

REPORT  
OF THE  
UNIVERSITY ENQUIRY COMMISSION  
BIHAR  
ON  
THE WORKING OF THE PATNA  
UNIVERSITY  
1966

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## CHAPTER I

### OUR TERMS OF REFERENCE AND OUR PROCEDURE.

We were appointed by the Government of Bihar (vide notification no. 445, dated the 21st February, 1966) "to enquire into and report generally within three months from the date the Commission starts functioning, on the working of the different Universities of the State from the time they have been established to the month of December, 1965" and particularly to report on (a) the working of the Senate, the Syndicate, the Academic Council and the Examination Board, (b) the irregularities on the part of the officers of the Universities in the disposal of their official work, (c) the working of the affiliated colleges, (d) the financial condition of the Universities and (e) the comments made by the Inter-University Board in their report in respect of the different Universities. We were also required to report on the changes to be made in the provisions of the Acts, the Statutes, the Ordinances and the Regulations with a view to bringing about overall improvement in the affairs of the Universities and also on such other matters as the Commission thought fit to report to the State Government.

2. We now submit our report on the Patna University. Reports on other State Universities will be submitted shortly.

3. Our terms of reference cover a wide field and would justify investigation of almost any circumstances relevant to the working of the Patna University. But in preparing both our analysis and our recommendations we have tried to concentrate on leading aspects and leading problems. There are, therefore, many questions with which we have not dealt, notably questions specifically related to individual cases of hardship or injustice and we apologise to those who submitted evidence on such matters.

4. The procedure we adopted was what we believe at once business-like and effective. A comprehensive questionnaire (consisting of 38 specific items) touching upon all the important aspects of items included in the terms of reference was framed and issued to a representative cross-section of society. Detailed proformas (10 in number) were sent to the Universities in order to obtain full and correct information on the functioning of the Universities and on their financial position. We visited the Universities and interviewed witnesses and recorded their views on all items listed in the terms of reference. A dozen sets of questions were framed on the materials furnished to the Commission by the witnesses and these questions were sent to the Vice-Chancellors for obtaining necessary clarification and comment. Special investigation was made of the financial condition of the Universities with the help of the Finance Department which deputed a team of auditors under the supervision of Shri B. D. Rai, the Deputy Controller of Accounts, to assist the Commission.

5. The Commission was initially constituted for a period of three months only with effect from the 23rd February 1966 (vide notification no. 445, dated the 21st February 1966). Subsequently the life of the Commission was extended by four months (vide notification no. 1360, dated the 27th March, 1966) and finally the period has been extended till the end of February, 1967 (vide notification no. 3022, dated the 25th November 1966).

6. Originally, the Commission consisted of Mr. K. Dayal as Chairman and Mr. G. N. Sinha as member. Unfortunately Mr. G. N. Sinha expired on the 9th March 1966, and Mr. S. P. Sinha was appointed in his place on the 22nd April 1966. Later Mr. K. Dayal, the Chairman, was taken ill and had to resign. The Commission was then re-constituted with Mr. S. P. Sinha as Chairman and Mr. K. Ahmad, Director of Public Instruction, Bihar as part-time member of the Commission. The unavoidable changes in the composition of the Commission, the fact that a whole-time Secretary was made available to the Commission as late as the 6th June, 1966, the inadequate ministerial staff sanctioned and the very short time given to the Commission when it was expected to report on the working of all the five State Universities—all these and

other handicaps hindered the working of the Commission. It appeared that the State Government desired a great deal of work to be done in a very short time and at very little cost.

7. We have divided the report into several convenient chapters. Our endeavour has been to cover as far as possible all the matters referred to us and also a few other matters that seemed to be of importance to us. We have tried to be brief and lucid and have arranged our material in such a way as to throw into relief what is of real importance.

8. We have been very conscious that this has been the first time in the history of this State that a University Enquiry Commission of this kind has been constituted by the State Government. Our experience has been that the reports usually submitted by such Commissions are of a formal nature and that they gloss over real defects by using beautiful and high sounding words. We have chosen to be frank and outspoken and have refused to mince matters, for we feel that University Education in this State is in a very perilous condition and that the future of our State and of our country depends on the courage and fearlessness and outspokenness with which we face this perilous situation. We may have tread on sensitive corns and we apologise in advance for the discomfort that we may have caused.

## CHAPTER II

### ACADEMIC FREEDOM AND ITS SCOPE.

9. Before making a detailed examination of the working of the Patna University it is perhaps necessary to discuss briefly the so-called concept of autonomy and of academic freedom.

10. It is necessary because the word autonomy in current usage is used by the Universities to ward off all evil criticism, it gives them the divine right to commit one blunder after another, to squander public funds without any compunction, without any feeling of guilt. As the Robbin's Report has put it, "the concept of academic freedom entertained in most western countries has two aspects—personal and institutional. It involves the relationships of the individual teacher to his colleagues, his pupils and his institution. It involves the relations of academic institutions to society and the institutions of Government".

11. Let us first take the concept of individual freedom. To quote again from the Robbin's Report: "For the individual teacher academic freedom means the absence of discriminatory treatment on grounds of race, sex, religion and politics; and the right to teach according to his own conception of fact and truth rather than according to any predetermined orthodoxy. It involves, further, freedom to publish and, subject to the proper performance of allotted duties, freedom to pursue what personal studies or researches are congenial." This individual freedom, however, "does not include the right to refuse to perform a due share of necessary duties or to accept an assigned place in work demanding co-operation". The individual teacher is a member of a department and of an institution and he has to perform his due share of the duties that are assigned to him as a member of the department and of the institution. Individual freedom also does not include the freedom to neglect one's duties, the freedom not to prepare one's lectures, the freedom not to take one's classes, the freedom not to correct the tutorial exercises, the freedom to refuse to help the pupils in various ways when such help is called for. The Robbin's Report has it that important difficulties arise not with individuals but with institutions but experience in our Universities has shown that important difficulties arise precisely in connection with individuals as they misuse the concept of individual freedom.

12. The second aspect of academic freedom involves the relations of academic institutions to society and the institutions of Government. "When an autonomous institution is mainly dependent for its income not on the fees of the pupils or private endowments but on subventions from the State how far should it have completely independent powers of initiative and final decision?"—this is the question to which we have to give our attention. In our State the Universities are dependent almost wholly on grants from the State. "We believe", the Report goes on to say, "that the system that aims at the maximum of independence compatible with the necessary degrees of public control is good in itself as reflecting the ultimate value of a free society". But this does not take us very far. It is necessary to spell out what is meant by the 'maximum of independence' and by the 'necessary degree of public control'.

13. Some of the important components of academic freedom are (a) appointments, (b) curricula and standards, (c) admission of students and (d) balance between teaching and research. The Universities, it is said, should have the freedom to appoint their staff. In many European countries the Minister is the ultimate authority in such matters but although it is true that the recommendations made by the Universities are usually accepted, the fact remains that there is a reference to an outside body for confirmation. This is generally considered to be an unacceptable limitation on the freedom of autonomous institutions. In our State, it is the Universities that make the appointments although it is the State Public Service Commission that interviews candidates and makes recommendations for such appointments. It is the University that prescribes the statutory qualifications; it is the University that appoints two experts who assist the Public Service Commission and it is the Syndicate that finally

makes the appointment. So it cannot be said that some outside authority makes the appointment. It is immaterial that the recommendations come to the Syndicate from the Public Service Commission rather than from a Selection Committee of the University. The fact remains that the Universities enjoy autonomy in matters of appointments of their staff.

14. Similarly the University has complete freedom to prescribe the content of curricula and the maintenance of standards, to prescribe the requirements of its courses and the combinations that are to be permitted. The University has liberty to experiment with the content and method and establish and maintain its own standards of competence without reference to any external authority.

15. In the matter of admission also the University has complete freedom. The only limitation laid down by the Patna University Act is detailed in section 55 which reads as follows: "No student shall be enrolled as a student of the University unless he has passed the Higher Secondary School Examination or any equivalent examination held by the University or any other University or body incorporated by any law for the time being in force and recognised by the University". There is also one other limitation which is prescribed in section 7(5) of the Act which reads as follows: "It shall not be lawful for the University or for any college to maintain classes for the purpose of preparing students for admission to the University". What the Act has done is to prescribe the eligibility for admission to the University. Those who have passed the High School or Higher Secondary School Examination are eligible for admission. Those who have not passed these examinations or equivalents thereto cannot be admitted. Apart from this the University can make ordinances laying down its own criteria for admission.

16. Similarly, there is no outside interference with the University with regard to the balance that should exist between teaching and research: It is generally argued that those who are intimately concerned are in a position to judge the appropriate balance in particular instances. But in our Universities, the facts speak otherwise. There has been an undue stress on research—rather on research degrees. The possession of a research degree is almost a *must* for one who aspires to a superior post in the University. The result has been that young lecturers who have perhaps no genuine interest in research and who have neither the required aptitude nor the necessary qualifications spend most of their time and energy in the pursuit of the magic sesame—a Ph. D. degree—to the complete neglect of teaching which is their job. The balance between teaching and research is disturbed, but the University is autonomous.

17. There is, however, another aspect of academic freedom which requires some consideration—the freedom to determine the number and grade of the staff. The salaries form a large proportion of the total expenditure and the source of salary, to a very great extent, is public money. It is also necessary to maintain appropriate relations between the remuneration of various professions and of occupations which is a matter of national policy. It cannot be expected that there can be complete liberty over basic facts and Government cannot remain completely unconcerned with the student-staff ratio or the basic staff structure. It has now been generally conceded that it would be inadmissible for institutions to demand at once to determine the number of students they admit and entitlement to finance for whatever staffing arrangements they choose to make and it is precisely in the matter of salaries and staffing that the Patna University has proved a failure. In the institutions in Great Britain there has been a tradition of autonomy in this respect also and this tradition has been well maintained and it cannot be said that the autonomy in this respect has been abused. In Patna University there is no such tradition and we would show in subsequent chapters that this autonomy has been abused to such an extent that the University has become financially bankrupt. Even in Great Britain the responsible academic opinion recognises the inevitability of certain limitations that have to be placed on University autonomy. It is recognised that Government grants involve co-ordination of certain controls and it is not felt that such measures need be an improper encroachment on legitimate academic freedom. It is true that in countries where education is directly controlled by the State from time to time eruptions of some sort take place that

impinge upon University autonomy and academic freedom and which on occasions can be and are very much damaging and grievous. But it should be possible to combine the maximum of independence with the necessary degree of public control through the institution of the University Grants Committee and we would in a subsequent chapter show how to reconcile University autonomy with a necessary degree of control so that public funds are not squandered.

18. The Report of the Education Commission has pointed out that there has been an increasing number of law suits filed against the Universities. There have been far too many cases in our State also. To quote a passage from the report would be helpful :

“The considerable increase in the number of law suits filed against the Universities in recent years is mainly due to a change in social attitudes. In the past, one avoided going to a Court of law as far as possible, but now the pendulum seems to have swung to the other extreme. A student who is punished for violating the University rules and discipline or is found copying in the examination takes recourse to a law court almost as his first choice; so does a teacher who is sought to be removed from service for working against the interests of the University or for a serious neglect of his duties.”

This quotation admirably describes what has been happening and although it is true that in most cases the ultimate judgment is in their favour, “the stay orders and other preliminary proceedings which the courts have inevitably to take in such cases have generally involved expenditure of time and money and proved irksome to the University authorities”. And whatever may have been the case in other States, in our State the tendency of the courts has not been to leave matters connected with education to be regulated by the educational institutions themselves—there have been far too many injunctions and writs and stay orders particularly by the Lower Courts and something should be done to improve matters so that the Universities could work smoothly and freely. The Education Commission has suggested that the Government of India should approach the Supreme Court with a request to review the trends seen in the recent decisions of the Courts relating to the Universities and to consider the desirability of framing a suitable policy in this behalf which would help the maintenance of University autonomy”. Perhaps it would be advisable for the State Government to take up the matter with the High Court.

### CHAPTER III

#### A BRIEF RETROSPECT, THE VISITOR AND THE OFFICERS OF THE UNIVERSITY.

19. The first University in Bihar was established in 1917. This University was a purely affiliating and examining University, and though much later a few departments of teaching were added to it, it continued to be an affiliating and examining University catering to the needs of Bihar and Orissa. As time passed there was a growing demand for the establishment of a teaching and residential University but the long cherished desire became an accomplished fact only towards the end of 1951 when the State Legislature passed the Patna University Bill and the Bihar University Bill resulting in the emergence of a teaching-cum-residential University at Patna and a teaching and affiliating University for the rest of Bihar also with headquarters at Patna.

20. These two Universities functioned for eight years. In the meantime there was a continued demand for the establishment of more Universities—at least one in each division—and in 1960 the State Government enacted the Bihar State Universities Act which established four teaching-cum-affiliating Universities one each at Patna, Muzaffarpur, Ranchi and Bhagalpur. This Act changed the residential character of the Patna University which also became a teaching-cum-affiliating University like the other three State Universities. Within two years, however, a new Legislative Act, the present Patna University Act, 1961, was enacted and from March, 1962 the Patna University regained its former residential character and a new University, called the Magadh University, was established at Gaya to cater to the needs of the Patna division outside the territorial jurisdiction of the Patna University.

21. Section 46 of the Patna University Act contains a provision which authorises the State Government to set up a Commission of Enquiry at any time and compulsorily at the end of ten years to enquire and report on the working of the University. It was in pursuance of this provision that the present Commission of Enquiry was set up. We have indicated in Chapter I the general procedure that we have adopted. As far as the enquiry into the working of this University is concerned, the Commission held 32 sittings and examined 51 witnesses. A few Heads of Departments and Principals did not appear before the Commission nor did they send any intimation to the Commission that they were unable to appear. Five persons who could not appear before the Commission sent written notes containing their views on the working of the University. The Commission had issued questionnaire to 250 persons of whom only 45 have responded.

22. The Committee on the Model Act for Universities has recommended that the Governor of the State should be the Visitor of the State Universities but not the Chancellor. The relevant recommendation reads as follows: "The Visitor should have the power to direct inspection of or enquiry into the affairs of the University, its buildings, laboratories and equipments and of any institution maintained by the University and also of examination, teaching and other work conducted by the University.....The power of the Visitor should be regarded as special power to be used sparingly and not for the day-to-day working of the University".

23. The Committee has further suggested that the Governor should not be the Chancellor and that the Chancellor should be elected by the Court. The report goes on to say: "It might be desirable to establish a convention under which, say, the Chief Justice of the High Court or a person held in similar esteem is elected to this office". It has been further suggested that the Chancellorship should be an office of honour and that the Chancellor may preside at Convocations of the University and other ceremonial functions. It is hoped that the Chancellor, by virtue of his position and eminence in public life, would be of assistance to the University in settling the conflicts and smoothening generally the relationship between various authorities of the University.

24. In our State the Governor is the Visitor of the State Universities, *i.e.*, the Governor is vested with the power of visitation [vide section 9, sub-sections (2) and (3)]

of the Act]. In the case of most of the State Universities this power is vested directly in the State Government. In 1960 when the University Acts were amended in this State this power of visitation was given to the State Government but in the current Acts which came into force in March, 1962, the power was again restored to the Governor.

25. The Governor is also the Chancellor and we do not think that it would serve any useful purpose to have the Governor as Visitor and provide for a separate Chancellor. We recommend that the Governor should continue to be the Visitor as well as the Chancellor of the State Universities. The Visitor-Chancellor has mainly two powers: (1) the power of visitation, and (2) the power of annulling the proceedings of the University. We are of the view that the power of visitation should be regarded as special power to be used sparingly and not for the day-to-day working of the University. If too many committees of enquiries are set up by the Visitor-Governor, if the power is used for trivial reasons just because it is there, if this power is used when there are other ways to correct the wrong that has been brought to the notice of the Visitor, if the enquiry report is fruitless or if no action is taken on the report, the Visitor would be placed in a very embarrassing position. This power is like the 'Sword of Damocles' which is always hanging over head but which is never intended to fall. If the Visitor through lack of experience or for want of an efficient Secretariat which can give sound advice or because of reluctance to consult the State Government or the State University Commission uses this power too freely or with too little fore-thought the result may be anything but desirable.

26. Similarly the power to annul the proceedings of any University body which are *ultra vires* of some provision of the Act and the Statutes should be used sparingly and after obtaining expert advice. Most frequently representations are made to the Chancellor against a decision of the Syndicate which is the chief executive body and which has considerable experience of dealing with academic problems and therefore, it would be advisable that before such a decision is annulled great care is taken. Not that the Syndicate cannot take a wrong decision—it has done so in many cases—but it has to be remembered that there are often two parties affected by the decisions of the Syndicate and if the Chancellor annuls a decision hastily and this annulment affects the other party, he will go to a Court of law which may set aside the decision of the Chancellor. There have been such cases in which the High Court has quashed the decisions of the Chancellor. This is all the more reason why the proceedings of the Syndicate should be set aside only after mature consideration and after expert advice has been obtained and considered. Moreover, a distinction should be drawn between a decision which is *ultra vires* of a provision of the Act and the Statutes and another with which some people may not agree or which may not be considered fair or desirable. In the latter case the Chancellor has no jurisdiction as the laws stand at present and he cannot and should not interfere with the discretion of the Syndicate.

27. We recommend that the Governor should continue to be the Chancellor and should continue to exercise the power of visitation as well as of annulment subject to the condition that he should invariably consult the State University Commission before taking a decision. A convention may be established to this effect or if necessary a provision may be made in the Act making it obligatory on the Chancellor to consult the State University Commission in such cases.

28. The Chancellor's office is a very high office, aloof and dignified. The Chancellor, like good children, should be seen and not heard and when he chooses to speak he should speak only golden words—his pronouncements should be, to change the metaphor, like strings of pearls beyond price. He should know when to speak and when not to speak. He should intervene rarely but always effectively. He should have great powers, the power of visitation and annulment are of great magnitude, but he should use those powers sparingly. He should take careful decisions after considering the matter carefully and dispassionately but once a decision is taken he should stick to it. He should be fixed and steadfast and remote like the pole star. But if he takes hasty decisions, keeps on changing his mind, now approving one set of Statutes and now another which is diametrically opposed to the one already approved, if he is carried away by hearsay and in short handles the affairs of the University in an

amateurish way, the result can only be confusion. He may be well-meaning and fair and interfere with the best of intentions but immature handling of the affairs of the University stands in the way of smooth and harmonious working. The Chancellor has and should have ample powers to set right the wrong that may have been committed but he should not act as a super Vice-Chancellor, should not arrogate to himself the powers of the Syndicate and should not reduce himself to the level of an executive officer or the Head of a Department.

29. It is the Chancellor's prerogative to appoint the Vice-Chancellor. He should make the appointment with due care and then he should let the Vice-Chancellor work and give him his fullest support. He may keep himself fully informed but there should be no direct or indirect interference in the day-to-day business of administration—the Vice-Chancellor should not be taken to task like an erring school boy for every real or fancied mistake and humiliating conditions of service should not be imposed upon him.

30. The Vice-Chancellor is appointed by the Chancellor. The appointment is made in different ways in different Indian Universities. The Committee on the Model Act for Universities has listed seven different ways in which a Vice-Chancellor is chosen in Indian Universities. And it has not been able to suggest any one pattern as the most suitable for all the Universities in India. It has, however, clearly indicated that it does not favour in its present form what is usually called the Delhi pattern for selecting a Vice-Chancellor. The Committee feels that the responsibility for appointing the Vice-Chancellor should be placed squarely either on the University or the Visitor. We feel that the mode of appointment is not as important as the choice of the right person. In our State Universities the appointments are made by the Chancellor and we recommend that this method may continue. Care, however, should be taken to choose the right person.

31. The Vice-Chancellor is by far the most important functionary in a University—administratively, he has to run the University, its Departments and Colleges; academically, he has to ensure the right atmosphere for the teachers and the students to do their work effectively and in the right spirit. It would be difficult to overstate the importance of the role of the Vice-Chancellor particularly in a period of expansion which calls for imagination and continuous initiative. In the British Universities the role is seldom precisely spelled out in a written constitution but healthy traditions have grown up which enable the Vice-Chancellor to play an effective role. In our Acts, however, the role of the Vice-Chancellor has been spelled out in detail.

32. Our Acts lay down even the qualifications for Vice-Chancellorship. The Vice-Chancellor has to be either "an educationist having experience of administering the affairs of the Universities in India for not less than six years", or "a Principal or a Head of a University or College Department having served as a teacher of the University or of any other University or College for not less than ten years". But even the prescription of qualifications has not proved of much help. The Vice-Chancellors are appointed by the Chancellor but the Chancellor mostly acts on the advice of the State Government. In this State, experiments have been made in a large way—politicians, judges of the High Court, civil servants, poets and teachers have been appointed as Vice-Chancellors but the experiments have not been very happy. Either the Vice-Chancellors were not carefully selected or they were not given ample powers or were saddled with hostile Treasurers or hostile Syndicates. Whatever the reasons, the results have not been at all satisfactory and the State Universities have been reduced to a condition when supersession seems to be the only remedy though not a very happy one.

33. Qualifications have been laid down but these qualifications have not resulted in the choice of the right person for the right job and the fate of a University depends on the right choice of the Vice-Chancellor. It is not enough for the Vice-Chancellor to be an educationist having experience of conducting the affairs of the University for six years. It is also not enough for the Vice-Chancellor to be a Principal or a Head of a Department for six years. A Vice-Chancellor may satisfy either of these requirements but he may not make a good Vice-Chancellor. What is required of a Vice-Chancellor is that he should have certain minimum basic honesty, a sense of justice and fairplay. What is required is that he should be capable of detachment and non-alignment and

should be free from personal bias and prejudices. What is required is that he should have an insight into University affairs and should have considerable administrative ability, for a great part of the work the Vice-Chancellor is called upon to do is administrative. What is required is that he should have some standing in the academic world—a giant among giants and not a pigmy or an outsider—and should have vision and initiative to give a practical shape to that vision. If however, a Vice-Chancellor is an absentee Vice-Chancellor, if he does not know the difference between the Statutes, the Regulations or Ordinances, that is, has no insight into the working of the University, if he is mentally ga-ga and for every little thing has to depend upon the Registrar, if he has no basic honesty and cannot distinguish between right and wrong, if he aligns himself with a particular group and changes his alignment to suit the exigencies of the situation, if he has no academic background, if he is a weak administrator, if he has neither vision nor initiative, how can he succeed in running the University? For the business of running a University in these days is a more delicate, difficult, expert and complex business than running a Government or a country. Moreover, if the Vice-Chancellors are appointed on caste or communal considerations, if in the selection of Vice-Chancellors the principle of caste representation is the guiding principle and not academic excellence, nothing good can possibly result as the University is poisoned at its very root.

34. Not only the qualifications but the powers and functions of the Vice-Chancellor have been spelled out in section 10 of the Act and of the various provisions in the section, three call for special notice. The Vice-Chancellor is the principal executive officer and the Syndicate is the chief executive authority—the Vice-Chancellor, therefore, has to carry out the orders of the Syndicate. Specifically, he has to give effect to the orders of the Syndicate regarding the appointment, dismissal and suspension of an officer or a teacher of the University and generally, for the Syndicate cannot act itself, the Vice-Chancellor has to execute the decisions of the Syndicate even when he may not agree with the Syndicate. Again the Vice-Chancellor has the power in emergency, and when the Syndicate is not in session, to take such action as he deems fit and has to report the action so taken by him to the Syndicate which may either confirm the action so taken or disapprove of it. It is obvious that the Vice-Chancellor is placed in a very invidious position. He has to execute the decisions of the Syndicate which he does not consider fair and just and in the best interest of the University. Government servants have to carry out such decisions because they are Government servants but the Vice-Chancellor is not the servant of the Syndicate—he is not appointed by the Syndicate and the Syndicate cannot remove him. Again he can, in the absence of the Syndicate, take action but then the Syndicate may not approve—this action will put the Vice-Chancellor in a very invidious position. Formerly there used to be a convention that the action taken by the Vice-Chancellor was automatically approved by the Syndicate but recently there have been cases in which the Syndicate has not approved. This is not desirable. It may be that the Vice-Chancellor had acted hastily or injudiciously without due circumspection or it may be that he had been subjected to strong lobbying but the fact that a decision taken by the Vice-Chancellor can be and is disapproved by the Syndicate cannot result in good administration.

35. There is also a provision in the Act that it is the duty of the Vice-Chancellor to see that the proceedings of the University are carried on in accordance with the provisions of the Acts and the Statutes and to report to the Chancellor every proceeding that is not in conformity with such provisions. There have been cases in which the Syndicate has acted perversely or in contravention of the provisions of the Acts and the Statutes but such contraventions have not been brought to the notice of the Chancellor. We regret to say that the Vice-Chancellors have acted mostly in a timid manner and allowed the Syndicate to ride rough-shod over legal propriety and principles of good administration and even over their own personal dignity. After all it is for the Vice-Chancellor to conduct the business of the Syndicate, it is for him to see that the proceedings are carried on expeditiously and with decorum.

36. Following the model of some other Indian Universities the State Government made provision for the post of Treasurer in the Patna University Act, 1951 and the Bihar University Act, 1951. The Treasurers for whom no qualifications were

prescribed were to be appointed by the Senate out of a panel of three names recommended by the Syndicate. In the Bihar University Act, 1960 and in the later Acts also the mode of appointment was changed and it was provided that the Treasurer like the Vice-Chancellor should be appointed by the Chancellor. This was done in order to enable the Treasurer to function more independently and not to have to look to the Syndicate and the Senate for re-election for another term.

37. The Treasurer is an ex-officio member of the Syndicate and he has two important functions : (1) he has to exercise general supervision over the funds of the University and advise the Syndicate in regard to its financial policy, and (2) he has to see that all moneys are expended on the purposes for which they are granted or allotted by the appropriate authority. The experience has been that the Treasurer has failed to exercise proper fiscal supervision and control over the finances of the University. He has certainly not been able to ensure that all moneys were expended on the purposes for which they were granted or allotted by the appropriate authority. As described in another Chapter, there have been illegal and unauthorised appropriations of non-recurring grants and loans and the financial position of the University has been completely shattered. The Treasurer presides over and participates in the deliberations of the Finance Committee as its Chairman. But if the results of the deliberations of the Committee are any sample, the Treasurer has hardly performed the duties vested in him under section 11 of the Act. He has not raised his voice in the Syndicate against the squandering of funds by the Syndicate and has been a party to preparing a deficit budget.

38. It has already been indicated that no qualifications have been laid down for the post of Treasurer and in actual practice such persons have been appointed Treasurers who had no knowledge of financial rules and regulations, who did not possess any experience of financial administration and who were totally unaware of financial discipline. Treasurers have been appointed on grounds other than those of their adequate proficiency in financial matters. Mostly the Treasurers have been politicians or public-men with little knowledge of finance and of the working of a University and with little prudence and ability. The Treasurers have been mostly nominated by the Chancellor on the advice of the State Government and with some notable exceptions the choice has not been at all happy. Politicians with insufficient University background, with no financial know-how, with no prudence or meticulous sense of rectitude and with no outstanding personality have been selected and in this case also representation of different castes has been one of the important considerations, if not the only consideration. The Treasurers have been either "ineffectual angels" overshadowed by the Vice-Chancellors or they have quarrelled with the Vice-Chancellors making smooth functioning of the University difficult or have formed an anti-Vice-Chancellor front and carried their personal animosity beyond the four walls of the University to the Government, the Chancellor and the public at large.

39. The Act has also provided for a Finance Officer (vide section 14) to assist the Treasurer and give him the necessary advice and guidance but the creation of this post has been of little benefit to this University.

40. The Committee on the Model Act for Universities has recommended that the Treasurer or the Finance Officer should be a whole-time salaried officer appointed by the Executive Council specially charged with the responsibility of looking after the finances of the University. It is true that the supervision of the University finances requires a whole-time officer but the experience has shown that merely a whole-time Finance Officer would not do. Over and above the Treasurer, we have a whole-time Finance Officer, still the finances of the University are in a mess. We, therefore, recommend that the post of the Treasurer be abolished as it has not served any useful purpose. We further recommend that provision should be made for the post of a Finance Adviser of the status of a Deputy Accountant-General with wide powers to ensure proper control and supervision over the finances and assets of the University.

41. Suggestions have been put forward that the Treasurer should be replaced by the Pro-Vice-Chancellor. The Committee on the Model Act for Universities has reported as follows : "The Vice-Chancellor is concerned inevitably with almost every

part of the work of the University. This in itself is an exceedingly heavy responsibility and becomes still more so if the University is an affiliating one with large number of Colleges and Departments and students. It sometimes happens that a Vice-Chancellor is unable to attend to the more important work of policy-making and development because of the need to attend to routine work and administration. It is, therefore, very important that the Vice-Chancellor, where necessary, is provided with a Deputy that is a Rector or Pro-Vice-Chancellor”.

42. It is true that the Vice-Chancellor is heavily burdened with work and that he can function with greater ease and efficiency if he can share some of his burdens with another officer. Experience has, however, shown that where such a provision exists, smooth and more effective administration has not been achieved. It is rather unfortunate but it does happen that two groups are formed as though by some natural law, one circling round the Vice-Chancellor and the other round the Pro-Vice-Chancellor and it happens that if the Pro-Vice-Chancellor is a teacher he carries the Academic Council with him which makes the position of the Vice-Chancellor rather difficult. When the State Government were considering the amendment of the University Acts in 1961, a very distinguished educationist advised the Education Department not to substitute the post of Pro-Vice-Chancellor for that of Treasurer. The Pro-Vice-Chancellor will have to be given suitable administrative powers if he has to afford some appreciable relief to the Vice-Chancellor. Now if the Pro-Vice-Chancellor is not the seniormost teacher there may be discontent and the Pro-Vice-Chancellor may find it difficult to function smoothly and get his orders obeyed by his senior colleagues. If, on the other hand, the post goes by seniority, the senior person may not be the right person for the job or he may not be the person on whom the choice of the Vice-Chancellor would otherwise fall.

43. We, therefore, do not recommend that provision be made for the post of a Pro-Vice-Chancellor. To relieve the Vice-Chancellor of a part of his burden we, however, recommend that there should be two Registrars—one for academic work and the other for administrative work. If there is substantial delegation of powers and if the duties of the two Registrars are clearly defined, the Vice-Chancellor can get the much-needed relief and the work can run more smoothly. Ability to delegate and yet to keep a general overall control is a difficult art but the Vice-Chancellor has to acquire this art if he is to succeed at all.

## CHAPTER IV

### THE SENATE, THE SYNDICATE, THE ACADEMIC COUNCIL AND THE EXAMINATION BOARD.

#### (i) THE SENATE.

44. The Senate is the supreme governing body of the University and has the entire management of and superintendence over the affairs and concerns and properties of the University and exercises all the powers of the University not otherwise provided for to give effect to the provisions of the Act.

45. Every Indian University has a Senate (or a Court) with more or less similar functions and powers as those possessed by the Senate of the Patna University. Whenever a new University is established or an existing Act amended, very little thought is given to the question whether it is at all necessary to have a Senate or a Court, particularly after the provision of an Academic Council which is the chief academic body of the University. It seems that as the Senate has been there all the time no one has given thought to questioning its usefulness and its continuance.

46. Formerly the Senate was a decorative body consisting of elders drawn from various walks of life—lawyers, doctors, businessmen, educationists and so on whose presence lent dignity to the Senate and to the University and who discussed the affairs of the University in a calm and dispassionate and intelligent manner and who maintained an enviable dignity and decorum in the way in which they conducted the affairs of the University. The Senate was also supposed to exercise a check on the Syndicate—the very fact that the Senate was there exercised a wholesome influence on the Syndicate and on the working of the University generally.

