

**MINISTRY OF HUMAN RESOURCE
DEVELOPMENT**

**FUNCTIONING OF UNIVERSITY OF
ALLAHABAD**

CHAPTER II : MINISTRY OF HUMAN RESOURCE DEVELOPMENT

Functioning of University of Allahabad

Highlights

- **The University opened only seven inter disciplinary centres out of 15 centres required to be opened as per its Ordinance.**
(Paragraph 2.2.2.1)
- **There was severe shortage of teaching staff and teacher student ratio was more than prescribed norms. Failure rate was more than 50 per cent in Science stream.**
(Paragraphs 2.2.2.2, 2.2.2.3 and 2.2.2.4)
- **The University could utilise only ₹ 14.09 crore out of ₹ 35.07 crore received for various research projects.**
(Paragraph 2.2.6)
- **Unauthorised occupancy along with waiting list for hostel allotment was noticed in University Hostels.**
(Paragraph 2.2.7.1)
- **The University Central Library could utilise only ₹ 22.80 crore against ₹ 36.67 crore. Library had no guidelines on the conservation of its resources and many valuable books were damaged. The Physical verification of books was not being done.**
(Paragraph 2.2.7.2)
- **The unutilised funds increased from ₹ 64.80 crore in the year 2006-07 to ₹ 97.15 crore in the year 2011-12.**
(Paragraph 2.2.8.1)
- **In violation of MHRD directions, the University diverted maintenance grant for payment of interest on GPF accounts of its employees.**
(Paragraph 2.2.8.2)
- **The fund allotted for maintenance of heritage building could not be utilised.**
(Paragraph 2.2.9.2)

Recommendations:

- ❖ *The meeting of the various Authorities may be held as per required frequency, for them to function effectively.*
- ❖ *The University may establish the remaining centres in a time bound manner.*
- ❖ *The University may take steps to fill up vacant posts of teaching staff so as to improve the quality of education.*
- ❖ *The ICC&CE may assess reasons for declining enrollment in B.A. and take necessary action.*
- ❖ *The University may appropriately organise the activities of IQAC and apply for accreditation.*
- ❖ *The University may monitor unauthorised occupancy, get them evicted and allot vacant rooms to those in the waiting list.*
- ❖ *University may adopt appropriate mechanism for conservation of its library resources.*
- ❖ *Physical verification of books may be carried out periodically as per Rule 194 of GFR.*
- ❖ *The University should follow MHRD/UGC directions regarding payment of interest on GPF accounts to its employees.*

2.1.1 Introduction

The University of Allahabad was established on 23 September 1887 and is fourth oldest University of India after Calcutta, Bombay and Madras Universities. It was registered as State University under the Uttar Pradesh State Universities Act, 1973. The Government of India declared the University of Allahabad (the University) to be an institution of national importance and granted status of a Central University under the University of Allahabad Act, 2005 (the Act) with effect from 14 July 2005. The main objectives of the University as per Section 6 of the act are:

- ❖ to disseminate and advance knowledge by providing instructional and research facilities in such branches of learning as it may deem fit;
- ❖ to make provisions for integrated courses in the humanities, the social sciences, the basic and applied science and technology in the educational programmes of the University;
- ❖ to take appropriate measures for promoting innovations in teaching-learning process, inter-disciplinary and professional studies and research, removal of gender disparities and the digital divide, and the application of knowledge to social advancement, national progress and human welfare; and
- ❖ to educate and train human resource for the development of the country.

2.1.2 Organisational setup

The University has 11 Constituent Colleges, four Faculties (Science, Arts, Commerce and Law) comprising of 32 Departments, three Institutes and one Constituent Institute (March 2012).

The Act provides for the following officers of the University:

- (1) The Chancellor shall be the head of the University and preside at the convocations of the University and meetings of the Court.
- (2) The Vice-Chancellor (VC) is the Principal Executive and Academic Officer of the University. The Vice-Chancellor shall be appointed by the Visitor i.e. the President of India.
- (3) The Pro-Vice Chancellor assists the Vice-Chancellor and is appointed by the Executive Council on the recommendations of the Vice-Chancellor.
- (4) The Deans of Faculties are responsible for conduct and maintenance of standards of teaching and research in the Faculties and are appointed by the Vice-Chancellor.

