



SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थं सत्यनिष्ठा
Dedicated to Truth in Public Interest

**Report of the
Comptroller and Auditor General of India
on
Working of University of Jammu
for the period ended March 2022**

**Government of Union Territory of Jammu and Kashmir
Report No. 3 of 2025
(Performance Audit - Civil)**

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PREFACE

This Report of Comptroller and Auditor General of India regarding Performance Audit on Working of Jammu University for the period ended 31 March 2022 has been prepared for submission to Lieutenant Governor of Jammu and Kashmir under Section 72 of the Jammu and Kashmir Reorganisation Act, 2019 for laying in the Legislative Assembly.

This Performance Audit Report on Working of Jammu University contains following five Chapters.

Chapter-I: Introduction

Chapter-II: Academic and Research Activities

Chapter-III: Human Resources Management

Chapter-IV: Infrastructure Management

Chapter-V: Financial Management

The instances mentioned in this Report are those which came to the notice in the course of test audit during 2021-22 covering period from 2017-18 to 2021-22 as well as those which came to notice in earlier years but could not be reported in the previous Audit Reports. Audit was also guided by developments with regard to Human Resource and Infrastructure Management prior to the period of audit wherever required. Instances relating to the period subsequent to 2021-22 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

This Report covers matters arising out of the Performance Audit on Working of Jammu University. The Performance Audit was conducted with the objective to ascertain whether:

- The University had achieved its organisational goals and objectives in the areas of academics and research with reference to applicable laws and Regulations;
- Development and Management of Infrastructure and other assets were as per prescribed norms;
- Human Resource Management of academic and non-academic staff was efficient; and
- Financial Management and Internal Controls in ensuring economy, efficiency and effectiveness in functioning of the University were adequate.

The primary purpose of this Report is to bring to the notice of the Legislature the important results of audit. The audit findings of the Performance Audit Report are grouped into the following five chapters:

- Chapter 1: Introduction
- Chapter 2: Academic and Research Activities
- Chapter 3: Human Resources Management
- Chapter 4: Infrastructure Management
- Chapter 5: Financial Management

The University did not make efforts to establish industry academia linkage to make the students job ready. Choice based Credit system was partially implemented restricting choices available to students. The evaluation system suffered from operational and monitoring inadequacies. Delays in evaluation of results and thesis of PhD students were indicative of serious systemic problems affecting career mobility and academic progression of students. Monitoring research projects was inadequate as there were instances of abandoned projects and delays in completion of projects. Facilitation for innovation and entrepreneurship development programmes was dismal as the University Business Incubation and Innovation Centre (UBIIC) and Special Purpose Vehicle (SPV) set up for providing incubation support to potential startups remained non-functional. In 51 physically verified colleges (Government: 17 and Non-Government: 34), out of 331 teachers appointed in 24 Non-Government colleges, 113 teachers did not possess the prescribed qualifications.

Human Resources Management in the University was not efficient as there were irregular appointments and premature/ undue promotions. Recruitment Rules had not been framed for 77 out of 142 categories of non-teaching posts. Regularisation of adhoc/ contractual teaching/ academic staff was adopted as a mode of appointment. Lateral entry to direct entry level posts of Deputy Librarians led to undue favour to in-service employees. Appointments of in-service Assistant Registrars against open

merit posts of Deputy Registrars were made in violation of UGC norms. Irregular appointments to the posts of Readers/ Associate professors without required teaching experience compromised the minimum standards prescribed by UGC for maintaining quality of teaching. In absence of RRs for all posts, there was no uniform policy for career advancement of non-teaching staff. While a three-tier scheme was in operation for some non-teaching positions, there was undue extension of academic grade pays and Career Advancement Scheme of teachers to a selective group of non-teaching posts treated as non-vocation academic posts. UGC Career Advancement Scheme was extended to non-teaching posts treating them as equivalent to Assistant Registrars and Deputy Registrars which are regulated by UGC. Irregular financial upgradations with retrospective effect were allowed to non-teaching employees putting a burden on the State exchequer.

Inability of the University to start infrastructure works of off-site campuses before expiry of the 11th Plan (2007-12) resulted in disallowance of central grants which further led to stoppage of 30 works of which 15 projects were lying abandoned since March 2015. Due to significant variations in structural design and construction of additional floors not contemplated earlier, work on Girls Hostel was held up for nearly nine years. Getting additional works executed out of savings of tendered and allotted cost, through the same contractors, was a norm rather than an exception, which not only compromised transparency in allotment of works, but also resulted in undue benefit to contractors. There were also instances when equipment procured by various departments were lying idle due to lack of technical manpower.

The University could not optimally utilise financial assistance received from UGC, Department of Science and Technology etc. for infrastructure strengthening resulting in non-release of further installments. Due to non-preparation of a Consolidated Local Fund, balances under local funds of various PG departments and constituent offices remained outside the main account of the University resulting in understatement of revenue in the budget estimates. The University had not prepared annual account and balance sheet since its inception indicating lack of commitment on the part of the University. By specifying particular makes and models, the University had carried out purchases from single source resulting in non-transparency in the procurement process and reduced opportunity to get better prices and products through competitive bidding.

Recommendations:

The University may:

- *Take strict measures to avoid delay in evaluation of answer scripts and PhD thesis;*
- *May put in place a well-defined fair and transparent recruitment policy;*
- *Recruitment Rules may be finalised for all posts with well-defined stages of promotion to ensure probity and transparency in recruitment;*
- *Take measures for completion of held up works; and*
- *Devise a robust mechanism to ensure optimum utilisation of equipment procured.*

CHAPTER-I
INTRODUCTION

CHAPTER-I

INTRODUCTION

The University of Jammu and Kashmir was bifurcated into University of Jammu and University of Kashmir by the Jammu and Kashmir Universities Act (J&KUA) 1969. The said Act and the University Statutes 2010 give the framework for the functioning of the University of Jammu.

The University has the powers and functions to provide instructions in such branches of learning as it deems fit and make provision for research and advancement in various fields of education. The University holds examinations, grants degrees and confers academic distinctions on students who pursue approved courses of study in the University or in its constituent colleges/ institutions. It also maintains, recognises and affiliates colleges and other institutes.

1.1 Organisational setup

The University of Jammu is headed by Chancellor, while Vice-Chancellor is a whole time or part time Honorary Officer of the University. The Vice-Chancellor is assisted by Deans, Directors, Registrar, Joint Registrar and other functionaries. The Secretary to the Government Finance Department acts as the ex-officio Financial Advisor to the University. The University Council (UC) is the apex governing authority of the University, which is headed by the Chancellor with Education Minister and Vice-Chancellor among others as Members. The University Syndicate (US) is the Chief Executive Authority vested with the responsibility of framing budget estimates, drafting Statutes, holding controlling and administering funds, property and other assets. The Academic Council (AC) controls and regulates the standards of teaching, research and examination in the University and also prescribes syllabi and other courses of study. The academic activities are governed by the Guidelines, Regulations and Circulars issued by University Grants Commission (UGC), All India Council for Technical Education (AICTE), National Council for Teacher Education (NCTE) and other regulatory bodies in the education sector. Other Statutory Committees, viz. Finance Committee (FC), Campus Development and Works Committee etc. are also in place in the University. The organisational setup of the University is detailed in *Appendix 1.1*.

The University of Jammu has eight faculties¹ with 38 departments² of teaching and

¹ (i) Arts (ii) Business Studies (iii) Education (iv) Law (v) Mathematical Sciences (vi) Science (vii) Life Sciences, and (viii) Social Sciences

² Buddhist Studies, Dogri, English, Hindi, Punjabi, Sanskrit, Urdu, Journalism & Media Studies, Business School, Commerce, School of Hospitality & Tourism Management, Education, Physical Education, Law, Law School, Mathematics, Statistics, Computer Sciences, Chemistry, Geology, Geography, Physics, Electronics, Remote Sensing, Home Science, Bio-Technology, Botany, Zoology, Environment Science, Economics, History, Political Science, Library Science, Sociology, Psychology, Strategic & Regional Studies, Lifelong Learning and Philosophy

research and eight centers³ in its main campus. Apart from its main campus, the University has one constituent college⁴ and eleven off-site campuses⁵ spread across different districts in Jammu province. As of March 2022, the University had an enrollment of 4,329 students in the main campus, off-site campuses and constituent college. The main campus also has a Directorate of Distance Education (DDE) which offers courses in open and distance learning mode (ODL) with approximate student strength of 11,962. The University has over 167 affiliated colleges with an enrolment of over 74,178 students. The University ranked 50th in the National Institutional Ranking Framework (NIRF)-2024 in University Category. It obtained (December 2024) National Assessment and Accreditation Council (NAAC) with A++ grade for a period of seven years (2024-2031).

1.2 Audit Scope, Sample and Methodology

The working of University of Jammu was last reviewed and commented upon in the Report of the Comptroller and Auditor General of India for the year ended March 2008. The current Performance Audit of the University covered the period 2017-18 to 2021-22. The Audit Report has been updated with the replies received in February 2025. Audit was also guided by developments with regard to Human Resource and Infrastructure Management prior to the period of audit wherever required. During the Performance Audit, 33 *per cent* of infrastructure projects/ works in the University Works Department (UWD), equipment purchased by 38 departments and service records of the employees were test checked. Detailed scrutiny of academic records was also carried out in all 38 departments and all eight Centres within the main campus, one constituent college and seven functional off-site campuses. Various institutions and departments covered during Performance Audit are detailed in *Appendix 1.2*.

An Entry Conference was held through virtual mode with the Vice-Chancellor and other University officials on 25 July 2022 wherein the scope, objectives, criteria and methodology of audit including selection of samples for examination of records were discussed. An Exit Conference was held with the Vice-Chancellor on 13 February 2025, wherein all the audit observations were discussed. The responses during the Exit Conference have been suitably incorporated in the report.

1.3 Audit Objectives

The Performance Audit was conducted to ascertain whether:

³ Computer Centre, Centre for History and Culture of Jammu and Ladakh Region and Rinchen Bzangpo Art Gallery, Centre for Study in Museology, Centre for Women Study, Centre for IT and Enabled Services, Centre for International Centre for Cross Cultural Research and Human Resources Management, Centre for Human Genetics and Centre for Study of Social Exclusion and Inclusive Policy

⁴ University Institute of Engineering and Technology Kathua

⁵ Bhaderwah, Kathua, Kishtwar, Reasi, Ramnagar, Udhampur, Poonch, Billawar, Patnitop, Surankote and Doda

- The University had achieved its organisational goals and objectives in the areas of academics and research with reference to applicable laws and Regulations;
- Development and Management of Infrastructure and other assets were as per prescribed norms;
- Human Resource Management of academic and non-academic staff was efficient; and
- Financial Management and Internal Controls in ensuring economy, efficiency and effectiveness in functioning of the University were adequate.

1.4 Audit Criteria

Audit criteria was derived from the following sources/ records:

- J&KUA 1969, and Statutes of the University;
- UGC Act/ Guidelines/ Regulations and Quality Mandate as well as norms prescribed by AICTE and Distance Education Council (DEC);
- Guidelines and Internal Quality Assurance Cell Manual issued by NAAC;
- National Institutional Ranking Framework (NIRF) Manual;
- State/ Central PWD Manuals;
- Guidelines issued by funding agencies for the implementation of various schemes in the University;
- General Financial Rules, 2017; and
- Inclusive and Qualitative Expansion of Higher Education under 12th plan issued by UGC.

1.5 Acknowledgement

Audit acknowledges the cooperation extended by the University of Jammu in the conduct of the Performance Audit.

1.6 Audit Findings

The audit findings of the Performance Audit Report are grouped in the following Chapters:

- Chapter-II: Academic and Research Activities
- Chapter-III: Human Resources Management
- Chapter-IV: Infrastructure Development and Management
- Chapter-V: Financial Management

CHAPTER-II
ACADEMIC AND RESEARCH
ACTIVITIES

CHAPTER-II

Academic and Research Activities

2.1 Academic Activities

The University was offering (March 2022) Doctorate Degree in 38 programmes, Master of Philosophy (MPhil)¹ in 24 programmes, 50 Master's Degree Programmes (MDPs), 19 undergraduate programmes, 10 post graduate diplomas and six certificate courses through eight faculties. It also offers postgraduate and undergraduate programmes through its affiliated colleges.

2.1.1 Non-approval/ Non-accreditation of Courses

AICTE is a national-level council responsible for regulating and standardising technical education in India. Interested Central/ State Public and Private Universities are required to obtain AICTE approval for all Technical Programmes/ Courses/ Intake capacity.

While NAAC under UGC gives institutional accreditation, National Board of Accreditation (NBA) under AICTE gives accreditation to technical programmes approved by AICTE. UGC Regulations (2012) and AICTE Regulations (2014) envisage that every Higher Education Institution (HEI) which has completed six years of existence or whose two batches have passed out, whichever is earlier, should apply for accreditation.

Records however showed that the University had obtained AICTE approval for only two technical programmes (MBA and MCA), while four technical programmes² were running without AICTE approval. NBA accreditation had not been obtained for MCA course, though approved by AICTE. As such the enrolled students could not avail the benefits available to an accredited institution/ program in terms of improvement in quality education guaranteed by periodic assessments by an overarching regulator. To quote an instance, in respect of M. Tech. Computer Science programme started from the year 2014, AICTE model curricula was not adhered to and there was unavailability of requisite laboratories and infrastructure.

Registrar stated (November 2023 and February 2025) that AICTE approval is not mandatory for the State Public and Central Universities. It was further added that the Department of Management, University of Jammu has already initiated the process of building requisite infrastructure as per the AICTE norms and the process of seeking AICTE approval will be initiated, once adequate infrastructure is built.

¹ M.Phil. stands discontinued with effect from 2021-22.

² M. Tech (Computer Science), MBA (International Business), BBA (Hotel Management) and MBA (Hospitality and Tourism Management)

The fact however remains that AICTE approval is a benchmark of credibility that ensures educational programs meet national standards. Of the two programmes for which AICTE approval was obtained, the MCA course was not NBA accredited.

2.1.2 Nomenclature of Degrees and Programmes

Under Section 22 of the UGC Act, 1956, degrees which may be awarded by the Universities are specified by the UGC. Further, UGC notified in the Gazette of India (May 2009 and July 2014) the list of Academic Courses/ Degree(s) to be run by the Universities. As per the UGC Act, no University shall confer a Degree in violation of provisions of this notification and it shall be mandatory for the Universities to adhere to the approved nomenclature of degree(s).

Records however showed that the University had neither changed the nomenclature of Business Administration in Hotel Management (BBA-HM) to Bachelor of Hotel Management (BHM) nor modified the duration of the course from three years to four years. During 2016-22, University awarded 77 degrees in respect of BBA-HM courses.

While accepting the audit observation, Registrar stated (February 2025) that Board of Studies of School of Hospitality and Tourism Management had already endorsed the revision of nomenclature of BBA (HM) in accordance with the UGC specification of degrees. It was added that the decision in this regard shall be presented in the forthcoming Academic Council Meeting.

2.1.3 Running of Teachers Training Courses without Approval of NCTE

National Council for Teachers Education (NCTE) is a Statutory Body responsible for regulating Teacher Education Programmes. NCTE recognition ensures that these programmes meet national standards for quality, infrastructure, faculty and curriculum. UGC advised (June 2014) State Universities to align Teacher Education Programmes (TEPs) with the National Curriculum Framework for Teacher Education (NCFTE), 2009. NCTE came out (December 2014) with new Regulations in respect of 15 TEPs which included M.Ed., B.Ed., B.PED and M.PED, according to which in-service teachers in elementary education having completed an NCTE recognised TEP in face-to-face mode³ were eligible for admission to B.Ed. programme in Open and Distance Learning (ODL) mode. Audit noticed the following:

- Although the University adopted (July 2015) NCTE Regulations, 2014 from 2015-16, NCTE recognition had not been obtained for the teachers training

³ Diploma in Pre-School Education (DPSE), Diploma in Elementary Education (D.El.Ed.), Diploma in Physical Education (D.P.Ed.), Bachelor of Physical Education (B.P.Ed.), Master of Physical Education (M.P.Ed.) degree, Diploma in Arts Education etc. Apart from these, the programmes with older nomenclature like D.Ed., or any other but duly recognised by NCTE as face-to-face teacher education programmes may also be considered for admission in B.Ed.

courses offered and run by the University through the Department of Education (DoE) and affiliated colleges.

- The University did not adopt the revised norms of NCTE regarding admission to B.Ed. The eligibility criteria of having completed an NCTE recognised degree in TEP in face-to-face mode was omitted for admissions to the two year B.Ed. programme from the academic session 2021-22. Although the Directorate of Distance Education of the University did not make any fresh admissions to the B.Ed. programme during 2020-21, the University adopted revised (September 2021) Statutes and initiated admission process for the academic session 2021-23 without the approval of NCTE. This was in spite of the fact that AC had passed (February 2021) a resolution not to make any fresh admission to two year B.Ed. programme without approval of NCTE.

Registrar, stated (February 2025) that NCTE has given relaxation to the institutions located in UT of J&K until December 2024 to comply with their norms and standards.

The fact however remains that the university had neither applied for recognition under Section 14/15 of the NCTE Act 1993 (made applicable to J&K post abrogation of article 370) nor adhered to NCTE norms for faculty requirements and admissions to teachers training.

2.2 Academic Flexibility

As per NAAC Manual, academic flexibility denotes the curriculum choices and curriculum transactions available to the students. Academic flexibility can be ensured by introducing new courses, Choice Based Credit System (CBCS) and semester system, etc.

2.2.1 Partial Implementation of Choice Based Credit System (CBCS)

UGC, in its action plan for bringing about academic reforms in universities, advocated (March 2009) implementation of CBCS encompassing improvement in educational quality and excellence, inter-institution transferability of students and comparability of educational programmes across the country etc. The objective of implementation of the credit system was to allow students to pursue elective courses of their choice and enable their seamless mobility among the institutions across the states and country. The University adopted CBCS in September 2014.

Audit noted the following deficiencies in implementation of CBCS:

- As per UGC norms, CBCS provides choice to students to select from the prescribed UG/ PG programmes under three domains viz., Core and Elective and Foundation⁴ with diverse choice of subjects based on learning needs, interests and aptitudes. Audit observed that while adopting the CBCS for PG programmes in its Statute, the University restricted the CBCS only to Core

⁴ A foundation course prepares a student for a more advanced course

and Elective courses. As a result, the students could not avail themselves of the benefits of Foundation Courses meant for Knowledge Enhancement and Value Education.

- The CBCS framework notified by UGC prescribed allotting 60 *per cent* of credits to Core courses and 20 *per cent* each to Elective and Foundation courses. Audit observed that as per the course structure adopted (September 2014) by the University, Core courses were allotted 89 to 97 *per cent* of credits and Elective Courses were allotted 03 to 11 credits, thereby limiting the choice of Electives for students to opt for.
- As per UGC guidelines regarding implementation of CBCS, to ensure fairness in assessment, evaluation of the theoretical component of at least 50 *per cent* of Core Courses were required to be undertaken by external examiners who were also to set and assess question papers. For assessment of practical component of Core Courses and that of project reports/ thesis/ dissertation etc., the team of examiners were to comprise internal as well as external examiners.

Audit noticed that no provision for external evaluation was kept in the Statutes at the time of adoption (September 2014) of CBCS, which was included in the Statute by a subsequent amendment (September 2017). The University had not engaged external examiners for evaluation of theoretical/ practical components and project reports/thesis/dissertation etc. External evaluation would ensure an independent perspective on the programmes performance. Not adopting of external evaluation was fraught with the risk of biases or limitations due to evaluators' involvement in the programme.

Registrar stated (November 2023) that external evaluation was undertaken in 2nd Semester of all PG programmes but with the outbreak of the pandemic, the proposal was put up before Academic Council for internal evaluation in place of external evaluation in 2nd semester for all PG programmes under CBCS and the proposal was approved. It was added (February 2025) that external evaluation shall be taken care of in the proposed draft Statutes of Postgraduate Programme under NEP 2020 with effect from session 2025-26. However, the reply was silent about restrictions in choices available *vis-a-vis* the framework of CBCS.

2.3 Industry/ Academia Partnerships and Collaboration with Academic Institutes

As per UGC Quality mandate, it is vital for an HEI to intensify University-Industry interaction to identify core knowledge and skills that graduates need to enhance their employability. Further as per paragraph 3.7 of the NAAC Manual, HEIs can seek collaboration with academic institutes, industry or other agencies of professional and social relevance. Range of activities could include training, student exchange, faculty exchange, research and resource sharing etc.

In order to integrate academic competence of the University and expertise of the industry for development and commercialisation of scientific research and imparting necessary skills to the students for enhancing their research and employability potential, the University established (July 2019) an Industry Academia Partnership Centre (IAPC). To run the centre under a mutually beneficial arrangement, the University entered into (December 2020) an MoU with a Pharmaceutical setup⁵. Notwithstanding this, audit noticed that the IAPC was not made functional as of July 2022.

Audit observed that 12 out of 38 academic departments/ centres of the University had not entered into any active collaboration with any industry or academic institute during 2017-22. As of March 2023, against 26 MoUs entered into by the University with other institutions at National and International level, only 02 were fully functional, 04 were partially functional and 20 MoUs were yet to be made functional. Due to non-functional MoUs, the University could not derive from these collaborations benefits such as student/ faculty exchange programmes, promotion of courses and pathways, funding for relevant research work and placement facilitation. Further, as a result, the students missed the opportunity of industry exposure and skill upgradation.

Convener IAPC stated (November 2022) that the process for setting up IAPC got delayed due to non-availability of required space for setting up of the laboratory.

Registrar added (November 2023) that allocation of ₹ five crore for IAPC came with the condition that more than 30 *per cent* of grant could not be spent on construction and absence of required space for setting up of the laboratory resulted in loss of time.

2.4 Facilitation for Innovation/ Start-up / Entrepreneurship

The University identified (February 2021) Research and Innovation as thrust areas under RUSA 2.0⁶ in order to achieve heights in its journey of quality and excellence. As part of this initiative, the University established (April/ June 2019) University Business Incubation and Innovation Centre (UBIIC) and a Special Purpose Vehicle (SPV)⁷ for pre-incubation and incubation of early-stage entrepreneurial technology based ventures and identification of potential entrepreneurs. As of March, an expenditure of ₹ 1.29 crore⁸ was incurred by the two entities.

