radiographer as salary during the period from the Allopathic wing of the department.

All the above findings led to the Audit conclusion that the manpower management for ISM&H was poor and infrastructural facilities provided were not addressing the health care need of the public.

Government admitted (August 2004) the fact and stated that actions were being taken to ensure posting of one Medical Officer or one Pharmacist in each dispensary. It further stated that there was acute shortage of Radiographer all over the State, and one Laboratory Technician would be posted in Homoeopathy Hospital to improve the condition of pathology unit.

X Homoeopathy: 11; Ayurveda: 5

Y Homoeopathy: 34; Ayurveda: 6

+ Simna, Mandai, Thakurchera, Karamchera and 82 Miles.

Manufacturing unit of Ayurvedic drugs

3.1.9 Obtaining of drug manufacturing licence is mandatory under section 33L of the Drugs and Cosmetic Acts, 1940 for manufacturing of Ayurvedic drugs by any Government department. Records indicated that one drug manufacturing unit had been functioning at the Ayurvedic hospital of Agartala since 1959-60 without drug licence. The Deputy Drugs Controller of the State stated (March 2004) that the manufacturing unit of Ayurvedic hospital was asked a long time back (the date could not be specified by him) to stop manufacturing of drugs without a licence. But the manufacturing process was still going on (March 2004) in violation of the provisions of the Drugs and Cosmetics Act.

The Government stated (August 2004) that steps were being taken to obtain drug licence.

Failure of control mechanism to stop manufacture and sale of Ayurvedic drugs

3.1.10 According to Section 33-EEC of the Drugs and Cosmetics Act, 1940, no person shall manufacture for sale or for distribution any misbranded Ayurvedic drug, i.e. a drug not having been labelled in the prescribed manner (where label is to contain indication of net contents in terms of weight, manufacturing licence No., batch No. and a true list of all the ingredients used with quantity of each along with reference to the method of preparation thereof in details as indicated in the standard text prescribed in the Act). The regulatory activities of the Government are undertaken through issue of drug manufacturing licence. According to information collected by Audit, a firm, Basanti Aushadhalaya of Battala, Agartala has been selling such misbranded Ayurvedic drugs to the public for years together.

The Deputy Drugs Controller of the State stated (September 2004) that the firm Basanti Aushadhalaya had been instructed either to obtain a drug licence in the name of the firm or to stop use of the name of medicine on labels. He also assured that action would be taken against the firm under Drugs and Cosmetics Act, 1940.

Procurement of Homoeopathic medicines

3.1.11 The Deputy Drug Controller informed (March 2004) Audit that no standards for Homoeopathic mother tinctures had so far been published and no method had been prescribed for testing of potencies of Homoeopathic medicines. Therefore, stress is to be given on observance of good manufacturing practices (GMP) by the manufacturer as per Drugs and Cosmetics Rules. The purchaser is to obtain GMP certificate for credibility of the manufacturers before making purchase from them.

Records of the State Homeopath showed that Homoeopathic medicines were procured at a total cost of Rs. 23.01 lakh during 1999-2004 from Kolkata and Haryana based firms which offered the lowest rate. GMP certificates were not obtained from any of the firms. It was seen that the department had also avoided purchase of the medicines from the manufacturing firms having long

standing reputation in the field, the reasons for which could not be clarified to Audit.

The Government stated (August 2004) that none of the firms had produced GMP certificate and the authority had no other alternative but to select the firms on the basis of rates quoted by them.

Central Sector Programmes

3.1.12 Since its creation in 1995, the Department of ISM&H under the Ministry of Health and Family Welfare, Government of India has identified several thrust areas for intervention like: improvement and upgradation of standards of education in ISM&H; standardisation of drugs and quality control; ensuring sustained availability of raw materials for ISM&H medicines; research and development; information, education and communication; participation of ISM&H in the National Health and Family Welfare programmes; propagation of Indian systems of medicines in foreign countries, and establishment and strengthening of healthcare infrastructure and patient care facilities in ISM&H.

The department failed to undertake adequate promotional activities during the last eight years from 1995-2004 in the above identified areas by formulating viable projects and their successful execution for which funds could be available from the Government of India.

The Government stated (August 2004) that certain steps had already been taken and that it had been decided to submit proposals for sanction of schemes in respect of strengthening of health care infrastructure in ISM&H.

Development and cultivation of medicinal plants (Homoeopathy)

3.1.13 The Government of India sanctioned a project costing Rs. 40 lakh for development and cultivation of medicinal plants (Homoeopathy) at Kamalpur and released Rs. 8 lakh in 1995-96 towards the first instalment. The amount was retained in Personal Ledger Account of the State Homoeopath up to February 1998. The amount of Rs. 8 lakh was placed at the disposal of Sub-divisional Medical Officer (SDMO), Kamalpur in March 1998 for implementation. The amount was utilised by the SDMO between March 1998 and July 1999 in construction of a building, pump house, water reservoir, boundary fencing, furniture and in plantation of plants of 12 species, and utilisation certificate was submitted for the funds to the Government of India in December 2003 after a lapse of eight years. But no arrangement was made for posting of staff to look after the project. Other components of the project for which Rs. 32 lakh was sanctioned by the Government of India could not be ascertained as the project papers could not be traced out by the department for production to Audit.

The State Committee on Medicinal Plants observed in July 2000 that the balance funds were not released by the Government of India, as no progress report on utilisation of funds was submitted. Thus, it appeared that due to delay in utilisation of funds, Rs. 32 lakh was not released by the Government of India and the project remained incomplete. The expenditure incurred on

construction of building, pump house, water tank, reservoir and furniture became wasteful as these were never utilised during the last four years.

The Government stated (August 2004) that utilisation of funds got delayed and development of the project could not be made due to extremist problem.

Holding up of funds received from Government of India by the Finance Department

3.1.14 The Government of India released funds of Rs. 2.15 crore (Rs. 1.00 crore for setting up of an Ayurvedic drug testing laboratory, Rs. 1.00 crore for running of an Ayurvedic pharmaceutical unit, and Rs. 14.69 lakh for purchase of Homoeopathic medicines) between September 2003 and January 2004. But the funds were not released by the Finance Department as the estimates, and drawings and designs for construction of buildings were not finalised (April 2004).

Shelving of project proposal for Central assistance

3.1.15 Records of the State Homeopath, showed that a proposal (both for indoor and outdoor facility) for expansion of existing Homoeopathic hospital by 20 beds, cost of equipment for Homoeopathic hospital, and 10 bed District Homoeopathic hospital was submitted to the Directorate of Health Services in 1997 for approval. The proposal was not processed by the Directorate as of March 2004. For setting up of ISM&H wing in district Allopathic hospitals, Central assistance @ Rs. 35 lakh per hospital was available under the scheme. Thus, by not availing of Central assistance meant for promoting health care facilities, thrust area of strengthening of health care infrastructure and patient care facilities in ISM&H has been ignored.

The manner in which the above three Central Sector Programmes were handled by the department/State Government indicated an overall indifference towards taking up of any promotional activities in the ISM&H thrust areas, for which Central assistance was available.

The Government stated (August 2004) that it had decided to send proposals for setting up separate wings for Homoeopathy and Ayurvedic system in all the district Allopathic hospitals.