(5) The Registrar is *ex-officio* Secretary to the Court, the Executive Council and the Academic Council and is appointed by the Executive Council on the recommendation of a selection committee.

(6) The Finance Officer is *ex-officio* Secretary to the Finance Committee and exercises general supervision over the funds of the University and advises it as regards its financial policy and is appointed by the Executive Council on the recommendation of a selection committee.

The Act also provides for the following authorities of the University:

- i. The Court;
- ii. The Executive Council;
- iii. The Academic Council;
- iv. The Board of Faculties; and
- v. The Finance Committee.

2.1.3 Audit mandate

The audit of the University was conducted under Section 19(2) of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

2.1.4 Audit scope

The performance audit covered the period from 2006-07 to 2011-12, involving test check of records of the University relating to role of the authorities, academic activities, research, support services, financial management and infrastructure development.

2.1.5 Audit objectives

Performance audit of the University was carried out to ascertain whether:

- role of the authorities under the Act was adequate and effective;
- the academic activities were planned and executed efficiently and effectively;
- research and consultancy projects were carried out as per norms and yielded intended results;
- student support services like hostels and library were adequate;

- the financial resources were managed efficiently and effectively; and
- the University had efficiently executed works relating to its infrastructure.

2.1.6 Audit Criteria

Audit Criteria were derived from:

- The University of Allahabad Act, 2005 and Ordinances of the University;
- Terms and conditions of grants by University Grants Commission (UGC) and other agencies;
- Guidelines/orders of UGC and Ministry of Human Resource Development (MHRD); and
- Minutes of meetings of the Court, the Executive Council, the Academic Council, the Financial Committee, etc.

2.1.7 Audit methodology

The performance audit of the University commenced with entry conference with Vice-Chancellor in June 2011 in which audit objectives, criteria, scope and methodology were discussed. The records of the University were scrutinised during June 2011 to February 2012. The draft Performance Audit report was issued to the University on 3 April, 2012. Replies received (May 2012) from the University have been suitably incorporated in the report. Exit conference was held with Vice-Chancellor on 18 January 2013, to discuss the main audit findings and recommendations therein. The report was issued to the Ministry on 11 December 2012. The reply of the Ministry was awaited (March 2013).

2.2 Audit Findings

2.2.1 Role of Authorities

Various authorities such as the Court, the Executive Council, the Academic Council and Finance Committee were constituted under the Act. Examination of the records relating to their function, strength, number of meeting of these Authorities, resolutions and action taken thereon by the University revealed following:

2.2.1.1 The Court

The main function of the Court is to review the broad policies and programs of the University from time to time, and to suggest measures for its improvement and development.

The Act prescribes annual meetings by the Court where a report on the working of the University during the previous year, together with the statement of the receipt and expenditure, the balance sheet as audited and the financial estimates for the next year shall be presented (Section 8(3) of the Schedule).

It was observed that during 2006-07 to 2011-12, only one meeting was held on 21 June 2008 attended by only 14 out of 31 members as against the quorum of 25.

Thus, mechanism of the Court, for reviewing the broad policies and programmes of the University from time to time and to suggest measures for improvement and development of the University, was found to be ineffective.

The University while confirming (May 2012) the facts and figures, stated that meetings of the Court and its quorum would be ensured in future.

2.2.1.2 The Executive Council (EC)

The Executive Council is the principal executive body of the University and its main function is to manage and administer the revenues and property of the University and conduct its administrative affairs.

Audit scrutiny further revealed:

2.2.1.3 Purchase of Vehicles

With a view to contain non-developmental expenditure under 'Austerity Measures' Ministry of Finance directed (July 2006) that no new vehicles shall be purchased even for replacement of condemned vehicles. Similar orders were also issued earlier (November 2005).

For proposal to purchase four staff cars, the Finance Committee (FC) in its first meeting held on 15 September 2006 recommended 'purchase of vehicle should be made within the guidelines prescribed by the Ministry of Finance, Department of Expenditure and UGC. As per these orders the sanction of UGC is required even for the purchase of new cars in lieu of condemned

ones'. The FC also suggested that hiring of vehicles may be considered and recommended purchase of only one car for the Vice-Chancellor.