47. The Senate is no longer a decorative body and it seems to have changed its character altogether in which dignity and decorum have been the first casualty. The business of the Senate is no longer carried on in a calm and dispassionate manner. It has become a scene of unseemly wrangling, at times resembling a fish market with members shouting at the Vice-Chancellor and at each other at the top of their voice and levelling all sorts of wild charges which they cannot substantiate. The Senators are seldom interested in the propriety of a Statute or Regulation or Ordinance; the discussions are seldom characterised by a concern for academic propriety or carried on in an atmosphere generally associated with the supreme governing body of the University. The wrangling and the bitterness that are there are the result of the general malady which seems to have afflicted our society—the Senators are motivated by narrow political, group or caste considerations rather than by considerations of academic rightness. Motions or resolutions or statutes or ordinances which tread upon political, group or caste privileges and rights evoke lengthy, wordy, accrimonious and abusive discussions taking the bulk of the time of the Senate whereas important pieces of legislation (statutes, regulations and ordinances, as the case may be) which affect the academic life of the University are passed even before the mover has had time to read out the motion and when there is any discussion it is so bewildering and unending. The Senate is unwieldy and unmanageable, composed of heterogeneous elements and naturally, therefore, there is such an alarming diversity of views that the discussion becomes a veritable labyrinth through which it is all but impossible to find one's way. Moreover, a great many of the Senators do not seem to be familiar with the problems of higher education, do not possess even the minimum awareness and knowledge of academic matter and, therefore, the light that they throw on the problems of the University is not light but only darkness, unrelieved darkness.

48. One of the powers given to the Senate is to approve the budget of the University. The presentation of the budget is seized upon by disgruntled elements in the University as an opportunity to air their grievances. Every member of the Senate who has a real or fancied grievance, every Senator who has a grudge against a colleague or the University administration or the Vice-Chancellor finds this an occasion to let loose his suppressed feelings and air his supposed wrongs with as much vehemence and venom as possible. Even those who are not members of the Senate always find a Senator or a group of Senators to act as their mouthpiece. It almost seems that the Vice-Chancellor is in the dock and the Senators are the accusers; and

if it is not the Vice-Chancellor, it is the University administration, a Principal of a College or a Head of a Department who is in the dock. The Senate becomes a replica of a Legislative Assembly with the members of the opposition playing to the gallery, thinking in terms of their constituency and hurling legitimate and illegitimate criticisms at the Treasury benches. In the Senate there should be no Treasury benches, no ruling party and no opposition parties. The Senate is one indivisible and undivided whole with one single goal—the furtherance of the interest of the University as a whole. Such discussions present a very sorry spectacle and there is usually a group of University employees or University teachers or even students hanging round the Senate hall to witness this sorry spectacle. And the pity of it all is that after all this vehemence and violence the budget is passed without a change and without any constructive suggestions. How can there be any discipline in the University when a teacher of the University can abuse the Vice-Chancellor with impunity? The once dignified and decorous Senate has now become a bear garden.

49. One hour at every Senate meeting is set apart for interpellations. These interpellations and the supplementaries that are put and the way in which they are put mostly degenerate into a series of unbridled and abusive criticisms against the Vice-Chancellor and the University establishment. A member of the Senate can always get what information he wants from the University but this is not enough. What the members want is to play to the gallery, to give vent to their grievances, to win the applause of their group or their supporters and to show to the public at large that they have an effective voice in the University. There is nothing wrong in a member wanting to elicit some information but the effect that these interpellations produce is thoroughly unbecoming and unedifying.

50. There is a provision in the Act for the election of fifteen registered graduates to the Senate. This election of fifteen registered graduates represents in miniature the general election. All the election stunts make their appearance including the use of rickshaw walahs to cast 'bogus' votes and the genuine, respectable and well-known voters have to turn away disgusted as their votes have already been registered.

51. The Senate exercises the power of (a) making a statute and amending or repealing the same, and (b) considering and amending or repealing the ordinances or regulations. The Senate is supposed to keep an eye on the Syndicate and the Academic Council and to modify their recommendations when it considers it necessary. From the very nature of things the Senate which meets only twice a year cannot give as much thought to the statutes as the Syndicate which meets very frequently. It is not possible for the Senate to examine in detail whether a particular post is necessary or not. Similarly the Senate cannot go into the details of a regulation as much as the Academic Council can and, therefore, what generally happens is that the Senate without much thought approves statutes or regulations recommended by the Syndicate or the Academic Council, as the case may be. The Senate only intervenes when a statute or a regulation impinges upon the interests of a person or a group of persons who try to make use of the Senate to override the decision arrived at after careful consideration by the Syndicate or the Academic Council. The Senate does not exercise any control over the finances of the University and on the initiative of the Syndicate or on its own motion creates posts and Departments without looking into the availability of financial resources. The Senate seldom goes into the full implications involved in the creation of a post or Department and has consequently created new Departments and sanctioned superior posts without waiting for financial sanction either from the University Grants Commission or the State Government. It is this sublime indifference to finance which is one of the main causes of the serious difficulties in which the University finds itself at present.

52. The Senate is said to be the supreme Governing body but its supremacy is subject to the provisions of the Act and the Statutes. Powers have been conferred by the Act on the Syndicate, the Academic Council, the Examination Board and the Vice-Chancellor under relevant sections and these sections put a curb on the so-called sovereignty of the Senate. The Senate is far from being the supreme Governing body of the University and the use of the phrase 'the supreme Governing body' has caused a good deal of misunderstanding about the powers of the Senate and has also caused a good deal of confusion. The Sydicate is the chief executive authority of the University

charged with the power of carrying on the day-to-day administration of the University—even the power of appointing teachers and officers rests with the Syndicate. All that the Senate can do is to turn down a Statute or an Ordinance proposed by the Syndicate. The Syndicate is not responsible to the Senate. It is true, that the Senate may give directions to the Syndicate but there is no way in which the directions can be enforced. The fact of the matter is that such directions are generally ignored by the Syndicate and it has also to be said that the directions given are at times, irresponsible and not in the best interests of the University.

The Academic Council is the chief academic body of the University and under the Act, determines and regulates all academic matters concerning the University and is responsible for the maintenance of standards of instruction and education in University. The Senate cannot by its very nature, do this work and intervene in the day-to-day working of academic matters. All that the Senate can do where academic matters are concerned and which are covered by Regulations, is to refuse to approve a Regulation. And if an emergency arises and the Senate is not in session (it is bound to happen frequently as the Senate meets only twice a year), the Academic Council can pass Transitory Regulations which even the Chancellor has to assent to. Of course, the Transitory Regulations have to come to the Senate at its next meeting for confirmation but that is after all a mere formality.

53. It is clear that the Senate is not at all the supreme Governing body it is supposed to be and it is also clear that the powers and functions and duties envisaged by the Act for the three chief authorities of the University—the Senate, the Syndicate and the Academic Council—are not well-defined. There is considerable overlapping and there is room for friction. Usually, of course, the Senate just puts its seal on the Statutes or Ordinances proposed by the Syndicate and on the Regulations recommended by the Academic Council. Sometimes, however, it happens that a particular Statute or Regulation does not suit a member or a group of members of the Syndicate or the Academic Council or a group that is not represented at all or not represented effectively on the Syndicate or the Academic Council and then there is intense lobbying and use of strategy and tactics generally associated with political parties and the proposed Statute or Regulation is turned down by the Senate or referred back to the Syndicate and the Academic Council. And this turning down or sending back is not a result of the demonstration that the impugned Statutes or Regulations are vitally defective, injudicious or not in the best interest of the University. Not that the Syndicate or the Academic Council can never go wrong but usually considerations other than academic prevail and the result is considerable bitterness and bad blood.

54. The Committee on the Model Act for Universities seems to be aware of the fact that the Senate is an anachronism. It is aware that the older pattern did not include the Academic Council and it is also aware that there is room for contention by each body trying to advise the other with regard to its functions. The Committee realises that with the creation of the Academic Council, the Senate can no longer be considered to be the supreme Governing body and has noticed that in some newer Acts this has been advisably omitted. The Committee, therefore, has recommended the retention of the Court with curtailed powers: "The Committee recommends that in general, the authority to be given to the Court should be firstly for framing the budget, as it would be necessary to have a larger body than the Executive Council to take responsibility for this. Secondly, the Court should have the authority to indicate broadly what course a University should have. Thirdly, the Court should review the work of University as presented in the annual report and act generally as a consultative body. The Court should have no power to interfere with the decisions of other authorities acting within the powers given to them by law; the Court is not to be regarded as a superior body to revise a decision of the Executive Council or the Academic Council. Legislation by the Executive Council or by the Academic Council need not require confirmation by the Court. It should operate as a body concerned with general policy and the well-being of the University".

55. These suggestions of the Committee are sound enough as far as they go. But they do not go far enough. The acceptance of even these recommendations will represent a break with the past traditions of the University. However, these will not perhaps be generally acceptable. Much less will they be welcomed even by those which have been considerably perturbed by the development of many unhealthy

features in the Universities and by the growing incidence of indiscipline, irresponsible narrow prejudices, and violence that often mar the fair name of our Universities. The fact, however, remains that if the Senate is reduced to a merely consultative body, much of the politics in the Universities will be removed and the atmosphere will be greatly improved. The Committee has, however, not gone far enough. While there is an implied acceptance of the fact that the Senate has grossly blundered in the discharge of its duties as the supreme Governing body, it still proposes to give the authority to the Senate to pass the budget. The budget, of course, is prepared by the Finance Committee, scrutinised and adopted by the Syndicate and then brought before the Senate which has to approve it with or without modifications. Experience has shown that the Senates of the Universities have passed sometime unrealistic budgets without any thought to the financial resources of the University and put the State Government in a very embarrassing position. Many proposals have been made or items taken up without considering the future liability and without any thought for providing ways and means to meet this liability. The Senate has seldom given any time to proper scrutiny of the budget, to the thought of reducing expenditure by effecting possible economies, to augmenting the finances of the University by tapping new sources of income or by raising existing charges. The Senate has never refused to create a Department or sanction a post for financial reasons. It is, therefore, not the proper body to frame the budget. The only reason given by the Committee, namely, that it would be necessary to have a larger body than the Executive Council to take responsibility for this, is not at all convincing particularly in view of the very irresponsible and shipshod way in which the Senates have discharged this responsibility. Take away this responsibility and there will be hardly any justification for retaining the Senate just as a purely consultative body or for reviewing the work of the University as presented in the annual report.

56. The Senate of the Patna University consists of 139 members. Its constitution has been detailed in section 16 of the Act. There are four categories of members—*ex-officio* members, life members, nominated members and representative members. Apart from 35 teachers, other than the Deans, Principals and Heads of University Departments, the representative members consist of those mentioned under categories (a), (b), (c) and (d). They mainly represent the lay element. Perhaps the Committee did not recommend doing away with the Senate because of the great services that this lay element is supposed to render to the University. The Committee writes: "In general, the Court is intended to bring into the University the lay element and this has an advantage of bringing the University into contact with eminent men in public life, in industry and trade and those who provide finances for it. The lay representation in the Court (and on any other authority) can render great service to the University by their greater knowledge of the world and their ability to represent the general desires and aspirations of society". This theory may sound attractive but experience has shown that the lay element has contributed comparatively little and rendered hardly any noticeable service to the University and whatever little interest they have shown or services rendered have been progressively declining during the course of the years. They hardly contribute anything to the academic content of the discussions, are generally indifferent and impatient to get away and they perk up only when there has been successful lobbying. Or if there is an election they are persuaded to come by one candidate or another to cast their votes and the moment the election is over, they get away to something more congenial.

57. We must, therefore, face the fact that the Senate has outlived its utility. Like the pre-historic brontosaurus, it sprawls over the campus of the University lazily and is generally quiescent and harmless but once roused it thrashes about in blind fury doing more harm than good. It is time that it were given a decent burial. We, therefore, recommend that the Senate should no longer be one of the University authorities.

#### (ii) THE SYNDICATE.

58. The Syndicate is the chief executive body of the University and has the power to determine and regulate all matters concerning the University and the power to appoint officers and teachers of the University and generally carry on the day-to-day administration of the University.

59. The working of the Syndicate has not been at all satisfactory. Serious charges have been levelled from time to time—charges of inefficient administration resulting in inordinate delays, of financial irregularities and mismanagement, of favouritism and nepotism and of casteism and groupism. It has been alleged that it has squandered the University funds with an utter lack of responsibility, that it has created posts, made appointments and awarded promotions on ulterior considerations. Some of the charges are vague and cannot be substantiated; others merely result from a refusal to accept an unpalatable decision which to an unbiased person appears to be not unfair. The fact remains that the Syndicate has not been very circumspect and responsible in the discharge of its duties. It has squandered the finances available and it is mainly because of its irresponsibility that the University has been reduced to its present indigent condition. This lack of financial responsibility will be dealt with in detail elsewhere. A few facts may, however, be listed here :

- (1) On the 2nd January 1952 the total number of posts of teachers in the University was 428 whereas on the 31st December 1965 the number went up to 732.
- (2) The Syndicate initiated a single resolution by which 156 superior posts were created without considering their financial implications. This was, however, in 1956.
- (3) The Syndicate initiated a Statute which was subsequently approved by the Senate by which it was laid down that the number of superior posts should not be less than one-fourth of the total number of posts of teachers. In addition to this, additional superior posts, personal in character, were created not exceeding 5 per cent of the total number of teachers in the University. All this was done without realising the full financial implication.
- (4) During the period from the 12th July 1960 to the 31st December 1965, the Syndicate created as many as 155 additional posts out of a total of 751 posts as it stood on the 31st December 1965. Out of the total of 121 superior posts, 63 additional posts were created during this period and appointments to these newly created posts were made during the period from the 1st April 1962 to the 31st December 1965. The details of these posts category-wise are given below :—

(i) University Professor	...	...	...	1
(ii) Floating University Professors	...	...	...	6
(iii) Floating Professors or Readers	...	...	...	6
(iv) Professors or Readers	...	...	...	50
(v) Lecturers	...	...	...	85
(vi) Administrators, tutors, foremen and instructors	...	...	...	7
				155
	Total	...	...	155

These posts were created without considering the financial implications and without obtaining the prior approval of the State Government. Moreover, these and other posts have been created without the Syndicate satisfying itself whether the existing teaching staff had adequate load of work. More than one teacher have been appointed even when the number of students was not very large on the plea that it was not possible for one teacher to teach all the papers.

- (5) In 1962, the Syndicate by one resolution promoted a very large number of teachers to superior posts without obtaining the prior concurrence of the Chancellor to fill up these posts by promotion. This resolution was annulled by the Chancellor.
- (6) During the period 1962—65, there was a diversion of about Rs. 26 lacs, of which Rs. 21 lacs was out of the Consolidated University Fund which was meant for building purposes.

- (7) The Syndicate has been guilty of another serious irregularity. Some 51 University Professors, Professors or Readers were temporarily promoted by the Syndicate and they were allowed to continue up to the 30th June 1964 by the Public Service Commission. The Public Service Commission refused to give its concurrence to the promotion of these teachers beyond the 30th June 1964 and even then they were allowed to continue in their appointments and draw their salary in the superior posts which was a very serious irregularity.
- (8) The Syndicate incurred a total non-recurring expenditure of Rs. 97,654.10 on account of payment of arrear due to fixation of pay of University Professors.
- (9) There are 51 posts in the University for which no financial assistance is available either from the University Grant Commission or the State Government, 24 posts in respect of which financial assistance is available but which have not yet been duly created by the Senate and 31 posts created by the Syndicate have been allowed to continue beyond a period of one year without being created by the Senate.
- (10) In 1960 when the Patna University was vested with affiliating functions 28 persons were appointed for the University Office on the plea that the work had considerably increased but when in 1962 the affiliating functions were taken away, no attempt was made to declare this staff as surplus—in fact the number has been constantly going up. Incidentally we may say that 21 out of these 28 persons belonged to one caste.
- (11) Under the Act the Public Service Commission has to recommend two names arranged in order of preference to the University and the Syndicate can appoint one of these two. There is, however, a Statute which lays down that if the Syndicate prefers the second nominee of the Commission and appoints him, the Syndicate has to record its reasons in writing. In several cases the Syndicate has appointed the second nominee of the Commission without assigning any reason and thereby committed a breach of its own Statutes.
- (12) It has been noticed that the Academic Council is not invariably consulted by the Syndicate in the matter of creation of new posts. Similarly in apportioning the posts of University Professors, Professors or Readers the Academic Council was by-passed or ignored by the Syndicate.

60. As in the case of the Senate so in the case of the Syndicate also there has been considerable deterioration in the way in which the business of the Syndicate is carried on. The Syndicate should act like a cabinet and it should have only one aim, viz., to promote the interests of the University. There may be difference of opinion as there is bound to be when there are some nineteen members present but the way in which these differences find expression is most unrefined. There used to be well-established and healthy conventions, a code of conduct that was accepted without question. Once a decision was taken, it was accepted by all the Syndics and they were in honour bound to support it in the Senate. But cracks became visible a few years back. Members first began to refuse to support a decision which they did not approve and kept mum in the Senate. Then, they reserved the right to oppose in the Senate a resolution that had been approved by the Syndicate. Then they exercised the right to bring a private member resolution in the Senate. And the climax of it all was that a Syndic proposed to move a resolution in the Senate expressing no confidence in the Vice-Chancellor. When one becomes a member of the Syndicate, he gains certain rights but he also loses certain other rights which he enjoyed as a mere Senator but nobody cares about propriety or the larger interest of the University. The Syndicate is usually divided into groups and these groups are not always the same, they keep on shifting and changing and new and ever new combinations are formed as a result of varying pulls and pressures. The business of the Syndicate is not carried on with decorum—there are shouts and table thumpings and wild allegations against the Vice-Chancellor, the University administration and against one another. Decisions arrived at are not on considerations of justice and fair-play, not on considerations of academic rightness and propriety but on extra academic, i.e., political, caste or group considerations.

51. The position of the Vice-Chancellor becomes very awkward and untenable particularly when he cannot carry the majority of the Syndicate with him and in cases where there has been excessive lobbying, when powerful political or other kind of pressure has been exercised, the Vice-Chancellor even with the best of intentions cannot prove effective. His views go unheeded and very often he is shouted down and subjected to undignified comments. He has to carry out the decisions of the Syndicate even though he may not consider them fair and just. He can only intervene when the proceedings of the Syndicate are not carried on in accordance with the provisions of the Act, the Statutes, the Ordinances, the Regulations and the rules and even in such cases all that he can do is to report to the Chancellor that the proceedings have not been in conformity with such provisions.

62. The Vice-Chancellor is appointed by the Chancellor and he is responsible to the Chancellor. But he has to carry out the decisions of the Syndicate. This places him in a not very enviable position and the Vice-Chancellor has on occasions to put up with considerable personal indignity. A former Education Secretary after attending a few meetings of the Syndicate remarked that the salary of the Vice-Chancellor should be doubled—he should get Rs. 2,000 by virtue of the position that he held and he should get another Rs. 2,000 as some sort of compensation for the indignity that he had to put up with.

63. A body of opinion has been growing that the Syndicate should not operate as an executive body of the University as experience over a number of years has not been very happy. There have been suggestions that the Syndicate should cease to be the chief executive body of the University and should be converted into a mere advisory body to advise the Vice-Chancellor in the matters of administration of the University. Even if the Syndicate is not reduced to a mere advisory body it is suggested that provisions should be made in the Act to enable the Vice-Chancellor in case of difference with the Syndicate to refer the matter to the Chancellor whose decision shall be final. It is said that for better administration and discipline in the University it is not only necessary to select a proper person as Vice-Chancellor but it is also essential to give him more power under the Act so that he can function more effectively and not have to woo the members of the Syndicate or manipulate for a majority in the Syndicate resulting in weak administration. It has even been suggested that it is not necessary to be dogmatic about the principles of self-Government in educational administration. It may be better to have the Vice-Chancellor as the chief executive on the same line as in the presidential form of Government, the Syndicate acting as an advisory body.

64. To reduce the Syndicate to a mere advisory body may not serve the purpose at all. It would put a very great burden on the Vice-Chancellor which he may not be able to carry. It is, however, necessary to put some curb on the Syndicate so that it may not squander the finances of the University. For that purpose it may be necessary to make the advice of the Finance Committee binding on the Syndicate and to strengthen the Finance Committee. The Vice-Chancellor may also be given the power to hold up a decision of the Syndicate if in his view such a decision is not in the best interests of the University and to refer it to the Chancellor whose decision should be final. It may also be necessary to change the composition of the Syndicate.

65. At present the Syndicate consists of nineteen members as detailed below :—

- (1) The Vice-Chancellor;
- (2) The Treasurer;
- (3) The Education Secretary;
- (4) The Director of Public Instruction;
- (5) Two Principals and four Heads of Departments;
- (6) Five non-teacher members elected from among the members of the Syndicate;  
and
- (7) Four teachers other than Principals, Deans and Heads of the University  
Departments of whom two are nominated by the Chancellor and two  
co-opted by the Syndicate.

It is clear that of these nineteen members, four are junior teachers and experience has been that the presence of these junior teachers on the chief executive body of the

University has been rather unfortunate. These junior members sit in judgment over, say, the Principals or Heads of Departments, have a voice in the appointment of their Principals and Heads of Departments, can and do criticise the working of the College or the Department to which they belong, can and do criticise the Principal or Heads of Departments under whom they serve. This is hardly conducive to discipline and, therefore, it is necessary to do away with this particular provision. Similarly the presence of five non-teacher members elected from and by the members of the Senate has not been very happy. Some of them do not know enough about the affairs of the University, are not mature enough and are not detached enough to discuss academic problems in an academic atmosphere. While it is necessary to have non-teachers on the Syndicate perhaps the choice will have to be more careful—certainly they should not come in by the method of election as this results in the members' forming and talking about their constituencies and in promoting the welfare of the members of their constituencies. It is also necessary that the teachers should not be in a majority in the Syndicate as they have to deal with their own cases and the cases of their colleagues and probably it is because of the preponderance of teachers in the Syndicate that so many superior posts have been created and filled up. It is, therefore, suggested that the Syndicate may consist of—

- (1) The Vice-Chancellor;
- (2) The Education Secretary;
- (3) The Director of Public Instruction;
- (4) Two Principals and four Heads of University Department; and
- (5) Six educationists to be nominated by the Chancellor on the advice of the Vice-Chancellor.

66. The Committee on the Model Act for Universities has criticised the fact that in some Universities the appointments are made on the recommendations of the Public Service Commission. The consensus of opinion in the Universities and even outside seems to be that appointments of teachers should be made not on the recommendation of the Public Service Commission but on the basis of recommendations made by a University Selection Committee. The composition of the Selection Committee differs in different Universities but the composition is not relevant. What is relevant is the argument that the Universities should be autonomous in this respect and make their own appointments. There is, however, no guarantee that the appointments made through a University Selection Committee would be fairer than those made through the Public Service Commission. There is the likelihood of the emergence of *paivai* and other mal-practices on a large scale. In our State there is a historical reason for the enactment that the Public Service Commission should be in the picture. In 1952 when the two Universities of Patna and Bihar were established, a very large number of Government servants were transferred to the Universities and it was right and proper that the Government should safeguard the interests of these officers. And the fact remains that though the transferred officers were given the option of resigning from Government service and entering the service of the University, not a single transferred officer resigned—they all chose to remain in Government service liable to recall and they still continue to be Government servants. There are delays and at times the Public Service Commission likes to dictate as and when it recommends only one name or when it recommends only 6 names for 5 posts leaving very little choice to University. It also happens that sometimes the recommendations are rather queer as when a person is found fit to be the University Professor or Reader in one University but not in another. We, however, with full awareness of the limitations of the existing practice recommend that the appointments should continue to be made on the recommendations of the Public Service Commission with this proviso that the Commission should be assisted by three experts to be appointed by the Chancellor on the advice of the Vice-Chancellor and that these experts should also have the right to vote. A healthy convention should be established that the Public Service Commission should not go against the unanimous opinion of the experts. This we feel would be a safer and a fairer way than to have a Selection Committee which may not have the necessary conventions to help it and which may be subject to various pulls and pressures within and from outside the University.

## (iii) THE ACADEMIC COUNCIL.

67. The powers and duties of the Academic Council are defined in section 23 of the Patna University Act, 1961. The Academic Council is the chief academic body of the University and has the power to determine and regulate all academic matters and is responsible for the maintenance of standards of instruction and education including the conduct of Post-graduate teaching and the centralised Under-graduate teaching and the promotion of research work in the University.

68. The Academic Council does determine and regulate all academic matters in the sense that it has to frame all Regulations and initiate all proposals for the creation of posts of teachers at the University. Apart from this, however, the Academic Council does very little else. It has the power of superintendence and control over Under-graduate and Post-graduate teaching as well as research. It is also said to be responsible for the maintenance of standards of instruction and education but the Academic Council has done very little in this direction. The Academic Council is a very large body consisting of all Principals, and Heads of the University Departments as well as four other teachers and two co-opted experts—the total number being 53. While it is the duty of the Principal to exercise supervision and control over the teaching in his College and of the Head of the Department to superintend and control and maintain the standard of teaching in his Department, it is the Academic Council which has been vested by the Act with the power to supervise and control all teaching in the University and to maintain a uniformly high standard of instruction. A high level of standard can be maintained and supervision and control exercised only through its Chairman—the Vice-Chancellor and the Deans of the Faculties but this has not been done so far and the constitution of the Academic Council being what it is and its meetings comparatively infrequent, it can hardly discharge the duties which have been placed upon it by the Act.

69. It is the Academic Council on which the academic life of the University mainly depends and unless it plays a dynamic role and takes active steps to discharge the duties assigned to it, it cannot serve any useful purpose. It has also powers of general control over the Examination Board and may review the results of the University examinations. But in this respect also it has proved wholly ineffective. It has not exercised any control over the Examination Board and has not reviewed the results of the University examinations and, therefore, it has played no part at all in maintaining the standards of examinations. It has paid very little attention to academic standards and done little to bring about qualitative improvement in teaching. It has not taken any effective steps to re-organise lectures or to make tutorial instruction more effective. Apart from framing the routine Regulations, its interest has mainly been centred in the creation of posts of teachers and in this matter it has been very interested and very liberal. In the matter of creation of posts, Parkinson's Law seems to have operated with a vengeance and posts have multiplied without any real necessity and without a proper examination of the amount of work that a teacher or a Department is called upon to do. This has actually resulted in severe financial strain on the University.

70. The Academic Council has also the power to nominate a suitable person (other than a teacher of the University) to serve as an expert in order to assist the Public Service Commission but the nominations in some cases have not been as fair and proper as they should have been. Experts have been nominated not because they were the best experts available but on considerations other than purely academic.

71. The Academic Council has also the power to make transitory Regulations and when it considers the immediate enforcement necessary it can recommend them to the Chancellor accordingly and the Chancellor has to direct that the Regulations should come into force with immediate effect. This power also has not always been exercised judiciously. If some foresight could have been used then there would have been no need of transitory Regulations and permanent Regulations could have been framed in the usual way. In some cases such Regulations have been made on extra academic considerations as a result of outside pulls and pressures.

72. It has been brought to our notice that the Academic Council has overshadowed the Faculties and pushed them into the background. It has also been said that the examination of academic matters previously done by the Faculties was a great deal

better than that by the Academic Council whose examination is usually superficial and smacks of party-politics. We feel that the mere existence of the Academic Council should not overshadow the Faculties and push them into the background. The Faculties are there and under the Act each Faculty is in charge of the teaching and the courses of studies and research in such subjects as are assigned to it by the Regulations. It is true that the Faculty is a more expert body than the Academic Council in the sphere assigned to it. It is also true that it can examine academic matters in greater detail and with greater expertise than the Academic Council and it should do so. There is little in the Act to prevent it from discharging its duties and it should stand up to the Academic Council if the latter tries to override its recommendations.

73. The constitution of the Academic Council as suggested by the Committee on the Model Act on Universities is as follows :—

- (a) The Deans of Faculties;
- (b) Heads of Departments;
- (c) Principals of Colleges;
- (d) Teachers other than Heads of Departments or Principals of Colleges to represent adequate different subjects; and
- (e) Persons from outside the University with specialised knowledge.

This is more or less in line with the constitution of the Academic Council for the Patna University. According to section 22 of the Act, the Academic Council shall consist of—

- (i) the Vice-Chancellor;
- (ii) the Deans of Faculties;
- (iii) such Principals and Heads of University Departments as are not Deans;
- (iv) the Director of Public Instruction, Bihar;
- (v) four teachers to be elected from and by the members of the teaching staffs of the Colleges and University Departments, other than the Deans, Principals and Heads of University Departments; and
- (vi) not more than two experts, preferably not in the service of the University to be co-opted by the Academic Council.

The only difference is that here the four teachers are to be elected whereas the Committee has suggested that they should be co-opted by the Academic Council and has not laid down how many teachers are to be co-opted. It has suggested that the Academic Council for unitary and federal type of Universities may consist of 60 members.

74. It has been suggested that the Academic Council should necessarily have a final say in all vital academic matters and no other University body or authority should interfere with matters like quality of research, standards of teaching, examinations, etc., and that the Regulations framed by the Academic Council should not be subject to approval or disapproval of any other authority of the University. One of the recommendations of the Committee on the Model Act on the Universities is as follows :—

“ The Academic Council should be the sole authority for determining the courses of studies and standards and their decisions should not need approval by any other authority in the University. ”

In the Patna University Act, 1961, sub-section (3) of section 34 provides as follows :—

“ Where the Syndicate has returned to the Academic Council a Regulation made by it and the Academic Council, on a re-consideration of the matter, does not agree with the Syndicate, the Academic Council may refer back the matter to the Senate through the Syndicate and thereupon the Senate may either confirm, amend or reject the Regulation. ”

So far as the Regulations are concerned the Syndicate has to transmit them to the Senate. Only when the Regulations relate to matters which directly or indirectly affect the finances of the University the Syndicate can return them to the Academic

Council for re-consideration and if the Academic Council on a re-consideration does not agree with the Syndicate, the Syndicate has to transmit the Regulations to the Senate. It is obvious, therefore, that the Syndicate has very little powers so far as the Regulations are concerned but it is the Senate that has been vested with the power of confirming the Regulations with or without amendments. We have already suggested that the Senate should be abolished and if that recommendation is given effect to the Regulations would not have to be approved with or without amendments by the Senate.

75. There is, however, one further provision in the Patna University Act so far as the Regulations are concerned. Sub-section (4) of Section 34 reads as follows :—

“ A regulation passed by the Senate shall have no validity until it has been approved by the Bihar University Commission. ”

Perhaps Bihar is the only State which has a Statutory body called ' The Bihar State University Commission ' which discharges functions similar to those of the University Grant Commission. It has been found as a result of experience that sometimes the Academic Council is carried away by sentiment or by considerations that are strictly unacademic in character or frames a Regulation without due consideration or adopts Regulations which are against the policy of the State Government or the Government of India. For instance, it was the policy of the State Government as well as the Government of India to give some concessions to students belonging to the minority communities and they wanted that such students should be allowed to continue to have the privilege of answering questions in their mother tongue. The Academic Council was not prepared to allow this privilege to continue and the State University Commission had to intervene. It has also been found that different State Universities have different sets of Regulations covering similar academic matters whereas there is no apparent justification for this difference. For instance, some Universities would have different percentage as pass marks or as qualifying marks for First or Second Divisions or different Regulations about the number of external examiners, and so on which lead to confusion and criticism. There should be some body which can co-ordinate and advise the Academic Councils of the different State Universities so that they may follow a more or less uniform policy in all academic matters. It is, therefore, necessary that this provision that the Regulations passed by the Academic Council should be approved by the Bihar State University Commission should continue and the Commission should have the power to approve the Regulations with or without modifications.

76. The Academic Council is a fairly large body and, therefore, it cannot meet very frequently and carry on the day-to-day supervision and control over teaching and research. It is, therefore, suggested that there should be a Standing Committee of the Academic Council as some of the other Indian Universities have it so that large matters of academic policy should be examined thoroughly and quick decisions taken. The Standing Committee may also meet frequently and review the position with regard to teaching and research and suggest measures of improvement. The Standing Committee may consist of the Deans and two Principals and four University Professors with the Vice-Chancellor as Chairman.

77. The Academic Council has also the power to make emergency Regulations when the Senate is not in session. The proviso to sub-section (2) of section 34 reads as follows :—

“ Provided that if at any time, except when the Senate is in session the Academic Council makes a Regulation and considers its immediate enforcement necessary, the Academic Council may recommend to the Chancellor accordingly and the Chancellor shall thereupon, by order published in the official gazette, direct that the Regulation shall come into immediate effect; but such a Regulation shall cease to have effect on the expiry of seven days from the date of the next meeting of the Senate unless confirmed by it ”.

We recommend that this proviso may be suitably amended and the emergency Regulation, where necessary, may be referred to the State University Commission and not to the Chancellor, for approval.