Audit scrutiny revealed that:

⁵ RaCemix Molecules Private Ltd.

⁶ RUSA 2.0 stands for Rashtriya Uchchaitar Shiksha Abhiyan Phase 2, a Centrally Sponsored Scheme (CSS) for strategically funding the State HEIs based on well defined, transparent norms linked to key academic, administrative and governance reforms.

⁷ Under Section 8 of Companies Act-2013

⁸ Workshops (₹ 4.58 lakh), salary payment (₹ 31.17 lakh), routine office/ miscellaneous expenses (₹ six lakh), civil/ electric works (₹ 8.50 lakh), furniture, air conditioners, digital podiums (₹ 70.56 lakh) and international travel (₹ 7.49 lakh).

- The institutional framework such as a Managing Committee and a full-time Director/ CEO were not put in place for SPV to carry out its activities. Board of Governors (BoG) of the SPV constituted (March 2021) for a two-year term had met only once (March 2021) resulting in lack of follow-up on the decisions taken in that meeting on having collaborations with angel investor companies willing to invest in J&K and on putting requisite policies in place etc.
- SPV had not framed strategies and policies for selection of incubates and had not worked out details of incubation programs. Except for organising (between September 2019 and March 2022) webinars/ symposia on generic awareness programmes, none of the intended activities for identification and enrolment of potential startups/ innovators so as to provide handholding and financial support for incubation of identified start-ups had been carried out by the UBIIC/ SPV.
- In the absence of having identified any potential startups and enrolling any innovators to provide legal/ financial services, expenditure of ₹ 27.68 lakh incurred (February 2020 to February 2022) by the SPV on professional fee of two consultancy firms and young professionals was rendered unproductive. The firms were disengaged in March 2021 and April 2022.
- MoUs were signed (April 2019) with two foreign universities⁹ for collaborative support in areas of entrepreneurship, development, implementation of cooperative research projects and others. However, the intended activities were not carried out as of March 2023.
- Further, despite initiative of the SPV for establishment of Atal Community Innovation Centre¹⁰ (ACIC), the University could not get approval of NITI Aayog, as it had not carried out an assessment of prerequisites including availability of at least 4,000 square feet of ready-to-use net carpet area for exclusive use by the ACIC. As a result, the University could not avail the Grant-in-Aid to the tune of ₹ 2.50 crore from NITI Aayog for this project. Against ₹ 2.50 crore matching grant to be provided by the University from internal resources for establishment of ACIC, ₹ one crore was transferred (November 2020) to SPV. The amount was lying unutilised in the books of SPV since November 2020.

Thus, non-prioritisation of pre-requisites like providing space and formulating policy and institutional frameworks for these entities, resulted in denial of intended benefits of promoting the start-up ecosystem in the State/ UT besides

⁹ University of California, Berkeley and University of South Florida, Florida

¹⁰ Atal Innovation Mission (AIM), is a flagship initiative of NITI Aayog to promote a culture of Innovation and entrepreneurship, under which financial support in the form of Grant-in-Aid is provided to selected academic and non-academic institutions for establishment of Atal Community Innovation Centres.

rendering expenditure of ₹ 1.05 crore¹¹ incurred on furniture/ desktops/ professional services/ international travel unfruitful.

Director UBIIC and CEO SPV stated (June 2023) that setting up of startups/ entrepreneurs, identification of potential start-ups, enrollment of innovators could not be done in absence of any Incubation policy. Director SPV further added (June 2023) that the purchases had been made to provide infrastructure and other facilities so that funding agencies could be approached for running various programmes.

Registrar admitted (March 2024) that the bulk of the SPV's activities have been restricted to holding webinars on innovation and incubation and very little has been done in respect of startup activity. It was further added (February 2025) that due to space constraints, the implementation of the project has been delayed. It was assured that the University will adopt a multi-pronged approach to ensure the optimum utilisation of the available infrastructure while successfully commissioning prestigious national-level projects, including the Atal Community Innovation Centre (ACIC).

2.5 Student Placements

As per NAAC Manual, student placement is one of the yardsticks for ranking an HEI. According to 'Quality Mandate for Higher Education Institutions in India' issued by UGC, an HEI should fulfil expectations of industry and prepare employable and skilled graduates.

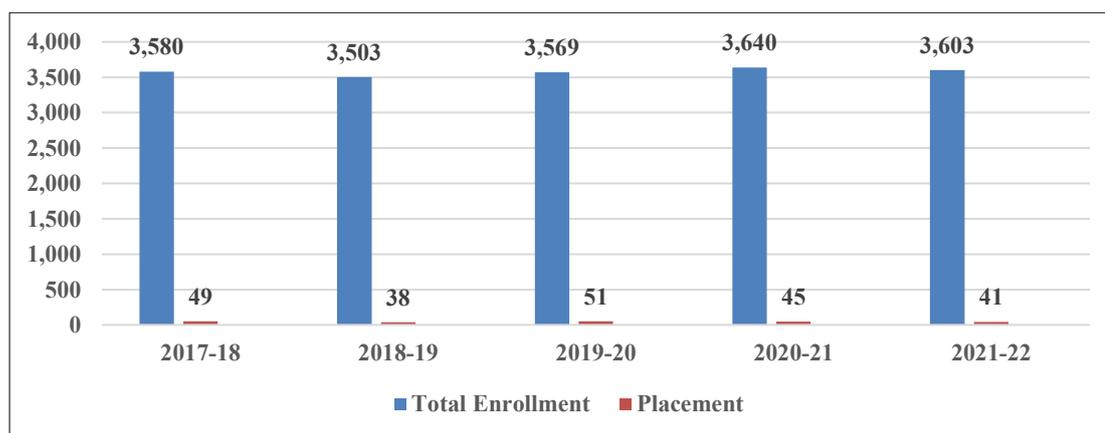
For facilitating placements and summer internship for the students, a Placement Cell (PC) headed by Dean Student Placements was in place in the University since 2009. Records showed that the PC had not followed any process/ calendar for placement activities.

Audit further observed that none of the students enrolled in general courses offered by the University had secured placements and the placement activity was restricted to a few select departments¹². Out of over 1,000 students enrolled in professional departments such as MBA (International Business), MBA (Hospitality and Tourism) and MCA programme, only 224 had got placed during 2017-22 as depicted in **Chart 2.1:**

¹¹ Furniture: ₹ 30.93 lakh; Desktops: ₹ 39.62 lakh; Professional services: ₹ 27.69 lakh; and international travel: ₹ 7.49 lakh.

¹² The Business School, Department of Computer Science & Information Technology and International Centre for Cross Cultural Research & Human Resources (ICCCR & HRM)

Chart 2.1: Placement Data



(Source: Information provided by the University Placement Cell)

Dean Student's Placement stated (February 2023) that placement being an industry driven process, it was difficult to develop a structured calendar for placement activities and that majority of corporate placements was in respect of professional departments. Registrar, added (November 2023) that students enrolled in general courses usually opt for higher studies or prefer the Government sector as such placements in such courses is always less.

2.6 Preparedness for Implementation of NEP 2020

National Education Policy (NEP) 2020 rests on the principles of affordability, accessibility, quality, equity and accountability, at all levels of education from school education to higher education including professional and adult education.

The University created (December 2021) an NEP Cell to prepare the road map, work out modalities and modify Statutes for implementation of NEP 2020. However, no road map for comprehensive and holistic implementation of NEP in a phased manner was in place as of March 2022 resulting in lack of preparedness for implementation of NEP. NEP Cell remained restricted to preparation of curriculum framework/Statute for introduction of four year UG programme in the Government affiliated colleges of the University.

- As per implementation plan of NEP 2020, HEIs had to set up academic internal audit teams for mapping existing curricula, set up incubation centers to promote technological development, inter-disciplinary research, industry academia partnerships and hold workshops and training for faculty for developing output driven and value education based multi-disciplinary curriculum by the year 2021. Audit noticed that the University had not taken any of these initiatives as of March 2023.
- Against existing three year UG programmes, the University notified (November 2022) Statute for introduction of four year UG programmes under NEP 2020 in its affiliated colleges from academic session starting from

December 2022. However, instead of framing the entire course structure for four years, course curriculum was framed for only first two semesters in 35¹³ out of 37 test-checked courses and that too without holding any consultative workshops with industry and subject experts from multidisciplinary universities across the country for inclusion of innovative practices in course curricula, flexibility in choice of subjects and employability of students. Against required 16 credits for vocational/ skill based courses, the University adopted a credit requirement of only six credits.

Registrar stated (February 2025) that NEP-2020 was implemented at the UG level with effect from 2022-23 on the directions of the Higher Education Department, UT Government of J&K. It was added that the Statutes/ Scheme of Master's Degree Programmes as per NEP-2020 are being prepared by the Committee constituted for the purpose and the same shall be implemented from the Academic Session 2025-26 onwards.

2.7 Conduct of Examinations and Evaluation of Answers Sheets

As per NAAC Manual, the effectiveness of examination system of HEI depends on regularity in conducting examination, quality of questions, extent of transparency in the system, time taken in declaration of results and mechanism for prompt action on possible errors etc.

2.7.1 Automation of examination wing

For reducing dependence on human intervention and putting in place an error free examination system, the UGC Report (2019) on 'Evaluation Reforms in HEIs in India' recommended automation of various examination functions right from registration of students to convocation through an integrated system.

Audit observed that the University had not initiated any action to ensure full automation of examination functions. Although the system of filling on-line forms for issue of marks cards, degrees and migration certificates had been introduced (July 2020), it was restricted to only submitting online applications and making payments. Students were required to deposit a hard copy of the online application in person after which applications were being processed manually.

Audit noticed instances of errors in the marks cards, which could have been avoided if the system was automated. Audit observed in 12 test-checked courses¹⁴ that out of 21,712 marks cards issued to the students during 2017-22, incorrect registration numbers were entered and there were spelling errors in name/ parentage/ address etc. in 570 marks cards necessitating issue of duplicate marks cards. This had resulted in duplication of effort and inconvenience to students.

¹³ Except Statistics and Environment Science

¹⁴ B.Ed, MBBS, MBA, B.Tech/ BE, Bachelor's in Music & Fine Arts, B. Lib, M. Lib, LLB and ODL programmes in PG Hindi, PG Urdu, PG Dogri, PG Economics and PG English

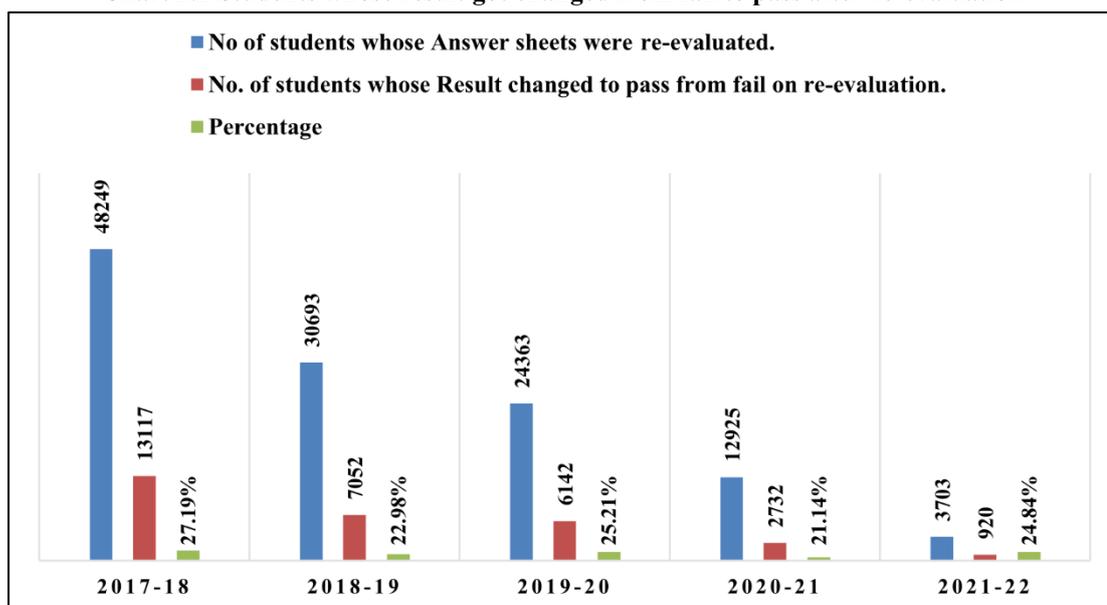
Further, out of 51 UG/ PG professional courses conducted by affiliated colleges and through Open & Distance Learning (ODL) mode, pre-printed marks cards were filled manually in respect of 24 UG/ PG professional courses. Computerised marks cards were generated in respect of 27 UG/ PG professional courses only.

While accepting the audit observation, Registrar stated (February 2025) that the University of Jammu is shifting to Samarth¹⁵ for its range of examination related functions, after which it hopes to achieve full automation of its examination related functions.

2.7.2 Incorrect Evaluation of Answer Sheets

Audit assessed the accuracy of evaluation of answer sheets in the University on the basis of students whose marks had been increased after re-evaluation of their answer sheets during 2017-22. Details of students who applied for re-evaluation of their answer sheets and students whose result changed to pass from fail on re-evaluation during 2017-22 is given in **Chart 2.2**:

Chart 2.2 Students whose result got changed from fail to pass after re-evaluation



(Source: Information provided by the Controller of Examinations)

It can be seen from the **Chart 2.2** that the percentage of students whose result had got changed from fail to pass ranged between 21 and 27 *per cent* during 2017-22, indicating that there is a lot of scope for improvement in the examination system.

Registrar stated (February 2025) that to enhance accuracy, reduce errors and maintain uniform standards of evaluation, the University has devised instructions for evaluation for further circulation to the sub-examiners.

¹⁵ Samarth platform is a comprehensive Enterprise Resource Planning (ERP) system launched by Ministry of Education in 2019, which provides Universities and HEIs a digital framework for planning management, delivery and monitoring of services.

2.7.3 Delay in Publishing Results of Re-evaluation

Records of the Examination Wing of the University showed that during 2017-22, in respect of 96 test-checked re-evaluation cases, results of only 29 cases (30 *per cent*) were declared within six weeks as stipulated in University Statutes. In respect of 22 cases (23 *per cent*), the delay in declaration of results ranged up to 10 days while in the remaining 45 cases (47 *per cent*), the delay ranged between 14 days and 135 days. Audit noticed that 8,498 final year undergraduate students had applied for re-evaluation of their answer scripts during 2017-18 to 2019-20, of which 2,919 students (34 *per cent*) were declared successful. Incorrect evaluation of answer scripts and delay in their re-evaluation carries the risk that the successful candidates are deprived of employment opportunities, further studies, enrolment in competitive exams etc., or forced to reappear for the same examination.

While accepting the audit observation, Registrar attributed (February 2025) the delays to high volume of applications, examiner unavailability, or the need for thorough quality checks to maintain fairness. It was assured that the University is implementing a tracking system for re-evaluation requests to streamline operations and improve efficiency. Additional evaluators are being engaged during peak periods to minimise delays, and a strict timeline for result declaration is being enforced.

2.7.4 Out of Syllabus Questions

UGC as part of its quality mandate recommended (2019) implementation of examination reforms, which included introduction of Question bank system as a measure for development of standards for setting quality question papers with the involvement of known experts from different institutions.

Further, Rule 79 and 80 of the University Statutes (Volume-II), stipulate setting up of a committee for appointment of paper setters for various examinations. Further, complaints, if any, against any question paper are dealt with by an Expert Committee (EC) nominated by the Vice-Chancellor of the University. If EC is of the opinion that the complaint deserves to be entertained, the relevant extracts from the complaint along with comments and suggestions of EC are forwarded to the paper setter.

Audit noticed that during 2017-22, the University had not constituted the committee for appointment of paper setters. In absence of the committee, a panel of paper setters in a particular subject is nominated by the convenors of respective Board of Studies and Controller of Examination further selects one among the panel for paper setting of that subject. Further, the University had not implemented examination reforms of UGC on adoption of Question bank system.

Audit noticed instances of 'out of syllabus' questions in 135 question papers of various UG/ PG programmes during 2017-22, which were examined by Expert Committee. Complaints regarding these question papers were examined by the EC which reported negligence and oversight during setting question papers such as

setting question paper from new syllabus instead of old syllabus and incomplete question papers etc. As per recommendations of the EC, re-examination was conducted in 13 cases and in 61 cases students were awarded grace marks. However, no action was taken against the defaulting paper setters. Audit noticed that ‘out of syllabus’ questions had caused avoidable hardship to students and loss to the University as it had to conduct re-examinations.

While accepting the audit observation, Registrar stated (February 2025) that issue of out of syllabus questions may have resulted from misinterpretation or oversight by paper setters. It was further stated that to prevent recurrence, the University is strengthening the moderation process by introducing additional layers of scrutiny and subject expert reviews.

2.7.5 Delay in Declaration of Results

Rule 57 of Chapter 38 of University Statutes (Volume II) stipulates that after the process of conducting the examination of a particular class is over, the Controller of Examinations shall ensure that the examination result is declared within 90 days.

Audit scrutiny of records of Examination Wing of the University revealed delay in publication of results after dates of examination. Out of 234 sampled cases of End Semester Examinations (ESE) for three-year UG programmes in affiliated colleges and for ODL students during 2017 to 2021, there was delay in publication of results in 110 (47 per cent) ESEs. Out of which, in 68 cases (62 per cent) there was delay ranging between 30 days and 376 days with a percentage delay ranging between 31 per cent and 59 per cent as detailed in **Table 2.1**:

Table 2.1: Delay in declaration of results of UG programmes during 2017-21

Year	No. of Exams conducted (sampled cases)	Results declared with delay	Percentage delay in declaration of results	No. of cases in which delay was above 30 days
2017	35	11	31	6 (ranging between 30 and 158 days)
2018	53	21	40	13 (ranging between 30 and 128 days)
2019	52	27	52	14 (ranging between 30 and 376 days)
2020	35	16	46	8 (ranging between 30 and 155 days)
2021	59	35	59	27 (ranging between 30 and 89)
Total	234	110	47	68

(Source: Information provided by the Controller of Examinations)

Information collected from 28 out of 38 test-checked PG departments in respect of declaration of results of ESEs revealed that there was delay in declaration of results in 16 departments, out of which delay in 12 departments ranged between 30 days and 1,014 days. Delays in declaration of results could also be attributed to non-automation of examination functions as discussed under **Paragraph 2.7.1**. Failure of the University to publish results in time leads to courses lagging and impacts academic mobility of the students.

While accepting the audit observation, Registrar stated (February 2025) that the University is in the process of implementing an Automated Result Processing System to minimise Manual intervention and reduce processing time.

2.8 Research Activities

As per NAAC Accreditation Manual, promotion of research is a significant responsibility of HEIs including Universities. The HEIs have to evolve appropriate policies and practices for undertaking research activities, make adequate resources available for research and encourage active involvement of teachers and scholars in research. The outcome of research includes inventions, number of patents obtained, number of research publications and providing of consultancy services by faculty.

2.8.1 Non-adherence to Minimum Standards for Appointing Research Supervisors

As per UGC Regulations on Minimum Standards and Procedure for award of PhD/ MPhil degree, 2016 a Research Supervisor should be a regular Professor of the University/ College concerned, with at least five research publications in referred journals or a regular Associate/ Assistant Professor of the University/ College concerned with a PhD degree and at least two research publications in referred journals.

Audit noted that the University had appointed (June 2019) two Academic Co-coordinators as Supervisors for guiding PhD scholars, thereby diluting the provisions of UGC Regulations on the issue.

Registrar stated (February 2025) that two Academic Coordinators were initially allowed to act as Co-Supervisor and subsequently one Academic Coordinator was appointed as Supervisor for guiding Ph.D. Scholars on the recommendations of the committee.

The fact remained that the recommendations were not in consonance with UGC Regulations on appointments of Research Supervisors.

2.8.2 Delay in Evaluation of PhD Thesis

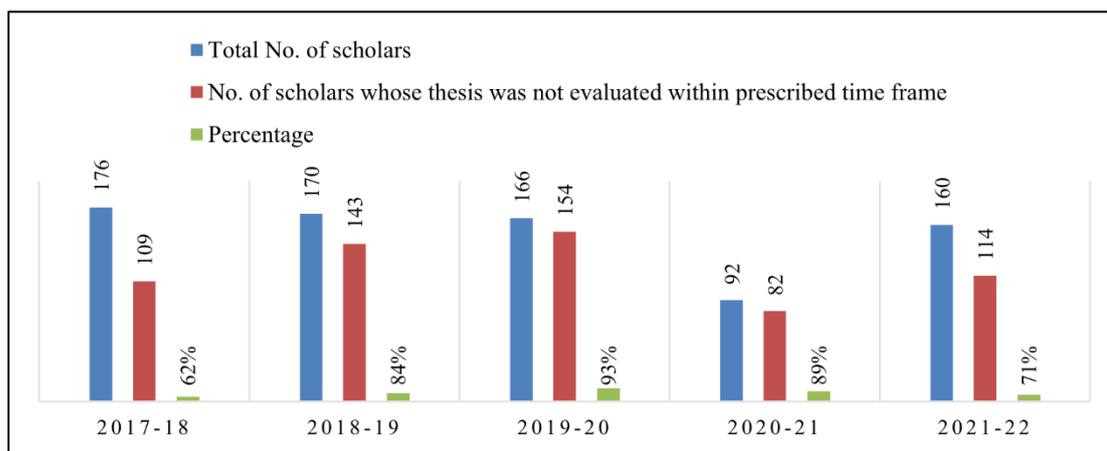
Rule 31 (e) of University Statutes stipulates that the Controller of Examination (CoE) shall complete evaluation of PhD thesis within six months from the date of submission of the thesis. Records of University showed that there were abnormal delays in evaluation of PhD thesis of Research scholars as detailed in **Table 2.2 and Chart 2.3:**

Table 2.2: Delay in evaluation of PhD thesis of Research scholars

Sl. No.	Year	Number of scholars	Number of scholars whose thesis was not evaluated as of March 2022	Number of scholars whose thesis was evaluated as of March 2022	Number of scholars whose thesis was evaluated within prescribed time	Number of scholars whose thesis was not evaluated within prescribed time (percentage)	Number of scholars whose thesis was evaluated with delay ranging between 30 days and 1,481 days
1	2017-18	176	0	176	67	109 (62)	81
2	2018-19	170	01	169	27	142 (84)	125
3	2019-20	166	03	163	12	151 (93)	149
4	2020-21	92	06	86	10	76 (88)	66
5	2021-22	160	15	145	46	99 (68)	73
	Total	764	25	739	162	577 (78)	494

(Source: Information provided by the Controller of Examinations)

2.3 Delay in evaluation of Ph.D Thesis



(Source: Information provided by the Controller of Examinations)

During 2017-22, out of 764 Research scholars who had submitted their thesis for evaluation, thesis of 739 were evaluated. Thesis of only 162 scholars (22 per cent) was evaluated within prescribed six months. Evaluation of thesis of 577 scholars (78 per cent) was not completed within the prescribed timeline. Delay in evaluation of thesis of 494 out of 577 scholars had ranged between 30 days and 1,481 days.