However, in the meeting of the EC (October 2006), it was resolved that four staff cars required in the University are to be purchased in lieu of condemned vehicles. Accordingly four staff cars were purchased in March 2007 for ₹ 18.24 lakh.

The FC in the meeting on 4 August 2007 reiterated that ex-post facto approval may be obtained from MHRD.

Thus, the Executive Council apart from violating Government instructions, also overruled recommendations of the FC without justification. Further, no ex-post facto approval was taken by the University.

The University stated (May 2012) that EC was competent to manage, regulate the finances and provide infrastructure for carrying on the work of the University. Hence, approval from MHRD was not required. The reply is not correct as the directive of the Ministry of Finance was applicable to Autonomous Bodies also.

2.2.1.3 The Finance Committee (FC)

The FC is responsible for consideration of annual accounts and financial estimates. It also recommends limits for the total recurring and non-recurring expenditure for the year. Section 13(5) of the Act provides that FC shall meet at least thrice every year.

It may be seen that lesser number of meetings than scheduled were held – one each in 2006 and 2007, two in 2008, one emergent meeting in 2009 and two each in 2010 and 2011. Only in 2012 three meetings as prescribed were held.

The University stated (May 2012) that corrective measures have been adopted from the year 2012.

Recommendation

- ❖ *The meeting of the various Authorities may be held as per required frequency, for them to function effectively.*

2.2.2 Academic Activities

2.2.2.1 Introduction of Centres

As per Ordinance XXVIII, the University Institute of Inter-Disciplinary Studies shall have 15 Centres¹ (**Annex-1**).

Scrutiny of the records revealed that Eight Centres i.e. Centre of Bio-Medical Magnetic Resonance, Centre of Culture and Communication, Centre of Environmental Studies, Centre of Human Rights, Centre of Intellectual Property Rights, Centre of Mobile Communications for Developing Countries, Centre of Nano Science and Nano Technology and Centre of Science and Society were not established (March 2012).

The University stated (May 2012) that efforts were being made to establish the remaining centres.

Recommendation

- ❖ *The University may establish the remaining centres in a time bound manner.*

2.2.2.2 Shortage of Teaching staff

Availability of qualified and experienced faculty is necessary to maintain academic standards of an educational institution. The position of sanctioned posts and persons-in-position as on 31 March 2012 is shown in **Table-1**.

Table-1

Designation	Sanctioned posts	Persons-in-position	Vacant posts (vacancy as per cent of sanctioned posts)
Professor	79	12	67 (85)
Reader	189	69	120 (63)
Lecturer	553	234	319 (58)
Total	821	315	506 (62)

It was observed that:

¹ Centre means a unit of University or of a University Institute providing teaching, consultancy and research facilities.

- (a) the shortage of teaching staff ranged between 58 to 85 *per cent*.
- (b) out of 69 posts of teaching staff sanctioned (May 2006) by UGC under X Plan, only 29 staff were appointed. Similarly, out of 243 posts of teaching staff sanctioned (July 2008) under OBC plan, only one was appointed (March 2012).
- (c) two departments², two centres³ and one institute⁴ were running without any faculty as revealed from the list of vacant positions as on 01.07.2011.

Thus the University was operating under severe shortage to teaching staff inspite of availability of sanctioned posts.

The University stated (May 2012) that there was contradiction about the mode of application of reservation roster whether to take University as a unit or a department as a unit, between guidelines issued by UGC and a decision of the Supreme Court. Finally, University has followed UGC guidelines and has issued the advertisement for filling up vacant posts. It was also informed that for some posts suitable candidates were not found.

2.2.2.3 Teacher Student Ratio

The recommended norms by UGC for teacher-student ratio were as under:

Table 2

Programme	Ratio for PG	Ratio for UG
Science	1:10	1:25
Humanities/Social Sciences	1:15	1:30
Media and Mass Communication	1:10	1:15

However, the overall teacher-student ratio during the period under review (2006-12) ranged between 1:43 to 1:72 (**Annex-2**) which was more than the recommended norms.

² Visual arts, Home science,

³ Bio informatics, Film & theater

⁴ National center for experimental mineralogy and petrology

2.2.2.4 Success Rate of Students

Success rate of students in examination for Arts, Commerce and Science for first year students during 2007 to 2012 was analysed (**Annex-3**).

