HIGHER EDUCATION DEPARTMENT

2.2 Working of Burdwan University

Executive Summary

The University of Burdwan (BU) has a jurisdiction spread over the districts of Bardhaman, Birbhum, Bankura and a part of Hooghly. The University has two faculties — Arts and Science -- encompassing 29 departments offering 38 post-graduate courses, six undergraduate engineering courses and seven diploma/ post diploma courses and three certificate courses. It has 163 colleges affiliated to it. The University also manages a professional college *viz*. University Institute of Technology within the University Campus. The performance audit undertaken between March and June 2014 covering the five year period 2009-14 brought forth deficiencies in the functioning of the University with respect to planning, management of funds, academic activities and oversight mechanism.

- Absence of Perspective plan encompassing goals for teaching and learning, research and development and human resource planning impeded the overall functioning of the University.
- There were several issues in respect of financial management. Adherence to due process was not ensured in Budget preparation. University obtained excess grants from the State Government by inflating the staff strength. Provident Fund was maintained without following crucial Government instructions such as creation of Pension fund, framing statutes for GPF, etc. Annual Statement of Accounts had not been prepared for the last 12 years indicating lax handling of financial affairs of the University.
- The research activities of the University did not present an encouraging picture as research output was modest. The University also had deficiencies in the IT front as adequacy of IT infrastructure was not evaluated and policies for IT security not formulated.
- There were shortages of class rooms, laboratories, etc.
- The University's initiatives in enhancing access, relevance and quality of education were sub-optimal. There was only a marginal increase in intake capacity of the University in PG studies despite increasing demand. The University started only three new courses during last five years. Quality Assurance Cell meant for planning, guiding and monitoring quality assurance and quality enhancement was not functioning as mandated.
- The University had noticeable shortage of manpower especially in teaching, leading to adverse teacher-student ratio which could affect the quality of learning. The recruitment process required streamlining as there was no regular system of reporting of vacancies and there were instances of flouting of recruitment norms. Adequate attention was not given to the capacity building of teaching staff.
- Oversight was tenuous as the Inspector of Colleges, Faculty Councils for Post Graduate Studies and the State Government failed in discharging their mandated monitoring functions. Further, State Government was not fully cognizant of the state of affairs of the University as its representatives in the Court and the EC did not attend the meetings.

2.2.1 Introduction

The University of Burdwan (BU) was established on 15 June 1960 under West Bengal Act XXIX of 1959[36] (Act) as a teaching and affiliating University. The present jurisdiction of the University is spread over the districts of Bardhaman, Birbhum, Bankura and a part of Hooghly. The University has two faculties, namely, Arts and Science, encompassing 29 departments offering 38 post-graduate courses, six engineering undergraduate courses and seven diploma/ post diploma courses and three certificate courses. It has 163 colleges affiliated to it. University also manages a professional college *viz.* University Institute of Technology within the University Campus. Moreover, it offers distance education through its Directorate of Distance Education (DDE).
Major activities of the University as defined in the Act are

- to provide for instruction and training in such branches of learning as it may think fit and to make provisions for research and for the advancement and dissemination of knowledge;
- to establish, maintain and manage colleges, libraries, museums and such other centres as it may consider fit; and
- to recognise any college as a constituent college or a professional college and to withdraw such recognition.

National Assessment and Accreditation Council (NAAC) accredited the University as B++ in 2007, which expired in March 2012.Further accreditation has not yet been done.

2.2.2 Organisational set up

Governor of West Bengal is the Chancellor of the University. The Court[37] is the highest authority in the University whereas the Executive Council (EC) is the principal decision making authority for day-to-day administration of the University. Besides these, the authorities of the University include the Faculty Councils for post graduate studies, the Council of Undergraduate studies, the Finance Committee etc. Overall functioning of the University is managed by these statutory authorities.

The Vice Chancellor (VC) exercises general control and supervision over all other officers of the University, teachers and employees. The VC is assisted by the Pro VC, Registrar, Finance Officer, Inspector of Colleges, Controller of Examinations and other officers.

2.2.3 Audit Objectives

Audit objectives are to examine and assess whether-

➢ there was proper planning to achieve the objectives of the University;

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[36]*The Act was subsequently replaced by the Burdwan University Act, 1981 which was also amended from time to time.*

[37]*The Court is a 74 member body comprising all 29 HODs, 15 members selected/ nominated by VC from Professors of Departments and Principals of colleges, eight elected members, five members nominated by the Chancellor and one special invitee apart from 16 ex-officio members. The Court has the power to establish University Departments, institutions, centres, libraries, etc., create and institute Professorships, Readerships, Lectureships, and officers, confer or withdraw/ cancel degrees, titles, diplomas, certificates, etc. and such other powers as provided by or under the Burdwan University Act*

- adequate funds were available and were utilised economically, efficiently and effectively for carrying out the activities;
- the academic and research activities including interventions for skill development were carried out effectively;
- there existed proper monitoring of the activities of the University and its constituent colleges.

2.2.4 Audit Criteria

- The Burdwan University Act 1981, First Statutes, Ordinances and Regulations and its subsequent amendments.
- Financial Rules of the University
- EC Resolutions
- University Grants Commission (UGC) Rules
- State Government's Orders issued from time to time

2.2.5 Scope, coverage and methodology of audit

Performance audit was conducted between March and June 2014 covering the period from 2009-10 to 2013-14. Records of the University including the University Institute of Technology and Directorate of Distance Education were test-checked. Records of 16 colleges were also test-checked on a random sampling basis. An entry conference, to explain audit objectives and methodology of audit, was conducted (March 2014) with the Additional Secretary, Higher Education where Registrar of the University along with other officials were also present.

The audit observations were discussed in an Exit Conference (December 2014) in which the Vice Chancellor and Registrar of the University were present, while the Higher Education Department was represented by the Special Secretary and Joint Secretary. Opinions expressed by the University/ Department have been duly incorporated in the Report. Besides, responses of the University/ Department received in two phases (November 2014 and December 2014) have also been duly considered.

Audit findings

2.2.6 Planning

As per the Statutes relating to Officers of the University (OU), the Registrar shall take necessary steps for execution of plans for development and improvement of Higher Education. The Development Officer shall look after the University and move the UGC and other funding agencies for implementation of the plans, programme submitted by the University, assist the Registrar in preparation and execution of different development schemes, plans and estimates of buildings and the like and to render such assistance as may be required by him for undertaking such projects.

Absence of plan: The University neither had a long term perspective plan nor prepared any annual plan during the period of audit. The University, however, submits a development proposal to UGC for every five year plan period based on the information consolidated from the various departments in respect of utilisation of grants received from the UGC. Though University had a Planning Cell, it acted more for the purpose of allocation of funds rather than preparing plans for the University. During the entire 11th Plan period, it met only nine times, each time after the release of an installment from the UGC to apportion the funds among various Departments without reference to any proposal.

2.2.6.1 Status of University Grants Commission (UGC) XI and XII Plan

UGC's XI Plan (2007-12) envisaged enhancing access, relevance, quality and excellence of higher education, development of teachers, improving University administration and facility for students. UGC released 90 *per cent* of the allocated funds (except under merged scheme where it was 50 *per cent*) to the University, while the remaining 10 *per cent* (50 *per cent* for merged scheme) was to be released on reimbursement basis subject to actual expenditure. Position of funds allocated by UGC under its XI Plan and expenditure thereagainst is indicated in **Table 2.2.1**:

Table 2.2.1: Utilisation of funds received under UGC XI Plan *(Rupees in crore)*

Sl No	Item	XI Plan			
		Allocation	Release	Expenditure	Allocated funds forgone
1	General Development Assistance	8.68	7.81	8.27	0.41
2	Merged Schemes	3.80	2.04	2.98	0.82
3	Additional Assistance	2.00	1.80	1.90	0.10
4	Internal Quality Assurance Cell (IQAC)	0.05	0.045	0.04	0.01
Total		**14.53**	**11.69**	**13.19***	**1.34**

**Additional ₹1.50 crore to be reimbursed by UGC, Source: UCs sent to UGC*

Unavailed allocations pertained mainly to central facilities[38] (₹ 10.50 lakh), travel grant (₹ 16 lakh), publication (₹ 16.20 lakh), Visiting Professors (₹ 8.40 lakh), basic facilities for women (₹ 5.65 lakh), facilities for disabled (₹ 1.35 lakh), Career Counseling (₹ 7 lakh) and Additional Assistance (₹ 10 lakh).