## (iv) THE EXAMINATION BOARD.

78. The Examination Board, as constituted under section 25 of the Patna University Act, 1961, consists of the Vice-Chancellor as Chairman and the Deans of all the Faculties as members. As there are only six members, it is not unwieldy. Suggestions have been made for reducing its size and altering its composition but the Examination Board has generally been working well and, therefore, it is not necessary to change its constitution.

79. The Examination Board has to make all arrangements for the conduct of examinations. It has to appoint paper setters and examiners and prepare and publish results and deal with cases involving use of unfair means and all other matters relating to University examinations. There have been some lapses but not too many. There was an alleged case of wholesale leakage of questions of the Pre-University Examination, 1964 but the leakage took place at the stage of printing and it was detected in time and fresh questions were set. There are occasional cases of use of unfair means occurring every year which are disposed of by the Examination Board in the normal course.

80. Allegations have been made that there have been serious irregularities in the matter of appointment of examiners or Head Examiners. It is alleged that there were a few fortunate individuals who had the privilege of examining every year two to three thousand answer books. There were, on the other hand, sufficient number of qualified teachers who were either not appointed as examiners or if appointed were required to examine fewer answer books. There seems to have been some substance in these allegations. While no teacher can claim as his right to be an examiner, the Examination Board should see to it that the work is more or less evenly distributed so that there is no suspicion of discrimination or favouritism.

81. Although the Examination Board has to report the results of the examinations to the Academic Council it seldom does so and acts more or less in a way wholly independent of the Academic Council. It is necessary that the relationship between the Examination Board and the Academic Council is spelled out clearly.

82. Under the Act the Examination Board has to formulate ways and means for the purpose of improving the machinery for the true assessment of the attainments of the students but unfortunately no attention has been paid to this aspect of the matter. It has merely been concerned with conducting routine examinations in a routine way. No thought has been given to the need of improving the machinery for the true assessment of the attainments of the students. It has been taken for granted that the method that obtains at present requires no improvement. Some thought should be given to the problem of examination reform. The question has been agitating the mind of the educationists for some considerable time but the Examination Board seems to have buried its head in the sand and is blissfully unaware of what is happening in the wide world.

83. The Examination Board has not made any attempt to work in co-operation with its counterparts in other Universities. It has not, in consultation with its other Boards, tried to draw up uniform rules for examinations in all the State Universities.

84. We recommend that the size of the Examination Board and its constitution may remain as at present. The rules for appointing examiners should be rationalised and made more objective so that there are no reasonable grounds for complaints. The Examination Board should give some thought to the problem of examination reform and in consultation and with the co-operation of other Boards evolve some machinery for assessing the day-to-day work of the students in the University and set up a machinery which would co-ordinate the periodical assessments with the final performances at the University Examinations.

## CHAPTER V

### FINANCE AND FINANCIAL ADMINISTRATION.

85. A thorough probe into the financial affairs of the Patna University covering the period from the 12th July, 1960 to the 31st December, 1965 (full details of which may be seen in the report of the Deputy Controller of Accounts, in Appendix 'J' of this report) has revealed that the existing financial set up has miserably failed to exercise effective control over the finances of the University. The result has been that the University with a reasonably sound financial position to start off with has become bankrupt. The financial position during 1959-60, 1960-61 and 1961-62 was sound enough and there was a saving of Rs. 24,27,829.19 as on the 31st March 1962 but from 1962 it started spending liberally even when its receipts gradually declined with the result that it had a deficit of Rs. 11,97,129.75 during 1964-65, of Rs. 13,56,963.00 during 1965-66 and of Rs. 21,79,332.00 during 1966-67. The Table below brings out the position clearly and the position is staggering enough :—

Year.	Total recurring receipts including the balances brought forward from the previous.	Total recurring expenses.	Balance (+) (-)	
1	2	3	4	
	Rs.	Rs.	Rs.	
<i>Recurring receipts and expenses.</i>				
1959-60	79,56,454.94	70,97,162.19	8,59,302.75(+)	Actual
1960-61	94,73,697.34	74,42,769.31	20,30,928.03(+)	..
1961-62	1,17,01,987.33	92,74,158.14	24,27,829.19(+)	..
1962-63	1,04,28,376.93	97,05,255.85	7,23,121.08(+)	..
1963-64	96,69,336.86	94,93,127.10	1,76,209.76(+)	..
1964-65	89,99,547.01	1,01,96,676.76	11,97,129.75(+)	..
1965-66	1,02,12,289.00	1,15,69,252.00	13,56,963.00(-)	Revised Budget.
1966-67	1,19,30,378.00	1,41,09,710.00	21,89,332.00(-)	Budget Estimate.
<i>Non-recurring receipts and expenses.</i>				
1959-60	48,40,292.54	21,34,183.24	27,06,109.30(+)	Actual.
1960-61	50,33,281.96	22,18,888.73	28,14,393.23(+)	..
1961-62	53,76,370.40	25,80,173.75	27,96,197.15(+)	..
1962-63	51,50,916.68	50,95,453.12	55,46,356.00(+)	..
1963-64	51,40,067.97	40,12,715.41	11,27,352.56(+)	..
1964-65	43,39,479.92	29,99,496.45	13,39,983.47(+)	..
1965-66	77,39,111.00	90,15,809.00	12,76,698.00(-)	Revised Budget.
1966-67	65,24,045.00	72,88,594.00	7,64,549.00(-)	Budget Estimate.

86. In order to meet this deficit the University after eroding its precious savings made illegal and unauthorised and indefensible appropriation of the grants and loans received from the University Grants Commission and State Government for specified non-recurring expenses.

87. The principal reason for the shattered financial position has been that the University (the Vice-Chancellor, the Treasurer, the Syndicate, the Finance Committee and the Senate) did not plan expenditure within the available resources of the University.

88. In most of the cases, the unspent balances of the grants or receipts standing for some specified purposes were utilised on items or purposes other than those for which they were sanctioned. From the statement of the unutilised grants standing on the 31st December, 1965, furnished by the University to the University Enquiry Commission, it would be evident that the savings of Rs. 35,90,409 (out of the recurring and non-recurring grants received from the State Government and the University Grants Commission) have been spent on items other than those for which the grants were received. This glaring breach of financial propriety has occurred due to non-observance of the provisions contained in Sections 11(2)(b) and 21(d) of the Patna University Act during the course of four years commencing from 1961-62.

89. Instances were also not wanting to reveal that the expenditure on execution of the sanctioned schemes for development and expansion purposes were astonishingly low. On the 1st April 1962, a sum of Rs. 6,78,000 and another of Rs. 8,00,000 which were received by the University from the State Government for the improvement of the Patna Medical College lay in the opening balance and only a sum of Rs. 34,530 and another of Rs. 73,997 were spent during the spell of four years, leaving huge balances which ultimately paved the way for unauthorised utilisation of these balances on items other than those for which the money was sanctioned.

90. The audit report reveals numerous procedural irregularities some of which are listed below :—

- (i) The Bank cheques were drawn over the signatures of the Registrar, the Finance Officer, and the Budget and Accounts Officer but the Statutory provisions declaring the officer or the officers of the University to function as the drawing and disbursing officer have not yet been made.
- (ii) The funds of the University were lodged both in the State Bank and the Allahabad Bank but there was no documentary proof available to show the decisions of the University authorities regarding the nature of transaction to be operated upon each of the two Banks.
- (iii) In the absence of any Loan Ledger (relating to the loans received by the University from time to time through different sources) it was not possible for the audit party to ascertain the position of the loans at a glance.
- (iv) No register was maintained to show the position of the amounts of interest realisable and those actually realised on investment of Government security.
- (v) The general Cash Book was not found scientifically maintained and the entries recorded in the Cash Book both in the receipt and the expenditure side of any unit were neither initialled by the Ledger Writer nor countersigned by any superior authority.
- (vi) Instances also came to the notice in which payments in excess were made to the staff due to wrong fixation of pay, etc.

91. Irregularities were noticed in the purchase and maintenance of stores. Reasons for accepting higher tender rates were not assigned or placed on record. In some cases, it transpired that the comparative charts prepared for each tender received against particular purchases were neither initialled by the competent authority nor countersigned by any superior authority in token of their authenticity. Likewise the stock ledgers were not authenticated under the initial of any competent authority. There was neither any rule framed nor principle adopted to ensure that the stores and stocks were physically verified periodically.

92. It is evident that the state of finances, fiscal administration and accounts of the Patna University during the period under investigation call for radical and comprehensive measures to ensure a satisfactory system of accounts and avoidance of the financial irregularities which seem to be the rule rather than the exception.

93. We have already recommended that the post of the Treasurer should be abolished and that there should be a Financial Advisor not below the status of Deputy

Accountant-General with wide powers to ensure proper control and supervision over the finances and accounts of the University. We further recommend that no proposal involving financial implication should be considered either by the Finance Committee or by the Syndicate unless it has, in the first instance, been thoroughly examined and approved by the Financial Advisor.

94. We also recommend that—

- (i) a Rule-making Sub-Committee consisting of the Financial Adviser, an officer of the Finance Department, an officer of the Education Department and two members of the Syndicate should be appointed to frame financial and accounts Rules;
- (ii) an economy cell consisting of the Financial Advisor, an officer of the Finance Department, an officer of the Education Department and the Deputy Method and Organisations Officer of the State Government and two members of the Syndicate should be appointed to suggest measures of economy for we believe that there is plenty of scope for effecting economy in the Patna University, its office, its colleges and its departments; and
- (iii) the Stock and Stores as existing on the 31st March 1966 should be physically verified by the Physical Verification Units of the Finance (Audit) Department and a copy of the report should be submitted to the State Government for such action as the Government may deem fit.

95. We have already shown that the Patna University is facing a huge deficit from 1964-65. It is also abundantly clear that it is beyond its capacity to tackle this acute financial crisis. We have recommended certain changes in the financial set up. But it also appears necessary to consider and suggest means for augmenting the resources of the University.

96. A brief review of the positions seems to be called for at this stage. Under section 38 of the Patna University Act, 1951, the State Government fixed the Statutory grant at Rs. 35 lakhs (vide Government order no. 10717, dated the 18th April 1952). In 1958, Dr. B. Prasad, the then Vice-Chancellor, made a request for increasing the Statutory grant by a sum of Rs. 11,48,939 (vide his D.-O. letter no. 434/VC, dated the 14th August, 1958, addressed to the Chief Minister). The matter was examined by a High Level Committee appointed by the State Government. As a result of the recommendations of this committee, the State Government made an additional grant of Rs. 3,53,616 under section 38 (ii) of the Patna University Act, 1951 (vide Order no. 4116, dated the 21st August 1959) on *ad hoc* basis. The State Government sanctioned some more grants from time to time. At the end of 1961-62, over and above the Statutory grant, the State Government was spending an additional sum of Rs. 13 lakhs. Under section 40 of the Patna University Act, 1961, the State Government after consulting the Vice-Chancellor fixed the Statutory grant at Rs. 46,66,000 and this fixation became final after 60 days of its publication in the official gazette. We feel that this fixation was not fair. The State Government was spending Rs. 35 lakhs plus Rs. 13 lakhs out of the consolidated funds for and in respect of the Patna University, its departments and the colleges transferred to it and the Statutory grant should have been fixed at Rs. 48 lakhs, increased by 33½ per cent. The State Government, however, chose to interpret the section differently and contended that it was only spending Rs. 13 lakhs which was to be augmented by 33½ per cent and the then Vice-Chancellor did not contest this interpretation. The University now has no legal right as it has been let down by its own Vice-Chancellor and as 4½ years have already elapsed there is no point in raising any controversy over it now.

97. Had the University authorities exercised proper financial control and kept their expenditure within the available resources, the present financial crisis would have been avoided. Now that the University is faced with this crisis the problem can be solved in three ways—

- (i) *By providing for an efficient Financial Administrative set-up.*—We have recommended the creation of the post of Financial Adviser. We now

recommend that the composition of the Finance Committee should be changed and the Committee made more effective. The Finance Committee should consist of the Vice-Chancellor, a Deputy Secretary, Education Department, the Secretary, State University Commission, one Principal and one Head of a University Department nominated by the Vice-Chancellor with the Financial Adviser as Member-Secretary. We further recommend that the advice of the Finance Committee should be invariably accepted by the Syndicate and in case of difference of opinion the matter should be referred to the Chancellor on the State University Commission whose decision should be final.

(ii) *By effecting utmost economy in the expenditure of the Patna University.—*

There is plenty of scope for economising the expenditure of the University. We have suggested earlier that an economy cell should be immediately constituted. The items on which economy can be effected have been detailed in the audit report (vide Appendix K). The measures suggested in this report will result in annual savings of above Rs. 10 lakhs. While it is not possible for the Commission to accept some of the curbs proposed on items like research scholarships, merit scholarships, youth welfare activities, books, journals and periodicals, we do feel that substantial economy is possible and that it should be immediately effected. In addition, the staffing pattern and work-load should be examined so that superfluous staff may be pruned. Meanwhile, all proposals for filling up of superior posts, creation of new posts, establishment of new departments should be freezed.

(iii) *By tapping new sources of income.—*We recommend the following measures :—

- (a) The University Press should be run on commercial lines and it should be so organised as to ensure a substantial income.
- (b) The Publication Wing should be re-organised and sales pushed up.
- (c) Old magazines and papers and old question papers should be sold by public auction and the amount credited to the University Fund.
- (d) The fees should be enhanced. The fees charged by the Patna University are on the low side compared to other Universities.

98. The question of revision of the Statutory grant should be taken up by the State Government after the above recommendations have been implemented and the actual need of the University for additional grant correctly assessed. Pending the revision of the Statutory grant on the lines indicated above, it appears necessary to provide for an *ad hoc* grant to the University to enable it to manage its affairs. According to the Budget Estimate for 1966-67, the deficit on the recurring side of the expenditure comes to Rs. 21,79,332. If stringent measures of economy are taken we feel that it would be possible to reduce the deficit to Rs. 10 lakhs and we recommend that the State Government should make an *ad hoc* grant of Rs. 10 lakhs annually which should be paid until such time as the Statutory grant is revised.

## CHAPTER VI

### STUDENTS, GUARDIANS, THE POLICE AND THE POLITICIAN.

99. *A word about student unrest.*—The numerous ugly manifestations of indiscipline must have disturbed all thinking minds and the noticeable trend towards progressive deterioration makes the angels weep. We feel that some thought should be given to this problem and the highly ugly manifestation of indiscipline should be faced squarely and not glossed over or explained away. It would not do to say that it is the result of general world sickness and think that we have spotted the disease and also prescribed the remedy. Again, it would not do just to say that what is happening in the student world is a reflection of what is happening in society and do nothing about it. It would also not do to be clever and analyse the various underlying reasons and label them as political, social, economic, psychological, educational, administrative, moral and spiritual.

100. The struggle for independence set free certain admirable qualities like heroism, fearlessness, self-sacrifice, the unconquerable will and the courage never to submit or yield but it also let loose various forms of indiscipline, violence, lack of respect for authority. We were engaged in a great task, namely, the task of achieving freedom and we rightly had no time to think of the damage to our moral fibre. The fact, however, remains that along with the splendour, the glory and the sacrifice, there was the dust and heat and fire of indiscipline, violence and immortal hate. And this dust and heat and fire did not die out after independence.

101. Freedom and its result democracy threw open the doors of our educational institutions to those who had not the necessary background of culture, who did not prize culture and did not seek the cultured way of life. Most of those who made a bee-line towards University education were hardly capable of receiving this education—their background, their outlook, their mental level had not qualified them for the portals of learning and culture and in fairness to them it has to be said that those whose task it was to help them acquire this learning and culture failed miserably.

102. We should tell the students bluntly that they come to the University to learn, that the four to six years that they spend there, should be devoted only to the business of learning and nothing else—they are there to undergo voluntarily a period of mental and spiritual discipline and they have to endure that discipline howsoever irksome it may seem. They should be told that high spirits and boyish pranks were one thing and criminal activities quite another and that while high spirits could be appreciated and boyish prank condoned, criminal activities would be punished.

103. We should tell the students that they could form unions but not trade unions, that they could have debates and games and sports and other social activities but that they did not have the right to agitate. They have no business to agitate for reduction of fees or seat rent or hostel charges for they do not pay them. They cannot agitate against the College authorities for various facilities, for they go to the college with their eyes open, with full knowledge of all the facilities or lack of facilities available and also because they come there to be disciplined and, therefore, they have no business to cause indiscipline.

104. They should be told that they did not have the right to strike, to picket, to walk out from class-rooms and examination halls, to tease girl students, to abuse their teachers and assault them, to come to the College with knives and pistols. They should be told that they did not have the right to burn buses, shops, cinemas and railway stations or indulge in brick-batting, defying law and order, damaging buildings and destroying national wealth. They should be told that if they behaved as students they would get full protection from the University but that if they disgraced their Alma Mater and indulged in criminal activities they could expect no protection.

105. Not only should our students be told all this but the University also should act accordingly and should not discriminate between one student and another, between one group of students and another.

106. We have chosen to speak bluntly for all too often words are minded and the festering sores are covered over and concealed. We have chosen to speak bluntly because we feel that students should spend their time at the University fruitfully. The time is too short—for that matter life is short and the road to knowledge is long—and in this all too short a period, their main business should be to acquire knowledge, to imbibe culture, to try to become useful citizens. When they go out, they may become administrators, statesmen, businessmen, teachers, politicians and even criminals if they will for the choice will be theirs. But at this stage of life, they should certainly not ape the politicians or the law breakers. The world may be sick but it is not their business to cure it, for they do not have an access to the remedy. Government or society may be rotting with corruption but they cannot turn it into a wholesome body as they do not know how to set about it. The University may have academic and administrative shortcomings, lapses and limitations but it is not for them to question and criticise for that is the way to indiscipline, to the primrose path to everlasting bon-fire. There is time enough when they can try to cure the sickness of the world, to remove the canker of corruption from society and to improve the academic and administrative set-up of the University but not yet—not when they are students—not when there are others to look to these things.

107. More than the students, we feel that it is the guardians who are at fault. They have world enough and time to be interested in almost everything on God's good earth except their young wards. After all, the students spend only a few hours, four or five at the College—the rest of the time they spend at home with their parents and relations, with their friends and neighbours. The guardians are no longer interested in their children—they have just no time for them. There is no problem of student indiscipline or delinquency in Japan, for the family discipline is good, for the parents are interested in the study and the general welfare of their children. Here, if they are interested at all, it is not their interest that their boys should be capable and polished and good in their studies. Their interest manifests itself in getting their boys admitted to a University course when they have not the necessary aptitude or the necessary attainment, when they cannot compete on merit with other students. Their interest manifests itself in getting their wards sent-up when they have no reasonable chance of success. And if the boys are not sent up, they move heaven and earth until the Supreme Court has to intervene. Their interest manifests itself in doing *pairvi* with the examiners to get their wards a pass or a good class when the boys do not deserve a pass or a good class. After a student had finished his examinations, a guardian is reported to have said to his son: "Son, you have done your work. Now it is my duty to see that you get through". This is the representative attitude. Apart from this, the guardians are not interested. They let their wards run loose, get into bad company, go to the devil in their own way. And the poor boys are not to blame for what do they see round about them in their homes, in their neighbourhood, in society? It is pettiness, meanness, greed, envy, back-biting, dishonesty, corruption, casteism, groupism, communalism—all the things that prompted the king of Brobdingnag to call mankind "the most pernicious race of little odious vermin that Nature ever suffered to crawl upon the surface of the earth".

108. *A word about the Police.*—The Police, and they are so much in the limelight these days, should be told to respect the sanctity of the University and should establish a convention that they should not enter the campus without first obtaining the permission of the Vice-Chancellor. They should also be told that they should deal with students with tact, sympathy, understanding and a little imagination—qualities that they seldom show in their dealings with students. They should be told that they should not wield the blunt instrument at the slightest provocation and that in no case should they be trigger happy. They should be told that students are young, immature, emotional, inexperienced and easily carried away and led astray but that the Police should not lose temper or panic.

109. The politicians should keep away from the University campus and the students. They should not take up "the cause of students" for their own narrow, selfish, political ends. They should not interfere in University matters. If a student has failed, has not put in the required percentage of attendance, has been fined or

otherwise punished for a breach of College rules, they should not bring pressure to bear on the University authorities to pass the student, send him up, let him go scot free, excuse the fine. If the University has expelled or rusticated a student, they should not do *pairvi* with University authorities to admit him and they should not interest themselves and help with men and money a student or a group of students who are campaigning for elections to the University Union.

110. We recommend that Government may take necessary steps with the co-operation of the opposition parties to evolve a code of conduct for political parties and individual politicians vis-a-vis the University.

111. That teachers should be told—But we shall deal with the role of teachers in the next chapter.

## CHAPTER VII

### TEACHERS, TEACHING AND RESEARCH.

112. We regret to say that the teachers, with some notable exceptions, have not played their role effectively. We are constrained to observe that once they have secured a job they begin to think that the job was theirs, as it were, by divine right and that they could attend to other things. Compared with other services, the teachers have fewer hours of work but even the two to three periods that they have to take per day seem irksome to them, an unpleasant and wholly uncalled for work that they are called upon to perform. The attitude seems to be that if they condescend to take a few classes they are, as it were, conferring a favour on the students, the college and the society at large. As we have said elsewhere, the teachers have and should have individual freedom but this academic freedom does not mean that they should refuse to take their classes, correct tutorial exercises, prepare their lectures. This individual academic freedom does not mean that the teachers should refuse to carry out orders, should form groups and indulge in politics. Again, this freedom does not mean that they should push up certain candidates and pull down others. In short, this freedom does not mean that the teachers can do everything on God's good earth except teaching.

113. We have observed elsewhere that in such matters it is best to speak plainly and bluntly. To gloss over or explain away the very real defects that exist, the festering sores that have jeopardised the wholesome working of the University would be dishonest. It is a fact that the teachers are not doing the work which is their main duty. They do not prepare their lectures—they have just no time for it—and they go to their classes unprepared and cut a very sorry figure before the students. It is a fact that they do not come punctually and that the students have to wait patiently or impatiently for the teachers to come; and sometimes when the teachers do come they just take down the attendance and dismiss the class. It is a fact that the teachers have their coffee break or gossip or play chess or cards while the classes are waiting. It is a fact that the classes are suspended on the slightest excuse. It is a fact that nobody seems to bother whether the syllabus has been properly covered or not. It is a fact that the tutorials which are more important than the lectures are wholly neglected. They are either not taken or the students are told to go away after their attendance has been noted down. It is a fact that exercises are not given or if they are given, they are not corrected because the teachers have no time to correct the exercises and because they think that to correct exercises is an imposition—something which is not their work at all. It is no wonder, therefore, that the hungry sheep look up and are not fed. It is no wonder that there is so much of indiscipline among the students.

114. Our teachers also form trade unions—they call them associations—with the sole purpose of agitating and fighting for better pay and better service conditions. They do not form any association to discuss the problems that face them as teachers. They do not discuss how to improve their technique, how to make tutorials more useful, how to improve the quality of research or how to make themselves more useful to the pupils who have been put in their charge.

115. We are again constrained to observe that the teachers set a very bad example to the students. They are unpunctual, they do not study, they quarrel among themselves over petty things, they spend their time in dancing attendance on politicians or men in power who can advance their cause. They indulge in casteism and groupism and favouritism and nepotism. They have their favourites among the students whom they push up and patronise and mostly these favourites are students belonging to their own castes. They take up too many tuitions, write too many *bazar* notes or do *pairvi* to have as many answer books to examine as possible or take up tabulation work and the result of it all is that they have no time and energy left to teach. They are indisciplined, refuse to carry out the orders of the Head of the Department or the Vice-Chancellor because they know that they have strong political backing and that nobody can take them to task. Such is the kind of example that they set before their students.

116. We talk about ideals—about the position and prestige that the teachers enjoyed in ancient India. But we do not see what is taking place before our very eyes.

We do not suggest the impossible, that the teachers should be ideal, that they should be perfect—the only perfect beings in this very imperfect world. What we do expect is that the teachers should have a minimum of basic honesty, a modicum of ability so that they are able to discharge their duties fairly, if not excellently. We do expect that they should realise that teaching was a whole-time job and that teaching should come first before everything else. We do expect that the teachers should show some high seriousness, some sense of devotion, sense of mission.

117. It is said that the teachers cannot be immune to world sickness, that they cannot escape the malady from which the society suffers. It is said that what is happening in the teaching world, in the Universities, is but a reflection of the strife, the violence, the ignobleness that is in the outside world. There is some truth in the saying that a society gets the kind of teachers it deserves, the kind of Universities it deserves. But if we accept this fact then there is and can be no hope of improvement, of re-generation. We do not believe that the case is hopeless and we believe that the remedy lies in the hands of our teachers. The light, the gleam that is no longer on sea or land will come from the teachers.

118. We do not say that the teachers should not be interested in the improvement of their prospects. We do not say that they should not work for getting better pay scales though the fact remains that many teachers are now holding superior posts who a few years back would never have dreamt of holding these posts. We should pay our teachers well but we should also have the right to expect good work from them.

119. In the Universities we should have teaching as well as research. Both are important and, of course, it is for the Universities to decide the balance that there should be between teaching and research. Our experience has been that the Universities have laid too much importance on research or rather on research degrees and that it has damaged the quality of teaching considerably. The evil—for it has become an evil—dates back to the time when in order to encourage research Government decided to give a few advance increments to those lecturers who obtained a research degree. The result was that research became a sort of vested interest and when the Universities framed the statutes prescribing the qualifications of teachers, undue stress was laid on research degrees. As a matter of fact, it became a *must* for a teacher to possess a Ph. D. degree if he aspired to a superior post in the University—not that this led to any useful research, any research of lasting importance. It is true that the State Universities, and the Patna University in particular has produced a large number of Ph. Ds. in the last few years but the fact remains that the quality of research has not improved, that our teachers have made no mark even in India and that in the field of research they have achieved no importance in the international field. The only results have been that those who have managed to get a research degree have succeeded in pushing out those of their colleagues who perhaps had better abilities but had no desire to pursue research in any particular field. And the effect on teaching has been disastrous, for our teachers instead of teaching well pursued the will-o'-the-wisp called research. We, therefore, recommend that the Statutes laying down the qualifications for superior posts should be revised.

120. We can hardly do better than to quote from the Robbin's Report: "There are many persons of first class ability, particularly in the humanities, who have never engaged in any research in the narrow sense or felt any urge to publish, but whose breadth of culture, rightness of judgment and wide range of intellectual curiosity are priceless assets in a Department or College. There are others who develop powers of organisation and administration that are invaluable for the smooth running of a large Department. Like all communities a University needs a diversity of gifts and any notion that there is an ideal division between research, original work and administration to which every member of the academic staff of a University should attempt throughout his academic life to conform, is wholly alien to the proper concept of a University.

We think that in the making of appointments and in promotion this diversity of gifts is not sufficiently honoured and that published work counts far too much in comparison to other kinds of excellence. The exceptionally gifted teacher, and the

man who has given his time to organisation and administration, to the running of laboratories and the development of libraries or to the welfare of students tends to suffer when appointments and promotions are considered, in comparison with the man who has distinguished himself by publication."

121. We feel that we are getting too many young, immature teachers in our colleges and Universities. We also know that much of the work that is done in the Under-graduate classes does not differ materially from the work that is done in the High schools. We, therefore, recommend that younger teachers should, after appointment, be made to undergo a short period of training or take part in well-organized seminars which would help them to improve their teaching technique.

122. We have already remarked that there is considerable neglect of duty and indiscipline among our teachers. We, therefore, recommend that the service conditions should be so modified as to make it possible for the University authorities to take quick and effective and, if necessary, even drastic action against delinquent teachers.

## CHAPTER VIII

### THE UNIVERSITIES, THE UNIVERSITY GRANTS COMMISSION, THE STATE GOVERNMENT AND THE STATE UNIVERSITY COMMISSION.

123. In Bihar, five Universities have been established by the State Government. It was perhaps not necessary to establish as many as five Universities, particularly when the finances of the State Government were not equal to the task of equipping several Universities. Sentiment, political expediency, local pressures, rather than academic propriety were the guiding principles. We have indicated elsewhere that the administration of the University finances has not been handled with prudence—the slender resources made available by the State Government were squandered thoughtlessly and no attempt was made to effect economy or avoid needless duplication of Departments. However, apart from State Government, the Universities have been helped by the University Grants Commission. The University Grants Commission has come to the rescue of the State Universities by giving them grants mostly on matching basis. These grants could have doubled the resources available for Post-graduate development in Universities but in many cases the schemes of the University Grants Commission could not be implemented and grants could not be utilised as the matching share was not made available by the State Government because of the limited resources of the State. There is one problem on which we would like to comment. The University Grants Commission sends study teams to the Universities and finalises schemes without consulting the State Government. The State Government are thus put in the very embarrassing position of being asked to share schemes for which they are not consulted and which they have not approved. It would be desirable that the University Grants Commission should consult the State Government before finalising any developmental scheme of the State Universities. Thus, a consultation between the University, the University Grants Commission and State Government would be not only desirable but also more fruitful.

124. We understand that the University Grants Commission does not want to bring the State Government into the picture as this would infringe upon University autonomy. To think like this is to make a fetish of University autonomy. It is neither fair nor proper to pressurise the State Government by approving the schemes submitted by the Universities and offering 50 per cent or 75 per cent or cent per cent of the total cost, as the case may be, without prior consultation.

125. We have stated above that it was perhaps not necessary to establish as many as five Universities in Bihar. But once the Universities were established it was the duty of the State Government to spend more on the education budget and provide more funds for University education. This was not done and is not likely to be done in the near future and the non-availability of adequate financial resources is one reason why the Universities are in such a bad way.

126. It has been seen that our Universities have to depend almost wholly on the State Government for their finances. Moreover, there are many occasions on which the Universities have to deal with the State Government. They have to receive the Statutory grant from the State Government. For every developmental scheme, they have to approach the State Government either for a matching share or for a cent per cent grant. There are many transferred officers in the Universities and for their promotion to Government posts, they have to correspond with and get the approval of the State Government, for corresponding promotion. Indirectly, the State Government also comes into picture for the Statutes approved by the Senate are usually referred by the Chancellor to the Education Department for advice, particularly those Statutes which relate to the creation of posts or which have some financial implication. We find that the machinery of Government moves very slowly and the work of the Universities suffers. If the Statutory grant is not made available in time, the Universities cannot help diverting funds to pay salaries of the teaching and other staff. If a proposal for the creation of a Department, for that matter any developmental scheme does not get quick approval of Government, the work of the Universities comes to a stand-still. If a proposal for the creation of posts is kept hanging for a long time, the

teaching work and the academic standards suffer. If the proposal to revise the pay-scales of the ministerial staff is kept pending for a long time, there is bound to be a natural discontent among the University employees which may lead even to indiscipline. If the Statutes passed by the Universities do not receive the assent of the Chancellor quickly and are kept pending for a year and a half because the advice of the State Government has not been made available to the Chancellor, the work of the Universities would naturally be in a mess. If the State Government or the Government of India force the Universities to accept a particular scheme which is academically unsound, the Universities can hardly be blamed. There is, for instance, the Three-Year Degree course. It was approved by the Government of India without careful consideration and without a true awareness of local conditions prevailing in different States and without examining the state of Secondary schools and the standards prevailing in them. The State Government also accepted this scheme because money was being made available by the Government of India and the Three-Year Degree course was imposed on the Universities but the result has not at all been successful. Not that there should be no new experiment but new experiments should always be made with great care and with necessary preparations. As the Robbin's Committee has observed, the Under-graduate students should not be made guineapigs particularly for immature and thoughtless experimentation. However, we have to observe that the machinery of State Government needs considerable overhauling if it has to deal with Higher education with speed and efficiency. We, therefore, recommend that there should be a separate Directorate for Higher education and that the Director of Higher education and the Education Secretary or a specially appointed Additional Secretary should deal with all matters relating to Higher education. Or, alternatively, Government should create the post of an Educational Adviser who should be given a small office and who should deal with all matters connected with Higher education and advise the Minister directly.

127. In Bihar, with a view to isolating the Universities from Government influence or interference, a Commission on the lines of the Grants Committee envisaged in the report of the Robbin's Committee, was established in 1962 in order that this Committee should assess the requirement of the Universities and pass on the funds made available by the State Government to the Universities. In a State which has more than one University, it may be useful to have a similar Committee to act as a co-ordinating agency between the State Government on the one hand and the Universities on the other and also between different Universities. In our State where there are five Universities the establishment of the State University Commission has satisfied a much wanted need and it acts as a buffer between the State Government and the Universities. And the State Government makes available all grants including Statutory grants to the Universities through the State University Commission.