It was noticed that percentage of students dropped out/failed ranged between 11 to 66 *per cent*. It was observed that the failure rate was significantly higher in science courses (51 to 66 *per cent*). Further, the failure rate was showing increasing trend in both Arts and Science stream.

The University stated (May 2012) that in science faculty some students migrate to Engineering/Medical institutions and some students do not appear in all papers. The reply is not convincing as failure rate in science stream increased from 21 to 42 *per cent* for candidates who appeared for exam. Further, there was no response regarding failure rate in Arts courses.

Recommendation

- ❖ *The University may take steps to fill up vacant posts of teaching staff so as to improve the quality of education.*

2.2.2.5 Course introduced without prior permission

PG Diploma course in Town and Country Planning was introduced in 2003-04 in Geography Department for which permission from the Institute of Town Planners India (ITPI) was required. The University was continuously enrolling students till 2009-2010. It applied for recognition of the course in May 2010 which was not agreed to (August 2010) by ITPI as the basic pre- requisite for the course as prescribed by ITPI were Bachelor of Engineering (Civil) or Bachelor of Architecture or Bachelor of Planning or Master in Economics/ Sociology/ Geography. Also the course was required to be for two years duration. Contrary to this, the eligibility for the said course being offered by the University was Bachelor in Arts, Science and Commerce and the course was for one year only.

Thus due to non recognition, the course was discontinued in 2010-11.

The University stated (May 2012) that requirement of recognition for this course was not known to them and assured that new courses would be opened only after due recognition.

2.2.2.6 Academic Staff College

The Academic Staff College (ASC) was established in 1987, to organise such orientation programmes and refresher courses for serving teachers, covering every teacher at least once in three to five years. At the beginning of each year, the ASC draws up an annual calendar containing a tentative schedule of training programmes to be conducted during the year and obtains approval from UGC. The courses conducted by the ASC for last six years are given below:

Table-3

Year	Scheduled training courses (approved by UGC)	Number of courses conducted	Shortfall in the Number of courses conducted (per cent of scheduled courses)
2006-07	17	14	3 (18)
2007-08	18	13	5 (28)
2008-09	19	14	5 (26)
2009-10	18	15	3 (17)
2010-11	22	16	6 (27)
2011-12	22	15	7 (32)
Total	116	87	29(25)

It may be seen that the ASC was continuously having shortfalls ranging from 17 to 32 *per cent*, from number of scheduled training programmes.

The University attributed the shortfall in the training to non-availability of sufficient number of candidates, inability of the departments in conducting refresher courses, late receipt of approval from UGC and no facility of hostel for participants.

The fact remains that the ASC itself was planning the courses and there were consistent shortfalls.

2.2.2.7 Institute of Correspondence Courses and Continuing Education (ICC&CE)

The ICC&CE was established in 1978, to provide alternative opportunities to the students under distance education mode. During 2006-07 to 2011-12, ICC&CE offered the courses for B.A. and B.Com. Audit scrutiny revealed that although enrollment in B.Com. course was satisfactory, but the same for B.A. course declined continuously as shown below:

Table-4

Name of the course	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
B.A.	NA	2905	1920	1723	1286	997
B.Com.	NA	1855	2430	3475	3617	2612

No reply on the issue was received.

Recommendation

- ❖ *The ICC&CE may assess reasons for declining enrollment in B.A. and take necessary action.*

2.2.3 Quality assurance

2.2.3.1 Internal Quality Assurance Cell

UGC guidelines provide that every Higher Educational Institution (HEI) should have an internal quality assurance system with appropriate structure and processes and with enough flexibility to meet the diverse needs of the stakeholders. For this purpose every HEI should establish Internal Quality Assurance Cell (IQAC) for planning, guiding and monitoring Quality Assurance (QA) and Quality Enhancement (QE) activities. IQAC *inter alia* was to prepare Annual Quality Assurance Report (AQAR) which the University could submit for its accreditation.

Scrutiny revealed that although IQAC was established in the University during 2008-09, but neither Annual Quality Assessment Report (AQAR) nor any periodical assessment report was prepared (March, 2012).

Thus the mechanism of quality assurance as envisaged in UGC guidelines was not in place.