Registrar attributed (February 2025) the delay to COVID-19 pandemic, unavailability of subject-specific experts and procedural formalities. It was added that the University has streamlined the thesis evaluation process by introducing digital submission and electronic communication with examiners. It was further stated that efforts have been made to expand the panel of evaluators, ensuring faster assignment of theses to experts.

2.8.3 Externally Funded Research Projects

The University receives Grants-in-Aid from Ministry of Science and Technology (MoS&T), Indian Council of Medical Research (ICMR) and UGC etc., for carrying out basic/ applied research. The research proposals are forwarded to these external funding agencies through the office of Dean Research Studies (DRS). As of March 2022, the University had 86 ongoing externally funded projects (EFPs) which included 74 projects taken up during 2017-22 as detailed in **Table 2.3**.

Table 2.3: Details of externally funded projects as of March 2022

Sl. No.	Year	Running projects at the beginning of year	New projects taken up during the year	Projects concluded	Ongoing projects at the end of the year
1	2017-18	66	10	9	67
2	2018-19	67	19	12	74
3	2019-20	74	20	14	80
4	2020-21	80	5	13	72
5	2021-22	72	20	6	86
Total			74	54	

(Source: Information provided by the Dean Research Studies)

Audit noticed that after sanction of research projects by external funding agencies, there was no monitoring by DRS and the projects were handled by the respective Project Investigators (PIs). Interim yearly progress reports were not sought by DRS from PIs for mid-term review of projects for any course correction.

Non-monitoring of externally aided research projects by the University was noticed in five out of 72 test-checked research projects sanctioned between February 2012 and May 2019 at a cost of ₹ 2.11 crore by Ministry of Science & Technology (MoS&T) and Indian Council of Social Science Research (ICSSR). After these five projects were taken up during 2012-2019, they were abandoned after incurring an expenditure of ₹ 0.12 crore resulting in non-fulfilment of intended objectives due to reasons detailed in **Table 2.4**.

Table 2.4: Abandonment of five research projects

Sl. No.	Department/ Funding Agency	Projects	Date of Start	Cost (₹ in lakh)/ period of completion	Release/ expenditure (₹ in lakh)	Reasons for and comments on abandonment of works
1	Geology/ Science and Engineering Research Board (SERB)	Tectonic Geomorphology and Cenozoic Morphotectonic Evolution of Dharmshala-Palampur area in Himachal Pradesh	21.11.2013	23.96/ 36 months	12.96/ 6.27	PI left (December 2015) the job to serve another organisation. The University did not appoint co-PI to complete the research project. Unspent balance of

Sl. No.	Department/ Funding Agency	Projects	Date of Start	Cost (₹ in lakh)/ period of completion	Release/ expenditure (₹ in lakh)	Reasons for and comments on abandonment of works
						₹ 6.69 lakh was not refunded to the funding agency as of March 2023.
2	Law/ ICSSR	Efficacy of Building and Construction Workers Act 1996: A socio-legal study in Jammu Province	10.01.2018	2.50/ 12 months (Extended upto July 2019)	1.50/ 0.30	It was stated that 2 nd instalment had remained untraced upto July 2019. Unspent balance was refunded (April 2022) to the funding agency.
3	Physics and Electronics/ Department of Science and Technology (DST)	Collaboration by Indian Physicist on Neutrino projects at Fermilab (USA)	28.03.2019	71.89/ 60 months	12.72/ Nil	The project was irregularly assigned to a PI who had to retire, after three months of allotment of Project, in June 2019. ₹ 15.19 lakh (including interest) refunded (August 2022) to the funding agency.
4	Biotechnology/ DST	Development and dissemination of appropriate technologies under Rural Action Technology Group (RUTAG)	13.03.2015	55.29/ 36 months	10/ 5.81	Though expenditure of ₹ 5.81 lakh was incurred on purchase of equipment, travel expenses etc., the University had not appointed required manpower to carry out intended activities. ₹ 4.19 lakh was refunded (February 2021) to the funding agency.
5	Biotechnology/ DST	Characterization of the germplasm and development of quality planting material in walnut	21.05.2019	57.85/ 36 months	36.48/ Nil	It was stated that the project could not be taken up as ₹ 25.42 lakh received as non-recurring grant for purchase of equipment could not be traced in time. Request made (November 2021) to

Sl. No.	Department/ Funding Agency	Projects	Date of Start	Cost (₹ in lakh)/ period of completion	Release/ expenditure (₹ in lakh)	Reasons for and comments on abandonment of works
						DST for purchase of equipment (Plant growth chamber) and utilisation of grant during financial year 2021-22 was not acceded to. Unspent amount of ₹ 36.48 lakh was not refunded to the funding agency as of March 2023.

(Source: Based on information provided by the Dean Research Studies and Grants sections)

Registrar stated (February 2025) that corrective measures have been taken by constituting a centralized committee for monitoring research projects.

2.8.4 Delay in Completion of Research Projects

Out of 86 ongoing research projects, eight projects taken up between 2012 and 2019 remained incomplete as of March 2023, despite lapse of timeline within which they were to be completed. Against the estimated cost of ₹ 250.12 lakh of these eight incomplete projects, an expenditure of ₹ 47.71 lakh was incurred as of March 2022 resulting in partial/ non-achievement of intended objectives. DRS wing had not called for interim progress reports of these incomplete projects.

Registrar stated (February 2025) that corrective measures have been taken by constituting a centralised committee for monitoring research projects. It was further added that the Research Advisory Council chaired by Vice-Chancellor also stands constituted to monitor progress of research projects.

2.8.5 Outcomes of Completed Research Projects

Out of 54 projects completed during 2017-22, completion reports in respect of nine projects pertaining to School of Biotechnology were not produced to audit. Out of the remaining 45 completed projects, audit analysed the outcome of 12 research projects with respect to their intended objectives and noticed as follows:

2.8.5.1 Results of Research/ Lack of Technology Transfer not disseminated

To ensure that research findings have an impact, the Chancellor emphasised (April 2018) that the University should share research reports with Government Departments/ Industry/ other social institutions to ensure that benefits of research reach the people at large. Moreover, as per guidance document on Good Academic Research Practices (GARP) released by UGC in the year 2020, researchers should

present all results of research including favourable, unfavourable and null findings in their reports to save time of future researchers who need not redo the work that has already been done.

Audit observed that though 54 projects were reported completed during 2017-22, their outcomes were not available with any centralised body in the University. Out of 12 completed projects analysed in audit, publications were made only in respect of eight projects.

Dean Research Studies (DRS) had no consolidated information regarding number of research papers published and their impact so that their quality could be assessed. Further, nothing was on record with DRS to suggest that research reports were submitted to and reviewed by funding agencies. Audit further observed that no mechanism was in place in the University for sharing research reports with Government Departments, industry or social organisations who could benefit from such research. Instances are detailed in *Appendix 2.1*.

While accepting the audit observation, Registrar stated (February 2025) that observation has been noted for necessary compliance. University shall be taking necessary steps in this regard and accordingly a Committee has been constituted for technology transfer possibilities.

2.8.5.2 Results of research not utilised

In respect of 06, out of 15 test-checked completed projects outcomes/ results of research in the shape of improved genotypes, molecular characterisations, seismological databases etc., having potential of long-term utilisation, had not been utilised for further studies for achieving long-term benefits (*Appendix 2.2*). There was no mechanism in the University for convergence/ pooling of research results so that output of one project would serve as input to other projects to maintain continuity in research for achieving long-term results.

While accepting the audit observation, Registrar stated (February 2025) that observation has been noted for necessary compliance. University shall be taking necessary steps in this regard and accordingly a Committee has been constituted for technology transfer possibilities.

2.8.5.3 Research and Innovation Cluster not institutionalised

With the objective of forging partnership with other Universities and research initiatives of the State/ UT departments, a Research and Innovation Cluster (RIC) was approved (June 2020) by the UC with seven¹⁶ centres of excellence. The RIC was to cater to needs of the faculty of the University and other HEIs of the region in a

¹⁶ (i) Data Science and Artificial Intelligence Centre (ii) Discovery Genomics Centre (iii) Centre for Nanotechnology and Material Science (iv) Centre for Virology (v) Plant and Microbial Genetic Resource Centre (vi) Centre for Climate Change and Sustainable Development and (vii) Centre for Global Corporate Governance in Society.

diverse range of disciplines including Life Sciences, Physical Sciences, Earth Sciences, Material Sciences, Mathematical Sciences, Humanities and Business Studies. Each Centre was envisioned to develop patents/ products and undertake consultancy projects for further sustenance.

Audit noted that as of March 2022, the RIC and its constituent centres had not been set up. The University had neither prepared any road map for institutionalisation of RIC nor initiated any action for identifying subject matter experts, developing infrastructure and providing for recurring costs etc.

Registrar stated (February 2025) that Higher Education Department under CAPEX grant sanctioned ₹ 10.00 crore and ₹ 4.00 crore were allocated from internal resources for the construction of the Research Cluster.

2.9 Adherence to Affiliation Regulations

As per UGC Regulations 2009, a college either run by State Government or private body, seeking affiliation shall satisfy requirements prescribed by UGC or statutory/regulatory body whichever is higher.

As per rule 12.6 of Chapter 4 of Statutes of the University of Jammu, before granting affiliation to a college, an Inspection Committee (IC) comprising University experts nominated by the Vice-Chancellor has to check whether there is demand for opening the college and whether infrastructural facilities, faculty, managing committee and other support systems have been put in place by the College authorities. Board of Inspection (BoI) of the University submits the report of the IC to the University Syndicate (US) which either refuses affiliation or grants permanent/ temporary affiliation to the newly established college.

As per rule 12.8 of chapter 4 of Statutes of the University of Jammu, temporary affiliation shall be granted initially for a period of one year which shall be extended/renewed by the University on year-to-year basis through an inspection process. For grant of permanent affiliation, the college should have completed five years of satisfactory performance after getting temporary affiliation subject to fulfillment of other prescribed conditions.

Audit noticed that out of 132 temporary affiliated colleges, 84 colleges were functioning with temporary affiliation for periods ranging between 06 and 28 years. Despite ICs persistently pointing out deficiencies, the University failed to fix time frame for colleges/ institutes to set right those deficiencies. Instead, provisional affiliations continued to be granted to such colleges/ institutes year after year depriving the students of quality education.

Registrar stated (February 2025) that temporary affiliation of college is being extended on the basis of Inspection Reports submitted by the Committees constituted for the purpose. It was further stated that the University has not violated any Statute in

not allowing colleges to become permanent as many of the colleges do not fulfil the eligibility criteria.

The reply is to be seen in the light that the University Statutes permits to start programme in a college for the first year in a readily available building with the condition that the college shall complete the building by the end of the second year and move completely to the permanent building by the beginning of the third year, failing which the college shall not be granted extension/ renewal of temporary affiliation. Not initiating of action against the defaulting colleges resulted in not fulfilling of requirements for permanent affiliation and continuation of temporary affiliation.

2.10 Periodical Inspection of Affiliated Colleges

Rule 42 of Chapter IV of University Statutes provides for periodical inspection of each affiliate/ constituent college once every three years after grant of affiliation or after the inspection was last held. Further, as per Rule 35 of the University Statutes, the Board of Inspection (BoI) is responsible for receiving applications for affiliation and cause inspection to be made and lay its reports before the University Syndicate for decision.

Audit noticed that against the required 54 inspections in 32 colleges, which were granted permanent affiliation between 1955 and 2008, only 26 inspections had been conducted during 2017-22. Further, BoI had not met between August 2017 and June 2022, as such affiliations granted by the University to 50 colleges (Government: 37 and Non-Government: 13) between 2017-18 and 2021-22 were without oversight of BoI.

It was also noted that while framing inspection reports of colleges, the inspection teams did not capture details of key performance indicators such as availability of teaching/ non-teaching staff, infrastructure/ amenities and academic requirements in the proforma devised (January 2014) by the University for periodical inspection of colleges. This had resulted in not reporting of deficiencies in the availability of facilities in colleges as discussed under the succeeding Paragraph.

Registrar stated (February 2025) that as per the Statute, periodical inspection is not mandatory. The Registrar added that while carrying out inspection for grant of renewal/ extension of temporary affiliation of an institution, details of key performance indicators are reported as per updated proforma. It was further added that last meeting of the BoI was conducted on 30 July 2024 and next meeting is proposed to be conducted in the month of May 2025.

The reply is factually incorrect as Statute 42 of the University provides that BOI shall arrange periodical inspection of each affiliated/ constituent college and there is no mention of discretion in the Statutes. Besides, no meeting of BoI was held between

August 2017 to June 2022 and none of the inspection reports produced to audit was captured in prescribed proforma.

2.11 Availability of Infrastructure in Affiliated Colleges

As per provisions of Clause 2.4 of chapter 5 of University Statutes, the eligibility criteria for grant of affiliation for establishment of a new college includes possession of undisputed land, availability of academic and administrative building, laboratory, library, auditorium, sports facility and separate hostel for boys and girls etc. In exceptional cases, University Statutes permit to start programmes in a college for the first year in a readily available building with the condition that the college shall complete the building by the end of the second year and move completely to the permanent building by the beginning of the third year, failing which the college shall not be granted extension/ renewal of temporary affiliation.

Audit noted that as of March 2022:

- Seven out of 15 test-checked colleges and four out of 51 physically verified colleges, established between 2003 and 2019, were not having their own building and were operating from other buildings.
- In 29 out of 51 physically verified colleges, hostel facilities were not offered to students. Out of 22 colleges with hostel facility, mess facilities was available in only 17 colleges.
- Facility of Auditorium was available only in 13 out of 51 physically verified colleges.

Registrar stated (February 2025) that Construction work of the college buildings (except 2-3 colleges) is in progress and nearing completion. It was further added that the Government Colleges are available at the Tehsil level, so many of the students do not have the necessity to stay in the hostel. The reply is to be seen in the light that as per University Statutes the academic buildings and hostels are the basic infrastructure requirements for affiliation without which temporary affiliation cannot be extended beyond three years.

2.12 Appointment of Teaching Staff in violation of Norms

As per Clause 3.3.0 of the UGC Regulations on Minimum Qualification for Appointment of Teachers and other Academic Staff in Universities and Colleges minimum qualification for appointment as an Assistant Professor is Master's Degree with 55 *per cent* marks in the relevant/ allied subject. The candidate must have cleared the National Eligibility Test (NET) or State Level Eligibility Test (SLET) or State Eligibility Test (SET). However, the candidates who have been awarded a PhD shall be exempted from qualification NET/SLET/SET. The qualification and selection procedure for appointment of teachers on contract basis should be same as those applicable to a regularly appointed teacher. The appointments are to be made on the

recommendations of a duly constituted Selection Committee consisting of Chairperson of the Governing Body of the Institute, two subject experts, Principal of the College, Head of Department of the subject concerned and two nominees of the Vice-Chancellor of the affiliating University.

Pharmacy Council of India (PCI) and Nursing Council of India (NCI) stipulate a qualification of M. Pharma/ Pharma D and PhD/ M. Sc Nursing for being appointed as Pharmacy and Nursing teachers respectively. For appointment of teachers in colleges of education running B. Ed courses, NCTE prescribes a qualification of M.A (Social Science) and M. Ed or M.A (Education) and B.Ed.

Data collected from 51 physically verified colleges (Government: 17 and Non-Government: 34), showed that 113 teachers out of 331 teachers appointed in 24 Non-Government colleges did not possess the prescribed qualifications for appointment as such academic standards had been compromised by these colleges. Further, in 32 Non-Government colleges, 168 teachers were appointed on adhoc basis without the approval of the Selection Committee¹⁷.

Further, as per provisions of 11.1 of Statutes of governing affiliation, each affiliated college requires to send a statement showing full particulars of the members of teaching staff available in various courses to the College Development Council (CDC) by 1st of August every year. However, none of the 51 physically verified colleges had submitted the said statement, indicating any change in the management and teaching staff and qualification of new staff. As of April 2023, the University had not taken any action against affiliated colleges for non-submission of the required report.

Registrar stated (February 2025) that University withheld the admission of two defaulting Non-Government colleges of education for session 2022-23 and has also initiated process to withhold admission of 2-3 more colleges which are deviating from the Statutes for the session 2023-24.

2.13 Irregular upgradation of UG colleges to PG Colleges

As per Rule 15 of Chapter-IV of the University Statutes, any proposal for raising the existing under-graduate college to post-graduate level shall be considered by the University if the college has permanent affiliation and a minimum B Grade NAAC Accreditation in addition to the required permanent faculty. The University Council (UC) also restricted (November 2010) introduction of PG programmes only to permanently affiliated degree colleges.

¹⁷ Chairperson (Governing Body), Dean of Faculty Concerned, HoD or Senior Professor, two nominees of the VC, two subject experts and Principal (Concerned College)

Records showed that five¹⁸ temporarily affiliated Non-Government UG colleges were upgraded (2017-22) to PG colleges. Besides, four out of these five UG colleges were not having NAAC accreditation.

Registrar stated (February 2025) that the University had upgraded three Non-Government nursing colleges and two colleges of education from UG to PG as per the norms of Indian Nursing Council and National Council of Teacher Education.

However, the fact remained that the upgradation of five UG Colleges to PG level was in contravention to the preliminary requirement prescribed in the University Statutes.

2.14 Accreditation of Affiliated Colleges

NAAC evaluates HEIs and awards ratings which remain valid for five years. As per Section 4.1 of UGC (Mandatory Assessment and Accreditation of HEI) Regulations, 2012, it shall be mandatory for each HEI to get accredited by NAAC after two batches of HEI have passed out or if the HEI has been in existence for six years, whichever is earlier. Further, the quality mandate of UGC requires that all colleges should be NAAC accredited by 2022.

Audit noticed that out of 114 colleges which were functioning for over six years, 93 colleges (82 *per cent*) were not NAAC accredited. Pursuant to a resolution (September 2011) of UC regarding upholding academic and quality standards in affiliated colleges, the University had prepared a set of guidelines to prepare colleges for NAAC accreditation. Compliance of these guidelines was to be checked during inspection of colleges for further action by CDC. However, the guidelines had not been implemented, and the University was yet to prepare colleges for NAAC accreditation.

While accepting the audit observation, Registrar stated (February 2025) that a circular has been issued by Director, CDC to the colleges to initiate the process for getting NAAC Accreditation.

2.15 Conclusion

The University did not make efforts to establish industry academia linkage to make the students job ready. University had obtained AICTE approval for only two technical programmes (MBA and MCA), while four technical programmes were running without AICTE approval. Choice based Credit system was partially implemented restricting choices available to students. The evaluation system suffered from operational and monitoring inadequacies. Delays in evaluation of results and thesis of PhD students were indicative of serious systemic problems affecting career mobility and academic progression of students. The placement activity was restricted

¹⁸ (i) Rajiv Gandhi College of Nursing, Chakbhalwal (ii) BEE ENN College of Nursing, Jammu (iii) Stephens College of Nursing, Jammu (iv) Rajiv Gandhi Memorial College of Education, Kathua; and (v) Bhartiya College of Education, Udhampur

to a few select departments. Out of 1000 students enrolled during 2017-22 only 224 students got placements through Placement Cell. Monitoring of research projects was inadequate as there were instances of abandoned projects and delays in completion of projects. University Business Incubation and Innovation Centre (UBIIC) and Special Purpose Vehicle (SPV) set up for providing incubation support to potential startups remained non-functional. University could not provide the facilitation for innovation, start-up and entrepreneurship. Eighty-four colleges were functioning with temporary affiliation for periods ranging between six and 28 years. In 51 physically verified colleges (Government: 17 and Non-Government: 34), out of 331 teachers appointed in 24 Non-Government colleges, 113 teachers did not possess the prescribed qualifications.

2.16 Recommendations

- *The Dean Research Studies should monitor research projects to avoid abandoning projects and delay in completion of projects.*
- *A mechanism needs to be put in place for dissemination of results of research and convergence of research output.*
- *Strict measures should be taken to avoid delay in evaluation of answer scripts and PhD thesis.*
- *The University should strengthen the affiliation process to ensure only those colleges which comply with all regulatory requirements are granted affiliation. The University should also prepare inspection reports in prescribed formats covering areas of risk that may adversely affect the quality of education.*

CHAPTER-III
HUMAN RESOURCES MANAGEMENT

CHAPTER-III

Human Resources Management

3.1 Non-Framing of Recruitment Rules

Recruitment Rules (RRs) for teaching staff and select non-teaching posts of Registrar, Controller of Examinations (CoE), Deputy/ Assistant Registrars etc. are prescribed by UGC. For other non-teaching posts, the University was required to frame RRs in the light of Guidelines (December 2010) of Department of Personnel and Training (DoPT), Government of India (GoI) which were also endorsed (August 2015) by UGC.