Delay in construction inspite of availability of funds: The University, based on goals enumerated in the Eleventh Plan of UGC, had *inter alia* envisaged construction of laboratories of five[39] departments and one composite building for arts within the plan period (upto March 2012). It was noticed that despite extension of deadline for completion of the building by two years up to March 2014, University had failed to utilise the funds. The laboratories, though delayed, were completed by March 2014. Delay was attributable to failure of the Engineering Department in timely preparation of plan and estimates of the laboratories, while execution thereof also contributed to the impasse. Even after three years from the beginning of the XI plan period, the plans and estimates were not ready.

The above may also be viewed with the fact that a full time Development Officer, who was responsible for implementation of the plan, was not available for major portion of the plan period from April 2009 to January 2012, which could have affected the co-ordination and supervision of expenditure.

[38] *Health Centre, Computer Centre, Library, etc.*
[39] *Zoology, Physics, Statistics, Chemistry and Botany*

In its reply, the University stated that the development of the University was undertaken in a completely decentralised manner without active involvement of the Planning Cell. It was also pointed out that full amount could not be spent due to delayed release of fund by UGC. However, this was not borne out by facts as it was noticed in audit that UGC grants of ₹ 19.68 lakh (out of ₹ 1.90 crore released till December 2010) became refundable after completion of the plan period due to non-utilisation. As of date (November 2013) an amount of ₹ 6.18 lakh has already been refunded.

2.2.7 Financial management

2.2.7.1 Unrealistic preparation of budget for State Government grants

A temporary budget cell (formed every year) prepares the estimates of pay and allowances, retirement benefits etc. on the basis of the previous year's budget and submits it to GoWB which provides Maintenance Grant (salary and retirement benefits) and Additional Maintenance Grant (recurring non-salary expenses like electricity, telephone, etc.) to BU. The actual release of the grants is based on the quarterly requisition submitted to the GoWB indicating the amount required. Thus, the requisitioned amount for all the quarters should be more or less the amount of revised estimates prepared by the University based on the estimated expenditure on salary and other establishment cost like electricity telephone etc.

The position of RE, Requisition of funds, actuals and utilisation certificates furnished during 2009-14 is indicated in the **Table 2.2.2.**

Table 2.2.2: Revised estimates, Actuals and Utilisation Certificates furnished in respect of GoWB grants ***(₹in lakh)***

Year	Revised Estimates	Requisition of Funds by B.U.	Variation with respect to RE (%)	Amount released by State	Actual expenditure	U.C furnished
2009-10	7262.37	7239.81	17	6700.97	6027.09	6700.97
2010-11	7400.00	10877.16	(-) 14	7350.21	8461.74	7350.21
2011-12	8100.00	12541.00	(-) 18	10455.49	9520.54	10455.48
2012-13	9250.00	10488.79	(-) 16	9189.71	10712.51	9189.71
2013-14	10293.59	11666.01	4	11438.46	9904.45	9107.04

Source: Budget documents and sanction orders

Inflated requisition of funds: From the above, it may be seen that during 2010-14, the requisitioned amount was much higher than the RE amount indicating large demand being submitted by the University. The University stated that the requisitioned amount included shortfall of the previous year. The reply is not factual as it was seen that though the expenditure was less than the grants received in 2009-10 and 2011-12, the requisitioned amount in 2010-11 and 2012-13 was still much higher than the revised estimates. Besides after the same was pointed out in audit, the University surrendered unspent grant of ₹ 23.31 crore in March 2014 indicating that in 2013-14, the University had requisitioned (₹ 116.66 crore) far more than the actual requirement (₹ 99.04 crore) resulting in subsequent surrender of the excess grants.

Submission of inflated UCs: It is also seen from the table above, that the University furnished UCs for the entire amount of grant received by it till 2012-13 including in 2009-10 and 2011-12 when the actual expenditure was, in fact, less than the amount of grant received.

Further following discrepancies came to notice during audit:

- **Deduction of PF from salary wrongly treated as expenditure:** Amount deducted from the employees' salary as their provident fund contribution and deposited to the Treasury in the Provident Fund Deposit Account was being treated as expenditure. Thus, during 2010-13 the expenditure was overstated by ₹ 27.12 crore on this account.
- **Excess requisition of funds:** The requisition of funds to the State Government exceeded RE by 13 to 55 *per cent* during four years (2010-14) out of five years audited indicating absence of correlations between budget preparation exercise and placement of requisition of funds.
- **Improper budgeting of Salary:** The State Government provides grants to the University for meeting the recurring expenditure on Salary. However it was noticed that the estimates prepared as well as the requisition furnished to State Government for grants was not based on calculation of salary for actual number of employees. The number of employees budgeted for was found to be not only in excess of the men-in position but also in excess of the sanctioned strength, as may be seen from the **Table 2.2.3**:

Table 2.2.3: Table indicating staff strength budgeted for *vis-à-vis* sanctioned strength and men-in-position

Particulars	2009	2010	2012	2011	2013
Sanctioned strength (as of March)	1653	1653	1653	1653	1653
Men in position (as of March)	1228	1203	1220	1266	1172
Budgeted posts	2076	2063	1812	1896	1775

Source: Information provided by Burdwan University

Thus, estimates for salary of employees, which accounted for approximately 90 *per cent* of the budget, were inflated. As the actual expenditure on salary component would be on the actual men-in-position basis, the grant received in excess was either being utilised for other expenditure or accumulated as surplus. This may also be viewed with the fact that the University has accumulation of surplus funds to the tune of ₹ 197.10 crore as of March 2014.

- **Ineffective Finance Committee:** Finance Committee, which had a mandate for submitting the proposals for the annual budget along with its recommendation to the EC for examination and approval, only recommended the estimates prepared by the Finance officer in a routine manner, without pointing out the any discrepancy. Thus, the control mechanism envisaged in the University statute for proper budgeting needed improvement.
- **Violation of GoWB's condition of Self-financing:** In July 2005, GoWB accorded approval to the creation of 128 posts for the UIT on the condition that it would not bear any financial liability connected with or incidental to the maintenance of the newly created posts and that the University authority would not bear the financial burden in respect of these 128 posts, as it would run on self-financing basis. Audit, however, noticed that despite UIT being envisaged as a self-financing institute, the University had been paying the salary of teachers from the State Government grants. During 2009-14, ₹ 10.28 crore was paid in violation of the above directives. The University budget during these years was

also prepared taking into account the salary of the UIT teachers. Scrutiny of the Accounts of the UIT for the years 2008-09 and 2009-10 (accounts for 2010-11 to 2013-14 have not been prepared) revealed that sufficient amount was available for payment of the salary to the teachers during these years.

In reply, admitting the audit observations, the University stated that the excess/shortfall in the grants from the State Government during the period of Audit (2009-14) would be adjusted in the current financial year, *i.e.* 2014-15. It also assured that care would be taken to avoid excess requisition of grants as well as excess UC in respect of grants in future. As regards payment of salary of UIT teachers from grants, it was stated UIT has taken the responsibility of disbursing the salary with effect from March 2014.

The University in its supplementary reply (December 2014) opined that payment of salary of UIT did not affect the Maintenance grant of the State Government as the receipts (₹ 12.32 crore) from UIT till date exceeded the expenditure on salary during 2009-14 (₹ 11.42 crore). The reply is, however, not tenable as the budget sent to the Government included UIT's salary portion. Further, accounts of the University and UIT were yet to be approved by the Court.

2.2.7.2 *Receipts and expenditure*

Receipts of the University include grants-in-aid from the State Government, funds received from UGC and other funding agencies, fees collected from students, etc. Receipts and expenditure incurred during 2009-14 were as under:

Table 2.2.4: Receipts and expenditure during 2009-14

Year	Receipts					Expenditure
	Grants-in-aid		Other agencies	University income	Total	
	Non-plan	Plan				
	(₹ in crore)					
2009-10	73.87	0.50	11.24	15.45	101.06	79.42
2010-11	74.83	0.00	14.06	15.98	104.87	98.72
2011-12	107.48	0.20	14.50	28.40	150.58	108.89
2012-13	100.37	0.40	17.54	27.10	145.41	128.39
2013-14	106.04[40]	0.00	13.29	28.52	147.85	114.60
Total	**462.59**	**1.10**	**70.63**	**115.45**	**649.77**	**530.02**

Source: Data provided by the University.