2.2.3.2 National Assessment and Accreditation Council

The National Assessment and Accreditation Council (NAAC) was established by the UGC in 1994, as an autonomous body and entrusted with the task of performance evaluation, assessment and accreditation of universities.

It was noted that the University had not taken any action in this regard for accreditation.

In reply the University accepted (May 2012) the audit observation and stated that efforts were being made for getting accreditation.

Recommendation

- ❖ *The University may appropriately organise the activities of IQAC and apply for accreditation.*

2.2.4 Establishment of Chair

University had received funds from Government of Uttar Pradesh for establishment of Meghnad Saha Chair for education and research in Physics, and Ganga Nath Jha Chair in Sanskrit. The expenditure was to be incurred from the interest earned from these funds. The position of funds and establishment of Chairs (March 2012) was as under:

Table-5

(₹ in lakh)

Name of the Chair	Receipt of Funds in	Amount received	Interest earned (up to March 2012)	Expenditure	Establishment of Chair
Meghnad Saha	December 1998	70.00	72.16	10.81	Not established
Ganga Nath Jha	May 1999	50.00	56.97	8.00	February 2010
Total			129.13	18.81	

Thus, although the Meghnad Saha Chair was sanctioned in 1998 but it wasn't established till March, 2012 in spite of repeated reminders by the Head of the Department of Physics. Expenditure of ₹ 10.81 lakh was incurred on seminars, lectures and conferences without establishment of the Chair. Similarly, Ganga Nath Jha Chair was established only in February 2010.

The University stated (May 2012) that the matter regarding establishment of Chairs would be scrutinised. The reply was interim in nature.

2.2.5 Convocation for Award of Degrees

University Ordinance LXII provides that Convocation for conferring degree may be held by the University not more than once in a year. UGC (Grant of Degree and Other Awards by Universities) Regulations, 2008 also provides that:

1. The degree award date shall be within 180 days of the date by which the students are expected to qualify and become eligible for them;
2. The University shall notify a programme for degree awards at least 30 days before the date so fixed, so that the candidates can apply for the same.

Audit observed that no Convocation was held during 2006-12 and degrees were being given as and when requested by students.

The University stated (May 2012) that the degrees were given as per requirements of students. The reply did not clarify why the University was not having Convocations as per regulations of the UGC.

2.2.6 Research Projects

Research projects constituted an important component of the academic activity of the University. Research Projects were sanctioned by different funding agencies for different periods ranging from one to five years.

The University received a total of ₹ 35.07 crore (including opening balance of ₹ 2.17 crore) for various projects during 2008-09 to 2011-12 and utilised ₹ 14.09 crore leaving an unspent balance of ₹ 20.98 crore as given in **Table-6**:

Table-6

Year	Opening balance	Amount received during the year	(₹ in crore)	
			Amount utilised	Closing balance
2008-09	2.17	3.26	2.36	3.07
2009-10	3.07	5.10	2.70	5.47
2010-11	5.47	15.24	3.46	17.25
2011-12	17.25	9.30	5.57	20.98
Total		32.90	14.09	

Thus, the University could utilise only 40 *per cent* of its research grant during the above mentioned period.

It was observed that University had no centralised system to monitor the research projects executed by different departments. The University could also not produce information relating to quality of research in terms of copyrights,

patents, completed projects, utilisation certificates and final technical report/progress report in respect of projects during 2006-07 to 2011-12.

The University noted (May 2012) the observation and informed that office of Dean (Research & Development) was established to monitor research projects and to ensure their quality.

2.2.7 Support Services

2.2.7.1 Hostel Management

The position of hostel utilization for 13 hostels⁵ out of 14 hostels of the University was as under:

Table-7

Year	Capacity	Admitted	Vacant	Unauthorised	Number of students in waiting list
2006-07	2078	1746	222	110	910
2007-08	2078	1839	212	27	696
2008-09	2167	1991	162	17	1138
2009-10	2180	2076	102	11	1310
2010-11	2455	2182	142	131	1321
2011-12	1783	1459	324	178	Not Provided
	12741	11293	1164	474	

The information for the year 2011-12 is for 9 hostels only.

Out of cumulative intake capacity of 12741, only 11293 students were provided hostel facility. Besides there was unauthorised occupancy of 474 students and entire unauthorised occupation during 2011-12 was reported to be from Tara Chand hostel. The unauthorised occupancy seemed to be a regular feature.