Further, RRs are to be reviewed once in 05 years to effect such change as is necessary including need for additions to or reduction in the strength of employees. Instructions were issued by Administrative Reforms Inspections and Trainings Department¹ of the Government of Jammu and Kashmir (GoJ&K) to all Principal Secretaries, from time to time, the latest being in December 2020, to conduct a comprehensive review of RRs of all Gazetted/ Non-Gazetted services under their administrative control.

Audit observed that as of March 2022, RRs had not been framed for 77 categories out of 142 categories of non-teaching posts borne on the establishment of the University. In absence of Recruitment Rules, these posts were filled on the basis of eligibility criteria defined in the advertisement notice. In respect of the remaining 65 categories for which RRs were framed, the upper/ lower age limit was not prescribed for the recruitment of staff. Further, mode of recruitment and promotions were defined in respect of only eight posts, while regarding the remaining 57 categories, RRs prescribed only minimum qualification. Due to non-framing of RRs/ incompletions in RRs, there were arbitrary promotions and selective application of UGC and GoJ&K Rules as discussed in paragraphs 3.4.1.3 and 3.5.2.1.

Audit further noticed that the University had also not carried out any restructuring of non-teaching cadre in harmony with the functional needs of the University. Instead, up-gradations were carried out in isolation, on a case-to-case basis, resulting in anomalies which paved way for litigations and extension of up-gradations to other cadres.

Audit also observed that fair and consistent application of rules for appointments, promotions and deployment of manpower were not ensured by the University. This had resulted in the University facing a substantial number of litigations on service matters. As of March 2022, out of the 436 cases filed against the University, 97 cases (22 *per cent*) pertaining to service matters were pending disposal/ final settlement.

¹ Administrative Reforms Inspections and Trainings Department is mandated to finalise/ update the recruitment rules of all Government Departments (Gazetted/ Non-Gazetted services)

Registrar stated (November 2023) that in cases where University has no rules of its own, J&K Civil Service Rules (CSR) are followed. It was further stated that rules of GoJ&K are being implemented in respect of age and while advertising the posts, age relaxation, if any, is given only after the approval of the statutory body. It was further added (February 2025) that Recruitment Rules are in the final stage of approval by the Higher Education Department.

3.2 Vacant Posts

3.2.1 Vacant Teaching Posts

As per UGC Regulations 2010 and 2018 on ‘Minimum qualification for appointment of Teachers and other Academic staff in universities and colleges and measures for maintenance of standards in Higher Education’ all the sanctioned/ approved posts in the University should be filled on an urgent basis. RUSA guidelines also envisage availability of teaching staff of at least 85 *per cent* of sanctioned strength and require filling up of vacancies in a phased manner.

The position of sanctioned strength of teaching posts and manpower in position as on 31st March 2022 is depicted in **Table 3.1**:

Table 3.1: Sanctioned strength of teaching posts and manpower in position as on 31st March 2022

Sanctioned position as on 31 st March 2022			Effective position as on 31 st March 2022 with shortfall in percentage		
Professor	Associate professor	Assistant professor	Professor	Associate professor	Assistant professor
59	86	242	13 (78 <i>per cent</i>)	27 (69 <i>per cent</i>)	200 (17 <i>per cent</i>)

(Source: Information provided by the University)

Against a sanctioned strength of 387 teachers in the University including two off-site campuses², only 240 regular teachers (62 *per cent*) were available as of March 2022. Out of 59 sanctioned posts of Professors, 46 posts were vacant and out of 86 sanctioned posts of Associate Professors, 59 posts were vacant. Similarly, out of 242 sanctioned posts of Assistant Professors, 42 were vacant.

Records further showed that in absence of sanctioned posts of Professors in seven academic departments³ of the University, these departments were running without Professor. One post of Professor in each of the three departments⁴ had been converted (between October 2013 and April 2015) into four Assistant Professor posts and one post of Professor in the department of Physics had been temporarily transferred (February 2008) to department of Economics. As of March 2022, the temporarily transferred post was yet to be reverted to the parent department. Five vacant posts of

² Bhandarwah and Kathua

³ (i) Buddhist Studies (ii) Library Science (iii) Remote Sensing and GIS (iv) Electronics (v) School of Hospitality and Tourism Management (vi) Law School and (vii) Statistics

⁴ Statistics, Zoology and Law School

Associate Professors were converted to Assistant Professors between April 2012 and April 2014 in departments of Botany, Mathematics, Zoology and Library & Information Science. Two Academic Departments⁵ were functioning since their establishment in 2008 and 2021 respectively without any sanctioned teaching posts. These departments were relying on the services of contractual lecturers having the potential to adversely affect the quality of teaching and the academic output.

Deputy Registrar (Creation and Recruitment) and Registrar stated (April 2023, November 2023) that for creation of 42 teaching positions, the matter was being pursued with the Administrative Department. The reply is not convincing as the University was time and again being advised by the GoJ&K to create new positions out of internal resources of the University.

Regarding absence of sanctioned post of professor in seven departments, Registrar stated (November 2023) that proposal for creation of 42 teaching positions has already been submitted to the higher authorities for consideration. Further, during the Exit Conference, Vice-Chancellor stated (February 2025) that conversion of post was necessitated due to non-availability of sufficient number of applications for higher teaching post and to adjust the teaching load.

3.2.2 Review of Vacant Non-Teaching Posts

As per guidelines issued (April 2017) by DoE, GoI and endorsed (July 2021) by Finance Department of GoJ&K, positions remaining vacant for more than two years were to be deemed abolished.

Audit observed that as of March 2022, 228 positions were vacant in non-teaching cadre out of which 173 posts were continuously lying vacant during 2017-22. Of these 173 posts, 18 posts created between April 1999 and April 2014 were vacant since their creation and RRs existed for only three posts. These 18 posts included three posts of Director/ Assistant Director sanctioned (February 2008) for two non-functional centres⁶ and two posts of Senior Scientific Officer/ Scientific Officer under University Science Instrumentation Centre (USIC)⁷ (vacant since 2003 and 2008) which were not to be continued as per recommendations of Joint Cadre Review Committee (JCRC) endorsed (October 2014) by UGC and adopted (June 2015) by the University.

Assistant Registrar (Creation and Recruitment) stated (May 2023) that 17 non-teaching vacant positions had been placed (April 2019) before the University Syndicate for review, keeping in view the changing needs of the University and that

⁵ Human Genetics and Journalism & Mass Communication

⁶ Media Studies Centre and Gandhian Centre for Peace and Conflict Studies

⁷ USIC was established (August 1987) in the University with UGC funding to provide service to the academic departments/ centres/ offices/ affiliated colleges in repairs and maintenance, of their instruments, assist analytical services on specialised instruments and to provide support facilities in designing and fabrication of teaching aids, kits and scientific equipment.

the matter which was pending with Financial Advisor Universities⁸ (FAU) would be dealt with at the time of up-gradation of RRs.

Registrar stated (February 2025) that out of 170 vacant non-teaching positions available for direct recruitment, about 68 positions have been filled and the University is in process to fill the remaining vacant positions in the year 2025.

The replies were silent about not abolishing of vacant posts which were not to be continued as per recommendations of JCRC, which is also adopted by the University.

3.3 Creation/ Conversion/ Re-designation of Posts

Non-plan expenditure (establishment expenditure) of the University is mainly incurred out of grants provided by GoJ&K. Commissioner/ Secretary Finance Department who also acts as the Financial Advisor Universities (FAU) directed (March 2009) that salary of an incumbent appointed against a post of which the nomenclature is not in conformity with the one approved by the Planning and Finance Department is not drawn until proper approval of such re-designated nomenclature is obtained from the competent authority with prior concurrence of FAU. Further, as per University Statutes, creation of posts was to be sanctioned in consultation with FAU.

Audit observed that the University had created (between November 2006 and September 2008) 13 posts and converted/ re-designated (December 2002 to November 2021) 33 posts without obtaining the concurrence of FAU.

Registrar stated (February 2025) that the positions of Academic Coordinator and Coordinator Campuses were created with the qualifications prescribed by the UGC for the faculty positions in the pay scale of Lecturer and Reader respectively.

However, the reply was silent with regard to creation and selective conversion of posts without the approval of FAU.

3.4 Appointment of Staff in the University

UGC norms are applicable to the teaching faculty of Assistant Professors, Associate Professors, and Professors in addition to academic posts of Librarian, Deputy Librarian, Assistant Librarian and Deputy Director/ Director of Physical Education Department. The posts of Registrar, Deputy Registrar, Assistant Registrar and Controller of Examinations (CoE) are also regulated by UGC. Non-teaching staff in the University are governed by the University Statutes and GoJ&K rules.

3.4.1 Appointment of Teaching Staff

The revised UGC Regulations of 2010 prescribe three designations of Assistant Professors, Associate Professors and Professors in place of the then existing hierarchy

⁸ Commissioner/ Secretary Finance Department who also acts as the Financial Advisor Universities

of Lecturers, Readers and Professors. Audit noticed the following deficiencies in the appointments of teaching staff.

3.4.1.1 Appointment of Teachers on Contract Basis in Excess of Norms

As per UGC Regulations 2010 on 'Minimum Qualification for appointment of teachers and other academic staff in Universities and colleges and measures for the maintenance of standards in Higher Education', teachers should be appointed on contract basis only when it is absolutely necessary and when the student-teacher ratio does not satisfy the laid down norms and in any case the number of appointments should not exceed 10 *per cent* of the total number of faculty positions of the University. Further, the University issued instructions (May 2015, February 2018, January 2019) to its departments that teachers to be engaged on contractual basis should not be more than the number of vacant positions in the respective Departments/ Centre/ Directorate.

Audit noticed that as of March 2022, the number of teachers working on contract basis in the main campus of the University including Directorate of Distance Education (DDE) was 121 (33 *per cent* of sanctioned 362). The excess 85 contractual teachers comprised 236 *per cent* of permissible limit of 36 contractual teachers⁹. This included four Departments¹⁰ and one Centre¹¹ of the University, where, against sanctioned strength of 20 teachers, 18 were in position as of March 2022, and against two vacant positions, 17 contractual teachers stood engaged as of March 2022 resulting in excess appointment of 15 contractual teachers.

Further, although the salaries of contractual faculty engaged for self-financing courses were to be paid out of the Local Fund¹² of the respective department as per Government order of 2010, audit observed that salaries of contractual staff appointed under five self-financing courses¹³ offered by three departments¹⁴ were debited to Non-Plan funds received from GoJ&K.

While accepting the audit observation, Registrar stated (February 2025) that from the academic session 2024-25, the University has rectified the observation made by Audit and now the requirements of the concerned departments and off-site campuses are being rationalised by a duly constituted Rationalisation Committee. The reply was silent about payment of salaries of contractual staff of self-financing courses from Non-Plan funds.

⁹ 10 *per cent* of 362 sanctioned posts

¹⁰ Physical Education, Environmental Sciences, Sociology, School of Hospitality & Tourism Management (SHTM)

¹¹ International Centre for Cross Cultural Research & Human Resources (ICCCR & HRM)

¹² Local Fund shall mean a fund which is maintained and administered by a department and to which such fees and charges realised from the students, as are not transferable to the University account, are credited.

¹³ M.Sc Biochemistry, M.Sc. Microbiology, BBA(HM), MBA (H&T) and MSC (Remote Sensing)

¹⁴ School of Biotechnology, School of Hospitality and Tourism Management and Department of Remote Sensing & GIS

3.4.1.2 Irregular Appointments without Requisite Teaching Experience

UGC Regulations (1998 and 2010) stipulate mandatory requirements of teaching experience, research work and publications for the post of Associate Professor, Professor and other similar posts. These Regulations also stipulate requirement of five years' teaching experience (excluding the period spent for obtaining the research degrees) and/ or research work for appointment to the post of Reader. Further, UGC Regulations and University Statutes stipulate that previous regular service as Assistant Professor or in an equivalent post should be counted for direct recruitment to the post of Associate Professor. Time spent on acquiring PhD and as guest lecturer shall not qualify for being counted as teaching experience. Further, previous ad-hoc service of more than one-year duration can be counted provided the incumbent is selected for the permanent post in continuation of ad-hoc or temporary service without any break.

Audit noticed that in respect of three cases, time spent on acquiring PhD, service rendered as guest lecturer, adhoc/ consolidated service etc. was included in teaching experience required for appointment of Associate Professors as detailed in **Table 3.2**

Table: 3.2 Appointments without Requisite Teaching Experience

Sl. No.	Irregularity	Reply
1	The University appointed (October 2007) a Reader in the Department of Home Science taking into account her experience as a guest lecturer in the University from June 1998 to June 2003 during which she also pursued PhD. This had also resulted in litigations against the University, which was pending as of March 2025.	Registrar stated (February 2025) that the candidate was appointed as Reader on the recommendations of the Selection Committee held on 07 September 2007. The fact, however, remained that time spent by the teacher in acquiring PhD and as guest lecturer does not qualify for being counted as past service for appointments against a post.
2	The candidature of a Reader appointed (December 2005) in the Department of Economics was considered by counting the period rendered by the candidate for fellowship between January 1996 and January 2002 towards teaching experience.	Registrar stated (February 2025) that the candidate was appointed as Reader on the recommendations of the duly constituted Selection Committee. The reply is not acceptable as no Selection Committee/ Governing Body can override the Regulations, being superior legislation enacted by an Act of the Parliament.
3	An incumbent lecturer was appointed (February 2007) as Reader in the Department of Management after counting the period of seven months and 18 days rendered by the appointee as lecturer in a college on ad-hoc basis, which being of less than one-year duration, did not qualify for counting as teaching experience.	Registrar stated (February 2025) that the candidate was appointed as Reader on the recommendations of the duly constituted Selection Committee against the available post, and there was no violation in the appointment. The reply is not acceptable as Selection Committee/ Governing Body cannot override the Regulations, being a superior legislation enacted by an Act of the Parliament.

3.4.1.3 Arbitrary Appointments in Violation of UGC Norms

As per UGC Regulations, 75 per cent of the posts of Deputy Registrars are to be filled by direct recruitment through an All-India advertisement and 25 per cent are to be filled by promotion of Assistant Registrars on the basis of merit cum seniority. University Statutes stipulate that the Selection Committee for appointment of officers below the rank of Joint Registrar and Deputy Librarian should comprise Vice-Chancellor as Chairman, Pro Vice-Chancellor (if any), FAU, a member of University Syndicate (nominated by Chancellor) and the Registrar.

Records of the University showed that for appointment of five Deputy Registrars, the University issued (October 2013, September 2015 and July 2017) three advertisement notices for the same post with different sets of eligibility criteria. While the notification of October 2013 did not stipulate any condition for a candidate to be a permanent resident of J&K, in subsequent notifications of September 2015 and July 2017, the requirement of Permanent Resident Certificate (PRC) was prescribed. By stipulating the condition of having PRC, the University not only violated the UGC norms requiring appointment of Deputy Registrars on the basis of All India Merit but also denied the right to 33 non-state subject shortlisted candidates included in the selection list prepared by the University after issue of notification of October 2013.

Further, while GoJ&K norms regarding age limit for appointment were stipulated in the notification of October 2013 and September 2015, the University in its notification of July 2017 incorporated a clause exempting lateral entry posts from the age bar.

By prescribing different criteria in different notifications, the University had violated the court judgment (2008) in the case “*K Manjusree vs State of Andhra Pradesh*” which held that ‘Rules of the game cannot be changed midstream’ as change of RRs midstream would result in arbitrary elimination of some of the candidates who were otherwise eligible to compete for the post for which the recruitment process was undertaken or alternatively arbitrarily enable some of the candidates who were not otherwise eligible to compete in accordance with the law as existed on the date when the recruitment process was initiated.

Out of 199 applicants competing for the post of Deputy Registrar, 53 applicants were shortlisted for interview and five in service Assistant Registrars were appointed during 2019, which included one ineligible candidate who had already crossed the prescribed age limit of 40 years (including relaxation of three years for in service candidates) on the date of issue of first advertisement in October 2013.

The Selection Committee for appointment of officers of the University constitute Vice-Chancellor, FAU, a member of University Syndicate (US) and the Registrar. Audit noticed that FAU had not participated (26 October 2019) in the selection proceedings for appointment of Deputy Registrars. A US member nominated to the

selection committee by the Vice-Chancellor had ceased to be a member of University of Jammu Syndicate on the date of holding of interviews as he had become a member of University of Kashmir Syndicate when it was reconstituted. While advertising the posts, the University had not provided for reservation to SC/ ST candidates as per percentage prescribed by GoJ&K in accordance with UGC guidelines, 2006 requiring strict implementation of Reservation Policy in the Universities.

Registrar stated (February 2025) that applicability of Permanent Resident Certificate (PRC) and age relaxation for lateral entry posts was resolved in the University Council vide its resolution No. 82.49 dated 22 April 2017. The reply is to be seen in the light that University Council decision cannot override the UGC Regulations.

During exit conference (February 2025), however, while admitting the audit observation of non-applicability of PRC to these posts, it was stated that there will be open advertisement at national level in future.

3.4.2 Filling Direct Recruitment Posts of Assistant Librarians by Lateral Entry

UGC Regulations (1998, 2010 and 2018) stipulate that direct recruitment to the academic posts of Assistant Librarian, Deputy Librarian and Librarian in the Universities and Colleges shall be on the basis of an All-India advertisement and on the recommendations of a duly constituted Selection Committee. The Regulations do not provide for appointment to the post of Assistant librarian through promotion.

The University adopted (February 1983) the recruitment and promotion policy for non-teaching posts of Junior Library Assistants (Semi-Professional Assistants) and Library Assistants (Professional Assistants) and authorised (May 1997) creation of academic posts of Assistant Librarians for the Central Library to the extent of 33 *per cent* of posts of Professional Assistants in the pay scale of ₹ 2,000-4,000 by corresponding reduction of equal number of posts of Professional Assistants. As per policy, the posts of Assistant Librarians were to be filled from amongst eligible Professional Assistants possessing ten years' experience as Library/ Professional Assistant. Taking recourse to this order, the University authorised (March 2008 to November 2015) promotion of Professional Assistants as Assistant Librarians on regular basis in the pay band of ₹ 15,600-39,100 with Academic Grade Pay (AGP) of ₹ 6,000. By filling the entry level posts of Assistant Librarians from non-teaching posts, the University had not only denied opportunities to aspiring meritorious candidates from all over India to apply for these posts but also granted higher pay and allowances to the extent of ₹ 0.72 crore to 12 test-checked Professional Assistants promoted between September 2009 and November 2015.

In charge (Establishment) stated (September 2022) that promotion of Professional Assistants to the post of Assistant Librarian was done as per the recruitment and promotion policy adopted by the University. The fact remained that the promotion policy adopted by the University was in violation of UGC Regulations.

Registrar clarified (February 2025) during exit conference that the promotions were made based on a scheme formulated by the Joint Committee University of Jammu and University of Kashmir. It was assured that the scheme would be withdrawn and henceforth appointments should be made through direct recruitment in consonance with UGC Regulations.

3.4.3 Appointment of Non-Teaching Staff

In absence of RRs for non-teaching positions borne on the establishment of the University, Audit observed that appointments of non-teaching staff were made by regularisation of ad-hoc/ contractual employees as instanced in the following paragraphs.

3.4.3.1 Irregular Appointments through Regularisation without Availability of Posts

Restriction on engagement of daily rated workers (DRWs)/ work charged employees was imposed¹⁵ (March 1994) by GoJ&K which also authorised regularisation of DRWs engaged prior to the cutoff date of 31 March 1994 on the regular pay scale of Class IV, subject to having completed seven years of service.

Records showed that in violation of Government orders, the University had irregularly engaged 607 DRWs/ casual workers/ contractual employees between 2002 and 2011. The irregular engagements made in the absence of vacant posts were probed by a committee constituted (2012) by the Hon'ble Chief Minister in his capacity as Pro-Chancellor, which established malafide intentions and procedural irregularities in these appointments. While directing (August 2013) a strict action against the Vice-Chancellor, Registrars, officers and other officials for all acts of omission and commission, the Financial Advisor Universities (FAU) approved a roadmap for regularisation of contractual employees having completed seven years of uninterrupted service and paid regularly by the University out of non-plan funds. As per road map, such employees who could not be regularised against available post could be designated as 'helpers' with pay scales applicable to Class IV or Class III employees, with creation of Supernumerary and Temporary posts outside the existing hierarchy of the University.

Audit noticed that the University had not taken any action against officers responsible for irregular engagement of DRWs/ casual workers/ contractual employees as directed by FAU. Records showed that the University while notifying (April 2014) the roadmap, remodeled the framework issued by FAU and extended the scheme of regularisation also to contractual appointees paid from University resources. Audit noticed that the cutoff date had not been specified in the notification for accommodating contractual employees who had not completed seven years on the date of issue of notification.

¹⁵ Vide SRO-64 of March 1994

Out of 607 daily wagers/ contractual employees, the University regularised (with effect from December 2014 onwards) 599 of them against 203 available posts of Junior Assistants, Semi-Professional Assistants, Junior Engineers, Computer Operators, Helpers/ Safaiwalas/ Malis etc. as and when these posts became available and by creating 396 Supernumerary posts.

These included, 51 employees whose salary had been drawn from internal resources of the University and five employees who did not have continuous service of seven years.

As of May 2022, there were 251 Supernumerary posts existing on the establishment of the University.

Registrar stated (February 2025) that the University had not regularised any person in the University under the roadmap after Reorganisation of Jammu and Kashmir State into Union Territory in the year 2019.

Reply was silent about the irregularities in appointment through regularisation.

3.4.3.2 Irregular Appointments

Audit noted irregular appointments against non-teaching post as detailed in **Table 3.3**.