From the above, it is seen that income[41] from University's own resources increased during 2009-14 from ₹ 15.45 crore to ₹ 28.52 crore, (from 15 *per cent* to 19 *per cent* of their total receipts), which could meet between 16 to 26 *per cent* of their total expenditure during this period. The University, however, was dependent on State Government and other funding agencies as about 78 *per cent* of the expenditure had to be met from these grants.

2.2.7.3 Maintenance of Provident Fund

In accordance with Statute 3 (PF), the University had been maintaining a Contributory Provident Fund (CPF) for its employees where both employee and

40 *University received ₹114.38 crore during 2013-14 from the State Government out of which ₹23.31 crore was refunded.*

41 *Includes students' fees, examination fees, hostel fees, sale proceeds of forms, etc.*

the University contributed 8.33 *per cent* of pay drawn by each employee. The accumulated fund was to be invested in stipulated instruments. However, with effect from May 1999, State Government introduced West Bengal State-Aided Universities (Death cum Retirement Benefit) Scheme 1999 under which existing employees were given the choice of opting either for General Provident Fund (GPF) or for continuing with CPF. The rate of minimum subscription in GPF was fixed at 8.33 *per cent* while a maximum of 20 *per cent* of pay could be deposited by each employee. No contribution was to be made by the University in the GPF. The employee's contribution including interest thereon was to be transferred to GPF account as opening balance.

Non transfer of employer's contribution in the CPF to Pension fund

Government subsequently stipulated (September 2001) that in case of employees who had opted for GPF, the employer's share of contribution to the CPF with accrued interest thereon[42] should be credited to a Pension Fund to be created. The University was also to amend statutes of CPF and to frame statutes of GPF. No evidence was shown to Audit to show the creation or operation of any Pension fund by the University. Audit further noticed that:

- The amount of employers' contribution in the CPF was being transferred only on the retirement/death of the particular employee who had opted for GPF. However this was being transferred to the General fund account[43] instead of to a separate pension account as per the Government guidelines. As of March 2013, an amount of ₹ 20.22 crore had been transferred to the General Fund account.
- Out of the available fund of ₹ 20.22 crore only ₹ 9.54 crore was invested in fixed deposits while the balance ₹ 10.68 crore remained in the General fund of the University.

In reply, the University stated that it has created a Pension Fund in the year 2003-04 and the creation of the pension fund had been reflected in the University balance sheet which would be placed before the statutory auditors while conducting audit of accounts. This, however, could not be verified as no statement of accounts was produced to Audit.

Other irregularities noticed in audit

Apart from the above, the following was also noted by audit

➢ **Excess subscriptions allowed in GPF:** In GPF, University permitted subscriptions in excess of the stipulated cap of 20 *per cent* of pay and termed it as Voluntary Provident Fund (VPF) despite having no provisions for the same. It even allowed interest on the excess deposited amounts. An amount of ₹ 52.60 crore was so credited during 2001-13, which was a loss to the Government.

While accepting the audit observation, the University stated (December 2014) that necessary steps[44] have been taken to stop deducting

[42] *including any amount of university's contribution which had already been drawn as final withdrawal*
[43] *All moneys received by, or on behalf of the University either as dues of the University or for deposit, remittance or otherwise, shall be credited to the General fund.*
[44] *Circular has been issued in September 2014 stopping the practice on an ad hoc basis pending decision of the Executive Council.*

subscription in excess of 20 *per cent* of pay of the employee in the GPF from the pay bill of September 2014.

- **Irregular payment of interest on PF balances of retired teachers:** State Government suffered losses as University paid interest on PF amounts retained in Treasury by retired teachers on extension. During 2009-14, ₹ 2.87 crore (₹ 1.23 crore already paid as interest in respect of 30 retired teachers and ₹ 1.64 crore accrued on 25 retired teachers on extension) was borne by the University on account of interest paid/payable on the retained PF amount.

  The University in its reply stated (March 2014) that it had been a long standing practice to retain a portion of PF amount of retired teachers on extension to enable University to recover any amount against non-refund of any books or non-adjustment of any advance, which these teachers were allowed to draw in academic interest during their period of extension.

  The reply was not acceptable as there was no provision for retaining GPF after superannuation and the practice purportedly meant for safeguarding the interests of the University was causing loss to Government. There was further loss to the Central Government as the interest earned was exempted from income tax.

  During Exit Conference (December 2014), Vice-Chancellor stated that instead of withholding of PF amount, 50 *per cent* of gratuity amount could be withheld which would not result in interest burden on the state government. He said that the matter would be considered in the next Finance committee meeting.

  The University in its supplementary reply (December 2014) informed that the matter had been referred to the Executive Council.

2.2.7.4 Non-preparation of accounts

The University Statutes and the Act stipulate that the Finance Officer shall prepare Annual Statement of Accounts within six months of the close of the financial year and the EC is to approve it and submit to the Court and the State Government. It was seen that the Court approved the accounts for the years 1999-2000, 2000-2001 and 2001-02 together in November 2010. Thereafter, accounts have not been prepared for the last 12 years (2002-03 onwards). Audit noted that the EC and the Court also did not pass any resolution regarding non-preparation of annual accounts.

Further, it was seen that University prepared separate Accounts for DDE and UIT. As such, the Statement of Accounts of the University did not exhibit the complete picture of the state of affairs of the University.

In reply, the University stated that Annual Accounts with Balance Sheet up to 2011-12 have been prepared and placed before the Finance Committee held on 27th August, 2014. The Finance Committee had approved the Accounts for placing it before the Executive Council. The combined Annual Accounts of the University including the University Institute of Technology and the Directorate of Distance Education was also under preparation.

2.2.7.5 Internal Audit

The Act stipulates that the Court shall have a continuous internal audit and the report of such audit shall be submitted to the State Government as soon as possible after the end of every financial year.

It was seen that University did not undertake annual internal audit. The first internal audit report, submitted to the Finance Committee in August 2014 covered the period from the inception of the University till March 2013. In its supplementary reply, University stated (December 2014), the report was approved by Court.

2.2.8 Academic and research activities

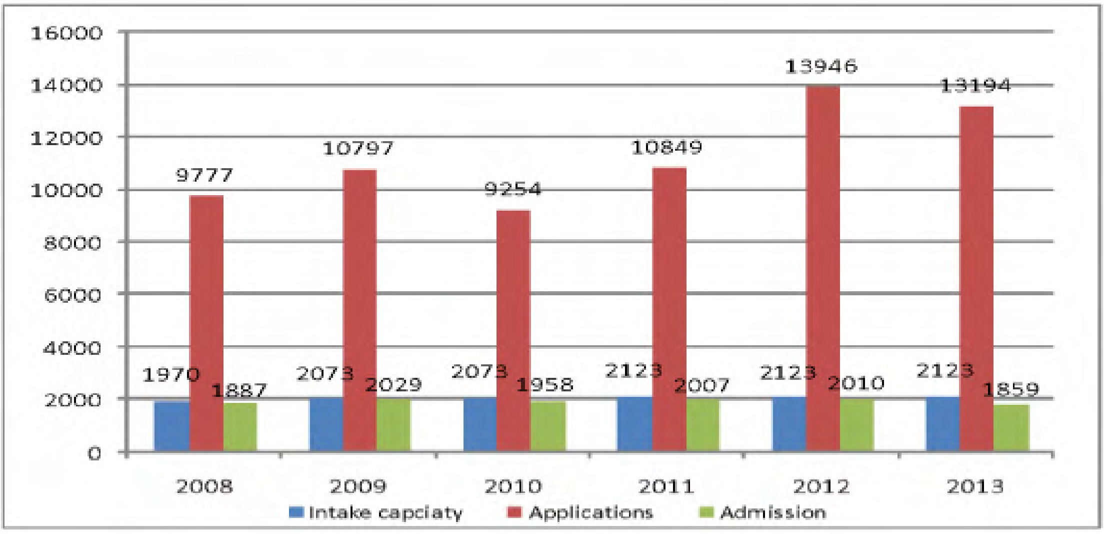
2.2.8.1 University's performance in enhancing access, relevance and quality of education

UGC Plans are directed towards enhancing access, relevance and quality of higher education. University's performance in these areas is discussed below.