Thus due to unauthorised occupation and non allotment of vacant rooms, students continued to be in waiting list for hostel accommodation.

⁵ 1.Ganga Nath Jha 2 P.C.Banerjee 3. Tara Chand 4.Shatabdi Boys 5. S.N.Girls 6. P.D.Girls 7. Shatabdi Girls 8.International House 9. Amar Nath Jha 10. Diamond Jubilee 11. Sir Sundar Lal 12. Mahadevi Verma Girls 13.S.Radhakrishnan (14. Kalpana Chawala –information not provided)

The University stated (May 2012) that the main reason for the vacancy in the hostel was unauthorised occupancy and efforts would be made to get the rooms vacated with the help of local authorities.

Recommendation

- ❖ *The University may monitor unauthorised occupancy, get them cleared and allot vacant rooms to those in the waiting list.*

2.2.7.2 Library Management

The University has a Central Library with a collection of 6,62,380 books and journals (March 2012). The status of utilisation of grants for library during year 2006-12 was as under:

Table-8

Year	Received	Utilised	Balance
2006-07	2.5	2.5	-
2007-08	1.5	1.5	-
2008-09	7.00	4.00	3.00
2009-10	7.00	6.03	0.97
2010-11	6.29	4.25	2.04
2011-12	12.38	4.52	7.86
Total	36.67	22.80	13.87

(a) Thus the University was not able to fully utilise grants received for library.

(b) Special Grant of ₹ 5.00 crore was provided by UGC (2008-09) for modernisation of library and its services. This was to be used for library automation, radio frequency identification (RFID) technology, creation of computerised cataloguing, digital library project and collection development. The University could utilise only ₹ 2.44 crore for collection development. No work on library automation, RFID technology, computerised cataloguing and establishment of digital library laboratory was undertaken despite the availability of funds.

In reply, the University accepted the facts and stated (May 2012) that efforts were being made to utilise the remaining grant.

(c) Two fumigation chambers were purchased in 2005 for ₹ 0.33 lakh for disinfection of books through chemical treatment, but the same were not utilised since their procurement for want of specialised manpower.

- (d) Besides, the Library had no guidelines on the conservation of its resources. It was noticed that many valuable books were damaged.



Picture-1: Damaged Books

The University while accepting the fact stated (May 2012) that guidelines would be framed in this regard and the post of Conservation Assistant would be created for the purpose.

- (e) Closed circuit television cameras (CCTV) were installed in the Library since 2003, but were not functional (March 2012). Further, safeguards against fire hazards were not installed.
- (f) General Financial Rule (GFR) 194 provides that sample physical verification of library books at intervals of not more than three years should be done in case of libraries having more than fifty thousand volumes. But no physical verification of the library books was conducted ever since the University attained Central University status.

The University while accepting, stated (May 2012) that due to shortage of staff and non-cataloguing of collection, it was not possible to conduct physical verification.

Recommendations

- ❖ *University may adopt appropriate mechanism for conservation of its library resources.*
- ❖ *Physical verification of books may be carried out periodically as per Rule 194 of GFR.*

2.2.8 Financial Management

2.2.8.1 Budget and Expenditure

The University is mainly financed through grants received from the University Grant Commission (UGC). Besides, the university generates revenue through its own resources by way of fees from students, interest from investments and saving accounts.

The year wise position of grants received and utilisation is given below.

Table-9

(₹ in crore)

Year	Opening balance	Addition (grants and other receipts)	Total funds available	Total funds utilised	Closing balance
2006-07	38.53	121.69	160.22	95.42	64.80
2007-08	64.80	134.24	199.04	140.52	58.52
2008-09	58.52	165.25	223.77	164.63	59.14
2009-10	59.14	200.64	259.78	227.14	32.64
2010-11	32.64	258.20	290.84	199.70	91.14
2011-12	91.14	219.88	311.02	213.87	97.15

The University could not utilise available funds resultantly, the un-utilised funds increased from ₹ 64.80 crore in 2006-07 to ₹ 97.15 crore in 2011-12.

The University replied (May 2012), that reasonable balance was required to meet the expenses and payments relating to works to be paid in April of next year. It further stated that some of the balance amount was to meet committed expenditure.