Table: 3.3 Irregular Appointment for Non-Teaching post

Sl. No.	Irregularity	Reply
1	Based on the requisition (December 2007) of University of Jammu, the services of a Section Officer from Shri Mata Vaishno Devi University (SMVDU) were placed (December 2007) at the disposal of the University against a non-existent post of 'Officer on Special Duty', who was subsequently absorbed (July 2008) against a post of Media Officer (created in July 2008), without concurrence of FAU/ US/ AC and without advertising the post.	Registrar stated (November 2023) that the absorption of the incumbent was approved (February 2008) by the University Council and after approval of Chancellor a post of Media Officer was created. The fact remained that the absorption was done in violation of Statutes, and the approval of University Council cannot override the Statutes.
2	A contractual employee was appointed (December 2009) to the post of External Relation Officer (ERO) created (September 2008) without concurrence of FAU/ US, by ignoring other higher qualified shortlisted candidates possessing PG degree or diploma in Journalism and Tourism.	Registrar stated (February 2025) that post of ERO was created by competent authority and selection was made as per the University norms. The fact, however, remained that the post was created by then Registrar and advertised by the then Rector without the approval of Governing bodies and FAU.
3	A contractual appointee above 40 years of age was appointed (August 2013) to the post of Landscape Development Officer advertised in January 2013. The age relaxation of two years and 28 days granted to the appointee had not been referred to HED i.e. Administrative Department as required in terms of Government	Registrar stated (February 2025) that age relaxation was granted as per the rule mentioned in J&K Government Gazette dated 29 April 2010. The reply is not valid as the act referred to dealing with age relaxation for regularisation of contractual employees.

Sl. No.	Irregularity	Reply
	order of December 2000. Due to complaints received from various quarters, the matter was belatedly referred (February 2016) to the FAU but no responsibility had been fixed for favouritism extended by the then officers.	Whereas in the instant case, the appointment was made after advertisement of the post.

3.5 Career Advancement of Staff

3.5.1 Career Advancement of Teaching Staff

UGC Regulations 2010 specified the stages for promotion of teachers under Career Advancement Scheme (CAS) and made Academic Performance Indicator (API) mandatory for placement in the next higher grade. The Regulations stipulated performance-based evaluation of teaching, learning, professional development, research and academic contributions under three broad categories¹⁶ with a mandatory minimum year-wise score of 75 per year under Category I, 15 per year under Category II and 10 to 40 per year for different stages in Category III.

3.5.1.1 Irregular Promotions due to Non-Adoption of Capping Procedure

UGC Regulations 2010 amended for the 2nd time in June 2013 referred to as UGC Regulations 2013 prescribed a cap on score claimed by the candidates on the basis of APIs in each sub categories under Category III (Research and Academic contribution) with 30 *per cent* weightage to research papers, 25 *per cent* to research publications, 20 *per cent* to research projects, 10 *per cent* for research guidance and 15 *per cent* for training courses and conferences. Further, UGC's clarification (August 2015) regarding implementation of Regulations 2013 reiterated that CAS of teachers shall be governed by the UGC Regulations which are in operation on the date the teacher becomes eligible for CAS and not on the date of interview. It was also clarified that UGC Regulations were mandatory and cannot be overlooked in any circumstances. The Regulations were to be implemented from the date of their notification (13 June 2013) in the Gazette of India.

Audit observed that the University continued with the Regulations 2010 without adopting the capping procedure till it adopted amended UGC Regulation 2013 in December 2015. Application of old Regulations 2010 resulted in irregular grant of CAS to ten teachers (whose cases were test checked) promoted between September

¹⁶ **CATEGORY- I** (a) teaching related activities (b) domain knowledge (c) participation in examination and evaluation (d) contribution to innovative teaching, new courses etc. with a total score of 125. A faculty member has to earn a score of minimum 75 per year under this category

CATEGORY II comprises co-curricular, extension and professional development related activities with a total score of 50 and a teacher has to earn a score of 15 points per year

CATEGORY-III comprises research and academic contributions and includes research papers, books and book chapters published, research projects and consultancy undertaken, M. Phil and PhD research guidance, training courses, refresher courses, conferences, workshops undertaken and lectures delivered.

2013 and June 2014 who were otherwise to be assessed in accordance with the 2nd Amendment Regulation 2013.

By overlooking the exhaustive procedure provided in the Regulations for CAS teaching staff, the University failed to ensure that the teacher's engagement is not limited to a particular domain and extended the benefit of CAS even to those teachers who had no research credentials.

Registrar stated (February 2025) that there were no alterations in the basic eligibility criteria, however, there is modification/ alteration in the methodology for calculating API scores for Category-III (Research and Publications and Academic Contributions) whereby capping in this category was introduced.

The fact remained that the capping on score prescribed for each sub-category under Category III had not been adhered to.

3.5.1.2 Irregular Promotions due to Inadmissible Counting of Past Service

Cases noted by audit regarding irregular promotions due to inadmissible counting of past service are detailed in **Table 3.4** below:

Table 3.4: Irregular promotion due to inadmissible counting of past service

Sl. No.	Irregularity	Reply
1	A Lecturer appointed (June 2004) against a lien bound vacancy and subsequently regularised (November 2005) was retrospectively allowed (November 2014) the benefit of two and a half years of past service, rendered as Research Associate (RA) from 30 June 2000 to 20 January 2004, for her promotion to next scale. By extending the benefit of past service after which there was a break of over five months (21 January 2004 to 26 June 2004) during which she had been assigned a Research Project, the University conferred the undue benefit of ₹ 16.25 lakh to the teacher.	Registrar stated (February 2025) that benefit of the period was granted by the Competent Authority on the recommendations of a committee. The reply is not acceptable, as the decision of the Committee was not in consonance with the UGC Regulations and University Statutes.
2	Service rendered by a lecturer with corporate entities while on extraordinary leave from 19 February 2001 to 15 May 2003 and 21 July 2008 to 28 January 2010 was counted (June 2005 and April 2012) for increments and CAS which resulted in excess payment of ₹ 19.63 lakh for the period between February 2001 and March 2022 due to fixation of higher pay.	In Charge Administrator, Teaching Wing stated (September 2022) that the first spell of EOL was counted for increments and pensionary benefits after taking leave salary and pension contribution from the teacher and the second spell was counted for these purposes on the recommendation of a committee constituted for the purpose. The reply is not acceptable, as the decision of the Committee was not in consonance with the UGC Regulations and University Statutes.

3.5.2 Career Progression of Non-Teaching Staff

The career advancement of non-teaching staff other than non-teaching posts regulated by UGC norms, is governed by the University Statutes.

Test check of records of 360 out of 1,192 non-teaching employees of the University showed that inadmissible financial up-gradations had been granted to these employees due to faulty implementation of three tier CAS, premature promotions, and non-adoption of a uniform policy for promotions resulting in excess payment of pay and allowances and pensionary benefits as detailed in the succeeding paragraphs.

3.5.2.1 Irregular Grant of UGC Pay Scales and CAS to Non-Teaching Officers

Ministry of Human Resources Development (MoHRD) notified (December 2008) the scheme for revision of pay of teachers and equivalent cadres after which UGC constituted a Joint Cadre Review Committee (JCRC) for evolving a uniform cadre structure and rationalisation of pay scales, duties, qualifications of the posts of non-teaching staff. The recommendations of JCRC approved by MoHRD were communicated (October 2014) to all Universities by the UGC for implementation. As per these recommendations, CAS was to be allowed to Assistant Registrars and Deputy Registrars after eight and five years of service respectively. In respect of technical and similarly situated posts, system of MACP was applicable according to which upgradations are granted after a service of 10 years. University of Jammu adopted these recommendations from June 2015.

Audit observed that the University had created (between June 2004 and April 2014) various isolated¹⁷ posts in the scale of ₹ 8,000-13,500 including the posts of Assistant Director Technology Support System, Public Relation Officers, Assistant Director/ Deputy Director Directorate of Internal Quality Assurance (DIQA) and Assistant Administrative Officers without framing RRs for these posts. Consequent to implementation of recommendations of the 6th Pay Commission, the incumbents to these posts were placed in the pay band of ₹ 15,600-39,100 with grade pay of ₹ 5,400. Instead of applying MACP uniformly for financial upgradation of these non-teaching posts, the University decided their career advancements in an ad-hoc and arbitrary manner on a case-to-case basis, with selective application of rules. The posts of Deputy Director, DIQA and Assistant Director Technology Support were treated as equivalent to Deputy Registrar and Assistant Registrars respectively, and UGC norms irregularly applied for their career progression. Similarly, a Career Advancement Scheme notified by the University of Kashmir was selectively adopted for financial upgradation of two Public Relation Officers (PROs) which allowed financial upgradation after a period of five years only against ten years applicable as per MACP. However, financial upgradation sought by an Assistant Administrative Officer on the analogy of Deputy Director, (DIQA) and Assistant Director Technology Support was refused, which led her to approach Court for redressal of grievances. Non application of MACP for financial upgradation resulted in excess payment of pay and allowance of ₹ 0.19 crore to four non-teaching employees.

¹⁷ Isolated posts refers to a position that does not have feeder grade or promotional avenues.

Registrar stated (February 2025) that the University of Jammu had extended the benefits of scheme applicable to Assistant Registrars and equivalents in favour of Deputy Director, DIQA and Assistant Director, Centre for ITES&M¹⁸. It was further added that University Council of University of Kashmir in its 77th meeting (22 April 2017) approved the CAS of PROs and resolved that the same shall be applicable to University of Jammu which accordingly notified (07 May 2018) the same CAS for its PROs.

The reply reaffirms the audit observation that the University had not formulated a uniform career advancement scheme for its isolated posts and had irregularly extended the benefits of CAS applicable to Assistant Registrar/ Deputy Registrars to few selected posts.

3.5.2.2 Extension of academic Grade Pays to Non-Teaching Positions

Although there was no category of posts as ‘non-vacation academic positions’ in the UGC Regulations, audit noticed that University of Jammu had irregularly designated (December 2002) nine non-teaching posts¹⁹ belonging to ICT and Technical/ Professional services as ‘non-vacation academic posts’ on the recommendations of the Joint Committee (JC) of the two universities of the State/ UT. Two upward movements applicable to teachers were extended to these ‘non-vacation academic posts’.

Consequent upon implementation of the 6th Pay Commission recommendations, UGC created Academic Grade Pay (AGP) for teaching posts. As per Notification issued (December 2008) by MoHRD and UGC Regulations 2010, only Assistant Professor/ Associate Professor/ Professor, Librarian, Deputy Librarian, Assistant Librarian and Physical Education Teachers were eligible to get the AGP.

Audit observed that the University had irregularly extended (October 2009 to December 2014) benefit of AGP to four ‘non-vacation academic posts’ with retrospective effect from 2006 resulting in their further placements in higher AGPs under CAS applicable to teachers from time to time entailing excess payment of pay and allowances of ₹ 0.69 crore²⁰ as of March 2022 to the incumbent of these non-vacation academic posts.

Registrar stated (November 2023) that three incumbents working as System Manager, Scientist B and Programmer were given upward movement on the recommendation of the Committee constituted for the purpose followed by approval of University Syndicate, FAU and the University Council.

The reply is to be seen in the light of fact that academic grade pay was not applicable to these post as per UGC Regulation 2010 and MHRD notification (December 2008).

¹⁸ IT Enabled Services and Management

¹⁹ System Manager, System Engineer, Project Engineer, Senior Scientific Officer, Programmer Computer, Electronic Engineer, Service and Development Engineer, Statistician and Computer Science

²⁰ Calculated on the basis of MACP applicable to non-teaching posts

3.5.2.3 Excess Payment due to Grant of Premature Benefit of Three Tier Career Advance Scheme to Professional Assistants

The University notified (August 2013) a three-tier CAS in respect of Technical/ Isolated posts replacing the earlier two-tier CAS on the same terms and conditions as were prescribed for the ministerial and secretarial cadre. The scheme envisaged that employees holding Technical/ Isolated posts of consistent satisfactory service in one grade in substantive capacity as on 12 July 1996 or thereafter shall be eligible for placement in the Senior Scale in their respective cadre after completion of eight years of satisfactory service instead of ten years prescribed earlier. However, employees having benefitted under 1st upward movement under Reorganisation-cum Caderisation/ Scheme for Technical Staff after ten years of service were not eligible for first upward movement under the Scheme.

Records of the University showed that eight Professional/ Semi-professional Assistants who were not eligible for first upward movement under three tier CAS as they had been promoted/ upgraded under two-tier CAS after ten years of service were irregularly placed (September 2017) in the pay scale of ₹ 9,300-₹ 34,800 with AGP of ₹ 5,400 after a period of only eight years against a mandatory period of 10 years retrospectively between December 1999 and July 2012. The irregular premature placement of these eight employees earlier by two years resulted in an inadmissible payment of ₹ four lakh.

Registrar stated (February 2025) that three-tier CAS was adopted in favour of Library Staff in pursuance to resolution dated 15 April 2014 passed by University of Kashmir and concurrence of Financial Advisor Universities. It was further stated that as per the revised scheme, Semi-Professional Assistants and Professional Assistants are now given first step after eight years, second step after nine years and third step after ten years.

The reply is to be seen in the light of facts that the decision taken by University of Kashmir is not applicable/ binding upon the University of Jammu, both being separate entities with separate Governing bodies.

3.5.2.4 Extra Financial Burden of ₹ 1.07 crore due to Retrospective Upgradations

Based on representations received from 12 Computer Assistants (CAs) regarding disparity in their pay scales, the University forwarded (November 2009) cases for upgradation of their pay scale from ₹ 4,000-₹ 6,000 to ₹ 5,000-₹ 8,000 to FAU.

FAU accorded (April 2013) concurrence to the upgradation of pay scale on prospective basis with the assertion that it should not be made a precedent for upgradation in respect of other categories of posts. FAU clarified (May 2017) that such upgradation of 2013 shall not be construed as a promotion and, the period prior to upgradation of the post shall also be counted for the purpose of determination of eligibility for 1st/ 2nd/ 3rd step of Career Advancement Scheme (CAS).

However, instead of implementing the 2013 order of upgradation prospectively, the University authorities issued (June 2017) an order allowing upgradation of posts from the date of appointment resulting in excess fixation of pay in respect of 12 CAs and payment of arrears of ₹ 0.79 crore to them.

- Records further showed that the University converted (April 2014) 16 vacant posts of steno-typists carrying a pay scale of ₹ 5,200-₹ 20,200 (GP ₹ 2,400), into posts of CAs. Against these 16 posts, ten CAs were appointed in November/ December 2017 and 04 DRWs were regularised as CAs between March 2015 and October 2019.

These 14 CAs were subsequently allowed (January 2020) the upgraded grade pay of ₹ 4,200 with effect from 15 January 2020. Irregular grant of higher pay scales to these 14 CAs resulted in excess payment of ₹ 0.44 crore to these employees, besides a monthly financial implication of ₹ 1.86 lakh as of March 2022.

- Placement of CAs in higher pay scale resulted in pay anomalies as CAs with a prescribed qualification of Graduate and one year diploma in Computer Sciences were brought at par with Assistant Programmers (APs) with a prescribed qualification of BE (IT)/ M.Sc Computer Sciences.

The APs challenged (2017) the upgradation of CAs in the Court and while their case was pending in court, the University referred the case for their upgradation to FAU who accorded (May 2021) concurrence to up-gradation of pay scale of APs from PB ₹ 9,300-₹ 34,800 (GP ₹ 4,200) to PB ₹ 9,300-₹ 34,800 plus GP ₹ 4,600 from the date of creation of the anomaly. However, instead of granting upgradation from April 2013, the University extended the benefit of revised pay scale to 12 APs from the date of appointment resulting in payment of arrears of ₹ 0.28 crore.

Registrar stated (February 2025) that pay scale of Computer Assistants was upgraded notionally from the date of appointment and prospectively with effect from 30 May 2013 to remove the anomaly between the counterparts.

The reply is to be seen in light of the fact that although FAU had directed (August 2010) to clearly indicate the hierarchical positions in a promotional scheme and the impact of any new dispensation on the cadre and scales at various levels, the University while considering the upgradation of CAs did not foresee its ramifications on other posts in the hierarchy.

3.5.2.5 Inadmissible Benefit of ₹ 0.11 crore in respect of Upgradation of Relinquished Post

A Computer Assistant (CA) appointed (May 2004) in the pay scale of ₹ 4,000-₹ 6,000 (revised to ₹ 5,200-₹ 20,200 with Grade Pay of ₹ 2,400) was selected (December 2009) for the post of Liaison Officer, in the pay scale of ₹ 5,500-₹ 9,000 (revised to ₹ 9,300-₹ 34,800 with Grade Pay of ₹ 4,200).

Consequent upon upgradation (May 2013) of the pay scale of 12 CAs from ₹ 5,200-₹ 20,200 with GP ₹ 2,400 to ₹ 9,300-₹ 34,800 with GP ₹ 4,200, the benefit

of the upgraded post was irregularly allowed (April 2018) to the officer from the date of his appointment as CA, despite the fact that his appointment as Liaison Officer was a fresh appointment in a different cadre. The period of service of five years rendered as CA was also counted for further up-gradation in his substantive post of Liaison officer, which resulted in further premature placements in ₹ 9,300-₹ 34,800 with Grade pay of ₹ 4,600 and ₹ 9,300-₹ 34,800 with G.P of ₹ 5,400 from May 2012 and May 2021 respectively. This had resulted in payment of excess pay and allowances of ₹ 0.11 crore besides recurring financial implication of ₹ 17,688 per month.

Registrar stated (February 2025) that counting of past service rendered as CA was granted (September 2017) for CAS of Liaison Officer as one-time dispensation in pursuance of communication received (June 2017) from FAU and action taken by Vice-Chancellor was confirmed by the 112th University Syndicate resolution of August 2017.

3.6 Pay and Entitlements

Audit examination of records of the University pertaining to pay and allowances, pensions, leave etc. revealed that inadmissible/ excess payments were made to various employees as brought out in the following paragraphs.

3.6.1 Irregular Release of Advance Increments for Acquiring Higher Qualification

Pursuant to implementation of the 7th Pay Commission, MoHRD withdrew (November 2017) incentive of advance increments that was granted to teachers before the year 2016 for acquiring higher qualification (MPhil/PhD). While approving (May 2018) implementation of the 7th Pay Commission, FAU also stipulated that advance incentives for acquiring degrees of PhD/ MPhil would no longer be granted.

Records showed that three/ five advance increments were allowed to 26 Assistant Professors who had acquired PhD degree between December 2016 and February 2022 on the basis of an order of December 2011 which was applicable after implementation of recommendations of the 7th Pay Commission. There was an additional financial burden of ₹ 1.20 crore on the finances of the University due to irregular grant of advance increments to these Assistant Professors.

During the Exit Conference, the Vice-Chancellor stated (February 2025) that the benefits of advance increments given after notification of UGC regulation 2018 had now been dispensed with.

The reply is to be seen in the light of facts that FAU disallowed (May 2018) these increments after implementation of recommendations of the 7th Pay Commission. Further, the Special Advisor to FAU had also called for (October 2021) reasons from Registrar of the University for restoring advance increments without the prior concurrence of the Finance Department with remarks as to why the amount spent on payment of advance increments may not be deducted from the grant of the University.

3.7 Conclusion

Human Resources Management in the University was not efficient as there were irregular appointments and premature/ undue promotions. Against a sanctioned strength of 387 teachers, only 240 regular teachers (62 *per cent*) were available as of March 2022. RRs had not been framed for 77 out of 142 categories of non-teaching posts. Regularisation of ad-hoc/ contractual teaching/ academic staff was adopted as a mode of appointment. Lateral entry to direct entry level posts of Deputy Librarians led to undue favour to in-service employees. Appointments of in-service Assistant Registrars against open merit posts of Deputy Registrars were made in violation of UGC norms. Irregular appointments to the posts of Readers/ Associate professors without required teaching experience compromised the minimum standards prescribed by UGC for maintaining quality of teaching. In absence of RRs for all posts, there was no uniform policy for career advancement of non-teaching staff. While a three-tier scheme was in operation for some non-teaching positions, there was undue extension of academic grade pays and Career Advancement Scheme of teachers to a selective group of non-teaching posts treated as non-vacation academic posts. UGC Career Advancement Scheme was extended to non-teaching posts treating them as equivalent to Assistant Registrars and Deputy Registrars which are regulated by UGC. Irregular financial upgradations with retrospective effect were allowed to non-teaching employees putting a burden on the State exchequer.

3.8 Recommendations

- *The University may put in place a well-defined fair and transparent recruitment policy and Recruitment Rules may be finalised for all posts with well-defined stages of promotion to ensure probity and transparency in recruitment.*
- *A uniform policy for career advancement of non-teaching staff needs to be adopted.*

CHAPTER-IV
INFRASTRUCTURE MANAGEMENT

CHAPTER-IV

Infrastructure Management

4.1 Infrastructure Development Plans

Infrastructure development works in the University are funded through a variety of sources which include grants from the Ministry of Education through various Centrally Sponsored Schemes, development grants from UGC, Plan funds of the GoI, Specific grants from various ministries like Ministry of Social Justice and Empowerment/ Ministry of Sports, Capital grants from State/ UT Government and earmarked infrastructure funds from internal resources. For projects outside the land bank in possession of the University, land is acquired through the Revenue Department of the State/ UT Government.

University Works Department (UWD) headed by an Executive Engineer (EE) is responsible for carrying out construction, repairs and maintenance works in the University. The EE is empowered to accord Technical Sanction to works up to ₹ 10 lakh and VC has full powers to accord Administrative Approval/ Technical Sanction subject to technical approval by Superintending Engineer. The Planning Board (PB) of the University are to assist the University Syndicate (US) in formulating perspective plans for executing development works in the University including screening development proposals of the departments and determining priorities in development programmes. Further, a post of Dean Planning and Development (DP&D) was created (October 2016) in the University to plan a road map for future development of the University, devise policy on expansion and diversification of University activities, prepare proposal for development of main and off-site campuses, prepare strategic plan of the University and fix priorities for various works.

Records of the University showed that as of March 2023, the last meeting held by the Planning Board was in February 2017 as such there was no follow-up on the development proposals of the Planning Board made before the year 2017. Further, DP&D had neither framed any policy/ strategic plan for expansion and diversification of infrastructure of the University nor prepared any road map/ Development Plan stipulating short/ mid/ long-term goals for infrastructure development.

In the absence of any perspective plan/ action plan outlining goals and targets for infrastructure development in off-site campuses, infrastructure projects were held up in five¹ off-site campuses since 2015. There was no definite timeline for land acquisition in respect of four campuses resulting in their non-establishment despite being approved during 2006-08 as discussed in the succeeding paragraphs.