128. The Education Commission has suggested that any scheme of grant must satisfy three essential conditions: first, the grant giving authority should not exercise too much control, rigidity of approach; secondly, the grants receiving authority must exercise utmost vigilance and economy; and thirdly, the system should be sufficiently elastic to leave some scope for the Universities to experiment with new ideas and projects. The Education Commission has given the following tentative suggestions:—

- (a) Fixation of a block grant for a short period, say three to five years on a rolling basis;
- (b) Provision for inevitable increase of expenditure during the period of grant;
- (c) Payment of special grants during the period for unforeseen developments; and
- (d) A 'cushion' to be left to the discretion of the Universities so that they can have a fund on which they can freely operate. One way, of providing a part of this cushion would be to take into consideration only the standard fees, the cushion consisting partly of the difference between the standard and the actual fees. For the same purpose, it has been recommended that the interests on endowments should not be taken into consideration while fixing the grants.

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 DOC No. 2-3-11-110016  
 Date 2.8.11.110016

129. The Education Commission is perhaps not aware and does not seem to have given due weight to the financial bunglings and misuse of funds by the Universities. Experience has shown that there have been many instances where Universities have created a large number of posts or incurred huge expenditure without any care for the recurring financial liabilities involved. It has been a common practice with most Universities to pass deficit budgets without any care for raising the income of the Universities. Our State has limited resources and if University budgets are unrealistic, the State Government may find it very difficult to meet the demands of the Universities.

130. The Education Commission has also expressed the view that Universities should not only be immune from direct Government interference but also from direct public accountability and has suggested that a provision similar to that in the Central Universities should be adopted for State Universities according to which the audit and accounts of Central Universities are published in the *Gazette of India* and presented to the visitor along with the audit report.

131. We have seen how diversion and misuse of funds have become a chronic feature with all Universities. Keeping in view the realities of the situation, we recommend that the State Government after assessing the requirements of the Universities for, say, the next five years, should make a block grant to the State University Commission which should include the inevitable increase of expenditure during the period, grant for unforeseen development and the cushion mentioned by the Education Commission, instead of approving specific schemes and making grants for specific purposes. Of course, the State Government may indicate the general policy regarding the development of Higher education but it should not be necessary that every developmental scheme should be approved by the State Government before the grants are made available. We have, therefore, suggested that a block grant should be made available to the State University Commission which would, after assessing the needs of the five State Universities, make necessary allotment of funds.

132. At present, the State University Commission consists of the following members :—

- (a) The Governor of Bihar;
- (b) A whole-time Deputy Chairman;
- (c) Two Vice-Chancellors of State Universities;
- (d) Two educationists of repute;
- (e) One representative of the University Grants Commission;
- (f) Finance Secretary;
- (g) Education Secretary; and
- (h) The Director of Public Instruction.

We recommend that the Governor should not be the Chairman of the State University Commission but that there should be a whole-time Chairman appointed by the State Government. We further recommend that instead of only two Vice-Chancellors, all the Vice-Chancellors should be members. As a matter of fact all the Vice-Chancellors attend the meetings of the Commission and they are treated on equal footing. We further recommend that the Secretary should be Member-Secretary. As the work of the Commission is likely to increase considerably because, as we visualise the future set-up, the Commission would be called upon to play a very important role and would have to approve Statutes, Regulations and Ordinances and advise the Chancellor in matters of visitation and annulment and would have increasing functions like those of the University Grants Commission, we feel that there should be provision for a whole-time member apart from the Chairman and the Member-Secretary, who should also act as Deputy Chairman in the absence of the Chairman. We also recommend that the Commission should be empowered to appoint some Educational Officers to assist the Commission and the Secretary for the increased work that the Commission would be called upon to do.

133. We would like to make a plea for increased Central aid for Higher education. In Bihar there is a great demand for greater facilities for Higher education. Mr. Chagla has rightly said that the demand for Higher education must be satisfied and methods must be found out to meet this demand. Bihar has great potentiality in raw materials and it will be, in course of time, one of the greatest industrial centres of the country. It is necessary for us to equip the people of Bihar to take their share of responsibility in building up a new State of Bihar. For this purpose we require funds for scientific research, industrial training, more Medical, Engineering and Agricultural Colleges. The financial condition of Bihar is such that it is not possible for the State Government to meet this ever-increasing expenditure.

134. There are two principal arguments for stepping up the Central aid. One is that the overall needs of our Universities and centres of Higher education are going up so fast that neither the States nor private individuals will be able to meet them adequately. Only the Central Government can provide the required additional resources and if they can, they should. Secondly, the national interests, specially defence, require the shift of resources towards particular types of Scientific education and this cannot happen without planned action with full recognition of the need of much higher expenditure than hitherto and adequate provision for this higher expenditure.

135. Higher education is one of the many responsibilities of the Central and the State Governments. The growth of population, including the growth of school population, the growing demands for better hostel and medical facilities and developing industries, all point in one direction—the rapid expansion of expenditure on Education, Health, Highways and urbanisation. The State and local revenues are unlikely to rise fast to enable the State to cover this increased expenditure unless the tax structure is changed but no individual State in India will be willing to push up its taxes very high for obvious reasons. It is, therefore, obvious that Higher education is likely to continue to be a relatively small item in the State budget compared to Elementary and Secondary education. Our State, like many other States, is finding it increasingly difficult to tackle the growing problems without an increased Central aid. We feel that Higher education is a peculiarly appropriate area in which adequate Central aid is needed.

## CHAPTER IX

### OUR RECOMMENDATIONS.

136. The foregoing Chapters reveal the very disquieting condition that prevails in our Universities in general and in Patna University in particular. We have tried not to be too censorious and we have contented ourselves with revealing only the major defects in the working of the Patna University and in the working of the Senate, the Syndicate, the Academic Council and the Examination Board. We have avoided petty matters and mere trivialities. We have tried to throw into relief the broader features which have disquieted us and which are disquieting all thinking persons who are interested in the wholesomeness of our institutions and in the healthy working of our Universities. We now make concrete recommendations which we hope will go a considerable way in removing some of the prevailing deficiencies and improving our Universities :—

- (1) A teacher should be free to teach according to his own conception of fact and truth subject to the proper performance of allotted duties.
- (2) The Universities should be free to make their own appointments, to prescribe their curricula and standards, to frame their rules of admission and to determine the balance between teaching and research.
- (3) There should be some external control on the number and grade of staff that the University may have.
- (4) The Universities should consult together about Post-graduate and Under-graduate level to ensure that arrangements complement each other and that there is a measure of uniformity in standards and nomenclature of degrees.
- (5) The Universities should consult together about methods of examination. The State University Commission may be the forum and co-ordinating agency for these consultations.
- (6) As there have been too many injunctions and writs and stay orders issued by the High Court and the Courts subordinate to it, the State Government should take up the matter with the Chief Justice so that some convention may be established which may enable the University to work smoothly with the minimum of interference.
- (7) The Governor of Bihar should continue to be the Visitor-cum-Chancellor of all the State Universities.
- (8) The Chancellor should continue to exercise the power of Visitation but before exercising this power he should invariably consult the State University Commission.
- (9) The Chancellor should also continue to exercise the power of annulling any proceeding of the University which is not in conformity with the Acts and the Statutes. Before passing orders, however, he should invariably consult the State University Commission.
- (10) The Vice-Chancellor should continue to be appointed by the Chancellor as at present. The term of office of Vice-Chancellor should be for five years and the Vice-Chancellor may be re-appointed for one more term not exceeding three years.
- (11) The Vice-Chancellor should be paid a salary of Rs. 2,500.00 excluding pension, if any.
- (12) Delays between the retirement of a Vice-Chancellor and the appointment of his successor should be avoided.

- (13) The action taken by the Vice-Chancellor, when the Syndicate is not in session, should merely be reported to the Syndicate and the Syndicate should not have the right, which it has at present, to either confirm the action so taken or to disapprove of it.
- (14) If the Vice-Chancellor is satisfied that a decision of the Syndicate is not in the best interest of the University, he should have the power to refer it to the Chancellor whose decision should be final.
- (15) The post of the Treasurer should be abolished.
- (16) There should be no provision for the post of Pro-Vice-Chancellor.
- (17) The administrative burden on the Vice-Chancellor should be reduced. There should be two Registrars—one in charge of administration, and the other in charge of academic matters.
- (18) There should be no provision in the University Acts for a Senate as the Senate has outlived its utility and no longer serves any useful purpose.
- (19) The constitution of the Syndicate should be changed and the Syndicate should consist of—
  - (a) the Vice-Chancellor;
  - (b) the Education Secretary;
  - (c) the Director of Public Instruction, Bihar;
  - (d) two Principals, and four Heads of University Departments; and
  - (e) six educationists to be nominated by the Chancellor on the advice of the Vice-Chancellor.
- (20) As we have recommended the abolition of the Senate, the Syndicate should be given the power of making Statutes and amending or repealing the same.
- (21) The appointments should continue to be made by the Syndicate as at present but there should be provision for three experts to be nominated by the Chancellor on the advice of the Vice-Chancellor to assist the Public Service Commission and these experts should have the right to vote.
- (22) The Public Service Commission should recommend twice as many names as there are posts.
- (23) The constitution of the Academic Council may remain as at present with this difference that four teachers, who according to present provisions are to be elected, should be nominated by the Vice-Chancellor.
- (24) There should be a Standing Committee of the Academic Council consisting of the Vice-Chancellor, the Deans and two Principals and four University Professors to be nominated by the Vice-Chancellor to supervise and control the day-to-day academic work of the University.
- (25) The constitution of the Examination Board may remain as at present with the Vice-Chancellor as Chairman and the Deans of Faculties as members.
- (26) Taking into consideration the ineffectiveness of the Treasurers, the post of Treasurer should be substituted by the post of a Financial Advisor who should not be below the status of a Deputy Accountant-General.
- (27) The Finance Committee should consist of (a) Vice-Chancellor as Chairman, (b) a Deputy Secretary of the Education, (c) the Secretary, State Universities Commission, (d) one Principal and (e) one Head of a University Department to be nominated by the Vice-Chancellor with the Financial Advisor as Member-Secretary.
- (28) The Finance Committee should have functions similar to those of the Finance Department and its advice should be binding on the Syndicate, and in case of difference of opinion the matter should be referred to the Chancellor whose decision should be final.

- (29) An Economy Cell consisting of (a) the Financial Advisor, (b) an Officer of the Finance Department, (c) an officer of the Education Department, (d) the Deputy Method and Organisations Officer of the State Government, and (e) two members of the Syndicate should be constituted to suggest measures of economy.
- (30) The post of the Budget Officer should be abolished.
- (31) There should be considerable immediate reduction in the ministerial staff.
- (32) No new promotions should be made, posts created and departments started without first ascertaining whether some of the present teaching staff is surplus or not.
- (33) The Engineering Unit should be abolished as the construction work done does not justify the cost of its establishment. The State University Commission should have an Engineering Division which should look after the building programmes of the State Universities.
- (34) A Rule-making Sub-committee consisting of (a) the Financial Advisor, (b) an Officer of the Finance Department, (c) an Officer of the Education Department, and (d) two members of the Syndicate should be appointed to frame financial and account rules.
- (35) The Stock and Stores as existing on the 31st March 1966 in the Patna University should be physically verified by the Physical Verification Units of the Finance Department and a copy of the report should be submitted to the State Government for such action as the State Government may deem fit.
- (36) The University should tap new sources of income. It should run the University Press on commercial lines. It should reorganise the Publication Wing and push up the sales. It should consider the possibility of enhancing the fees. Old magazines and old question papers should be sold by public auction and the amount credited to the University fund.
- (37) After the University has taken steps to economise expenditure, Government should take up the question of revising the Statutory grant.
- (38) Pending the revision of the Statutory grant, the State Government should make an *ad hoc* grant of Rs. 10 lakhs annually to relieve the present distress from which the Patna University is suffering.
- (39) The students should be told in clear, unmistakable terms that while high spirits and boyish pranks would be condoned, criminal activities would be punished.
- (40) The students should be allowed to form unions but they should not be Trade Unions.
- (41) The students' unions can organise debates, games, sports and other social activities but they should not agitate.
- (42) The guardians should take greater interest in their wards, should improve home discipline and should not interfere with or bring pressure to bear on the Universities.
- (43) The sanctity of the Universities should be respected and a convention established so that the Police may not enter the campus without obtaining the permission of the Vice-Chancellor. The Police should deal with the students with tact, sympathy and understanding and a little imagination and should not lose temper or panic.
- (44) Politicians should keep away from the University campus and the affairs of the students.
- (45) Government may take necessary steps with the co-operation of the opposition parties to evolve a code of conduct for political parties and individual politicians vis-a-vis the Universities.

- (46) Inadequate residential accommodation is one of the reasons for students' indiscipline. In the Patna University, which is a Residential University, hostel accommodation should be provided for at least 2/3rd of the students. There should be an officer to look after the residence of the day scholars.
- (47) A rich and varied programme of co-curricular activities should be provided in order to ensure every student's full participation in one or the other of the co-curricular activities provided.
- (48) Every student should be placed under a tutor and the tutor should be in charge of a group of about 20 students and meet them at least once a week and act like a guide, philosopher and friend of the group of students placed under his charge. All applications should be put up through the tutor who should also maintain a record card of every student showing the progress of the student in his academic and social activities.
- (49) Every student should be provided with a badge which he should wear compulsorily and the badge should indicate the name of his College or Department.
- (50) There should be a number of Proctors appointed by the University to look after discipline particularly outside the University campus. These Proctors should visit cinemas, coffee houses, railway stations and other places where the students usually congregate and report against the students who behave in a disorderly manner.
- (51) A full-time Dean of Students' welfare should be appointed for the proper administration of welfare services. A scheme should be worked out which would considerably reduce expenditure on meals, books and other necessities of life.
- (52) Suitable library and Common-room facilities should be provided so that the students may be able to use their leisure hours fruitfully.
- (53) Every student should be regularly set written work which should be returned and discussed with him.
- (54) Necessary amenities should be provided for the students and also facilities for physical exercises and recreation, commensurate with their needs.
- (55) Admissions should be on selective basis and should be strictly limited to the number of seats available. There should be no overcrowding.
- (56) There should be no reservation of seats at the Post-graduate level and in the Engineering and Medical Faculties. Seats may be reserved for students belonging to the scheduled castes and scheduled tribes at the Under-graduate levels but minimum qualifying marks for admission should be prescribed.
- (57) Whenever seats are increased by the University itself or at the instance of Government, adequate provision should be made for staff accommodation and necessary equipment.
- (58) The students should not be members of an association or union of students which is not recognised by the State University Commission.
- (59) Teachers should not be permitted to form associations which act as Trade Unions and should not be permitted to agitate. They may form associations for discussing the problems that face them as teachers, for improving their technique, for the promotion of research and for generally making themselves more useful to the pupils who have been put in their charge.
- (60) Teachers should not be allowed to take up private tuitions, to write *bazar notes*, and to overburden themselves with examination or tabulation work.

- (61) The service conditions should be so amended as to make it possible for the University to take quick and effective and even drastic action against delinquent teachers.
- (62) As the Patna University is a Residential University, adequate provision should be made for housing the teachers by putting up requisite number of quarters or teachers' hostels.
- (63) Adequate library and research facilities should be provided for the teachers so that they may improve their teaching equipment or carry on useful researches in the field of their choice.
- (64) There should be enough funds for research and generous allowances of sabbatical leave.
- (65) As the quality of teaching has suffered recently, steps should be taken to improve it and there should not be over-emphasis on research degrees.
- (66) The Statutes prescribing the qualifications of teachers for superior posts should be revised so that persons of first-rate ability who are not interested in research work, persons with powers of organisation and administration, persons who have devoted themselves to the welfare of students should not suffer when appointments and promotions are considered.
- (67) As much of the work done at the Under-graduate stage does not differ materially from the work that is done in the High schools, younger teachers after appointment should be made to undergo a short period of training.
- (68) Provision should be made for in-service training or well-organised seminars which would help young and inexperienced lecturers to improve their teaching technique.
- (69) Universities should provide facilities for social contact between staff and students.
- (70) The University Grants Commission should deal with the State Universities in consultation with the State Government.
- (71) The State Government should spend more on Higher education than it is doing at present and should make more funds available to the Universities so that they may work with reasonable efficiency.
- (72) The State Government should create a separate Directorate of Higher education and the Director of Higher education and the Secretary or an Additional Secretary specially appointed for the purpose should deal quickly and effectively with all matters connected with University education.
- (73) Or, alternatively, Government should create the post of an Educational Advisor who should be given a small office and who should deal with all matters connected with Higher education and who should advise the Minister directly.
- (74) Government of India should provide increasing aid to the State Governments for Higher education.
- (75) The powers and functions of the State University Commission should be enhanced. The Chancellor should exercise his power of Visitation and annulment only in consultation with the State University Commission. The Statutes, Regulations and Ordinances passed by the Syndicate and the Academic Council should be approved with or without modification by the State University Commission and the functions of the Commission as Grants Committee should be enlarged. The State Government should make a block grant available to the University Commission which should, after ascertaining the needs of the five Universities, make necessary allotment of funds.

- (76) Government should not approve specific schemes and make grants for specific purposes but they may indicate the general policy regarding the development of Higher education and make block grants to the State Universities Commission.
- (77) The constitution of the State Universities Commission should be changed to make it possible for it to cope with the increased work and deal with it effectively.
- (78) The Governor should not be the Chairman of the State Universities Commission. Instead, there should be a whole-time Chairman appointed by the State Government. All the Vice-Chancellors, not only two, should be members of the University Commission. The Secretary should be Member-Secretary. Provision should also be made for a whole-time member apart from the Chairman and Member-Secretary who should also act as Deputy Chairman in the absence of the Chairman.
- (79) The Commission should be empowered to appoint Educational Advisors to assist the Commission and the Secretary.
- (80) The Commission should devise improvement in the present system of the allocation of recurring and non-recurring grants and advise the State Government in this regard.

## CHAPTER X

### SOME SUGGESTIONS FOR AMENDING THE PATNA UNIVERSITY ACT, 1961.

137. (1) In section 8, item no. 3, 'the Treasurer' should be substituted by the Financial Adviser.

(2) In section 11, sub-section (2), a proviso should be added to the effect that the Chancellor before exercising the power of visitation, should consult the State University Commission.

(3) In sub-section (4), a provision should be added that before annulling any proceeding of the University, the Chancellor should consult the State University Commission.

(4) In section 10, sub-section (3), for the words "a term of three years" the words "a term of five years" should be substituted.

(5) In sub-section 5(i), the words "two thousand five hundred rupees" should be substituted for the words "two thousand rupees" and sub-section 5(ii) should be deleted.

(6) In section 10, sub-section (11), the words "which may either confirm the action so taken or disapprove of it" should be deleted.

(7) After sub-section (12), another sub-section should be added to the effect that in case the Vice-Chancellor considers a decision of the Syndicate to be not in the best interest of the University, he should have the power to refer the matter to the Chancellor whose decision should be final.

(8) Section 11 should be omitted and another section substituted providing for the appointment of a whole-time Financial Adviser not below the rank of a Deputy Accountant-General by the State Government who should not be a member of the Syndicate but should otherwise exercise the powers listed under section 11, sub-section (2).

(9) As there would no longer be a Treasurer, section 12 should be suitably amended to make provision for the Chancellor making such arrangements as he thinks fit, for carrying on the office of the Vice-Chancellor in his temporary absence.

(10) Section 13 should be so amended as to provide for two Registrars, one in charge of administration and the other in charge of academic matters.

(11) In section 15, the words "the Senate" should be omitted.

(12) Sections 16, 17, 18 and 19 should be deleted.

(13) In section 20, under another members, provision should be made for the nomination of six educationists to be nominated by the Chancellor on the advice of the Vice-Chancellor and the provision for four teachers, two to be nominated by the Chancellor and two to be co-opted by the Syndicate, should be deleted.

(14) In section 21, the Syndicate should be given the power of making Statutes and amending and repealing the same and reviewing the work of the University.

(15) In section 22, there is a provision for four teachers to be elected from and by the members of the teaching staff to the Academic Council. This should be changed and it should be provided that the four teachers should be nominated by the Vice-Chancellor.

(16) After section 23, another section should be added providing for a Standing Committee of the Academic Council consisting of the Vice-Chancellor, the Deans and two Principals and four University Professors to be nominated by the Vice-Chancellor to carry on the day-to-day academic work of the University.

(17) Section 26 should be amended and should provide for the appointment of three experts to be nominated by the Chancellor on the advice of the Vice-Chancellor to assist the Public Service Commission. The experts should also be given the right to vote and it should be made incumbent on the Public Service Commission to recommend twice as many names as there are posts.

(18) A doubt has arisen whether it is necessary to consult the Public Service Commission in cases of promotion or not, and whether the recommendations of the Public Service Commission are binding on the Syndicate or not. The Law Department may be consulted and, if necessary, the relevant sub-section should be so amended as to make it incumbent on the Syndicate to abide by the advice of the Public Service Commission in matters of promotion also.

(19) Section 29 should be amended and the constitution of the Finance Committee should be prescribed as follows :—

- (a) The Vice-Chancellor,
- (b) A Deputy Secretary of the Education Department,
- (c) Secretary, State University Commission,
- (d) One Principal and one University Professor to be nominated by the Vice-Chancellor, with
- (e) the Financial Adviser as Member-Secretary.

(20) Among the duties of the Finance Committee, it is laid down that it shall give advice to the University on any question affecting its finances. This advice should be made binding on the Syndicate and in case of difference, the matter should be referred to the Chancellor, whose decision should be final.

(21) Section 31 should be deleted and it should be provided that it would be the duty of the Syndicate after consulting the Academic Council, to approve, amend or repeal the Statutes, subject to the approval of the State University Commission, which would have the power to approve the Statutes adopted by the Syndicate with or without modifications.

(22) Section 33 should be modified so as to provide for the approval with or without modifications of an Ordinance by the State University Commission.

(23) Section 34 should be so amended as to provide that the Regulations made by the Academic Council should be transmitted to the State University Commission with or without modifications. The power given to the Academic Council to make emergency Regulations may remain but it should be the State University Commission which should approve with or without modification these emergency Regulations.

(24) Section 40 should be so amended as to make it possible for the State Government to revise the Statutory grants after every five years in consultation with the State University Commission.

(25) In view of these major changes suggested, it would be necessary to make consequential amendments in some other sections as well. Also the Bihar State University Commission Act, 1961 will also have to be suitably amended.

## CHAPTER XI

### CONCLUSION.

138. Our report, we believe, is brief, realistic and frank to the point of bluntness.

139. We uphold academic freedom but not academic chaos. We believe that the Universities should run smoothly and freely and without outside interference but not that they should merrily tread the path to ruin. Academic matters should be left to the Universities, but they must continually work to achieve and keep this academic freedom. We have endeavoured to elaborate "as an articulate code the principles of academic freedom" and the limitations that have to be placed on that freedom.

140. The University administration has become a huge sprawling monster and it is constantly growing. It should be reduced to size, streamlined and made more effective.

141. The students and teachers working together make or mar a University. The students should try to learn, acquire knowledge and imbibe culture. They should be provided with the necessary facilities—good teachers, good libraries, suitable living conditions, meaningful co-curricular activities and other amenities, but they should not be molycoddled and they should be made to realise the wide gulf that exists between high spirits and boyish pranks on the one hand and criminal activities on the other. The teachers should have reasonably good scales of pay, ample facilities for research and should be provided with reasonably acceptable living conditions but they should be made to realise that their whole business is teaching and research and that delinquent teachers can expect no protection as they poison University life at its very root.

142. The aim that a University should have constantly before it is the cultivation of high excellence and we believe we have made specific recommendations designed to achieve this end. The public, the University community, the State Government and the Government of India will have to play their part to ensure that we achieve this high excellence in a not too distant future.

S. P. SINGH,

*Chairman.*

28-12-1966.

K. AHMAD,

*Member.*

28-12-1966.

## APPENDICES



APPENDIX 'A'.

GOVERNMENT OF BIHAR,  
EDUCATION DEPARTMENT.

NOTIFICATION.

*Patna, the 21st February 1966.*

No. I/U204/66-E—445.—In exercise of the powers conferred by sub-sections (1) and (2) of section 51 of the Bihar State Universities (University of Bihar, Bhagalpur and Ranchi) Act, 1960 (Bihar Act XIV of 1960), sub-sections (1) and (2) of section 46 of the Patna University Act, 1961 (Bihar Act III of 1962) and sub-sections (1) and (2) of section 48 of the Magadh University Act, 1961 (Bihar Act IV of 1962), the Governor of Bihar is pleased to constitute a Commission consisting of Shri Kameshwar Dayal, a retired Judge of the High Court of Judicature at Patna as Chairman and Shri Gorakh Nath Sinha, a retired Director of Public Instruction, Bihar as a member to enquire into and report generally, within three months from the date the Commission starts functioning, on the working of the different Universities of the State from the time they have been established under the said Acts to the month of December, 1965 and particularly on—

- (a) the working of the Senate in respect of—
  - (i) the creation of departments and posts in the absence of adequate financial resources;
  - (ii) the indiscriminate affiliation granted to the private colleges;
  - (iii) the manner in which the elections of the Syndicate are conducted; and
  - (iv) the breaches of the provisions of the Acts and the Statutes, if any;
- (b) the working of the Syndicate in respect of—
  - (i) the appointment and promotions of teachers and officers of the University;
  - (ii) the continuation of appointments and promotions beyond six months without advertising the post or without obtaining the concurrence of the State Public Service Commission;
  - (iii) the creation of the posts of the ministerial and menial staff in the absence of adequate financial resources; and
  - (iv) the breaches of the provisions of the Acts, and the Statutes, if any;
- (c) the working of the Academic Council with special reference to—
  - (i) the creation of posts of teachers;
  - (ii) the inadequate supervision over academic matters of the University;
  - (iii) the decisions arrived at on the basis of extra-academic consideration in purely academic matters; and
  - (iv) streamlining its constitution to make possible quick decisions;
- (d) (i) the working of the Examination Board and the Board of Moderators, their constitution, policy followed in the appointment of examiners and paper setters and the irregularities, if any, committed in such appointments; and
  - (ii) the system of holding examinations of private candidates in the Bhagalpur University, the breaches of the provisions, if any, of the Ordinances and the Regulations and other abuses and corrupt practices connected therewith;

- (e) the irregularities on the part of the officers of the Universities in the disposal of official work;
- (f) the working of the affiliated colleges of the Universities other than the Patna University with special reference to—
  - (i) the mismanagement of the colleges, if any, and their finances; and
  - (ii) the unrest and disturbances among the students and the staff, if any, and their causes and remedy;
- (g) the financial position of the University with special reference to—
  - (i) the financial irregularities, if any, and the officers or authorities responsible for such irregularities;
  - (ii) the working of the Finance Committee and its supervision over financial affairs of the University; and
  - (iii) the irregularities in the matter of purchases and the management of stores, if any;
- (h) the comments made by the Inter-University Board in their report in respect of the different Universities of the State;
- (i) the changes to be made in the provisions of the Act, Statutes, the Ordinances and the Regulations with a view to bringing about overall improvement in the affairs of the Universities and specially with regard to—
  - (i) the constitution and function of the Senate, the Syndicate and the Academic Council;
  - (ii) the powers of the Vice-Chancellor vis-a-vis the Syndicate and the Academic Council;
  - (iii) the question of vesting the power of appointment of officers and teachers of the University in a Selection Committee; and
  - (iv) the question of vesting the finances of the University in an authority other than the Syndicate; and
- (j) such other matters as the Commission thinks fit to report to the State Government.

The Commission shall hold its sitting either at Patna or at any other place as may be decided by the Commission and shall have the powers to call for and inspect any papers, documents, records, etc., and examine witnesses, if necessary.

By order of the Governor of Bihar,

M. ALAM,

*Secretary to Government.*

APPENDIX 'AA'.

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GOVERNMENT OF BIHAR,  
EDUCATION DEPARTMENT.

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NOTIFICATION.

*Patna, the 16th September 1966.*

No. 2448.—In exercise of the powers conferred by sub-section (1)(a) of section 61 of the Patna University Act, 1961 (Bihar Act III of 1962), the Governor of Bihar is pleased to direct that the Commission, constituted in Government notification no. 445, dated the 21st February 1966 to enquire into the working of the Universities, shall enquire into the working of the Patna University from the 12th July 1960 instead of from the 1st March 1962, the date of the establishment of that University.

By order of the Governor of Bihar,

M. ALAM,

*Secretary to Government.*

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MEMO. NO. I/U204/66-E.—2448.

*Patna, the 16th September 1966.*

COPY forwarded to the Secretary to Governor, Raj Bhawan, Patna/Law (Leg.) Department/Registrar, Patna University, Patna/Secretary, University Enquiry Commission, Patna for information (and necessary action).

( ) To Secretary, University Enquiry Commission and Patna University only.

M. ALAM,

*Secretary to Government.*



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APPENDIX 'B'.

UNIVERSITY ENQUIRY COMMISSION.

BIHAR, PATNA.

QUESTIONNAIRE.

1966

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## THE UNIVERSITY ENQUIRY COMMISSION.

There has been a general complaint that the Universities in Bihar have not been functioning properly and that they have not been able to achieve the ends and objects of Higher education. The Commission will appreciate if you will help them by giving your considered opinion on the various issues facing the Universities and suggest ways and means to improve the working of the Universities in order that Higher education, at present and in the future years to come, may not only be fruitful for the students but also it may lead to all round dynamic growth of the State.

It will highly appreciated if the replies to these questions be sent to the Secretary, University Enquiry Commission, Education Department, New Secretariat, Patna within 20 days from the date of issue.

## QUESTIONNAIRE.

1. Is the working of the Senates of the Universities satisfactory in your opinion? If not, what are the main defects that you can point out and what remedies you suggest?

2. Do you think that the present system of election of the registered graduates to the Senate is satisfactory? If not, what remedies you suggest?

3. What is your opinion about the size and the composition of the various Universities' Senates as they are constituted at present?

Since the Principals and Heads of Departments are already represented on the Senate, can it, therefore, be assumed that adequate academic experience and guidance is already available to the Senate and, therefore, it is not necessary to have comparatively junior teachers on the Senate?

4. Do you think the powers conferred and duties imposed upon the Senate are too wide in some respects not conducive to the smooth functioning of the Universities?

5. Do you think the Senates have failed to exercise due financial control over the affairs of the Universities?

6. Do you think Universities have created departments without sufficient financial support and also without ensuring the availability of staff?

Would it be correct to hold that the budget deficits in the Universities have been mounting up owing to the absence of careful planning of Departments and posts?

If your answer is in affirmative, do you think that it would be desirable to obtain the approval of the Government before new departments are established?

7. Since there are five Universities in the State, do you think there should be an attempt made to split up the Post-graduate study in different specialised subjects according to the facilities available in the different areas?

If so, what should be the agency to determine the subject in which each University should specialise and also the order of priorities in which new Post-graduate departments are to be established in the different Universities in the State?

8. Do you think the Universities have granted affiliation to colleges without full examination of (a) whether there was need of colleges in the area concerned; (b) whether sufficient number of students were available to take advantage of the establishment of a college in that area; (c) whether the college had proper resources to discharge its functions and fulfil the objectives for which it was being established; (d) whether necessary guarantees according to statutes had been given by the Governing body to the Universities concerned in terms of the statutes in force in these Universities.

9. Do you think after the establishment of the new colleges, the Universities concerned have exercised proper control and the necessary supervision over these colleges?

In what way can standards of affiliation be maintained and conferred adequately by the Senate?

10. Do you think there should be some agency in addition to the Universities also which could take cognizance of the irregularities committed by some affiliated colleges and start examination of the conditions in such colleges leading even to their disaffiliation after due enquiry?

11. Do you consider it desirable in the interest of the University to have some teachers other than Principals and Heads of University Departments also on the Syndicate?

Do you think that the present system of election of non-teacher members of the Senate to the Syndicate should continue?

Since the University administration requires specialised experience to manage its affairs, do you agree that the Syndicate should consist only of senior teachers like Principals and Heads of Departments of the University?

12. Can you cite any instance where the appointments or promotions by the University have been made to posts which have not been properly created or sanctioned?

