

**MONITORING FREE MATERNAL  
HEALTH SERVICES  
IN 11 DISTRICTS OF UTTAR  
PRADESH, 2012**



**A REPORT  
BY**



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MANCH,  
UTTAR PRADESH**

## Background-

In India's largest state Uttar Pradesh, in spite of various efforts of the government to reduce maternal mortality, the maternal death ratio is 359 per 100,000 live births. This means that women of Uttar Pradesh are still dying in thousands due to complications in pregnancy, abortion, childbirth and after.

In an attempt to reduce maternal deaths a conditional cash transfer scheme named *Janani Suraksha Yojana (JSY)* was launched by the Government of India within its National Rural Health Mission in 2005. Under this scheme pregnant women are entitled to free institutional delivery services for normal delivery as well in complicated cases with Rs. 1400 cash benefit. All services including diagnostics tests, medicines and treatment were meant to be provided free of cost to all women in all government hospitals of Uttar Pradesh.

While the number of institutional deliveries has increased after the implementation of JSY, hospitals are also very over-crowded and staff often inadequate. Women are sometimes asked to go to other hospitals but the referrals are unsupported by documentation or transport. Usually poor women are unable to stay on in the facility for post-partum observation as they cannot afford to hire transportation again for the return journey. The media in Uttar Pradesh has also brought to light incidents in which informal payments are demanded by the staff in the government hospitals from the beneficiaries of JSY, especially poor women.

Recognizing that out-of-pocket and informal payments act as a deterrent to women seeking institutional care, the central government launched another scheme called *Janani Shishu Suraksha Karyakram (JSSK)* in June 2011. Under this scheme, a few additional free services are promised for the woman, to promote a stay in the hospital for 2 days after childbirth. These include free meals while in hospital and a free drop-home service, as well as free treatment of post-partum complications or new-born care.

In the first phase this scheme is being implemented by the Uttar Pradesh (UP) government in all District hospitals and First Referral Units (FRUs) in all the districts of Uttar Pradesh.

With the aim of implementing the JSSK scheme successfully, the government of Uttar Pradesh invited the Development Partners' Forum in the State (of which SAHAYOG is a part) to monitor the scheme and provide feedback (See letter- Enclosure 1).

SAHAYOG has monitored the scheme in 11 districts of UP in collaboration with the *Mahila Swasthya Adhikar Manch* and 11 partner organizations.

### ***Mahila Swasthya Adhikar Manch-***

The *Mahila Swasthya Adhikar Manch* (Women's Health Rights Forum) is a grassroots organization comprising of rural poor, tribal, Muslim and Dalit women, which through various campaigns and dialogues, demands improved health facilities for rural women. The main aim of *Mahila Swasthya Adhikar Manch* is to raise awareness among women about their entitlements in health, food security, livelihood, nutrition, social security and all government schemes.

Equipped with this knowledge, the women have engaged in monitoring the quality of maternal health services in facilities. Based on their findings, they advocate for better services at the local, district and state levels. The MSAM is actively working in the 7 districts of Uttar Pradesh (Azamgarh, Chandauli, Gorakhpur, Mirzapur, Banda, Muzzafarnagar and Chitrakoot) and is also present in three other districts (Saharanpur, Jaunpur and Bareilly).

This year the members of the MSAM and other allied women's groups engaged in a village level survey to evaluate the present condition of the free health services provided by the government under JSY and JSSK, in the 11 districts of Uttar Pradesh.