Registrar stated (November 2023) that the latest meeting of the Planning Board was held in January 2023 wherein agenda regarding creation of teaching/ non-teaching

¹ Kishtwar, Reasi, Bhandarwah, Poonch and Udhampur

positions, requirement of funds for construction of new buildings, implementation of NEP 2020 etc., were discussed. It was further stated that the process of framing the updated institutional development plan in line with NEP-2020 was in progress.

The fact remained that in the absence of regular meetings of the Planning Board, the planning function remained impaired.

4.2 Infrastructure Development in off-site Campuses

With a view to providing higher education to the students of far-flung areas of Jammu province, UC approved (2006-08) opening of 11 off-site campuses at Bhaderwah, Kishtwar, Doda, Udhampur, Reasi, Ramnagar, Kathua, Billawar, Poonch, Patnitop and Surankote. Records showed that as of April 2023, four² out of 11 off-site campuses for which ₹ 2.70 crore was released between 2009 and 2014 had not been established due to non-acquisition of land, not taking of possession of land transferred by GoJ&K and absence of approach road to acquired land resulting in blockade of ₹ 2.70 crore for over nine years as detailed in **Table 4.1**.

Table 4.1: Details of non-establishment of off-site campuses

Sl. No	Name of campus	Year of sanction	Funds released	Status of Land acquisition	Remarks
1	Patnitop	April 2006	₹ one crore	431 kanal of land transferred by GoJ&K to the University (2013).	As of January 2023, execution of construction works could not be started due to absence of approach road to the campus site.
2	Surankote	February 2008	₹ 0.70 crore	1,255 kanal and 10 marla land transferred (April 2018) to Higher Education Department.	Possession of land not taken by the University despite requests by DC Poonch and HED in September 2018 and January 2019 respectively.
3	Doda	January 2008	Nil	No efforts made by the University to acquire land for establishing the campus.	The campus was initially made functional (December 2011, June 2012) in the premises of Boys' Higher Secondary School Doda with two-month certificate course. However, the University decided (April 2016) to shelve establishment of the campus.
4	Billawar	February 2008	₹ one crore	Land measuring 236 kanal and 13 marla though identified (August 2017) for establishment of the campus, not transferred to the University as of March 2023.	In absence of required infrastructure, the campus started functioning in the year 2015 temporarily from Government Degree College Billawar. As of March 2023, no academic activities were operational in the campus.

(Source: Information provided by the Development section)

² Patnitop, Doda, Billawar and Surankote

The Registrar stated (February 2023) that significant efforts were made to establish suitable accommodations for additional campuses, which however did not fructify as finding appropriate spaces for these campuses proved to be challenging. It was added that the University had made a recent decision to halt the introduction of new courses at these campuses until Government provides adequate land, infrastructure, faculty positions, and recurring grants to ensure their sustainability and proper functioning.

4.2.1 Idle Investment of ₹ 19.21 crore on Abandoned Works in off-site Campuses

UGC sanctioned (April 2011) one-time grant for infrastructure development of off-site campuses, in response to which the University sent (September 2011) DPRs. Based on DPRs, a grant of ₹ 113.60 crore, was sanctioned (November 2011) under the XIth Plan period (2007-2012) with campus-wise release for seven offsite campuses to be utilised upto March 2012. The first installment of ₹ 56.80 crore was released by UGC between November 2011 and January 2012.

Audit noticed that availability of encumbrance free sites for these seven off-site campuses was not ensured while preparing DPRs. There were delays in actual possession of land due to frequent change of sites, land disputes/ court cases and delays in tendering process. These projects were allotted to contractors between August 2012 and December 2014. This was in spite of the fact that UGC had allowed (August 2014) extension of time for completion of building projects up to March 2015 if works had been started before March 2012. UGC declined (February 2015) to further extend timeline for completion of works beyond March 2015 as the University had started construction works after the expiry of the 11th Plan period. The University was directed (April 2015) to refund the grants received by it along with 10 *per cent* interest thereon. The University stopped (March 2015) all ongoing 30 works after incurring an expenditure of ₹ 49 crore.

Of these 30 abandoned projects, 15 projects were approved (February 2019) under programme for Completion of Languishing Projects³. As of March 2022, nine works were completed at a cost of ₹ 20.39 crore and six projects estimated to cost ₹ 21.84 crore were under execution. The remaining 15 projects on which an expenditure of ₹ 19.21 crore had been incurred upto March 2015 were lying abandoned.

Thus, due to faulty planning of not ensuring encumbrance free land for execution of infrastructure projects of off-site campuses, the University had lost the opportunity to avail central assistance for the purpose resulting in absence of required infrastructure in these campuses. Five⁴ out of seven campuses were functioning from their own premises including one in pre-fabricated structure. Out of the balance two campuses, one⁵ was functioning from a hired building and the other⁶ from State/ UT Government building.

³ A Jammu and Kashmir Government's scheme for funding incomplete or stalled projects

⁴ Kathua, Ramnagar, Kishtwar, Baderwah and Udhampur

⁵ Poonch

⁶ Reasi

While attributing non-initiation of timely works in off-site campuses to remote locations with adverse climatic conditions, the Registrar (March 2024) stated that extension sought till March 2016 was not granted by UGC. It was added (February 2025) that the University was making every effort to secure funding for the remaining 15 incomplete projects.

4.3 Inadequacies in Infrastructure

4.3.1 Facilities for Differently Abled Students

The Persons with Disabilities Act, 1995/ 2016 envisages that differently abled persons should have access to education at all levels. The Report on 'Inclusive and Qualitative Expansion in Higher Education' issued by UGC under the 12th Five-year Plan envisages improvement in basic infrastructure facilities to enable differently abled students to access all institutions of higher education.

For providing facilities to disabled persons, the University projected (November 2014) a requirement of ₹ 1.06 crore for construction of nine ramps and connecting paths at its main campus under RUSA. Records, however, showed that against the projected requirement, the University had constructed only three ramps at a cost of ₹ 24.47 lakh for which no reasons were available on record. As of January 2023, out of 38 departments and eight centres in the main campus, ramps were available only in two departments and one Centre (Health Centre). Lifts were available only in the Administrative Block, Examination Block and Directorate of Distance Education functioning in multi-storied buildings.

Lack of facilities for differently abled students would be an impediment for such students to access higher education.

Registrar stated (November 2023) that due to space constraint in six out of nine buildings, work was taken up for only three ramps. It was further stated that the University is in the process of purchasing chairlifts in order to facilitate differently abled persons and senior citizens. The reply is a pointer to the fact that the requirement was projected without ascertaining space feasibility.

4.3.2 Inadequate Hostel Facilities

The University runs hostels for boys and girls in its main campus and off-site campuses. In the main campus there are four Boys Hostels⁷ and three Girls Hostels⁸ with capacity to accommodate 462 and 630 students respectively. The number of girl students in the waiting list had increased from 80 in 2017-18 to 200 in 2021-22. Construction of a Girls Hostel funded by MoSJ&E⁹ (under Babu Jagjiwan Ram

⁷ (i) Baba Jitto Boys Hostel (ii) Shree Vivekananda Boys hostel (iii) Nehru Hall Boys Hostel and (iv) Jambu Lochan Boys Hostel

⁸ Sarojini Naidu Girls Hostel, Priyadarshani Girls Hostel and Chanderbagha Girls Hostel

⁹ Ministry of Social Justice and Empowerment

Chatra Aawas Yojna) and RUSA started during July 2016 was held up since May 2017 after incurring an expenditure of ₹ 5.88 crore as the University could not complete the finishing works due to its failure to limit the scope of work within available funds. As an interim arrangement, the University accommodated waiting girl students in the Faculty Transit Guest House (FTGH) constructed for Human Resources Development Centre¹⁰ (HRDC) from the academic session 2019-20. Against 200 girl students awaiting hostel facility, only 100 could be accommodated in the FTGH as of March 2022.

Out of seven off-site campuses, hostel buildings were complete and functional in two¹¹ campuses as of March 2022. In five off-site campuses, works of hostel buildings were held up after withdrawal of Prime Minister Reconstruction Programme (PMRP) funds by UGC in 2015 due to expiry of extension period of XIth Plan. As a result, hostels at three campuses¹² were being operated from rented accommodations and no hostel facilities existed in two¹³ off-site campuses.

Provost Girls hostel stated (December 2022) that there was an acute shortage of hostel accommodation in the main campus due to not completing of the fourth girls' hostel.

Registrar stated (March 2024) that the halted work of hostel at Bhaderwah Campus was likely to resume after March 2024 under Capital Grants and the University was trying its best to arrange funds for completion of halted works of hostels in the campuses of Poonch and Kishtwar. During the Exit Conference, it was stated (February 2025) that the works which could not be completed under Languishing Scheme, had been projected for funding under Capital expenditure budget of the UT Government.

4.4 Execution of Works

4.4.1 Diversion of Funds and Faulty Preparation of DPRs

- For upgradation of infrastructure of the University of Jammu, ₹ 20.00 crore was sanctioned under Rashtriya Uchchar Shiksha Abhiyan (RUSA 1.0) scheme by the Higher Education Department (nodal agency for implementation of the scheme) on the basis of DPRs prepared by the University. The projected works included construction of canteen, toilet blocks, Girls Hostel and renovation of Library, Auditorium etc., and Administrative Approval was accorded by Vice-Chancellor.

Against release (between June 2015 and August 2016) of ₹ 2.29 crore under RUSA 1.0 by Higher Education Department for construction of 13 toilet blocks at

¹⁰ HRDC conducts training programmes like refresher, orientations, faculty development programmes for teachers

¹¹ Ramnagar and Kathua

¹² Bhaderwah, Poonch and Kishtwar

¹³ Udhampur and Reasi

different locations in the University, construction of only four blocks¹⁴ was completed (March 2017) at a cost of ₹ 52.64 lakh. While ₹ 1.68 crore was diverted towards other works¹⁵, outcome of ₹ eight lakh was not ascertainable from records. Similarly, the University did not utilise ₹ 23.19 lakh provided by UGC for creation of 'basic facilities for women' such as toilets, common room, cyber cafe, gymnasium and medical room for the intended purpose up to 2015-16 and thereafter these funds were diverted towards construction of Girls Hostel.

EE, UWD attributed (August 2023) not constructing of the remaining toilets to paucity of space in the campus. Registrar stated (November 2023) that decision to construct only four toilet blocks was endorsed by the Site Selection Committee.

The fact remained that the approved DPRs were not based on actual surveys including assessment of availability of sites.

- On the basis of proposals submitted by the University, HED approved (February 2021) three building projects¹⁶ to be executed out of State/ UT funds at an estimated cost of ₹ 7.00 crore. In case of two¹⁷ works AA/ TS were not obtained prior to conceiving of the projects. As of March 2022, ₹ 3.50 crore released (October 2021) by HED for these works was parked in the bank account of the University as in two cases¹⁸ the land was not suitable for construction and in respect of one work¹⁹ involving construction of additional floors on the existing building, an internal committee of the University had opined against construction of additional floors on the plea that the building was already constructed up to the level of the original design.

Executive Engineer (UWD) stated (August 2023) that after putting the work involving construction of additional floors to tender in September 2022, the work has been allotted.

Thus, preparation of DPRs without feasibility study is indicative of poor planning resulting in not completing of works.

4.4.2 Execution of Works without Obtaining Technical Sanctions

As per University Statutes, Executive Engineer is empowered to accord Technical Sanction (TS) to works up to ₹ 10 lakh. Vice-Chancellor has full powers to accord TS subject to technical approval by the Superintending Engineer. In the absence of post of Superintending Engineer in the University till November 2019; there was no

¹⁴ Rear gate, Academic staff quarters, Physical education near DRS and old campus

¹⁵ Construction of Boys Hostel: ₹ 131 lakh, construction of Girls hostel: ₹ 16.81 lakh and extension works of cafeteria: ₹ 20 lakh

¹⁶ (i) Construction of New Girls Hostel (ii) Construction of building for High Energy Physics Unit of Physics Department and (iii) Construction of building for Remote Sensing & GIS

¹⁷ Department of Physics and Department of Remote Sensing & GIS

¹⁸ Department of Physics and Department of Remote Sensing & GIS

¹⁹ Girls Hostel

mechanism of obtaining technical approval for execution of works exceeding ₹ 10 lakh. Audit noticed that 11 test checked works each having an estimated cost over ₹ 10 lakh, with total estimated cost of ₹ 144.86 crore was taken up (between August 2012 and February 2020) under UGC 12th Plan, State plan, PMRP etc. without technical approval. Due to a non-existent mechanism for technical vetting of works till 2019, large scale deviations from DPRs resulting in holding up of works and execution of works outside Bills of Quantities (BOQ), were observed as discussed in the subsequent paragraphs.

Registrar stated (November 2023) that now no allotment is made without obtaining Technical Sanction from the Competent Authority.

4.4.3 Not Completing of Girls Hostel – Idle Investment of ₹ 5.31 crore

Administrative Approval for construction of Girls Hostel at a cost of ₹ 5.25 crore was accorded (March 2016) by the VC for funding from combined grants received under RUSA and Ministry of Social Justice and Empowerment (MoSJ&E).

Although the work was initially allotted²⁰ (July 2016) at a cost of ₹ 3.50 crore for construction of two storeys only, a revised AA was accorded²¹ (November 2016) for ₹ 5.80 crore to cover the cost of basement necessitated due to low soil bearing capacity of soil noticed (July 2016) during execution. However, instead of completing the allotted work of basement and ground plus one floor, it was decided (December 2016) to construct structural part of the second and third floor, without finishing of ground and first floor for which an additional sanction of ₹ 71.80 lakh was accorded (December 2016), raising the total cost of project to ₹ 6.52 crore. Due to unavailability of further funds, the contractor stopped (May 2017) the work after completion of basement, ground floor, first floor without finishing and 2nd and 3rd floor (outer structure part only). A payment of ₹ 5.31 crore was made (up to October 2017) to the contractor for execution of civil and sanitary works. There was also a work done liability of ₹ 26.97 lakh payable to the contractor.

Thus, due to not framing of DPRs based on site conditions and imprudent decision to construct additional storeys without finishing the originally sanctioned/ allotted works, the Girls Hostel could not be completed within available funds resulting in idling of expenditure of ₹ 5.31 crore on partly completed works.

Registrar stated (February 2025) that the University Works Department was in the process of foreclosing the previous contract and putting the balance work to fresh tender after observing codal formalities.

²⁰ M/s Anil Kapahi vide allotment No:UWD/16-17/1016-21 dated 07 July 2016 (civil and sanitary)

²¹ Vide order no: Fin/2016-17/6849-51 dated 07 November 2016

4.4.4 Award of Additional Works without Tendering

Rule-138 of the General Financial Rules (GFR-2017) stipulates that any anticipated or actual savings from a sanctioned estimate for a definite project, shall not, without special authority be applied to carry out additional work not contemplated in the original project. Rule-139 of GFR 2017 further stipulates limited tendering for work costing less than ₹ 10 lakh and open tendering for works costing more than ₹ 10 lakh.

Records of the University showed that savings of ₹ 2.65 crore in respect of nine test-checked works completed during 2017-18 to 2021-22 were diverted for execution of additional components of these works which were not originally allotted to the contractors. These works were allotted to the same contractors without following a tendering process at rates at which original works were allotted in violation of Rule 138 and Rule 139 of GFR 2017.

EE, UWD stated (July 2023, November 2023) that additional works were got executed by the same contractor out of savings in respect of original works on the basis of requirement received from the concerned departments. It was further stated that it was not feasible to call tenders being a time-consuming process. The reply is to be seen in the light of fact that by allotment of additional works to contractors on a nomination basis the University compromised on transparency and competition enshrined in GFR for public procurements.

4.4.5 Management of Assets

The Estate Wing headed by Estates Officer (EO) is responsible for the upkeep/control of the University properties.

Audit noticed that EO of the University had not prepared a database of its properties in the old and new campuses, which included land, buildings, tools and plant, equipment, museum, auditoriums, canteens, kiosks and residential quarters. An asset register with details of cost and date of acquisition of each asset, depreciation charged during a year and net value at the close of a particular year was not maintained. Although Central Library procured 28,133 books and 668 journals during the period 2017-22 and had a total of 4.84 lakh books as of March 2022, physical verification of library books was not conducted in compliance of Rule 194 of General Financial Rules.

Deputy Registrar (DDE) stated (January 2023) that a committee has been constituted for conducting physical verification of library books.

Registrar stated (November 2023) that number of buildings under use/ functional in respect of new/ old University campus has already been prepared by Executive Engineer, UWD.

4.4.5.1 Non-Accountal of Equipment after Expiry of Project Life

Audit noticed that no system was in place in the University to account for equipment procured under various externally aided projects after expiry of project life.

Records revealed that although respective Project Investigators (PIs) had maintained registers to enter details of equipment procured under externally aided projects, they had not transferred equipment valuing ₹ 0.72 crore procured (between July 2012 and May 2019) for nine completed (between January 2013 and May 2022) projects to the concerned three departments after completion of project life. Non-accountal of equipment after expiry of project life was fraught with the risk of misappropriation as the equipment retained by PIs remain outside the ambit of periodic physical verification of stocks carried out by the University authorities.

Registrar stated (November 2023 and March 2024) that in the Business School, equipment like laptops, printers etc. remain in the possession of PIs who record the equipment in stock registers maintained by them. It was further stated that the equipment are returned to the department at the time of retirement of the PIs. The Registrar added that no equipment was purchased in the Department of Zoology. It was also stated all PIs were once again requested to make proper entry of equipment in the stock register in future too.

4.4.5.2 Idle Assets Valuing ₹ 3.82 crore

Physical inspection (January 2023) of School of Biotechnology (SoB) revealed that DNA Sequencing facility worth ₹ 1.63 crore²² was lying unutilised since 2014-15 due to lack of technical manpower. Equipment worth ₹ 0.75 crore purchased between June 2019 and December 2021 was lying idle in the corridor of SOB. Equipment valuing ₹ 0.82 crore purchased (between June 2004 to January 2022) in two departments²³ and Health Centre in the main campus and one off-site campus of Kishtwar were either not installed or lying idle due to unavailability of technical manpower, unoperational allied equipment, unavailability of required space for their installation and discontinuation of one programme²⁴.

Records further showed that due to lack of trained manpower and provision of funds for operation and maintenance, a central heating system installed and commissioned (November 2010) in Bharderwah Campus at a cost of ₹ 0.62 crore was lying non-functional since February 2011 after remaining functional between December 2010 and February 2011.

HoD, Physics stated (March 2023) that the equipment could not be made functional due to non-receipt of funds for its repair from the University. HoD Electronics stated

²² Sequencer: ₹ 0.90 crore and Illumina MiSeq system.: ₹ 0.73 crore

²³ Physics and Electronics

²⁴ M.Sc Hydrology and Soil Dynamics

(January 2023) that construction of cabin for installation of machine has been completed, and the supplier has been requested to provide training about operational details of the machine.

Director, School of Biotechnology stated (Aug 2023) that the equipment were placed in the corridor as they generate a lot of heat. It was further stated that for effective use and maintenance, the University authorities had been requested for providing permanent technical manpower from time to time.

Registrar stated (November 2023 and March 2024) that audit observation regarding purchase of ultrasound machine and x-ray unit, are duly noted and acknowledged and further stated that the Health Centre is actively working to outsource radiologist and x-ray technician and efforts are underway to explore cost-effective strategies to make these facilities functional.

Thus, it can be inferred from the above that School of Biotechnology should have ensured proper space and adequate technical manpower before purchase of equipment.

4.5 Conclusion

Inability of the University to start infrastructure works of off-site campuses before expiry of the 11th Plan resulted in disallowance of central grants which further led to stoppage of 30 works of which 15 projects were lying abandoned since March 2015. Due to significant variations in structural design and construction of additional floors not contemplated earlier, work on Girls Hostel was held up for nearly 9 years. Getting additional works executed out of savings of tendered and allotted cost, through the same contractors, was a norm rather than an exception, which not only compromised transparency in allotment of works, but also resulted in undue benefit to contractors. There were also instances when equipment procured by various departments were lying idle due to lack of technical manpower.

4.6 Recommendations

- *To provide basic infrastructure in off-site campuses, the University may take measures for completion of held up works.*
- *Execution of works may be properly monitored to avoid large scale deviations.*
- *Project works may be initiated only after proper assessment of site conditions so that the projects are executed timely.*
- *Awarding of additional works out of savings needs to be discouraged.*
- *The University may devise a robust mechanism to ensure optimum utilisation of equipment procured by various departments.*

CHAPTER-V
FINANCIAL MANAGEMENT

CHAPTER-V

Financial Management

5.1 Introduction

Government of Jammu and Kashmir (GoJ&K) provides grant-in-aid to the University mainly for salary of staff and development works. The University also receives assistance from Government of India (GoI), Ministry of Human Resources Development (MHRD) under Rashtriya Uchchar Shiksha Abhiyan (RUSA) and University Grant Commission (UGC) for infrastructure, research, etc. Further, the University mobilises funds in the form of fee from students and by sponsoring research projects. Audit findings on fund management of the University are discussed in the succeeding paragraphs.

5.2 Financial Position

Financial position of the University during 2017-22 is given in **Table 5.1**.