Access

The intake capacity, number of applicants and number of students admitted during 2008-13 is indicated in the Chart below.

Chart 1: Intake capacity, number of applications received and number of students admitted during 2008-13

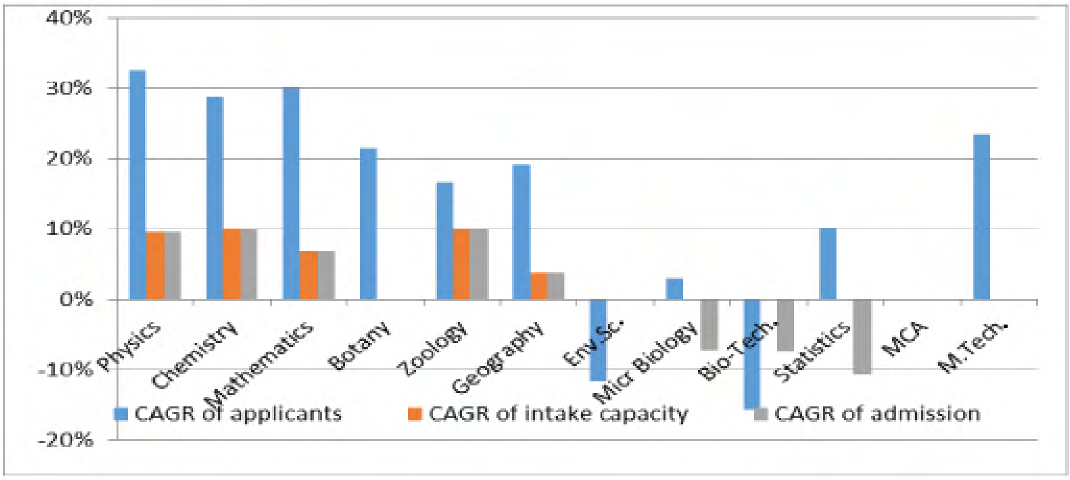


Source: Figures provided by Faculty councils

Audit noted that during 2008-2013, the intake capacity of the University (PG courses) increased from 1970 to 2123. Capacity increase was noticed in five Science Departments *viz.* Physics (30), Chemistry (28), Mathematics (30), Zoology (30) and Geography (10) from 2009-11 session. There was no increase in Arts Faculty, though one new course on Education with a capacity intake of 25 students was started. It would be pertinent to note that during the same period the undergraduate enrolment registered an increase of 26 *per cent* increasing from 65187 to 88087.

The Chart above shows that there was demand for courses with the number of applicants ranging from four to six times the intake capacity. This indicated that there was much scope for the University to enhance access. Audit further analysed the trend in number of applicants, intake capacity and admission for the period from 2008-13 in respect of individual courses. The result of analysis is shown in ***Charts 2*** and ***3***.

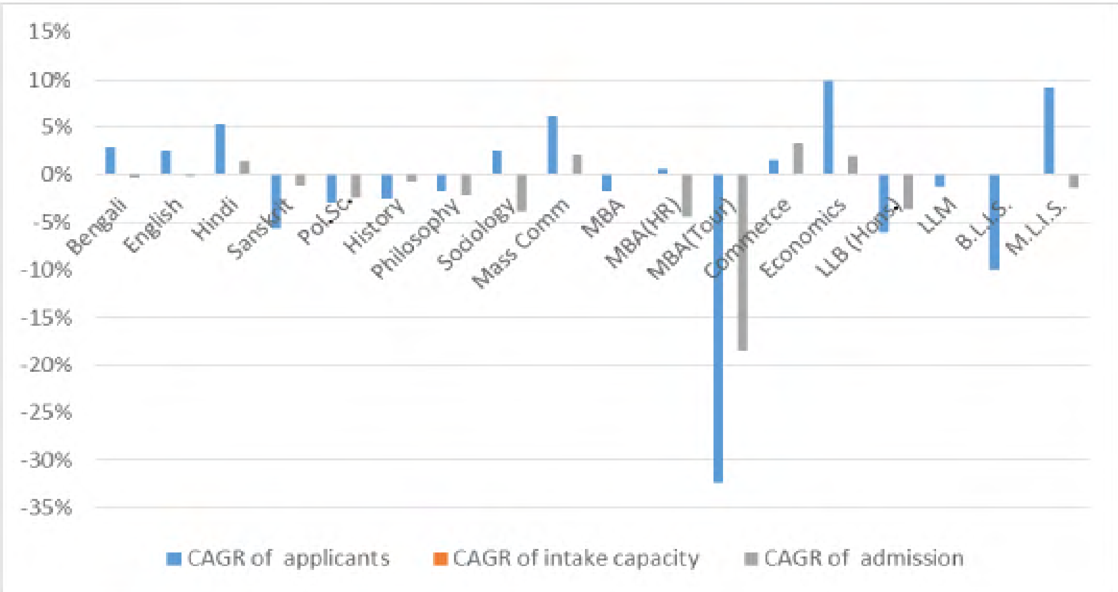
Chart 2: Compounded Annual Growth Rate (CAGR) in number of applicants *vis-à-vis* intake capacity in Science Courses during 2008-13



Source: Figures provided by Faculty councils

As would be evident from the Chart above, the demand grew in nine[45] courses. However, against these nine, capacity intake increased only in five[46] courses. In case of Botany and M. Tech. despite demand, there was no increase in intake capacity. Negative CAGR in applicants was registered in two courses (Environmental Sciences and Biotechnology) indicating less demand for these courses.

Chart 3: Compounded Annual Growth Rate in Applicants *vis-à-vis* intake capacity in Arts Courses



Source: Figures provided by Faculty councils

Similar analysis of Arts courses as shown in ***Chart 3*** indicates that demand increased in nine[47] subjects while it decreased in other nine[48]. However, there

[45] *Physics, Chemistry, Mathematics, Botany, Zoology, Geography, Micro-biology, Statistics and M.Tech.*
[46] *Physics, Chemistry, Mathematics, Zoology and Geography*
[47] *Bengali, English, Hindi, Sociology, Mass Communication, MBA(HR), commerce, Economics and MLIS*
[48] *Sanskrit, Political Science, History, Philosophy, MBA, MBA (Tourism), LLB, LLM and BLIS*

was no capacity addition in any of these subjects despite increasing demand. The University also did not undertake any study to assess the demands and employability of courses to increase its access and relevance.

Factors limiting access:
The University did not have adequate teaching staff and physical infrastructure to augment its access. Departments in the University were functioning with shortage of classrooms and laboratories that hampered their smooth functioning. Popular Departments in Arts Faculty were operating with class size of 185 students whereas those in Science Faculty reached 105. Norms for students per class or student: teacher ratio was also not made available.

In reply the University stated that in the backdrop of huge increase in undergraduate enrolment, students with comparatively low merit have been accessing PG Studies in different streams through distance mode by the DDE, the University of Burdwan. However, the reply is not relevant to the question of upgrading the physical infrastructure.

Relevance of courses and employability

One factor to judge the relevance of the courses conducted by the University is employability of the students who complete the courses It also demands introduction of new courses and continuous updating of course syllabi. The University introduced only three[49] new courses in the Arts Faculty during the last five years. New courses in emerging areas particularly Nano Science as recommended by the UGC were not introduced. Despite UGC stipulation of revising the syllabi every three years, it was not updated, the last of such revision having been done in 2008. Non-revision of syllabus should be viewed with the fact that Dean of the Faculty Councils (who is the Vice-Chairman of FC) had not been in place since December 2012 and the FCs tasked with the revision of syllabus and introduction of new courses met infrequently[50]. Thus, efforts from the University were lacking to render the courses relevant to the current scenario.

In reply, the University stated that in 2014, Choice Based Credit System (CBCS) was introduced in the Post Graduate courses and Syllabi were recast as per the need of the new system.

Audit made an effort to assess the employability of the University courses from the data of students employed through the placement cell of the University. During 2009-13, out of 3981 PG students passed, only 320 appeared for the placement procedures out of which only 33 students were selected. No data are available for independent placements (not through the placement cell).