### **Partner Organizations in Uttar Pradesh-**

1. Astitva Samajik Sanstha (Muzzafarnagar),
2. Baba Ramkaran Das Grameen Vikas Samiti (Gorakhpur),
3. Bhagwan Manav Kalyani Samiti (Mau)
4. Grameen Punarnirman Sansthan (Azamgarh),
5. Gramya Sansthan (Chandauli),
6. Gramonnati Sansthan (Mahoba),

7. Ibteda Sansthan (Chitrakoot),
8. Lok Jagriti Sansthan (Ambedkarnagar)
9. Purvanchal Gramin Sewa Samiti (Kushinagar)
10. Shikhar Prashikshan Sansthan (Mirzapur),
11. Tarun Vikas Sansthan (Banda)

#### Methodology -

- **Aim-** to assess whether free health services are being provided by the government to the pregnant women through JSY and JSSK.
- **Survey conducted by-** 150 leaders of *Mahila Swasthya Adhikar Manch* from 11 districts. In March 2012 these women leaders were provided with a block level training on free maternal health services and use of the pictorial monitoring format.
- **Tool used-** Pictorial Monitoring Format (Enclosure 2)
- **Respondents-** The women from their neighbourhoods who gave birth in government hospitals between September 2011 and March 2012. A total of 410 women were covered.
- **Area-** 228 Revenue villages from 19 blocks of 11 districts in Uttar Pradesh.
- **Duration of Survey-** March 2012

#### Compiled result of the survey conducted in 11 districts

##### Average expenditure per woman for delivery in Government hospitals

To avail the sum of Rs. 1400 provided under the JSY scheme,

on an average a woman has to spend Rs 1277

of which

~the minimum amount spent was Rs. 49

~and maximum of Rs. 3,880

In total, 410 poor women spent Rs. 523,359

to avail the promised free maternal services

Results from the survey showed that **the 410 women** surveyed had to pay out-of-pocket for the following expenses during their stay in a government hospital for childbirth between Sep '11 and March 2012 -

1. **Medicines** - Of the 410 women who were surveyed 110 women did not have to spend any money on medicines. The remaining **300 women** spent an average of **Rs.403 on medicines** (minimum Rs. 15 and maximum Rs. 3,000) total **Rs 120,920**
2. **Transportation** - Of the 410 women who were surveyed, 33 women did not have to spend any money on transportation. The remaining **377 women** spent an average of **Rs. 394 on transportation** (minimum Rs. 10 and maximum Rs. 1800) total **Rs. 148,668**
3. **Informal fees** - Of the 410 women who were surveyed 147 were not charged informal fees. The remaining **263 women** had to pay an average of **Rs 325 as informal fees** (minimum Rs. 20 and maximum Rs. 2000) total **Rs 85,657**
4. **Primary examinations** - Of the 410 women who were surveyed, 268 women did not have to spend any money on primary examinations. The remaining **142 women** spent an average of **Rs. 266 on primary examinations** (minimum of Rs. 10 and maximum of Rs. 1200) total **Rs 37,720**
5. Of the 410 women who were surveyed 252 women did not have to spend any money on pathology examinations. The remaining **158 women** spent an average of **Rs.215 on pathology examinations** (minimum of Rs. 10 is spent and maximum of Rs. 1100)

6. **Referral transport** - Of the 410 women who were surveyed 350 did not need a referral. The remaining **60 women** spent an average of **Rs. 214 on referral transport** (minimum of Rs. 50 and maximum of Rs. 1200), total of **Rs 12,860**
7. **Food** - Of the 410 women who were surveyed 229 did not pay for food. The remaining **181 women** spent an average of **Rs. 160 on food** during their stay in the hospital (minimum Rs 15 and maximum Rs. 700) total **Rs 29,040**
8. **Supplies** - Of the 410 women who were surveyed 104 women did not have to spend any money on soaps, gloves etc. The remaining **306 women** spent an average of **Rs.50** (minimum Rs. 2 is spent and maximum Rs. 300) total **Rs 15,055**

#### **Costs of emergency obstetric care for complications**

1. Of the 410 women who were surveyed **21 women** underwent an operation. They spent an average of **Rs. 953 on operations** (minimum of Rs. 90 and maximum of Rs. 4000) total **Rs 20,010**
2. Of the 410 women **5 women** were given a blood transfusion. They spent an average of **Rs. 3880 on blood** (minimum expenditure of Rs. 100 and maximum of Rs. 7000) total **Rs 19,400**