2.2.8.2 Diversion of Maintenance Grant

MHRD in its communication dated 13 November 2003 to UGC, which was circulated to all Central Universities directed that the budget of an institution can in no case be augmented in order to meet the shortfall between the interest liability of the institution on PF subscription and the income earned on the investment of Provident Fund. In the event of shortfall between the interest liability on PF subscription and the income earned on the investment of Provident Fund, the institution would have no option but to pay interest at lesser rates, unless financial position of the institution permits to follow the rate of interest notified by the Government.

A decision was taken in the second meeting of the FC (August 2007) that surplus funds of General Provident Funds should be invested in short term deposits with banks which offered highest rate of interest, it was further informed that no support from Maintenance Grant would be extended to meet any deficit.

The University invested the GPF balances in banks at the rate of interest ranging between 5.5 and 11.25 *per cent* resulting in deficit of ₹ 4.49 crore during 2008-12 for paying the declared rate of interest.

To recoup the deficit for the year 2008-09 and 2009-10 the University diverted ₹ 1.31 crore (₹ 43.63 lakh in March 2010 and ₹ 87.66 lakh in March 2011) from maintenance grant. For the remaining years 2010-11 and 2011-12, the deficit was ₹ 3.18 crore.

The University stated (May 2012) that the payment of interest on GPF was a statutory service expenditure which had to be met from maintenance grant and as such it was not diversion.

The action of the University was clearly in violation of MHRD/UGC directions.

Recommendation

- ❖ *The University should follow MHRD/UGC directions regarding payment of interest on GPF accounts to its employees.*

2.2.8.3 Irregular payment of Transport Allowance

The Government of India in pursuance of the recommendation of Fifth Pay Commission, sanctioned transport allowance to its employees with effect from 1 August 1997 to compensate the expenditure incurred on commuting between the place of residence and place of duty. In terms of said orders transport allowance was not admissible to the staff in case the period of absence from duty point exceeded 30 days due to leave, training, tour, etc.

Every year the University declares summer vacation from 7 May to 15 July for its teaching staff. Accordingly, no transport allowance was admissible for the month of June every year. However, in contravention of these orders, University and its constituents Colleges paid transport allowance for the month of June also to their teaching staff. Total excess payment amounted to ₹ 50.97 lakh during 2006-07 to 2011-12.

In reply the University stated (May 2012) that summer vacation is neither absence from duty nor it falls under the categories mentioned in FR/SR. Moreover, the teaching staff attended departments/offices for research/examination/entrance test, etc. The reply of the University did not justify for the payment of transport allowance during declared vacation.

2.2.9 Infrastructure Management

A total of 16 building projects were taken up for construction during 2006-07 to 2011-12, of which seven projects⁶ were completed, three projects were yet to commence and six projects were in progress although their stipulated period of completion was over.

For Infrastructure Development of the campus allocation and expenditure for 16 projects were ₹ 180.26 crore and ₹ 90.66 crore respectively.

The University did not provide the information regarding released fund against construction of building projects and unspent balances. Records/files for individual work were also not provided to audit. On the basis of the information made available following observations are made:

2.2.9.1 33/11 KV Substation

Scrutiny revealed that despite the completion of work of 33/11 KV sub-station, it could not be commissioned for want of laying of underground cable for connecting the power supply which had to pass through the railway line. Prior permission was required for the same from Railway authorities. When the University requested (November 2010) for permission, Railway authorities demanded (June 2011) ₹ 13.37 lakh as way leave charges for ten years which was not paid by the University.

Thus due to non-receipt of permission from Railway, the sub-station could not start functioning.

The University in its reply stated (May 2012) that it had requested the Railways to waive off the way leave charges. It was delay on the part of the

⁶ Completed works: (1) Construction of Boys Hostel at P.C.B Hostel Complex Ist Phase (2) Construction of Boys Hostel at P.C.B Hostel IInd Phase (3) Setting up 33/11kv Sub Station (4) Construction of Girls Hostel (5) Over Head Tank (6) Law Five Year Building Ist Phase (7) 24. Type II Quarters.

Railway authorities to respond to the request of the University which was delaying the project.

In absence of prior permission or adequate pursuance the substation remained non functional.