However, as per IQAC (Internal Quality Assurance Cell) report for the year 2011, it was reported that 40-50 *per cent* of the students were getting qualified for the fellowships and other Government research organisations and services. It also stated that rest of the students were getting jobs in schools through School Service Commission and in private companies. The University,

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[49] *Master of Education (capacity-25) in University campus and PG courses in Urdu (30) and Santali (40) in constituent colleges*
[50] *Against required 30 meetings during 2009-14 (six times annually), FC for Arts met 17 times (two to five times annually) while FC for science met 11 times (annually one to four times).*

however, did not maintain any record in this regard. As such, audit could not ascertain the employability of the courses offered by the University.

Quality

As per UGC directive, each Higher Education Institute (HEI) has to establish Internal Quality Assurance Cell (IQAC), which is meant for planning, guiding and monitoring Quality Assurance and Quality Enhancement activities of the HEIs. The functions of the IQAC *inter alia* includes preparation of the Annual Quality Assurance Report (AQAR) of the HEI based on the quality parameters/ assessment criteria developed by the relevant quality assurance body (like NAAC, NBA), in the prescribed format. IQAC report had been prepared only up to 2011.

In reply, the University stated that IQAC was currently functional and was preparing the reports (AQAR) for 2012 and 2013 as per new guidelines and format of the NAAC.

In order to assess the quality of the University, audit compared certain parameters adopted by UGC[51] for A-grade Universities with those of Burdwan University. The results are indicated in ***Table 2.2.5.***

Table 2.2.5: Determinants of quality and quality-gaps in Burdwan University[52]

Parameter	Bench mark as in A grade Universities	Burdwan University as of March 2014	Quality gap (in number and as percentage of benchmark)
No. of teaching departments per University	34	29	5 (15)
No. of sanctioned faculty positions per University	432	295	137 (32)
No. of filled-up faculty positions per University	329	200	129 (61)
Percentage of faculty positions vacant	24	32	-8 (- 33)
Number of faculty members with Ph. D. degree	432	160	272 (63)
Percentage of teachers without Ph. D. degree	0	40	-40
No. of teachers per Department per University	10	7	3 (30)
Number of books in library	352886	250223	102663 (29)

Source: UGC's publication and data provided by University

As is evident from the Table, the University was behind the benchmarks for A-grade Universities. Among these, availability of faculty was an area of major concern.

Non-maintenance of Performance Assessment Reports

Performance assessment of staff is imperative to quality assurance in any organisation. In Burdwan University, it was, however, seen that there was no system of assessing the performance of its employees.

The University also did not maintain documents vital to efficient human resource management like Service Books (SB) and seniority list of its employees. Service Books in respect of only seven *per cent* (five teachers, one

[51] *as indicated in UGC's publication 'Higher Education in India: Strategies and Schemes during Eleventh Plan Period (2007-12) for Universities and Colleges'*
[52] *BU was accorded B++ grade from 2007 to 2012; further accreditation has not been done.*

officer and 71 non-teaching staff out of total 1172 employees) of its employees were available.

During Exit Conference (December 2014), Vice Chancellor stated that the University was planning to maintain Service Books for all staff and a deadline would be fixed within which Service Books for all staff could be opened. As regards performance assessment, he stated that the matter would be looked into.

2.2.8.2 Percentage of passing

Number of students who appeared and passed during 2009-13 for UG and PG examinations is indicated in the **Table 2.2.6:**

Table 2.2.6: Students appearing and passing

Year	Under Graduate		Post Graduate	
	Number appeared	Number passed (*per cent*)	Number appeared	Number passed (*per cent*)
2009	41749	29071 (70)	1432	1404 (98)
2010	42293	25125 (59)	1843	1768 (96)
2011	43103	24157 (56)	1975	1940 (98)
2012	50190	33370 (66)	2080	2046 (98)
2013	Not Available		2099	2041 (97)

Source: Data provided by the University

It was seen that the pass percentage of UG courses fell all through 2009-11 from 70 to 56 *per cent* while in 2012 it increased to 66 *per cent*. In case of PG courses, pass percentage hovered around 96 to 98 *per cent*. Considering that undergraduate courses are conducted only in affiliated colleges, no attempt was made by the University to ascertain the reasons for such declining trends in UG results.

In its reply the University admitted its lapse to ascertain the reasons for the declining trends in the UG results and opined that:

- The existence of a number of degree colleges having inadequate infrastructure was the main reason behind such declining trend in the UG Results. Many of these Colleges were run primarily by Part-Time/Guest Teachers.
- There was a lack of sincerity on the part of the students regarding attendance in classes on a regular and sincere basis, especially among the students in the General Courses of Study.
- Non-availability of permanent Principal and Teachers in various Colleges was hampering the classes regularly as well as proper academic and administrative management of the Institutions.
- Moreover, the growing use of photocopy machines and the practice of note oriented study system on the part of students and teachers was also one of the reasons for such poor results.

While the impact of the above factors might be true though not measurable, the fact remains that the University did not take corrective action like disaffiliation of colleges, debarring of students from examination due to low attendance etc. to address these issues. University also could have taken designed the syllabi imaginatively to discourage or prevent rote learning.

2.2.8.3 Availability of manpower

The sanctioned strength of the teachers, officers and non-teaching staff of the University and the men in position against each for the month of March during 2009-13 is indicated in **Table 2.2.7**.

Table 2.2.7: Sanctioned strength *vis-à-vis* men-in-position

Category of staff	Sanctioned Strength	Men in Position as of March (percentage of shortage)				
		2009	2010	2011	2012	2013
Teachers	295	219 (26)	216 (27)	210 (29)	203 (31)	195 (34)
Officers	62	46 (26)	47 (24)	45 (27)	42 (32)	43 (31)
Non-teaching staff	1296	963 (26)	940 (27)	1011 (22)	975 (25)	934 (28)
Total	**1653**	**1228** (26)	**1203** (27)	**1266** (23)	**1220** (26)	**1172** (29)

Source: Information provided by Burdwan University

Noticeable vacancies in teaching posts and other key posts: As would be evident from the table above, there were noticeable vacancies in all categories of staff ranging from 23 to 29 *per cent* during 2009-13. The increasing vacancy percentages, especially of teaching posts, was a matter of concern. Further, in violation of the statute provision stipulating filling up of a vacancy of an officer within six months of a post falling vacant, the post of Registrar has been vacant since November 2010. Registrar being responsible for conducting elections to all authorities, maintaining the minutes of meetings of the authorities, etc., this had its adverse effects on the functioning of the University as evidenced in non-convening of Court meeting in 2011-12, only one meeting of EC in 2011-12, non-holding of election to the Court and EC, etc. It was also seen that key posts like Librarian, Deputy Librarian, Development Officer (DO) and the Publication Officer were vacant for periods ranging from more than two to five years. As already mentioned, absence of DO impacted the ability to execute the UCG XI Plan.

In case of UIT also, the University had been imparting higher technical education without sufficient teachers, technical staff and officers as there was overall shortage of 54 personnel (42 *per cent*).

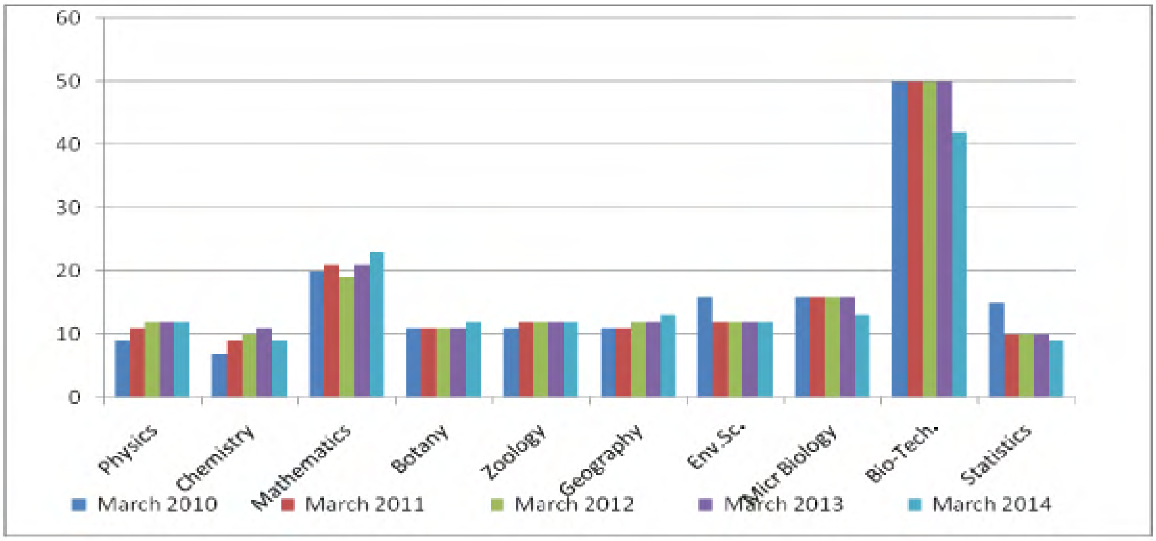
The University failed to recruit new staff timely as discussed subsequently.