# Enclosure 1

प्रेषक,

प्रमुख सचिव,  
चिकित्सा स्वास्थ्य एवं परिवार कल्याण,  
उत्तर प्रदेश शासन, लखनऊ।

सेवा में,

राज्य प्रतिनिधि/प्रतिनिधि/कार्यक्रम अधिकारी,  
मातृ एवं शिशु कल्याण कार्यक्रम—यूनीसेफ, केयर, अरबन हेल्थ इनीशिएटिव, विस्तार,  
मंथन, पाथ, पॉपुलेशन फाउण्डेशन ऑफ इण्डिया, आईटैप, सहयोग,  
यू0एस0ए0आई0डी0—एम0चिप प्रोजेक्ट एवं वात्सल्य।

पत्र संख्या : एस0पी0एम0यू0/जे.एस.एस.के./93/2011-12/1070 दिनांक: 25.08.2011

विषय : राष्ट्रीय ग्रामीण स्वास्थ्य मिशन के अंतर्गत 22 अगस्त, 2011 से संचालित किये जा रहे "जननी शिशु सुरक्षा कार्यक्रम" के सम्बन्ध में।

महोदय,

आप अवगत हैं कि प्रदेश में मातृ मृत्यु दर एवं शिशु मृत्यु दर कम करने के दृष्टिगत "जननी शिशु सुरक्षा कार्यक्रम" का शुभारम्भ प्रदेश में 22 अगस्त, 2011 से किया जा चुका है। इस सम्बन्ध में शासनादेश संख्या—जी0 आई0—132/ पांच-9-2011-9(192)/11 दिनांक 28 जुलाई, 2011 भी निर्गत किया जा चुका है, जिसके अनुसार सभी सरकारी स्वास्थ्य संस्थाओं में निःशुल्क प्रसव सुविधाएं, सभी प्रकार की निःशुल्क जांचें, अति रक्ताल्पता की स्थिति में ब्लड ट्रांसफ्यूजन की निःशुल्क व्यवस्था, स्वास्थ्य इकाई पर 48 घंटे रुकने के दौरान प्रसूता के लिए निःशुल्क भोजन व्यवस्था तथा स्वास्थ्य इकाई से छुट्टी होने पर वापस घर तक भेजने की निःशुल्क व्यवस्था, बीमार नवजात के लिए परिवहन एवं उपचार की निःशुल्क सुविधा उपलब्ध कराई जाएगी।

इस सम्बन्ध में आप सभी प्रतिनिधियों के साथ मिशन निदेशक—राष्ट्रीय ग्रामीण स्वास्थ्य मिशन की अध्यक्षता में एक बैठक दिनांक 29.06.2011 को सम्पन्न हो चुकी है तथा इस बैठक में लिये गये निर्णय के अनुसार उपर्युक्त सभी विकासशील सहयोगी इस योजना के सफल क्रियान्वयन में पर्यवेक्षण, निरीक्षण, अनुश्रवण एवं फीड बैक आदि के माध्यम से पूर्ण सहयोग प्रदान करेंगे, विशेषकर जिन जनपदों में इनकी नियमित उपस्थिति है।

अवगत कराना है कि शासन स्तर पर लिये गये निर्णय के क्रम में प्रथम चरण में प्रदेश के समस्त जनपदों के जिला महिला चिकित्सालय, संयुक्त चिकित्सालय तथा प्रथम संदर्भन इकाई के रूप में चिन्हित सामुदायिक स्वास्थ्य केन्द्र एवं अत्यधिक कार्यभार वाली चौबीस-घंटे प्रसव-सेवा वाली इकाइयां ही कार्यक्रम के अन्तर्गत विभिन्न सुविधाओं से आच्छादित की जा रही हैं।

आपसे अनुरोध है कि कृपया इस महत्वाकांक्षी कार्यक्रम के सफल क्रियान्वयन में अपना अमूल्य सहयोग प्रदान करने का कष्ट करें। साथ ही जनपदों में कार्य कर रहे अपनी-अपनी संस्था के प्रतिनिधियों को निर्देशित करने का कष्ट करें कि उपर्युक्त इकाइयों पर, जहां जननी शिशु सुरक्षा कार्यक्रम संचालित किया जा रहा है, वहां निःशुल्क प्रसव सुविधाएं, सभी प्रकार की निःशुल्क जांचें, अति रक्ताल्पता की स्थिति में ब्लड ट्रांसफ्यूजन