Can you cite any instance where the appointments have been made to posts or promotions given effect to without proper qualifications being possessed by the incumbents ?

13. Can you cite instances of appointments or promotion which went against the statute, e.g. (a) one person holding two permanent posts at the same time; (b) a person continuing in a temporary appointment beyond six months without the concurrence of the Public Service Commission; (c) promotion given without there being any justification for such a promotion; (d) appointment made for a period of six months and thereafter the same person appointed to the post, after a short break; (e) promotions being given on different criteria on different occasions; (f) leave, specially study-leave, being granted on consideration other than merit; (g) financial benefits of any sort, e.g., appointments to remunerative jobs like Wardens, Superintendents, Instructors in coaching classes, being conferred on individuals on personal considerations.

14. Can you cite instances of (a) harassment caused to individuals by inefficient administration in the University offices in the shape of deliberate delay in the disposal of cases; (b) discriminatory action in respect of service matters; (c) delay in the disposal of petitions and representations beyond the normal period of three months; (d) delay in the fixation of pay or allowance; (e) delay in the sanction of application for withdrawal of provident fund; (f) irregularities in the maintenance of P. F. accounts and payment of the University contributions; (g) irregularities in respect of other service matters like termination of temporary services in respect of some and continuation in respect of the others ?

15. Can you cite instances where the Syndicate has failed to exercise proper control over the finance of the University either by exceeding the provisions of the budget or by diverting money earmarked for specific purposes ?

16. Can you cite instances where the Syndicate has failed to exercise proper control over the affairs of the affiliated colleges when the latter have not carried out the instructions of the University, e.g., appointment of staff without proper qualification, violation of principle regarding holding meetings of the Governing bodies and to furnish report thereof at regular intervals; diversion of student funds for purposes like the payment of salaries, appointment of staff without reference to the University Service Commission ?

17. Since the Syndicate is a Committee which meets at intervals, would it not be desirable to leave the Syndicate with the power to decide larger matters of administrative policy and vest the Vice-Chancellor with the entire responsibility of carrying on the administration of the University ?

Since appointment of teachers in some cases has exposed the Syndicate to unfavourable criticism, can you suggest any method to improve and eliminate the defect in the present system ?

18. What in your opinion are the steps which should be taken to ensure a minimum standard of efficiency and uniformity in all the Universities and institutions of higher studies in the following matter :—

- (1) Courses of Studies,
- (2) Examinations, and
- (3) Standard of teaching.

19. (a) It has been observed that the Academic Councils are very often guided by non-academic considerations. Do you agree ?

(b) Can you cite instances where post of teachers have not been created according to the needs of the University ?

(c) Is there any instance where post has been created with a view to accommodating certain individuals ?

(d) Can you cite instances where experts for the selection of teachers have been appointed to suit particular individuals ?

(e) Do you know of any instance where syllabi have been frequently changed not to keep breast of the latest development in all the particular subjects but in order to select the books of particular authors ?

(f) Can you cite instances where the standards of examination have been varied too frequently by passing transitory regulations ?

(g) Has any instance come to your notice where the University has reduced the quantum of teaching and practical work without paying sufficient attention for the maintenance of the proper standard ?

(h) It has been observed that too much emphasis on research for promotion to higher posts adversely affects the standard of teaching efficiency. What is your view ?

20. What should be the control of the Vice-Chancellors over the Academic Council ? Should the Vice-Chancellors have the power to override the decisions of the Academic Council ?

If so, should his decisions be subject to the approval of the Chancellor ?

21. If Standing Committee of the Academic Council is constituted, would that ensure quicker decisions in academic matters ?

22. Should the regulations passed by the Academic Council be subject to the approval of the Senate ?

23. Would it be desirable to concentrate Honours' teaching in a few selected colleges and give them necessary financial aid in order to maintain high standard of efficiency ?

24. Do you think that the present constitution of the Academic Council is responsible for the shortcoming in its working ? If so, what changes would you suggest in its constitution ?

25. In order to improve the working of the Universities and to ensure an excellence of standards, what changes would you recommend in the powers and duties of—

(a) Chancellor;

(b) Vice-Chancellor;

(c) Treasurer; and

(d) the Finance Committee.

Would you agree that the post of the Treasurers should be abolished and should Financial Advisers be appointed on deputation from the State Government ?

Would you approve that service-matter be under the purview of the Public Service Commission and the Vice-Chancellor and that in all matters of appointment, promotion and punishment, the decisions of the Vice-Chancellor should be ratified by the Chancellor ?

26. Do you think that the service of the officers and the teachers of the University be provincialised ?

If so, what should be the administrative agencies for securing transfers and dealing with other administrative matters ?

27. In view of the fact that at least three out of five Universities are in a stage of infancy and are required constant supervision, would it be desirable to extend the term of service of the Vice-Chancellor ?

What should be the qualifications of the Vice-Chancellors ? Should a public man be appointed to such posts without having regard for higher academic qualification ?

28. It has been argued that the system of University Departments functioning independently in the premises of a college is primarily responsible for most of the anomalies in the Universities of Bihar. Do you agree ?

If so, what remedies would you suggest ?

29. It has been suggested that the selection of officers and teachers should be made by the Selection Committees of the Universities. Do you agree ? Please suggest your views with reasons.

30. Do you think that it is desirable to have all appointments in affiliated and constituent colleges made through one agency, that is, the University Service Commission in order to ensure uniformity regarding standard and rules in the matter of selection ?

31. The Examination Boards of the Universities have come in for severe criticism owing to their inability to ensure secrecy of questions and results—

(a) Do you think that the Examination Boards are unwieldy in size ?

If so, what should be the size of such a Board ?

(b) Would it be desirable to draw up uniform rules for examinations in all the Universities ?

(c) Should there be a viva-voce examination for the M. A. Examination ?

If so, what should be the composition of the Board ?

(d) Is it desirable to have the same dates of examinations in all the Universities so that courses can be commenced and completed uniformly and students allowed to move from one University to another without difficulty ?

32. Would it be desirable to provincialise the Registrar's post so that no Registrar can remain at a station for more than five years ?

33. Do you think that the Finance Committee should have more effective control over University finance ? If so—

(a) What changes, if any, will you like in the constitution of the Committee ?

(b) What powers will you like to be given to this body ?

34. The most serious problem of the Universities is that of students' indiscipline—

(a) What are the causes of this ?

(b) What remedies will you suggest ?

(c) Is it desirable to restrict admissions at the University stage ?

(d) If so, what criteria should be laid down and how can they be enforced ?

(e) Should there be guidance and counselling services in the Universities ?

(f) To what extent aptitude tests can be employed for selecting candidates for admission ?

(g) Is it possible to have a proctorial system with wardens and tutors for students ?

(h) How can the finance be found to operate such a system ?

(i) To what extent parent and teacher association can be made obligatory for colleges to discuss problem of indiscipline to find out solutions for them ?

35. (a) Should there be concurrent audit of the University accounts ?

(b) Should the financial rules of the Government be adopted by the University ?

(c) Should the University Departments have a centralized office for financial purposes ?

36. (a) Can you cite any instance of irregularity in the matter of purchases ?

(b) What measures would you suggest to have proper check over purchases ?

37. Do you know of any irregularity in the matter of giving contracts ? If so, please give instances.

38. What are your views about the working of the 'works division' of the Universities ? Are they over-staffed or do they have adequate work ?

Would you like the present system to continue—each University having its own engineering staff or a Central organisation in its place to look after the construction work of different Universities.

## APPENDIX C.

*A. Statement showing non-utilisation of grants yearwise.*

Year of grant.	Purpose for which grant was sanctioned.	Amount.	By whom sanctioned—Government, University Commission, University Grants Commission and so on.	Reasons for non-utilisation of grants.	Whether the grant is in deposit with the University ?	Whether the amount has been diverted to some other purpose? If so, indicate the details of the scheme and the amount diverted.
1	2	3	4	5	6	7

*B. Statement showing cases of appointment of Officers/Teachers in which advice of the Public Service Commission was not accepted.*

Designation of the post.	Date of requisition sent to the Public Service Commission—a copy of each requisition.	Names recommended by the Public Service Commission—copy of each recommendation of the Commission.	Decision of the Syndicate for not accepting the recommendation of the Public Service Commission—copy of the proceedings of the Syndicate in respect of each item.
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*C. Statement showing cases in which expenditure incurred without the approval of Finance Committee.*

Date of expenditure.	Purpose.	Amount.	Position regarding availability of funds.
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*D. Statement of strength of staff, etc. of the University Departments (Post-Graduate Department).*

Year.	Name of department.	Subject.	Number of teachers.			Number of students.	Work-load on teachers.		
			Principal.	Reader.	Lecturer.		Principal.	Reader.	Lecturer.
1	2	3	4	5	6	7	8	9	10



H.

Names of the Departments created after 1960.	Total estimated cost.	Whether the approval of the State Government was obtained? If so when—before or after the creation of Department.	Is the Department adequately staffed?	Any assistance available from U. G. C.	Date of creation.	Reference to the resolution of the Syndicate and Senate. For example, if the Syndicate approved its creation on 2nd January 1965 by resolution no. 34, dated the 2nd January 1965.
1	2	3	4	5	6	7

*I. Statement on Affiliated Colleges.*

Name of the college which was granted affiliation after 1st January 1960.	Upto which subject and in which subjects affiliation granted? Was the college inspected by University before grant of affiliation?	Did the college fulfil all conditions prescribed by Statutes?	If not, please indicate the circumstances in which an exception was made.	A yearwise statement of grant given to the college by the University/Commission/State Government.
1	2	3	4	5

*N.B.*—Bihar University should give separate details of all the colleges granted affiliation till 11th July 1960. Bhagalpur and Ranchi should give details from 12th July 1960 and Magadh University from 1st March 1962. The Patna University may give details from the period between 12th July 1960 to 28th February 1962 when it was also an affiliating University.

*J. Statement on University Results (Post-Graduate).*

Subject.	I Class.	II Class.	III Class.	Percentage of pass.	Percentage of failure.
1	2	3	4	5	6

*N.R.*—Same for Under-Graduates.

## APPENDIX ' D '.

## SECRETARIAT OF THE COMMISSION.

1. Shri Kameshwar Dayal, Chairman (With effect from the 23rd February 1966 to the 25th November 1966 when he resigned).
2. Shri Shiva Prasad Singh, retired IAS—Chairman. (With effect from the 25th November 1966 afternoon).
3. Shri Gorakh Nath Sinha, Member (With effect from the 23rd February 1966 to the 9th March 1966 when he died).
4. Shri S. P. Singh, retired IAS (Member). (With effect from the 22nd April 1966 afternoon to the 25th November 1966, vice Shri G. N. Sinha, deceased).
5. Shri K. Ahmad, DPI, Bihar, Member. (With effect from the 25th November 1966 afternoon).
6. Shri S. V. Saran, IAS, Part-time Secretary. (With effect from the 22nd February 1966 to the 6th June 1966).
7. Shri S. M. Ahmad, Wholetime Secretary. (With effect from the 6th June 1966).
8. Shri Braj Kishore Narain Sinha, Subdivisional Officer, Education. (On deputation to assist the Commission with effect from the 18th July 1966).
9. Shri B. D. Roy, Deputy Controller of Accounts, Finance Department. Deputy Controller of Accounts, Finance Department.

## OFFICE STAFF.

1. Shri Awadheshwar Prasad, Assistant (Incharge of Office).
2. Shri Narabadeshwar Saran Jamuar, Assistant.
3. Shri Brindaban Prasad Sinha (Part-time Accountant-cum-Cashier).
4. Shri Rama Prasad Sinha (Part-time Stenographer).
5. Shri Ram Asish Sinha (Part-time Stenographer).
6. Shri Gopal Sahay, Stenographer to Chairman.
7. Shri Bundela Roy, Stenographer to Secretary.
8. Shri Vidya Tiwary, Typist.
9. Shri A. Majid, Assistant.
10. Shri Sheonath Prasad (Part-time Diarist-cum-Despatcher).
11. Office Peons—six.

## TEAM OF AUDITORS ALL FROM FINANCE (AUDIT) DEPARTMENT.

1. Shri Kapildeo Narain, Senior Auditor.
2. Shri Ramagya Singh, Auditor.
3. Shri Lala Udai Shanker Prasad, Auditor.

APPENDIX ' E '.

LIAISON OFFICER OF THE PATNA UNIVERSITY.

1. Shri B. K. Verma, Assistant Registrar no. II.

## APPENDIX ' F

## LIST OF PERSONS INTERVIEWED BY THE COMMISSION.

Names of persons.

(From the 2nd June 1966 to the 23rd June 1966.)

1. Shri Kamalapati Singh, Advocate, Lohanipur Patna.
2. Shri G. P. Dube, Director, Institute of Science Education, Patna.
3. Dr. G. P. Sinha, Head of the Department of Labour and Social Welfare, Patna University.
4. Prof. A. S. Yadava, Head of the Department of Botany, Science College, Patna.
5. Shri S. K. Bose, Head of the Department of Economics, B. N. College, Patna.
6. Shri P. N. Sharma, Head of the Department of Commerce, Patna College, Patna.
7. Shri Prem Kumar, Lecturer in English, Patna College, Patna.
8. Shri D. N. Sinha, Principal, Patna Training College, Patna.
9. Shri S. Yahiya Imam, Assistant Librarian, B. N. College, Patna.
10. Dr. Raghuji Verma, Professor of Geology, Patna University, Patna.
11. Dr. Brahmanand Prasad, Reader in Commerce, Patna College, Patna.
12. Dr. A. K. Sen, Secretary, Bihar Citizens' Committee, Patna.
13. Dr. Balbhadra Prasad, Ex-Vice-Chancellor, Patna University.
14. Dr. Chetkar Jha, Head of the Department of Political Science, Patna College.
15. Shri Bhola Prasad Singh, M. L. A. and Member of the Senate, Lohanipur, Patna.
16. Mrs. Ramola Nandi, Lady Principal, Magadh Mahila College, Patna.
17. Dr. Vishnu Anugrah Narain Sinha, Head of the Department of History, Patna College.
18. Dr. Narmadeshwar Prasad, Head of the Department of Sociology, Patna University.
19. Dr. N. S. Nagendranath, Principal, Patna Science College, Patna.
20. Dr. P. Dayal, Principal, Patna College, Patna.
21. Dr. T. P. Sinha, Dean of the Faculty of Medicine, Patna University.
22. Shri Chandrakant Pandey, Head of the Department of Sanskrit, Patna College.
23. Shri S. N. Mishra, Lecturer in Chemistry, Science College and President of Vidyarthi Parishad.
24. Shri Ram Chandra Prasad, Lecturer in Psychology, Patna University.
25. Dr. S. N. Ghosal, Head of the Department of Bengali, Patna University.
26. Prof. Syed Hassan, Head of the University Department of Persian, Patna University.
27. Dr. G. P. Sharma, Lecturer, Department of Pathology, P. W. Medical College, Patna.
28. Dr. S. A. A. Orainvi, Head of the Department of Urdu, Patna University.
29. Prof. Hari Mohan Jha, Head of the Department of Philosophy, Patna University.
30. Shri Diwakar Jha, Head of the Department of Economics, Patna University.
31. Smt. Sarojini Saran, Head of the Department of Political Science, Magadh Mahila College, Patna.
32. Dr. S. P. Singh, Lecturer in Pathology, Patna Medical College.
33. Dr. Vijoyee Singh, Second Medical Officer, Patna University.
34. Prof. Anirudh Jha, Head of the Department of Philosophy, Patna University.

35. Dr. S. M. Mohsin, Head of the Department of Psychology, Patna University.
36. Dr. B. N. Shrivastava, Head of the Department of Law, Patna University.
37. Shri Kumar Taranand Singh, Chairman, University Service Commission, Patna.
38. Dr. Zyauddin Ahmad, Head of the Department of Sociology, Patna College.
39. Dr. M. P. Singh, Professor of Physiology, P. W. Medical College, Patna.
40. Dr. R. K. Sinha, Head of the Department of English, Patna University.
41. Shri Jungeshwar Dutta, Department of Statistics, Patna University.
42. Dr. B. P. Sinha, Head of the University Department of Ancient History and Archaeology, Patna University.
43. Shri Sukdeo Narain, Advocate, Ranighat, Patna.
44. Dr. Krishna Kumar Sinha, Medical Officer, Patna University.
45. Dr. Jai Krishna Prasad, Medical Officer, Patna University.
46. Dr. Madan Lal, Medical Officer, incharge Health Services, Patna University.

*The 11th October 1966.*

47. Shri Shyamalanand, Artist, Department of Botany, Patna University.
48. Shri Sachindra Nath Singh, Department of Botany, Science College, Patna.
49. Shri Jagdish Nath Verma, Department of Zoology, Patna University.
50. Dr. Mithilesh Kumar Singh, Lecturer in Botany, Patna Science College, Patna.
51. Shri Bhubneshwar Prasad, Assistant Professor of Economics, Patna University.

## APPENDIX ' G '.

## PROGRAMME OF VISIT OF THE UNIVERSITY ENQUIRY COMMISSION TO PATNA UNIVERSITY.

The Commission met 32 times in the Patna University buildings :—

(30 times in connection with the enquiry from the period 1st March 1962 to 31st December 1965 and subsequent two visits in connection with the enquiry from the period 12th July 1960 to 28th February 1962 as per Government Ordinance, dated 22nd August 1966).

Dates of visits of the Patna University by the Commission :

1. 2nd June 1966
2. 3rd June 1966
3. 4th June 1966
4. 6th June 1966
5. 7th June 1966
6. 8th June 1966
7. 9th June 1966
8. 11th June 1966
9. 14th June 1966
10. 15th June 1966
11. 16th June 1966
12. 17th June 1966
13. 18th June 1966
14. 20th June 1966
15. 21st June 1966
16. 23rd June 1966
17. 25th June 1966
18. 27th June 1966
19. 28th June 1966
20. 29th June 1966
21. 1st July 1966
22. 4th July 1966
23. 8th July 1966
24. 9th July 1966
25. 11th July 1966
26. 14th July 1966
27. 15th July 1966
28. 16th July 1966
29. 19th July 1966
30. 21st July 1966
31. 10th October 1966
32. 11th October 1966

} Interviewed persons interested in the affairs of the Patna University for the period from 1st March 1962 to 31st December 1965.

} Held discussions with the Vice-Chancellor, the Treasurer, the Registrar, the Finance Officer and other Officers of the University and obtained replies of the University to the questions (serials 1 to 12) prepared on the basis of the materials furnished by the witnesses and on reply to the questionnaire *pro formas*, etc. The Commission also looked into the relevant files.

} Interviewed witnesses interested in the affairs of the Patna University for the period from 12th July 1960 to 28th February 1962.

## APPENDIX ' H '.

EXPENDITURES INCURRED ON THE UNIVERSITY ENQUIRY COMMISSION UPTO 28TH  
FEBRUARY 1967 (ESTIMATED).

				Rs.
1. Pay of Officers including the Chairman	...	...	...	40,900
2. Pay of Establishment	...	...	...	6,400
3. Honorarium and allowances	...	...	...	23,800
4. Other charges	...	...	...	18,000
				<hr/>
			Total	89,100
				<hr/>

## APPENDIX ' I '.

## PAPERS BEARING UPON VARIOUS ASPECTS OF THE WORKING OF THE PATNA UNIVERSITY.

1. Patna University Act, 1961.
2. Patna University Statutes, 1955 and 1962.
3. Patna University Service Statutes.
4. Patna University Regulations, 1965.
5. Minutes of the Senate, Syndicate, Academic Council of Patna University for 1962—65.
6. Reply to the questionnaire issued by the University Enquiry Commission.
7. Statements of persons interviewed by the Commission.
8. Written views of eminent Educationists received by the Commission.
9. Answer of the Vice-Chancellor to the different sets of the questions prepared on the basis of the reply to the questionnaire statements of witnesses and written memoranda.
10. Report of the Audit team attached to the Commission by the Finance Department of State Government.
11. Criticisms and suggestions published in the press.
12. Progress of Education in Bihar and Orissa (Quinquennial Review, 1912—March, 1917 and April, 1917 to March, 1922).
13. Annual Reports of the Patna University for 1961—64.
14. Report on University Education, 1948 by Dr. Radhakrishnan.
15. Report of the Committee on Model Act for Universities, 1964 by the University Grants Commission.
16. Report of the Education Commission, 1966 by Dr. D. S. Kothari.
17. Acts, Statutes, etc., of other Universities of India.

## APPENDIX ' J '.

Sri B. D. Roy,  
Dy. Controller of Accounts,  
Finance (Audit) Department,  
Bihar, Patna.

PATNA :

*The 29th November 1966.*

D. O. no. 7657-F. A.

Dear Sri Ahmad,

Kindly refer to my report, dated the 1st August 1966 on the Finance and Accounts of the Patna University, submitted to the Commission earlier.

I am now submitting a note suggesting changes in the financial set up of the Patna University and measures to improve its financial position. This note replaces Part III of my earlier report.

Yours sincerely,

B. D. ROY,

To

Shri S. M. Ahmad,

Secretary,

Universities Enquiry Commission,

Bihar, Patna.

A NOTE SUGGESTING CHANGES IN THE FINANCIAL SET-UP OF THE PATNA UNIVERSITY AND MEASURES TO IMPROVE ITS FINANCIAL POSITION.

*Changes in the financial set-up.*—With a view to ensuring proper and efficient control over finances and accounts of Patna University, its allied units and the constituent colleges, the following suggestions are made :—

(i) The existing provision of the post of the Treasurer has failed to ensure proper financial supervision and control over the finances of the University. While qualifications have been laid down for the appointment of the Vice-Chancellor and his appointment is made on specific terms and conditions, for the appointment of the Treasurer no qualifications have been prescribed and no specific terms and conditions of his appointment have been laid down in the Act. This is one of the reasons why the Treasurer has not been able to function as efficiently as he was expected to. The post of the Treasurer should be abolished. Instead, a Financial Adviser having high status and wide powers should be appointed to ensure proper control and supervision over the finances and accounts of the University. No person should be deemed to be qualified to hold the office of the Financial Adviser unless he has knowledge of financial rules and regulations and possesses adequate experience of financial administrations. He should be an officer drawn from the State Service and should be under direct control of the Chancellor. No proposal involving financial implication should be considered either by the Finance Committee or by the Syndicate or Senate unless it has, in the first instance, been thoroughly examined and approved by the Financial Adviser. The State Government should exercise certain controls on the finances of the University. All matters with regard to creation of posts and any other personal matters of the University employees having financial implications should be referred to the State Government. The decisions of the State Government shall be final. In other matters having financial implications if there is a difference of opinion between the Financial Adviser and the Vice-Chancellor of the Finance Committee and the financial implication is not of value exceeding Rs. 5,000, the matter should be placed before the Syndicate and the decision of the Syndicate supported by 2/3rd of the total members will be final and binding. If the financial implication is exceeding Rs. 5,000 the matter should be referred to the State Government and its decisions shall be final. The Education Department will have to gear up its machinery for promptly attending to the references received from the University on the above accounts.

The present post of the Finance Officer may continue. He will be under direct administrative control of the Financial Adviser. The Registrar will have no jurisdiction over him. He will act as Deputy to the Financial Adviser in all matters including Budget and Accounts. As the next man in the Financial hierarchy he will have great responsibility to shoulder. He will be called upon to assist the Financial Adviser in formulation of policies and arriving at decisions in all financial matters. The work that is envisaged for him will be more arduous and onerous than what he has been hitherto doing. In view of these, the post of the Finance Officer would be upgraded and placed in the scale pay of Rs. 850—40—1,250. After the present incumbent retires, this post too should be filled up by an officer from the State Service.

The Registrar should have no control over finances and properties of the University. Sub-section 2(a) and (b) of section 13 of the Patna University Act, 1961 may be deleted and these powers transferred to the Financial Adviser by amending the Act.

(ii) The Finance Committee should be a sub-committee of the Syndicate. An ex-officio member of the Syndicate representing Government should be included in the Finance Committee. The Vice-Chancellor should be its chairman.

(iii) A Rule-framing Sub-committee consisting of the Financial Adviser, an officer of the Finance Department, one officer of the Education Department and two members of the Syndicate should be appointed to frame Financial and Accounts Rules including Rules for the accounting, storage and consumption of stores and stocks of all kinds.

(iv) The stock and stores as existing on the 31st March 1966 should be physically verified by the Physical Verification Unit of the Finance (Audit) Department and a

copy of the report should be submitted to the Education Department who will have the right to direct the University to fix responsibility for losses of stores and stocks and recover the costs from the person concerned. Such verification should be conducted every alternate year.

*Measures to improve the finances of the Patna University.*—The financial position of the University can be improved in three ways—

- (a) by effecting utmost economy in expenditure;
- (b) by tapping new sources of income for the University; and
- (c) increase in the statutory grant.

On a closure examination of the Budget of the Patna University for 1966-67, the following economy measures are suggested :—

*Statement showing the amounts of savings that may be effected as a result of suggested economy measures.*

Serial no.	Items on which savings recommended.	Budget estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
1	The post of Budget and Accounts Officer should be abolished and his work managed by the Finance Officer.	5,800.00	5,800.00	Considering the work-load of the Finance Officer and the Budget and Accounts Officer, only one post of the Finance Officer may continue. The work of the passing of the salary bills of teachers of the constituent colleges may be decentralised and they may be paid by the respective principals. There is no post of Budget and Accounts Officer in the Universities of Bhagalpur, Ranchi and Magadh.
2	The post of Special Officer should be abolished.	8,400.00	8,400.00	It is being held by a retired hand who in addition to salary of Rs. 700 per month was also provided with a rent-free quarters after retirement, which was unjustified. His work should be managed by the Deputy Registrar in-charge examination. His duties with regard to the general stores should be allotted to the Assistant Registrar.
3	One post of Assistant Registrar should be abolished.	4,000.00	4,000.00	One Assistant Registrar can manage the work of both. In regard to General Administration, there should be two-tier system, i.e., the files should go to the Vice-Chancellor through the Registrar. There is no need of three-tier system by bringing in the Assistant Registrar.
4	Internal Auditor and Assistant Internal Auditors. These posts should be abolished and the work of internal audit taken up by the Finance (Audit) Department, Bihar.	16,000.00	16,000.00	The internal audit of the University is not effective and it would be better if this work is done by the auditors of the Finance (Audit) Department, Bihar, who will not be under the administrative control of the Patna University, but at the same time examine the accounts of the University and its colleges and submit reports to the University for its own benefit.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
5	Establishment (Patna University General).	3,25,000.00	50,000.00	The cut in establishment should include abolition of three posts of H.A., one post of Special Assistant and four posts of typists which were created after the 1st April 1964. The charges on temporary establishment should be reduced by one thousand and one hundred and that of leave salary of officers and establishment by four thousand. No stenographers should receive an allowance of above Rs. 100 per month.
6	Travelling allowance to members including local members and University staff.	60,000.00	6,000.00	The cut should be enforced by 10 percent.
7	Telephone ..	6,000.00	1,000.00	The Assistant Registrar and Special Officer should not have independent telephone connections.
8	Electrical fans and fittings.	3,000.00	1,000.00	
9	Inter-c o m m u n i c a t i o n Telephone.	2,000.00	500	
10	Minor construction and repair.	5,000.00	2,000.00	
11	Printing charges ..	8,000.00	3,000.00	
12	Forms, Registers for office use.	17,000.00	2,000.00	
13	Miscellaneous Publications.	7,000.00	2,000.00	
14	Publication of D. Litt. Thesis.	10,000.00	3,000.00	
15	Publication of Ph.D. Thesis.	10,000.00	3,000.00	
16	University Journal ..	5,695.00	500.00	
17	Refreshment for Senate and other meetings.	4,000.00	2,000.00	
18	Provision for Reserve fund.	30,000.00	10,000.00	
19	Award for Research Scholarship.	36,000.00	12,000.00	In view of the fact that several grants and awards are being made by the U. G. C. and the State University Commission, the cut is being recommended.
20	Occasional contribution, honorarium and travelling allowance to visiting lecturers.	4,000.00	1,000.00	
21	Grants for the Poor Boys' Fund at colleges and University Department.	25,000.00	15,000.00	Since a large number of students are receiving scholarships from the Education Department, Welfare Department and Central Government, this cut is being recommended.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
22	Grants for Merit Scholarship instituted by the University.	55,000.00	15,000.00	Since a large number of scholarships are being given by the Education Department, Welfare Department, and Central Government, this cut is being recommended.
23	Vice-Chancellor's Discretionary grant.	15,000.00	10,000.00	Ditto.
24	Entertainment of Guests	3,000.00	1,500.00	
25	Fee for legal advice ..	10,000.00	5,000.00	
26	Grants to the N.C.C. ..	5,500.00	5,500.00	Since N. C. C. is being financed by the State Government no grant on this account is necessary.
27	Examination expenses	6,17,750.00	61,000.00	It should be reduced by 10 per cent.
28	The establishment of the University Departments should be rationalised and centralised and a 20 per cent economy effected.	10,000.00	20,000.00	The provision of a separate office for each Post-Graduate department is uneconomical and expensive. There should be one centralised office for all the Post-Graduate departments situated in Darbhanga House and in the campus of Patna College. There should be a separate centralised office for Post-Graduate departments of Science subject.
29	Establishment of Post-Graduate Block.	4,475.00	2,200.00	There should be 50 per cent reduction in the post of Darwan, Night Watchman and peons.
30	Allowance of Professor in-charge.	900.00	900.00	The work of this block should be looked into by Assistant Registrar and there should be no expenditure on account of allowance to the Professor in-charge.
31	Contingent menials ..	2,520.00	540.00	Out of nine contingent menials two should be done away with.
32	Allowance to Hostel Superintendent.	39,500.00	28,000.00	Special pay or allowance to the Hostel Superintendents should be abolished and they should be given rent-free quarters. Where no quarters is provided, special pay may be allowed.
33	Telephone to warden	3,000.00	3,000.00	No warden should have any telephone.
34	Allowance to Principal for supervising morning classes and to the Principal of Patna College for Commerce classes.	3,300.00	3,300.00	No Principal should get any allowance other than the Principal's allowance. All the work connected with the administration of morning classes or Commerce classes can be done between 10.00 A.M. and 5 P.M. and there should be no extra charge if the Principal or Professor in-charge goes to the college casually for inspection of these classes.
35	Establishment of Patna Science College. The cut should be by 10 per cent.	51,552.00	5,155.00	
36	Bihar College of Engineering--			
	(a) Reduction in cost of establishment.	42,500.00	5,000.00	
	(b) 10 per cent cut in travelling allowance.	10,000.00	1,000.00	

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
37	B.N. College, cut in cost of establishment.	50,000.00	2,500.00	
38	Central Dispensary including its branch to B. N. College—cut of 10 per cent in establishment.	52,000.00	5,200.00	Doctors should not be given conveyance allowance. They should be given work in specified hostels of the colleges for period of one year and it should be so arranged that a doctor is not required to move from one college to another or one hostel to another on the same day except where these are in a radius of 2 furlongs.
39	No doctors should be given conveyance allowance.	10,000.00	10,000.00	
40	Cost of medicine ..	32,000.00	4,000.00	
41	Advance increments to teachers possessing Doctorate degree.	50,000.00	20,000.00	All persons holding Ph.D. degree should not be paid. Only those whose thesis is exceptionally good should be paid advance increment. The saving of Rs. 20,000 should be made available for general purposes.
42	Provision for excursion for all constituent colleges and University departments.	15,000.00	5,000.00	
43	Purchase of back number of Journals for University Departments.	5,000.00	2,000.00	
44	Provision for youth welfare activities.	33,300.00	8,300.00	
45	Staff club ..	6,000.00	6,000.00	
46	Staff club ..	1,500.00	1,500.00	
47	Pay for study leave ..	1,03,000.00	50,000.00	
48	Leave salary to the Government servants transferred to the University and staff of the old University department.	55,000.00	30,000.00	
49	Repair of typewriters	2,000.00	1,000.00	
50	Livery .. ..	12,500.00	2,000.00	
51	Provision for upkeep of University building.	1,31,630.00	10,000.00	
52	Provision for additions and alterations to the University buildings.	10,000.00	3,000.00	
53	Provision for maintenance of furniture of the University Department.	3,000.00	1,000.00	
54	Advance to employees for purchase of cycle.	3,000.00	3,000.00	

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
55	Transfer to Loan fund for advance to Patna University employees for construction of residential building and purchase of Motor car and Scooters.	3,00,000.00	2,50,000.00	In view of the financial crisis and need for austerity the provision under this item has been reduced. No one should get any Car or Scooter advance. Provision of Rs. 50,000 only for house-building advance made. None below the age of 40 should get house-building advance.
56	Unforeseen contingencies	2,00,000.00	1,00,000.00	Because of need for austerity cut has been made.
57	Transfer to the R/R Budget for expenditure.	1,00,000.00	1,00,000.00	Expenditure on this account should be met by effecting a cut of 25 percent over the Works Department which is financed from the grant received for construction of building, etc. No one should be paid construction allowance.
58	Cut in grant in the library for purchase of books.	50,000.00	10,000.00	
59	Cut in allotment for purchase of periodicals to University Department and constituent colleges.	72,395.00	5,000.00	
60	Contingencies of the constituent colleges and University Department.	8,00,000.00	80,000.00	About 10 percent cut. There should be strict supervision and control over use of all types of articles in University Departments and constituent colleges.
61	Cost of travelling allowance of the constituent colleges.	10,000.00	1,000.00	
62	Realisation of house-rent for the quarters occupied by the Registrar at the rate of 10 per cent of his pay.	..	1,440.00	The Patna University act provides for rent-free quarters to the Vice-Chancellor only. There is no justification for providing rent-free quarters to the Registrar. The University spends a lot of money over the construction and maintenance of his quarters. He should pay 10 per cent of his salary as house-rent. Officers of State Government of similar rank are not entitled to rent-free quarters.
		<b>Total ...</b>		
		<b>10,27,267.00</b>		

In so far as suggestion for cut in establishment of the University Office and constituent colleges is concerned, it may be mentioned that staffing has not been made on any rational and scientific basis. There is no yardstick for measuring the work-load of the staff for creating posts. There is no authentic duty chart showing distribution of work among staff. On assessment of the work-load a cut of expenditure approximately by 15 per cent has been recommended. As regards the Post-Graduate Departments, it is unscientific and expensive to have a separate office for each department. Centralised Offices as recommended will serve well and at the same time lead to an economy of 20 per cent. The question of effecting cut in the Establishment was also discussed by me with Shri S. N. Jha, Deputy Organisation and Method Officer,

Appointment and Political Department; who has also made a probe into it. He fully agrees with the views expressed above.