2.2.9.2 Heritage buildings

Since the University is more than 125 years old, it has a number of heritage buildings. For repair and rehabilitation of such buildings, ₹ 3.00 crore under X Plan, and ₹ 5.15 crore under XI Plan were allocated by UGC. The preliminary estimates for conservation of Vijaynagram Hall was prepared and submitted (January 2008) by Indian National Trust for Art and Culture Heritage (INTACH) for ₹ 3.45 crore. Subsequently the work was awarded on Project Management Consultant basis to RITES (April 2009) which prepared and submitted its preliminary estimates for ₹ 10.87 crore in June 2011. The work could not be taken up by RITES as advance was not given to the agency. Thus, delay in awarding the work resulted in increase of cost and conservation and restoration work to arrest deterioration of its heritage building could not be started (March, 2012).



Picture 2 Dilapidated condition of Darbhanga Hall



Picture-3 Broken Ashoka Pillar

It was also observed that several other sculptures/murals were damaged for which no action was taken for repairs. Ashoka Pillar situated in Darbhanga Hall was broken. (Picture 2 and 3 above)

The University stated that conservation was a specialised work, and that it was careful about its heritage and steps were under way to get conservation work

started. Further, a proposal was included in the XII Plan for release of additional amount for other heritage buildings.

2.2.10 Conclusion

The performance audit of University of Allahabad, covering the period from 2006-2012 revealed that the meetings of its Authorities were not being held as per prescribed frequency, objective of opening centres was not achieved, there was shortage of teaching staff, the university did not organise its activities relating to quality assurance, research projects were not monitored, and grants were not utilised fully. It diverted maintenance grant for payment of interest on GPF accounts to its employees.

Annex-1

Status of Centres.

(Refers to Paragraph 2.2.2.1)

Sl. No.	Name of Centre to be established	Year in which established
1.	Centre of Bio-Technology	2000
2.	K.Banerji Centre of Atmospheric and Ocean Studies	2000-2001
3.	Centre of Bio-Informatics	2002
4.	Centre of Material Science	2009
5.	Centre of Globalization Studies	2010
6.	Meghnad Saha Centre of Space Studies	Established
7.	Centre of Women's Studies	Established
8.	Center of Bio-Medical Magnetic Resonance	Not established
9.	Centre of Culture and Communication	Not established
10.	Centre of Environmental Studies	Not established
11.	Centre of Human Rights	Not established
12.	Centre of Intellectual Property Rights	Not established
13.	Centre of Mobile Communication for Developing Countries	Not established
14.	Centre Of Nano Science and Nano Technology	Not established
15.	Centre of Science and Society	Not established

Annex-2
Teacher-student ratio
(Refers to Paragraph 2.2.2.3)

Year	Number of teachers	Total Number of students enrolled	Teacher-student ratio
2006-07	346	19609	1:57
2007-08	338	24432	1:72
2008-09	335	14357	1:43
2009-10	347	20420	1:59
2010-11	347	16173	1:47
2011-12	315	22615	1:72

Annex-3
Failure and dropout rate
(Refers to Paragraph 2.2.2.4)

Year	Number of students appeared for exam	Number of students passed	Number of students			Per cent to number of students appeared		
			Failed	Dropped / Absent	Total	Failed	Dropped / Absent	Total
BA I								
2007	2746	2047	471	228	699	17	8	25
2008	2770	2155	412	203	615	15	7	22
2009	2861	2228	388	245	633	14	8	22
2010	3324	2436	596	292	888	18	9	27
2011	4032	2952	709	371	1080	18	9	27
2012	11041	7379	2538	1124	3662	23	10	33
B.Sc. I								
2007	821	400	226	195	421	28	23	51
2008	751	337	159	255	414	21	34	55
2009	761	317	212	232	444	28	30	58
2010	922	402	223	297	520	24	32	56
2011	1087	489	276	322	598	25	30	55
2012	3358	1168	1395	795	2190	42	24	66
B.Com. I								
2007	468	339	129	0	129	28	0	28
2008	468	415	27	26	53	6	5	11
2009	473	388	33	52	85	7	11	18
2010	536	475	29	32	61	5	6	11
2011	642	540	53	49	102	8	8	16
2012	3871	2824	753	294	1047	19	8	27