Teacher- Student ratio:

UGC did not prescribe any norms as to teacher-student ratio. Audit, however, noted that despite having a marginal decrease in student strength in 2013 *vis-à-vis* that of 2009, the teacher student ratio became more adverse, declining from 1:18 to 1:20. While there were 219 teachers and 3877 students as of March 2009, it became 195 and 3869 respectively in March 2013. Audit, further analyzed the teacher student ratio department –wise as indicated in ***Chart 4 and Chart 5*** from which**,** it can be seen that:

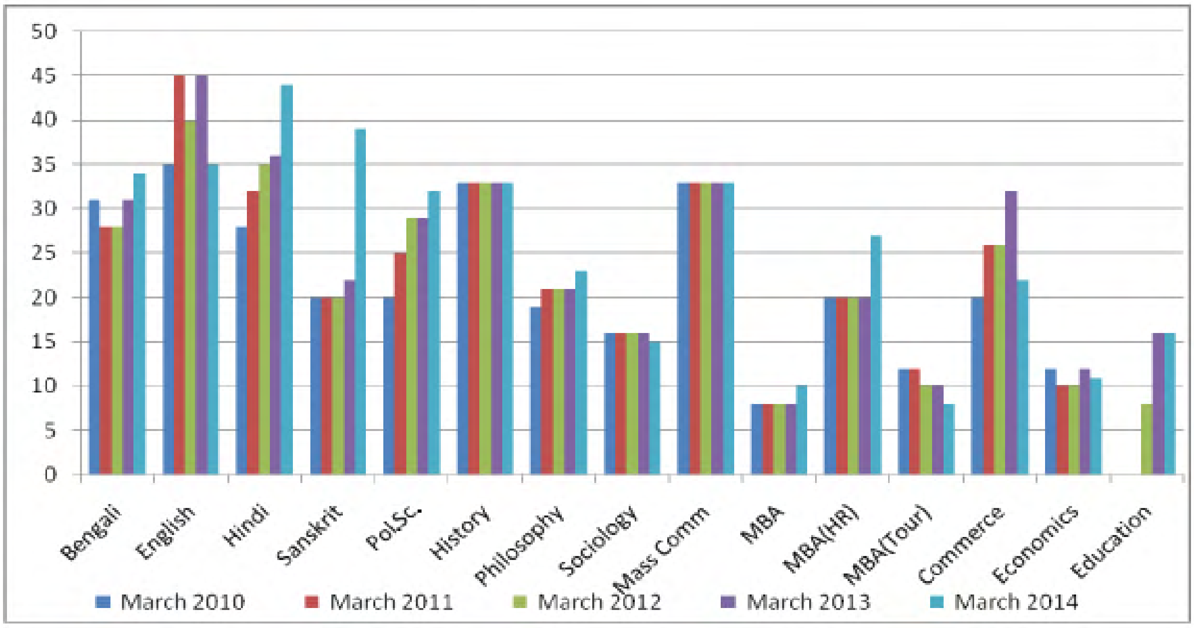
- There were significant variations in teacher student ratio department-wise. While at least in five subjects (Physics, Chemistry, Botany, Zoology, and MBA), it was around 10, in two (English and Bio-tech), it was more than 40.
- Science subjects with the exception of Bio-technology had better teacher student ratio than the arts subjects.
- Over the years, teacher student ratio declined in Physics, Chemistry, Mathematics, Botany, Geography, Bengali, Hindi, Sanskrit, Political Science, Philosophy, MBA, MBA (HR) and Education.

Chart 4: Department-wise teacher student ratio –Science



Source: Information provided by Burdwan University

Chart 5: Department-wise teacher student ratio –Arts



Source: Information provided by Burdwan University

Thus, failure of the University to fill up teaching vacancies resulted in adverse teacher student ratio in many subjects which was detrimental to the quality of education. Such shortage of teachers also resulted in establishment of departments without adequate staff strength and forgoing the UGC assistance for research purposes as indicated below:

- Out of the 27[53] Departments in the University, 12[54] did not have the minimum[55] stipulated sanctioned strength.

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[53] *There are 29 Departments considering two subjects viz. Urdu and Santali taught in constituent colleges.*
[54] *Mass Communication, Biotechnology, Microbiology, Business Administration (H.R), Education, Computer Science. Environmental Science, Library & Information Science, Hindi, Tourism Management, Sociology and Statistics*
[55] *Every teaching department in the University should have minimum staff of one Professor, two Readers and an adequate number of lecturers along with the necessary supporting staff.*

- Statistics Department could not apply to the UGC for Special Assistance as it lacked the stipulated minimum number of faculty (six) in position (ranged from three to four during March 2009 to March 2013).

The University attributed this to mismatch between the University's demand and the UGC's sanction of posts. The reply is not tenable as it was noticed that in case of eight departments, UGC sanctioned posts remained vacant. As mentioned earlier, the problem was further compounded by the slackness in recruitment procedure.

During Exit Conference (December 2014), the Vice Chancellor stated that attempt would be made to rationalise the numbers of sanctioned posts in line with the demand of courses so that teacher-student ratio could be improved.

Recruitment

As per Statute 4 (O.U[56]), the Registrar shall be responsible for maintenance of service records of the officers, teachers and other employees of all the departments of the University and take necessary steps in respect of appointment of all categories of posts of officers, teachers and non-teaching staff and conduct all correspondence pertaining thereto on behalf of the University. However, it was seen that the Registrar does not *ab initio* initiate the process of recruitment keeping in view the overall vacancy position. Instead, the Registrar initiates the process only after the Departmental Committee (DC) of individual Departments informs the need to fill up a vacant teaching post through its resolution. As such, there was gap between the actual vacancy and the number of posts for which recruitment process was initiated. As against vacancy position of each post, the number of posts advertised and the number actually recruited during the last five years is as follows:

Table 2.2.8: Vacancy position, the number of posts advertised and the number actually recruited during 2009-14

As of March	Professor			Associate Prof			Assistant Prof			Officers		
	V	A	R	V	A	R	V	A	R	V	A	R
2009-10	15	6	1	26	7	2	35	12	5	16	5	0
2010-11	13	9	3	27	2	1	39	21	4	15	5	8
2011-12	14	11	3	28	11	0	43	34	0	17	11	1
2012-13	13	0	2	34	0	3	45	0	4	20	12	2
2013-14	13	12	1	38	17	2	49	31	11	19	7	8

V: vacancy, A: Advertised and R: Recruited *Source: University's records.*

Poor recruitment as all vacant posts were not advertised: As is clear from the table above, advertisement was not made for all the vacancies. Audit noted that as overall assessment of the vacancy position at each level was not made annually, only a fraction of the vacant posts was advertised which resulted in very few being filled up. Further, recruitment made against advertisement also presented a very bleak picture.

In reply, the University stated that considering the necessity of filling up the vacant teaching posts, the University Authority had already taken up the matter seriously. Most of the teaching posts had already been advertised. It also stated that despite their best efforts, some higher posts (e.g. Professor and Associate Professor) could not be filled-up for want of candidates. It added that for

[56] *Officers of the University*

selection of officers, advertisement and selection process will also begin very soon.

In its further reply (December 2014), University informed that almost all the teaching posts and officer posts had been advertised and the selection was under process. As regards non-teaching posts, it was stated that some posts were sub-judice and the recruitment process for other posts had to be withdrawn for technical reasons.