In addition to the Economy measures suggested above the work-load of Teaching staff of all categories of the University Department and the constituent colleges should be assessed and the staffing should be made on the basis of a yardstick which should take into account not only the academic standard but also the available fund.

Cases of wrong fixation of salaries of some teachers resulting in excess payments to them has come to notice. It is suggested that pay of all categories of teachers be re-fixed by the Education Department in accordance with the Act and statutes.

It is also suggested that payment of the salaries of the teachers of the constituent colleges which are at present made centrally by the University should be decentralised and payments made by the Principals of the Colleges concerned. This will ensure timely payment of salaries to the teachers which at present is not made in time and causes hardships and inconvenience to them. Decentralisation will reduce the work-load of the University office and mean some additional work in each college. It may be mentioned here that before the centralisation, the teachers of the constituent colleges were being paid by the respective Principals and when the work was taken away by the University there was no corresponding reduction in the strength of establishment of the constituent colleges. While decentralisation will lead to reduction in the strength of the staff of the University office, there is no necessity for any increased in the clerical strength of the constituent colleges on this account. The step will also reduce the work of the Finance Officer.

Since the bulk of the construction work is done through the agencies of private contractors, the expenditure over the Engineering establishment should be reduced by 25 per cent as an austerity measure. There is no justification for payment of construction allowance to the Officers and the staff of the Engineering Department and this should be discontinued forthwith.

There is need for effective Control and supervision over use of all types of articles and materials including livestock in the University office, its allied units and the constituent colleges.

For increasing its income the University should undertake the following measures :—

- (i) The University Press should be run on commercial lines and it should be so organised as to ensure a substantial income.
- (ii) Old magazines and papers should be sold by public auction, and the amount credited to the University fund.
- (iii) The publication wing should be reorganised and sales pushed up.
- (iv) Arrangements should be made for large-scale sales of old question papers, income from which so far has been meagre.

The above measures will ensure material increase in the income of the University.

For improving the financial position of the University it is also necessary to revise the Statutory grant. But this should be revised only after the above recommendations are implemented and the actual need of the University for additional grant correctly assessed. In future, Statutory grant may be fixed for a period of five years only which should take into account the need of expansion and development of the University Education and Research in next five years.

Pending the revision of the Statutory grant on the lines indicated above it appears necessary to provide for *ad hoc* grant to the University to enable it to meet its financial commitments. According to the Budget Estimates for 1966-67, the deficit on the recurring side of the expenditure comes to Rs. 21,79,332. An economy to the extent of Rs. 10,27,267 has been suggested above. If the University gives effect to these measures, it will be left with a deficit of Rs. 11,52,065. It has also been suggested above that the work-load of the teachers of all categories of the University

Departments and the constituent colleges should be immediately assessed. Keeping in view the need for economy the yardstick for the teachers should be so modified as to effect a cut of 6 per cent in the expenditure over pay and allowances of the teachers. This will lead to an economy of a sum of Rs. 3,36,000, thus bringing down the deficit to Rs. 8,16,065. After allowing for a margin of increase in income from sales of magazines and newspapers by public auction and increased sales of old question papers, books and unserviceable articles the University is still left with a deficit of Rs. 8,00,000 per annum. The question of sanctioning *ad hoc* grant to the University may be considered.

B. D. ROY,

*Deputy Controller of Accounts, Finance*

*(Audit) Department.*

29-11-1966.

—————  
No. 6557-F.A.

GOVERNMENT OF BIHAR.

FINANCE (AUDIT) DEPARTMENT.

FROM

SHREE B. D. ROY,

DEPUTY CONTROLLER OF ACCOUNTS,

TO

THE SECRETARY,

UNIVERSITY ENQUIRY COMMISSION, BIHAR, PATNA.

*Patna, the 29th October, 1966.*

SUBJECT.—Investigation into the financial affairs of the Patna University.

SIR,

As desired by the Commission, the financial affairs of the Patna University pertaining to the period 1960 to February, 1962 were investigated by the Auditors of the Finance (Audit) Department under my supervision.

2. The report submitted to the University Enquiry Commission by me on 1st August 1966 covers the financial matters pertaining to this period also and there is no such point in respect of which any further report is necessary. In this connection reference is invited to para 1(v) of the previous report in which it has been stated that " Although the period under investigation is from March, 1962 to December, 1965, references have been made in course of the report to certain data and facts pertaining to the periods prior and subsequent to it for proper assessment of the points under enquiry ".

3. The Commission has also desired that the propriety of demand for the additional fund by the Patna University for meeting its recurring expenditures may also be examined and the amount of its genuine requirement for additional Statutory grant worked out. In this connection it may be stated that more than 60 per cent of the annual expenditure of the University on the recurring side is on the establishment and pay and salary of the teaching staff. The genuine requirements of the University on these items can be worked out only if the work-load of the University Departments, Constituent Colleges, University Office, University Library, University Press and the University Works Department are furnished. In spite of our best efforts the work-load of 15 University Departments only out of 42 have been furnished. Neither any college nor any of the allied offices of the University has furnished the information. In

absence of all these, no assessment of the actual requirement of the fund by the University to meet its current deficit can be worked out.

4. It may, however, be stated that there is ample scope for effecting economy in the expenditure incurred by the University. There is sufficient scope for rationalisation of the establishment of the University Office, Post-Graduate Departments, University Library and other allied offices. On the teaching side posts have been created without taking into consideration the financial implications. If the twin considerations of academic standard and availability of fund, which so far had been kept apart, are brought together and the strength of the teaching staff is determined according to a yard-stick which provides for the best combination of the two, there will be substantial economy in expenditure over teaching staff.

5. On going through the entire budget of the University, I would suggest a ten per cent cut in all types of contingent expenditures and expenses over examinations. A number of items of contingent expenses such as dinner and other entertainments to the members of Senate, Syndicate, Academic Council, Board of Studies, etc., should be done away with. There is hardly any justification for providing telephone to the wardens. The expenditure on menials and peons in the University, University Departments, Constituent Colleges and other allied offices of the University should be cut down. There is hardly any justification for maintaining a number of Darbans for Darbhanga House.

There is need for ensuring strict control over purchase of books and magazines for the University Library, Libraries of the Constituent Colleges and University Departments. It may be possible to cut down the number of periodicals that are purchased. The amount of the discretionary grant at the disposal of the Vice-Chancellor should be cut down to Rs. 5,000 per annum on account of the financial stringency. Students reading in colleges and University are receiving scholarships, awards and stipends from a number of other sources such as Education Department, Welfare Department and Central Government. And as such the discretionary grant at the disposal of the Vice-Chancellor can be cut down without any adverse effect on the students. The University Press should be run on the commercial lines to augment the resources of the University. The sales section of the University should be reorganised to increase the income from sales of Text-Books, old question papers and other publications. Old newspapers and periodicals should be sold by public auction and sale-proceeds deposited to the University Fund. There should be vigorous control over the telephones. There is no justification for providing rent-free house to the Registrar, Deputy Registrar and the Finance Officer. Since the Wardens are entitled to rent-free quarters, there is no justification for giving any special pay to them. Similarly the Hostel Superintendent should only get rent-free house and no special pay. The rent-free house to the Warden and Superintendent is sufficient consideration for the additional duties that they perform. No University employee should get any rouse rent allowance.

6. The State Government should make some arrangements for checking of the quality of the buildings, etc., constructed by the Works Department of the University.

7. There should be arrangement for control and supervision over use of materials, etc., in all the Constituent Colleges, University Press and the University Office.

8. The measures outlined above would greatly reduce the quantum of demand for additional Statutory grants. In absence of stringent financial control over expenditures, no amount of increase in the quantum of Statutory grant will provide a solution to the problem. It must be tackled at the base. And for this it is necessary that the finances of the University should be controlled by a person having sufficient experience in financial administration and adequate knowledge of financial rules and procedures.

Yours faithfully,

B. D. ROY,

*Deputy Controller of Accounts.*

## UNIVERSITY ENQUIRY COMMISSION.

## A REPORT ON THE FINANCE AND ACCOUNTS OF THE PATNA UNIVERSITY.

*Introductory.*

- (i) Name of the Accounts investigated      Accounts of the Patna University, Patna.
- (ii) Name and designation of the Officers in-charge of accounts.
- (a) *Vice-Chancellor*—
- (i) Dr. G. Jacob, from 14th March 1962 to 13th March 1965.
- (ii) Dr. K. K. Dutta from 14th August 1965 (continuing).
- (b) *Treasurer*—
- (i) Dr. B. N. Prasad from 1st March 1962 to 9th March 1964.
- (ii) Dr. P. Dayal from 11th March 1964 to 30th March 1964.
- (iii) Dr. N. S. Nagendranath from 31st March 1964 to 24th July 1964.
- (iv) Shri Zawar Hussain from 25th July 1964 to 13th March 1965.
- (v) Shri M. P. Sinha from 23rd March 1965 (continuing).
- (c) *Registrar*—
- (i) Dr. K. P. Ambastha from 6th October 1961 to 1st April 1965.
- (ii) Shri Sitaram Prasad from 7th May 1965 (continuing).
- (d) *Finance Officer*—
- Shri J. D. Choudhary from 10th October 1961 (continuing).
- (e) *Budget and Accounts Officer*—
- (i) Shri Pandey S. K. Sharma from 1st October 1962 to 11th December 1962.
- (ii) Shri S. A. Rab from 12th December 1962 (continuing).
- (iii) Period covered by verification.      From March, 1962 to December, 1965.
- (iv) Name and designation of the Auditors.
- (1) Shri K. Narayan, Senior Auditor-I.  
(2) Shri Ramagayan Singh, Auditor.  
(3) Shri Lala Udai Shankar Prasad, Auditor.
- All from the Finance (Audit) Department, Bihar Patna.

*(v) Scope of investigation—*

With a view to assisting the University Enquiry Commission constituted under Education Department's notification no. 445, dated 21st February, 1966 the financial affairs of the Patna University and its accounts were investigated into by a team of Auditors from Finance (Audit) Department under the supervision of Shri B. D. Roy, Deputy Controller of Accounts. The Accounts of the University were subjected to test checks to find out the present financial position of the University and the existing system of financial control and methods of maintenance of accounts. Although the period under investigation is from March, 1962 to December, 1965, references have been made in course of the report to certain data and facts pertaining to the periods prior and subsequent to it for proper assessment of the points under enquiry.

## PART I.

*Financial position of the University.*

The table below would show the financial position of the University from 1959-60 to 1966-67 :—

Recurring receipts and expenses.					
Year.	Total recurring receipts including the balance brought forward from the previous year.	Total recurring expenses.	Balance (+) (—)		
1	2	3	4	5	
	Rs.	Rs.	Rs.		
1959-60 .. ..	79,56,454.94	70,97,152.19	8,59,302.75(+)	Actual.	
1960-61 .. ..	94,73,697.34	74,42,769.31	20,30,928.03(+)	..	
1961-62 .. ..	1,17,01,987.33	92,74,158.14	24,27,829.19(+)	..	
1962-63 .. ..	1,04,28,376.93	97,05,255.85	7,23,121.08(+)	..	
1963-64 .. ..	96,61,336.86	94,93,127.10	1,76,209.76(+)	..	
1964-65 .. ..	89,99,547.01	1,01,96,676.76	11,97,129.75(—)	..	
1965-66 .. ..	1,02,12,289.00	1,15,69,252.00	13,56,963.00 (—)	Revised Budget.	
1966-67 .. ..	1,19,30,378.00	1,41,09,710.00	21,79,332.00 (—)	Budget Estimate.	

  

Non-recurring receipts and expenses.					
Year.	Total non-recurring receipts including the balances brought forward from the previous year.	Total non-recurring expenses.	(Balance (+) (—))		
6	7	8	9	10	
1959-60 .. ..	48,40,292.54	21,34,183.24	27,06,109.30(+)	Actual	
1960-61 .. ..	50,33,281.96	22,18,888.73	28,14,393.23(+)	..	
1961-62 .. ..	53,76,370.40	25,80,173.75	27,96,197.15(+)	..	
1962-63 .. ..	51,50,916.68	50,95,453.12	55,463.56(+)	..	
1963-64 .. ..	51,40,067.97	40,12,715.41	11,27,352.56(+)	..	
1964-65 .. ..	43,39,479.92	29,99,496.45	13,39,983.47(+)	..	
1965-66 .. ..	77,39,111.00	90,15,809.00	12,76,698.00(—)	Revised Budget.	
1966-67 .. ..	65,24,045.00	72,88,594.00	7,64,549.00(—)	Budget Estimate.	

The figures above would show that the Patna University had a sound financial position up to 1961-62. During 1962-63 while there was a fall in receipt by Rs. 12,73,610.40

the expenditure went up by Rs. 4,31,097.71 as compared to 1961-62 with the result that the saving of the University on its recurring side which stood at Rs. 24,27,829.00 on close of 31st March 1962 came down to Rs. 7,23,121.60 on 31st March 1963 and at the end of 1963-64 it came down to Rs. 1,76,209.00. During 1964-65 while the receipt declined further, the expenditure shot up to Rs. 1,01,96,676.00, an increase of Rs. 9,22,518.00 over the figures for 1961-62. In 1965-66, the expenditures went up further to Rs. 1,15,69,252.00. In 1966-67, the estimated expenditure has touched all time record of Rs. 1,41,09,710.00. These abnormal increases in expenses resulted in deficit of Rs. 11,97,129.00 in 1964-65, Rs. 13,56,963.00 in 1965-66 and Rs. 21,79,332.00 in 1966-67. The University spent up the precious savings and when it was all spent up, it made illegal and unauthorised appropriation of the grants and loans received from the University Grants Commission and the State Government for specified non-recurring expenses. Sections 11(2)(b) and 21(d) of the Patna University Act, 1961 lay down that the Treasurer and the Syndicate would ensure that all monies were expended on the purpose for which they were granted or allotted by the appropriate authority. The figures as detailed above reveal not only the shattered financial position of the University but also the illegal and unauthorised appropriation of non-recurring grants and loans by the University authorities.

The principal reason for the shattered financial position has been that the University authorities including the Syndicaté, the Vice-Chancellor, the Finance Committee and the Treasurer did not plan expenditures within the available resources of the University. The State Government had initially provided Rs. 35,00,000.00 as its recurring grant to the University. In 1962, the grant-in-aid was enhanced to Rs. 46,66,000.00 on the request of the University. This amount was fixed taking into account the original grant of Rs. 35,00,000.00 as fixed by the Government in G. O. no. 10717, dated the 18th April 1952 and the additional fund required for specific items of development as detailed in Education Department's letter no. IG-1022/62-E.—1768, dated the 22nd June 1962. This amount was fixed in consultation with the University authorities in accordance with section 40 of the Patna University Act, 1961. The 33½ per cent increase as envisaged in this section had been included at the time of fixation of grants-in-aid in 1952. The additional grant as sanctioned in 1962 had taken into consideration the extra liabilities of the University as a result of its conversion into teaching-cum-residential University under the Patna University Act of 1961. This amount of grant-in-aid had been determined in the light of the previous demands of the University and in consultation with the Vice-Chancellor. Under section 40(1)(ii) of the Act, the amount of grant became final after sixty days of its publication in the official Gazette.

The University authorities, in planning their expenditures, should have taken into account the available grants-in-aid and the annual recurring income accruing from other sources such as income from Tuition Fee, Examination Fee, Registration Fee, etc. If the expenditures had been planned prudently and judiciously the finances of the University would never have fallen into disarray. Unfortunately, the University authorities went on increasing expenditures without any relation to the available resources with disastrous results.

The following specific causes have been chiefly responsible for the financial crisis of the University :—

- (i) On 23rd February 1962 the Syndicate took a decision that all teachers having Ph.D., D.Sc., or D.Litt. Degree be granted four advance increments from the date on which the degrees were conferred. On 16th January 1963 the Syndicate further resolved that the advance increments be sanctioned retrospectively to even those who had joined the University after obtaining such degrees. The increments were made admissible for Faculties of Arts, Science, Commerce, Education, Engineering and Medicines. The granting of four advance increments with retrospective effect without taking into consideration the available fund had a serious repercussion on the finances of the University. Very heavy amounts were paid to various teachers as arrears on this account which went as far back as 1954. Some cases are cited below :—

*Advance Ph.D. allowance sanctioned and paid to the following University Teachers.*

Name of the Teachers.	Amount paid.	Period for which paid.
	Rs.	
1. Dr. Chetkar Jha .. ..	6,026.00	Paid in June, 1962.
2. Dr. S. C. Dey .. ..	4,067.35	February, 1956 to September, 1959.
3. Dr. K. P. Ambastha .. ..	3,821.65	September, 1956 to August, 1959.
4. Dr. Shiva Nandan Prasad .. ..	4,058.62	February, 1959 to April, 1962.
5. Dr. Rajaram Rastogi .. ..	5,866.40	January, 1958 to April, 1962.
6. Dr. Bimala Prasad .. ..	5,658.58	February, 1958 to April, 1962.
7. Dr. V. A. Narain .. ..	4,775.29	August, 1958 to April, 1962.
8. Dr. Kailash Bihari Prasad .. ..	6,208.24	July, 1957 to March, 1962.
9. Dr. Kamaleshwar Prasad .. ..	4,133.48	February, 1959 to April, 1962.
10. Dr. Sudhir Kumar Dutta .. ..	8,389.63	October, 1955 to April, 1962.
11. Dr. R. K. Sharan .. ..	7,106.53	December, 1956 to April, 1962.
12. Dr. R. K. P. Singh .. ..	8,576.19	February, 1956 to April, 1962.
13. Dr. Kapildeo Pd. Sinha .. ..	7,300.44	December, 1956 to April, 1962.
14. Dr. Jwala Pd. Sinha .. ..	4,050.56	February, 1958 to March, 1961.
15. Dr. Basudeo Singh -- --	5,774.67	February, 1955 to April, 1962.
16. Dr. A. S. Yadava .. ..	3,020.66	February, 1960 to April, 1962.
17. Dr. S. A. Ahmad .. ..	14,500.00	From 1959 to December, 1965.
18. Dr. P. Dayal .. ..	11,600.00	From 1959 to December, 1965.
19. Dr. Satyendra Swarupa .. ..	8,987.54	November, 1954 to April, 1962.

(ii) Another factor which told heavily on the finances of the University was creation of a large number of posts of Demonstrators, Tutors, Lecturers, Assistant Professors, Readers, Professors, Associate Professors and University Professors during the period 12th July 1960 to 31st December 1965. The table given below will explain the position :—

*Additional posts created by the Syndicate during the period from 12th July 1960 to 31st December 1965.*

University Professor	...	...	...	1
Professor or Reader	...	...	...	50
Associate Professor	...	...	...	Nil.
Assistant Professors or Lecturers	...	...	...	85
Demonstrator, Tutor, Foreman and Instructor	...	...	...	7
Floating University Professorship	...	...	...	6
Floating Professorship or Readership	...	...	...	6

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Out of the total of 751 posts of teachers of all categories as on 31st December 1965, as many as 155 posts were created during the period from 12th July 1960 to 31st December 1965, an increase of about 26 per cent. Out of these, 63 posts were in the rank of University Professor or Professors or Readers. Out of total of 121 posts in the superior ranks as on 31st December, 1965, as many as 63 were created during the period from 12th July 1960 to 31st December, 1965, an increase of about 108 per cent. Most of the newly created posts fell during the period from 1st April 1962 to 31st December 1965.

The table below, which is only illustrative, gives an idea of increase in expenditure as a result of creation of additional posts.

Particulars.	1960-61.	1961-62.	1962-63.	1963-64.	1964-65.	Approximate percentage of increased expenditure upto 1964-65 on the basis of expenditures of		Remarks.
						1960-61.	1961-62.	
1	2	3	4	5	6	7	8	9
	Rs.	Rs.	Rs.	Rs.	Rs.			
1. University Department of Hindi and special pay of teaching staff.	20,755.65	20,405.87	32,511.17	27,372.27	30,175.16	50	50	The expenditure increased by more than Rs. 12,000 in 1962-63. This is abnormal.
2. Pay and special pay of teaching staff in Department of Ancient Indian History and Archaeology.	26,349.30	32,270.39	40,653.54	32,258.37	36,129.98	38.5	12.5	Abnormal increase, i.e., Rs. 8,383.15 in 1962-63 only.
3. Department of History. Pay and special pay of teaching staff.	26,586.34	41,434.29	60,142.82	51,065.63	44,690.24	69	7	Abnormal increase in 1961-62 to 1963-64 appeared due to new appointment in 1961-62 and arrears paid.
4. Department of Urdu. Pay and special pay.	22,173.80	20,291.20	31,113.16	20,040.64	24,890.81	9	20	Abnormal increase, i.e., for Rs. 11,000 approximately in 1962-63.
5. Department of Arabic. Pay and special pay of teaching staff.	4,193.22	8,948.14	14,366.79	12,900.00	13,504.84	22.5	50.5	Persisting increase in every year onward from 1960-61 and abnormal increase in 1962-63.
6. Department of Geology. Pay and special pay of teaching staff.	18,357.48	18,022.63	21,052.69	26,431.45	41,570.93	127.7	127.8	All of a sudden abnormal increase in 1964-65, i.e., approximately Rs. 15,000 in comparison with previous year expenditure and for Rs. 23,000 approximately in comparison with expenditure in 1960-61.

7. Department of Physics. Pay and special pay of teaching staff.	31,397.49	31,098.64	39,591.84	54,559.46	54,936.21	74.5	74.5	Abnormal increase, i.e., for Rs. 23,000 approximately in 1963-64 which started from 1962-63.
8. Department of Chemistry. Pay and special pay of teaching staff.	48,257.30	44,718.74	57,976.60	52,206.16	69,262.80	44	56.8	Abnormal increase suddenly in 1964-65, i.e., for Rs. 17,000 approximately in comparison with 1963-64.
9. Department of Botany. Pay and special pay of teaching staff.	25,792.16	32,304.28	52,840.53	55,227.98	51,833.45	104	59	Abnormal increase started from 1962-63 and came upto Rs. 20,000 in 1962-63.
10. Department of Zoology. Pay and special pay of teaching staff.	21,357.83	20,881.06	47,249.18	49,951.73	44,348.54	109	120	Abnormal increase started from 1962-63.
11. Department of Anatomy. Pay and special pay of teaching staff.	23,566.12	23,296.60	34,227.49	29,297.26	31,508.66	34.5	34.5	Ditto.
12. Department of Obstetrics and Gynaecology. Pay and special pay of teaching staff.	6,202.68	11,014.60	23,283.55	16,247.25	18,171.11	200	63.6	Persistent increase in expenditure from 1962-63,
13. Department of Ophthalmology and Otorhinolaryngology. Pay and special pay of teaching staff.	16,648.00	9,777.00	17,491.07	17,575.47	27,270.28	68	200	Abnormal increase suddenly in 1964-65.
14. Department of Law. Pay and special pay of teaching staff.	1,071.84	4,396.37	12,764.78	14,571.45	23,594.95	2,200	475	Persistent increase in expenditure from 1962-63.
15. Patna College. Pay and special pay of teaching staff.	2,18,441.20	2,57,497.05	3,44,381.88	3,53,663.64	3,52,217.26	61.5	37	Expenditure increased due to appointment in 1962-63 and onward.
16. Science College. Pay and special pay of teaching staff.	2,205,45.50	2,27,809.06	3,84,115.76	3,52,337.68	3,52,217.26	60	55	Ditto.
17. Medical College. Pay and special pay of teaching staff.	1,97,411.78	1,89,943.45	2,23,381.90	2,32,839.70	2,43,458.29	28	28	Ditto.
18. Magadh Mahila College. Pay and special pay of teaching staff.	1,42,588.63	1,69,912.97	2,03,446.64	1,97,236.28	2,07,361.51	45.5	21.5	Ditto.
19. B. N. College. Pay and special pay of teaching staff.	3,72,044.48	4,06,153.84	4,07,472.90	4,71,224.49	4,95,061.60	33	22	Ditto.

The decisions with regard to creation of posts were taken without considering their financial implications. Before creating these posts and filling them up, the University authorities should have obtained the approval of the State Government and secured additional fund to meet the increased liabilities.

(iii) Thirdly, there has been abnormal increase in the cost of Establishment as is indicated by the figures below :—

Particulars.	1960-61.	1961-62.	1962-63.	1963-64.	1964-65.	Approximate percentage of increased expenditure up to 1964-65 on the basis of expenditure in—		Remarks.
						1960-61.	1961-62.	
						1	2	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Pay of Officers ..	45,003.76	37,971.65	61,110.73	69,191.53	80,566.91	77.7	11.6	78 per cent increase in comparison with expenditure in 1960-61. Three posts of Special Officer at the rate of Rs. 600 per month and Planning Officer at the rate of Rs. 375 per month were created in 1963-64 and 1964-65.
Pay of Establishment ..	1,33,976.20	1,55,939.20	1,78,320.66	1,83,045.70	1,87,550.01	40.7	20.6	The following new posts were created in 1964-65: Head Assistant—1, Special Assistant—3, Upper Division Assistant—7, Senior Lower Division Assistant—5, Junior Lower Division Assistant—7, Typist, Class I—1, Typist, Class II—7. Approximately 30 per cent increase in comparison with expenditure in 1960-61.
Allowances ..	1,11,729.63	1,55,938.53	1,68,959.13	1,82,357.18	2,13,263.64	92	37.4	Persistent increase since 1961-62 which has approximately doubled in 1964-65.

This cost is exclusive of the establishment cost of each University Department, the University Library, University Press and the Constituent Colleges. In increasing the establishment cost and creating a number of extra posts in both Gazetted and Non-gazetted ranks, the University authorities did not take into account the available fund.

It is painful to find that decisions were taken by the Syndicate, the Vice-Chancellor and the Finance Sub-committee creating heavy financial liability without taking into consideration the availability of the fund. The financial set-up as envisaged in the Patna University Act has failed to exercise effective control over the finances of the University. The Finance Officer who would normally be expected to give expert advice on financial matters to higher authorities was perhaps relegated to the background and his advice was seldom sought. The Treasurer, who under the purview of the Patna University Act is supposed "to exercise general supervision over the funds of the University and advise in regard to its financial policy and be responsible for seeing that all monies are expended on the purpose for which they are granted or allotted by the appropriate authorities", failed to play the role that was expected of him. No statutes or ordinances were framed to give specific function to the Treasurer in administration of the finances of the University. In fact all decisions with regard to creation and filling up of posts and granting of advance increments were taken by the Syndicate under the Chairmanship of the Vice-Chancellor without in the first instance seeking the technical opinion of the Finance Officer and the Treasurer. Decisions with regard to other financial matters were also mostly taken by the Vice-Chancellor himself which were subsequently approved by the Finance Committee. The financial proposals coming up for discussion before the Finance Committee did not generally have the previous expert advice either of the Treasurer or of the Finance Officer. The Treasurer participated in the deliberations of the Finance Committee as its Chairman but exactly what contributions he made by way of expert well thought out advice is not known. If the results of the deliberations of the Committee are any indication, it can be said that the Treasurer hardly performed the duties that was imposed on him by section 11 of the Patna University Act, 1961. Neither the Treasurer nor any member of the Finance Committee had expert financial knowledge or the necessary background and experience in financial matters. The Finance Officer, it seems, had no power to participate in the deliberations of the Finance Committee nor did he generally get an opportunity to record his views before the matter was formally put before the Committee. The Vice-Chancellor and the Syndicate, it is apparent, never bothered about the finances. They failed to perform their duties in so far as the proper administration of the finances of the University was concerned.

## PART II.

A test probe has revealed that the Accounts of University are in highly unsatisfactory state. The specific defects and irregularities detected are given below :—

### 3. Faculty Budgeting.

On a comparative study of the Budget Estimates and actuals for the years 1962-63 to 1964-65, it was noticed that the Budgets were not properly prepared. It was seen that in some cases the actuals were much less than the estimated amounts whereas in others they exceeded the estimates considerably. A few illustrative examples are given below :—

Year.	Particulars.	Amount of receipts estimated.	Actuals.	Difference.
1	2	3	4	5
		Rs.	Rs.	Rs.
1962-63	.. Fees from Constituent Colleges	12,98,205.00	12,29,289.00	68,916.00
	.. Examination fees (Revised)	12,49,575.00	5,42,889.00	7,06,686.00
1964-65	.. Fees from Constituent Colleges	13,04,000.00	12,06,761.00	97,239.00
	.. Examination Fee	7,49,050.00	5,65,460.00	1,83,590.00

Year.	Particulars.	Amount estimated.	Actuals.	Difference.
1	2	3	4	5
		Rs.	Rs.	Rs.
1962-63	Examination Expenses	5,70,450.00	10,71,155.00	5,00,705.00
	University General (Non-recurring)	1,54,579.00	2,83,067.00	1,28,488.00
1964-65	University General (Non-recurring)	1,96,000.00	5,94,602.00	3,98,602.00

It would thus be evident from the illustrations tabled above that in some cases the differences ranged in lacs of rupees. In order to reflect correct financial position and control, the Budget should have been prepared properly so that the actuals came as close to the estimates as possible. The receipt was apparently inflated to justify increased expenditure, defeating the main object to budget and financial control.

4. *Statements of Assets and Liabilities were never prepared.*

Despite repeated observations made in the successive Audit Reports of the Accountant-General, Bihar, and the Resolution of the Audit Committee passed in its meeting held on 8th and 9th January, 1958, the statements of Assets and Liabilities at the close of each year were not found prepared by the University at all in order to give correct assessment of the financial position at any stage.

5. *Physical verification reports or inventories of the articles were never found prepared.*

There was neither any rule framed nor principle adopted to get the stores and stocks physically verified at any stage, by any authority independent of the Stores incharge and Ledger writers to ascertain the authenticity of the book balances. It was seen from the general statements of accounts that amounts involving several lacs of rupees were spent over purchasing Dead Stocks, Equipments, Tools, Implements, Furniture and other appliances for the daily management of the office business during the period 1962-63 to 1965-66. In order to ensure that all such articles purchased out of University Fund were in existence, or used in the interest of University service and there was no scope left for misuse of the same, a proper method may be applied at periodical intervals to get the articles physically verified. Inventories of all stores and stocks of the University and its allied departments and constituent colleges should be regularly prepared.