की निःशुल्क व्यवस्था, स्वास्थ्य इकाई पर 48 घंटे रुकने के दौरान प्रसूता के लिए निःशुल्क भोजन व्यवस्था तथा स्वास्थ्य इकाई से छुट्टी होने पर वापस घर तक भेजने की निःशुल्क व्यवस्था, बीमार नवजात के लिए परिवहन एवं उपचार आदि की निःशुल्क सुविधा गुणवत्तापरक ढंग से उपलब्ध कराई जा रही है अथवा नहीं? इस कार्य में सहयोग प्रदान करने हेतु जिलाधिकारी तथा मुख्य चिकित्सा अधिकारी से भी सम्पर्क करने का कष्ट करें तथा विचार-विमर्श के पश्चात आवश्यक गतिविधियों में अपने बहुमूल्य सुझाव एवं सहभागिता के बारे में भी अवगत करायें। यह भी अनुरोध है कि कृपया जनपदों में जो गतिविधियां संचालित की जा रही हैं, उनके सम्बन्ध में अधोहस्ताक्षरी को फीड बैक प्रेषित करने का भी कष्ट करें, जिससे ससमय सुधारात्मक कार्यवाही भी की जा सके।

भवदीय

  
(संजय अग्रवाल)  
प्रमुख सचिव

पत्र संख्या : एस0पी0एम0यू0/जे.एस.एस.के./93/2011-12/18785 दिनांक: 25.08.2011

प्रतिलिपि निम्नलिखित को सूचनार्थ एवं आवश्यक कार्यवाही हेतु प्रेषित।

1. समस्त जिलाधिकारी, उत्तर प्रदेश।
2. समस्त मण्डलीय अपर निदेशक, चिकित्सा स्वास्थ्य एवं परिवार कल्याण, उ0प्र0।
3. समस्त मुख्य चिकित्सा अधिकारी, उत्तर प्रदेश।
4. समस्त मण्डलीय कार्यक्रम प्रबंधक, मण्डलीय कार्यक्रम प्रबंधन इकाई, उ0प्र0।
5. समस्त जिला कार्यक्रम प्रबंधक, जिला कार्यक्रम प्रबंधन इकाई, उ0प्र0।

  
(लोकेश कुमार)  
महाप्रबंधक, प्रशासन

## Enclosure 2

### Pictorial format used by the MSAM women for conducting the JSY-JSSK survey



**मातृत्व स्वास्थ्य सेवाओं के निगरानी के लिए प्रारूप**  
(सितम्बर २०११ से मार्च २०१२ के दौरान बच्चे को जन्म देने वाली माताओं का साक्षात्कार)

श्रीका का नाम : \_\_\_\_\_  
 गाँव का नाम : \_\_\_\_\_  
 जिला व ब्लॉक का नाम : \_\_\_\_\_  
 प्रश्न का पहलू : \_\_\_\_\_  
 प्रश्न का स्थान : \_\_\_\_\_

क्र.सं.	विषय वस्तु	क्या श्री सुविधा मिली हाँ <input type="checkbox"/> नहीं <input type="checkbox"/>	यदि नहीं तो कितनी घनराशि खर्च करनी पड़ी ?
1			
2			
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क्र.सं.	विषय वस्तु	क्या श्री सुविधा मिली हाँ <input type="checkbox"/> नहीं <input type="checkbox"/>	यदि नहीं तो कितनी घनराशि खर्च करनी पड़ी ?
5			
6			
7			
8			
9			
10			

साक्षात्कर्ता का नाम : ..... दिनांक : .....

सचिवालय : ए-240, इन्दिरा नगर, लखनऊ-226016 (२०१०), फोन : 0522-2341319/2310860