Table 5.1: Details showing funds received and expenditure incurred

(₹ in crore)

Year	Opening Balance	Receipts during the year							Expenditure						Closing Balance
		State Govt.		Specific Grants (CSS etc)	Others (UGC, RUSA, DBT grants)	University Receipts	Total receipts	Total Availability	State Govt.		Specific Grants (CSS etc)	Others (UGC, RUSA, DBT grants)	University Receipts	Total Expenditure	
		Capex	Non-Plan						Capex	Non-Plan					
2017-18	22.58	5.00	137.00	11.60	1.62	47.47	202.69	225.27	4.93	165.94	8.67	5.36	0.00	184.90	40.37
2018-19	40.37	5.00	158.94	5.40	6.11	46.28	221.73	262.10	1.15	215.79	8.41	3.36	0.00	228.71	33.39
2019-20	33.39	4.00	185.00	4.19	34.09	47.30	274.58	307.97	0.82	243.55	6.08	10.64	0.00	261.09	46.88
2020-21	46.88	1.25	201.00	2.49	15.40	30.49	250.63	297.51	0.22	208.21	3.12	20.36	0.00	231.91	65.60
2021-22	65.60	0.00	197.00	4.73	0.52	40.33	242.58	308.18	2.95	242.63	4.12	11.83	0.00	261.53	46.64

(CSS: Centrally Sponsored Schemes; UGC: University Grants Commission; RUSA: Rashtriya Uchchar Shiksha Abhiyan; DBT: Department of Biotechnology)

(Source: Information provided by Accounts Branch)

As can be seen from **Table 5.1**, there was an opening balance of ₹ 22.58 crore in 2017-18. Receipts of ₹ 1,192.21 crore of the University during 2017-22 included grants received from Government of J&K, University Grants Commission and under Centrally Sponsored Schemes in addition to internal resources of the University. Against available funds of ₹ 1,214.79 crore¹, the University spent ₹ 1,168.14 crore

¹ Total receipts during 2017-18 to 2021-22 plus Opening Balance of 2017-18.

during the period leaving an unspent balance of ₹ 46.64 crore. Percentage of unspent balances ranged between 13 *per cent* and 22 *per cent* during 2017-22.

5.3 Management of Funds

5.3.1 Loss of UGC/ DST Assistance due to non-completion of works

To improve infrastructure in universities and colleges, UGC provides financial assistance to universities under Special Assistance Programmes (SAP) and Plan schemes. Department of Science & Technology (DST) also provides support to universities by providing funds under heads 'For improvement of Science and Technology' (FIST) and 'Promotion of University Research and Scientific Excellence' (PURSE). Audit observed that the University had not utilised full potential of these schemes due to lack of planning and monitoring as detailed in the succeeding paragraphs.

- For infrastructure development of seven off-site campuses under the Prime Minister Reconstruction Programme (PMRP), UGC released (November 2011) ₹ 56.80 crore as 1st instalment (50 *per cent*) against the approved amount of ₹113.60 crore for utilisation during the 11th plan period (2007-2012). The projects allotted to contractors between August 2012 and December 2014 were stopped due to non-completion of works even after expiry of extension period of XIth Plan Period up to March 2015. An expenditure of ₹ 49 crore had been incurred on these works up to March 2015. UGC directed (April 2015) the University to refund the grants received by it along with 10 *per cent* interest citing inability of the University to start these works before expiry of the Plan Period. The University thus suffered a loss of balance funds of ₹ 56.80 crore. As of March 2022, the unspent balances amounting to ₹ 30.79 crore (including interest) was lying in the individual accounts of Rectors of six offsite campuses.
- With the objective of strengthening Research and Development (R&D) in the University, DST, GoI sanctioned (September 2017) ₹ 16.75 crore in favour of the University under 'Promotion of University Research and Scientific Excellence' (PURSE). Against 1st instalment of ₹ 6.19 crore released (September 2017) by DST, the University was able to spend only ₹ 5.36 crore on procurement of equipment and on conducting other activities under the scheme within the extended timeline of March 2022. As a result, further funds of ₹ 10.56 crore were not released by DST. The unspent balance of ₹ 1.31 crore including interest had not been refunded to the funding agency as of March 2022.

In reply, the Registrar, while attributing delay in purchase of equipment to import and other procedural delays in purchase through the GeM portal stated (November 2023) that the University has requested (December 2022) the DST for release of the next installment. The fact remained that the University could not utilise the full potential of the scheme due to lack of timely action.

- For providing Teaching Support/ Stabilised Power Supply to the University and augmenting infrastructure like computer laboratories, renovation of labs and procurement of books in 16 affiliated colleges, Ministry of Science & Technology (MoS&T) sanctioned (October 2009 to May 2012) ₹ 8.55 crore² under ‘Special S&T support to universities and colleges in J&K State’ for completion in five years. Against the release of the first installment of ₹ 4.45 crore to the University, ₹ 3.55 crore was to be further released to the affiliated colleges for augmentation of infrastructure and remaining ₹ 0.90 crore was to be spent by the University for Stabilisation of Power Supply and Teaching Support. Audit noticed that instead of releasing funds to affiliated colleges, the University made centralised purchases of ₹ 2.51 crore on behalf of colleges and spent ₹ 0.93 crore under ‘Stabilisation of Power Supply and Teaching Support’ for the University by diversion of balance fund from the grant meant for colleges. As the University was able to spend only ₹ 3.44 crore, it surrendered (March 2021) ₹ 1.01 crore to MoS&T after over eight years and lost the opportunity of availing further assistance of ₹ 5.11 crore. Further, the grant was kept in a non-interest bearing account of the University resulting in non-accrual of interest on the unutilised grant.

Scheme Coordinator stated (March 2023) that the documents were submitted to MoS&T (November 2016) for release of the 2nd installment of funds. The reply is not convincing as the University was not able to spend the 1st installment of funds, as such release of the 2nd installment by MoS&T was not possible.

5.4 Accounting Matters

5.4.1 Not Maintaining of Annual Accounts

As per Article 38 of the J&K Universities Act, the accounts of the University shall, once in every year and at the intervals of not more than fifteen months, be audited by auditors appointed by the Government. A copy of the accounts together with the auditor’s report, shall be published in the Government Gazette. Article 16 of the Act requires Financial Advisor Universities (FAU) to submit the annual estimates and statement of accounts to the US and UC. Further as per University Statutes, the Deputy Registrar shall suggest ways and means for maintaining proper accounts of the University and regularly check-up cash balances in the accounts.

Audit noticed that the University had not prepared annual accounts such as Income Expenditure Account, Receipts and Expenditure Account and Balance Sheet since its inception. In absence thereof true and fair view of financial position of the University were not ascertainable. Although not preparing of Annual Accounts by the University was pointed out in the Reports of CAG of India for the years ended March 2002 and March 2008, no action to prepare annual accounts as per requirement of University Act and Statutes was taken by the University to ensure transparency in accounts.

² Stabilised power supply to University: ₹ 0.45 crore; Teaching Support to University: ₹ one crore and augmentation of infrastructure in affiliated colleges: ₹ 7.10 crore

Further, MoHRD recommended (2013) that all educational institutions should introduce a system of maintenance of accounts on accrual basis (double entry system) to ensure accountability and financial discipline so that end use of funds meet the needs of stakeholders. Audit noticed that as of March 2023, the University had not adopted double entry system as cash books were being maintained on the basis of actual receipts and payments (single entry system) in contravention of instructions of MoHRD.

Registrar stated (February 2025) that the University has appointed a Chartered Accountant for preparing Balance Sheets and auditing of accounts and the whole process will be completed shortly.

5.4.2 Surplus Funds not invested

As per Chapter XIV-A of University Statutes, local fund money which is not anticipated to be utilised immediately may be placed in fixed deposits for such periods as may be decided by the HoD concerned in consultation with the Local Fund Committee.

Audit noticed in two test-checked departments³ that balances pertaining to local fund money ranging between ₹ 0.10 crore and ₹ 5.57 crore were not invested in fixed deposits but were lying in saving bank accounts for periods ranging between four months and 53 months during 2017-2022.

Registrar stated (November 2023) that audit suggestions had been noted for compliance and all departments have been instructed to place local fund money not anticipated to be utilised immediately in Fixed Deposits for such periods as may be decided by the HoD concerned in consultation with the Local Fund Committee.

5.4.3 Consolidated Local Fund not maintained

As per chapter XXIV of University Statutes, a part of fee realised from students and research scholars of the University at the time of admission⁴ are to be credited to local funds maintained by the academic departments/ centres. The sums in local funds are to be utilised for the purpose for which they are collected. A separate annual statement of income and expenditure is required to be maintained for each local fund.

Further, savings at the end of each academic year (31 June) including interest earned on fixed deposits and saving bank accounts of local funds, lapsed library security deposits and any other collection which is not creditable to a Local Fund are to be transferred to the Consolidated Local Fund (CLF)⁵.

Audit noticed that none of the departments of the University had prepared an annual statement of accounts in respect of local funds. Further, savings ranging between

³ Dhanvantri Library and Local fund of College Development Council

⁴ On account of games, social activities, students' assistance, reading room, stationery, excursion and miscellaneous funds

⁵ A Consolidated Local Fund is a combined local fund to which savings under different local funds are credited

₹ 0.59 lakh and ₹ 3.93 crore had continued to remain in the local funds of departments as CLF was not created as of March 2022.

Registrar stated (November 2023 and February 2025) that a Consolidated Local Fund has now been created (November 2023) and all the departments have been asked to maintain a separate annual statement of income and expenditure for their local funds. It was further stated that the departments have been asked to transfer the savings and lapsed security deposits at the end of each academic year to the Consolidated Local Fund.

5.5 Internal Control Mechanism

Internal control refers to safeguards put in place by the management of an organisation to ensure that its activities are proceeding as planned. Audit noticed that the internal control was inadequate in the University, which had resulted in deficiencies in financial management, maintenance of accounts and procurement process. The internal audit wing of the University had not been strengthened to ensure control over financial irregularities and to set right deficiencies in maintenance of accounts. Audit noticed the following:

5.5.1 Deficiencies in Maintaining Cash Book-Short Accountal of ₹ 0.25 crore

There was an un-reconciled balance of ₹ 24.57 lakh as of March 2022 in the General Cash Book of Directorate of Distance Education due to variation in cash balance of revenue receipt between cash book and bank statement. Non-reconciliation of revenue receipts was fraught with risk of misappropriation of public money.

Similarly, Cash Book for the year 2017-18 and 2018-19 (up to August 2018) in respect of General Zorawar Singh Auditorium had not been prepared and the opening balance of ₹ 1.12 crore as on 01 September 2018 was adopted on the basis of the Bank statement.

Registrar stated (February 2025) that Centre for Distance and Online Education is in the process of reconciliation of the said Account and also studying the variations from the year 2017-22. In respect of General Zorawar Singh Auditorium, it was stated, that an enquiry-cum-disciplinary Committee was constituted (January 2024) to take action against the defaulting employee, whose pension and dues have been withheld by the University.

5.5.2 Deficiencies in Procurement

General Financial Rules (GFR) 2017 stipulate that public procurement procedure should ensure efficiency, economy and accountability in the system. Audit observed inadequacies in tendering process, lack of fairness/ objectivity in the selection of suppliers/ contractors and inefficiencies in post contract management, as detailed in **Table 5.2.**

Table 5.2: Irregularities/ Deficiencies in Procurement

Sl. No.	Irregularity	Audit Observation	Reply and Remarks
1	Procurements from Single Source.	In violation of Rule 166 of GFR 2017, 11 academic departments and the Examination Wing of the University had chosen products of specific make and model for procurement of generic products ⁶ outside GeM during 2017-22. These departments had not ensured economy in incurring expenditure by making purchases worth ₹ 2.83 crore from a single source despite the availability of other manufacturers/ dealers of similar products.	Registrar attributed (February 2025) single source purchases to specific requirements of instruments. The reply is not based on facts as most of the procurements were for generic products like desktops, printers and laptops. The Proprietary Article Certificate in the form prescribed in GFR had also not been obtained.
2	Procurements of ₹ 3.28 crore by Single or Limited Tender	In violation of Rule 161 and 162 of GFR 2017, two departments ⁷ of the University purchased paper and Laboratory Equipment worth ₹ 0.65 crore during 2017-22 on the basis of single tender. Further, three departments ⁸ procured (between March 2019 and September 2021) equipment worth ₹ 2.63 crore on the basis of only two tenders.	On being pointed out, it was stated (January 2023) by the In-charge Services Department that the rates of white paper were finalised based on tenders invited in 2017-18. Further, Registrar stated (November 2023 and March 2024) that three bids were received in respect of procurements in the Physics Department, out of which one bid was technically rejected. Financial bids of the remaining two firms were opened, and prior approval of competent authority was obtained before placement of order. The reply is not acceptable as in view of the inadequate response to tenders, the department should have re-tendered as per Rule 162 (i) of GFR 2017.
3	Procurements valuing ₹ 3.21 crore on repeat order basis	Without following a tendering process, the Controller of Examinations (CoE) allotted (June 2019) the job of result processing to an agency ⁹ at the revised (October 2013 and September 2015) rates with an increase of 10 per cent over previous rates. An amount of ₹ 1.91 crore was paid to the agency for the assigned work during 2017-22. Besides, CoE had also purchased Dome cameras and water coolers valuing ₹ 5.61 lakh on repeat order basis without ensuring reasonability of rates during the period. Similarly, CoE, DIQA and Director DDE had placed orders for printing of Annual Reports/ study material/ answer books on different agencies at the rates approved in previous years. A payment of ₹ 1.23 crore was made to the agencies during 2017-22 for these allotted tasks.	While in charge Services Department attributed (January 2023) non invitation of tenders to the lengthy process involved in tendering. Deputy Registrar (DDE) stated (January 2023) that the printing was got executed at earlier approved rates after approval of the Vice-Chancellor as one-time exception. CoE attributed (March 2023) assigning the job to the same agency to sensitivity involved in compilation of results. Registrar intimated (November 2023 and March 2024) the decision of CoE to address the issue. It was added (February 2025) that as on date the University is following the GFR rules. The plea taken by various functionaries of the University, however, are not acceptable and cannot be used as a conduit to avoid tendering process.

⁶ Desktops, printers, softwares, lab kits, stereomicroscope, oscilloscope etc.

⁷ Directorate of Distance Education: ₹ 45.81 lakh; Biotech: ₹ 19.47 lakh

⁸ Zoology: ₹ 23.85 lakh, Biotechnology: ₹ 41.84 lakh, Physics: ₹ 197.44 lakh

⁹ SAI data soft services Pvt. Ltd.

Sl. No.	Irregularity	Audit Observation	Reply and Remarks
4	Irregular Expenditure on Annual Maintenance Contracts	Executive Engineer (EE), University Works Department (UWD), Administrator, General Zorawar Singh Auditorium and Director SoB had executed AMC's with different agencies without invitation of tenders (06 cases) or on single tender basis (06 cases) and made (between March 2017 and March 2022) advance payment of ₹ 69.38 lakh to the agencies. No agreement had been executed with the firms specifying the terms and conditions regarding execution of contracts. As such, no EMD/ performance security/ Bank Guarantee was taken from the firm to safeguard the interest of the University.	While the not inviting of tenders was attributed (March 2024) by the Registrar to emergent nature of works, in respect of General Zorawar Singh Auditorium, it was stated that the matter had been noted for future compliance. It was added (February 2025) that as on date the University is following the GFR Rules 2017.
5	Procurements of books	Records showed that without ascertaining reasonability of rates by comparing rates offered by different booksellers, the University had procured 28,613 books valuing ₹ 1.82 crore from random booksellers at a discount of 20 per cent during 2017-22 for Central Library and DDE out of non-plan funds provided by GoJ&K.	Registrar stated (November 2023 and March 2024) that books were purchased as per the provisions of GFR-2017 and strictly as per the discount fixed by the competent authority. The reply is to be seen in the light of the fact that the University could have obtained a more competitive discount, had it sought rates of different booksellers and publishers.
6	Defective Tendering Process	<ul style="list-style-type: none"> The Department of Physics had not verified the credentials of three vendors who had responded to tenders floated (November 2019) for procurement of an experimental setup. As two firms were authorised dealers of the selected vendor¹⁰ from whom purchase of equipment was made at a cost of ₹ 14.18 lakh. This had rendered the tendering process extraneous. For procurement of Spectrophotometer, Department of Chemistry (DoC) issued (June 2019) e-NIT which was cancelled (October 2019) due to a complaint from one¹¹ of the five bidders alleging that technical specifications favoured the selected vendor¹². After modification of technical specifications, tenders were re-issued (October 2019) and two¹³ out of three participants, were found (November 2019) technically qualified. Based on another complaint filed by L2 regarding L1 (M/s S.R Technomed) not qualifying 	Registrar stated (February 2025) that procurements under GFR 166 (i) and 166 (iii) are done after following all the codal formalities by different departments and in many cases pre-bid meetings are conducted to clarify the doubts of prospective bidders and transparent procedures are being followed. The reply is vague and does not address the specific audit observation.

¹⁰ M/s OSAW Industrial Products Private Limited, Ambala Cantonment, Haryana.

¹¹ M/s Toshvin Analytical Private Limited

¹² M/s Perkin Elmer Singapore Private Limited

¹³ M/s Perkin Elmer Singapore Private Limited and M/s S.R Technomed

Sl. No.	Irregularity	Audit Observation	Reply and Remarks
		<p>technically, afresh tender was floated (November 2019) and an order placed (February 2020) on the single tenderer¹⁴ on whose complaint the department had declared L1 not being technically qualified.</p> <p>Thus, the Department did not follow a transparent tendering process and made purchase on a single tender basis resulting in irregular expenditure of ₹ 44.69 lakh.</p> <ul style="list-style-type: none"> • In respect of procurement of Glove Box, Department of Chemistry (DoC) had technically disqualified one of the three bidders, who was fulfilling all the required specifications included in the tender notice floated by the Department in November 2019. This had rendered the tendering process ineffective resulting in procurement of equipment from a single source at a cost of ₹ 19.40 lakh. 	
7	Irregular Expenditure of ₹ 17.32 lakh in excess of Requirement	<p>The Department of Remote Sensing and Geographic Information System procured (January 2020) software¹⁵ for 50 users with subscription of ₹ 9.32 lakh for five years. However, subscription for software was paid in advance for a further period of five years up to November 2030 making a total payment of ₹ 18.64 lakh for 10 years. Audit noticed that although the Department of Remote Sensing had only 28 workstations on which the software could be installed, procurement of software was made for 50 workstations resulting in an excess expenditure of ₹ 8.21 lakh for which there was no justification on record.</p>	<p>HoD Geology stated (February 2023) that software was procured for 50 users to meet the requirement of 24 postgraduate students and 08 registered scholars. Registrar stated (February 2025) that keeping in mind the objective of research and training, the concerned Department felt it appropriate to make advance subscription of five years to make savings on the ever-increasing cost of the software.</p> <p>The replies are not convincing as the purchase was not based on accessed needs resulting in the non-utilisation of 22 licensees.</p>

5.6 Conclusion

The University could not optimally utilise financial assistance received from UGC, DST etc. for infrastructure strengthening resulting in not releasing of further installments. Due to not maintaining of a Consolidated Local Fund, balances under local funds of various PG departments and constituent offices remained outside the main account of the University resulting in understatement of revenue in the budget estimates. The University had not prepared annual account and balance sheet since its inception increasing the risk in financial management and indicating lack of commitment towards it on the part of the University. By specifying particular makes and models, the University had carried out purchases from single source resulting in

¹⁴ M/s Perkin Elmer Singapore Private Limited

¹⁵ EIGAP Plus

lack of transparency in the procurement process and reduced opportunity to get better prices and products through competitive bidding.

5.7 Recommendations

- *The University may ensure preparation of annual accounts and balance sheet to present a true and fair picture of its financial position.*
- *The University may prepare a Consolidated Local Fund to credit savings available under each local fund so that they form part of the main account of the University and are taken into account during preparation of budget estimates.*
- *The University may ensure transparency in the procurement process by following GFR for procurement of goods and services.*

Srinagar/ Jammu
Dated: 21 October 2025



(K. P. Yadaw)
Principal Accountant General (Audit),
Jammu and Kashmir

Countersigned



New Delhi
Dated: 10 November 2025

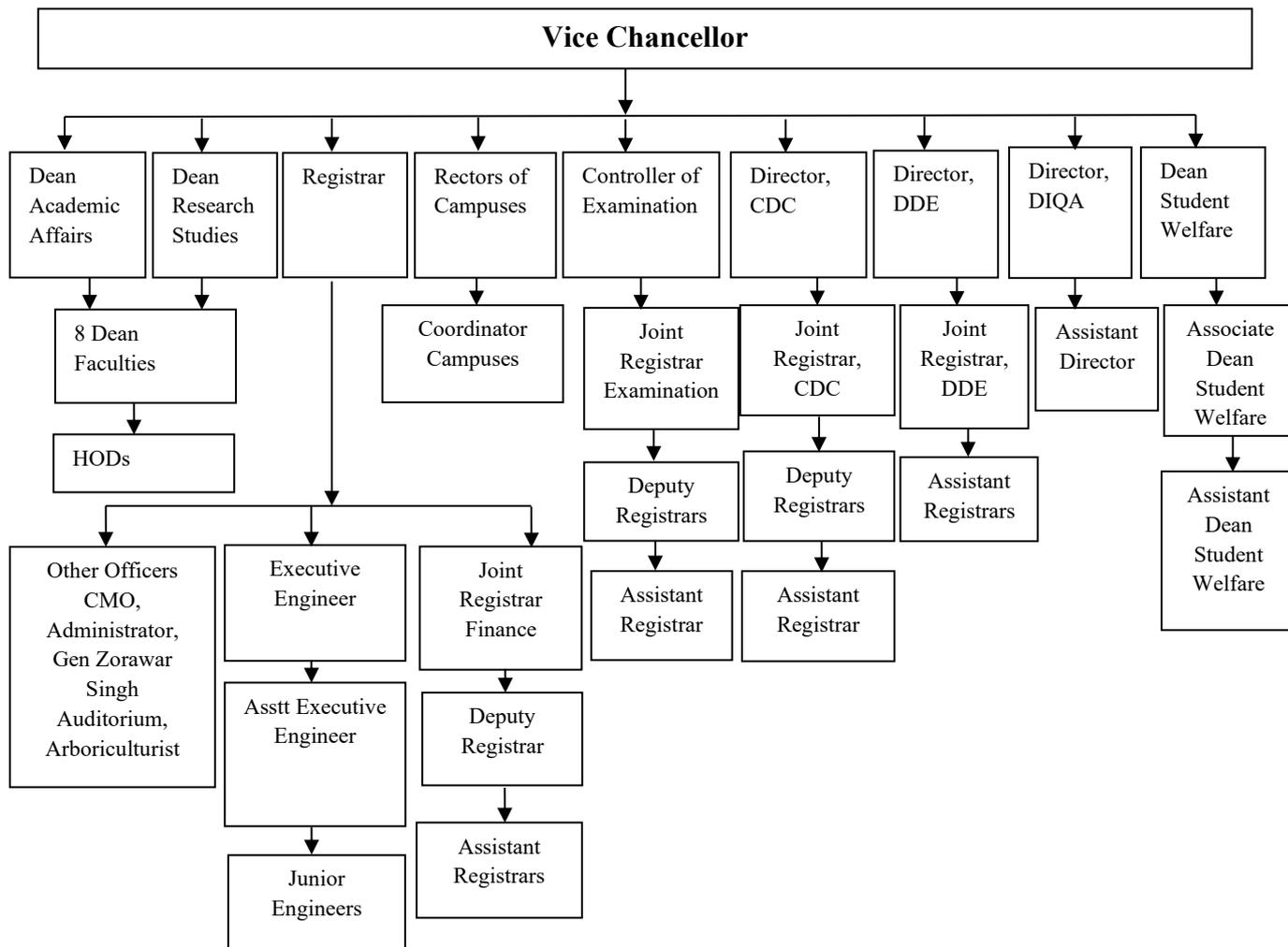
(K. Sanjay Murthy)
Comptroller and Auditor General of India