6. *Provisions contained under the Patna University Act, 1961 and the relating statutes framed were not strictly observed.*

It would be evident from the succeeding paras. that the provisions contained under the Patna University Act, 1961, and the relating statutes of the University were not strictly followed.

A. *Exhaustive set of account rules and the list of registers to be maintained were not framed.*—No exhaustive set of account rules or rules of business to be followed and the lists of registers to be maintained for keeping the accounts were found framed to ensure the correctness of the financial affairs. This was in contravention of section 30(k) of the Patna University Act, 1961.

B. *Records of Service and Registers of Officers and teaching staff were not maintained.*—Statutes 8.1 provided that "A record of Service of Officers, teachers, and other servants of the University shall be maintained in such form as the Syndicate in the case of Officers and teachers and the Vice-Chancellor in the case of other servants may prescribe". But no such records of service of the Officers and teachers were found maintained by the University. Likewise, Statutes 10.1 provided that "The Registrar shall maintain a register of the teachers of the University in each department of teaching of the different faculties as prescribed by the Regulation". But no

such "Registers" were maintained. Consequently, it could not be verified at a glance as to what were the terms, conditions, nature and tenure of appointments laid down in respect of each employment made against the posts existing from time to time under the control of the Patna University. In this connection it was, however, seen that bulky files (but not the Personal Files) were opened for appointments made of the teaching staff from time to time. But these files also did not show at a glance particulars of the teachers from the date of their appointments. The details could be verified in certain cases only by studying the heaps of notings recorded by the authorities and supporting correspondences kept in the files. It is suggested that immediate steps may be taken to follow the prescribed provisions of the statutes no. 8.1 and 10.1 as referred to above.

C. *Register of creation of posts in the service of the University was not maintained.*—The University did not maintain any register detailing the full evidences regarding—

- (a) the number of posts created and sanctioned by the competent authority in each category of the Service of the University,
- (b) the tenure of creation, i.e., whether the posts were created on a permanent or temporary basis,
- (c) order numbers and date since the posts created,
- (d) orders of the competent authorities accorded for the appointments made wherever desired under the Patna University Act, 1961, or the relating statutes.

In absence of the Register in question detailing the factual evidences referred to above it was not possible to judge at a glance and verify that all posts brought in existence from time to time were actually covered by the sanction of the competent authority and the incumbents of the posts were rightful holders. Furthermore, the Statutes also did not contain the details required in this respect in contravention of the provisions of section 30(g) of the Patna University Act, 1961.

In such circumstances, it was difficult to link up the validity of a particular post and confirm that no costs out of public funds were incurred illegally on this score.

D. *The powers, functions and duties of the authorities were not defined.*—To conduct the business of the University's affairs, the Statutes did not define the financial powers, functions and duties of the authorities of the University including the Finance Committee in contravention of section 30(d) read with sections 13(c), 14 and 29(3) (e) of the Patna University Act, 1961. Consequently, it could not be ascertained as to what procedural, moral and administrative checks were prescribed categorically at any stage under the statutes for operating upon the expenditure of the University involving in crores of rupees per annum. In the absence of financial powers and rules it was difficult to check the regularity of the sanctions regarding expenditure, purchases, calling for the acceptance of tenders, etc.

During the course of verification of the accounts it was further seen that the Bank cheques were drawn under the joint signatures of the Registrar, Finance Officer and Budget and Accounts Officer. But the statutory provisions declaring the officer or officers of the University to function as the drawing and disbursing authority were not specified. This was neither sound nor scientific according to accounting principle and procedure.

E. *Minimum closing cash balance to be retained was not prescribed.*—Section 43(2) of the Patna University Act, 1961, contained that "the closing balance shall not be

reduced below such amount as may be prescribed by the statutes". But the statutes framed by the Patna University, did not contain any provisions so far, regarding the minimum closing balance to be retained by the University at any stage to ensure sound financial position in order to meet emergent expenses.

*7. Prior sanction of the competent authorities to meet the liabilities created by the University in anticipation of receipts of funds was not invariably obtained.*

The annual statement of accounts prepared for the years 1962-63 to 1964-65, revealed that the University had a number of schemes in the process of execution. Such schemes were found implemented against the University Grants Commission/Government grants received initially and in anticipation of receipt of funds following the start of the work within the Plan period. In principle and procedure the scheme once started was to be continued till completion unless stopped by the sanctioning authority at any stage. But the vital omission committed by the authorities of the University appeared that no steps were taken to obtain prior sanction of the State Government and University Grants Commission wherever required to clear off the liabilities of a particular scheme created stagewise from the unspent balances of other schemes and in anticipation of receipt of funds in the appropriate unit when the University had no free capital of its own. To illustrate this, the expenditure incurred on a particular scheme in anticipation of receipt of funds, a reference may be made to the maintenance of staff under the Modernisation scheme of the Bihar College of Engineering, Patna and payments of increments in salary of transferred Government servants. Here it may be said that if an inevitable payment was required to be made, the error did lie not in the payment, but in the entering into the liability for which payments were made in anticipation of receipt of funds. For this it was imperative for the University to obtain prior sanction of the competent authorities to create the liabilities in anticipation of receipt of funds.

*8. Unauthorised appropriation of funds and grants on the objects for which they were not sanctioned.*

Under Rule 11(2)(b) of the Patna University Act, 1961 the Treasurer was responsible for seeing that all money were expended on the purpose for which they were granted or allotted by the appropriate authority and under rule 21(d) of the said Act, the Syndicate was to administer the funds placed at the disposal of the University for specific purposes. But it would be evident from the available records of the Government grants and University Grants Commission's receipts and also from the audit reports of the Accountant-General, Bihar, pertaining to the period 1962-63 and 1963-64, read with the statements of the utilisation of the grants standing up to the 31st December 1965, duly furnished by the University to the University Enquiry Commission, that in most of the cases the unspent balances of the grants or receipts standing for some specific purposes were utilised on the objects other than those for which they were sanctioned. To quote an example, it may be recalled that para. 4 of the Accountant-General, Bihar's audit report for the period 1962-63, indicated that closing balance of the University fund on the 31st March 1963 stood at Rs. 7,78,585.00. On the same date the unutilised balance of loan granted to the University from time to time stood at Rs. 7,01,654.00 and unutilised balance of Government/University Grants Commission grants stood at Rs. 31,36,424.50. As these two latter amounts were neither invested in any long or short-term security, nor kept apart for the specific purposes for which they were sanctioned, it followed that a total sum of Rs. 30,59,493.50 (i.e., Rs. 31,36,424.50 plus Rs. 7,01,654.00 minus Rs. 7,78,585.00) was appropriated to meet expenditure on items other than those for which the grants and loans were specified and sanctioned. Similarly, it was observed in para. 13 of the Accountant-General Bihar's audit report for the year 1963-64 that on the 31st March 1964 a sum of Rs. 23,22,930.00 was still lying utilised towards expenditure other than those sanctioned.

Likewise from the statements of unutilised grants standing on the 31st December, 1965, duly furnished by the University to the University Enquiry Commission, it

would be evident that the savings of Rs. 35,90,409 as detailed hereunder were found spent on the objects other than those for which the grants were received :—

Particulars.	Amount of unspent balance.	
		Rs.
1. Out of State Government non-recurring grants ...		26,48,063.00
2. Out of State Government recurring grants ...		3,23,649.00
3. Out of U. G. C.'s non-recurring and recurring grants ...		6,18,697.00
	Total	35,90,409.00

It would be evident from the above that there was a clear breach of financial propriety which occurred due to non-observance of the provisions contained under rules 11(2)(b) and 21(d) of the Patna University Act, 1961 at all stages of expenditure incurred during the course of four years commencing from 1962-63 to 1965-66 (upto the 31st December 1965).

9. *Recurring increase in the liabilities due to enhancement of pay of the teaching staff with retrospective effect.*

The abrupt decisions and approval of the Syndicate accorded regarding enhancement of pay of the teaching staff with retrospective effect without assessing the financial position, were mainly responsible in increasing the recurring liabilities of the Patna University. In para. 22 of the Accountant-General, Bihar's audit report for the year 1962-63, quoting the instances of pay fixation of (a) Dr. S. A. Ahmad of the Department of Urdu and (b) Dr. P. Dayal as University Professors, it was pointed out that the fixation of pay at an enhanced stage with retrospective effect burdened the University with increased financial obligations of Rs. 14,500 and Rs. 11,600 (approximately) respectively by way of arrear payments with effect from 1959 to December, 1965. In para. 22 (c) the report points out that some other professors also represented their cases to the Syndicate for enhancement in their pay and the Syndicate also fixed their pay at an enhanced rate. On this these professors claimed arrears with effect from the 1st May 1959. The financial implications of such decisions were unduly heavy and it was ultimately the State Government/University Grants Commission which had to bear the burden. It was, therefore, appropriate for the University authorities to consult the State Government/University Grants Commission before taking such decisions which entailed heavy financial commitments.

10. *Inordinate delay committed in the execution of the development schemes.*

Instances were found which revealed that the expenditures on execution of the sanctioned schemes for development and expansion purposes were quite low and far from satisfactory. On the 1st April 1962 a sum of Rs. 6,78,000 and Rs. 8,00,000 were lying in the opening balances which were received by the Patna University from the State Government for the improvement of Patna Medical College for construction of building for the Department of Pharmacology and Administrative Block and additions to the Anatomy and Physiology Block respectively. But out of Rs. 6,78,000 a sum of Rs. 34,530 and out of Rs. 8,00,000 a sum of Rs. 73,997 only were spent during a spell of four years, leaving an unutilised balance of Rs. 6,43,470 and Rs. 7,26,003 respectively on the 31st December 1965. Although the schemes in question were sanctioned and funds received in 1959-60 for executing the same but no serious efforts appear to have been made to fulfil the aims. This resulted in heavy accumulation of unspent balances which ultimately paved way for illegal utilisation of these balances on the objects other than those for which money was sanctioned.

11. *Sanctioned schemes were not found started at all in spite of receipts of funds.*

From the statement of Utilisation of Grants furnished by the Patna University to the Enquiry Commission, it would be evident that in many cases the sanctioned

schemes were not found even started, although funds for executing the same were received some five to six years back. The following examples illustrate the point :—

Name of the Scheme sanctioned and funds received.	Total costs approved.	Total amounts of grants received.	Amount spent.
	Rs.	Rs.	Rs.
1. Construction of Hostel and quarters for the Women's Training College.	2,15,000	2,15,000	Nil.
2. For furniture and equipments and building for the Patna Training College.	60,000	60,000	Nil.
3. For penning of Laboratory of Phonetic and Phonology at Patna College.	18,290	16,800	Nil.
4. For apparatus and equipments for B. N. College, Patna.	30,000	30,000	Nil.
5. For apparatus and equipments of M. M. College, Patna.	20,000	20,000	Nil.

#### 12. Lack of vigilance of financial position.

From the audit reports of the Accountant-General, Bihar for the year 1963-64 (vide para. 22) it is revealed that the authorities failed to keep proper watch over the cash balances lying in the two Banks, namely, Allahabad Bank, Patna University Branch and State of India, Patna. Due to such lack of vigilance the University had to incur a loss of Rs. 540.62 as interest on the overdrawals made on the Allahabad Bank at a time when the University had enough cash balance in the State Bank of India.

The funds of the University were lodged both in the State and Allahabad Banks, but there was no documentary proof available to check the decisions of the University authorities regarding nature of transactions to be operated upon each of the two Banks. Similar transactions were noticed to have been made with both the Banks. In order to avoid confusion in accounts clear procedure in this respect should have been prescribed to keep proper watch on the financial position at every stage.

#### 13. Recurring loss sustained due to non-payments of instalments of loan.

The University was not very prompt in repayment of loans received for some specified objects. This resulted in an accumulation of heavy interest chargeable thereon, thereby increasing the financial liability and obligations of the University in clearing off the loans both principal and interest accrued thereon. On the 31st March 1963 a sum of Rs. 2,43,959 and on the 31st March 1964 a sum of Rs. 2,90,559 were due for payments as interests only due to non-repayments of the instalments of loans timely.

#### 14. Loan ledger was not maintained.

To ascertain a clear picture of the Loans received by the University from time to time from all sources, the relating Loan Ledger maintained, if any, was demanded, but it was reported that no such ledger had been maintained. In its absence it could not be possible to ascertain the position of loans at a glance.

The accounts of appropriation out of Loans were also not clear. In the Government Grant Register, the expenditure out of the Loans received was shown in lump sum without detailing references to particular vouchers through which the expenditure was booked, which in turn created difficulty in ascertaining that they were spent on the specified objects for which loans were sanctioned and in conformity with conditions attached thereto.

#### 15. Collection register of interests earned or accrued on the investments of Government securities was not maintained.

On the 31st December 1965, the position of total investments made by the Patna University in Government Security, Fixed Deposit and National Savings Certificate was found at Rs. 28,20,688.46. But the University did not maintain any register

showing (a) the amounts of interests realisable and realised on the investments of Government Securities, etc., (b) dates when these fell due, and (c) dates when these were actually collected. In the absence of such a register it was hard to ascertain what interests were due to be recovered and whether in all cases these were duly collected and credited to the University Fund.

16. *Temporary advances and their adjustments.*

From the abstract of advances shown in the Advance Register prepared upto 1964-65, it was noticed that sums running in several lakhs of rupees temporarily advanced out of University Fund on different accounts were outstanding for necessary adjustments. In some of the cases, the temporary advances were seen lying unadjusted for over eight years. The University authorities have stated that "a number of adjustment accounts have been furnished, but due to the reasons like non-availability of the sanctioned rates and control, etc., the advances are lying unadjusted. Action is in progress to adjust the outstanding advances". It is evident that the University authorities did not properly care to adjust the outstanding advances speedily.

To test check the replies of the authorities, some relevant papers were called for in this respect. It was found that the replies were not consistent with the facts. For example, a sum of Rs. 67,421.18 through cheque no. 688779, dated the 25th February 1965 and Rs. 89,894.91 through cheque no. 713424, dated the 12th April 1965, were temporarily advanced to M/s. Kalyanpur Lime and Cement Works Ltd., Banjari, Shahabad for purchase of cement. But no demand for checking adjustment of advances, no bills/vouchers of the consigner were made available. The higher authorities may look into the matter and take suitable steps for quick adjustment of all outstanding advances.

17. *Defects noticed in the maintenance of account records.*

A. *General cash book.*—The General Cash Book maintained for the accounts in operation at both the Allahabad and State Banks of India, was not found scientifically maintained which would be evident from the followings:—

- (a) No provisions were made to clarify the nature of daily transactions both in the receipt and expenditure sides. The receipts and expenditure were shown in the consecutive orders in both the sides which created difficulty at times in locating the specific unit of receipt or expenditure against which a particular transaction took place.
- (b) On several occasions, the daily or page-wise totals of the cash books were found written in pencil (vide cash book for 1965-66).
- (c) No authentic proof was available to show whether the entries recorded in the cash books both in the receipt and expenditure sides of any unit were checked by any officer of the University. The entries recorded were neither initialled by the Ledger Writer nor countersigned by any superior authority. In such circumstances it would be difficult to fix responsibility in case of any discrepancy noticed in the cash book.

B. *Government Grant Register*—

- (i) The Government Grant Registers were not found completely written in respect of many schemes.
- (ii) The original letters of the competent authorities under which the grants were sanctioned invariably not referred.
- (iii) The conditions attached thereto for the utilisation of the grants were neither found classified nor specified.
- (iv) References of detailed bills or vouchers or cheques through which the grants were allocated for the execution of different objects and schemes were generally not given.

C. *Teachers' salary ledgers.*—All the columns provided in the teachers' salary ledgers were not found filled in properly. In most of the cases the space provided for recording of (a) date of first appointment and (b) date of promotion was left blank, vide salary ledger of the Bihar College of Engineering for the years 1964-65 and 1965-66.

D. *Pass book of the Allahabad Bank*—

- (i) The entries recorded against individual deposits and drawals were not found initialled either by the Bank authorities nor were these attested by any competent authority of the Patna University.
- (ii) The number of cheques through which amounts were generally received on transfer from the State Bank of India was not found mentioned therein. This would create difficulty in locating specified receipts, in case two identical amounts were received on the same date.

F. *Investment Register.*—The Investment Registers maintained were not completely written. These did not show the progressive totals of the investments at any stage.

18. *Lack of vigilance in disbursement of public money.*

It would be evident from the following illustrations that public money was not spent after exercising thorough check :—

A. *Excess payments.*—(i) Sri L. N. Choudhary, Lecturer, E. E., in the Bihar College of Engineering, Patna was granted leave on full average pay for 9 days with effect from the 13th November 1964 to the 21st November 1964, leave on half average pay for 60 days with effect from the 22nd November 1964 to the 20th January 1965 and rest on leave without pay up to the 10th November 1966, vide office letter no. 11942, dated the 10th October 1964, from the Assistant Registrar, Patna University. From the salary ledger it was noticed that he was wrongly paid Rs. 848.75 instead of Rs. 784.11 on correct calculation of leave pay, thereby resulting in an excess payment of Rs. 64.64.

(ii) As per note sheet, dated the 16th July 1966, in file no. G-Adm. IA-21—66(90) and letter no. 3, dated the 16th July 1966 from the Head of the Department of Zoology, Patna University, it was noticed that one Sri Prabhat Kumar Verma, Lecturer in the Department of Zoology, worked with effect from the 6th December 1962 to the 15th February 1963 (afternoon) only. But he was paid his salary amounting to Rs. 248 for full month of February, 1959, instead of Rs. 131.25 for the 1st February 1963 to the 15th February 1963 (i.e., the period for which, he was in the University Service) resulting in an excess payment of Rs. 116.75.

B. *Irregular fixation of pay.*—Instances came to notice in which payments in excess were found made to the staff due to wrong fixation of pay. To illustrate, it may be said here that Sri S. K. Prasad, Lecturer in English in Patna College was appointed on promotion as a Professor in the scale pay of Rs. 350—25—650—E. B.—35—1,000 with effect from the 1st December 1962 and his pay was fixed at Rs. 755 per month. But as he was drawing Rs. 595 on the date of promotion his pay should have been fixed only at Rs. 720 by adding Rs. 125 under statutes no. 2.21 while fitted into the upper scale. In principle the protection of giving one increment at the stage arrived at by adding 125 in the upper scale was applicable only in such cases under the statutes referred to above where there was any difference noticed in the fixation of pay between the lower scale and the upper scale. Taking into account the facts narrated above it was concluded that Shri S. K. Prasad was paid an excess amount of Rs. 1,295 at the rate of Rs. 35 per month with effect from 1st December 1962 to 31st December 1965, which stands recoverable. Action may further be taken to ascertain the excess payments made in this case beyond the 31st December 1965 and also in all those cases where such excess payments have been made due to wrong fixation of pay.

19. *Unauthorised conversion of Government post.*

The post of Secretary, Board of Health and Residence, created by the State Government under Class II, Bihar Educational Service and transferred to the Patna

University before 1962, was found converted into the post termed "SPECIAL OFFICER" in different pay scale, by the authorities of the University (vide Syndicate item no. 198 of 21st October, 1963) with effect from the 14th September 1963 on temporary basis. But no authority was shown under which the Syndicate was empowered to convert the Government post transferred as dealt above into some other category without prior approval of the Government and especially in the circumstances when the Government servant transferred with the post was holding lien on it as appeared from the appointment file of Sri Nageshwar Prasad. Therefore, the conversion of the Government post of Secretary, Board of Health and Residence as dealt above was unauthorised in the absence of proper approval of the State Government.

#### 20. Unauthorised retention of staff.

(i) Shri R. K. Sinha, Lecturer, in the Department of Psychology, Patna College, was holding Vice-Chancellor's appointment for a period of three months, vide University notification no. G-15502, dated the 28th July 1963. He joined his post on the 18th July 1963 and continued up to September 1964, i.e., for a period of over one year without covering proper sanction of the competent authority required under section 26(5) of the Patna University Act, 1961.

(ii) Likewise the name of Sri Lala Rajkishore Prasad, Lecturer, in the Department of Political Science, Patna College, who was appointed for three months by the Vice-Chancellor but continued for more than a year was not found concurred by the Bihar Public Service Commission. Thus his retention in the service of the University beyond six months was irregular.

(iii) It was noticed from the salary ledger of Patna Science College that one Shri Bishwanath Keshri who was holding Vice-Chancellor's appointment for three months only, vide order no. G/26158, dated the 10th December 1963, as Lecturer in Chemistry, was retained in the service of the University with effect from the 13th December 1963 to August, 1964, i.e., for a total of 8½ months. From the available records it transpires that Sri B. Keshari left his job sometime in the month of August, 1964, but his name was recommended by the University authorities to the Bihar Public Service Commission for concurrence at the close of September, 1964. It could not be understood as to under what circumstances the recommendation was made by the Patna University when the incumbent had already left his job.

It would thus be evident from the aforesaid illustrative examples which could come to light by test checks that employees were also retained in service over and above the period specified under the orders of the Vice-Chancellor. Sanctions were not obtained to regularise these appointments under section 26(5) of the Patna University Act, 1961.

#### 21. Unauthorised fixation of pay.

The pay of Shri Nageshwar Prasad, who joined as Special Officer of Patna University was found fixed at Rs. 600 as per details given below with effect from the 14th September 1963 :—

	Rs.
Present pay	470
Addition under Service Statutes no. 2.21	125
	595
Difference to fix in the new scale of pay	5
	Total 600

It may be observed here that the post of Special Officer was neither declared as Statutory Post nor under Teaching Staff. In the circumstances, the addition of Rs. 125 per month plus Rs. 5, the difference sanctioned per month to fit

in the new scale under Statutes no. 2.21 was unauthorised on the ground that the provisions of service Statutes no. 2.21 were applicable only in the cases of declared Statutory Officer or a Teacher of the University. Thus, the expenditure incurred on account of fixation of pay Rs. 130 per month in this case and subsequent additions, if any, with effect from the 14th September 1963 on the date Sri Nageshwar Prasad was appointed as Special Officer was wholly irregular.

22. *Unauthorised upgradation of the post of University Engineer.*

The post of University Engineer was found upgraded from the pay-scale of Rs. 220—750 per month to Rs. 600—1,000 per month (equivalent to the pay-scale of the Executive Engineer) by the Senate with effect from the 1st April 1964. The approval for upgrading the post was found accorded by the Chancellor with a note that "the approval from the State Government may also be obtained". The upgraded scale was found implemented by the University with effect from the 1st April 1964 on which Mr. P. K. Mukherji was allowed to continue who was then holding the post of University Engineer in the lower scale of Rs. 220—750. But the approval of the State Government as desired in the notes of the Chancellor was not found obtained as yet to regularise the upgradation in question although more than two years have elapsed since the post was upgraded. The University authorities when questioned on this point could not throw any light as to under what circumstances the Government was not approached to accord approval despite the orders of the Chancellor.

23. *Validity of the staffing pattern adopted in the University Works Department was wanting.*

In the University Works Department quite a good number of Engineering staff including both Gazetted and Non-gazetted were engaged. But the authority and basis on which the staffing pattern of the University Works Department was sanctioned from time to time was not shown. It was stated by the University authorities that "there is no set pattern of staffing in the University Works Department". Thus, in the absence of any authentic record it was hard to find out if the total strength of the Engineering staff engaged and the huge establishment expenditure incurred was inevitable and justified in the interest of the University Service.

24. *Peculiar Banking Transactions.*

A total sum of Rs. 3,50,000 was found transferred from A/C—C of the State Bank of India, Patna to A/C—C with the Allahabad Bank Ltd., Patna University Branch drawn under cheque no. 712936, dated 1st June, 1965. But strangely enough, it was found from the Bank Pass Book of the Allahabad Bank that the amount in question was already credited on the 31st May 1965. It was explained that although the cheque in question was drawn on the 1st June 1965 against the State Bank of India, the Allahabad Bank credited the accounts by the amount at its own risk. But this was quite peculiar both on the part of the Allahabad Bank as to how it could come to know about the drawal of the cheque a day before it was actually drawn and on the part of the University authorities who also credited the cash book of the Allahabad Bank on the 31st May 1965 in the like manner. This clearly indicated lack of vigilance in exercising proper control on the account records by the University authorities.

25. *Irregularities noticed in the purchase and maintenance of stores.*

Reasons for accepting higher tender rates were not assigned. It was noticed in some cases that higher tender rates were accepted for the articles purchased without assigning any rhyme or reason. To quote an instance a reference may be made to the purchase of equipments from M/s. Francie Elein & Co., Calcutta, vide paid-up voucher no. SPL UGC 12 of 60-61/886 of 61-62 for Rs. 38,927.80 for purchases of equipments for Civil Engineering Laboratory for modernisation and expansion of the Bihar College of Engineering. It would be evident from the comparative charts of the tenders that M/s. F. K. & Co. quoted the rate at Rs. 34,654 and M/s. Industrial and Agricultural Engineering Co., Calcutta quoted at Rs. 33,465, but the tender at higher rate of M/s. F. K. & Co., Calcutta was accepted without giving any reasoning or justification.

26. *Comparative charts prepared for different tenders received were unauthenticated.*

In some cases it transpired that the comparative charts prepared for different tenders received against particular purchases were neither initialled by the competent authority nor countersigned by any superior authority in token of their authenticity. To cite an example, a reference may be made to the comparative charts prepared for the purchase of equipments made for Civil Engineering Laboratory of the Bihar College of Engineering, Patna under the scheme of modernisation and expansion and linked with paid-up voucher no. 86 of 61-62 for Rs. 38,927.90 and also the comparative charts prepared for 3 numbers of Hydraulic Jack, 10 tons capacity under Soil Mechanical Laboratory (Civil Engineering) for Rs. 19,438.40 purchased through voucher no. 46 of 1963-64.

27. *Stock ledgers were not authenticated under the initials of any competent authority.*

In some cases, on test verification, it was seen that the entries recorded in the stock ledger were not found initialled either by the ledger writer or countersigned by any superior authority. To quote an example, the stock ledger no. II of 1961-62 to 1962-63 of the Civil Engineering Laboratory of the Bihar College of Engineering may be referred to.

28. *Stock ledgers were also not found page marked.*

The stock ledger was also not completely page marked. No certificate was found furnished regarding the total number of pages contained therein. To quote an example, the stock ledger, no. II of 61-62 to 62-63 of the Civil Engineering Laboratory of the Bihar College of Engineering may be referred to.

29. *Certificate regarding the use of the plants purchased was not recorded.*

Several plants were purchased for structure of Laboratory of the Bihar College of Engineering, Patna. But it was nowhere recorded nor certified by any competent authority that all types of machineries and plants purchased were installed and were in use of the college and that none of these were lying idle.

30. *Approval of the tenders accepted was not available.*

In some cases, orders approving the tenders, if any, were not available in the relating files of the tenders produced for audit verification. For instance, the tender received for the purchase of three numbers of Hydraulic Jack, 10 tons capacity purchased for Rs. 19,438.40, vide voucher no. UGC/46 of 63-64 under Soil Mechanical Laboratory (Civil Engineering) may be referred to.

31. *Issue rate of cement.*

The details of Issue Rates of cement worked out, if any, were not made available. For want of the basis on which the issue rates of cement were calculated from time to time, it was not possible to have a clear picture whether the issue rates of cement provided in the agreement confirmed the net cost of cement incurred by the University at every stage and that the University was not put to any loss by underrating the issue rates, and the contractors were not unduly favoured by allowing adjustments of the cost of bags of cement by fixing lower rates than actually incurred over the purchases made.

32. *Requisition slips or indents were not preferred for the issue of inter-departmental stores.*

It was seen that no system of preparing requisition slips or indents was applied for the articles shown issued from the Central Stores for use or consumption. For example, it may be referred that money receipt, Fee Collection Receipt and Miscellaneous Receipt books were centrally stored by the University after receipt books were issued from time to time for the daily use in the University Offices, Constituent Colleges and the University Departments. But these booklets were found issued from the Central Stores without having any requisition or indent submitted by claimants. In the absence of any requisition or indent preferred against the issues of the receipt books out of the Central Stores, it was not feasible to cross check the accuracy of the receipt shown of books with the stock ledger of the University (General) Department

and the Constituent Colleges. In such circumstances it was also not feasible to gauge that all receipt books issued from the Central Stores were correctly used and collections of receipts of the amounts made through them were properly accounted for.

### 33. Writing off of the losses.

In the stock ledger no. III for cement of the University Works Department, it was noticed at page 23 that 406 bags of cement valued at Rs. 3,045 at the rate of Rs. 7.50 per bag were written off under the orders of the Vice-Chancellor (Dr. G. Jaicob), vide his order, dated the 22nd January 1965. In this connection it was further seen that the dealing Stores incharge recommended in the Survey Reports of Materials to auction the bags found set but the University Engineer, Mr. P. K. Mukherjee, recommended to throw away these bags and costs written off on the ground that "the cement got completely set, being part of the many thousand bags received and used during the past three years due to long storage and thus completely became useless". In the opinion of the audit, the writing off of the cost ascertained as referred to above was unjustified on the grounds mentioned hereunder :—

- (a) The circumstances which led to the setting of the cement in such a large number of bags should have been first scrutinised and responsibility fixed, if any.
- (b) The loss caused in respect of such a large number of bags clearly indicated that the bags were not carefully stocked and no care was taken to consume the materials timely avoiding the risk of deterioration in the quality.
- (c) Furthermore, the loss sustained also revealed that the demand of consumption of the materials was not being prudently assessed before asking purchase which ultimately resulted in long storage causing loss of public funds.
- (d) Over and above the power of the Vice-Chancellor to write off the loss was not defined either in the Patna University Act, 1961 or in the relating statutes. Thus the Vice-Chancellor's action taken to write off the loss was arbitrary and irregular.

### 34. Leave Account.

(i) *Payment of salary made without deciding nature of leave granted.*—From the leave file of Shree N. K. Prasad Sinha, Lecturer, Political Science, B. N. College, it was noticed from his letter no. nil, dated the 2nd March 1962 that he was on leave with effect from the 25th January 1962 to the 1st March 1962, for contesting some elections. It was further seen that he was paid his full salary for the full period given above. But the nature of leave sanctioned for the period in question was not given in the record to justify the validity of the payments made. Under principle the payment of salary should have been withheld until the nature of leave was finally decided and sanctioned.

(ii) *Irregular grant of leave.*—Under order no. G/23, dated the 14th November, 1965, Shree Sidheshwar Prasad Sinha, temporary Lecturer in Science College, Patna was granted Extraordinary leave for 2 years with effect from the 1st November 1965, on the ground that he was appointed as Probationary Officer in the State Bank of India. Here it may be observed that Sri Sidheshwar Pd. Sinha was holding no lien on any post. Moreover, he was granted leave to serve some other organisations apart from the University service during the period of leave. In principle the sanction of Extraordinary leave granted to the incumbent who was not holding any permanent appointment but went to serve other organisations was irregular under service Statutes no. 3.16 of the Patna University.

### 35. Provision of security deposit wanting.

Under accounting principle, the employees who deal with cash or stores are required to furnish some securities and sureties prescribed according to the volume of the transactions dealt. But the statutes prepared by this University were silent on the point which need justification and merit attention of the higher authorities.

36. *Rules for travelling allowances were not framed.*

From the available records it was noticed that travelling allowances were invariably paid out of the University Fund to the employees. But the principles, rules, and ordinances were not found framed by the Patna University to effect regularity and administrative check up in the uniform manner for the payment of travelling allowances. Consequently it was difficult to check the regularity of the payments made of halting allowances. For example, in voucher no. 745 of 65-66 where Sri R. K. Shukla of the Department of History, Patna University was paid haltaga for 90 days and 57 days on two occasions for staying at one stretch in Calcutta in connection with some research work.

37. *Lack of supervision and internal check of the accounts.*

From the available audit notes of the Accountant-General, Bihar's staff, vide letter no. GA-Pot (VI)—290, dated the 1st June 1966, read with letter no. 317, dated the 24th June 1966, from Shri K. K. Prasad, Government Auditor, to the Principal of Magadh Mahila College, it was noticed that a huge amount involving in thousands of rupees of collections received by the college during the years 1964-65 and 1965-66 was misappropriated due to the reasons given below :—

- (1) Amounts collected through the collection receipt or admission fee either not credited or credited short into office. Daily collection register (ultimately into the University/College Fund).
- (2) Amounts noted in the daily collection or abstract register either not remitted or remitted short in the Bank.
- (3) Short credit shown by incorrect totalling of the daily collection and/or abstract register.