Recruitment in Directorate of Distance Education (DDE)

Subsequent to commencement of Directorate of Correspondence Courses[57] (DCC) in 1994, University engaged (between April and September 2002) 35 Office Assistants and 17 Grade IV Staff[58] on contractual basis against the sanctioned posts of 12 and 11 respectively. Audit observed that these 52 personnel were appointed substantively with retrospective effect from the date of joining in the contractual post by a mere order of the Executive Council in June 2010 without going through the University's existing recruitment process as mandated by the Act, Statutes and Ordinances. Thus, University not only violated the norms for appointment, but also appointed 29 staff (23 Office Assistants and six Grade IV Staff) in excess of sanctioned strength. Out of these 52 staff, 42 were promoted to the next higher scale of pay in December 2011 and June 2012.

As would be evident from the above, the University bypassed its own norms of recruitment to extend undue benefit to some employees.

In its reply, the University admitted (December 2014) that the appointments in excess of sanctioned strength had been made. The University attributed such appointments to work load associated with running of distance education courses. However, as regards rationale behind substantive appointment staff with retrospective effect, the University did not offer any comment in its reply.

Academic Staff Development Programmes

The teachers in the University are required to undergo Academic Staff Development Programmes like orientation/ refresher courses. It was seen that out of the 200 teachers in position (March 2014), only 62 (31 *per cent*) had undergone such courses during the last five years. No centralised database was maintained regarding the training attended by the teachers. Thus, the University neglected a crucial area of training of academic staff.

In its reply, the University admitted that presently there was no centralised database from which the data regarding the individual teacher participating in such courses could be retrieved.

2.2.8.4 Less expenditure on Research

The University received funds for research from funding agencies like UGC, Department of Science & Technology (DST), etc. The funds received were deposited into a common bank account where other receipts are also kept which made it difficult to separate the funds meant for different projects. As such, closing and opening balances provided by University did not match and the interest accrued did not get credited into individual projects.

[57] *Subsequently renamed as Directorate of Distance Education*
[58] *Including one cyclostyle operator*

The funds position during 2009-13 in respect of research is tabulated below:

Table 2.2.9: Funds position in respect of research activities during 2009-13 *(₹ in lakh)*

Year	Opening Balance	Receipt	Expenditure	Closing Balance
2009-10	97.83	154.94	190.50	62.27
2010-11	63.00	356.28	44.79	360.28
2011-12	364.30	100.45	128.00	336.76
2012-13	336.11	547.51	360.37	521.48

Source: Data provided by University

As would be evident from the table above, University was not spending the major part of the amount received for research as the closing balance had increased from ₹ 62.26 lakh to ₹ 5.21 crore over the period 2009-13.

During 2009-14, 817 candidates (full time: 109 and part time: 708) were admitted for PhD programme. Stipend amounting to ₹ 10.79 crore was also paid during this period. PhD degrees were awarded to 446 candidates. However, owing to University's poor record-keeping in regard to research outcomes like number of research papers published etc., audit could not assess the performance of the University in research activities.

University did not analyse the reasons for this modest performance in research output.

In reply the University stated that it would take necessary steps and also ensure proper utilisation of funds and enhance support to the researchers.

2.2.8.5 Decline in usage of Library facilities

The University has a central library and 21 departmental libraries. The University purchased 17057 books during 2009-14 and as of March 2014, University has 250223 books. Despite having such sufficient collection, the numbers of users of the library have declined over the last five years as indicated in **Table 2.2.10**.

Table 2.2.10: Trend of users and books issued to various users during 2009-14

Year	Student	Teachers	Researchers	Others	Total	Number of books issued to			
						Students	Reading Room	Teachers	e-Resource users
2009-10	1968	306	375	719	**3368**	19055	4025	5232	2604
2010-11	1982	310	385	739	**3416**	14100	4287	3249	1747
2011-12	1989	313	388	746	**3436**	15075	5187	2906	1325
2012-13	2000	185	429	787	**3401**	11419	3467	3228	726
2013-14	2005	191	452	798	**3446**	11070	3757	5119	1319

Source: Data provided by University

The University, in its reply, attributed such declining trend in the use of library, to the following:

- Selective study by the students of the class lectures and notes without any detailed study of the syllabus.
- Books recommended for purchase by the Departments, not being as per students' demands.
- Shortage of staff - only two staff members (Dy. Librarian and Asst. Librarian) were available against a sanctioned strength of six officers. The post of Librarian was vacant from August 2007 inspite of having been advertised for thrice. The posts of Deputy Librarian and two posts

of Assistant Librarian were also vacant during major part of the last five years.

In reply, University stated that the data of e-resource users is more considering the Internet connectivity through wire and wireless modes (Wi-Fi) within the campus. But, at present, the University lacks the necessary mechanism to record these outside-library uses.
The reply, however, did not address the issue of non-filling of vacant posts.

2.2.8.6 Lack of policy on Information Technology infrastructure

National Assessment and Accreditation Council (NAAC) assesses the IT infrastructure in a University based on the availability of ICT facilities such as LAN facility, number of nodes with internet facility, computer-student ratio, access to on-line teaching and learning resources, availability of IT policy in respect of Information Security, Network Security, Risk Management, etc. The University has a campus-wide fibre optic LAN with more than 1700 nodes having access to National Knowledge Network.

However, it was seen that the University had not made any effort to assess the number of computers available and number of computers to be provided to the teaching staff and students for accessing the LAN. There was no policy for providing online teaching and learning resources to the faculty and students for quality teaching, learning and research. Further, University did not formulate any IT policy with regard to Information Security, Network security, etc.

The University did not respond to the above issues pointed out by audit

2.2.9 Monitoring

Oversight functions as to UG education primarily lies with the Inspector of Colleges (IC) while that of PG education is with the Faculty councils for Post Graduate Studies. The Act empowers the State Government with overall monitoring of the University through its representatives in the Court, the EC and other authorities of the University.

2.2.9.1 Inspection of affiliated colleges

In case of UG education in affiliated colleges, IC was mandated to inspect the colleges and report on their functioning. As per Statutes, each of the colleges was to be inspected annually. However, only six to 21 *per cent* of the colleges were inspected annually during 2009-14.

It was seen that Inspection Reports were not prepared in the Statutory Format. Test-check of 16 such Inspection Reports revealed that the inspections were carried out to extend the affiliation for a particular subject or for the establishment of new colleges. The Inspection Reports were not followed up to ensure the implementation of recommendations.

In its reply, the University admitted that statutory inspections of colleges were not carried out due to some unavoidable circumstances as the Inspector of Colleges was entrusted with different kinds of administrative jobs in the University besides inspection for the last few years.

The Audit team test-checked 16 colleges out of 163 colleges under jurisdiction of the Burdwan University in the district of Bardhaman, Bankura, Birbhum and

Hooghly. On scrutiny of the available records furnished by the colleges, the following deficiencies in infrastructural facility were observed by audit team.

- Seven colleges were not NAAC accredited.
- One NAAC accredited college did not renew the accreditation.
- Full time Principal posts were vacant in seven colleges. Principal's duties were being discharged by a teacher-in-charge appointed by Governing Body.
- Nineteen Honours Courses in 10 colleges were running only with part-time teachers. Out of the same, six colleges did not have any sanctioned post for Honours courses. This implied granting of affiliation to these colleges without ensuring the availability permanent teachers by the University.
- Libraries were running without any Librarian in four colleges.
- Of the Permanent teaching posts, more than 40 *per cent* are vacant in nine colleges.
- In 13 colleges where courses in general subjects were offered, number of students in general subjects were more than 100 in each class in contravention to University statutes regarding class size.

During Exit Conference (December 2014), Vice Chancellor opined that while some of the colleges had adequate infrastructure, working of many were a matter of concern.

In its supplementary reply (December 2014), accepting that the regular inspections could not be held, the University stated that inspection was only one of the mechanisms for control over the colleges, the others being representation of University nominees in Governing Bodies of colleges and representation of Principal Representatives from the four districts under the jurisdiction of the University in EC.

2.2.9.2 Monitoring by Faculty Councils for Post Graduate Studies

As regards PG Studies, the Faculty Councils (FC) for Post Graduate Studies were responsible for inspection or investigation of the affairs of any University Department or any college and submitting report to the EC. The FCs did not carry out any inspection of Departments. They also did not prepare any report for submission to the EC as mandated, during the period of audit.

In its reply, the University stated that academic aspect of the monitoring of PG departments under Faculty Council (Science) and Faculty Council (Arts) was looked at as a routine exercise by the Dean (Science) and Dean (Arts) respectively, while the administrative part was taken care of by the Secretary as part of statutory responsibility.