APPENDICES

Appendix-1.1

(Reference Paragraph: 1.1)

Comprehensive Organisational setup of University of Jammu



Appendix 1.2

(Reference Paragraph: 1.2)

List of institutions and departments covered during performance audit

Sl. No.	Academic Departments	Sl. No.	Affiliated Colleges Physically verified
1	Buddhist Studies	1	Vivekananda College of Education, Lakhampur
2	Dogri	2	Guru Gang Dev Ji College
3	English	3	Ashoka College of Education
4	Journalism and Media Studies	4	DRD College of Pharmacy, Kathua
5	Punjabi	5	Data Ranpat Dev College, Kathua
6	Sanskrit	6	Government Nursing College, Udhampur
7	Urdu	7	GDC (Boys), Udhampur
8	Hindi	8	Govt. College for Women, Udhampur
9	Commerce	9	Bhim Singh College of Education, Udhampur
10	The Business School	10	Kalra College of Education, Kud
11	School of Hospitality & Tourism Management	11	R.S College of Education, Kathua
12	Education	12	GDC, Ramnagar
13	Directorate of Sports and Physical Education	13	Shivalik College of Education.
14	Department of Law	14	Bhaskar Deg. College, Udhampur
15	The Law School	15	Surya College of Education, Kathua
16	Chemistry	16	GDC Women, Kathua
17	Geography	17	Thakur Dharam Singh College, Kathua
18	Geology	18	Ashoka Law College, Kathua
19	Physics	19	Rajiv Gandhi Memorial College of Education, Kathua
20	Remote Sensing	20	Rajiv Gandhi Degree College, Kathua
21	Home Science	21	GDC (Boys), Kathua
22	Electronics	22	Bhartiya College of Education, Udhampur

Sl. No	Academic Departments	Sl. No	Affiliated Colleges Physically verified
23	Economics	23	UIET, Kathua
24	History	24	Dogra Degree College, Bari Brahmana
25	Library & Information Science	25	Dogra College of Education, Bari Brahmana
26	Political Science	26	Dogra Law College, Bari Brahmana
27	Philosophy	27	Chenab College of Education, Kaluchak
28	Psychology	28	Ranjit College of Education, Kujwani
29	Sociology	29	GDC, Kunjwani
30	Strategic & Regional Studies	30	B.N College of Education
31	Life Long Learning	31	GDC, Sidhra
32	School of Biotechnology	32	Galaxy College of Education Sainik Colony
33	Botany	33	Bhargava Degree College, Samba
34	Environmental Science	34	Bhargava College of Education, Samba
35	Zoology	35	Stephens College of Nursing, Jammu
36	Computer Science & IT	36	Stephens Institute of Paramedical Science, Jammu
37	Mathematics	37	BMS College of Nursing, Jammu
38	Statistics	38	GDC, Bishnah
List of Test-Checked Colleges		39	GDC, Samba
1	Govt Nursing College Akhnoor	40	GDC, Vijaypur
2	Govt Nursing College Doda	41	GDC, RS Pura
3	Siddhi Vinayak Educational Society, Kathua	42	GDC, General Zorawar Singh, Reasi
4	Govt. Degree College Batote	43	GDC, Katra
5	Govt. Degree College Neeli Nallah, Udhampur	44	Govt. Nursing College, Reasi
6	Govt. Degree College Kalakote	45	Shri Vaishno Devi College of Education, Reasi
7	Govt. Degree College for Women Bhagwati Nagar	46	Harvard College of Education, Jammu
8	New Age Degree College, Phinter	47	Sher-e- College of Education, Jammu

Sl. No	List of Test-Checked Colleges	Sl. No	Affiliated Colleges Physically verified
9	SVS Degree College Rajouri	48	JK College of BBA
10	GDC Pouni (Reasi)	49	JK College of Education
11	Govt. Degree College Marheen, Kathua	50	Islamia Faridia College of Education, Kishtwar
12	GDC, Mandi	51	Govt Nursing College Kishtwar
13	GDC, Dudu Basant Garh	Off-site Campuses	
14	RB College of education, Rajbagh	1	Bhaderwah
15	Doda College of Education, Doda	2	Ramnagar
Department/Wings		3	Kathua
1	Director College Development Council	4	Poonch
2	Director Distance Education	5	Reasi
3	Controller Examination	6	Kishtwar
4	Director Internal Quality Assurance	7	Udhampur
5	University Works Department	Centres	
6	Director Special Purpose Vehicle	1	Computer Centre
7	Director University Business Incubation And Innovation Centre	2	Centre for History & Culture of Jammu & Ladakh Region & Rinchen Bzngpo Art Gallery
8	Dean Academic Affairs	3	Centre for Studies in Museology
9	Dean Research Studies	4	Centre for Women Studies
10	Dean Placement Cell	5	Centre for Information Technology & Enabled Services
		6	Centre for ICCR & HRM
		7	Centre for Study of Social Exclusion & Inclusive Policy
		8	Centre for Human Genetics

Appendix-2.1

(Reference paragraph: 2.8.5.1)

Details of not disseminating of results of the Research Projects

Sl. No.	Name of the project	Cost	Exp.	Tenure in months (Date of completion)	Objectives	Achievements	Publications
1	Culture of Giant Prawn Macrobrachium rosenbergii in Jammu (J&K) Funding agency- DST Sanction Date: 04.12.2014 PI- Seema Langer	10.91	7.55	24 Months (03.12.2016)	<ol style="list-style-type: none"> To establish grow out Technology for Scampi and to transfer this technology to farmers already practicing fin fish culture To ensure availability of this price and palatable seafood to the tourist and serve local market. 	<p>The project proposal was an extension of work conducted during 2008-10 and was supposed to supply the seeds to farmers and help them in carrying out its grow out technology.</p> <p>Though the grow out technology protocol for successful culture of freshwater prawns had been stated to be framed & the validity accessed, the grow out technology which was supposed to add to economy of the state had not been shared with the state line department/ other stakeholders, so that the culture could be replicated on a large scale to meet the high demand in the state. Also, the recommendation for establishment of hatcheries to supply prawn seed had not been shared with the state line department for achieving the long-term objective of uplifting socio-economic status of farmers.</p>	01 publication
2	Tourism entrepreneurship for peace and development in Jammu and Kashmir Funding agency- ICSSR Sanction Date: 31.03.2017 PI- Vinay Chohan	7.00	4.84	24 Months (31.07.2019)	<ol style="list-style-type: none"> To investigate the regional specific issues and challenges with regard to tourism entrepreneurship for peace and development, develop capacity building and reconciliation through entrepreneurial initiative such as counseling and mentorship support to potential startups with innovative ideas in the select model villages in Jammu and Kashmir to bring the youth of Jammu and Kashmir from anti-national and anti-social 	<p>One of the objectives of the study was to bring out impact of tourism as a mechanism for sustainable peace building process and devise a policy framework to inculcate entrepreneur environment for peace building. The findings of the study were too generic and there was no data to substantiate the findings. No potential startups were identified for providing mentorship support. Also, the suggestion for framing policies related to tourism and entrepreneurship to the state had not been shared with the policy makers of the state (Tourism department etc.)</p>	No publication

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Sl. No.	Name of the project	Cost	Exp.	Tenure in months (Date of completion)	Objectives	Achievements	Publications
3	Strategic model for Sustainable Tourism Development exploring contemporary Indian practices Funding Agency- UGC Sanction Date – 01.07.2015 PI- Parikshat Singh Manhas	11.34	10.57	36 Months (30.06.2018)	activities towards mainstream activity. 2. To devise the policy framework to inculcate and enrich suitable entrepreneurial environment for building peace and sustainable socio-economic development. 1. To study existing policies and practices in reference to sustainable development and climate at different Indian destinations. 2. To study participation of communities in capacity building for preservation of local ecology 3. To identify the underlying factors on the basis of which destination branding is developed 4. To study the impact of existing tourism practices on destination image and destination branding.	The study was supposed to identify the factors for development of destination branding and impact of existing tourism practices on destination image and destination branding. There was no specific observation substantiated by data for a predictive model. Recommendations arising out of the study which could help the policy makers in the state for attaining sustainable tourism development and improving destination image was not disseminated to stakeholders.	01 publication and another was stated to be under process.
4.	Molecular characterization and genetic diversity of wild pomegranate Funding Agency: SERB Sanction Date: 05.08.2014 PI- Ritu Mahajan	22.00	20.62	36 Months (November 2017)	1. Collection & Characterisation of genetic diversity in the germplasm of wild pomegranates from J&K and Himachal Pradesh using molecular markers 2. Characterisation of variation in germplasm for various biochemical traits like total phenolics, flavonoids, anthocyanins and their antioxidant activity.	Though the immediate objectives of the project <i>vis-a-vis</i> collection, comparison & characterisation of genetic diversity in germplasm of wild pomegranate was completed, recommendations for in-situ conservation and utilisation of the genetic resource as a source of natural antioxidants were not disseminated to the stakeholders for further utilisation in pharma industry or as food additive. Future work for possible application of wild pomegranate samples from mandi region for use as health supplement/preservatives, as envisaged as a sequel to the project was yet to be proposed.	01
5.	Green Synthesis of different biodegradable	26.56	24.82	48 Months (February 2021)	1. Collection, extraction and evaluation of <i>Bergenia liggulata</i> &	The immediate objectives of the project viz; collection, extraction and isolation of bioactive	No publication

Sl. No.	Name of the project	Cost	Exp.	Tenure in months (Date of completion)	Objectives	Achievements	Publications
	<p>nanoparticles for enhanced drug delivery of some phytoconstituents</p> <p>Funding agency- SERB Sanction Date: February 2017</p> <p>PI- Dr. Madhulika Bhagat</p>				<p>Boswellia serrata for their antioxidant, antimicrobial and anti-cancer properties</p> <p>2. Isolation & characterizations of molecules of B-boswellic acid from the plants and exploring their efficacy against anticancer, antioxidant & antimicrobial properties.</p> <p>3. Preparing the biodegradable nanoparticles of the molecules for enhanced drug delivery</p>	<p>molecules from green resin extracts of two medicinal plants for their further evaluation against anticancer/ antioxidant/ antimicrobial activity and their further encapsulations within biodegradable nano-particles to enhance efficiency for controlled and sustained release was achieved; the results of the research were neither disseminated to stakeholders for clinical translation of the nano-formulations towards cancer treatment approaches; nor any further project proposal formulated for further extensive studies on cellular interactions encapsulated systems as envisaged. Besides, no publication has emanated from the project.</p>	
6	<p>Store atmospherics and patronage intentions in Indian organized retail</p> <p>Funding agency- UGC Sanction Date: July 2015</p> <p>PI- Alka Sharma</p>	10.38	6.05	36 Months (30.06.2018)	<p>1. To explore the underlying factors of store atmospherics influencing the behavior of consumers</p> <p>2. To understand the relationship between store image and patronage intentions</p> <p>3. To evaluate the mediating effect of Store atmospherics on relationship between store image and patronage intentions</p> <p>4. To suggest strategic interventions for managing store atmospheric to enhance patronage intentions</p>	<p>The study was carried out to examine the impact of various elements of store atmospherics on store image & use of store atmospherics as strategic tool for creating competitive advantages. Based on the findings, interventions for managing store atmospherics to enhance patronage intentions were spelt out in the completion report. However, the findings were not disseminated to/ marketers who could benefit from such study. Also, the results of the study were not utilized for future research to handle store atmospherics in retail context as envisaged.</p>	02 publications under process
7	<p>In Vitro Conservation and phytochemical analysis of Curcuma zedoria Roscoe (safedhaldi)</p> <p>Funding agency- SERB Sanction Date: 28.08.2017</p>	31.24	31.19	36 Months (July 2022)	<p>1. Collection and mass multiplication of C.Zedoaria (safedhaldi) and assessment of genetic stability of micro propagated & plants regenerated from cryo preserved material using molecular markers.</p> <p>2. Comparison of germ plasm from NE with that of NW India for</p>	<p>Though a Protocol for the in vitro mass multiplication using direct and indirect shoot multiplication was standardised for the conservation of this plant, the results of the research were not shared with the state line departments (Agriculture/ Horticulture) for onward dissemination to the farmers of the state to achieve the expected outcome of raising rural</p>	02

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Sl. No.	Name of the project	Cost	Exp.	Tenure in months (Date of completion)	Objectives	Achievements	Publications
8	<p>PI- Dr. Ritu Mahajan</p> <p>Studies on sex expression, pollination mechanism and breeding system of some common cucurbits of Jammu district.</p> <p>Funding agency- DBT</p> <p>Sanction Date: 21.07.2015</p> <p>PI- Prof. Namrata Sharma</p>	17.08	12.40	36 Months (June 2018)	<p>different phytoconstituents and antimicrobial activity.</p> <p>1. To study, identify and enlist wild and cultivated cucurbits growing in and around Jammu and its neighboring districts and work out the details of sex expression, pollination mechanism and breeding system operative in some selected cucurbits</p>	<p>employment and enhancement of their income and societal upliftment.</p> <p>Out of 23 species of wild and cultivated cucurbits, growing in wild and under cultivation, four species of cucurbits were studied for their morphology, floral phenology, percentage of fruit and seed growing in wild and under cultivation. However, there was no application part emanating from the project nor any dissemination of the enlisted species for further application of the results of research.</p>	02
9	<p>Molecular characterization of Gene Mutations in Leukemias with special reference to Acute Myeloid Leukemia: a study of Jammu region of J&K State.</p> <p>Funding agency- SERB</p> <p>Name of PI- Dr. Rupali Fotra</p> <p>Sanction Date: 28.06.2018</p>	19.20	18.56	24 Months (Extended upto September 2020) 01.04.2020	<p>2. To study the prevalence and risk of Acute Myeloid Leukemia and generate a database of common and novel mutations prevalent in the population of J&K state.</p> <p>3. To screen the known mutations of genes among the patients diagnosed with acute myeloid leukemia.</p> <p>4. To study the potential risk factors associated with the progression of acute myeloid leukemia.</p>	<p>The study aimed at generating a database of common and novel genetic mutations associated with Leukemia prevalent in the state and share the data with the experts in the field of cancer genetics.</p> <p>The results of qualitative and quantitative analysis of isolated genomic DNA for molecular characterization of mutations carried out on 213 confirmed Leukemia cases out of a study population of 456 patients were not disseminated/ shared with the experts in the field of cancer genetics nor did any publications emanate from the study.</p> <p>Further, the results of research were not utilised for further advance research in acute myeloid leukemia as a long-term objective of the project.</p>	No publication

Appendix 2.2

(Reference paragraph: 2.8.5.2)

Non-Follow-Up of Research project's results

Sl. No.	Name of the project (Funding Agency)	Cost	Exp.	Tenure in months	Objectives	Achievements	Publications
1	Biodiversity and paleo biogeography of the microbiota from the Deccan Infra and intertrappean Beds of the malwa plateau Centre India Funding agency- SERB Sanction Date: 20.06.2018 PI- Varun Parmar	37.36	20.39	36 Months 16.01.2022	<ol style="list-style-type: none"> To delineate fossiliferous Deccan Infra and intertrappean sections in the Malwa plateau To document the biodiversity of the delineate Infra and intertrappean beds and to understand the compositional differences between the biota of Malwa region and main Deccan volcanic province To reconstruct the paleo ecology of the fossiliferous horizons and the paleobiogeography of Peninsular India based on Biotic affinities. 	Some findings of the project concluded on January 2022 were to be revalidated/ definitively confirmed by further extensive studies on the infra and intertrappean section all along the Narmada Valley. However, future research proposals for convergence of results of the research had not been formulated as of March-2023.	4 publications
2	Crustal deformation studies in Jammu and Kashmir region Funding agency- MoES Sanction Date: 7.12.2014 PI-GM Bhat	159.95	135.72	60 Months 16.12.2019	<ol style="list-style-type: none"> To understand the Dynamics involved and measurement of the strain accumulated in the western part of the Indian Plate through GPS network established in Jammu and Kashmir Integrate GPS regional geology interpretation to model the details of the strain field in the region and its accumulation and release cycle Synthesis of the historical earthquakes record in conjunction with the current record from the region for quantitative modeling. 	Under the projects, GPS network at 8 sites was installed at the existing sites where BBS observatories were situated. Future research proposals for long term application potential for quantitative earthquake hazard mapping and other hazard mapping methods by utilising GPS data retrieved from 8 stations as envisaged had not been formulated as of March 2022.	1 publication
3	Seismotectonic analysis of the Jammu region and its adjoining areas Funding agency- MoES Sanction Date: 24.09.2014	193.14	141.63	60 Months (Extended upto March 2022) 30.09.2019	<ol style="list-style-type: none"> Continuous monitoring of seismicity in Jammu and its adjoining areas To know the precise location of earthquake epicenters and estimate their source parameters To determine source process from seismographs of by waveform modeling 	The immediate objective of the projects viz. generation of data base of local and regional earthquakes through a network of seismic stations at seven locations (Jammu, Poonch, Rajouri, Bani, Bhaderwah, Doru and Tangdhar) for their further analysis to understand the seismicity pattern of J&K region in two	3 publications

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Sl. No.	Name of the project (Funding Agency)	Cost	Exp.	Tenure in months	Objectives	Achievements	Publications
4	<p>PI- GM Bhat</p> <p>Isolation, characterization and exploring antioxidant properties of some economically important bioactive compounds from Arisaema Sp growing in J&K</p> <p>Funding agency- UGC</p> <p>Sanction Date: 01.07.2012</p> <p>PI- Madhulika Bhagat</p>	14.50	10.00	36 Months (30.06.2015)	<p>4. Detailed understanding of this in more tectonic of the region</p> <p>5. Evaluation of seismic potential of the major structural units in the region</p> <p>1. Collection of different plant species of Arisaema genus belonging to J&K state.</p> <p>2. Preparation of the extracts from arial and tuber parts of the plant species.</p> <p>3. Identification and isolation of most active antioxidant species for phytochemical investigation.</p> <p>4. Evaluation of antioxidant and free radical scavenging activity of the extract/compounds from selected Arisaema species.</p>	<p>The project envisaged evaluating the antioxidant properties of the species of Arisaema growing in north-west Himalayan region. Though the immediate objectives of the project viz; antioxidant power analysis of species of Arisaema found in high altitude forests of Himalayas were accomplished; studies on recognising their biological potentials which could serve as a basis for their commercial exploration and for development of new lead chemical for pharmaceuticals, had not been undertaken as sequel of the project as of March -2023.</p>	No publication
5	<p>Cost effective approaches for production of novel microbial fibrinolytic proteases with high thrombolytic potential</p> <p>Funding agency- ICMR</p> <p>Sanction Date: 25.03.2015</p> <p>PI- BK Bajaj</p>	36.14	29.59	36 Months (24.03.2018)	<p>1. Investigation of fibrinolytic potential of bacterial and fungal strains isolated from unusual environmental niches.</p> <p>2. Purification and characterization and evaluation of earmarked fibrinolytic proteases</p> <p>3. Cloning and heterologous expression of fibrinolytic protease-encoding genes</p> <p>4. Process optimization for cost-effective production of selected fibrinolytic protease using agro-residues as substrates under submerged as well as solid state fermentation and comparison of its production costs with that of available fibrinolytic (thrombolytic) proteases.</p>	<p>The project entailed production of novel fibrinolytic proteases from bacterial and fungal isolates and process development for cost effective production of enzymes with high fibrinolytic proteases by employing agricultural residues. Though the immediate objectives viz; production of efficacious fibrinolytic proteases from newly isolated bacterial isolates from agro-waste residues was accomplished; the production process was not standardised for production of fungal fibrinolytic proteases for treatment of thrombosis as of March-2023.</p>	3 publications

Sl. No.	Name of the project (Funding Agency)	Cost	Exp.	Tenure in months	Objectives	Achievements	Publications
6	<p>Characterization & Consolidation of Hippophae Genetic Resources & Propagation of Elite Genotypes for Varietal Evaluation</p> <p>Funding agency- DBT Sanction Date: 21.08.2014 PI- Dr. Veenu Kaul</p>	31.30	24.23	36 Months (20.02.2018)	<ol style="list-style-type: none"> 1. Survey of Zaskar for raw material availability with respect to both <i>H.rhamnoides</i> & <i>H. tibetana</i> 2. Collection & Preparation of herbarium specimens of plants from Zaskar 3. Assess the nature & magnitude of variability at the morphological level for the development of descriptor for plants of Zaskar 4. Development of nurseries facilities at Leh & Kargil. 	<p>The project was undertaken in 2 phases with the expected outcome of assessment of variability in the most promising genotype of sea buckthorn & subsequent selection of superior plant types (Preferably thorn less) for further breeding program leading to production of elite genotypes. Though the immediate objectives of the project <i>vis-s-vis</i> collection, morphological characterisation & compilation of descriptors of germplasm of sea buckthorn was completed, the results were not utilised in further studies for achievement of long-term objectives. Further, in view of huge variations noticed in the features at Zaskar, further studies on characterization of germplasm had not been taken up. Also, Nursing facility at Kargil had not been developed though envisaged in the project.</p>	7 papers published

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