In this connection it may be observed that if the competent authorities (the Head of Institution or the University authorities) were careful in supervision and exercising proper internal check of the accounts regularly such circumstances would not have occurred. Thus it is proved that there was lack of supervision and internal check of the accounts paving way for misappropriation of the college receipt.

PART III.

38. The state of finances, fiscal administration and the accounts of the Patna University, as presented above, are such that radical and comprehensive measures are necessary to ensure a satisfactory system of accounts and a sound financial position. The following suggestions are made :—

- (1) The existing provision of the post of Treasurer has failed to ensure proper financial supervision and control over the finances of the University. While qualifications have been laid down for the appointment of the Vice-Chancellor and his appointment is made on specific terms and conditions, for the appointment of the Treasurer no qualifications have been prescribed and no specific terms and conditions of his appointment have been laid down in the Act. This is one of the reasons why the Treasurer has not been able to function as efficiently as he was expected to. The qualification for appointment as Treasurer and the specific terms and conditions of his appointment should be provided in the Act.

It is suggested that no person should be deemed to be qualified to hold the office of the Treasurer unless he has knowledge of Financial Rules and Regulations and possesses adequate experience of Financial Administration. It is also suggested that the Treasurer should be a whole-time officer and should be paid a salary of Rs. 1,800 per month and should also be provided with a suitable rent-free house for his residence.

No proposal involving financial implication should be considered either by the Finance Committee or by the Syndicate or Senate unless it has, in the first instance, been thoroughly examined and approved by him. All

matters with regard to creation of posts and any other personal matter of University employees having financial implications should be referred to the State Government. The decision of the State Government shall be final. In other matters having financial implications if there is a difference of opinion between the Treasurer and the Vice-Chancellor or the Finance Committee and the financial implication is not of the value exceeding Rs. 5,000 the matter should be placed before the Syndicate and the decision of the Syndicate supported by 2/3rd of the total members will be final and binding. If the financial implication is of value exceeding Rs. 5,000 the matter should be referred to the State Government whose decision shall be final. The Education Department will have to gear up its machinery for promptly attending to the references received from the University on the above accounts.

- (2) A Rule-framing Sub-Committee consisting of an officer of the Finance Department, one officer from the Education Department and two members of the Syndicate should be appointed to frame elaborate financial and accounts rules including rules for the accounting, storage and consumption of stores and stock of all kinds.
- (3) There is plenty of scope for effecting economy in the expenditures of the Patna University and its Constituent Colleges. It is suggested that an Economy Cell consisting of an officer of the Finance Department, one officer of the Education Department and two members of the Syndicate be appointed to find out ways and means to effect cut in the existing expenditures.
- (4) The stock and stores as existing on the 31st March 1966 should be physically verified by Physical Verification Unit of the Finance (Audit) Department and a copy of the report should be submitted to the Education Department, who will have a right to direct the University to fix responsibility for losses of stores and stock and recover the costs from the persons concerned. Such verification should be conducted every alternate year.

B. D. ROY,

*Deputy Controller of Accounts,  
Finance (Audit) Department, Bihar, Patna.*

## APPENDIX 'K'

Statement showing the amounts of savings that may be effected as a result of suggested economy measures.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
1	The post of Budget and Accounts Officer should be abolished and his work managed by the Finance Officer.	5,800.00	5,800.00	Considering the work-load of the Finance Officer and the Budget and Accounts Officer, only one post of the Finance Officer may continue. The work of the passing of the salary bills of teachers of the constituent colleges may be decentralised and they may be paid by the respective Principals. There is no post of Budget and Accounts Officer in the Universities of Bhagalpur, Ranchi and Magadh.
2	The post of Special Officer should be abolished.	4,400.00	8,400.00	It is being held by a retired hand who in addition to salary of Rs. 700 per month was also provided with a rent-free quarter after retirement which was unjustified. His work should be managed by the Deputy Registrar incharge examination. His duties with regard to the general stores should be allotted to the Assistant Registrar.
3	One post of Assistant Registrar should be abolished.	4,000.00	4,000.00	One Assistant Registrar can manage the work of both. In regard to General Administration, there should be two-tier system, i.e., the files should go to the Vice-Chancellor through the Registrar. There is no need of three-tier system by bringing in the Assistant Registrar.
4	Internal Auditor and Assistant Internal Auditors. These posts should be abolished and the work of internal audit taken up by the Finance (Audit) Department, Bihar.	16,000.00	16,000.00	The internal audit of the University is not effective and it would be better if this work is done by the auditors of the Finance (Audit) Department, Bihar who will not be under the administrative control of the Patna University, but at the same time examine the accounts of the University and its colleges and submit reports to the University for its own benefit.
5	Establishment (Patna University General).	3,25,000.00	50,000.00	The cut in establishment should include abolition of three posts of H.A., one post of Special Assistant and four posts of typists which were created after 1st April 1964. The charges on temporary establishment should be reduced by one thousand and one hundred and that of leave salary of officers and establishment by four thousand. No Stenographer should receive an allowance of above Rs. 100 per month.
6	Travelling allowance to members including local members and University staff.	60,000.00	6,000.00	The cut should be enforced by 10 per cent.

## APPENDIX 'K'—contd.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
7	Telephone ..	6,000.00	1,000.00	The Assistant Registrar and Special Officer should not have independent telephone connections.
8	Electrical fans and fittings.	3,000.00	1,000.00	
9	Inter-Communication Telephone.	2,000.00	500.00	
10	Minor construction and repair.	5,000.00	2,000.00	
11	Printing charges ..	3,000.00	3,000.00	
12	Forms, registers for office use.	17,000.00	2,000.00	
13	Miscellaneous publications.	7,000.00	2,000.00	
14	Publication of D. Litt. Thesis.	10,000.00	3,000.00	
15	Publication of Ph.D. Thesis.	10,000.00	3,000.00	
16	University Journal ..	5,695.00	500.00	
17	Refreshment for Senate and other meetings.	4,000.00	2,000.00	
18	Provision for Reserve fund.	30,000.00	10,000.00	
19	Award for Research Scholarship.	36,000.00	12,000.00	In view of the fact that several grants and awards are being made by the U. G. C. and the State University Commission, the out is being recommended.
20	Occasional contribution, honorarium and travelling allowance to visiting lecturer.	4,000.00	1,000.00	
21	Grants for the Poor Boys Fund at colleges and University Department.	25,000.00	15,000.00	Since a large number of students are receiving scholarships from the Education Department, Welfare Department and Central Government, this out is being recommended.
22	Grants for Merit Scholarship instituted by the University.	55,000.00	15,000.00	Since a large number of scholarships are being given by the Education Department, Welfare Department and Central Government, this out is being recommended.
23	Vice-Chancellor's discretionary grant.	15,000.00	10,000.00	Ditto.
24	Entertainment of Guests	3,000.00	1,500.00	
25	Fee for legal advice ..	10,000.00	5,000.00	
26	Grants to the N.C.C. ..	5,500.00	5,500.00	Since N. C. C. is being financed by the State Government no grant on this account is necessary.
27	Examination expenses	6,17,750.00	61,000.00	It should be reduced by 10 per cent.

## APPENDIX 'K'—contd.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
28	The establishment of the University Departments should be rationalised and centralised and a 20 per cent economy effected.	1,00,000.00	20,000.00	The provision of a separate office for each Post-Graduate Department is uneconomical and expensive. There should be one centralised office for all the Post-Graduate Departments situated in Darbhanga House and in the campus of Patna College. There should be a separate centralised office for Post-Graduate Departments of Science subject.
29	Establishment of Post-Graduate Block.	4,475.00	2,200.00	There should be 50 per cent reduction in the post of Darwan, Night-Watchman and Peons.
30	Allowance of Professor-in-charge.	900.00	900.00	The work of this block should be looked into by Assistant Registrar and there should be no expenditure on account of allowance to the Professor-in-charge.
31	Contingent menials ..	2,520.00	540.00	Out of nine contingent menials two should be done away with.
32	Allowance to Hostel Superintendent.	39,500.00	28,000.00	Special pay or allowance to the Hostel Superintendent should be abolished and they should be given rent-free quarter. Where no quarter is provided special pay may be allowed.
33	Telephone to Warden ..	3,000.00	3,000.00	No Warden should have any telephone.
34	Allowance to Principal for supervising morning classes and to the Principal of Patna College for Commerce classes.	3,300.00	3,300.00	No Principal should get any allowance other than the Principal's allowance. All the work connected with the administration of morning classes or Commerce classes can be done between 10 A.M. and 5 P.M. and there should be no extra charge if the Principal or Professor-in-charge goes for inspection of these classes.
35	Establishment of Patna Science College. The cut should be by 10 per cent.	51,552.00	5,155.00	
36	Bihar College of Engineering—			
	(a) Reduction in cost of establishment.	42,500.00	5,000.00	
	(b) 10 per cent cut in travelling allowance.	10,000.00	1,000.00	
37	B. N. College, cut in cost of establishment.	50,000.00	2,500.00	
38	Central Dispensary including its branch to B. N. College, cut of 10 per cent in establishment.	52,000.00	5,200.00	

## APPENDIX 'K'—contd.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
39	No doctors should be given conveyance allowance.	10,000.00	10,000.00	Doctors should not be given conveyance allowance. They should be given work in specified hostels of the colleges for a period of one year and it should be so arranged that a doctor is not required to move one college to another or one hostel to another on the same day except where these are in a radius of two furlongs.
40	Cost of medicine ..	32,000.00	4,000.00	
41	Advance increments to teachers possessing doctorate degree.	50,000.00	20,000.00	All persons holding Ph. D. degree should not be paid. Only those whose thesis is exceptionally good should be paid advance increment. The saving of Rs. 20,000 should be made available for general purposes.
42	Provision for excursion for all constituent colleges and University Departments.	15,000.00	5,000.00	
43	Purchase of back number of journals for University Departments.	5,000.00	2,000.00	
44	Provision for Youth Welfare activities.	33,300.00	8,300.00	
45	Staff club ..	6,000.00	6,000.00	
46	Staff club ..	1,500.00	1,500.00	
47	Pay for study leave ..	1,03,000.00	50,000.00	
48	Leave salary to the Government servants transferred to the University and staff of the old University Department.	55,000.00	30,000.00	
49	Repair of typewriters	2,000.00	1,000.00	
50	Livery ..	12,500.00	2,000.00	
51	Provision for upkeep of University building.	1,31,630.00	10,000.00	
52	Provision for additions and alterations to the University building.	10,000.00	3,000.00	
53	Provision for maintenance of furniture of the University Department.	3,000.00	1,000.00	
54	Advance to employees for purchase of cycle.	3,000.00	3,000.00	
55	Transfer to Loan fund for advance to Patna University employees for construction of residential building and purchase of Motor Car and Scooter.	30,000.00	2,50,000.00	In view of the financial crisis and need for austerity the provision under this item has been reduced. No one should get any car or scooter advance. Provision of Rs. 50,000 only for house building advance made. None below the age of 40 should get house Building advance.
56	Unforeseen contingencies	2,00,000.00	1,00,000.00	Because of need for austerity cut has been made.

Serial no.	Items on which savings recommended.	Budget Estimate for 1966-67.	Amounts of saving recommended.	Remarks.
1	2	3	4	5
		Rs.	Rs.	
57	Transfer to the N/R Budget for expenditure.	1,00,000.00	1,00,000.00	Expenditure on this account should be met by effecting a cut of 25 per cent over the Works Department which is financed from the grant received for construction of building, etc. No one should be paid construction allowance.
58	Cut in grant in the library for purchase of books.	50,000.00	10,000.00	
59	Cut in allotment for purchase of periodicals to University Department and constituent colleges.	72,395.00	5,000.00	
60	Contingencies of the constituent colleges and University Department.	8,00,000.00	80,000.00	About 10 per cent cut. There should be strict supervision and control over use of all types of articles in University Departments and the constituent colleges.
61	Cost of travelling allowance of the constituent colleges.	10,000.00	1,000.00	
62	Realisation of house-rent for the quarter occupied by the Registrar at the rate of 10 per cent of his pay.	1,440.00	1,440.00	The Patna University Act provides for rent-free quarter to the Vice-Chancellor only. There is no justification for providing rent-free quarter to the Registrar. The University spends a lot of money over the construction and maintenance of his quarter. He should pay 10 per cent of his salary as house-rent. Officers of State Government of similar rank are not entitled to rent-free quarter.
Total ..			10,27,267.00	

## APPENDIX 'L'

Subject.	Number of posts for which no financial assistance is available.	Number of posts not yet created by the Senate.	Number of posts not yet duly created by the Senate but in respect of which financial assistance is available.
<b>FACULTY OF ARTS.</b>			
1. Hindi .. .. .	3	3	2
2. Sanskrit .. .. .	..	..	..
3. A. I. H. & A. .. .. .	..	..	..
4. Psychology .. .. .	4	..	..
5. Political Science .. .. .	4	..	—
6. English .. .. .	6	3	3
7. Philosophy .. .. .	3	1	..
8. History .. .. .	4	3	3 (BSUC)
9. Geography .. .. .	1	3	3 (UGC)
10. Urdu .. .. .	3	—	—
11. Persian .. .. .	..	—	—
12. Arabic .. .. .	1	—	—
13. Economics .. .. .	4	1	..
14. L. & S. W. .. .. .	..	..	..
15. Sociology .. .. .	6	2	2 (UGC)
16. Maithili .. .. .	..	..	..
17. Bengali .. .. .	3	..	..
18. Music .. .. .	..	..	..
19. Domestic Science .. .. .	..	..	—
<b>FACULTY OF SCIENCE.</b>			
1. Geology .. .. .	..	2	2
2. Chemistry .. .. .	—	4	4
3. Physics .. .. .	..	4	4
4. Zoology .. .. .	1	—	..
5. Botany .. .. .	1	1	..
6. Mathematics .. .. .	2	2	2
7. Statistics .. .. .	..	..	..
8. Commerce .. .. .	4	..	..
9. Education .. .. .	1	2	1
<b>TOTAL ..</b>	<b>51</b>	<b>31</b>	<b>24</b>

Statutory grant available in respect of three posts of even Biology.

(Sanctioned up to February, 1961. In 1961, Government was moved to sanction grants for 2 additional permanent posts on account of increase of 50 extra seats of Women's Training College. No reply from the Government received.

Government/UGC/BSUC grants not available in respect of 50 posts created by the University—51 posts.

## APPENDIX 'M'.

## STATUTES REGARDING RATIO OF SUPERIOR POSTS.

*Extract from the Patna University Service Statutes.*

\* \* \* \* \*

7.1. *Number of posts.*

\* \* \* \* \*

(b) The number of superior posts, viz., of Principal, University Professor, Professor, Associate Professor and Reader in each department of teaching shall be not less than one-fourth of the total number of posts of teachers in that department:

Provided that in each department there is at least one superior post.

(c) Notwithstanding the limits of the number of superior posts mentioned in (b) above, there may be a number of posts of University Professors, Professors, Readers, personal in character, provided that the total number of such posts of University Professors, Professors and Readers shall at no time exceed 5 per cent of the total number of teachers in the University.

## APPENDIX 'N'

Statement of superior posts created by the Senate of Patna University in its meeting held on 23rd March 1956 (item no. 8).

Name of the Faculty.	Name of the Department.	Discription of posts.		Total.
		University Professor.	Professor or Reader.	
1	2	3	4	5
Faculty of Arts	Hindi	1	5	6
	Sanskrit	1	2	3
	Psychology	2	3	5
	Political Science	1	3	4
	Ancient History Culture	1	1	2
	English	1	7	8
	Philosophy	1	4	5
	History	1	4	5
	Geography	1	2	3
	Urdu	1	2	3
	Persian	1	1	2
	Arabic	1	..	1
	Economics	1	4	5
	Labour and Social Welfare	1	..	1
	Sociology	1	..	1
Maithili	1	..	1	
Bengali	1	..	1	
				56
Faculty of Science	Geology	2	2	4
	Chemistry	1	8	9
	Physics	1	7	8
	Zoology	1	3	4
	Mathematics	1	4	5
	Statistics	1	1	2
	Botany	1	3	4
				36
Faculty of Medicine	Physiology	1	1	2
	Anatomy	1	2	3
	Biochemistry	1	..	1
	Medicine	1	3	4
	Surgery	1	3	4
	Obstetrics and Gynaecology	1	1	2
	Ophthalmology and Otorhino-laryngology.	1	1	2

## APPENDIX 'N'—concl'd.

Name of the Faculty.	Name of the Department.	Discription of posts.		Total.
		University Professor.	Professor or Reader.	
1	2	3	4	5
	Pathology .. ..	1	2	3
	Pharmacology .. ..	1	1	2
	Preventive and Social Medicine	1	..	1
				24
Faculty of Engineering	Civil, Mechanical and Electrical Engineering.	5	3	8
	Mathematics .. ..	1	..	1
				9
Faculty of Law	.. .. .	1	1	2
Faculty of Commerce	.. .. .	2	1	3
Faculty of Education	.. .. .	3	1	4
Post of Principals not included above.	Patna College .. ..	1	..	1
	Science College .. ..	1	..	1
	B. N. College .. ..	1	..	1
	M. M. College .. ..	1	..	1
	Patna Women's College	1	..	1
				5
<i>Floating Posts.</i>				
Faculty of Arts	.. .. .	3	3	6
Faculty of Science	.. .. .	3	3	6
Faculty of Medicine	.. .. .	3	2	5
				17
GRAND TOTAL ..				158

## APPENDIX 'O'.

*Total non-recurring expenditure on account of payment of arrear due to fixation of pay of University Professors.*

Serial no.	Name of incumbent.	Period.	Amount paid.	Date of approval of the Chancellor.	
1	2	3	4	5	
			Rs.		
1	Dr. D. P. Vidyarthi ..	(1) May, 1959 to May, 1960. (2) May, 1959 to February, 1962.	2,812.50 7,425.00	Chancellor's memo. no. PU-16/60-2632-GS(I), dated the 27th September 1960.	1-5-1959
2	Shri M. Q. Doja ..	November, 1959 to April, 1960.	1,500.00	Vide Syndicate item no. 133, dated the 26th October 1959.	1-5-1959
3	Dr. N. Prasad ..	July, 1959 to June, 1960.	4,667.24	As in serial no. 1. Again in Chancellor's memo. no. PU-203/62-5079-GS(I), dated the 30th October 1966.	1-7-1959 1-5-1950
4	Dr. P. Dayal ..	May, 1959 to June, 1960.	4,294.75 5,100.00	Vide Syndicate item no. 38, dated the 6th May 1960.	1-5-1959
5	Dr. Sudhakar Jha Shastri	From 1st May 1959 to .....	1,971.60 3,451.63 4,782.03	Chancellor's memo. no. PU-16/60-3412-GS(I), dated the 12th December 1960.	1-5-1959
6	Shri S. A. Ahmad ..	(1) 1st May 1959 to December, 1960. (2) 16th November 1959 to 1st February 1961.	6,164.50 5,550.00	As in serial no. 1 ..	1-5-1959
7	Dr. R. P. Roy ..	From May, 1959 to January, 1962.	4,950.00	Ditto.	1-5-1959
8	Dr. A. K. P. Sinha ..	May, 1959 to July, 1961.	4,243.55	Chancellor's memo. no. PU-5/61-1622-GS(I), dated the 10th May 1961.	1-5-1959
9	Dr. P. S. Muhar ..	May, 1959 to August, 1961.	2,701.61	As in serial no. 1 ..	1-5-1959
10	Dr. D. N. Lal ..	.. ..	741.12	As in serial no. 1. Again in Chancellor's memo. no. PU-252/62-5792-GS(I), dated the 23rd November 1962.	7-3-1960 7-5-1959
11	Dr. R. K. Sinha ..	May, 1959 to February, 1962.	5,100.00	As in serial no. 1	1-5-1959
		TOTAL ..	65,455.53		
12	Shri Ram Saran Sharma	From 1st September 1959 to April, 1961.	654.99 3,763.38	Chancellor's memo. no. PU-5/61-420-GS(I), dated the 31st January 1961.	1-5-1959
13	Dr. S. M. Mohsin ..	From 15th November 1960 to July, 1961.	851.34	Chancellor's memo. no. PU-16/60-2632-GS(I), dated the 27th September 1960. Again Chancellor's memo. no. PU-5/61-1622-GS(I), dated the 10th May 1961.	With effect from the date he joins (15-11-1960). 1-5-1959

## APPENDIX 'O'—concl'd.

Serial no.	Name of incumbent.	Period.	Amount paid.	Date of approval of the Chancellor.	
1	2	3	4	5	
			Rs.		
14	Shri Hari Mohan Jha	(1) From 1st May 1959 to 28th February 1961. (2) From 16th June 1959 to July, 1961.	4,400.00 2,025.00	Chancellor's memo. no. PU-16/60-3412-GS (I), dated the 21st December 1960.	1-5-1959
15	Shri S. N. Ghoshal ..	From 2nd March 1960 to August, 1961. 2nd February 1961 to September, 1962.	449.19 907.75	Vide Syndicate item no. 122, dated the 3rd November 1958.	2-3-1959
16	Dr. V. Rangachari ..	14th October 1961 to 27th March 1962.	1,832.56 1,714.36	Vide Syndicate item no. 11, dated the 12th January 1963.	27-7-1960, vice Dr. N. S. Nagendra Nath (vide notification no. G/4654, dated the 13th December 1963).
17	Dr. Suresh Keshva ..	1st May 1959 to 31st August 1962.	11,600.00	Chancellor's memo. no. PU-164/62-3771-GS (I), dated the 21st August 1962.	1-5-1959
18	Dr. P. C. Sinha ..	From 1st September 1960 to 31st December 1963.	3,400.00	Chancellor's memo no. PU-16/60-2632-GS (I), dated the 27th September 1960.	1-5-1959
19	Dr. G. P. Sinha ..	.. ..	600.00	Chancellor's memo. no. PU-16/60-3412-GS (I), dated the 21st December 1960.	1-5-1959
		TOTAL ..	97,654.10		

S. N. BANERJEE.

(Sd.) ILLEGIBLE.

13-12-1966.

13-12-1966.

Certificate of Chancellor's approval by the  
Syndicate on the appointments of  
University Professors.

(Sd.) .....

(Sd.) .....

13-12-1966.

13-12-1966.

## APPENDIX 'P'.

Statement showing the number of posts of teachers in the Patna University.

Name of the subjects.	As on 2nd January 1952.			As on 31st December 1965.		
	University Professor.	Professor Reader.	Lecturer.	University Professor.	Professor Reader.	Lecturer.
	1	2	3	4	5	6
<b>FACULTY OF ARTS—</b>						
1. Hindi .. ..	..	1	18	1	8	27
2. Sanskrit .. ..	..	1	8	1	2	8
3. Ancient Indian History and Archaeology.	1	1	2	1	2	6
4. Psychology .. ..	1	2	11	2	5	15
5. Political Science ..	1	1	9	2	4	15
6. English .. ..	..	3	24	2	12	36
7. Philosophy .. ..	..	1	14	1	6	12
8. History .. ..	..	2	14	1	6	17
9. Geography .. ..	..	1	7	1	3	12
10. Urdu .. ..	..	..	9	1	3	9
11. Persian .. ..	..	1	5	1	1	5
12. Arabic .. ..	..	..	3	1	..	3
13. Economics .. ..	..	2	14	2	6	14
14. Labour and Social Welfare.	..	1	2	1	2	5
15. Sociology .. ..	..	1	2	1	2	10
16. Maithili .. ..	..	..	3	1	1	3
17. Bengali .. ..	..	..	3	1	3	6
18. Music .. ..	..	..	1	..	..	1
19. Domestic Science ..	..	..	2	..	..	5
<b>TOTAL .. ..</b>	<b>3</b>	<b>18</b>	<b>151</b>	<b>21</b>	<b>66</b>	<b>209</b>
<b>FACULTY OF SCIENCE—</b>						
1. Geology .. ..	1	3	6	2	2	9
2. Chemistry .. ..	..	3	27	2	11	32
3. Physics .. ..	..	3	25	2	10	30
4. Zoology .. ..	..	1	8	1	5	15
5. Botany .. ..	..	1	8	1	5	16
6. Mathematics .. ..	..	2	17	2	7	20
7. Statistics .. ..	..	1	3	1	2	8
<b>TOTAL .. ..</b>	<b>1</b>	<b>14</b>	<b>94</b>	<b>11</b>	<b>42</b>	<b>130</b>

APPENDIX 'P'—*contd.*

Name of the subjects.	As on 2nd January 1952.			As on 31st December 1965.		
	University Professor.	Professor. Reader.	Lecturer.	University Professor.	Professor. Reader.	Lecturer.
1	2	3	4	5	6	7
<b>FACULTY OF COMMERCE—</b>						
Commerce ..	1	1	2	1	3	11
<b>FACULTY OF EDUCATION—</b>						
Education ..	..	1	9	1	1	10
<b>FACULTY OF LAW—</b>						
Law ..	..	1	25 (Part-time)	2	2	25 (Part-time.)
TOTAL ..	1	2	36	4	6	46

Name of the subjects.	As on 2nd January 1952.			As on 31st December 1965.		
	Professor.	Lecturer.	Tutor.	Professor.	Lecturer.	Tutor.
1	2	3	4	5	6	7
<b>FACULTY OF MEDICINE—</b>						
Medicine ..	2	3	2	3	3	3
Surgery ..	2	5	1	3	3	4
Gynac. Obst. ..	2	2	2	2	3	2
Ophthal ..	2	2	1	2	3	2
Pharm. ..	1	2	4	2	4	4
Bio-Chemist ..	1	3	..	1	3	2
Physiology ..	1	2	3	3	3	5
Anatomy ..	1	2	7	2	5	6
Sor and Preventive Medicine	1	..	..	1	1	1
Forensic ..	..	1 (Part-time)	1	1	1	..
Radiology ..	..	1 (Part-time)	..	1	..	1
Anaesthesiology ..	..	1 (Part-time)	1	1	..	..
Venrology ..	1	1 (Part-time)	..	..	1 (Part-time)	..
Dentistry ..	..	1 (Part-time)	..	..	1 (Part-time)	..
Podiatric ..	..	..	..	1	1	..
Orthopedics ..	..	..	..	1	1	..
Plastic surgery ..	..	..	..	1	..	..
Physics ..	..	..	..	..	3	..
Chemistry ..	..	..	..	..	3	..
Zoology ..	..	..	..	..	2	..
Botany ..	..	..	..	..	2	..
English ..	..	..	..	..	1	..
TOTAL ..	14	29	27	27	51	36

## APPENDIX 'P'—concl'd.

Name of the subjects.	As on 2nd January 1952.				As on 31st December 1965.			
	Professor.	Associate Professor.	Assistant Professor or Lecturer.	Foreman.	Professor.	Associate Professor.	Assistant Professor or Lecturer.	Foreman.
1	2	3	4	5	6	7	8	9
<b>FACULTY OF ENGINEERING—</b>								
Civil Engineering	2	..	9	..	2	2	16	..
Mechanical Engineering.	1	..	3	1	1	3	8	2
Electrical Engineering.	..	..	3	1	1	1	7	1
Mathematics	1	..	1	..	2	..	2	..
Physics ..	..	..	..	..	1	..	2	..
Chemistry ..	..	..	..	..	1	..	2	..
Humanities	..	..	..	..	..	1	1	..
Workshop Superintendent.	1	..	..	..	..	..	..	..
<b>TOTAL ..</b>	<b>5</b>	<b>..</b>	<b>16</b>	<b>2</b>	<b>8</b>	<b>7</b>	<b>38</b>	<b>3</b>

Name of the subjects.	As on 2nd January 1952.			As on 31st December 1965.		
	University Professor.	Professor Reader.	Lecturer.	University Professor.	Professor Reader.	Lecturer.
1	2	3	4	5	6	7
Faculty of Arts ..	3	18	151	21	66	209
Faculty of Science ..	1	14	94	11	42	130
Faculty of Commerce	1	1	2	1	3	11
Faculty of Education	..	1	9	1	1	10
Faculty of Law ..	1	3	36	4	6	46
<b>TOTAL ..</b>	<b>6</b>	<b>37</b>	<b>292</b> <b>=335</b>	<b>38</b>	<b>118</b>	<b>406</b> <b>=562</b>

Name of the Subjects.	As on 2nd January 1952.				As on 31st December 1965.			
	Professor.	Associate Professor.	Assistant Professor or Lecturer.	Foreman.	Professor.	Associate Professor.	Assistant Professor or Lecturer.	Foreman.
1	2	3	4	5	6	7	8	9
Faculty of Engineering.	5	..	16	2	8	7	38	3
Faculty of Medicine ..	..	14	29	27	27	51	36	..
		Professor.	Lecturer.	Tutor.,	Professor.	Lecturer.	Tutor.	
		14	29	27	27	51	36	
Total strength of teachers as on 2nd January 1952=428.								
Total strength of teachers as on 31st December 1965=732.								

## APPENDIX 'Q'.

## LIST OF REPRESENTATIONS/PETITIONS FILED WITH THE CHANCELLOR.

(A) *Show causes issued—*

1. Representation of Dr. V. P. Verma, University Professor of Political Science, Patna University.
2. Representation of Shri Lala Mukund Murari Prasad, Acting Principal, B. N. College, Patna.
3. Representation of Dr. S. K. Sinha, Lecturer in Surgery, Patna University.
4. Representation of Professor Chandra Kant Pandey, Professor of Sanskrit, Patna College, Patna.
5. Representation of Dr. Raghuji Varma, Professor of Geology, Science College, Patna.
6. Representation of Dr. Manik Singh, Professor of Anatomy, P. W. Medical College, Patna.
7. Representation from transferred servants and University servants serving in the Bihar College of Engineering, Patna, regarding their condition of service.
8. Election petitions by Shri Ram Ishwar Pd. Singh and others challenging the validity of Senate Election held on January 2, 1966.
9. Election petition by Shri Bhola Prasad Singh challenging the validity of Syndicate Election.
10. The matter relating to appointment of Shri B. K. Verma as Assistant Registrar II, Patna University.
11. Petition of Shri Vidyasagar Singh regarding the appointment of University Professor of Law.
12. Petition of Professor Damodar Thakur, Professor of English, Patna University.
13. Representation of Dr. R. N. Tripathy, Professor of Economics, Patna College.
14. Representation of Dr. Kedar Nath Prasad, University Professor of Economics, Patna University.
15. Representation of Dr. J. P. Agrawal, Professor of Social and Preventive Medicine challenging the validity of the permission granted by the Academic Council to one Dr. R. B. N. Sinha to appear at the M. D. Examination of Patna University under the supervision of Dr. Lakshmi Kant, Director, Institute of Public Health.

(B) *Comments asked for—*

1. Representation of Shri Kailash Vihari, Lecturer in Mechanical Engineering, Bihar College of Engineering.
2. Representation of Shri Gurudas Mukherjee against the appointment of Dr. S. K. Verma, as Reader.
3. Representation of Shri Kauleshwar Rai against his termination of services as Lecturer in History.
4. Representation of Dr. D. P. Jakhanwal, regarding appointment of a Lecturer in Physiology at the P. W. Medical College.
5. A petition regarding appointment of a Lady Medical Officer and a Lady Attendant in the Patna University Central Dispensary.
6. An anonymous petition from students of Botany against certain appointments of teachers in the subject.

7. Representation of Shri Brahmadeo Prasad against his retrenchment from Lecturership in Geology of the Patna University.
8. Representation of Mrs. Pratima Sanyal, Assistant Professor of Physics, M. M. College, Patna.
9. Representation of Shri Vidyapati Sahay, Graduate Laboratory Assistant against the order of cancellation of the leave granted to him.

(C) *Stay orders given—*

1. Representation of Shri Lala Mukund Murari Prasad, Acting Principal, B. N. College, Patna.

(D) *Annulment orders passed—*

1. Representation of Dr. V. P. Varma, University Professor of Political Science, Patna University.
2. Representation of Shri Lala Mukund Murari Prasad, Acting Principal, B. N. College.

S. R. PRASAD,  
Registrar,  
Patna University.

Sub. National Systems Unit,  
National Institute of Educational  
Planning and Administration  
17-B, Sri Aurobindo Marg, New Delhi-110016  
DOC. No... 2395  
Date... 25/11/77