However, the posts of Deans were vacant from December 2012 till March 2014.

2.2.9.3 Monitoring by State Government

As per section 46 (1) of the Act, the State Government shall have the right to conduct inspection of the University/ any affiliated college or into the affairs of the University or affiliated college and it may accordingly direct the University/ College to take appropriate action.

Audit noted that no such inspection was conducted by the State Government during 2009-14. Thus, though the Act empowered the State with power of oversight, it did not exercise the same to improve the functioning of the University. Considering that the University had issues regarding its Provident Fund maintenance, recruitment of staff, budgeting and expenditure of State Government grants, etc., absence of inspections by State Government becomes important.

Further, State Government was not fully cognizant of the state of affairs of the University as its representatives in the Court and the EC did not attend the meetings. ***(Appendix 2.2.1)***

2.2.9.4 Non-preparation of Annual Reports

As per the Act, EC is to prepare the Annual Report and submit the same to the Court. The Court is to consider the Annual Report and to pass such resolutions relating thereto as may be considered necessary. Apart from this, the University has no other system of reporting. It was, however, seen that the University had not prepared the Annual Report since 2007-08.

In reply, it was stated (May 2014) that the Annual Reports could not be prepared due to non-submission of requisite information by many departments and also due to man-power constraints. The University decided (August 2012) not to publish the Annual Reports for the period 2007-08 to 2009-10. The work for the publishing of Report for the year 2010-11 was in progress.

During Exit Conference (December 2014), it was informed that Annual reports had since been prepared for the years 2010-12 and the report for the year 2012-13 was under process. However, it was not stated whether these reports had been approved by Court and were published.

2.2.10 Conclusions

Overall functioning of the University was hindered in the absence of Perspective plan encompassing goals for teaching and learning, research and development and human resource planning.

There were several issues in respect of financial management. Budget was not prepared following due process and the University obtained excess grants from the State Government by inflating the staff strength. Though the University did not spend the State Government grants fully, UC was given for the full amounts resulting in surpluses. University maintained Provident Fund without conforming to crucial Government instructions such as creation of Pension fund, framing statutes for GPF, etc. The lax handling of financial affairs of the University was further evident from the fact that the Annual Statement of Accounts had not been prepared for the last 12 years and that internal audit had not been conducted annually as mandated in the Act.

The research activities of the University did not present an encouraging picture as research output was modest. The University also had deficiencies in the IT front as adequacy of IT infrastructure was not evaluated and policies for IT security not formulated. There were also shortages of class rooms, laboratories, etc.

The University's initiatives in enhancing access, relevance and quality of education were sub-optimal. There was only a marginal increase in intake capacity of the University in PG studies despite increasing demand. University started only three new courses during last five years. It did not update its syllabi every three years as per the University Grants Commission stipulations. Since 2008, the syllabus was updated in 2014. Internal Quality Assurance Cell meant for planning, guiding and monitoring quality assurance and quality enhancement was not functioning as mandated.

The University had noticeable shortage of manpower especially in teaching, leading to adverse teacher-student ratio. The recruitment process required streamlining as there was no regular system of reporting of vacancies and there were instances of flouting of recruitment norms. University did not pay adequate attention to the capacity building of teaching staff.

Oversight was weak as the Inspector of Colleges, Faculty Councils for Post Graduate Studies and the State Government failed in discharging their mandated monitoring functions. Further, State Government was not fully cognizant of the state of affairs of the University as its representatives in the Court and the EC did not attend the meetings.

2.2.11 Recommendations

The following are for consideration

- ***The University may take initiatives to prepare a comprehensive long term plan to achieve its mandated goals.***
- ***Financial management requires streamlining by adopting realistic budgeting, continued internal auditing and reliable reporting through timely preparation of Annual Statement of Accounts.***
- ***Immediate steps need to be taken to create pension fund and to formulate GPF Statutes.***
- ***Adequate attention should be given to improve the access, relevance and quality of higher education to make it more effective. University needs to analyse the demand of courses and to increase access. It may introduce more relevant courses which will increase the employability of the students.***
- ***Manpower shortages require to be addressed by streamlining recruitment process through proper reporting of vacancies and ensuring due recruitment process.***
- ***Monitoring by the Inspector of colleges, Faculty Councils and the State Government needs to be geared up.***

Appendix 2.2.1

(Refer paragraph 2.2.9.3, page 50)

Powers and functions of various authorities and meetings held

Name of authority	Whether government nominee present	Norms for holding meetings	Number of meetings actually held	Significant functions
Court	2009-10:No 2010-11:No 2011-12:No 2012:13: Yes in one meeting 2013-14:No	Three meetings per year in addition to convocation i.e 15 meetings during 2009-14	2009-10:5 (4 held on one day i.e 26.11.2009) 2010-11: 4 (3 held on one day i.e 30.11.2010) 2011-12: Nil 2012-13: 4 2013-14: 2	➢ The Court is the highest authority in the University and it exercises the power; ➢ to establish University Departments, institutions, centres, libraries, laboratories and museums for study and research; ➢ to create and institute Professorships, Readerships, Lectureships, and such posts including posts of officers; ➢ to confer or to withdraw/ cancel degrees, titles, diplomas, certificates; ➢ to confer honorary degrees or other academic distinctions and ➢ such other powers as provided by or under the Burdwan University Act.
Executive Council	2009-10:No 2010-11:No 2011-12:No 2012-13: Representative of Higher Education Department and Director of Public Instruction present twice and once respectively 2013-14: Representative of Director of Public Instruction present once.	24 meetings per year	2009-10:17 2010-11:18 2011-12:1 2012-13:13 2013-14:8	➢ The Executive Council (EC) is the principal decision making authority for day to day administration of the University and it exercises the power; ➢ to initiate proposals for the making of Statutes and Ordinances; ➢ to recommend to the Court after consulting the respective Faculty Councils for Post-Graduate Studies, establishment of University Departments; ➢ to establish, maintain, manage and recognise Halls and Hostels; ➢ to appoint teachers, officers and employees of the University and ➢ to fix their emoluments and define their duties, to pass appropriate orders regarding affiliation of a college or an institution and such other powers as provided by or under the Burdwan University Act.

Name of authority	Whether government nominee present	Norms for holding meetings	Number of meetings actually held	Significant functions
Faculty Council	Government nominee not required	**Arts:** Six meetings per year	2009-10: 4 2010-11: 5 2011-12: 2 + 1 (Joint meeting) 2012-13: 2 + 1 (Joint meeting) 2013-14: 2	To make proposals to the EC for ➢ establishment of University Departments; ➢ promotion of Research; ➢ to hold and conduct University exams and to approve and publish results; ➢ to inspect the affairs of any Department or any College; ➢ to have general supervision over the Boards of studies attached to each Council; ➢ to submit each year its annual report to the EC; ➢ to frame rules relating to the courses of Post Graduate studies and division of subjects in regard thereto.
		Science: Six meetings per year	2009-10: 1 2010-11: 4 2011-12: 1 + 1 (Joint meeting) 2012-13: 2 + 1 (Joint meeting) 2013-14: 1	
Post-Graduate Board of Studies	Government nominee not required	--*	--*	➢ to recommend the course to study including the syllabi; ➢ to recommend the names of Papers Setters, Moderators, Examiners etc.
Council for Under-Graduate Studies	Government nominee not required	Six meetings annually	2009-10: 4 2010-11: 8 2011-12: 2 2012-13: Nil 2013-14: Nil	➢ to recommend to the EC the affiliation of a college; ➢ to ensure annual inspection of colleges; ➢ to ensure general supervision of the colleges to ensure that the conditions of affiliations are properly fulfilled; ➢ to recommend to the EC the disaffiliation of any college; ➢ to approve the annual report of the activities of the Council during the previous year and submit the same to the EC; ➢ to have general supervision over the Boards of studies attached to the Council; ➢ to frame rules relating to the courses of UG studies and the division of subjects in regard thereto.
Under-Graduate Board of studies	Government nominee not required	--*	--*	➢ to recommend the courses of study including syllabi, distribution of papers; ➢ to make recommendation relating to improvement in method of teaching, study and examinations.

* There are several Post-Graduate Boards of Studies and Under-Graduate Boards of Studies, as there are separate boards for each subject

Source: Records of Burdwan University